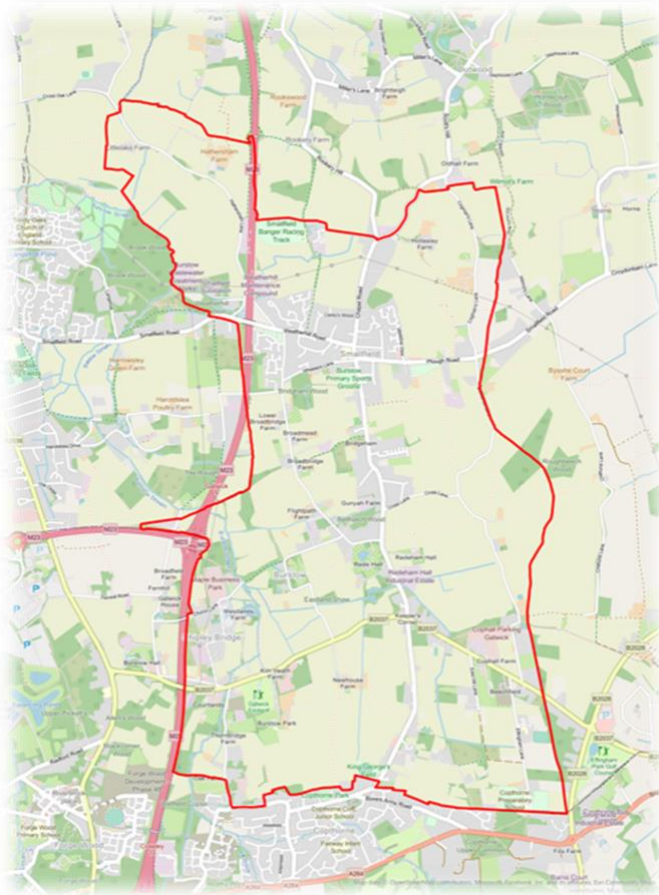




Burstow and Smallfield Neighbourhood Plan



**Burstow Parish Council
Pre-submission Draft – January 2026**





BURSTOW AND SMALLFIELD PRE-SUBMISSION DRAFT NEIGHBOURHOOD PLAN

JANUARY 2026

Contents

1. Overview	1
What is the status of this document?	1
What is Regulation 14 stage?	1
Why is this stage important?	1
What will happen after this consultation has closed?	1
What have you already told us?	1
2. Introduction	3
What is neighbourhood planning?	3
How was the plan prepared?	3
Neighbourhood Plan Area and Plan Period	4
Map 1. Burstow and Smallfield Neighbourhood Plan Area	4
3. About the neighbourhood plan area	5
Description	5
Map 2. Smallfield Larger Rural Settlement surrounded by Green Belt	6
Map 3: Location of Principal Roads	8
Map 4: Proximity to Gatwick Airport	9
Pattern of growth	10
Map 5: Location of Junction - circa 2,500 vehicle movements per day	11
Pressures	11
Communities, population and commuting	13
Map 6. Recognised Communities in the neighbourhood area	14
Map 6: Catchment area for Smallfield Surgery	15
Map 7. Bridleways/Footpaths	16
Photographs of the main entry points to Smallfield	17
Map 8. Locations of photos - main points of entry to Smallfield	18
4. Vision and Objectives	18
5. Housing: Design, Density, Character and Amenity	22
Smallfield	22
National Planning Policy Context	23
Local Planning Policies	23
Current Housing Mix	23
Affordable Homes	23
How the neighbourhood plan can help	28
Policy BSNP1: Housing Mix	28
Policy BSNP2: High Quality Design	29
Policy BSNP3: Density	29
Policy BSNP4: Landscape Character	29
Policy BSNP4: Residential Amenity	29



6. Flooding: Sustainable Drainage Systems	30
Flood Risk	30
Map 9 Flood Zones 2 and 3.....	32
Map 10 Flood Extent.....	32
National Planning Policy Context.....	33
Local Planning Policies	33
How the neighbourhood plan can help	34
Policy BSNP5: Sustainable Drainage Systems.....	34
7. Transport and Traffic: Getting About Safely	35
National Planning Policy Context.....	36
Local Planning Policies	36
How the neighbourhood plan can help	36
Policy BSNP7: Transport Impacts and Infrastructure.....	37
Policy BSNP8: Safe routes for pedestrians and cyclists.....	37
8. Local Green Space Designations	38
National Planning Policy Context.....	38
Local Planning Policies	38
How the neighbourhood plan can help	38
Map 11 Local Green Space Locations.....	39
Policy BSNP9: Local Green Space Designation	39
Appendices	Error! Bookmark not defined.
Appendix A: Individual Local Green Space Location Maps/Photos.....	40
Appendix B: Local Green Spaces reasons for designations.....	45
Footnote	47
Monitoring.....	48
Acknowledgements	49



1. Overview

What is the status of this document?

1.1 This is the pre-submission (Regulation 14) draft neighbourhood plan for the Burstow Parish Council area. It has been prepared by a steering group made up of parish councillors, residents and local interest representatives. It has been shaped so far by feedback received from local engagement and consultation activities. It has limited weight in decision making but when completed, its status will become part of the Tandridge Local Development Planⁱⁱⁱ. This means it will be used by decision makers to determine planning applications in the neighbourhood area, alongside the adopted Tandridge Local Plan.

What is Regulation 14 stage?

1.2 The Neighbourhood Planning Regulations 2012 sets out requirements for taking neighbourhood plans through different stages of preparation. Regulation 14 stage requires us to undertake a formal six-week public consultation with general and specific consultation bodies, residents and people who do business in the neighbourhood plan area. The consultation will run from 5 January to 8 February 2026.

Why is this stage important?

1.3 It is important to us that we hear a wide range of views of our residents, statutory bodies and any interested parties that may be affected by development proposals in our area. Specifically, have we got this plan right? Have we missed anything critical? Do you think this plan will make Burstow and Smallfield a better place to live when development proposals in our area come forward in the future? We would like your views on our Vision, Objectives and policies as these will help address challenges and issues to drive up the standards of new development in our area.

What will happen after this consultation has closed?

1.4 We will review all comments received and update the plan, then will formally submit it to Tandridge District Council who will undertake its own consultation (known as Regulation 16) and will arrange for the plan to be independently examined. The examiner will consider all representations received and write their report noting any further changes necessary and recommending whether it can proceed to its final stage - a local referendum. The purpose of the referendum is to ask residents to decide whether they want Tandridge Council to use the Neighbourhood Plan to help it decide planning applications in the neighbourhood area.

What have you already told us?

1.5 When we asked local people about priorities for our area, the most popular responses were about having enough housing to meet the needs of our residents, particularly to enable younger people to be able to move out but still live in the village. Enabling those who wish to, to take their first step on the housing ladder as well as having smaller homes for those who wish to downsize. People commented that they liked the rural character of our villages and wanted them to retain their character by managing growth sensitively. Residents wanted to retain green spaces near to where they lived for play and recreation. Many pedestrians and cyclists wanted separation from traffic, particularly from the many HGVs using the rural lanes to enable safer routes for walking and cycling. Concerns over local flooding was raised and people wanted to ensure the natural environment retained its ability to absorb surface water run-off. Residents were concerned about ensuring rivers, streams, ponds and ditches were kept in good condition when building work was undertaken. Residents were concerned about the use of pumping systems rather than linking into mains drainage systems. Residents also expressed their desire to retain and not build on functional floodplain as these areas naturally absorb floodwater, such as an area known as the 'duckpond'.



As a result of the feedback we have received, the steering group identified four themes that the plan should focus on:

HOUSING AND CHARACTER – reflecting local needs and aspirations by supporting housing mix and density high quality design, retaining and reinforcing local character and protecting residential amenity to encourage community cohesion.

FLOODING – ensuring sustainable drainage is incorporated into new development and natural flow of water is not interrupted or limited. We also considered impacts on our functional floodplain, but this is a strategic matter dealt with in National Policy and Guidance and the Local Plan Policy as any development on floodplain is highly vulnerable to flooding and sufficient policy protection is in place to manage flood risk in these areas. It is therefore outside the scope of the neighbourhood plan.

TRANSPORT – ensuring major development improves opportunities to manage traffic flow and provides safe pedestrian routes to support walking and incorporating cycle lanes to encourage uptake of sustainable travel.

GREEN SPACES – protecting important local green spaces from development, close to where people live, to encourage opportunities for social interaction, play and recreation.



2. Introduction

What is neighbourhood planning?

2.1 The neighbourhood planning regime was brought in under the Localism Act 2011. It gives communities the power to shape the areas where they live and work. A Parish Council can lead on the preparation of a neighbourhood plan with the express purpose of promoting or improving the social, economic and environmental wellbeing within its area. The National Planning Policy Framework (the 'Framework') sets government's principles and policies for plan making and decision taking. Neighbourhood Plans must have regard to the Framework and national guidance, contribute to achieving sustainable development and be in general conformity with strategic policies in the adopted development plan.

How was the plan prepared?

2.2 Burstow Neighbourhood Area was formally designated by Tandridge District Council on 15 April 2015. The decision to proceed with a Burstow and Smallfield Neighbourhood Plan commenced in January 2017, and the reason for taking this step was similar to other nearby Parish Councils: we have a mix of existing settlements and a rural area that we wished to enhance and protect. We want to shape the future of our neighbourhood area in a way that genuinely reflects local aspirations.

2.3 Our progress was earlier stalled by Tandridge District Council's ('TDC') Local Plan delays and latterly by the Covid restrictions. However, we wish to acknowledge the extensive support provided by TDC in their detailed comments on several occasions with our drafts. We have sought to follow that guidance at every step. It has been a long journey.

2.4 This planning document for the Burstow and Smallfield area is intended to promote and improve the social, economic and environmental wellbeing of the area by setting policies to influence development within the neighbourhood plan area. The Burstow Parish Council set out to establish the views of the community with a public consultation exercise and an open day. Once those views had been established, we sought voluntary involvement through setting up Neighbourhood Plan Steering Group, which has met regularly. Over time, more than two dozen people contributed to our knowledge and helped formed the vision, objectives and policies of our draft plan. We have regularly kept them informed of progress. There have been several drafts as we consulted with Tandridge District Council and when circumstances changed or updates to the NPPF had been published.

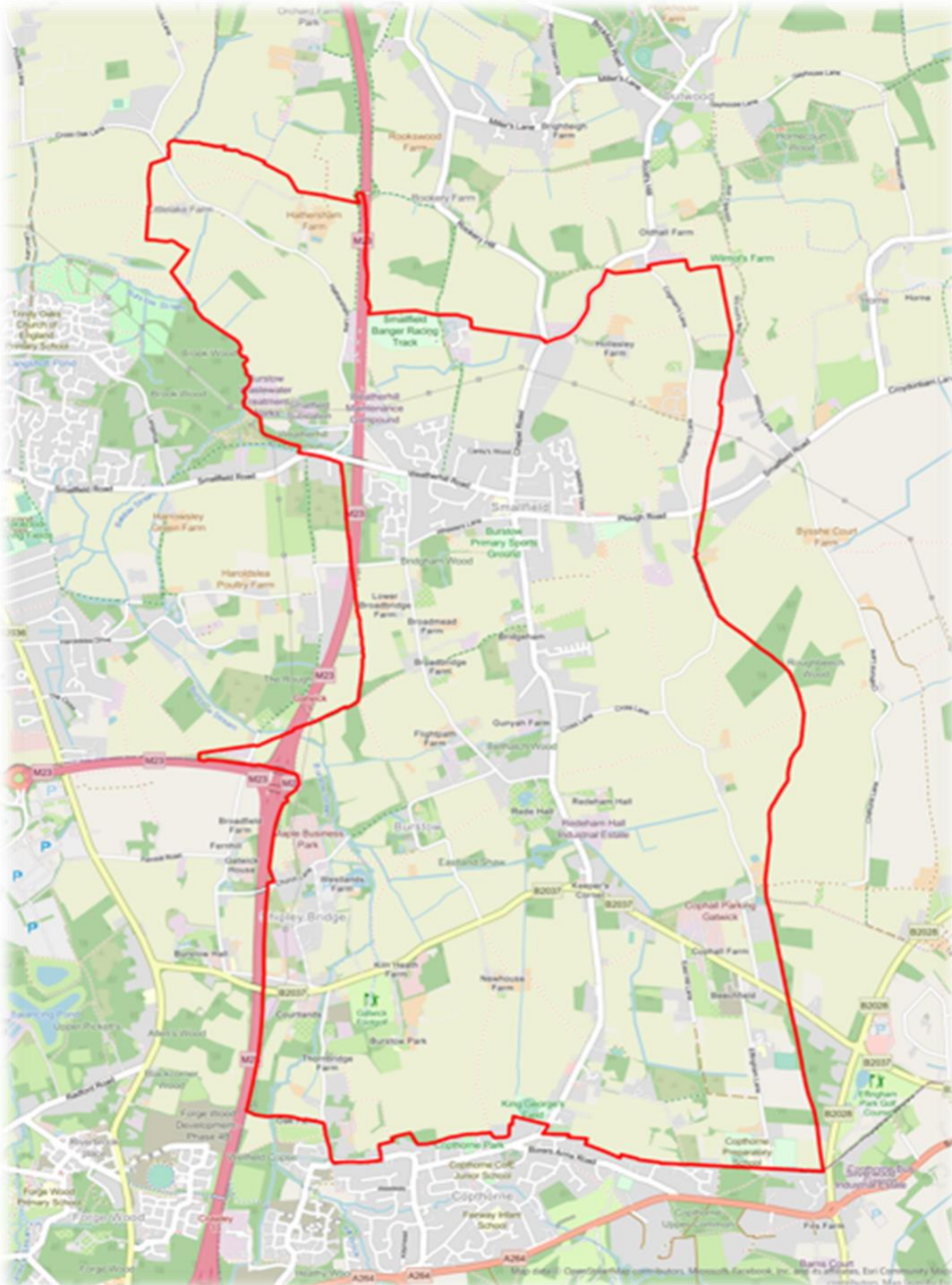
2.5 In February 2023 we ran a previous public consultation for six weeks where we received responses from a small number of residents and developers. There were very few objections from the community, so we pressed on in the knowledge that we have their support.



Neighbourhood Plan Area and Plan Period

The Neighbourhood plan area is coterminous with the parish of Burstow

Map 1. Burstow and Smallfield Neighbourhood Plan Area



Source: Tandridge District Council

The plan period will run from 2026 to 2036. It is anticipated that the neighbourhood plan will be reviewed when the emerging Tandridge Local Plan is adopted to ensure it remains relevant and up to date.



3. About the neighbourhood plan area

Description

3.1 The Neighbourhood Plan Area encompasses the Burstow Parish (Council) area, which sits to the east of Horley, the nearest large town, also south of Outwood, Nutfield and Bletchingley, west of Horne Parish and north of Copthorne. The West Sussex border is within a mile to the south.

3.2 The Parish of Burstow is a typical Surrey rural area, with one main village, Smallfield, housing two thirds of the population being a Category 2 Rural Settlement: designated for limited development, and a series of smaller, widespread settlements. However, it has a number of unique elements that make it a popular place to choose as home.

3.3 Burstow is a civil parish of Tandridge District Council, East Surrey Parliamentary constituency, in the county of Surrey, and it is set within the Metropolitan Green Belt and within the Gatwick diamond. It has a 2021 population of 4,536 and has an area of 11.39 km², 1,139 hectares (4.40 sq. miles) containing approximately 1,680 households.



Smallfield Village Centre
circa. 1913/2020



Broadbridge Lane site of old cottage hospital
circa.1942/2020



Redehall Road Ranelagh Cottages
circa.1915/2020



Junction of Weatherhill/Chapel Road- site of old sweet shop
circa.1913/2020





Post Office circa.
1913/2020



Smallfield

3.4 The largest settlement in the neighbourhood area is Smallfield which is classified as a category 2 Larger Rural Settlement and is the only part of the Parish area that is excluded from the Green Belt. Recent national policy changes, planning decisions and case law leaves the area vulnerable to development.

Map 2. Smallfield Larger Rural Settlement surrounded by Green Belt



Source: Tandridge District Council

3.5 In terms of distances, Smallfield is 2.5 miles (4.0 km) ENE of Gatwick Airport and the M23 motorway, 7.5 miles southwest of Oxted and 1.8 miles (2.9 km) east of Horley and Crawley is a nearby large commercial town, 5 miles (8.0 km) southwest of Smallfield.

Topography

3.6 Most of Burstow is a low-lying flat area and is categorised as a rural low-lying agricultural floodplain. To the north of Smallfield there are steep inclines which run down into Smallfield village. There are a number of natural watercourses and other drainages across Burstow, which is part of the Upper Mole Catchment area. Smallfield village is in the catchment of the Burstow Stream and Weatherhill Stream. We have identified a very large number of ponds in the area, indicative of the low landscape.

3.7 The elevated M23 motorway creates a physical barrier that runs the full length of the Burstow area, and there are a number of large culverts running through the embankment. As a consequence of the embankment, the shape of the land and the characteristics of its underlying geology Burstow generally, and in particular, Smallfield village, are at high risk of flooding. This is shown in the 2020 statement below by Surrey County Council.

The Weatherhill Stream flows in an open channel in a south-westerly direction through farmland towards Smallfield. The Weatherhill Stream is classified as an Environment Agency Main River just upstream of the Churchill Road culvert inlet (meaning water flows through and out faster than it can enter). Many ditches additionally drain surface water from the local farmland and roads into the Weatherhill Stream channel.

Flood risk in Smallfield occurs mainly due to the number of flow paths joining in the village from multiple directions and the limited capacity within the village to drain this water. This is due to environmental factors within the village alongside flow constrictions under the M23 which limit drainage. This leaves the village unable to effectively alleviate flood risks, particularly during high intensity rainfall.

Source: Surrey County Council Smallfield Flood Alleviation Report (2020)

Designations

3.8 There are no National Landscapes (previously AGLV's (Areas of Great Landscape Value) but nevertheless our area features a strong rural landscape atmosphere of open farmland and woodland, inhabited by sheep, cattle and horses with the occasional farmhouse and gently rising uplands. Close by are the intensively developed semi-urban areas of Horley, Redhill, East Grinstead and Crawley that are in sharp contrast to Burstow's highly valued rural atmosphere and outlook. Smallfield is defined as a Category 2 Larger Rural Settlement, appropriate for infilling and sites allocated for affordable housing.

Network of roads and footpaths

3.9 The Neighbourhood Plan area is bounded to the west by the M23 motorway but is not defined by this as it spreads beyond its boundary to the west, via Hathersham Lane, (including the substation and sewage works plus farmland) and with a minor section at Shipley Bridge.

3.10 The busiest route is undoubtedly over the M23 motorway bridge, and from the Horley direction there are major developments gradually encroaching on the important separation gap between the village and Horley. The QE2 field and the triangle of field to the north on entry are vital features that soften the effect of the motorway and provide an open feel to reinforce the rural atmosphere.



M23 and major roads

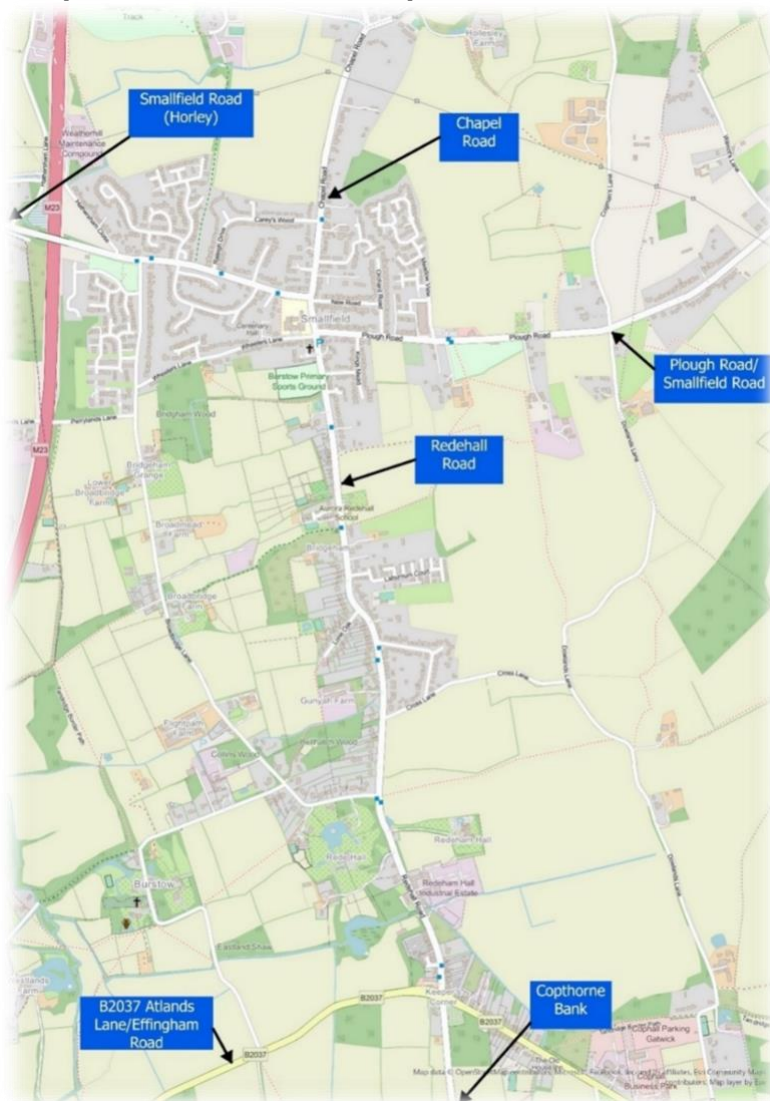
3.11 There is no direct access to the motorway, and there are no other major roads serving the area except for the B2037 at Antlands Lane/Effingham Road. All the remaining network of roads are undesignated, single country lanes and minor roads, some residential and they carry high volumes of commuter traffic from the south, north and east in the morning and vice versa later on. Since the upgrading of Broadbridge Lane, a substantial amount of traffic now utilises that road instead of the centre.

3.12 The principal roads are:

- **North and South:** Chapel Road, Redehall Road and Copthorne Bank
- **East and West:** Smallfield Road (Horley), Plough Road, Weatherhill Road, Smallfield Road (Horley) Effingham Road/Antlands Lane (B2037).

3.13 These roads form the main routes through the centre of Smallfield and generally converge at the centre of the village where Redehall Road/Plough Road/Wheelers Lane and the school and central shops are located.

Map 3: Location of Principal Roads



Source: Tandridge District Council



Landscape Views

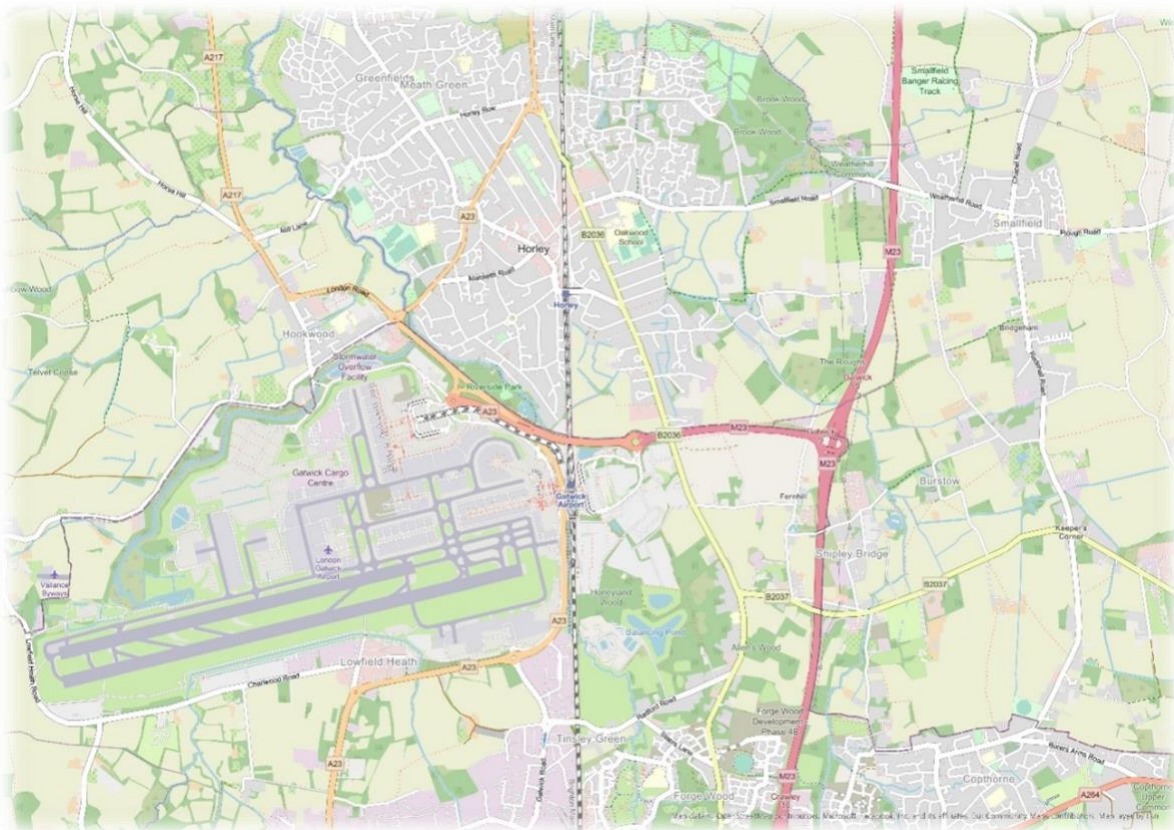
3.14 There are open farmland landscapes from four directions into the main residential area (Smallfield) but they do have a different character. From the Cophorne direction, the allotment site and along Cophorne Bank retains a farming character past the Buddhist temple near to the traffic crossroads, and northwards from there ribbon development is the main feature, with interspersed fields to limit any continuous developed feel, as it gently slopes down to Smallfield. Diverting into Broadbridge Lane is typified by open farmland leading to the start of the built-up area, with the soft edge of the ‘Canadian estate’ of housing.

3.15 From the Horne direction the setting of Smallfield Place (which is not visible from the road) is carefully protected with level, open views across the fields, often with livestock, and the sports field. This is the feature almost right up to the built-up boundary.

3.16 One of the most important views is that from Outwood, which has a very different feel of steep hills, woodland and agriculture, giving a slightly elevated view as the village suddenly seems to appear, but still initially at a distance, emphasising that the area is still a very rural open setting. This is a very important landscape view.

3.17 Views around the settlements and from many vantage points in Smallfield are of rural tranquility, despite its proximity to one of the UK’s busiest airports.

Map 4: Proximity to Gatwick Airport



Source: Tandridge District Council



Pattern of growth

3.18 The pattern of growth that has seen the once appropriately named Smallfield change from a sleepy hamlet to a Larger Rural Settlement originally inset from the Green Belt with good facilities It had been a gradual growing process from the turn of the last century onwards, and one that has mostly been manageable, until the impact of significant housing developments to our south and west and the M23 and Gatwick Airport. Our neighbourhood plan area is in a strategically important location, with easy access for journeys by local roads, motorways, and convenient train services at Horley and the airport, but hampered by a poor bus service.

3.19 Burstow Parish is adjacent to the fast-expanding town of Horley, a major housing growth area, and the much larger town of Crawley (becoming even larger) and Copthorne village, with substantial new commercial and housing development. This strategic position therefore now produces high levels of traffic flow through the village and surrounding roads, heading towards the M25 and the employment locations of Gatwick, Crawley, Redhill, and of course London.

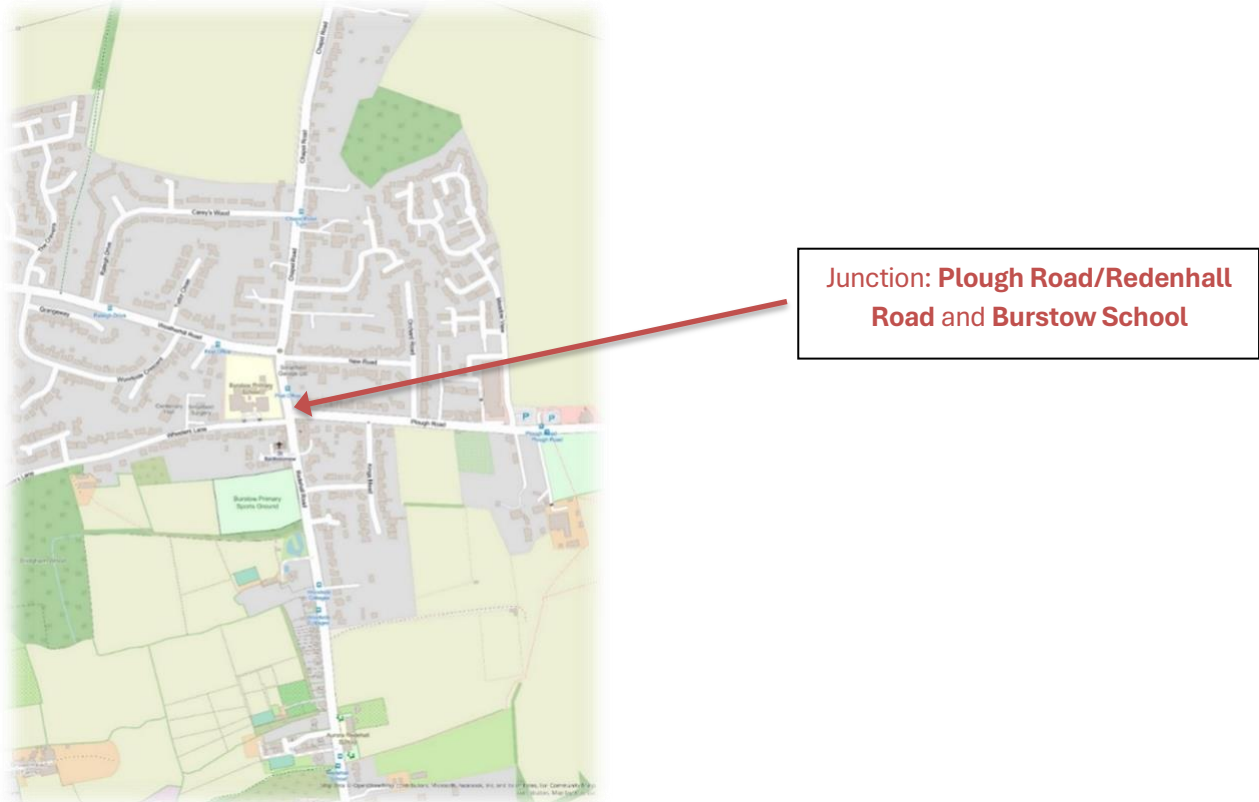
3.20 The junction between Plough Road /Redehall Road and the school is a major bottleneck, with up to 2,500 vehicle movements per day. This is recognised by Surrey County Council who have been implementing a central village road scheme. Gatwick expansion plans recently announced are likely to add significantly to those pressures.

3.21 Our road network (mostly consisting of country lanes) is very busy as it performs an important function in linking the east of Tandridge to Crawley and Gatwick Airport and also the A22 and the A23. Concerns lie around what we consider are excessive HGV movements, we need to find a balance between the needs of business and the concerns of residents. New traffic enforcement powers, encouraged by our MP, may give local authorities new powers against moving traffic offences.

3.22 Therefore, traffic congestion and the efficient flow of traffic through our area is a major issue for residents both in terms of congestion and road safety, as well as the need for safe walking, horse-riding and cycling routes.

3.23 Cycling is also a particular feature of this area as it is on official Surrey cycle routes, in particular with the British Heart Foundation London to Brighton route, with up to 15,000 cyclists (on one day), travelling through Burstow. This has encouraged many more authorised and unofficial large cycling groups. The Surrey Cycleway features the 94-mile circular tour around Surrey, and the Cycle Facility Map includes cycle lanes along Weatherhill Road, leading to Smallfield Road. With our predominantly small/narrow roads there is often insufficient space for motorists to lawfully pass cyclists.

Map 5: Location of Junction - circa 2,500 vehicle movements per day



Source: Tandridge District Council

Pressures

3.24 Burstow also faces similar demographic factors to that experienced across Tandridge: our average age profile is increasingly that of older persons now representing 22.6% of the population in Burstow- more than the national average of 18% and our young people have to leave as they are unable to source affordable rental property or buy here. The general average price for semi-detached properties in Smallfield in the past year was £466,721 (Rightmove March 2025).

3.25 This has implications for many of our key services: The GP surgery and nearby hospital are under pressure from the health issues of an older generation, we have insufficient workers to support the education, welfare, health, local government and personal services. Smallfield Surgery is now part of Modality Group (part of nationwide GP partnerships - locally consisting of Smallfield, Horley and Townhill Caterham). Smallfield Surgery has 7780 registered patients, a large number to serve effectively. Availability of rental accommodation can make a useful contribution to this issue of affordability for key workers.

3.26 For those that can afford to live here, employment demands are high, and tend to produce dormitory commuting community less able to involve themselves in community activities, which are so important. Affordable housing, including smaller units are important to us to counter the loss of young people and encourage downsizing.

3.27 Our biggest concern comes from our topography, and susceptibility to flooding. When heavy rainfall allows groundwater and sewage to escape, the results have been devastating.

3.28 Our Flood Action Group volunteers have dedicated themselves to identifying and



remediating or mitigating the causes of flooding. They have brought together a wide range of service providers and self-help activities. As a high-risk area we need the strategic investment that has been identified at a senior level, and we will encourage steps to reduce our vulnerability with all new development.

3.29 On the surface, Smallfield is typical of the housing stock of other surrounding villages, but we are proud of some significant historical buildings that must be protected. Two examples of these are Burstow Manor and Smallfield Place, with 14th and 16th century elements respectively. Both are Grade 2 Listed Buildings, and there are 14 in our Plan area (British Listed Buildings 2022 and Historic England). Only the area around Burstow Church (Grade 1) is established as a Conservation Area, and fairly recently, speculative housing proposals already threaten the sanctity of those other nationally important assets. Our land-based policies aim to respect the setting of each of these aspects of our important local heritage

3.30 Smallfield has a recognised level of facilities in terms of retail, educational, health and recreational. We value our Green Spaces within the wider Burstow and Smallfield area and they provide both visual and recreational features to a built landscape. Open verges, front lawns, tree protection, walkable footpaths and bridleways, and well-designed play areas all contribute to our rural aspect, and we aim to protect and enhance those elements wherever possible. Our rural character is reinforced no matter which direction one approaches our Neighbourhood Plan area, as open farmland and rolling countryside are separation features of all of the entry points to the area that maintain our rural appearance. (see photographs of main entry points -page 18).

3.31 Any large potentially disproportionate increase in population will create exceptional pressure on the current infrastructure e.g. the surgery, parking, welfare and education and we need to retain the rural character and green open spaces of the village and parish.

3.32 Government planning guidelines propose that, whilst Neighbourhood Plans are required to support, and not frustrate the delivery of strategic policies, they should also shape sustainable development and highlight infrastructure requirements to identify specific action. (NPPF 2024: 30) That is one of the key purposes of our Neighbourhood Plan.

3.33 Finally, in our policies within this Plan there is little specific mention of Gatwick Airport, despite our proximity to the UK's number 2 airport. As a community Gatwick is a mixed blessing. We do experience noise, aircraft with variable flight paths, extra traffic from staff and passengers, and potential air pollution. However, it is also a major employer and so many current and retired personnel are based in our neighbourhood plan area. We have real concerns about the future expansion of flights, including pressure on housing, but it is muted by our local connections.

Development

3.34 The local authority has a duty through the Local Plan making process to call for sites inviting landowners and agents to put forward sites for residential and employment development. There are potentially many homes that could be proposed in our neighbourhood plan area.

3.35 There are important sites that could be suitable for development in the Burstow neighbourhood area which are known to be in areas of flood risk. Extensive prevention measures will be required to ensure the risks of flooding are not increased. Anecdotal comments to residents by various engineers attending the combined foul sewer system have said that the system is working at capacity on dry days and over capacity during periods of heavy or prolonged rainfall and will require extensive upgrading should more housing be built. We appreciate these comments may not be representative of the water



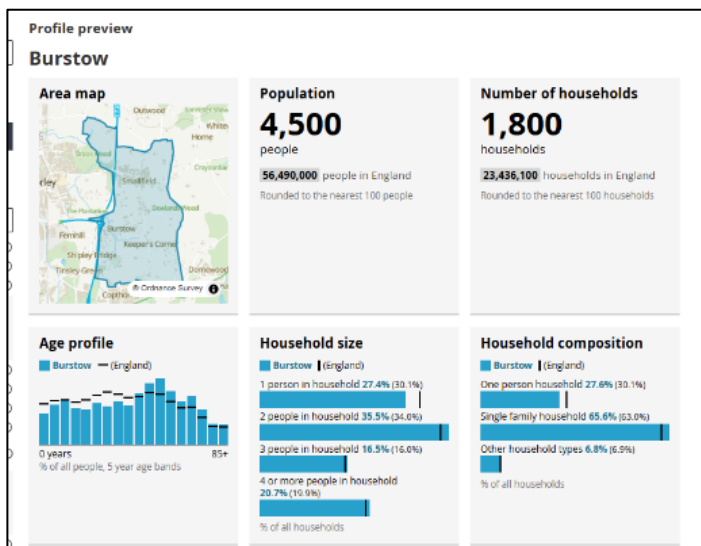
companies' opinions. Developer pressure, particularly the HELAA (Housing and Economic Land Availability Assessment) outcome has led us to the long process of preparing a Neighbourhood Plan.

3.36 We face a number of pressures in our current situation, and the previously identified proposed housing allocations in the Tandridge District Council's process and other recent speculative proposals will only add to these pressures. Developer announcements are already proposing in the region of 300 homes on one site, 279 on another, with one for 120 units recently permitted and three other sites with potential for 80, 85 and 25 units. Other locations have been proposed. Without exaggeration if all the sites had planning permission approved, the main village of Smallfield would have to sustain growth in the region of over 50%.

3.37 Where we differ from many neighbouring parishes is the level of developer pressure mentioned earlier, particularly in the Larger Rural Settlement of Smallfield, that could potentially overwhelm our community and change the character of both the neighbourhood plan area as a whole including the semi-rural settlement of Smallfield forever. We have sought to ensure our neighbourhood plan aligns with and supports the strategic policies of the adopted Tandridge Local Plan whilst enabling our Vision to be realized through the application of neighbourhood plan policies to ensure our neighbourhood area delivers sustainable development without adversely affecting social, environmental and economic priorities.

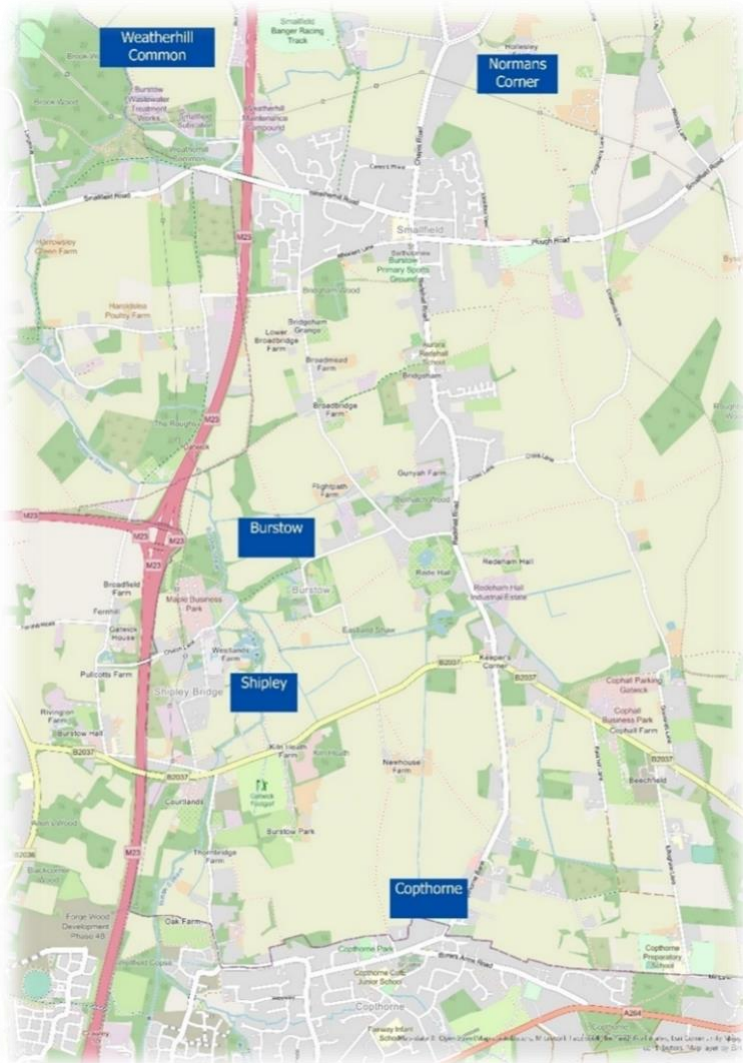
Communities, population and commuting

3.38 Our community benefits from a very strong and efficient Parish Council and modern community centre that is well used. So, it can be said to be a cohesive, friendly, secure, attractive, and convenient place to bring up children and to live a long and healthy life. The crime rate is very low, assisted by a strong Neighbourhood Watch scheme and effective CCTV, and there is active involvement in the many voluntary groups and other clubs. Neighbour disputes are not a noticeable factor, and it is often referred to on its Village Facebook entries as a very friendly place. Educationally there are reassuringly high levels of pupil performance, the Burstow school is considered 'good' (Ofsted Inspection dated 2/7/2019). Although, like the Surgery, it now serves a much wider area (approx. 50% of pupils come from beyond our neighbourhood area). Burstow School has become part of the academy group 'Everyday Partnership Trust' as of 1st May 2024.



Source: Census 2021

Map 6. Recognised Communities in the neighbourhood area



Source: Tandridge District Council

3.39 The population of Burstow is predominantly made up of owner-occupiers (around 78% of people own or have a mortgage, around 22% rent social or private housing). Apart from a modest amount of social housing, and some terraced houses, most properties (around 87%) are semi-detached and detached properties. Burstow is more affordable than many other parts of Tandridge (albeit still unaffordable for most young people and those on lower incomes).

3.40 The principal 'Larger Rural Settlement' is Smallfield, with a population of almost 3,000 adults (2807 in BA Ward from 2019 electoral register). There are no other centralised settlements. The generally recognised communities of Weatherhill Common, Burstow, Copthorne Bank, Normans Corner, Keepers Corner and Shipley Bridge to the south encompass the other 1,000 or so residents in well dispersed communities. Typically, there are many larger housing plots or farmhouses in those other settlement areas, which still give them an open appearance. The neighbourhood area retains a strong rural feel, with much of the green belt land being open farmland with sheep, cattle and horses visible.

3.41 The southern areas are however greatly affected by Gatwick aircraft flight arrivals or departures.

3.42 Towards the outside of the London commuter belt, some residents commute to the capital by road or rail from here as London is 24.5 miles (39.4 km) to the north. As such it offers excellent connectivity to commute for employment to Gatwick, Redhill and the metropolitan area of London. A bus service operates on a regular, but infrequent basis, and the nearest train services are in Horley or Gatwick Airport, which are busy commuter lines towards London and Brighton. Our bus routes offer a very limited service both during the weekend and at weekends. There is no evening service.

Local Facilities

3.43 Smallfield itself is a very sustainable and self-sufficient location. It has a surprisingly rich mixture of retail offerings which are well supported, as well as a good health centre, school, chemist and post office all within easy walking distance for many residents. The health provision, despite suffering similar pressures to many surgeries, has a better than average patient experiences (GP Performance Survey 2025). It serves a wide area that extends significantly beyond the neighbourhood area boundary.

Map 6: Catchment area for Smallfield Surgery



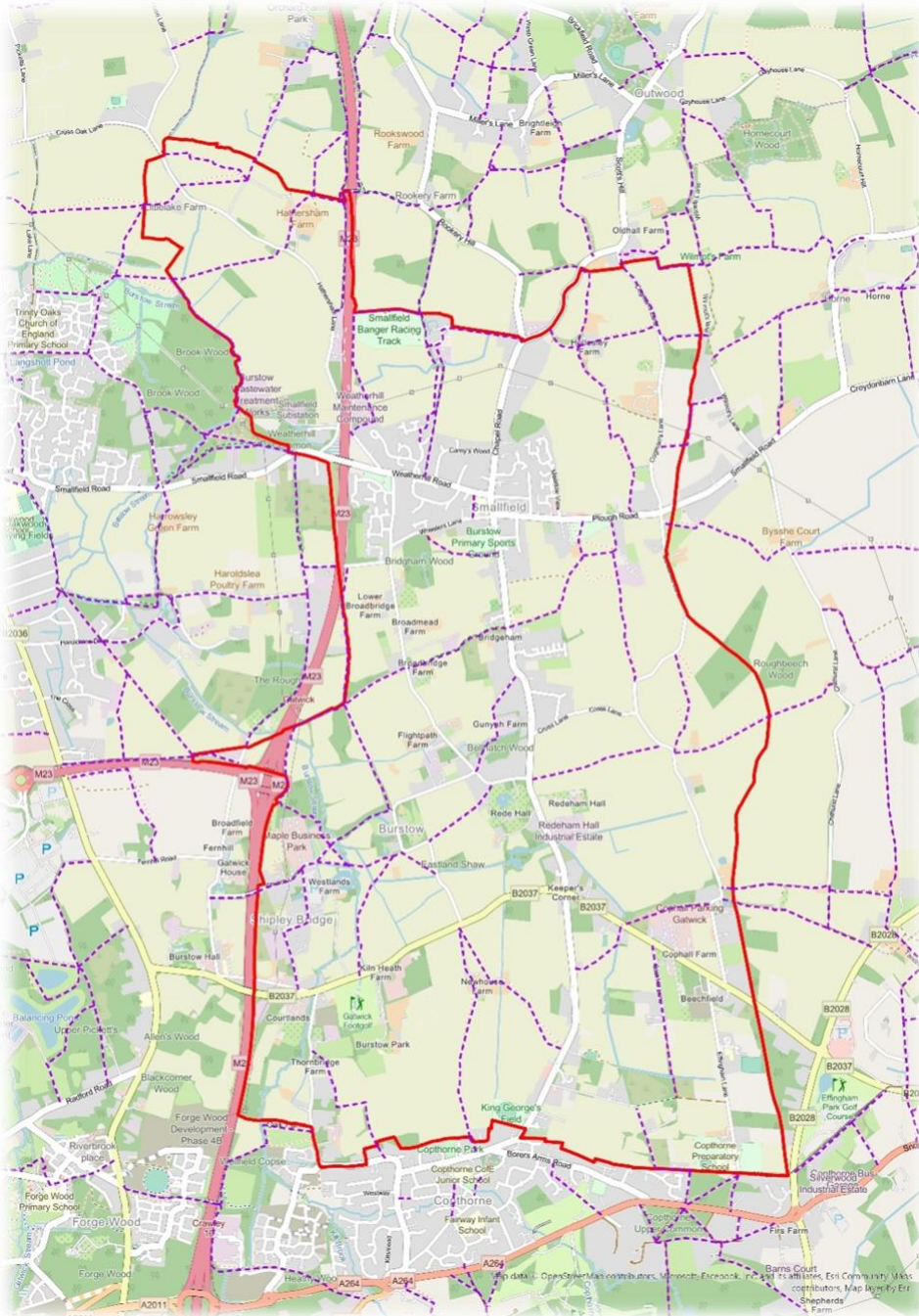
Source: Smallfieldsurgery.nhs.uk

Bridleways and footpaths

3.44 The neighbourhood area is criss-crossed by many bridleways and footpaths, none of them strategic, but a number are important routes for horse riders and ramblers. There are some 'common-land' areas, that are key Green Spaces for recreation or sport: QE2 Field, Plough Road playing field and Weatherhill Road, Keepers Corner Nature area, as well as the ponds at Redehall Road and Broadbridge Lane.



Map 7. Bridleways/Footpaths



Source: Tandridge District Council



Photographs of the main entry points to Smallfield

Plough Road



Chapel Road



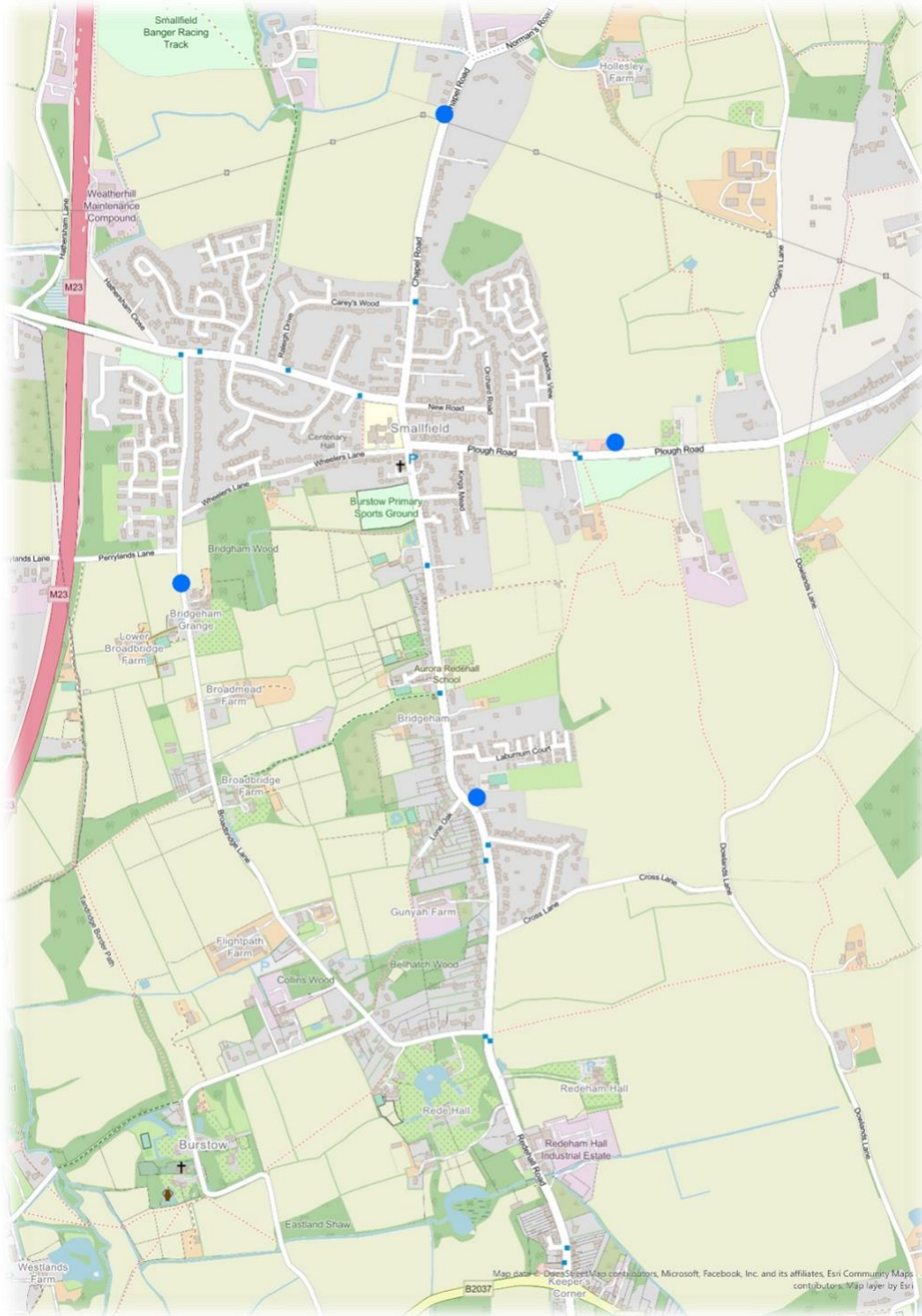
Broadbridge Lane



Redehall Road



Map 8. Locations of photos - main points of entry to Smallfield



Source: Tandridge District Council

4. Vision and Objectives

4.1 The vision and objectives for this Plan were derived from the initial consultation at the very start of our journey. In 2017, a general survey was prepared, published online and distributed to all residents and local businesses, with over 500 contributions received – a 30% response rate. A good spread of age groups responded.



4.2 The overwhelming message was that residents rated Burstow as a good place to live, with some outstanding features. People particularly value its village feel and local shops and amenities, recreation areas and playgrounds, natural green spaces and surrounding countryside

4.3 When asked for feedback on important issues, popular responses included protection for the green belt and local green spaces, flood protection to manage increasing flood events and traffic congestion. Concerns raised also included mobile phone coverage, youth facilities, police support, and aircraft noise.

4.4 People's main concerns related to traffic congestion included HGVs using the roads, damage to road surfaces, parking issues, speeding and air quality. They wanted traffic calming measures to make the area more pedestrian and cycle friendly.

4.5 New housing development was a main issue, some people wanted little or no development and didn't want the area to become overwhelmed, but there was also strong support for new housing from others. Many younger people said that the cost of housing, whether to buy or rent was stopping them from being able to move. Older adults also expressed a wish to have a greater choice of new development if they chose to downsize. Starter and family homes were the majority of housing types favoured. Many people wanted homes just for local people.

4.6 Following research and evidence gathering, In 2019 a second survey was prepared and widely distributed with over 340 contributions received – a 17% response rate. This focussed on housing. The feedback showed that 46% of those supported affordable housing and 44% wanted more 1-2 bed starter homes

4.7 Four main themes emerged from the consultation activities as follows:

Housing – to support residential development that reflects local needs and aspirations in terms of housing mix, type, tenure, design, and respecting the rural character of the area, and retaining residential amenity to encourage community cohesion.

Flooding – ensuring sustainable drainage is incorporated into new development and natural flow of water is not interrupted or limited. Flood relief measures and floodplain should be carefully managed to ensure natural drainage systems to occur.

Transport – ensuring major development improves opportunities to manage traffic flow and provides safe pedestrian routes to support walking and incorporating cycle lanes to encourage uptake of sustainable travel.

Green Spaces – protecting important local green spaces from development, close to where people live, to encourage opportunities for social interaction, play and recreation. Valued green belt and countryside will be protected.

4.8 The Vision was formed from these themes and Objectives set, to help fulfil the Vision.

OUR VISION

Our vision for Burstow and Smallfield is that it be a thriving, friendly rural community, somewhere people can feel relaxed, safe and secure.

A place without major risks to human health, such as flooding, crime and traffic congestion. A place with a good variety of accessible services. A place where our village-based medical surgery will remain as amongst the best services in the district. There are opportunities for everyone to enjoy a good range of community activities which will be varied and well supported, green spaces will be protected for recreation and play.

We accept the need for change so that we can grow, but we look for sustainable housing growth to meet the needs of local people, with supporting infrastructure and facilities so that it does not overwhelm our vital local services or undermine the rural character of our area.

People will want to come here, and to stay here, because homes are attractive and affordable to those on average regional incomes.

The concentration of new homes will continue to be close to the Smallfield rural settlement, where facilities will be within easy walking distance. More substantial services, including transportation, major health facilities and larger retail areas will remain accessible by bus, bicycle or private car.

The surrounding countryside beyond any development will remain relatively open farmland and woodland as the predominant features. The villages themselves will retain their green and verdant character and carefully considered native landscaping will soften the impact of the new development within the Smallfield Rural Settlement.





OUR OBJECTIVES

- 1. To ensure we protect the rural character of the area and green approaches to the Burstow and Smallfield.**
- 2. To designate local green spaces to safeguard them from development.**
- 3. To ensure future housing development does not increase flooding risks in the local area and has the necessary infrastructure, such as sewage capacity.**
- 4. To ensure sustainable drainage systems is incorporated into new development to ensure risk of surface water flooding is minimised, so existing natural drainage functions well.**
- 5. To support future housing development that meets local needs for mix and tenure, including affordable housing and takes advantage of community led housing development.**
- 6. To encourage and support high quality development in keeping with and respecting the character and appearance of Burstow and Smallfield and rural surrounds.**
- 7. To support safe and convenient routes for walking and cycling to mitigate the impacts of road traffic from new development**



5. Housing: Design, Density, Character and Amenity

5.1 We want to support residential development that reflects local needs and aspirations in terms of housing mix, type, tenure, design, and respecting the rural character of the area, and retains residential amenity to maintain community cohesion.

5.2 Housing developments are often a very sensitive issue – whether modest extensions or a significant new estate, as these changes may adversely impact on individuals in a variety of ways. The Plans of local authorities will contain policies to mitigate some of these effects, but a sound Neighbourhood Plan can be able to go further. In developing policies that minimise the impact on neighbours, encourage better infrastructure and reflect the character and densities of local areas, this Neighbourhood Plan sets out to influence those issues in Burstow. Good design is a constant theme of NPPF policies (e.g. 131-135) and through our encouragement of local features and materials as in BSNP 3.

5.3 Following the analysis of the first neighbourhood plan survey that we undertook, a significant number (46%) of Parish residents responding expressed a wish to have **no** new development. This view is not untypical as residents will be concerned at the potential adverse effects – yet development is important to ensure the health of a community, and to comply with UK government housing policies. It is our logical view that development should be spread across the main village of Smallfield rather than concentrated into large housing projects.

5.4 The 2019 Housing Needs Survey, commissioned by the Parish Council, revealed that 46% of respondents supported the need for affordable housing here. This was updated in December 2025 by way of desktop study, so conclusions are limited but findings revealed there are currently 71 households living in Burstow who are on the housing register. The median and lower quartile house price to salary ratios is high and houses are unaffordable for many local people. The availability of private rental stock is very limited in the Parish, but nearby Horley has a mix of properties available. Private rents are above the threshold that the ONS describes as affordable for many people in Burstow. Affordable rent and particularly social rent homes will help enable local households to obtain suitable accommodation.

Smallfield

5.5 As Smallfield is defined as a Category 2 Larger Rural Settlement, some infilling is expected, and indeed several projects have taken place.

5.6 Prior to the South of the Downs Plan in the late 1980's Burstow and Smallfield already had a small number of shops, but those extra homes did result in benefits like a new enlarged Surgery, a new popular village chemist and a new community centre in Centenary Hall. Today we have a number and variety of healthy retailers and businesses based around the centre of Smallfield, and we seek to support and encourage these to continue.

5.7 This Neighbourhood Plan does not object to some further housing development in principle, and we are supporting certain proposed sites as developable and deliverable, but we echo the concerns of our community that the transport infrastructure must be upgraded to overcome congestion, and that the flood risks should be dealt with. As a sign of the importance of our strategic location, ambitious developers have identified many sites for housing, which could, if realised, approximately double the population size of the parish. This development could risk overwhelming our community.



National Planning Policy Context

5.8 A high-level aim of the NPPF is the presumption in favour of sustainable development which means plans should meet the development needs of their area, planning for objectively assessed needs unless there are any adverse impacts of doing so. In decision making this means granting permission which accord with an up-to-date development plan. Para 29 states that non-strategic policies can be used by communities to set out detailed policies for their neighbourhoods, establishing design principles etc. Neighbourhood Plans can influence decision making as part of the statutory development plan if it supports the Local Plan and does not undermine its strategic policies. Para 71 is clear that mix of tenure creates benefits including diverse communities. It supports a mixture of ownership and rental tenures, including social rent and other rented affordable housing etc.

5.9 The NPPF (2024) in paras 131-137, recognise that Neighbourhood Plan Groups have an important role defining the key qualities of their area. The guidance seeks to encourage many of the architectural and physical aspects in an area that are key to our rural environment.

Local Planning Policies

5.10 TDC Core Strategy 2008 Policies CSP 3, CSP 4, CSP 5, CSP 7, CSP 18, CSP 19 emphasise the desire for a mix of types and affordability but at the same time for designs to reflect and respect local character.

Current Housing Mix

5.11 The 2021 census states 87% of properties are houses or bungalows, of which 11.5% are terraced and 8.8% Flats plus 3.9% static caravans.

5.12 The majority of housing stock is either larger detached homes (47% /854) or semi-detached (29%/538) with 3-, 4- or 5-bedrooms, which are still expensive to buy. The 84 Park (mobile) homes cost less, though are not desired by many and are restricted to older people's accommodation. We therefore still face the problem that many of our young people cannot afford to live here, and so many of them leave.

Affordable Homes

5.13 Policy CSP4 presumes that affordable housing will be provided on development sites. The definition of "affordable" is clearly stated in the NPPF, as shown below. Whilst the Core Strategy would require up to 34% of new homes to be affordable, and the NPPF 2024 proposes 50%, given the high entry cost in this District, mix, as well as encouraging housing association and local authority involvement to provide rental and shared ownership options, we seek smaller units as an essential part of the mix. Policy CSP7 seeks a housing balance but as some 24% (2021) of our current residents are under the age of 24, and we seek to retain as many of those as possible through favourable housing policies.

5.14 We also desire a policy of earmarking/reserving a percentage of all new affordable homes for people with a local connection. Burstow Parish Council has itself already sponsored a Rural Exception Site on Copthorne Bank via a housing association providing affordable homes, with a number reserved for residents of the ward in perpetuity. **NPPF Definition of Affordable Housing (Annex 2)**

5.15 The following factors indicate the NPPF view of what is mean by "affordable"
"Housing for sale or rent, for those whose needs are not met by the market (including



housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

5.16 a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (is known as Affordable Private Rent).

5.17 b) Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

5.18 c) Discounted market sales housing is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices.

Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market?

5.19 It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to Government or the relevant authority specified in the funding agreement."

Tandridge Local Plan

5.20 Tandridge Local Plan policies CSP3 and CSP4 determines that shared ownership is a part rent/part buy product for households who purchase between 10-75% of the full homes value and pay a rent on the remaining share. Housing associations mainly provide these, and to be eligible households have to earn less than £80,000, be a first-time buyer and cannot afford to buy a home on the private market.

5.21 Proposals from private developers on affordable housing provision the Core Strategy policy CSP4 requires 75% rented (mainly affordable rented) and 25% shared ownership.

5.22 The benefits of bungalow-type homes are widely recognised, and they do make up a significant proportion of our housing stock (estimated 5/6%) in our parish. The construction of an increased number of smaller units will also enable older residents to downsize and aid our young people to get onto the housing ladder. For some of those smaller units, we also favour designs that would enable accessibility for those with limited movement (e.g. wheelchair friendly spaces).

5.23 Housing for older persons as well as the young is important in view of our age profile and the difficulties older people also face.



5.24 We would welcome housing association involvement to boost rental opportunities and therefore affordability. Development proposals would assist our aims by allocating in the region of 15% of the total mix as 1- or 2-bedroom units as part of the compliance with TDC policy of 34% of units to be affordable.

5.25 Rental apartments will be encouraged to also boost affordability, but with a maximum of 2.5 levels of accommodation to retain the existing size and character of homes.

The Impact of Affordable homes on Local Character.

5.26 Affordable and social housing may be popular with those directly benefiting, but the challenge is to absorb them into the fabric of rural communities. We should avoid creating particular social concentrations by not establishing large areas of low-cost housing that become the source of tension and visibly undermine the quality of good developments. Policy CSP7 reinforces that principle by resisting an 'undue concentration of any one type of dwelling'. We would encourage the broad distribution of these smaller and lower value units within traditional 3- and 4- bedroom housing so that the overall effect is a mix of housing that becomes well integrated into community settings.

Housing Designs

5.27 A variety of housing design styles and layouts are seen throughout the Parish and in Smallfield, but there are some common themes that ensure we retain a rural aspect. We see new housing developments across this part of the Southeast (e.g. around Crawley) that pursue unimaginative designs; with a functional approach and lack of variety, and we, therefore, wish to see a high quality, more creative approach to make new homes a place that people are proud of, in accordance with NPPF 132 and Local Plan Policy CSP18.

5.28 The NPPF recognizes the importance of good design and local features: "Design policies should be developed with local communities, so they reflect local aspirations and are grounded in an understanding and evaluation of each areas defining characteristics"

5.29 TDC Local Plan Policy CSP18 also states that new development "must reflect and respect the character, setting and local context including those features that contribute to local distinctiveness"

5.30 We will be seeking development that would harmonise with the existing built form, e.g.:

- **Typical rural lines**
- **Staggered lines**
- **Pantile/clay type roofs**
- **Front garden spaces**
- **Typical facade features e.g. tile hung fronts**



Examples in Smallfield





5.31 Those features would reflect the general architecture of existing general properties, many of our properties include front porches, gardens and often green pavement verges (see photo examples).

5.32 We require a variety of housing styles within any new development to minimise an 'estate' or ghetto impression. Lines of housing staggered in the street scene would assist this, plus the avoidance of straight-line road layouts. This concern is rooted in the examples of such poor practices in new developments in the nearby areas which would be out of place here.

5.33 Green landscaping should avoid a hard edge to the village.

5.34 We should ensure that sufficient amenity space is provided with each new development. Homes with gardens are an essential existing feature in the Parish and Village.

5.35 'Backland garden' development proposals as a form of intensification, will need to be carefully managed, as it may adversely impact on the amenity of existing residents and threaten community cohesion.

Density

5.36 We aim to ensure that densities in new developments do not generally exceed the prevailing level within the Larger Rural Settlement of Smallfield, to the extent that the resultant village character is changed. For reference, there are good examples in the more recent developments shown in Alberta Drive, Toronto Drive and Ontario Close within what we refer to as the 'Canadian estate'. This would be our ideal model. That landscaping character is typical of street scenes with either open residential front gardens or green verges which give an open and rural aspect to the village, that we wish to maintain.

5.37 We are aware that the NPPF (129) requires the efficient use of land but any expansion of Smallfield is likely to be on the previously designated Green Belt so there are special reasons to reflect the need for minimal impact on openness. Policy CSP19 recognise the need for rural areas densities to be considered differently from built up areas. The NPPF 2024 refers to Grey Belt, which is land that does not contribute to the aim of the green belt. We now have very little previously developed land available and most of the main entrances to Smallfield we feel have the features of green belt that does contribute to the setting and character of our Larger Rural Settlement.

Height

5.38 The scale, height and form should result in the development fitting unobtrusively into the character of the adjacent street scenes. There should be no development that exceeds 2.5 built storeys in this neighbourhood plan area as this would conflict with existing settlement levels, subject to very limited exceptions.

Regional Pressures

5.39 The local area has become a focus of intense housing development ambitions There are pressures in Burstow and Smallfield that result from development, in terms of additional traffic movements, more patients on an overstretched Surgery and on local schools (both the GP surgery and school now serve many people living outside of the Parish). Parking near the local shops is also an issue.



5.40 We recognise that these are strategic issues, but we do express our concerns that our vital facilities are increasingly expected to cater for demand within the wider area of Horley and Crawley, where so much other recent development is taking place. In Horley this is estimated at over 2,500 units, at Copthorne with 500 units and the current Forge Farm in Crawley close to 2,900 units (estimated at 8-10,000 additional residents). Many of the new residents will be reliant upon vehicles and that impacts on our largely unchanged road network. The huge increase of population in the locality adversely affects the wellbeing of our own residents in every way possible, including travelling, an intensively busy health and welfare system, and pressure on education as we become a relief valve for nearby overloaded services.

Typical Current House Designs



Toronto Drive



Weatherhill Road



Orchard Road Bungalows



Chapel Road apartments



The Cravens



Alberta Drive Terrace

How the neighbourhood plan can help

5.41 A Neighbourhood Plan like this can attempt to deal with issues that fall within its remit. Our aim is to contribute to meeting housing need by:

- Supporting the delivery of new homes by increasing the area of the Larger Rural Settlement to include new development; with sympathetic design to complement and enhance existing housing stock.
- Supporting the release of **limited** Green/ Grey Belt land for some development.
- Ensuring stronger protection for the remaining Green Belt for several years to come.

5.42 Our neighbourhood plan aims are to signal the type of development that we feel would be acceptable subject to meeting certain criteria to ensure that a manageable level of growth to support our residents is achieved. We want to grow sustainable communities to enable our younger and older residents to feel able to remain living here, but we also want to avoid the scale of development and increase in unsustainable modes of travel that would put pressure on the local road networks or that could substantially harm our modest village atmosphere and character.

Policy BSNP1: Housing Mix

Development proposals for new housing must contribute positively to the demographic needs of our residents by providing a mix of housing types and tenures to provide opportunities for first time buyers, newly forming families and residents wishing to downsize (who will free up larger properties for growing families to occupy). It is expected that development will provide:

- a range of sizes and types of homes including smaller more affordable 1 and 2 bedroom homes for social rent and purchase as a route to home ownership.



Policy BSNP2: High Quality Design

High quality design standards are expected in all new developments including extensions and external alterations to existing buildings. Proposals will be supported where the design:

- Responds positively and integrates with the traditional rural appearance and local patterns of development of neighbouring buildings.
- Respects the built form of the local area in terms of height, footprint, building lines and set-backs, scale and grain.
- Takes design cues from materials, architectural detailing, local facades, front porches and canopies within the local vicinity.
- Maintains or enhance landscape and green verges adjacent to pavements.
- Where feasible, includes external amenity space to the front and rear of all new development. Where private access is not practical, shared amenity spaces should be accessible.

Where development is over 2.5 storeys, proposals should seek to demonstrate that this will not result in any unacceptable harm to the traditional residential character and appearance of the area.

Policy BSNP3: Density

We will support increased density of development in Smallfield Village that reflect the existing pattern and character of housing development in the plan area.

Major Development

We will support the design of higher densities that make a positive contribution and integrates well into the streetscene and existing built form of Smallfield Village, including short run terraced dwellings or low-rise flatted blocks, provided that:

- They do not create homogenous bland and featureless urban estates which would result in a change of character and appearance of the existing rural area.
- They incorporate landscaping features and preserve green verges that complement the character and appearance of the area.
- The resultant plot coverage (including buildings, cycle storage, bin storage, car parking, roads and other hard surfacing) respects that which prevails in the street (or part of the street) where the development is located.

Policy BSNP4: Landscape Character

Development proposals should seek to maintain the landscaping character typical of our area to preserve or enhance the characteristic open front gardens and green verges.

Policy BSNP4: Residential Amenity

New residential development proposals including backland development, through plot severance will be permitted where:

- There is sufficient land to enable a type, scale and layout including parking and usable amenity space, to be accommodated in a manner which would preserve or enhance the area's residential character
- The proposal can demonstrate that it would result in no substantial adverse impacts on neighbouring residents' quiet enjoyment of their property and would preserve their privacy, outlook and amenity.



6. Flooding: Sustainable Drainage Systems

Flood Risk

6.1 We want to ensure development does not increase the risk of flooding elsewhere. Flood relief measures and floodplain must be carefully managed to ensure natural drainage systems work normally and are not interrupted or limited by future development.

6.2 The critical factor that is central to any expansion of housing in Burstow and Smallfield is flooding. This is due to our past experiences that have caused serious damage and alarm, and it is reflected in the flood maps that highlight the ever-present risk to the Parish in many places.

6.3 The latest information released by the Environment Agency on 28th January 2025 which is now on Gov.uk website classifies many of our local postcodes in Smallfield as High Risk of flooding.

6.4 Following the serious floods in 2013-14, and incidents in 2019 and 2022, and the longer memories of the even more severe occurrence in 1968, it has been felt that any significant developments here should be resisted until full flood attenuation measures are in place. (NPPF 2024 162/164/170)

6.5 Flood risk arising from any new housing proposals remains the biggest concern of our residents in terms of the hazards to the existing community. We remain deeply concerned at the location of these large developments in terms of their effect on an already inadequate surface water and sewage system.

6.6 In recent years heavy and/or prolonged periods of rainfall frequently leads to surface water runoff in excess of the drainage network capacity. This causes surcharging of the foul water system and consequent risk to a number of properties within the Parish. This has included back pressure and overflows of toilets inside a number of homes in Smallfield, such as Woodside Crescent, Orchard Road, western Plough Road, eastern Wheelers Lane, Burstow School and the local Surgery. Significant flooding is also found in the Shipley Bridge area of the Parish.

6.7 These problems have been further exacerbated because the pumping station that serves Burstow and Smallfield has proved to be inadequate during times of high drainage flows and the combined sewer system is unable to accommodate the large increase in demand.

6.8 The pumping station north of Meadow View does not have the ability to know when pipe capacity downstream in Smallfield is exceeded, and it continues to pump wastewater westward.

6.9 Due to climate change, heavy rainfall appears more frequently than in the past and similar flooding problems reoccur with increasing regularity. Any proposed development must be closely scrutinised to ensure that it will not add to the existing problems.

6.10 There are also several practical and environmentally sustainable solutions that can provide useful methods for individual residential units to relieve the pressure on low lying areas such as Burstow and Smallfield, which are accepted as being susceptible to flooding.



6.11 However, measures taken at the time of development must be ensured for the longer term, without placing an undue burden on the residents or the local authorities.

6.12 In the wider country scene, there are many measures that can be employed to ensure that storage measures provide the means to deal with water surges. Burstow has many rivers and ponds (Appx p.22), which when flooded then overwhelm existing water and sewerage systems.

6.13 It is clear that significant investment is required to provide the security that we seek, and it is also obvious that significant new development proposals offer the opportunity for contributions to be made through those developments. However, we are equally clear that measures to contain the risk within specific sites are insufficient by themselves to enable all concerned to reduce the overall flood risks to our Parish.

Flooding effects in the past – 1960s Grangeways



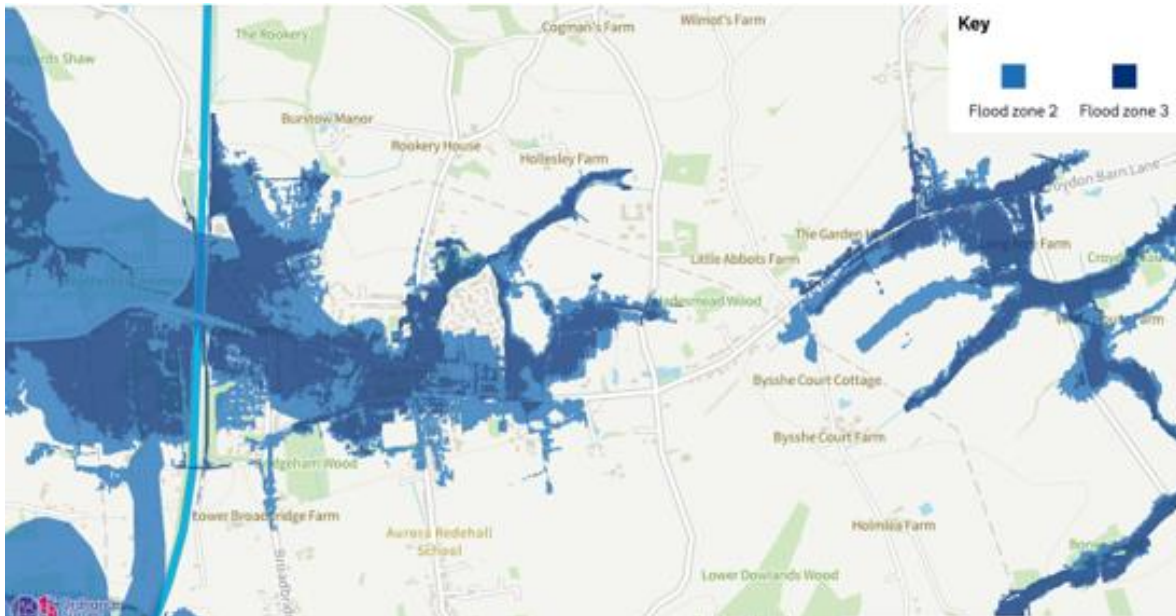
2014 Centenary Hall



Local Field in Plough Road

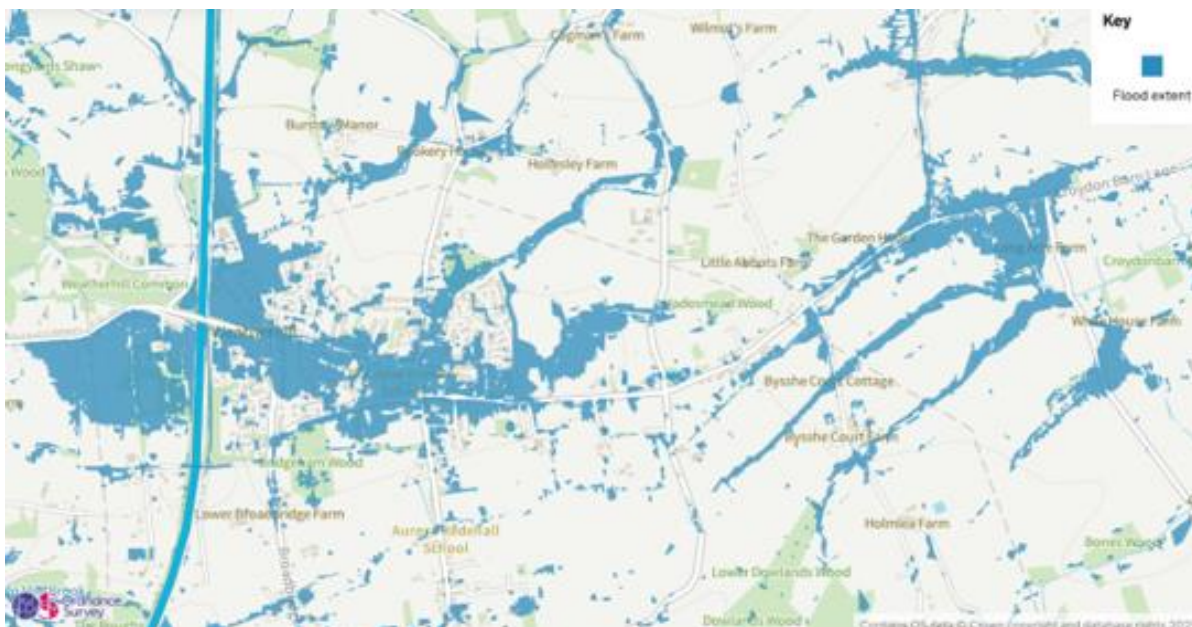


Map 9 Flood Zones 2 and 3



Source: Environment Agency (2025)

Map 10 Flood Extent



Source: Environment Agency (2025)

6.14 All major development should demonstrate that it does not lead to an increase in the frequency of flooding events, or an overflow of the natural flood storage (fluvial flooding) and we will not support any development that adds to this vulnerability.



6.15 Furthermore, new development should not compromise the functional floodplain (Flood Zone 3B) areas as it has a long-term role in climate change adaptation, contributes to the green infrastructure in our area, forms a wildlife habitat and important open space for recreation. Development will not be permitted where it would adversely affect the future maintenance, upgrading or replacement of flood management infrastructure.

6.16 As a matter of priority, the Burstow Sewage Plant should be upgraded prior to any new development commencing as it is already beyond essential capacity and the plant improved to alert for high levels downstream and instruct the pump to stop sending wastewater westwards. The past and ongoing related incidents are believed to be evidence that flooding risks are undermining the cohesion and attraction of our community. Therefore, this upgrade would be a pre-requisite for our support to any large-scale development that would add to existing pressures.

National Planning Policy Context

6.17 The NPPF sets national policy on flood risk and detailed national guidance including the requirements regarding the exception test and site-specific flood risk assessments. It sets out the flood risk vulnerability classifications for essential infrastructure, highly vulnerable and vulnerable uses which must be considered in any planning application. It is not intended to repeat national policy in this neighbourhood plan.

6.18 The NPPF requires local planning authorities to prepare a Strategic (Level 1) Flood Risk Assessment. This is undertaken with the Environment Agency to refine information on areas at risk of flooding, taking into account all sources of flooding and the impacts of climate change.

6.19 All major developments should demonstrate they have sought to reduce flood risk through the application where necessary, of the sequential and exception tests by first directing development away from areas at risk of flooding. (TDC is currently preparing a Strategic Flood Risk Assessment Level 1 and 2 which will assist with this).

6.20 The NPPF (paras 170-181) provides clear and specific guidance on how local authorities should deal with areas at risk of flooding when determining applications. Para 182 deals generally applications that could affect drainage on or around the site, known as sustainable drainage systems. The neighbourhood plan supports this and provides further detail on built and nature-based measures that should be considered when determining planning applications in our area.

Local Planning Policies

6.21 Tandridge District Council as the local planning authority require developers to direct development away from higher risk zones by requiring housing applications to first consider the availability of more suitable locations (sequential test). The SFRA provides the basis for applying the sequential test, exception test and flood risk assessment. Flood Risk Assessments are required for all sites within any flood risk area (including low-medium). This is irrespective of the need for the sequential test. Very high-risk areas such as functional flood zone (classified as 3B) is highly vulnerable and incompatible with development. The neighbourhood plan supports this and would not be able to set a policy as this is a strategic matter, dealt with as part of overall strategy for the Local Plan. TDC Core Strategy (2008)



Policy CSP 15 Environmental Quality requires SuDS to be included where necessary. Detailed Plan Policy DP21: Sustainable Water Management sets the criteria to protect water resources and manage flood risks including:

Water Retention: Support for proposals that restore natural water flows, re-establish floodplains, and provide recreational, habitat, or green infrastructure benefits.

Water Quality and Ecology: Development should avoid damaging Groundwater Source Protection Zones and contribute to improving water quality, ecology, and hydromorphology of water bodies, aiming for a 'Good Ecological Status.'

Flood Risk Management: Development in flood-prone areas is only permitted if it passes sequential and exception tests, includes flood mitigation measures, and ensures flood-resilient design.

Sustainable Drainage Systems (SuDS): Encouragement for SuDS to manage surface water runoff, with consideration for future maintenance.

How the neighbourhood plan can help

6.22 The neighbourhood plan supports the approach and sets out some detail as to how the latter should be applied when dealing with planning applications in our neighbourhood area.

Policy BSNP5: Sustainable Drainage Systems

Any new development proposal including associated hardstanding which could increase discharge of rainfall-generated surface water run-off to any adjacent watercourses (including ditches) will be expected to demonstrate upfront through a site-specific drainage strategy, how it would preserve the water flow capacity and storage capability of watercourses and attenuate the flow of water through carefully designed surface water infiltration measures on site.

Development should incorporate practical sustainable drainage systems which consider a suitable range of built and nature-based options to slow down water flow and reduce erosion and promote biodiversity including (not exhaustive) permeable or porous materials, rainwater harvesting, green roofs, vegetation swales, trees and additional greenspace provision, to enhance the landscape's capacity to absorb rainwater. Consideration should be given to the future maintenance of any proposed sustainable drainage system.



7. Transport and Traffic: Getting About Safely

7.1 Traffic congestion is a problem at key junctions and locations in our village. We want to ensure major development improves opportunities to manage traffic flow and provides safe pedestrian routes to support walking and incorporating cycle lanes to encourage uptake of sustainable travel.

Traffic

7.2 The Highways Infrastructure is a fundamental issue and the Parish Road network has hardly changed over recent years. The pressures upon it have massively increased. The 1990's expansion of the village, moving from one-to two-form entry of the school, the doubling of the Surgery, and the enormous growth of traffic corridors ('rat runs') from the south to the M25 and M23 plus Gatwick airport and beyond have all generated exceptional new traffic movements (Surrey CC survey). HGV movements are particularly damaging to our roads and add to traffic congestion. We recognise that we have little direct control, but the continuing issuing of new HGV Operator Licences in this area fails to recognise the problem. Changes to the operation of the Traffic Commissioners Office are needed.

7.3 The traffic report in 2022 commissioned by Burstow PC showed that on average 13-18% of the traffic movements were from Goods vehicles, with the main routes indicating total daily average traffic volumes of around 3,000 vehicles. The end result is daily congestion that envelopes the Parish and in particular the village during commuter and school start/finish times and causes delays and congestion at Keepers Corner and Shipley Bridge. Traffic movements from East Grinstead, Lingfield and other southernly and easternly sources adds significantly to locally generated traffic movements. HGV vehicles converge on Smallfield as a route through to and from their licensed bases.

7.4 At the heart of the problem is the junction (see map 5) between Plough Road/Redehall Road/ Wheelers Lane/Chapel Road. This is the location of Burstow Primary School, an intersection never intended for that level of traffic and as currently designed, is often unable to cope and produces unreasonable delays. This location has also experienced some pedestrian and vehicular accidents which continue to cause great concern with near misses. The Smallfield Road Safety Improvement Scheme since May 2024 is addressing this issue and we welcomed the completed construction of the new car park on part of Burstow School's playing field, Redehall Road by the Parish Council.

7.5 The combined effects of the potential pressure for housing development here and the huge housing developments in nearby Copthorne, East Grinstead and Crawley may well cause further pressure on key parts of our highway's infrastructure without significant remediation work.

Improvements

7.6 We support any proposals which explore what highways improvements can be made which promote or make safer an improved provision for walking, cycling and the use of public transport and increased parking within the village centre, including making proper provision for those with impaired mobility, Including:

- Amendments to existing and introduction of new measures to control traffic speeds and improve pedestrian and cycle safety within the Parish
- Improve the traffic control of the junction of Wheelers Lane/Redehall Road/Plough Road and Weatherhill Road/Chapel Road



- Provide visually impaired pedestrian crossing facilities in the centre of the village
- Better control of HGV's and restriction of the hours of operation for haulage companies based within and close to the Parish boundaries
- Improvement of the services offered by the public transport operators

7.7 We will support proposals which promote or make safer and improved provision for walking, cycling and the use of public transport. Now there is increased parking within the village centre, but we need to make proper provision for those with impaired mobility.

7.8 Be innovative in how new measures to control traffic speeds and improve pedestrian and cycle safety are used within the Parish. Consider 'rain gardens' to increase ground water drainage or using trees/large planters instead of bollards to slow traffic.

National Planning Policy Context

7.9 The NPPF (para 110) states that the planning system should actively manage patterns in growth by focussing on locations that are or can be made sustainable, limiting the need to travel and offering a genuine alternative to the private car. It sets the direction for those at plan making and decision taking stages to maximise sustainable travel, to help reduce traffic congestion and omissions to air, water and soil. In achieving appropriate densities, para 129 is clear that opportunities should be taken to promote sustainable travel modes that limit future car use. Section 8 of the NPPF Promoting healthy and safe communities promotes street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods. Para 96 states that policies should aim to achieve healthy, inclusive and safe places which are well designed and legible to promote easy movement, healthier lifestyle choices to walk or cycle and reduction in health inequalities.

Local Planning Policies

7.10 TDC Detailed Policies DP5: Highway Safety & Design sets requirements to ensure development would not necessarily impede the free flow of traffic on the existing network or create hazards to road users, retain or enhance existing footpaths and cycleways, and contribute to the cost of mitigating significant traffic impacts. Detailed Policy DP7 is a general policy for new development that seeks to safeguard amenity which may be caused by increased traffic movements. DP4 sets criteria for development to alternative uses on commercial sites to have regard to neighbouring amenity. TDC Core Strategy Policy CSP11 requires infrastructure to be improved before development is implemented. The neighbourhood plan supports these policies.

How the neighbourhood plan can help

7.11 We consider that the location of new development is a key factor in changing travel habits where possible, development should be delivered in sustainable locations with shops, services and facilities that people use most often within a short 10–15-minute walk or 5-minute cycle from home. Our neighbourhood plan would like to promote walking and cycling to help people improve their fitness and wellbeing, encourage healthy habits for young people and help reduce unnecessary additional traffic movements and discourage car dependant places.



Policy BSNP7: Transport Impacts and Infrastructure

Proposals should aim, wherever possible, to reduce their reliance on private motorised vehicles to ensure traffic congestion on local roads is minimised and ensure environmental factors such as air quality is maintained, enabling a healthy and sustainable community.

Where a net gain in development is proposed, this should be located within a short walking distance (400-800m) from shops and facilities.

Major Development

Proposals for major development will be supported where it assists in the enhancement of transport infrastructure, maximising sustainable transport modes and prioritising improvements that make walking, cycling and public transport safer, direct and more accessible to residents and visitors.

Development that is likely to generate significant transport impacts must be supported by a transport assessment and a travel plan - which should include a range of measures to facilitate the uptake of sustainable transport modes and ensure that switching modes is simple, convenient and accessible to all.

Policy BSNP8: Safe routes for pedestrians and cyclists

Proposals should aim, wherever possible, to improve the safety and connectivity of pedestrian crossing facilities in the centre of the village. Applicants should demonstrate how proposals have been suitably designed to ensure accessibility to all including young and elderly people, wheelchair and buggy users and others with limited mobility.

Proposals should be supported by a statement setting out how features such as dropped kerbs, ramps, tactile paving, signage and other aids have been incorporated into the design to facilitate accessibility.



8. Local Green Space Designations

8.1 We are proposing to designate areas as local green space to give them the highest level of protection.

8.2 Protecting our local greenspaces from development close to where people live encourage opportunities for social interaction, play and recreation, helping to improve the health and wellbeing of our residents. Local Green Spaces also have an important role to play in contributing to the wider network of green infrastructure, linking habitats and species and improving biodiversity for the future.

National Planning Policy Context

8.3 The National Planning Policy Framework at Sections 8 'Promoting healthy and safe communities, (e.g. to help social interaction and a feeling of community) 12 'Achieving well-designed places' and 15 'Conserving and enhancing the natural environment' refers and in particular, paragraphs 103 - 108, 136, and 187.

8.4 National Policy (NPPF 2024 :106 & 107) states that neighbourhood plans can designate local green spaces that are of particular importance to them and must meet certain criteria set out in the framework and guidance. It specifies that Local Green Spaces designation should only be used:

- Where the green space is in reasonably close proximity to the community it serves
- Where it is demonstrably special and holds particular significance, whether for its beauty, historical significance or recreational value, tranquility or richness of its wildlife.
- Where it is local in character and not an 'extensive' tract of land

8.5 Further, the land must not be the subject of an extant planning permission nor be allocated for development in any Local Plan.

Local Planning Policies

8.6 TDC Detailed Policy DP10 Green Belt provides the policy to support the protection of the Green Belt, stating that exceptional circumstances must exist before green belt boundaries can be altered and this must be done through a Local Plan. It also protects the Green Belt against development proposals unless very special circumstances can be demonstrated. Only then can green belt boundaries be altered. Tandridge District Council recognise the importance of Green Spaces such as this in Detailed Policies DP18 and 19.8 and 19.9.

How the neighbourhood plan can help

8.7 The specific areas of land that we have identified meets all the criteria as they are all of importance to the community for recreation, play and visual amenity and other leisure pursuits. Local Green Spaces are natural meeting places and can improve community cohesion by providing opportunities for local people to socialise, improving health and wellbeing and reducing loneliness. Local green spaces are special to local people providing opportunities for play and other recreation, they encourage social and physical activity with gardening in allotments, areas for ball games, recreation areas and woodland for dog walkers. They help communities retain greenspace which helps with physical and mental wellbeing.



Map 11 Local Green Space Locations



Local Green Spaces

1. QE2 Field, Broadbridge Lane
2. Land behind Alberta Drive Broadbridge Lane
3. Playing Field, Plough Road
4. Allotments Plough Road
5. Weatherhill Road Wooded strip
6. Land at entrance to the Cravens
7. Woodland at rear of vets, Chapel Road
8. Allotments Keepers Corner
9. Nature Garden, Keepers Corner
10. Allotments Cophorne Bank

8.8 In each case we have used our best endeavours to find the proprietors of the sites that we propose as local green spaces. We have sought to notify them of our intentions but in one case we were not able to locate the owner of Woodland at the rear of the vets, Chapel Road, due to no title on the land being found (unregistered) and not being common land.

Each proposed LGS is shown in Appendix A. An assessment was undertaken of each site against national policy and guidance criteria and justified as shown in Appendix B.

Policy BSNP9: Local Green Space Designation

The areas shown on the Local Green Spaces (LGS) on Map 11 are designated for the strongest protection. Managing development within these areas should be consistent with those for Green Belt. Development that would positively enhance the beneficial use of these spaces, such as to provide improve access or to allow opportunities for outdoor sport and recreation will be supported provided openness is preserved. Development should enhance landscape, visual amenity, distinctive rural ambiance of approaches to Smallfield, its character and biodiversity.

Development which contributes to the preservation of green buffers separating Smallfield from Horley and other hamlets within the parish, will be supported.



Appendix A: Individual Local Green Space Location Maps/Photos

Queen Elizabeth II Field

All Map ref: Parish Online



OWNER: Tandridge District Council QE2 Field is designated status in trust.

Land behind Alberta Drive, Broadbridge Lane



Ownership Not Determined as now untraceable



Plough Road Allotments and Playing Field



Owner Burstow Parish Council

Owner Tandridge District Council





Wooded Green Space between Weatherhill Road and Grangeway



Land at entrance to The Cravens



Owner Surrey County Council



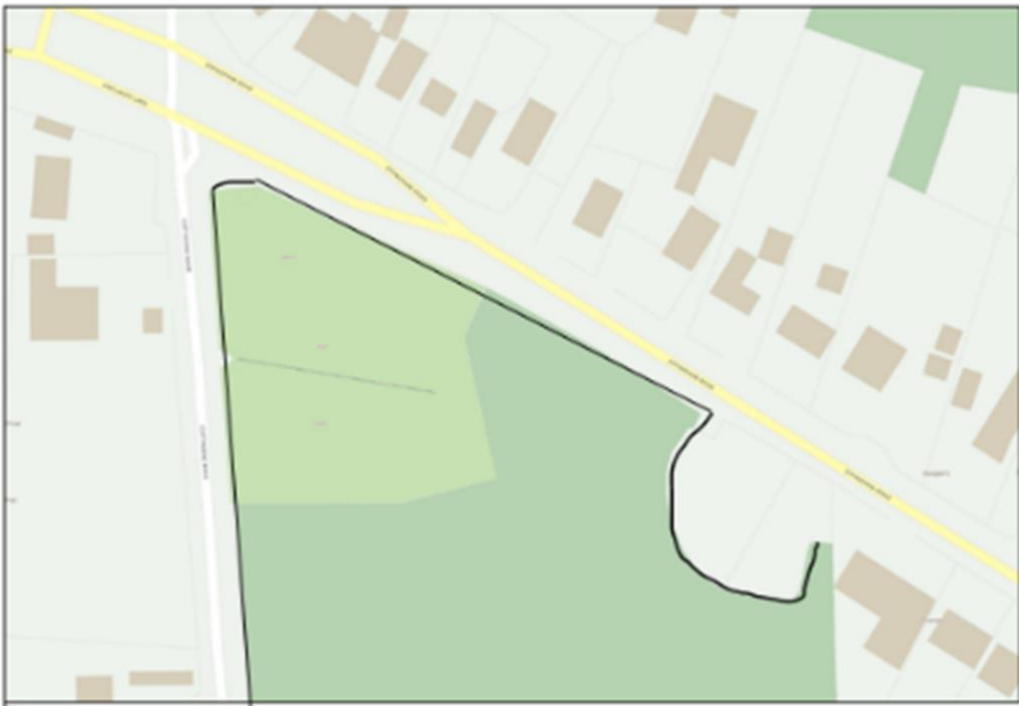


Woodland at rear of vets, Chapel Road



Ownership Not Determined as untraceable

Allotments and Nature Garden Keepers Corner



Owner Burstow Parish Council



Allotments Cophorne Bank



Owner Burstow Parish Council



Appendix B: Local Green Spaces reasons for designations

	Location	Ownership	Justification
1	QE2 Field, Broadbridge Lane	Tandridge District Council	Main recreation area for young children and a QE2 Field in Trust. This field is an important facility at a key entry point into the village and the main playing area includes a MUGA and an all-weather safety play area for 0-14 years plus a skateboard/BMX bike area. It is well used. This is a critical recreation area for the whole community for exercise, sports and walking established for many years.
2	Land behind Alberta Drive Broadbridge Lane	Not determined	Recreation area for locals and amenity space. This vacant space is greatly valued by local residents as it is a useful play area and for walking dogs. A welcome green space in a housing area that is on directly the edge of the busy M23 motorway. Whilst the current owner has not been traceable, it has for over 20 years been open and used by nearby residents.
3	Playing Field, Plough Road	Tandridge District Council	Principal sports area for cricket and football, with Clubhouse, and playground for children just a few minutes from the shops. It is funded by Tandridge District Council and has many active members. It is the only suitable size of its type in the ward. It is essential that this vital sports area should be retained as there is no alternative space, and its importance is recognized in the NPPF (103 and 104)
4	Allotments Plough Road	Burstow Parish Council	Gardeners' amenity area Allotments are highly valued locally and this one is central, a few minutes from the Smallfield village Centre. NPPF (96c) recognizes that allotments can enable and support community healthy lives. This very longstanding facility (over 40 years) is very popular and widely used for recreation and for encouraging more food self-sufficiency.
5	Weatherhill Road Wooded strip	Burstow Parish Council	Amenity area and strategic woodland feature on main entry/exit road. This is one of the principal routes of the village and the wooded line of trees provides a green relief strip from the linear housing which dominates most of centre of the village. The space is mainly wooded and dates back before the 1950's development of this part of the village and is managed and protected by the Parish Council.
6.	Land at Entrance to the Cravens	Surrey County Council	Strategic open land feature marking the entrance to the residential development of The Cravens. There are a few trees, and its benefit lies in the openness aspect to one of the most concentrated estates in the village.
7	Woodland at rear of vets, Chapel Road	Not determined	Quiet walking area for residents into an entirely wooded area which is well away from passing road traffic. The ownership has not been identified over many years despite extensive searches, but we would wish to preserve its natural features.



Location		Ownership	Justification
8	Allotments Keepers Comer	Burstow Parish Council	Gardeners' amenity area which is 1.5 miles from the main community but serves our southernmost Keepers Comer/ Copthorne/ Burstow communities who otherwise have fewer facilities. Allotments are highly valued and this. NPPF (96c) recognizes that allotments can enable and support community healthy lives. This facility is also widely used for recreation and for encouraging more food self-sufficiency.
9	Nature Garden, Keepers Comer	Burstow Parish Council	Peaceful amenity area for locals- a parcel of land that has been set aside for quiet contemplation part of the Parish Council owned allotment site. Such an amenity was established about 10 years ago for our southern communities and this is rare but greatly valued.
10	Allotments Copthorne Bank	Burstow Parish Council	This large allotment site has been able to provide a dual purpose- an allotment facility for gardeners for healthy recreation and has become a much-needed Rural Exception site for affordable housing for qualifying local residents. This facility is on the edge of both our Parish and is on the Surrey/ Sussex border, but we would wish to retain the remaining allotments for local Copthorne/ Keepers Corner community use.



Footnote

¹The Tandridge Local Development Plan comprises: The Tandridge District Core Strategy (adopted 2008), the Tandridge Local Plan Part 2: Detailed Policies (2014-2029), Surrey Waste and Minerals Plans and a number of 'Made' Neighbourhood Plans.



Monitoring

We will monitor the policies in this plan to assess whether they are working effectively against planning decisions issued by Tandridge District Council or the relevant local planning authority at the time to consider how the policies have been used by decision makers. We will review outcomes for Smallfield settlement and the Green Belt, any flooding issues that result from development and whether design of new development has impacted on the character and appearance of the neighbourhood area and surrounds. Every 2 years we will publish a Monitoring Report on the Burstow Parish Council website and notify the relevant planning authority of findings. Depending on the scale and nature of any unfavourable outcomes, we may undertake a partial or full review of the neighbourhood plan. We may also review the neighbourhood plan to keep it up to date and in accordance with national planning policy framework, strategic development strategy and local planning policies.



Acknowledgements

We would like to express our sincere appreciation to the following who have contributed to this document at various times, and who reside in many different parts of the Parish, and in particular to the **hard-working Secretary Debbie Hale** and the **constant support of the Clerk, Jeannie Ryan**.

Paul Bolton
Peter Bond (Chairman)
John Connor
Andrew Gilbert
Debbie Hale (Secretary)
Gillian Hodgson
Alison Lewis
Bob Locke
Eddie Lord
Tom Mackay
June Norris
Graham Pooley
Dudley Price
David Roberts
Sally Robinson
Robert Robinson
Jeannie Ryan
Tom Saville
John Jones
Fern Warwick-Chin
Ian Wates
Debbie Smith
Gary Lynch
Dr Martin Muller
