

LOCAL DEVELOPMENT FRAMEWORK
Development Management & Site
Allocations Development Plan
Document

Issues & Options Consultation
December 2010

DEVELOPMENT MANAGEMENT & SITE ALLOCATIONS DPD: ISSUES & OPTIONS CONSULTATION

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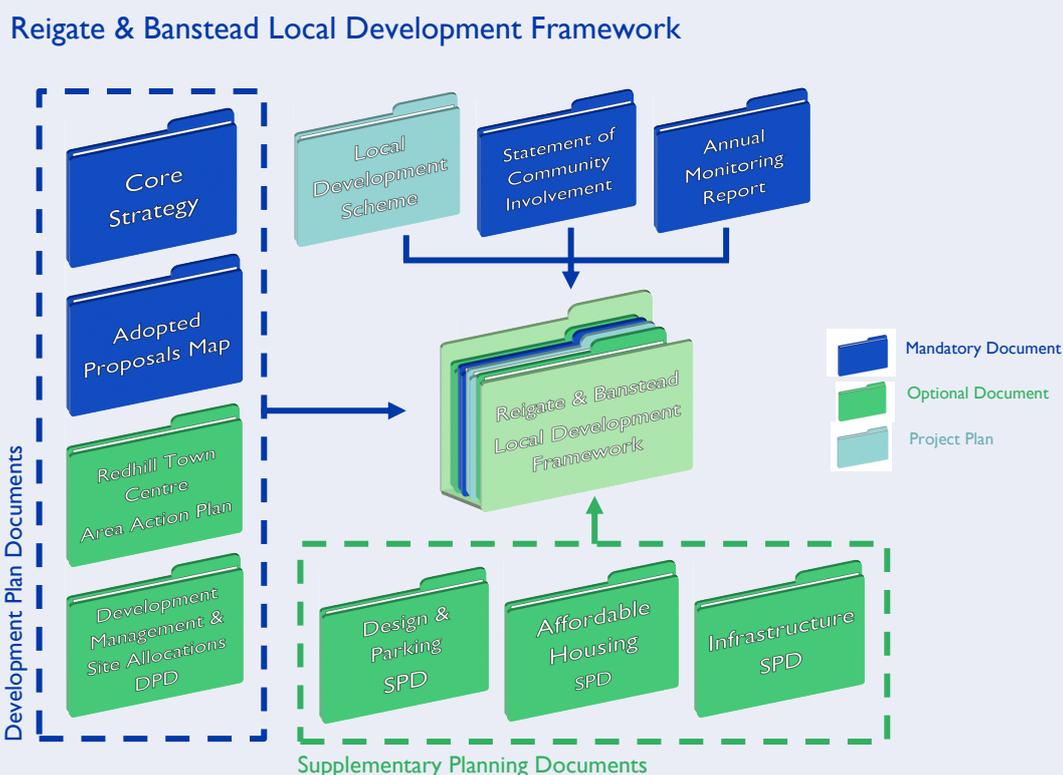
I INTRODUCTION

I.1 Introduction to the Development Management & Site Allocations DPD Issues & Options Consultation

Policy Context

The Council is in the process of producing a Local Development Framework (LDF) to set out new planning policies for the Borough. The LDF will take the form of a suite of Development Plan Documents and Supplementary Planning Documents. These will include the Core Strategy, which will set the strategic policy for the Borough and the Redhill Town Centre Area Action Plan which will include detailed policies and proposals for this part of the Borough. The Council also needs to develop policies to manage new development and to allocate sites for specific types of development and this will be done through the Development Management & Site Allocations DPD (DMSA DPD). The diagram below shows the components of the LDF.

Picture I.1



Once adopted, the DMSA DPD will form the basis for decisions on planning applications and, in combination with the Core Strategy, will replace the saved policies of the Borough Local Plan 2005. In addition to setting out development management policies, this document will also allocate sites for different land uses and developments. Alongside the policy document will be a Proposals Map, showing site allocations such as housing and employment sites and protective designations such as the Green Belt and Conservation Areas.

The Redhill Town Centre Area Action Plan will be developed alongside the DMSA DPD. This will provide detailed policies and site allocations specific to the Action Plan Area which will direct the development required to regenerate the Redhill Town Centre.

All of the documents in the LDF will be informed by the [Community Plan](#) and [Corporate Plan](#). The Community Plan, prepared by the Partnership for Reigate and Banstead, sets out the long term vision for promoting and improving the economic, social and environmental well-being of the Borough up to 2020. The Corporate Plan sets out the Council's corporate priorities for the delivery of services and plans for improvements in the Borough over the next three years in order to achieve the objectives set out in the Community Plan.

The Council's Core Strategy was submitted in March 2009 and an Examination in Public was held in January 2010. The Council withdrew the Core Strategy in March 2010 after it became clear that the Inspector had concerns on a number of issues and was likely to find the document unsound. The [Inspector's draft report](#), although never formally issued, became available as the result of a third party Freedom of Information Request and the Council is working to address the areas of concern. During the course of the examination a number of changes were put forward which will contribute towards achieving a sound Core Strategy when it is resubmitted. Many of these changes provide direction as to the content of the DMSA DPD. It is considered essential to start work on the next phase of policy development, which can be informed by the emerging Core Strategy.

The emerging Core Strategy seeks to achieve a sustainable approach to growth which preserves and encourages prosperity, protects valued and vulnerable parts of the environment alongside ensuring that adequate services and infrastructure are provided to support the community. The strategy will focus on areas within the Borough that are well served by shopping, leisure and community facilities and are highly accessible. The strategy will direct development to the most sustainable locations first and only as a last resort or, in very special circumstances, direct development to locations that are less well serviced or less sustainable. The spatial strategy also recognises the role of regeneration areas in the Borough. In the Preston and Merstham regeneration areas, moderate development and growth will help to bring about social, economic and / or environmental improvements that will benefit people who have fewer advantages than those in the rest of the Borough. These areas are characterised by fewer facilities, poorer services and lower levels of accessibility. Whilst significant levels of development in these areas is not in accordance with our overall strategy of directing development to the most sustainable locations, the strategy recognises that the social, economic and environmental improvements to the area justify directing a limited amount of growth here alongside improvements to services and accessibility. The following locations have therefore been identified as priority areas for growth:

- Redhill Town Centre
- Horley Town Centre
- Horley North East/North West sectors
- Preston Regeneration Area
- Merstham Regeneration Area
- Other regeneration areas as identified by the Council and its partners

The revocation of the regional planning policies (in this area the South East Plan) removed policies on planning for regional housing need as well as the specific housing target for the Borough, set in the context of the regional housing target. The government's decision to revoke the Regional Strategies was recently the subject of a High Court challenge which ruled that the revocation was unlawful. For the time being, this means that regional planning policies and targets remain in place. However, the government has made clear its intention to promote legislation that will remove regional policies. The Council is currently in the process of reviewing its housing evidence to establish the housing provision that is required to meet the needs of the Borough and how this might be provided.

In the interim, the Borough's status as a New Growth Point ⁽¹⁾ provides an agreed housing target of 500 units a year until 2016. The Council agreed the target subject to receiving funding for much needed infrastructure to support additional housing. As New Growth Point funding has been received the target remains and can be used as our local housing target until a longer-term one is set in the Core Strategy.

Other areas of planning policy are likely to change too as the Government introduces new legislation and national planning guidance and this may result in changes to the form and content of future development plans. With the growing emphasis on localism, it will be even more important to seek the views of local people on the direction of planning policy in the Borough. Although the final form that the DMSA DPD may take is not yet known, this consultation will provide a good opportunity to find out about the most important planning issues facing the Borough and how people consider that they should be addressed.

Timetable for Preparation and Adoption of DMSA DPD

The timetable for the preparation and adoption of the DMSA DPD is set out below: It should be noted that further changes to this timetable may be necessary as a result of the Decentralisation & Localism Bill. ⁽²⁾

Table I

Stage	Date
Issues and Options Public Consultation	December 2010 – February 2011
Preferred Approaches Public Consultation	September 2011
Pre-Submission Consultation	June 2012
Submission to Secretary of State	August 2012
Pre-Examination Meeting	October 2012
Examination	November 2012
Inspector's Report	March 2013
Estimated Date of Adoption	May 2013

Development Management

The DMSA DPD will be based on the concept of development management, which is a proactive and positive approach to managing development proposals and development opportunities. Whilst the Council will continue to resist poor quality or unsuitable development proposals, it will be more active in promoting the right development in the right locations. Development management will deliver the objectives set out in the Core Strategy by managing growth but at the same time protecting character and promoting sustainable development. It will enable the provision of the development that has been identified as necessary to meet the future needs of the Borough and will involve the consideration of the wider social, economic and environmental issues associated with development.

1 The New Growth Points initiative was introduced to provide funding and support to areas wishing to pursue large scale sustainable growth.
 2 The intention of this Bill is to devolve greater powers to councils and neighbourhoods and give local communities control over housing and planning decisions.

Development management policies will avoid repetition of national policy guidance and will instead focus on locally specific issues and recognise local distinctiveness. It is likely that the DMSA DPD will be a more concise document than previous development plans in that it will include more generic policies on matters such as design, that will be applicable to a wide range of developments, rather than numerous and repetitive policies for different types of development as contained in earlier development plans.

The Consultation Document

The DMSA DPD will deliver the objectives of the Core Strategy by setting out detailed policies and allocations to manage future development in the Borough. Following on from work on the Core Strategy examination a number of key themes to be addressed in the DMSA DPD have been identified:

- Quality of life and environment
- Sustainable settlements
- Managing the economy
- Enabling regeneration

This consultation document is divided into chapters which reflect these themes and within each chapter are sections on the different topics relevant to the theme. The introduction to each section sets the context for the topic and explains what the Core Strategy requires the DMSA DPD to do. This sets out the policy direction contained in the Core Strategy. The main issues relating to each topic are then explained. The document goes on to present options as to how these issues might be addressed through development management policies or site allocations.

Sustainability Appraisal

The Council is required under the Planning & Compulsory Purchase Act 2004 to undertake a Sustainability Appraisal of all Local Development Documents. The main purpose of the Sustainability Appraisal is to analyse the social, environmental, and economic effects of proposals and policies to ensure that the principles of sustainable development are fully taken into account during the plan preparation process. The Sustainability Appraisal must also incorporate the requirements of the European Directive on Strategic Environmental Assessments, which ensures that significant environmental impacts are identified and taken into account.

The framework for the appraisal and assessment of proposals and policies in the DMSA DPD was set out in the [Sustainability Appraisal Scoping Report](#) published in July 2009 and subject to public consultation in August 2009. A Sustainability Appraisal of this consultation document has been carried out and the results of this are detailed in a separate report. The relevant Sustainability Appraisal considerations to be taken into account when assessing the suitability of the proposed options are set out at the end of each section.

Appropriate Assessment under the Habitats Regulations

Appropriate Assessment is being carried out alongside the development of the DMSA DPD to test whether the DPD alone, or in combination with other plans and projects, is likely to have an adverse impact on the integrity of the Mole Gap to Reigate Escarpment Special Area of Conservation ⁽³⁾ (part of which lies within the Borough's boundary) or any other site which benefits from European wildlife protection within 15km of the Borough boundary. Where negative effects are identified other policy options should be examined to avoid any potential damaging effects. The results of the first 'screening exercise' stage of the Appropriate Assessment of the DMSA DPD Issues and Options consultation document are presented in a separate report.

3 Special Areas of Conservation are areas which have been given special protection under the European Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats.

Equalities Impact Assessment

An initial Equalities Impact Assessment (EqIA) has been undertaken on consultation document and the findings of this are available as a separate document. At this time it is difficult to assess what the final impact of the DPD on equalities target groups will be because specific policies and site allocations have not yet been identified. However, the initial Assessment concludes that the issues and options being considered have the potential to have a positive impact on equalities target groups.

Undertaking an EqIA at this early stage has also allowed us to identify a number of specific actions that will help ensure that equalities issues are given proper consideration as we continue to develop the DMSA, and that positive impacts on target groups are enhanced as far as possible. Further Assessments will be undertaken as the development of the DPD progresses.

How to respond to the consultation

This consultation runs until 11 February 2011.

Please respond in the following ways:

On line at <http://reigate-banstead-consult.limehouse.co.uk>

Email: LDF@reigate-banstead.gov.uk

Post comments using the form available alongside this document to:

LDF Team
Reigate & Banstead Borough Council,
Town Hall, Castlefield Road,
Reigate
Surrey
RH2 0SH.

On line or emailed comments are preferred for accuracy and to conserve resources and time –Thank you

Please note your comments will be made available for public inspection.

2 QUALITY OF LIFE & ENVIRONMENT

This chapter will focus on:

- Recognising and preserving the pleasant character of the Borough as an attractive place to live and work
- Ensuring a high quality of design for development
- Ensuring that development promotes the health and well-being of the community
- Ensuring that development protects natural resources
- Providing protection for valued landscapes and countryside
- Balancing economic and recreational needs with the protection of the countryside
- Preserving heritage and valued townscapes whilst promoting local distinctiveness
- Enabling the provision of green infrastructure to meet recreation, sustainability and biodiversity objectives

2.1 Development Quality

2.1.1 Introduction

The Core Strategy sets out the Council's approach to place shaping for the local community. The sense of identity in the Borough is strongly defined by the physical characteristics as set out in the Core Strategy. The Borough has been recognised in the Core Strategy as having three broad but distinct character areas, where the design, urban layout and architecture are derived from the local topography, history and geology. In order to maintain a sense of place and individuality, it is important for new development to refer to the local characteristics and promote the concept of local distinctiveness.

It is also important to recognise that good design and high quality development is not simply a matter of aesthetics, but is intrinsically linked to the economic and functional success of urban areas and individual developments. For example, a high quality public realm within town centres is more likely to attract higher numbers of shoppers, and attractive detailed design can realise higher values than simply seeking to develop to the maximum density. Attractive surroundings are also more likely to encourage businesses to remain in the Borough as well as attract new businesses to establish or relocate here. The Council does not view good design as an optional add-on to development, but a fundamental part of development.

2.1.2 What are the issues to be addressed through this DPD?

The DMSA DPD will set out the general design criteria that all development should meet in order to promote local distinctiveness, make a positive contribution to our townscapes and countryside and promote health and well-being. Whilst development has to be economically viable, it is important to make sure that development is planned for the long-term, and that buildings constructed now will still be fit for purpose in future decades. This can only be ensured by insisting on high-quality design which creates places in which people want to live and work, and buildings that people will come to cherish. This means not only creating attractive buildings and places, but also considering the suitability of the layout and design for the intended purpose. This may, for example, mean setting out minimum standards for the size and layout of houses and requirements for landscaping schemes to reflect local distinctiveness. In summary the Council wishes to ensure that we continue to build developments that we can be proud of.

Development Quality also refers to the effect development has on the amenity of surrounding areas, particularly residential properties. The DMSA DPD will therefore set out the requirements to avoid significant adverse impacts in terms of lighting, outlook, privacy and noise and adequate protection of residential developments and other sensitive developments from external sources of noise, ground contamination and air pollution. Often these issues can be overcome through suitable design and the aim is not to prevent existing properties from witnessing change to their surroundings, but to ensure that people's living conditions are not significantly compromised when enabling new development to take place.

Finally, generic design policies can set out how development can be sustainable, minimise carbon emissions, energy and water use and minimise the impact on the Borough's infrastructure systems.

2.1.3 How can we address these issues through this DPD?

The Council is keen to facilitate high quality, sustainable and healthy development which can contribute to a sense of place. Generally the DPD will set out the detailed design criteria to which all types of development should adhere in order to achieve these aims.

The DMSA DPD can therefore set out which elements of detailed design and appearance are important for our local distinctiveness, and if necessary, identify specific townscape character areas meriting additional protection. These criteria would include requirements for landscaping schemes to accompany development proposals.

It is important also to protect the amenity of adjoining properties, so that new development does not significantly and adversely affect the living or working conditions of the people in them. The DMSA DPD can set out how design will be expected to take into account the impact on existing properties. Conversely, when new development is being contemplated, we need to make sure that it is fit for purpose and that in the case of residential development, we are creating homes that people will want to live in. One way of doing this might be to establish minimum internal space standards.

We can set out what standards we expect to see in terms of noise, pollution, waste, and energy and water usage where these issues arise either as a consequence of development proposals, or pre-existing issues that affect the development site. Usually these issues can be overcome through suitable design and it is important to set a high standard of design to ensure that the buildings will be fully fit for purpose and long lasting. It is not sustainable to allow poor quality buildings which suffer from noise problems, for example, which may then require retrofitting in the future, or in the worst case, redevelopment after only a short lifetime.

Finally the DMSA DPD can ensure that developments contribute towards sustainable development by, for example, requiring energy efficiency measures are incorporated into new buildings.

2.1.4 What will be dealt with through other policy documents?

Redhill Town Centre Area Action Plan: Redhill Town Centre, identified as being significant at a regional scale, will have its own Area Action Plan, which will govern the development associated with regeneration of the town centre. Specific policies for Redhill Town Centre will be set out in that document and only the most general policies in the DMSA DPD will apply to proposals within the Action Plan Area. Whilst the generic design policies articulated here will be relevant, proposals within Redhill Town Centre may be subject to additional design policies.

Design and Parking SPD: This will provide detailed guidance on local distinctiveness and give examples of the types of design solutions that are likely to be appropriate in different locations.

2.1.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.:

Table 2 : Development Quality Policy Options

	Issues	Policy Options	Comments
DQ1	Ensuring that development can recognise, promote and reinforce the strong sense of local distinctiveness within each area of the Borough	<p>A: Continue to define design criteria for development with reference to the necessity of promoting local distinctiveness through the use of local architectural features, layouts and materials and landscaping</p> <p>B: Continue to designate specific areas of low-density, high-quality townscape for enhanced protection</p> <p>Or</p>	Also addresses issue DQ3

	Issues	Policy Options	Comments
		<p>C: Rely on generic design criteria with a presumption in favour of local distinctiveness to provide simple but robust policy coverage for all development</p> <p>D: Seek high-quality landscaping measures wherever possible, with a preference for native species planting and tree cover at a scale appropriate to the development</p>	
DQ2	Ensuring satisfactory amenity for neighbouring properties and, in particular, the future occupiers of new dwellings	A: Continue to define criteria for ensuring adequate amenity in all developments, for example, in terms of natural light, ease of access, privacy, outlook, air quality and noise	
		B: Consider setting internal standards for new residential development, for example, minimum bedroom sizes, minimum requirements for space for drying clothes or for laundry facilities	
		C: In new residential developments seek the provision of either: private garden or balcony space, and /or a financial contribution towards the provision of parks and public green space nearby	See also section on Green Infrastructure
DQ3	Ensuring the adequate consideration of wider environmental issues	A: Set out measures to deal with the impacts of noise and light pollution either affecting the proposed development, or arising from it	Also addresses issue DQ2
		B: Encourage development on sites affected by contamination which can effectively remediate the contamination	Also addresses issues DQ2 & DQ4
		C: Set standards to ensure that land contamination on development sites is adequately mitigated to provide a safe environment for future occupants	
		D: Require consideration of refuse storage and suitable access arrangements for refuse collection to be incorporated into all development proposals, setting out access criteria	See also section on Travel and Parking
DQ4	Ensuring that new development contributes towards sustainability	A: Require all developments to include sustainable development measures in terms of energy usage, carbon emissions, refuse storage & collection, and water usage	See also section on Climate Change

2.1.6 Consultation Questions

Table 2

Questions

Are there any other issues that the Council should consider?

Are there any other policy options that the Council should consider?

2.1.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Facilitating the improved health and well-being of the population
- Improving accessibility to all services and facilities
- Reducing land contamination, air, noise & light pollution
- Conserving and enhancing biodiversity
- Reducing greenhouse gases and preparing for climate change
- Supporting inclusive, sustainable and innovative economic growth
- Increasing energy efficiency and the use and production of renewable energy

2.2 Green Infrastructure

2.2.1 Introduction

The Core Strategy places great emphasis on preserving the green fabric of the Borough. This comprises the areas countryside, including protected landscapes that form the backdrop to the Borough's settlements, together with areas of open space, such as parks, commons and playing fields within urban areas. These elements of the green fabric make a valuable contribution to the pleasant, green character and local distinctiveness of the Borough, which makes it a desirable location to live and work.

In addition, the Core Strategy makes a commitment to plan, provide and manage a multi-functional green space network. The functions of the green space network will include providing opportunities for sustainable travel by creating footpaths and cycleways to link up residential areas, town centres and other destinations and as well as providing new and enhanced open spaces for sport and play. It will also contribute to flood risk management through the provision of green spaces and water bodies to absorb surface water run off and increase biodiversity through the provision of wildlife habitats and wildlife corridors.

The Core Strategy also sets out requirements for the provision of infrastructure for each area of the Borough, for example new and improved pedestrian and cycle routes.

2.2.2 What are the issues to be addressed through this DPD?

The creation of a network of interlinked green spaces will require the provision of new pedestrian routes, cycleways and bridleways linking urban and rural areas and providing routes through the countryside. In order to bring about benefits in terms of sustainable transport, links will also need to be provided between residential areas and town centres and other destinations in order to make it easier to walk or cycle to work or school or to shops and other facilities.

New developments will require open space and recreation facilities to meet the needs of their residents. This includes informal amenity space, children's play space, sports pitches and other outdoor recreation facilities. Some of these requirements such as local play areas can be met by on site provision. Depending upon the size of the development some requirements may need to be met off site. New developments within existing urban areas may also place increased demands on local facilities resulting in the need to upgrade these facilities and in some cases a development may justify the provision of a new sports centre or other facility.

The Council needs to make provision for open space and recreation facilities to meet the needs of the current population of the Borough and to those of planned future development. The Open Space Assessment considers the current levels of provision and looks at what is likely to be needed in future, taking account of the planned housing growth for the Borough. This has highlighted deficiencies in certain types of open space such as children's play, facilities for young people and allotments. There is therefore a need to plan for new provision to address these deficiencies.

In order to preserve the character of the Borough and to provide a green spaces network that meets the present and future needs of the Borough it will be necessary to ensure that existing green spaces are afforded an appropriate level of protection. Borough Local Plan designations such as Urban Open Land have been effective in protecting open spaces for many years, however these designations are no longer based on up to date survey information or provision standards. There may be valuable areas of open space that are not included in these designations and equally there may be green spaces that are of poor quality or surplus to requirements that would be better suited to alternative uses. The Council is in the process of updating its Open Space Assessment and this will be used to inform new designations and review current designations.

2.2.3 How can we address these issues through this DPD?

The Council can designate land as open space and ensure that it is protected for this purpose through planning policies restricting its development for other uses. New designations will be made in the context of up to date standards and the evidence provided by the Open Space Assessment and the Green Infrastructure Strategy.

The Council can set standards for the provision of open space in new developments. The Borough Local Plan includes a minimum requirement for open space provision in new developments based on the National Playing Fields Association Six Acre Standard. ⁽⁴⁾ This standard required the provision of 6 acres or 2.43 ha per 1000 population. This was broken down into 2 acres or 0.8 ha of children's play space and 4 acres or 1.6 ha of outdoor sports provision. The Six Acre Standard has recently been reviewed and replaced by the Fields in Trust Benchmark Standards ⁽⁵⁾ which provides guidance on the quantity, quality and accessibility of open space provision, however the amount of children's play and outdoor sports provision required remains the same. It is therefore considered reasonable for the Council to continue to seek these levels of provision to meet the needs of new development schemes. In order to address the increased demands upon existing facilities arising from new developments the Council could require developers to make financial contributions to new or upgraded facilities in the local area.

It will also be necessary to allocate land for open space and recreation facilities in order to ensure the right amount of open space is provided to meet the needs of current residents and expected population growth. Deficiencies in open space and recreation provision as identified in the Open Space Assessment may also be addressed by allocating land to provide new open space and recreation facilities. When allocating land for new facilities the Council will set its own standards for outdoor sports provision based upon the assessment of local need and consultation with residents carried out as part of the Open Space Assessment.

Through the allocations process it will also be possible to re-locate poorly located but necessary open spaces or sports and recreational facilities.

2.2.4 What will be dealt with through other policy documents?

Green Infrastructure Strategy: Whilst site allocations and planning policies are necessary to enable the green spaces network to be developed, its delivery will be managed by the Green Infrastructure Strategy. This will include a work programme and management strategy for the network which will ensure that it will continue to be a valuable resource for the Borough in the future.

Community Plan: This sets out the Council's vision and priorities with regard to encouraging the use, enjoyment and protection of the Borough's countryside, parks and open spaces.

Corporate Plan: The Corporate Plan sets out priorities for creating a clean, green, safe and healthy Borough, which includes providing access to high quality, leisure facilities such as parks and open spaces and improvements to leisure centres.

Redhill Town Centre Area Action Plan: This will direct the provision and enhancement of green spaces within the Action Plan Area, for example the planned improvements to Memorial Park.

Design & Parking SPD: This will provide detailed guidance on the characteristics of the green fabric that we wish to preserve and enhance and specific advice on the design of open spaces and other recreation facilities.

4 National Playing Fields Association Six Acre Standard, NPFA, 2001

5 Planning and Design for outdoor Sport & Play, Fields in Trust, 2008

2.2.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 3 : Green Infrastructure Policy Options

No	Issues	Policy Options	Comments
G1	Providing appropriate protection for what we wish to identify as the green fabric both in the countryside and urban areas	<p>A: Identify and designate those areas that make up the green fabric that have a strategic importance such as the Green Belt, Area of Outstanding Natural Beauty and Sites of Nature Conservation Interest</p> <p>And / or</p> <p>B: Identify and designate only large, significant green areas in the countryside and urban area that make up the green fabric</p> <p>And / or</p> <p>C: Identify and designate all green spaces including small scale / local green spaces in the countryside and urban area that make up the green fabric</p>	Also addresses issue G2
G2	Providing appropriate protection for existing green spaces in the Borough	<p>A: Designate those areas of green space not currently covered by protective designations which are considered to be of value and worthy of protection</p> <p>Or</p> <p>B: Designate for protection all areas of green space identified in the Open Space assessment</p> <p>C: Review all current green space designations, including Urban Open Land and retain those which are considered to be of value, de-designate those or poor quality or surplus to requirements</p>	Also addresses issue G1
G3	Providing open space and recreation provision and other green infrastructure to meet the current and future needs of the Borough addressing deficiencies and taking into account planned development	A: Allocate new sites for open space and recreation facilities in accordance with the local standards set out in Open Space Assessment	Also addresses issue G2

No	Issues	Policy Options	Comments
G4	Providing enhancements to existing open spaces and recreation facilities	A: Require developer contributions for new provision / enhancements to nearby open space and recreation facilities to meet the needs of new development	Also addresses issue G6
		B: Encourage proposals for development that will improve the quality of existing open spaces and recreation facilities	
G5	Creating a network to link up open spaces and provide pedestrian and cycle routes between residential areas and main destinations, links between urban areas and the countryside and routes through the countryside	A: Allocate land to create a network of pedestrian routes, cycleways and bridleways in conjunction with the Green Infrastructure Strategy	
		B: Require developers to link up new residential developments with the footpath / cycleway / bridleway network	
G6	Managing the provision of open space and recreation facilities in relation to new developments	A: Require developers to provide on site open space provision based on the Fields in Trust Benchmark Standard	Also addresses issue G4
		B: Require developer contributions for new provision / enhancements to existing open space and recreation facilities nearby to meet the needs of new development	

2.2.6 Consultation Questions

Table 4

Questions
Are there any other issues that the Council should consider?
Are there any other policy options that the Council should consider?

Table 5

Site Allocations

Do you know of any sites that could be used to provide new areas of open space, recreation facilities or allotments?

Do you know of any land that could be used to provide new pedestrian or cycle routes?

Please click on the link below to submit your suggestions.

<http://reigate.addresscafe.com/>

2.2.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

The following Sustainability Appraisal Considerations are relevant to this topic:

- Facilitating the improved health and well-being of the whole population
- Minimising the harm from flooding
- Conserving and enhancing the biodiversity within the plan area
- Reducing road congestion and the need to travel

2.3 Landscapes, Green Belt & Countryside

2.3.1 Introduction

The Core Strategy seeks to protect the Green Belt and other areas of countryside not covered by the Green Belt as part of the green fabric and in recognition that these areas are a valuable natural resource. Development is directed into built up areas in order to preserve the Borough's natural environment and to help move towards more sustainable patterns of urban development and regeneration. The Core Strategy supports a level of economic growth within the rural area that is compatible with protecting the countryside. Small scale development and agricultural development will be supported in the countryside to allow for the reasonable needs of the rural economy. The Core Strategy recognises that the part of the Surrey Hills Area of Outstanding Natural Beauty (AONB) that lies within the Borough needs to be protected and enhanced, and that areas of high landscape quality outside of the AONB need to be protected and enhanced until such time as an AONB boundary review is undertaken.

The Borough of Reigate and Banstead is an attractive place to live, work and visit. The Borough's high quality green fabric creates a demand in the area for both business and tourism that supports our local economy. However, the Borough's proximity to London and Gatwick Airport creates a demand for development that has the potential to impact on the green fabric.

Almost 70% of the Borough is designated Metropolitan Green Belt, the role of which is to check the unrestricted sprawl of London and to prevent neighbouring towns from merging, by keeping land permanently open. Green Belts also help to protect the countryside from encroachment and assist in moving towards more sustainable patterns of development by encouraging the regeneration of previously developed land.

The allocation of major developed sites in the Green Belt, which in many cases relates to the use of sites in the Green Belt for employment related purposes, is explored in more detail in the section entitled Major Developed Sites in the Green Belt, under the theme of Managing the Economy.

2.3.2 What are the issues to be addressed through this DPD?

A balance needs to be struck between our economic needs and protecting the green space that makes the Borough so desirable. The Green Belt designation helps to achieve this aim. Within the Borough there are also areas of countryside that are not covered by the Green Belt designation. These areas require an appropriate level of protection to ensure that the quality and character of the wider countryside is maintained and where possible enhanced, however it is necessary to be mindful of the fact that further planned development may be needed in future years.

The landscapes within the AONB are highly valued and need to be protected to ensure that their nationally important status can be maintained. It is also important to protect views into and out of the AONB. There are a number of high quality landscape areas outside of the AONB and it will be necessary to consider whether these areas should benefit from the same level of protection as land within the AONB in future.

A balance needs to be found between supporting our rural economy and protecting our countryside. Rural buildings may need to be adapted and re-used for non-agricultural activities and these have the potential to adversely affect the character of the area. Farming diversification for small scale business uses, equestrian activities and other rural pursuits therefore need to be sensitively developed in order that their impact is not felt on the openness and character of the countryside.

Changes of use and development in the countryside can result in the loss of good quality agricultural land which can have an adverse impact upon the future use of the countryside for agriculture. It will therefore be necessary to manage development to ensure that the best and most versatile land remains available for agricultural use.

2.3.3 How can we address these issues through this DPD?

Areas that are within the Green Belt are currently protected by national policy guidance and the Council may wish to ensure that this level of protection is also reflected in its local planning policies.

Areas of countryside that are not currently covered by the Green Belt designation require an appropriate level of protection. The DPD could do this by designating these areas as countryside and setting criteria to manage development within them, for example by limiting the types of development that are considered acceptable in these areas. Alternatively the Green Belt could be extended to include some or all of these areas of countryside. A further approach would be to safeguard areas of countryside in case they are needed for development in the future. This approach could be applied to the countryside around Horley, which was originally excluded from the Green Belt in order to allow for future growth.

The DMSA DPD could include policies to manage development within the AONB, in line with the priorities set out in the AONB Management Plan. ⁽⁶⁾ The AONB boundary may in future be extended to cover areas of high quality landscape that border the AONB, however this is beyond the scope of the DMSA DPD. The Borough-wide Landscape and Character Assessment ⁽⁷⁾ has identified the features that contribute to the character of different landscape areas of the Borough. Landscape policies in the DMSA DPD will need to ensure that development respects and where possible enhances the local character of these areas.

Development management policies can be used to support continued agricultural and forestry use in the countryside and can specify the circumstances in which rural diversification schemes and changes of use will be acceptable. Development associated with horse keeping in the Green Belt and countryside can detract from the rural setting, and development management policies will need to give the right level of protection to the character of the area and the natural environment, and yet not be so restrictive as to stifle the rural economy.

General policy principles for the replacement dwellings and extensions to dwellings in the Green Belt are included in PPG2, however local development management policies can be used to specify the type and quality of development that would enhance the countryside setting, in a way that would be locally distinctive to the landscape character.

2.3.4 What will be dealt with through other policy documents?

What will be dealt with through other policy documents?

Design and Parking SPD: This will provide detailed design guidance on the extension or replacement of rural dwellings, conversion of rural buildings and other developments in the countryside.

Surrey Hills AONB Management Plan: This sets out the management programme for the protection of this nationally designated area.

Green Infrastructure Strategy: The proposed network of green spaces will link up important landscape areas within the Borough.

6 Surrey Hills AONB Management Plan 2009 - 2014, Surrey Hills AONB Board.

7 Borough-Wide Landscape and Townscape Character Assessment, Atkins, June 2008.

2.3.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 6 : Landscape, Green Belt & Countryside Policy Options

No	Issues	Policy Options	Comments
L1	Protecting the Borough's landscapes, Green Belt and countryside which form part of the green fabric	A: Identify and designate areas of countryside and develop policies to ensure that they continue to contribute to the character of the area, protect the natural environment and the green fabric	See also section on Green Infrastructure
		B: Develop a criteria based policy to protect and manage the AONB, including views into and out of it, in line with the AONB Management Plan	
		C: Develop policies to protect the high quality areas of landscape that abut the AONB	
L2	Managing the areas of countryside that are not in the Green Belt	<p>A: Designate the areas of countryside that lie outside the Green Belt to ensure their protection and set criteria to manage development in these areas</p> <p>Or</p> <p>B: Extend the Green Belt designation to include areas of countryside that are not in the Green Belt</p> <p>Or</p> <p>C: Safeguard areas of countryside that are not in the Green Belt in case they are needed for development in the future</p>	
L3	Creating a balance between protecting the countryside and supporting the rural economy	<p>A: Develop criteria based policies for the re-use and adaptation of rural buildings and other development associated with small scale business uses in the countryside to ensure they respect the character of the countryside</p> <p>Or</p>	See also section on Development Quality

		B: Rely upon generic design policies to assess such proposals	
L4	Creating a balance between permitting appropriate use of the countryside for recreation and the protecting natural resources and the character of the rural areas	A: Develop criteria based policies for equestrian development and development associated with other recreational activities to ensure they respect the character of the countryside Or B: Rely upon generic design policies to assess such proposals	See also section on Development Quality
L5	Ensuring that replacement dwellings and house extensions incorporate locally distinctive design and respect the character of the landscape	A: Develop criteria based policies for replacement dwellings and extensions to dwellings to ensure that they respect the character of the countryside Or B: Rely upon generic design policies to assess such proposals	See also section on Development Quality
L6	Protecting the best and most versatile agricultural land and preventing its loss to development and other uses	A: Develop a policy to protect high quality agricultural land Or B: Rely upon general countryside policies to assess proposals affecting agricultural land	

2.3.6 Consultation Questions

Table 7

<p>Questions</p> <p>Are there any other issues that the Council should consider?</p>

Are there any other policy options that the Council should consider?

2.3.7 Sustainability Appraisal Considerations

Sustainability Appraisal Considerations

- Facilitating the improved health and well-being of the whole population
- Reducing land contamination and safeguard soil quality and quantity
- Protecting and enhancing the natural, archaeological, historic environments and cultural assets
- Maintaining and protecting our green fabric to support economic growth in a manner that is sustainable

2.4 Biodiversity

2.4.1 Introduction

The term biodiversity has its roots in the words “biological” and “diversity”. This term is now widely used to describe the variety of life forms that inhabit the earth, including the variability within and between species and within and between ecosystems. Biodiversity is important because of the complex linkages and dependencies between species within ecosystems, for example, the loss of one species from a particular habitat or ecosystem can have devastating effects upon other species. Ecosystems play an important role in the production of food and commodities and thus have an economic impact. Interaction with nature also has social benefits and is important to the well being of communities. In addition many people believe we have a moral duty to protect the natural environment.

The Core Strategy recognises sites designated for nature conservation and other important wildlife habitats as part of the green fabric of the Borough, which is to be protected and enhanced. Core Strategy objectives include safeguarding and promoting biodiversity and wildlife corridors through responsible and positive design and management and such measures will also help to meet the wider objective of promoting sustainable development and maintaining the attractive green character of the Borough.

Within the Borough there are currently 40 Sites of Nature Conservation Importance, two Local Nature Reserves and three Regionally Important Geological/Geomorphological Sites (RIGS). There are four nationally recognised Sites of Special Scientific Interest: Banstead Downs, Chipstead Downs, Reigate Heath and the Mole Gap to Reigate Escarpment. The latter also benefits from European protection as a Special Area of Conservation (SAC).

2.4.2 What are the issues to be addressed through this DPD?

In planning for the future of the Borough it will be necessary to achieve a balance between accommodating new growth and ensuring the protection of important habitats and species that contribute to the biodiversity of the Borough. The Council will also need to consider how it can promote the positive enhancement of biodiversity in new developments in accordance with national guidance and its biodiversity duty.⁽⁸⁾

The Council will need to ensure the continued protection and management of its protected sites ensuring that they are not lost or harmed by new development or inappropriate uses. This includes managing recreational activities to ensure that these do not have an adverse impact upon the sensitive habitats of protected sites such as the SAC. The Council will also need to consider whether further nature conservation sites should be designated.

In addition to the protection of designated sites and protected species it will be necessary to ensure that other, more common, features that contribute to the biodiversity of the Borough are protected and allowed to flourish. These include areas of open space, woodland, individual trees and ponds, the loss of which, either individually and cumulatively can have an enormous impact upon biodiversity. Trees make an important contribution to the character of urban areas, as well as rural landscapes and are cherished by local residents. Gardens also play an important role in providing wildlife habitats. Development that affects these features therefore needs to be carefully managed. New planting also needs to be managed to ensure that landscaping schemes complement and enhance the local character of the area and assist in promoting biodiversity.

8 The Natural Environment & Rural Communities Act 2006 requires all public authorities to have regard to biodiversity in carrying out their functions.

2.4.3 How can we address these issues through this DPD?

Nationally designated sites and protected species are already afforded protection through legislation, however the Council needs to ensure that consideration is given to this protection in determining applications for development schemes. In the DMSA DPD it will be necessary to provide policies that will complement national guidance and legislation and will ensure the delivery of local priorities for biodiversity, such as protecting ancient woodland, improving biodiversity in urban areas and improving links between habitats.

The DMSA DPD may include policies to ensure the continued protection and management of protected sites and policies to avoid adverse effects on designated sites and other areas or features of biodiversity value. In addition the Council may designate further sites and increase the area of the Borough covered by protective designations.

The Council may wish to encourage greater use of recreation facilities, such as parks and open spaces in the urban area or encourage the development of facilities that will enable people to access less sensitive areas of the countryside for recreation purposes thus reducing pressure on protected areas such as SSSIs and the SAC.

Policies may be developed to prevent the loss of or adverse effects of development upon features that contribute to biodiversity, for example trees within development sites and important wildlife habitats such as ponds and hedgerows. The DMSA DPD may also develop policies to encourage the provision of links between habitats to provide wildlife corridors and to address the fragmentation of habitats.

Policies could be developed in order to promote biodiversity in developments in accordance with local priorities for example by requiring developers to provide certain features such as ponds or areas of meadow. Other measures could include policies to encourage the provision of green roofs, where these are acceptable in terms of their impact upon the street scene or historic buildings. Policies could also require locally distinctive landscaping to reflect the landscape character of the different areas of the Borough and provide appropriate habitats for wildlife.

2.4.4 What will be dealt with through other policy documents?

Green Infrastructure Strategy: This will play a role in preserving and enhancing the biodiversity of the Borough, though the implementation of projects to provide and manage a multi-functional network of green spaces, which will provide important habitat opportunities.

2.4.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 8 : Biodiversity Policy Options

No	Issues	Policy Options	Comments
B1	Achieving a balance between accommodating new growth and ensuring the protection of important habitats and species that contribute to the biodiversity of the Borough	<p>A: Develop policies to protect, manage and enhance important habitats and species</p> <p>B: Designate additional sites of biodiversity value to ensure that they are protected and sensitively managed, and where appropriate provide opportunities for access and education</p>	

No	Issues	Policy Options	Comments
B2	Ensuring that increased recreational pressure does not have an adverse impact upon the SAC	A: Develop policies and allocate land to divert recreation activities away from the SAC by the provision of enhanced facilities elsewhere, for example urban parks	
B3	Preventing adverse impacts upon / loss of specific features that contribute to biodiversity such as trees and ponds	A: Develop policies to ensure protection of trees, hedgerows, ponds and other features within development sites	
B4	Promoting the positive enhancement of biodiversity in the Borough	A: Require developers to demonstrate how their development will maintain and where possible, positively enhance the biodiversity of the site	
		B: Require landscaping in new developments to use native species that reflect the landscape character of the area	
		C: Where possible require developments to incorporate wildlife corridors / links between habitats	

2.4.6 Consultation Questions

Table 9

<p>Questions</p> <p>Are there any other issues that the Council should consider?</p> <p>Are there any other policy options that the Council should consider?</p>

2.4.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- The need to conserve and enhance the biodiversity within the plan area

2.5 Heritage Management

2.5.1 Introduction

The strategic objectives as set out in the Council's Core Strategy recognise that many parts of the Borough have a strong sense of place and that redevelopment must be designed and integrated with the existing environment. The Core Strategy sets out a general requirement for high-quality design which takes direction from the existing character of the area. Urban areas are identified with varying sensitivity to change, with those areas having a historic environment generally being the most sensitive. Our heritage buildings and features are among of our best assets, attracting people to the area to live, work, shop and visit, in turn contributing to the economy. They also play a large part in defining the different character areas that we enjoy in this Borough.

We need to recognise however, that our Conservation Areas and historic buildings are not museums but part of the functioning urban fabric where people live, work and play. It is therefore particularly important that we develop robust heritage protection policies to manage development pressures appropriately so we can achieve the growth and development set out in the Core Strategy whilst retaining, protecting, and enhancing the historic environment.

2.5.2 What are the issues to be addressed through this DPD?

Modern development, construction methods, the pace of change, and development economics do not always fit well with the historic environment. The main issue is to reconcile the need for change and development which keeps areas economically active with the need to preserve the historic environment. The most significant areas and buildings are already protected under Listed Buildings and Conservation Areas legislation. However, there are plenty more interesting and high quality buildings and features in our Borough which whilst not meeting the criteria for becoming nationally listed are still worthy of preservation and protection. These include archaeological sites, Roman remains found at sites in the Borough are exhibited at the British Museum, and there exists the potential for further finds to be uncovered in the future. We therefore need to consider how we achieve an appropriate level of protection of all its heritage assets, ranging from Grade I listed buildings through to buildings of local interest, historic shopfronts and archaeological remains.

Historic areas and buildings may be viewed as an opportunity for high quality business activity and development, rather than a constraint. In many cases new development affecting historic buildings and areas will involve replication of existing architectural features and forms to preserve the character of an area. In other circumstances a more contemporary design may also be capable of preserving and enhancing the historic environment. Advertisements are particularly important: when designed the right way they can contribute greatly to the sense of character and place, but when poorly and unsympathetically designed, they can cause significant harm. Either way, it is important for us to continue to recognise and maintain our different character areas by promoting local distinctiveness in buildings, landscaping and advertisements.

Development and changes of use can breathe new life into Listed Buildings and pay for their upkeep and repair but sometimes a beneficial use for a historic building may not accord with the preferred use for the general location. In these circumstances we have to balance these competing aims and decide how much importance we attach to the use of individual Listed Buildings, without allowing too many "inappropriate" uses to erode the effectiveness of the borough-wide strategy for housing, employment, environment and sustainability.

2.5.3 How can we address these issues through this DPD?

The Council needs to identify those features and areas that make a contribution to the local heritage character of the Borough and which need to be protected. Through the DMSA DPD the Council can set out how it will protect buildings, gardens and features which are of local interest and merit but which do not meet the national requirements

for becoming Listed Buildings. Policies can set out how flexible the Council is prepared to be on accepting a variety of different uses for historic buildings, or sites within Conservation Areas, where it can be demonstrated that a proposed use would be beneficial to the ongoing survival of the building. Policies can set out criteria against which development affecting heritage assets will be assessed and specify which elements are the most important to protect.

2.5.4 What will be dealt with through other policy documents?

Design and Parking SPD: This will provide detailed advice on design matters and will set out requirements to ensure that the character of the historic areas of the Borough is preserved and enhanced.

List of Historic Buildings and Features: The list of historic buildings and features is maintained separately from the DMSA DPD so it can be easily reviewed and updated without needing to change the DPD.

Conservation Area Designation & Appraisal Documents: The identification and boundaries of Conservation Areas, along with their character appraisals, is also carried out separately, as Conservation Area designation is specifically dealt with by other legislation (Listed Buildings and Conservation Areas Act 1990). The documents associated with this will be developed with wide public consultation and will form an important reference point in the consideration of planning applications.

Article IV Directions: The Council will continue to identify opportunities to apply Article IV directions; that is, directions curtailing certain permitted development rights, in cases where there are interesting or valuable features present, but local or national listing is not justified.

2.5.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 10 : Heritage Management Policy Options

No	Issues	Policy Options	Comments
He1	Promoting and reinforcing the local distinctiveness of the different character areas of the Borough	A: Require development design to make reference to the local characteristics, broadly identified in the Core Strategy, drawing on local architectural styles and materials. This should be of particular importance in areas where the existing character is well defined and of good visual amenity	Also addresses issue He2
		B: Require advertisements to reflect historic or locally distinct design wherever possible and to minimise visual obtrusiveness (whilst recognising their function)	
He2	Balancing the need for change and development against the need to protect the historic environment	A: Require all development affecting our built heritage to preserve and enhance the character of the local area	

No	Issues	Policy Options	Comments
		<p>B: Recognise that in some cases modern design can also contribute to a sense of place and economic vitality, particularly where the existing character is poorly defined, or of limited visual amenity</p> <hr/> <p>C: Give a greater weight to the need for preservation of listed buildings as “going concerns” when considering the use of buildings, as opposed to strict accordance with the preferred land uses in the development plan</p> <p>Or</p> <p>D: Rely upon generic design policies for the assessment of proposals affecting the use of listed buildings</p>	
He3	Ensuring adequate and proportional protection of buildings, gardens, landscapes, structures and archaeological features which are of local historical merit, but which do not meet the national standards for statutory listing	<p>A: Maintain a policy requiring a higher standard of design and protection of existing features for development affecting sites identified in the local list</p> <p>Or</p> <p>B: Rely upon generic design policies for the assessment of proposals affecting sites identified in the local list</p> <hr/> <p>C: Encourage the retention of locally listed structures or features unless an approved redevelopment scheme is in place</p>	See also section on Development Quality

2.5.6 Consultation Questions

Table 11

<p>Questions</p> <p>Are there any other issues that the Council should consider?</p> <p>Are there any other policy options that the Council should consider?</p>

2.5.7 Sustainability Appraisal Considerations

Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Protecting and enhancing the natural, archaeological, historic environments and cultural assets
- Supporting inclusive, sustainable and innovative economic growth

3 SUSTAINABLE SETTLEMENTS

This chapter will focus on:

- Managing travel and parking to support sustainable development objectives, facilitate ease of movement, promote health and well-being and control the impact of traffic and parking on the character of the Borough
- Planning for climate change in order to create a sustainable environment for current and future generations
- Providing sufficient housing to meet current and future needs of the Borough including housing to meet the needs of older people and provision for Gypsies, Travellers and Travelling Showpeople
- Providing development at appropriate densities to provide sustainable development whilst maintaining the character of the Borough

3.1 Housing Delivery

3.1.1 Introduction

At the time of writing a housing target for the Borough has not been set in the Core Strategy however, the Council is undertaking work to establish the housing provision that will be required to meet the needs of the Borough in the future. The required level of housing will be set out in the Core Strategy and the DMSA DPD will include policies and site allocations to enable this development to be delivered.

In the interim, the Borough's status as a New Growth Point provides an agreed housing target of 500 units a year until 2016. The Council agreed the target subject to receiving funding for much needed infrastructure to support additional housing. This figure can be used as our local housing target until a longer-term one is set in the Core Strategy. The population in the Borough has risen by 7.4% from 2001 to 2009 compared to the Surrey average of 5%. This, together with the reduction in household size and migration, has resulted in a demand for additional housing in the Borough to meet the needs of the changing population.

The Core Strategy directs residential development into the following locations as priority locations for growth and regeneration (all of equal priority):

- Redhill Town Centre
- Horley Town Centre
- Horley North East/North West sectors.
- Preston Regeneration Area.
- Merstham Regeneration Area
- Other regeneration areas as identified by the Council and its partners

Following these locations housing development will be directed to the town centre locations of Redhill, Reigate, Horley and Banstead first, followed by edge-of-centre locations within walking distance to town centres; and finally, other sustainable sites in the existing urban area. The recent amendment to national policy guidance which removed back garden land from the definition of brownfield land means that future development in these locations will need to be carefully considered.

With regard to density, the Core Strategy's approach is based on directing development to sustainable locations (i.e. close to good transport connections and services and facilities) whilst respecting the local character. The density of development envisaged across the Borough at a strategic level is outlined in the Core Strategy. For the different urban locations the following direction is given by the Core Strategy and the DMSA DPD will provide detailed policies to deliver these densities.

Banstead is renowned for its low-density suburban nature, and is not identified as a strategic location for high growth levels or high-density housing however, around the village centre of Banstead there is scope to develop at a medium density. Redhill is the focus of high-density development, whilst Reigate will allow for varying densities depending on local character and accessibility. Redhill Town Centre will provide opportunities to develop at the highest density in the Borough with a medium density at the centre's periphery, and less accessible areas. Horley is now expanding through the development of two new neighbourhoods, which will supply suburban low-density housing, whilst there exists an opportunity to develop some high density mixed-use schemes in the town centre.

The mix of housing delivered through the DMSA DPD will need to reflect the housing need across the Borough over the timeframe of the plan. Not all housing sites are the same and there is a more limited opportunity to provide a mix of housing on smaller sites than on larger sites.

The Core Strategy seeks to ensure that the accommodation needs of Gypsies, Travellers and Travelling Showpeople are provided for through planning policies and site allocations. In so doing it will be necessary to balance the need for accommodation with other Core Strategy objectives which include preserving the character of the Borough and promoting sustainable development.

3.1.2 What are the issues to be addressed through this DPD?

The Borough is experiencing a shortage of suitable housing which is indicated by high house prices and housing waiting lists. Therefore there is a lack of housing that is affordable which, along with the growing population, is creating pressure for more housing. The Borough has also experienced significant pressure for redevelopment of its existing low-density housing and back garden land, although some of this land has the potential to provide higher-density development in suitable locations.

The strategy of housing delivery will have to take into account a number of factors. For instance, the Green Belt is one of the Borough's valued assets that will need to be protected by policies in the DMSA DPD. Character is also important, as the Borough has a variety of urban areas with different styles intertwining with the Green Belt and the Surrey Hills AONB. It is also important that the Borough delivers enough housing to support its social and economic aspirations.

In order to achieve sustainable development housing delivery will need to take into account an understanding of the current and future level of infrastructure, the effects of climate change and ways of making the most efficient use of land. The Council will also need to look at how it can maximise the reuse of vacant residential properties, which would be an efficient use of land and a sustainable way of meeting housing need.

Future new development in the Borough will need to provide a mix of housing type and size to meet the needs of all households. In addition, it is important to meet the accommodation requirements of families and those with priority needs as well as the volume requirements of small units for single and couple households. Related to this is the need to address the current and future growth in the number of older people and to ensure that their housing requirements are met by providing housing types that meets their related care and support needs. Furthermore, it is imperative that affordable dwellings are supplied to counteract the current shortfall. Many residents are being priced out of the market area and have to resort to finding more affordable homes away from their respective places of work, which therefore puts a strain on the local infrastructure.

The Council will need to re-evaluate the level of provision that is required for the Borough based on a revised assessment of need. However, any reassessment of the needs of the Gypsies, Travellers and Travelling Showpeople is likely to identify a need for additional pitches to be provided in the Borough. The Council will therefore need to make provision for these additional pitches through site allocations.

3.1.3 How can we address these issues through this DPD?

To ensure the delivery of housing we may need to allocate specific housing sites within the urban area. This will be in line with the Core Strategy's approach of directing development to sustainable locations. The Council is in the process of carrying out a Strategic Housing Land Availability Assessment (SHLAA).⁽⁹⁾ This assessment will look for potential sites for housing development across the Borough and will help to inform a housing target. Alternatively we could allocate specific sites only in regeneration areas or allow the market to decide which sites should be developed for housing.

9 The SHLAA identifies sites with potential for housing, assesses their potential and assesses when they are likely to be developed. It is an important evidence source that will inform plan-making. It is due to be published in 2011.

The Core Strategy has already set the approach for housing density; the DMSA DPD will apply this approach and implement it. Imaginative and innovative design and functional layouts can lead to a more efficient use of land without compromising the quality of the local environment. In order to make the most efficient use of land in the built up area and to avoid the future need to develop in the Green Belt, the highest density options appropriate for all proposed housing sites in the Borough, on brownfield land and possibly some back garden land may be considered, taking into account local design and character considerations.

In order to provide an appropriate mix of housing, a straightforward approach would be to implement a borough-wide preferred housing mix, thereby encouraging a range of dwellings sizes and types; this approach would help achieve the provision family sized dwellings. A different approach could be to establish an appropriate housing mix based on a site-by-site basis. There is also the option of letting the market decide the appropriate mix of housing.

It may be possible to meet some of the accommodation requirement for Gypsies, Travellers and Travelling Showpeople by providing additional pitches on existing sites, either by increasing the size of the site or by intensification. In addition it may be necessary to allocate land to create entirely new sites. Any new sites that are allocated are likely to be privately owned which is favoured by the Gypsy and Traveller community, rather than owned by the Council. In addition there are no existing Council owned sites in the Borough so there are no existing arrangements to set up and manage these. However, the Council is considering the option of site provision and maintenance of sites by Registered Social Landlords (housing associations or housing trusts).

3.1.4 What will be dealt with through other policy documents?

What will be dealt with through other policy documents?

Design and Parking SPD: This will provide guidance about how best to design for housing whilst respecting the local character.

Affordable Housing SPD: This will contain details on the type and tenure mix of affordable housing as well as the legal mechanisms for securing this from developments.

3.1.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 12 : Housing Delivery Policy Options

No	Issues	Policy Options	Comments
Ho1	Meeting the housing needs of the Borough by providing sufficient residential sites to support the population and the economy whilst achieving sustainable development	<p>A: Allocate specific sites for residential development in sustainable locations</p> <p>Or</p> <p>B: Allocate only key sites in regeneration areas</p> <p>Or</p> <p>C: Allow the market to dictate the location of new residential development</p>	

No	Issues	Policy Options	Comments
Ho2	Recognising the role of back garden land in housing delivery and in reducing the need to develop in the Green Belt	<p>A: Allow the development of back gardens for new housing throughout the urban area subject to certain criteria to ensure there is no harm to the character of the area</p> <p>Or</p> <p>B: Designate areas where the development of back gardens for new housing is considered acceptable</p> <p>Or</p> <p>C: Do not allow the development of back gardens for new housing anywhere in the Borough</p>	
Ho3	Ensuring that housing delivery reflects and enhances the Borough's character and protects valued assets such as the Green Belt	<p>A: Create policies depending on the location of the proposed development to ensure that the most efficient density can be achieved without harm to character</p> <p>B: Identify areas where character is poor and not locally distinctive where new or innovative design can be introduced</p>	
Ho4	Recognising the need to develop housing at an appropriate density to make better use of previously developed land and existing infrastructure	<p>A: Create policies depending on the location of the proposed development to ensure that the most efficient density can be achieved without harm to character</p>	Also addresses issues Ho3 & Ho5
Ho5	Providing a mix of housing type and size to meet the needs of the Borough's residents	<p>A: Set a borough-wide preferred housing mix policy which will provide for a range of dwelling sizes and types</p> <p>Or</p> <p>B: Establish an appropriate housing mix based on a site-by-site basis</p> <p>Or</p> <p>C: Allow the market to determine the delivery of housing mix</p>	

No	Issues	Policy Options	Comments
Ho6	Bringing vacant properties back into use	<p>A: Develop policies to facilitate the conversion of vacant buildings to residential use</p> <p>Or</p> <p>B: Apply generic design policies when considering proposals for the conversion of vacant buildings to residential use</p>	See also section on Development Quality
Ho7	Providing for the accommodation needs of specific sections of the community	<p>A: Explore the possibility of providing additional pitches for Gypsies, Travellers and Travelling Showpeople on existing sites within the Borough</p> <p>And / or</p> <p>B: Allocate new sites for Gypsies, Travellers and Travelling Showpeople in accordance with the sequential approach and environmental assessment criteria set out in the Core Strategy</p>	Also addresses issue Ho1

3.1.6 Consultation Questions

Table 13

<p>Questions</p> <p>Are there any other issues that the Council should consider?</p> <p>Are there any other policy options that the Council should consider?</p>

Table 14

<p>Site Allocations</p> <p>Are there any sites that you think should be developed for housing?</p> <p>Do you know of any sites that could provide accommodation for Gypsies, Travellers or Travelling Showpeople?</p> <p>Please click on the link below to submit your suggestions.</p>
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<http://reigate.addresscafe.com/>

3.1.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Ensuring that developments are accessible, especially by public transport, and do not exacerbate congestion
- Ensuring that developments do not impact on local character, health and well-being
- Providing infrastructure to support high-density housing developments, i.e. open space, amenities etc
- Making best use of previously developed land
- Encouraging good design to support the efficient usage of land
- Providing right amount and range of housing to meet the needs of the population and the economy

3.2 Travel & Parking

3.2.1 Introduction

The Core Strategy seeks to tackle congestion, pollution and greenhouse gases resulting from private car use and to promote sustainable means of transport. Improving accessibility to key services and facilities and directing development to sustainable locations is required by the Core Strategy to achieve sustainable development. Policies in the DMSA DPD will need to manage new development to ensure that these objectives can be met. Policies need to ensure that parking, which is required by existing and proposed development, provides for the needs of all developments (residential and commercial) and at the same time promotes sustainable development and protects the existing character.

The Borough has one of the highest car ownership rates in the region, however the road system is struggling to cope with the volume of traffic. In addition to congestion on the roads, high levels of traffic also cause pollution with serious consequences in terms of green house gas generation and air quality. It will therefore be necessary to ensure that future development is planned in order to reduce the need to travel by car. Development needs to be focussed upon the most accessible locations within the Borough and the use of cars for travel to certain destinations, such as town centres, needs to be managed in order to reduce car journeys.

3.2.2 What are the issues to be addressed through this DPD?

In order to support sustainable locations, improve air quality and reduce noise pollution, alternative means of transport will need to be provided and measures will be required to facilitate walking, cycling and public transport use.

Provision will of course need to be made to accommodate car use for some journeys. In planning new developments it will be necessary to ensure that safe and convenient access to the highway network can be provided to ensure that the development does not exacerbate traffic congestion or create highway safety problems. Arrangements for the proper servicing of developments, for example refuse lorries and deliveries also need to be provided.

Maximum car parking standards have been used in recent years to restrict the number of car parking spaces available in new residential developments with the aim of reducing car usage, however the upward trend in car ownership has continued. This has frequently resulted in increased on-street parking which is inconvenient to other road users and creates conflict between residents. Car ownership levels therefore need to be taken into account and planned for to ensure that cars can be properly accommodated within residential developments. We also need to manage car parking in destinations such as workplaces, schools and town centres to ensure the use of sustainable forms of transport. Parking in both residential and non-residential developments will need to ensure adequate provision for people with disabilities.

It is important to preserve of the valued character of the Borough by planning for the design and location of cars that are parked, as poorly planned parking can have a detrimental impact upon the character and appearance of an area. Restricting employee parking in town centres may result in on street parking in residential areas and additional measures such as improved sustainable transport options and the implementation of controlled parking zones may be required to address this problem.

3.2.3 How can we address these issues through this DPD?

In accordance with the locational strategy set out in the Core Strategy, the Council aims to concentrate new development in the most accessible parts of the Borough. When allocating sites for new development all potential sites will be assessed to ensure that they are in sustainable locations and are adequately protected from noise and air pollution.

In order to promote travel by means other than the car the Council can encourage walking and cycling for day to day journeys by planning a network of pedestrian and cycle routes linking residential areas to town centres, places of work and local facilities and by allocating land to create this network.

Policies to ensure that all developments provide a safe and convenient access to the local highway network can be included in the DMSA DPD. In addition detailed standards for the access and servicing requirements can be set. Surrey County Council is in the process of publishing revised guidance on parking provision, however the Council is able to set its own parking standards in order to reflect local circumstances.

The Council can set car parking standards in order to manage the use of the car and to respond to car ownership levels. This could mean setting different parking standard for different parts of the Borough depending on the level of accessibility of the location. This would accommodate higher car usage in less accessible areas and restrict car usage in more accessible locations. An alternative approach might be to accept current car ownership levels and make provision for this in new residential developments whilst restricting parking provision at destinations such as town centres and places of work in order to reduce car journeys. This approach would control parking at the destination rather than the source of the journey, recognising that high car ownership does not necessarily mean high car usage.

3.2.4 What will be dealt with through other policy documents?

Design & Parking SPD: Although the Council's general approach to design would be addressed through the design and policies in this DPD, the Design and Parking SPD will provide more detailed guidance on such matters as the design and layout of parking spaces and access / servicing arrangements in new developments.

Green Infrastructure Strategy: The Core Strategy includes a commitment to plan and implement a network of multifunctional green spaces. This will help to improve access to work, school and services by providing pleasant and healthy green routes for walking and cycling. Further information on this is provided in the section relating to Green Infrastructure.

Redhill Town Centre Area Action Plan: The Area Action Plan will set parking standards specifically for Redhill, which take into account the planned development and regeneration aspirations for Redhill whilst recognising the Town Centre's role as a public transport hub.

3.2.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 15 : Travel & Parking Policy Options

No	Issues	Policy Options	Comments
T1	Planning developments in order to reduce the need to travel by car and to manage the use of the car for travel to certain destinations such as town centres so that they are sustainable and healthy locations	<p>A: Through site allocations, steer new development towards the more accessible locations as identified in the Core Strategy</p> <p>B: Resist new development outside of the accessible locations identified in the Core Strategy</p> <p>C: Set graduated parking standards that set the level of parking to be provided in new residential developments according to the accessibility of the location and levels of car ownership</p> <p>Or</p> <p>D: Set maximum parking standards for developments at destinations such as town centres, retail developments, offices and leisure facilities and minimum parking standards for residential developments</p>	Also addresses issues T3 & T4
T2	Facilitating travel by alternative means to the car in order to address carbon dioxide emissions and air pollution and promote healthy lifestyles	<p>A: Plan and allocate land for the provision of a network of pedestrian and cycle routes</p> <p>B: Require developers to provide links from new residential developments to pedestrian and cycle routes and provision of / contributions towards signage and cycle stores</p> <p>C: Require the provision of facilities to encourage cycling, for example, cycle storage in all “destination” developments e.g. shops, workplaces and leisure facilities</p>	
T3	Dealing with the problem of additional on street parking in residential developments which causes congestion and is detrimental to the character of the area	<p>A: Set minimum parking standards for residential developments</p> <p>B: Set criteria for the design and layout of parking areas in new developments</p>	<p>Also addresses issues T1 & T4</p> <p>See also section on Development Quality</p>
T4	Responding to high levels of car ownership and the need to accommodate cars within residential developments	<p>A: Set minimum parking standards for residential developments</p> <p>B: Set criteria for the design and layout of parking spaces (including garages) in new developments</p>	<p>Also addresses issues T1 & T3</p> <p>See also section on Development Quality</p>

No	Issues	Policy Options	Comments
T5	Ensuring that safe and convenient access and servicing arrangements are provided in new developments	A: Adopt local standards for access and servicing of new developments	See also section on Development Quality
T6	Making appropriate parking provision for people with disabilities	A: Ensure that requirements for disabled parking spaces are included in parking standards for both residential and non-residential development	

3.2.6 Consultation Questions

Table 16

Questions
<p>Are there any other issues that the Council should consider?</p> <p>Are there any other policy options that the Council should consider?</p>

3.2.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Reducing road congestion and the need to travel
- Facilitating the improved health and well-being of the whole population

3.3 Climate Change & Resources

3.3.1 Introduction

Scientific evidence strongly suggests that the average global temperature is rising due to the quantity of carbon dioxide being expelled by human activity. The impacts that could be felt in this Borough are associated with the extreme weather conditions that are likely to occur. These weather events could be extreme cold, drought, high winds, stronger storms, heavy rain and extreme heat. These extreme weather conditions may have a number of impacts, including increased flooding (both river flooding and surface water), overheating, threats to certain types of vegetation, reduction in the level of water tables and rivers, and an increase in fuel poverty.

The Core Strategy seeks to ensure that the character of the Borough is preserved whilst planning for sustainable development. The locational strategy directs development to the most accessible locations within the Borough in order to reduce the need to travel and thus reduce carbon emissions. The Core Strategy requires that developments conserve natural resources, minimise greenhouse gas emissions and help reduce waste. The Core Strategy seeks to ensure that development is adaptable to the potentially adverse impacts of climate change whilst at the same time contributing towards a reduction in carbon emissions, and aims to use the DMSA DPD to implement this.

3.3.2 What are the issues to be addressed through this DPD?

Climate change is a global issue that must be acted on locally. We need to address the causes of global warming and plan for the future to mitigate the effects of global warming and ensure that future development is equipped to deal with climate change. We also need to ensure that planning policies do not compromise the ability to address the effects of climate change.

Carbon dioxide emissions are a major contributor to global warming. We need therefore to plan for sustainable development in order to reduce car travel. (This issue is explored in detail in the Travel and Parking section of this document). We need to address inefficiencies such as poor insulation in existing buildings and ensure that new buildings incorporate features to make them more energy efficient and even carbon neutral.

Climate change may see an increase in the quantity of rainfall over short periods of time. This has the potential to increase both fluvial flooding (from rivers) and surface water flooding. In Reigate and Banstead there is a greater risk of fluvial flooding in the south and central parts (Horley and Redhill) and surface water flooding in the north and central parts (Redhill and Banstead). We need to ensure that new developments are located away from areas of flood risk where possible or where this is not possible, designed to withstand the effects of flooding. In all cases development should be designed to minimise and reduce surface water run off.

Design should take into account more extreme weather events in the future and ensure that development and landscaping schemes are able to withstand these. Consideration should also be given to the possibilities for natural heating and cooling through ventilation and solar gain.

3.3.3 How can we address these issues through this DPD?

Carbon emissions can be reduced by providing detailed policies that will deliver new housing, shopping, employment and community facilities in sustainable locations as set out in the Core Strategy, by reducing car travel and enabling the implementation of initiatives such as Combined Heat and Power (CHP).

Policies could be developed to encourage the provision of renewable energy measures/equipment for all new development and suitable sites for renewable and low-carbon energy sources and infrastructure may be allocated. In making such provision it would be necessary to consider the impact upon the character of the area, air quality and other environmental impacts. In addition areas may be identified where developments will be required to connect to CHP.

Where development results in the demolition of an existing structure on-site, policies could require the submission of a method statement identifying opportunities for the re-use of materials and the sustainable disposal of those not re-used.

The Council could require developers to demonstrate that their proposals incorporate measures to address such matters as recycling and home composting facilities, resource conservation, sustainable construction e.g. use of local materials and use of re-used and/or sustainably produced materials.

We can help to minimise and address the impact of flooding by requiring all new built development across the Borough to be designed to incorporate rainwater/grey water recycling, drainage systems, flood management plans and green roofs. Such techniques help to reduce run off and therefore minimise the risk of flooding on and off site and minimise the risk to people and property if flooding does occur. Where development would discharge to a catchment where watercourses are at capacity during storm events, additional mitigation measures could be required.

Design policies can require the incorporation of features in to new developments such as building orientation to maximise winter solar gains and summer cooling, and green roofs, to increase cooling by transpiration.

Policies on landscaping can encourage the use of native species that are better suited to changing climatic conditions and that respect the local distinctiveness of the area.

3.3.4 What will be dealt with through other policy documents?

Design and Parking SPD: This will cover aspects of design that have the potential to alleviate the effects of climate change. The SPD will include more detailed guidance on building design, building orientation, landscaping, and resource efficiency measures.

Green Infrastructure Strategy: This will explore opportunities for greening in the urban area and will be an important tool in alleviating many of the impacts of climate change.

Local Development Orders: These could be used to provide additional permitted development rights for specific renewable energy and low-carbon energy generation measures/equipment.

Article 4 Directions: In areas of high flood risk Article 4 Directions can be used to remove permitted development rights for built development that increases flood risks e.g. outbuildings, swimming pools, and hard surfacing.

Local Carbon Reduction Fund: A Local Carbon Reduction Fund could be set up to enable developers in some circumstances to make a financial contribution instead of on-site or locally shared carbon-reduction measures. Funds would be pooled with other contributions and spent by the Council on specific carbon-reduction projects in the Borough e.g. installing low-energy lighting in public areas.

Strategic Flood Risk Assessment: This assesses flood risk at the borough-wide level and sets out the Council's approach to the management of flood risk.

3.3.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 17 : Climate Change & Resources Policy Options

No	Issues	Policy Options	Comments
C1	Reducing carbon dioxide emissions through sustainable development	A: Focus new development in sustainable locations in accordance with the preferred locations for development set out in the Core Strategy	
C2	Addressing flood risk	<p>A: Require all development to manage its own surface water run off so that it has a neutral effect downstream</p> <p>Or</p> <p>B: Require all development within the flood catchment areas not only to mitigate their own flood risk on site, but to provide extra mitigation to reduce downstream effects arising from the development</p>	
C3	Designing our way towards lower carbon emissions and sustainable living	<p>A: Require the provision of a suite of energy efficiency, water efficiency and sustainable design measures in new developments e.g. use of ground or air source heat pumps, orientation for solar gain, provision of water butts, compost bins and outdoor drying facilities in addition to that required by the Building Regulations</p> <p>Or</p> <p>B: Allow the market to decide whether to provide such features in response to an increasingly environmentally aware client base</p> <p>Or</p> <p>C: Introduce a requirement for consequential improvements to the energy and water efficiency of existing properties as part of planning permission for extensions</p> <p>Or</p> <p>D: Rely on the provisions of national guidance and the higher level policies expressed in the Core Strategy and the Building Regulations to ensure development contributes towards minimising energy and water usage, and carbon dioxide emissions</p>	

No	Issues	Policy Options	Comments
C4	Making the most of opportunities for renewable energy generation in the Borough, without harming its local character or amenity, or significantly compromising the openness of the Green Belt	A: Actively identify and promote district heating and power schemes on larger sites and in regeneration areas	
		B: Require larger schemes (e.g. 10 houses or more) to make use of communal power, heating and cooling unless they can demonstrate why this would not be feasible	
		C: Require developments to connect to existing district heating and power schemes where they exist	
		D: Require the provision of a certain percentage of the development's anticipated energy usage by on-site renewable energy generation for all new development wherever possible	
		E: Identify and designate suitable locations in the Borough for biomass facilities, solar arrays and medium scale wind turbines	
		F: Wherever viable, proactively seek incorporation of additional renewable energy into development proposals, in order to meet local targets for a percentage of energy from renewable sources	
C5	Encouraging and promoting sustainable transport measures and choices whilst acknowledging that a certain level of car-ownership is inevitable	A: Require larger schemes to incorporate transport measures such as charging points for electric vehicles and parking space for one or more car club vehicles	See also section on Travel and Parking
		B: Ensure that the requirements of Travel Plans can be implemented on development sites through, for example allowing sufficient space for cycle parking / storage and easy access for pedestrians	
C6	Ensuring that development design is suited to future climate change	A: Require design to minimise the impact of future climate change, for example, by provision for appropriate native planting, appropriate heating/cooling design, green infrastructure including gardens, parks, productive landscapes, green corridors and green roofs and walls, blue infrastructure such as water bodies, rivers, streams, floodplains and sustainable drainage systems	

3.3.6 Consultation Questions

Table 18

Questions
Are there any other issues that the Council should consider?
Are there any other policy options that the Council should consider?

Table 19

Site Allocations

Do you know of any sites that would be suitable for the development of Combined Heat and Power plants, solar arrays or medium scale wind turbines?

Please click on the link below to submit your suggestions.

<http://reigate.addresscafe.com/>

3.3.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of how policies address the issue of climate change. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Promoting the health and well-being of the whole population
- Creating safer and more secure communities
- Minimising the harm from flooding
- Reducing the emission of greenhouse gases
- Ensuring the Borough is prepared for the impacts of climate change

4 MANAGING THE ECONOMY

This chapter will focus on:

- Ensuring economic growth is directed to sustainable locations
- Managing current and future economic needs and providing suitable land to meet these needs
- Promoting growth and prosperity within the Gatwick Diamond sub-region
- Providing thriving town centres to meet needs of residents and creating sustainable local centres

4.1 Economic Development

4.1.1 Introduction

The Core Strategy aims to support a level of economic growth compatible with protecting the environment by securing an appropriate amount, range, size and type of commercial floorspace, along with necessary infrastructure and facilities. It seeks to ensure that the character of the Borough is preserved, setting out a "development hierarchy" which directs employment development to the most sustainable locations first. Our priority location is Redhill Town Centre as the focus for large scale office and retail uses. More generally, the strategy seeks to direct office development towards town centre or edge of centre locations: the co-location of offices near transport links, shops and facilities is important to promote sustainability, especially sustainable transport choices.

The Core Strategy also identifies the need to support existing businesses, in particular by retaining and encouraging opportunities for small and medium enterprises, and outlines the role of the Borough's economy in promoting a prosperous area which is part of the Gatwick Diamond. The Economic Market Assessment ⁽¹⁰⁾ undertaken for the Council highlighted the need to broaden the economic base to accommodate a variety of sectors and business sizes, and to encourage new business creation and entrepreneurial culture. There is a need to promote mixed use town centre schemes to deliver local employment growth, and a need to enable diversification within the overall range and type of commercial space available. In particular, it is important that Redhill and Reigate continue to provide high quality office space, and that opportunities for small units in Horley are realised, to accommodate small local companies and start ups. This approach is reflected in wider aspirations for the area set out by the Coast to Capital Local Enterprise Partnership ⁽¹¹⁾ and the Gatwick Diamond ⁽¹²⁾ within it.

4.1.2 What are the issues to be addressed through this DPD?

The DMSA DPD needs to address a number of issues to ensure that the economic development aims of the Core Strategy are delivered. For example, the Core Strategy will set out the additional employment floorspace that is likely to be required for each sub-area in the Borough (by type and total amount), and identifies that this will be achieved through allocations and new policies in the DMSA DPD. The key issue is the need to make the best use of designated employment land, and ensure additional employment development is provided in sustainable locations, and in line with wider sustainability objectives (including increasing energy efficiency and renewable energy provision).

Policies for designated employment land must be sufficiently flexible to secure new economic development that meets identified needs – for example in terms of the size, type, design and location of new floorspace. In particular it will be important to encourage an appropriate amount of office/business uses in or near town centres. This will not only help ensure more sustainable transport choices, but also enhance the viability of town centres in the Borough (by providing a pool of potential customers) and help promote healthy lifestyles (by having a range of services within walking distance of employment areas).

10 Reigate and Banstead Borough Council Economic Market Assessment, GVA Grimley, October 2008.

11 The Coast to Capital Local Economic Partnership (LEP) received Government backing in Autumn 2010. Reigate and Banstead Borough is located at the heart of the LEP area, which covers West Sussex, East Surrey and the London Borough of Croydon. The LEP aims to transform business and economic performance so the area can compete internationally.

12 The Gatwick Diamond is an economic sub-region centred on Gatwick Airport and incorporates Redhill, Reigate and Horley. Within the Gatwick Diamond, private and public sector organisations work together on key strategic issues, such as skills provision, transport and sustainable development.

The DMSA DPD also needs to address the issue of economic development outside designated employment areas, both sites that are in use for employment purposes currently and proposals for new economic development. Such proposals need to be considered in the context of achieving economic aims as well as wider sustainability objectives, including increasing energy efficiency and renewable energy provision.

The DMSA DPD also needs to address the issue of economic development outside designated employment areas, including sites that in use for employment purposes currently and proposals for new economic development. Such proposals need to be considered in the context of achieving economic aims as well as wider sustainability objectives.

4.1.3 How can we address these issues through this DPD?

The Core Strategy identifies that existing employment land allocations will be reviewed to ensure that they are well located, suitable for economic development uses and have a good prospect of being used for employment purposes. On the basis of this assessment (and reflecting the requirements of national guidance) employment sites will be identified. At the moment there is no evidence of a need to designate additional land for economic uses.

To secure sustainable economic development, the DMSA DPD can define specific areas within or adjacent to town centres for particular employment uses for example offices or live-work units. It could also allow a more flexible approach to the provision of office/employment floorspace generally throughout town centres. To make the best use of existing "non-town centre" employment land in the Borough, it could identify the types and sizes of units to be provided on designated sites, for example incubator/start-up units or include a more flexible approach to development on these sites, for example encouraging offices, mixed use development or the provision of small-scale, non-employment facilities to support existing employment uses. The encouragement of smart growth ⁽¹³⁾ can be facilitated through other options such as ensuring that design of residential development ensures that is capable of accommodating home working.

To secure a contribution to measures to adapt to and mitigate the impacts of climate change, the DMSA DPD could set specific policies to secure high standards of energy efficiency on new commercial development and encourage the use of renewable energy.

The DMSA DPD may need to identify specific criteria to manage proposals for development outside Town Centres and designated employment areas. It will also need to include policies to manage the release of any employment sites that are surplus to requirements. The Inspector's report on the draft Core Strategy suggested that a clear strategy is needed to manage employment land change (particularly the anticipated decline in demand for industrial floorspace) so leaving it to the market to determine the future development of any such sites is not considered a realistic option.

4.1.4 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

13 Smart growth is defined in the South East Plan as 'increasing [an area's] prosperity whilst reducing its ecological footprint'. It can be delivered through increased productivity, making more efficient use of land and premises and removing barriers to work.

Table 20 : Economic Development Policy Options

No	Issues	Policy Options	Comments
E1	Making the best and most sustainable use of existing employment land	<p>A: Retain existing employment land unless there is clear evidence that it is unsuitable, surplus to requirements and that continued use for commercial use is not viable</p> <p>B: Identify alternative non-employment uses for surplus employment land, accompanied by policies to manage the release of these sites</p>	
E2	Directing new economic development to sustainable locations, in particular office uses to town centre /edge of centre areas	<p>A: Incorporate Areas for Small Business and/or Town Centre Business Area designations into Town Centre designations and promote a more flexible approach to economic development in these areas</p> <p>Or</p> <p>B: Specifically define areas within or near town centres where business/office uses will be encouraged</p>	Also addresses issues E3, E6.
E3	Supporting economic innovation and the knowledge economy (including through the Gatwick Diamond sub-region)	<p>A: Encourage mixed used development in town centres, including start up or live-work units</p> <p>B: Focus new office development in Redhill and Reigate Town Centres</p> <p>C: Identify opportunities for small and start-up business units in Horley Town Centre</p>	<p>Also addresses issue E1</p> <p>See also section on Development Quality</p>
E4	Ensuring that employment development contributes to climate change avoidance and mitigation (energy efficiency/renewable energy)	<p>A: Include specific criteria to secure provision of renewable energy, and energy efficiency measures, in new economic/employment development</p> <p>Or</p> <p>B: Apply generic design and sustainability criteria in considering proposals for new economic development</p>	<p>Also addresses issue E1</p> <p>See also section on Development Quality</p>
E5	Securing new economic development on designated employment land to meet identified needs	<p>A: Identify specific designated employment sites where particular types or sizes of unit should be provided</p> <p>Or</p> <p>B: Identify specific designated employment sites where a more flexible approach to future economic development would be appropriate, but allow the market to determine the exact nature of commercial provision on those sites</p>	Also addresses issues E1, E3& E6

No	Issues	Policy Options	Comments
		<p>Or</p> <p>C: Allow a more flexible approach to future economic development on all designated employment sites</p>	
E6	Providing for the needs of small and medium sized businesses	<p>A: Set maximum size thresholds in certain town centre areas to ensure business units remain small and employment areas develop different specialities</p> <p>Or</p> <p>B: Do not set size thresholds to allow maximum flexibility</p> <hr/> <p>C: Encourage provision of smaller units on other designated employment sites</p>	Also addresses E3
E7	Managing economic development outside designated employment sites	<p>A: Allow new economic development outside designated employment sites provided it meets an identified need and policy criteria</p> <p>And</p> <p>B: Allow existing employment land outside designated employment sites to be redeveloped for other uses subject to identified policy criteria</p> <p>Or</p> <p>C: Apply more general development management criteria to assessing proposals for creation or loss of employment land outside designated areas.</p>	See also section on Development Quality

4.1.5 Consultation Questions

Table 21

Questions
<p>Are there any other issues that the Council should consider?</p> <p>Are there any other policy options that the Council should consider?</p>

Table 22

Site Allocations

Do you know of any sites in use for employment purposes that are no longer suitable for employment use that could be developed for alternative uses such as housing?

Please click on the link below to submit your suggestions.

<http://reigate.addresscafe.com/>

4.1.6 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of economic development proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Making the best use of previously developed land and existing buildings
- Ensuring that employment land is accessible, especially by public transport
- Ensuring that economic development is designed and located to reduce the need to travel
- Providing the right amount and kind of employment land to meet the needs of the economy
- Providing employment opportunities for local people
- Supporting economic innovation
- Increasing energy efficiency in existing and new developments
- Increasing the use and production of renewable energy

4.2 Town & Local Shopping Centres

4.2.1 Introduction

The Council's Core Strategy recognises the importance of our town centres and seeks to promote their vitality and viability. It seeks to enhance customer choice and make provision for a range of services. It also looks to Redhill Town Centre as a focus for large-scale leisure, office, culture and retail uses and developments. The strategy is to direct growth and development towards town centre areas, but in proportion to their capacity for change and accessibility. Redhill sits at the top of the Council's hierarchy of growth and development locations, with the other three town centres, Banstead, Reigate and Horley, below that. This DPD may help identify the town centre boundaries by setting boundaries for each town within which "main town centre uses" will be encouraged. The DPD also needs to identify the optimum amount of AI retail shopping provision in each of the town centres and set out the most appropriate policy regarding changes of use to achieve it.

Each of our town centres is different and the Core Strategy recognises the different requirements for each of them, building on their respective strengths. For example, Reigate's strength is the quality of its historic environment, which lends itself to the provision of specialist boutique shopping. Redhill is larger, more accessible and contains a number of well-known national retailers, eateries and chain stores, which can provide for more everyday shopping on a larger scale. Banstead has a thriving convenience retail offer drawing visitors from surrounding towns and villages, whilst Horley Town Centre serves the local area but is a location for renewal and regeneration arising from the increase in population as a result of the new residential neighbourhoods. The DMSA DPD therefore needs to tailor town centre policies to enable each town centre to play to its strengths, rather than adopt a "one size fits all" approach.

The Core Strategy also recognises the network of local shopping centres and parades, and the important service they provide to local residents in terms of convenience shopping and services. It acknowledges their particular importance as a location for community facilities, particularly in deprived areas where access is poor other than by car.

4.2.2 What are the issues to be addressed through this DPD?

Town Centres are complex and active environments where a great deal of economic activity is focussed. The main issue is to ensure that only appropriate uses, which can contribute towards the vitality and viability, are predominant in town centres and ensure to that town centres continue to be inviting places to meet the needs of residents and visitors alike. The DMSA DPD will need to provide policies which encourage certain uses above others within town centre areas, but without stifling the market or reducing variety. This can be done by defining town centre boundaries in such a way as to allow for some level of growth and change but maintain compactness and a sense of place.

A good retail base is needed to make town centres successful and it will be necessary to strike the right balance between improving and preserving the number of shops whilst recognising the benefits that other uses such as cafes, pubs and banks also bring to town centres. It is also necessary to recognise that the evening and night-time economy of town centres is very different, where the focus switches from shopping activity to eating, drinking and entertainment uses. The DMSA DPD must therefore encourage an appropriate provision of evening and night-time uses, whilst managing and minimising the negative effects of noise, litter/refuse and crime.

Reigate benefits from significant historic assets and we want to capitalise upon the value that this high quality architectural environment has in influencing the vitality and viability of the town centre. However, there are sites within the town centre that do not make a positive contribution to the attractive appearance of the town. The Council therefore needs to consider whether permitting a wider range of uses would stimulate development of such sites to a high standard of design that would benefit the public realm.

Small parades of shops throughout the Borough perform an important function, particularly in relation to sustainable development, by providing shops and services close to residential areas and reducing the need to travel. However, these local shopping centres often suffer from commercial viability problems and declining trade. The DMSA DPD must encourage an appropriate range of uses and allow some flexibility to try to keep these centres alive and thriving, but without compromising their variety, introducing inappropriate uses, or giving rise to the potential for litter or excessive noise.

4.2.3 How can we address these issues through this DPD?

Town centre development is managed through paying close attention to the use of sites and considering whether existing and proposed uses contribute towards the vitality and viability of the area. Generally the DMSA DPD will encourage those uses which can maintain or increase vitality and viability, and sustain successful daytime and night-time economies. Design and townscape considerations are also important in providing a safe and attractive public realm in which people will enjoy spending time. The DMSA DPD can designate town centre boundaries to maintain a compact shopping and business area but still allow for change and development.

Within town centres the DMSA DPD can require a certain minimum amount of retail, which is the use that generally best contributes towards lively and prosperous town centres. It can do this either by specifying a minimum percentage of units to be occupied by shops within the town centre as a whole, or it can divide the town centre into shopping frontages and set a threshold for each frontage separately.

It is important to consider not just the daytime shopping economy of town centres, but also the evening and night-time economy which is based around entertainment and food and drink uses. These uses can add significantly to vitality of town centres but also have the potential to increase noise, litter and crime if not managed properly. The DMSA DPD can therefore set out policies encouraging a certain number of pubs, restaurants and entertainment facilities within town centres, but subject to controls that can limit any antisocial effects.

A further option is to identify sites within town centres which are occupied by poor quality buildings that do not make a positive contribution towards the character of our town centres. This is in recognition of the fact that a high quality visual environment is more likely to attract people to live, work and shop in the area and is thus fundamentally linked to the success of the local economy. We can facilitate higher land values for development proposals in return for redevelopment that shows excellent design which can enhance the appearance of the townscape. This could be done by allowing greater flexibility in the range of uses and allowing a relatively high development density.

Finally, outside of town centres we benefit from a number of small local shopping parades and village centres, which provide an important service to residents. These centres generally offer convenience shopping, pubs and takeaways, but also services such as banks and post offices. We can continue to draw a boundary around these areas and encourage a mix of shopping, commercial and food and drink uses in the face of pressure to redevelop into housing. Small units in these areas are sometimes only marginally viable and by showing greater flexibility towards them we can help keep them in commercial use, rather than losing them to housing.

4.2.4 What will be dealt with through other policy documents?

Redhill Town Centre Area Action Plan: This will contain policies to deal with development proposals in the town centre affecting the regeneration strategy. Specific policies for Redhill Town Centre will be set out in that document and only the most general policies in the DMSA DPD will apply to proposals within the Redhill Town Centre Action Plan Area.

4.2.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 23 : Town & Local Shopping Centres Policy Options

No	Issues	Policy Options	Comments
S1	Defining town centre boundaries to balance the needs of town centre areas to develop and evolve against the need to prevent sprawl and maintain compactness	Please see section below for Town Centre boundary options	Also addresses issues S2,S 3& S4
S2	Promoting the vitality and viability of town centres by maintaining an adequate level of shopping provision in our shopping streets	<p>A: Continue to set minimum percentage thresholds for the occupancy of the shopping street by shopping uses. Where a stretch of the street is below the desired threshold, changes of use away from shops will be resisted</p> <p>Or</p> <p>B: Prevent all changes of use away from shopping use regardless of the occupancy levels (except in special circumstances)</p> <p>Or</p> <p>C: Prevent changes of use away from shopping where it would create a certain number of non-retail units adjacent to each other</p> <p>Or</p> <p>D: Introduce greater flexibility by allowing changes of use away from shopping into specified other uses, but risk losing valued retail units</p>	Also addresses issue S3

No	Issues	Policy Options	Comments
S3	Promoting the vitality and viability of town centres, or isolated parades, by maintaining an appropriate proportion of non-shopping uses	<p>A: Introduce a flexible approach to allow non-retail uses for example crèches or health centres where these would complement retail uses and contribute to vitality and viability</p> <p>B: Encourage the co-location of services, infrastructure and facilities to create mini "hubs" and to release other land/buildings for further development</p>	Also addresses issue S2
S4	Managing a lively, safe and social evening/night time economy which does not detract from the retail offer of town centres or harm residential amenity	<p>A: Encourage the provision of food, drink and entertainment uses where they are appropriately located and would not lead to an undue loss of shopping units</p> <p>B: Set out how we can manage any negative effects arising from such uses</p>	
S5	Improving sites of poor visual amenity which detract from the appearance of town centres and stimulate beneficial redevelopment	<p>A: Where there is an economically feasible case for redevelopment of sites that do not contribute to the attractiveness of the town identify an Opportunity Area, accepting flexibility of use in return for very high quality, historically sympathetic design and finishing materials</p> <p>Or</p> <p>B: Leave it entirely to the market and treat incoming proposals on a case-by-case basis</p>	
S6	Encouraging and managing compact and lively “islands” of convenience shopping dotted throughout the Borough to help reduce the need to drive to larger centres	Please see section below for Local Shopping Centre boundary options	Also addresses issues S7 & S8
S7	Promoting the vitality and viability of local shopping centres by maintaining the right amount and type shopping and other uses	<p>A: Specify percentage occupation thresholds for shopping uses within each parade</p> <p>Or</p> <p>B: Allow greater flexibility between uses by not insisting on a minimum level of shopping provision, but risk losing valued retail units</p> <p>Or</p>	Also addresses issue S8

No	Issues	Policy Options	Comments
		<p>C: Prevent all changes of use away from shops regardless of the occupancy levels (except in special circumstances)</p> <p>D: Encourage the location of service uses, such as health clinics within local shopping centres</p>	
S8	Ensuring that non-retail uses in local shopping centres do not harm the character of the area or the amenity of nearby housing	<p>A: Set out how we can manage any negative effects, for example noise arising from such uses as takeaways, pubs and restaurants</p> <p>Or</p> <p>B: Consider each case on its own merits</p>	See also section on Development Quality

4.2.5.1 Consultation Questions

Table 24

Questions

Are there any other issues that the Council should consider?

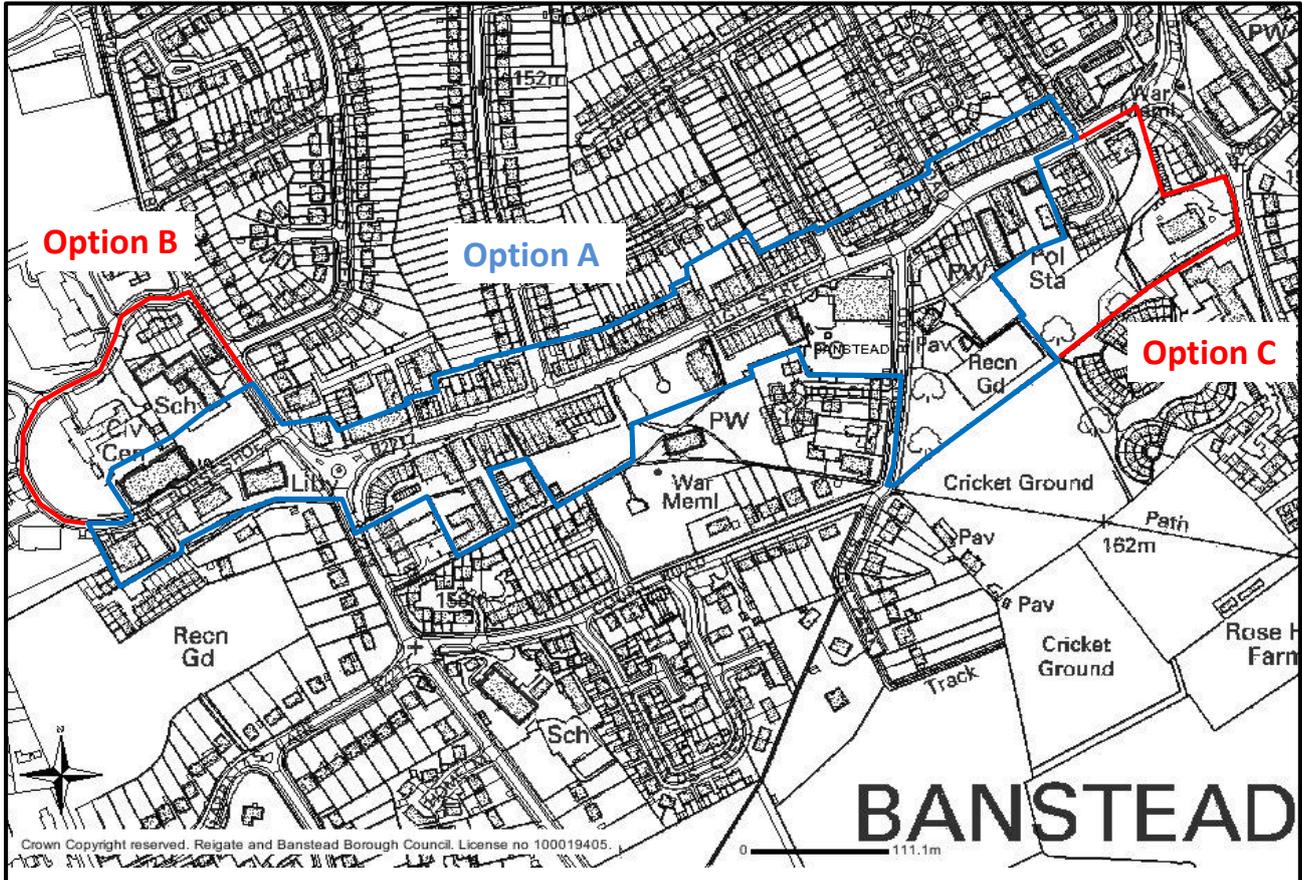
Are there any other policy options that the Council should consider?

4.2.5.2 Town Centre Boundary Options

Banstead

The boundary shown in blue on the map below is considered to be the smallest boundary which conformed to our survey criteria. Reasonable alternative options are shown in red lines. The blue line is not intended to indicate a preferred solution. (Please note these maps are not to scale.)

Picture 4.1



Option A: the most compact boundary

Option B: inclusion of The Horseshoe

Option C: inclusion of land behind south and east of the police station

Table 25

Town Centre Boundary Options

There are four possibilities, please choose one:

A only

A with B

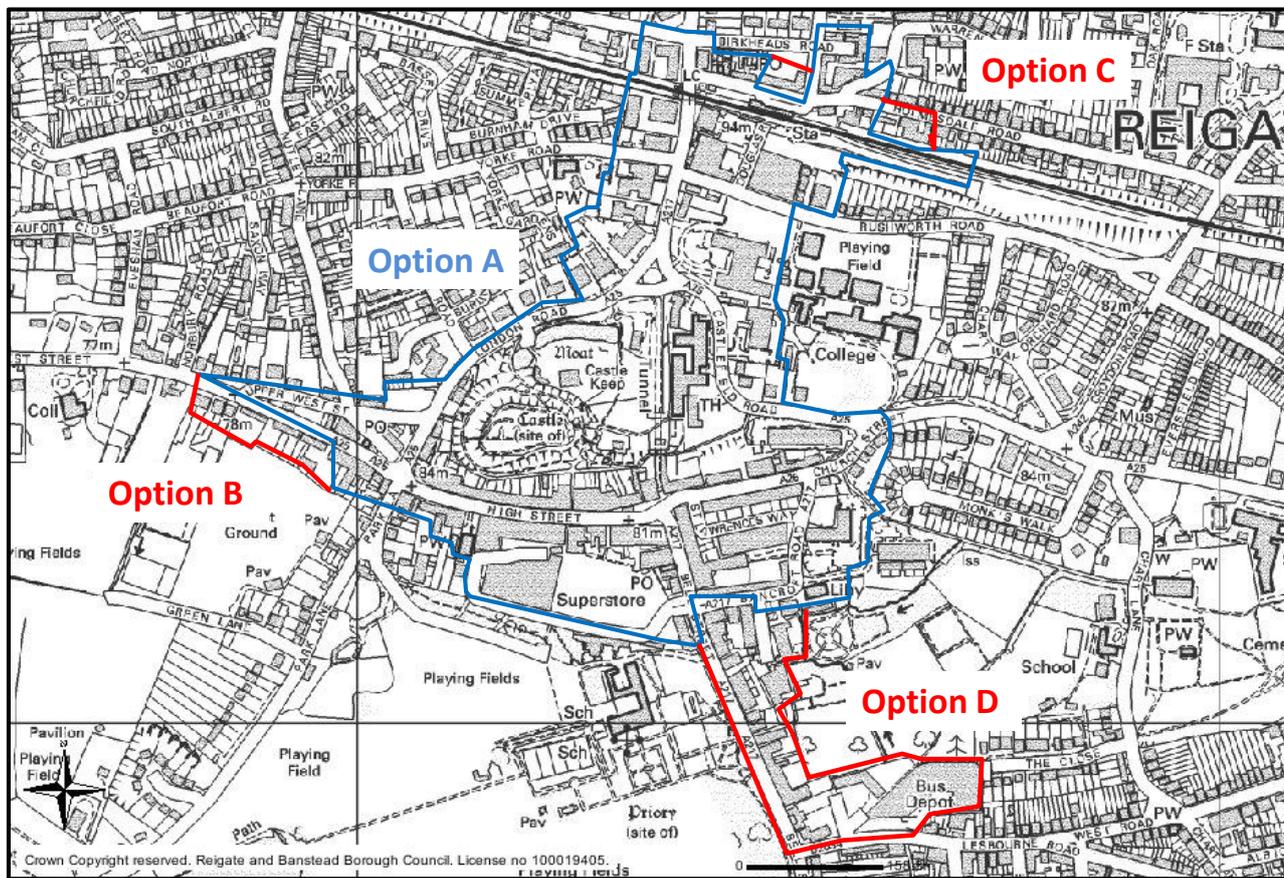
A with C

A with B & C

Reigate

The boundary shown in blue on the map below is considered to be the smallest boundary which conformed to our survey criteria. Reasonable alternative options are shown in red lines. The blue line is not intended to indicate a preferred solution.

Picture 4.2



Option A: the most compact boundary

Option B: inclusion of the south side of West Street

Option C: inclusion of small additional parts of Holmesdale Road

Option D: inclusion of the area between Bancroft Road and Lesbourne Road

Table 26

Town Centre Boundary Options

There are eight possibilities, please choose one:

A only

A with B & C

A with B

A with B & D

A with C

A with C & D

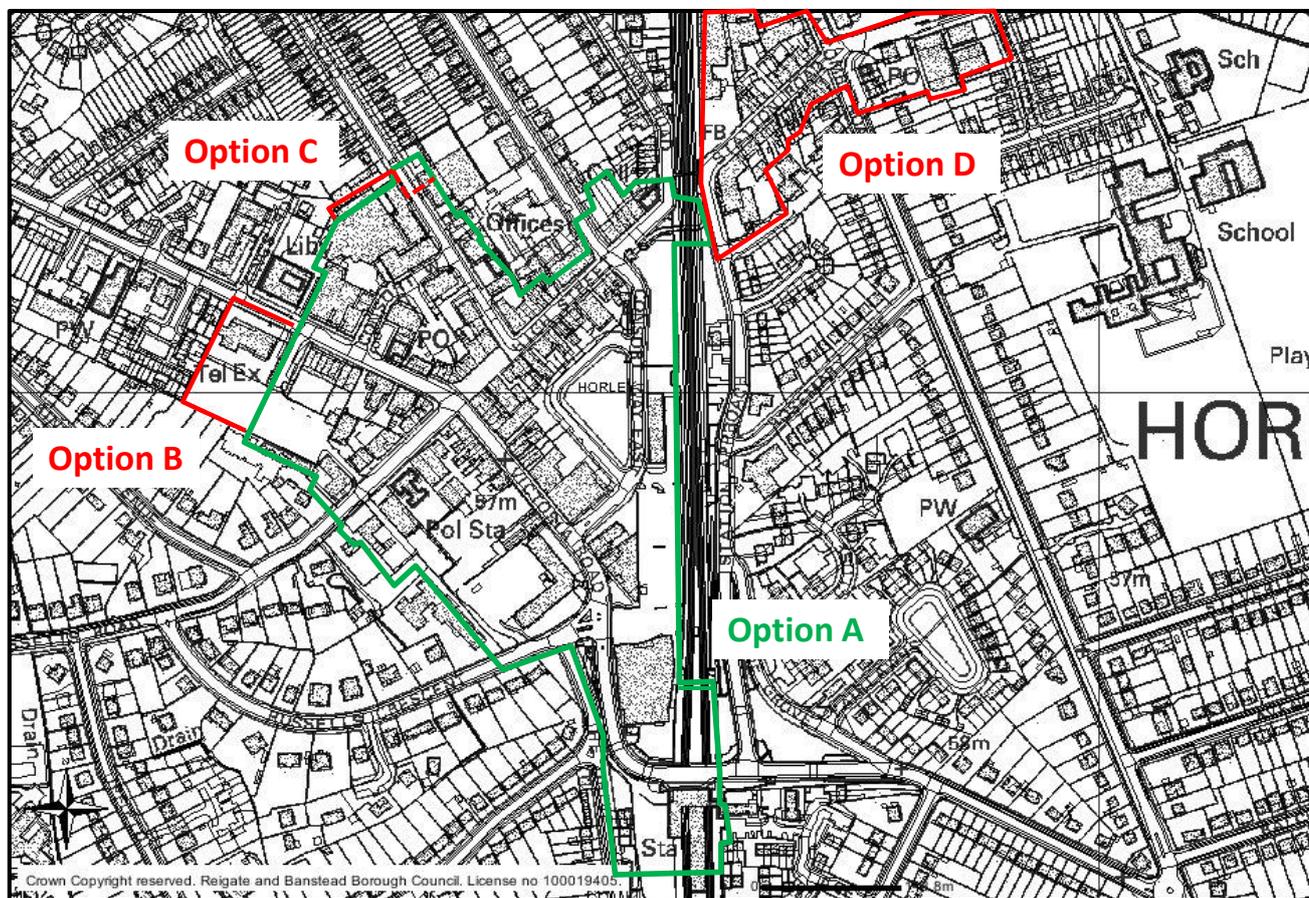
A with D

A with B, C & D

Horley

Unlike the other towns in the Borough, Horley already has a town centre boundary designated in the Borough Local Plan, which is shown here in green. Alternative options are identified for modifying the boundary.

Picture 4.3



Option A: town centre boundary as defined in the Borough Local Plan

Option B: inclusion of the Telephone Exchange

Option C: small changes to reflect recent development

Option D: inclusion of the Station Approach area east of the railway line

Table 27

Town Centre Boundary Options

There are eight possibilities, please choose one:

A only

A with B & C

A with B

A with B & D

A with C

A with C & D

A with D

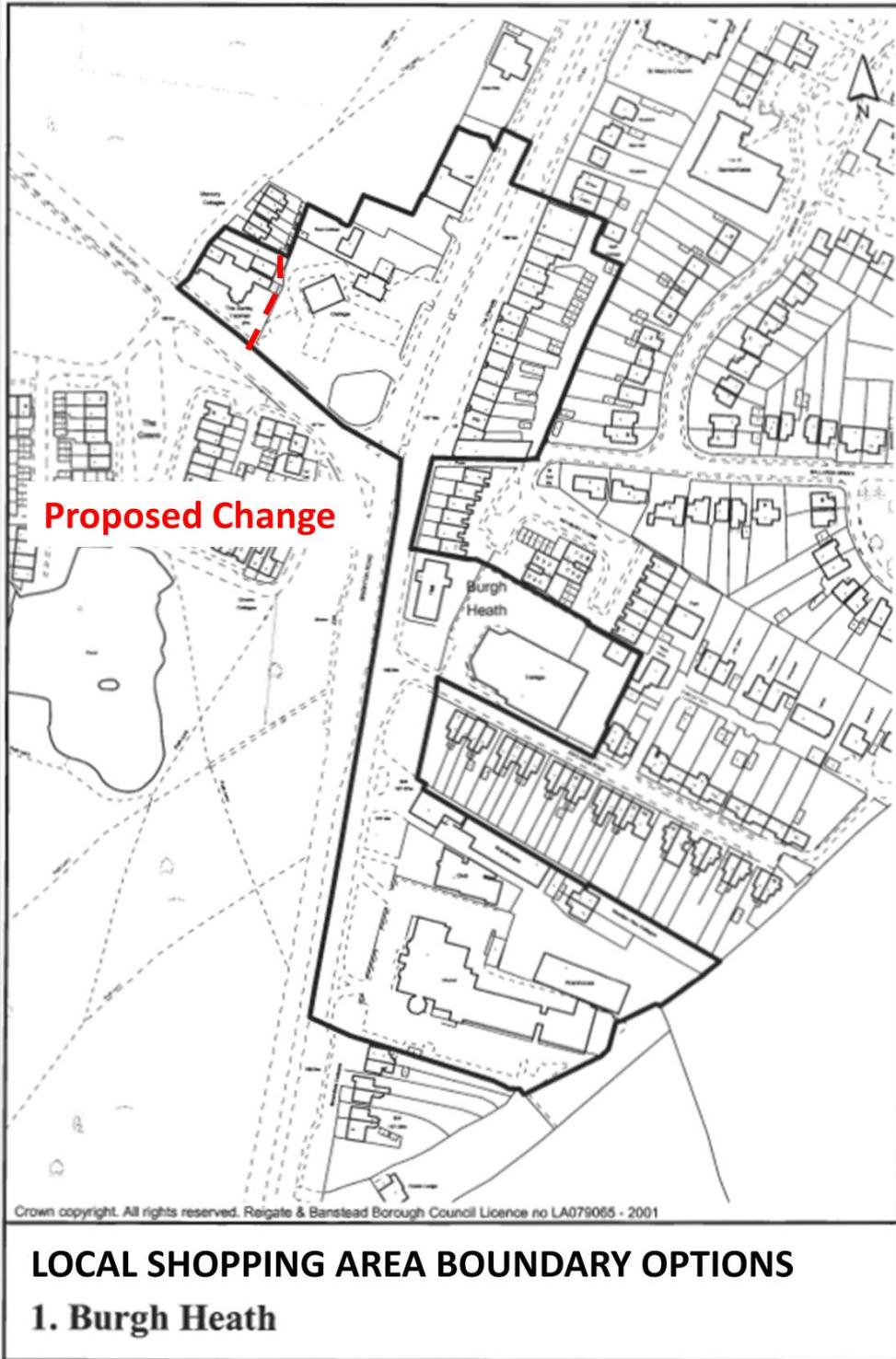
A with B, C & D

4.2.5.3 Local Shopping Centre Boundary Options

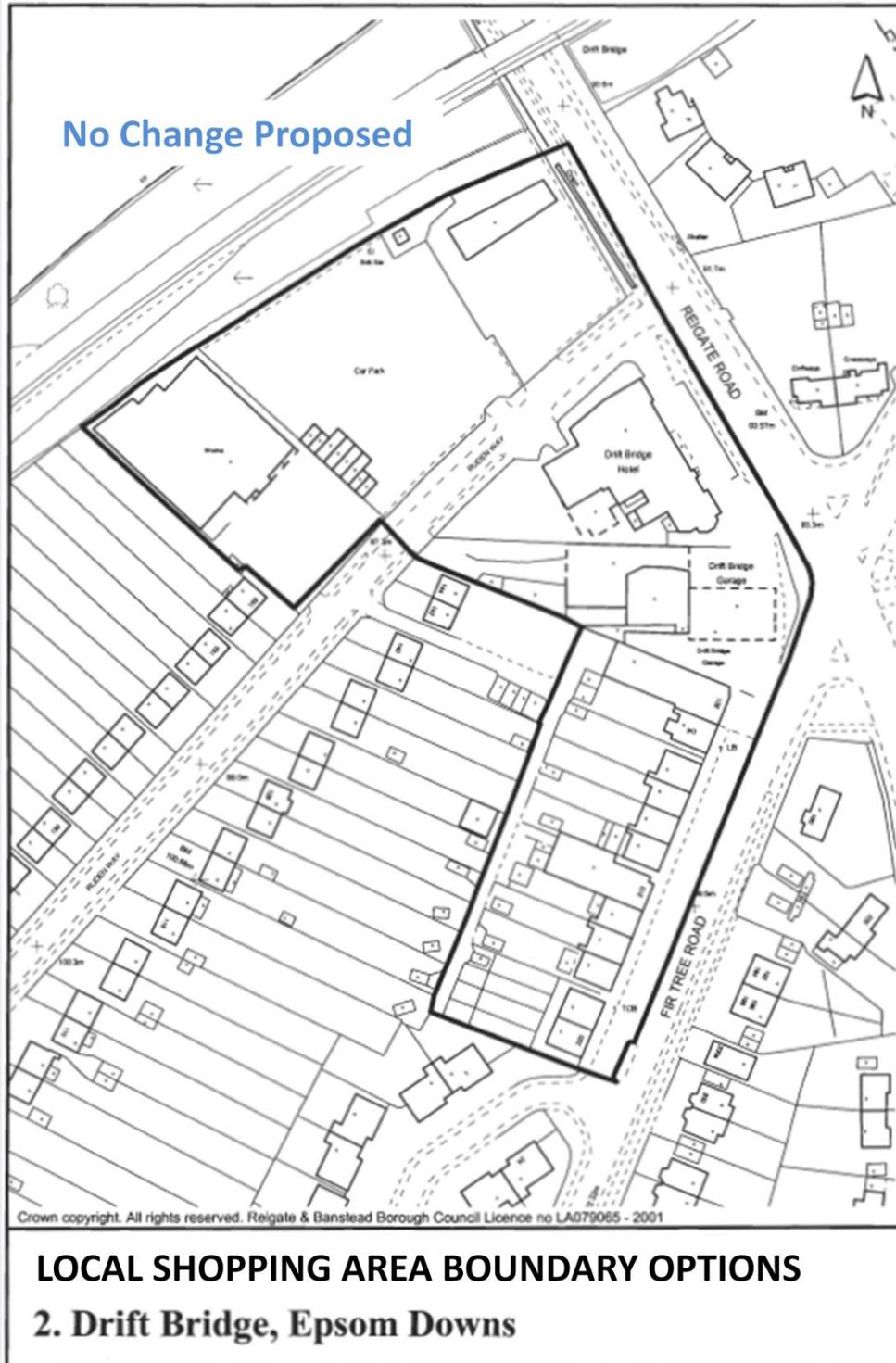
Local shopping centre boundaries were surveyed and updated removing those areas which have been redeveloped into dwellings, or which clearly have little or no potential to become shop units, and including areas where shopping, office or other suitable non-residential premises exist.

The maps are taken from the latest Local Shopping Monitor, with the existing boundaries (Borough Local Plan) shown in black. Unbroken red lines indicate additions to the boundary, dashed red lines show contractions to the boundary. (Please note these maps are not to scale.)

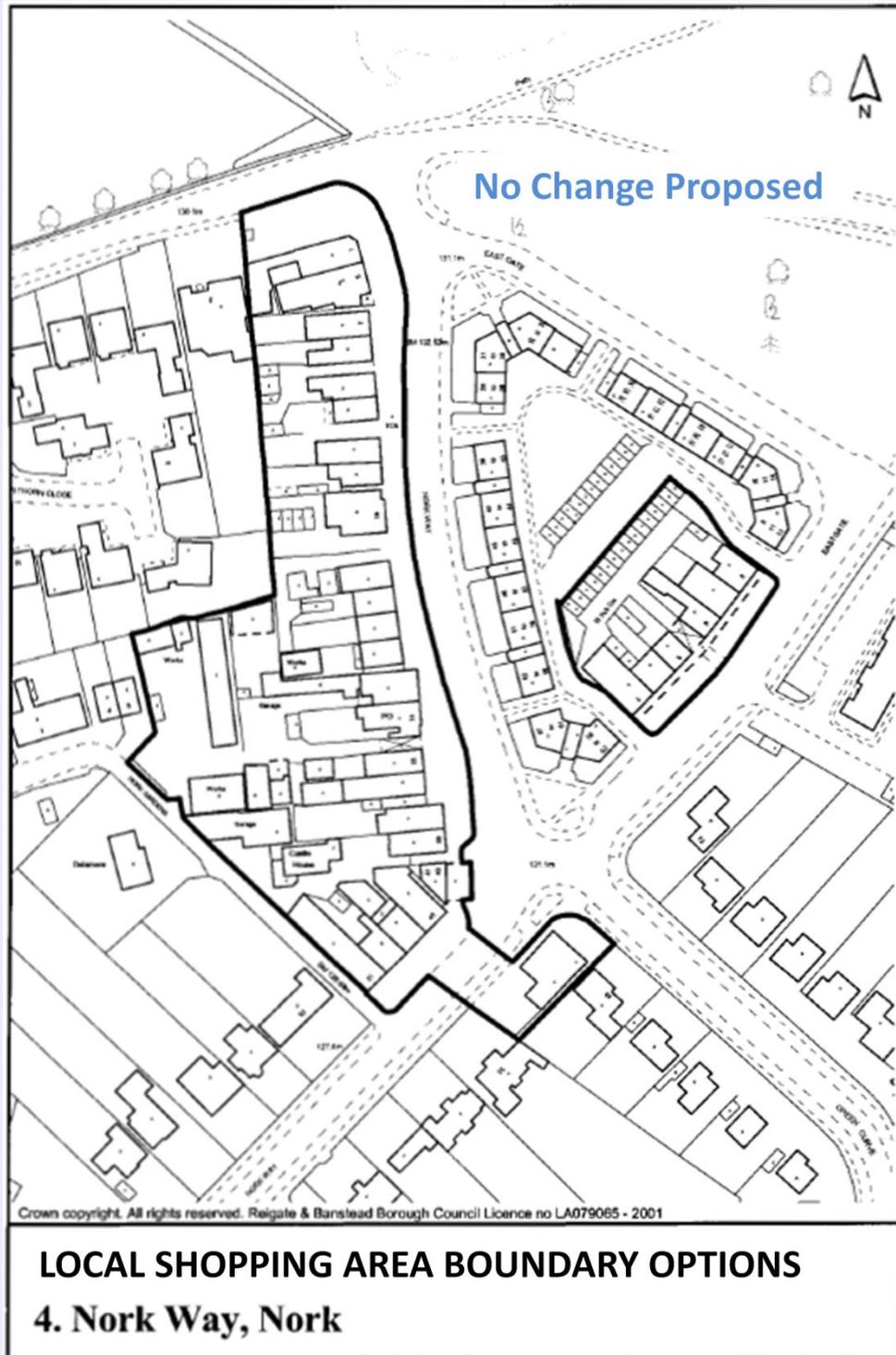
Picture 4.4



Picture 4.5



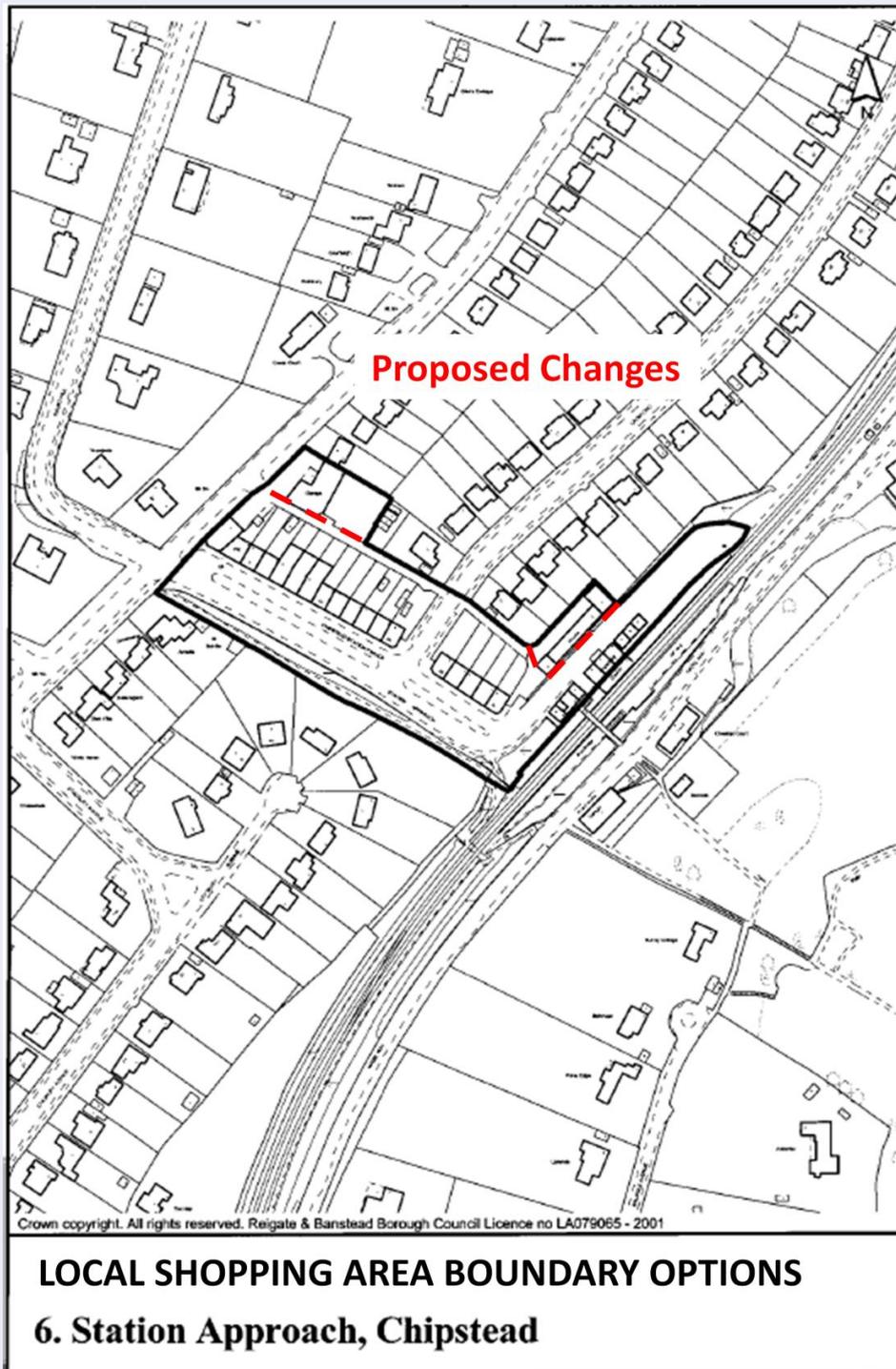
Picture 4.7



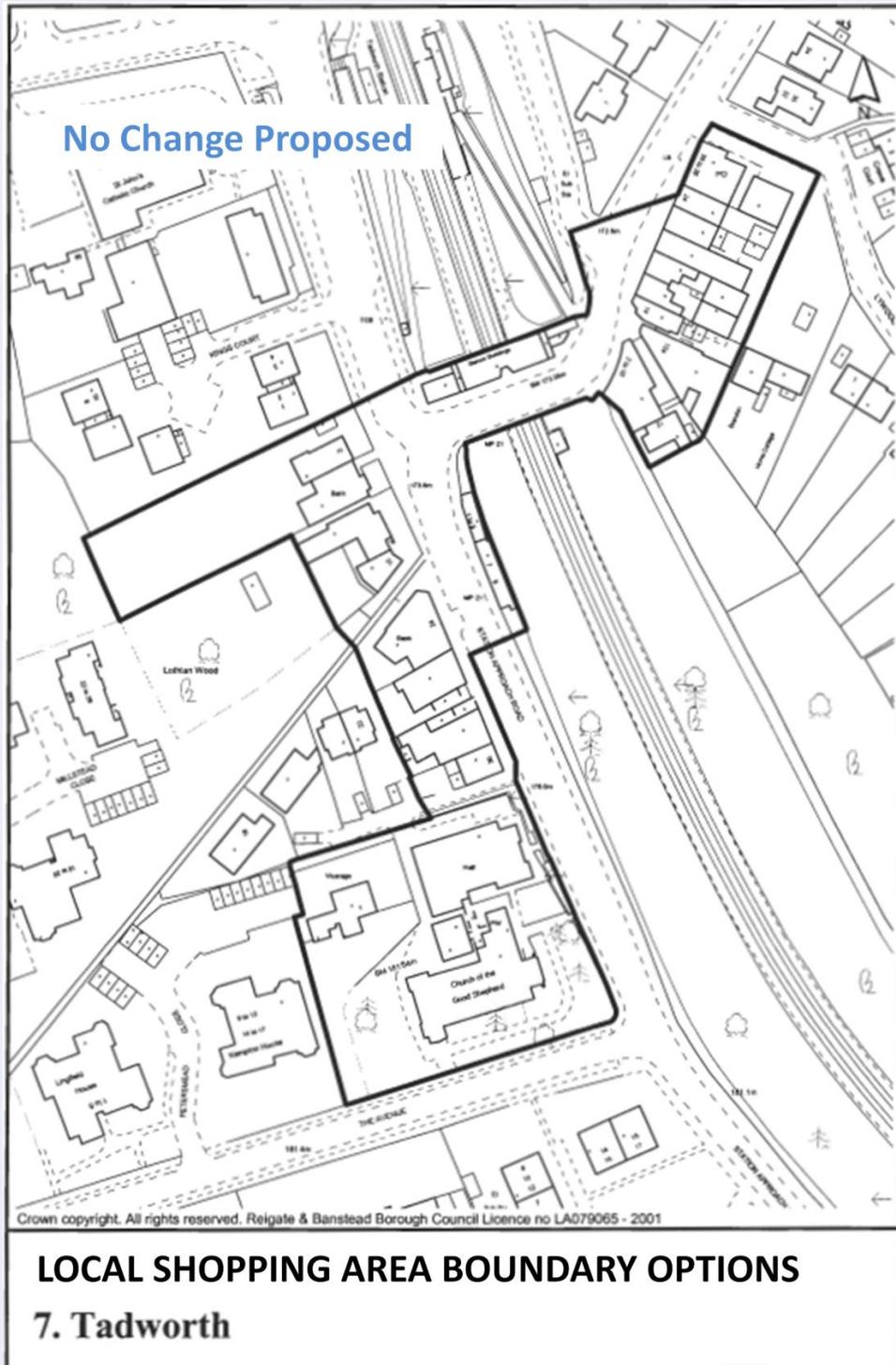
Picture 4.8



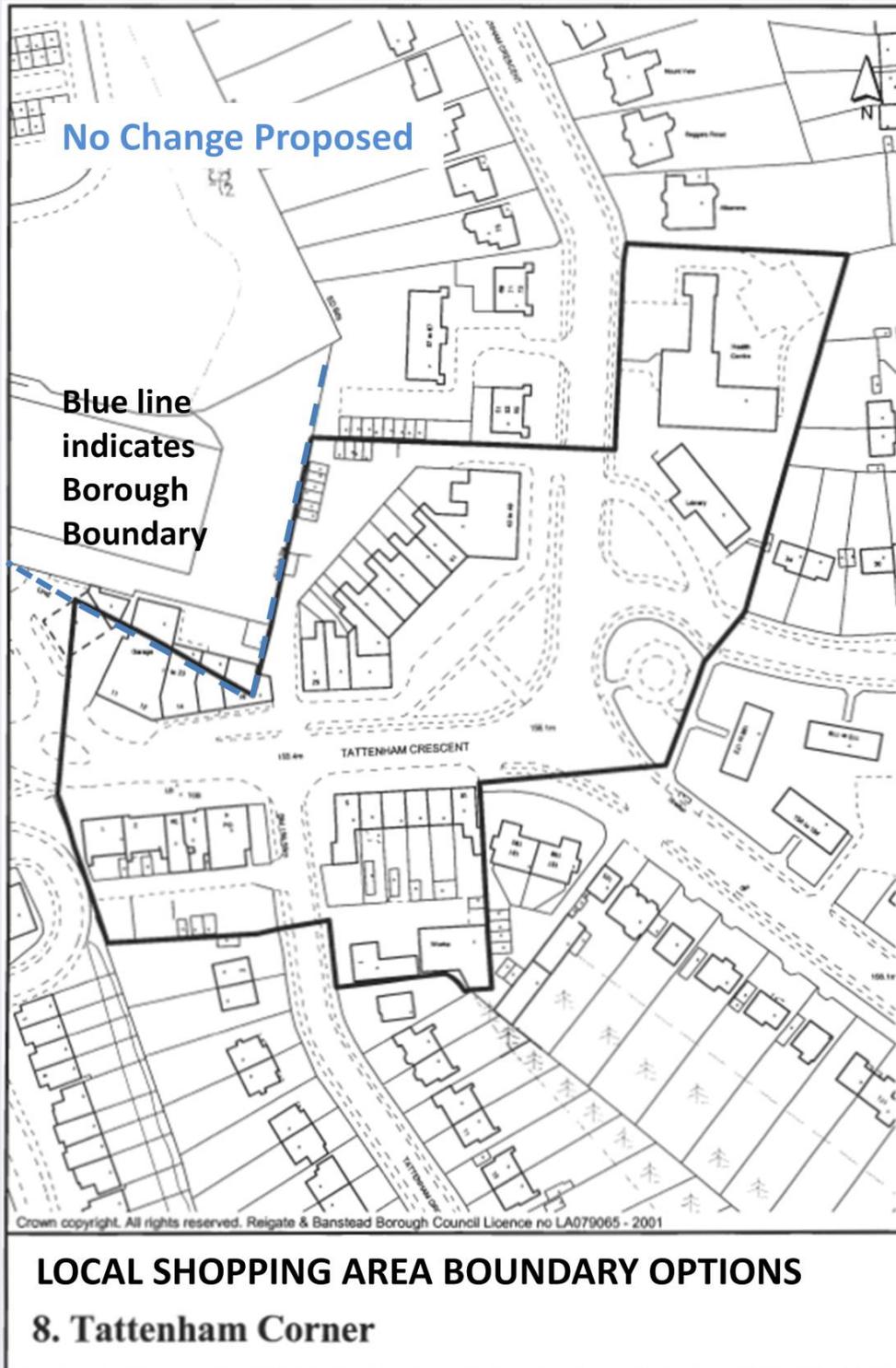
Picture 4.9



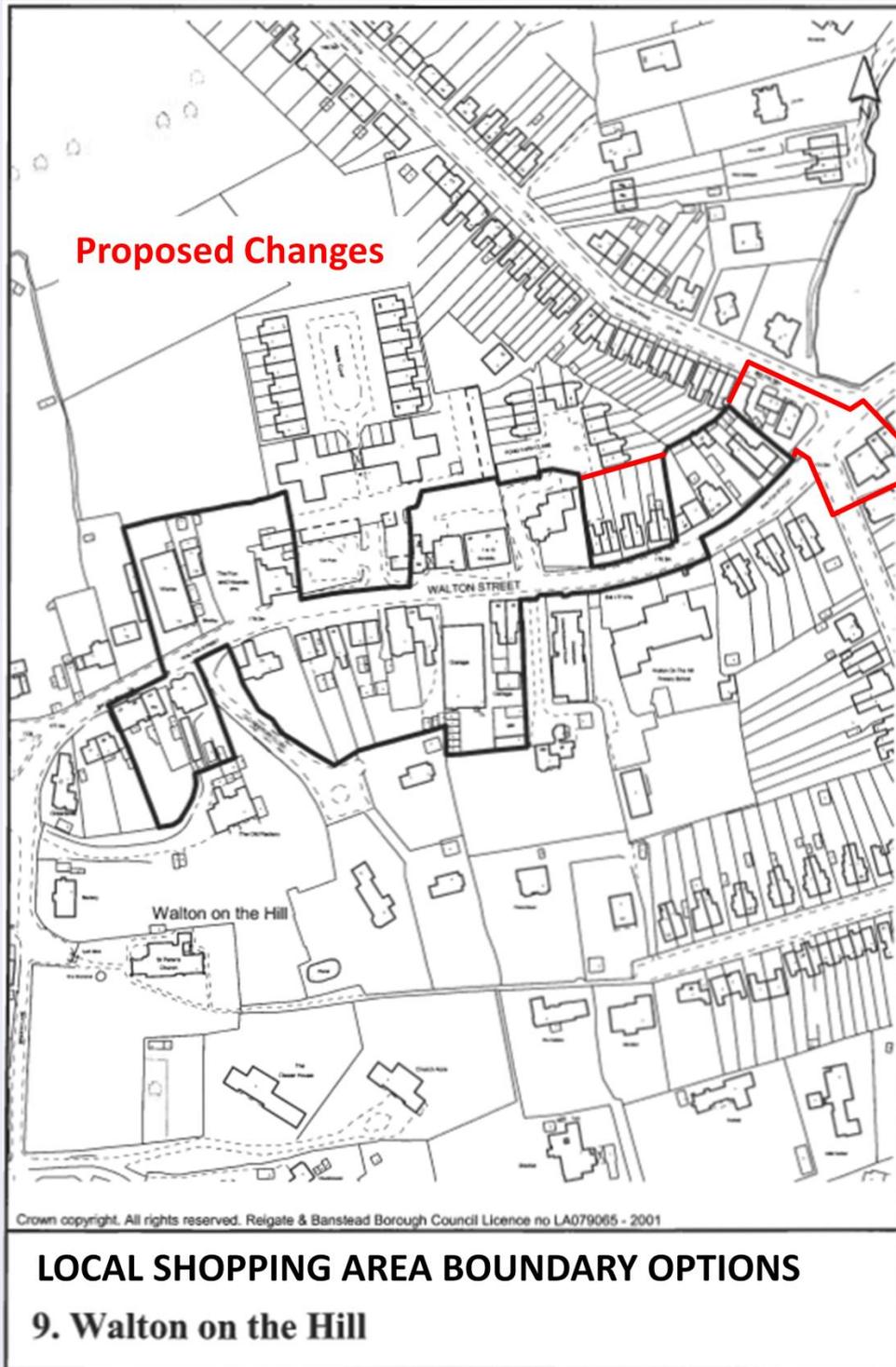
Picture 4.10



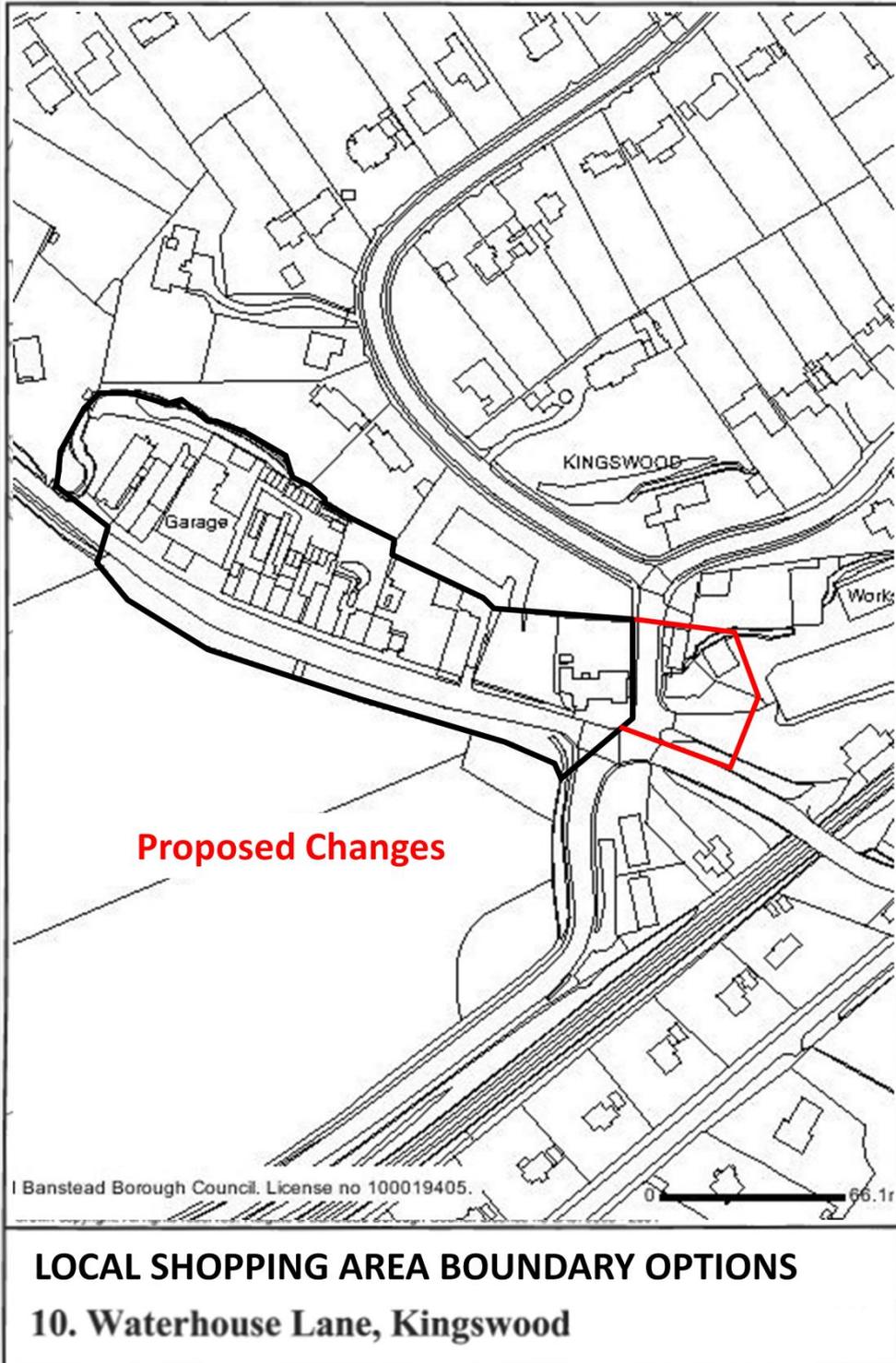
Picture 4.11



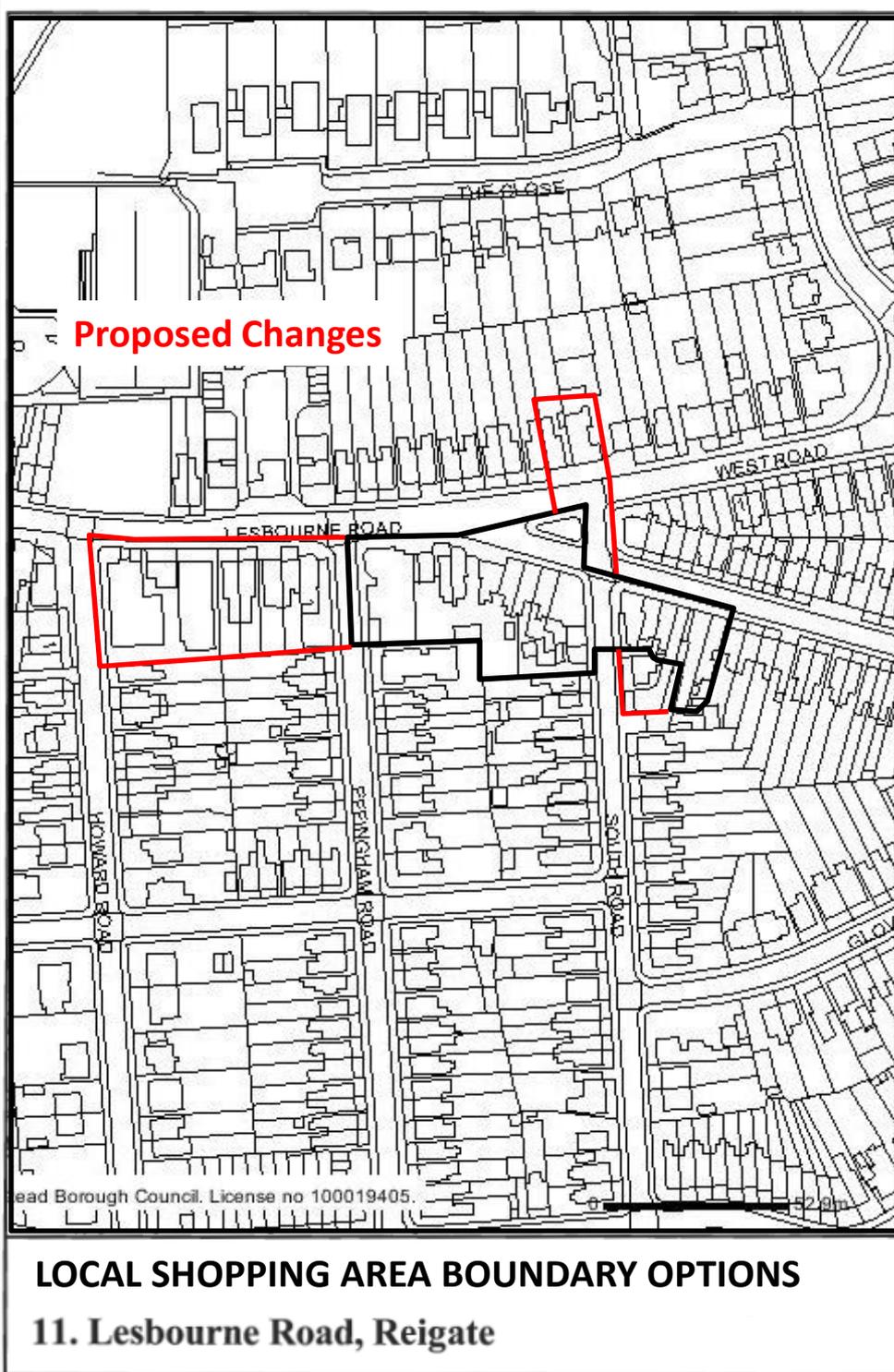
Picture 4.12



Picture 4.13



Picture 4.14



Picture 4.15



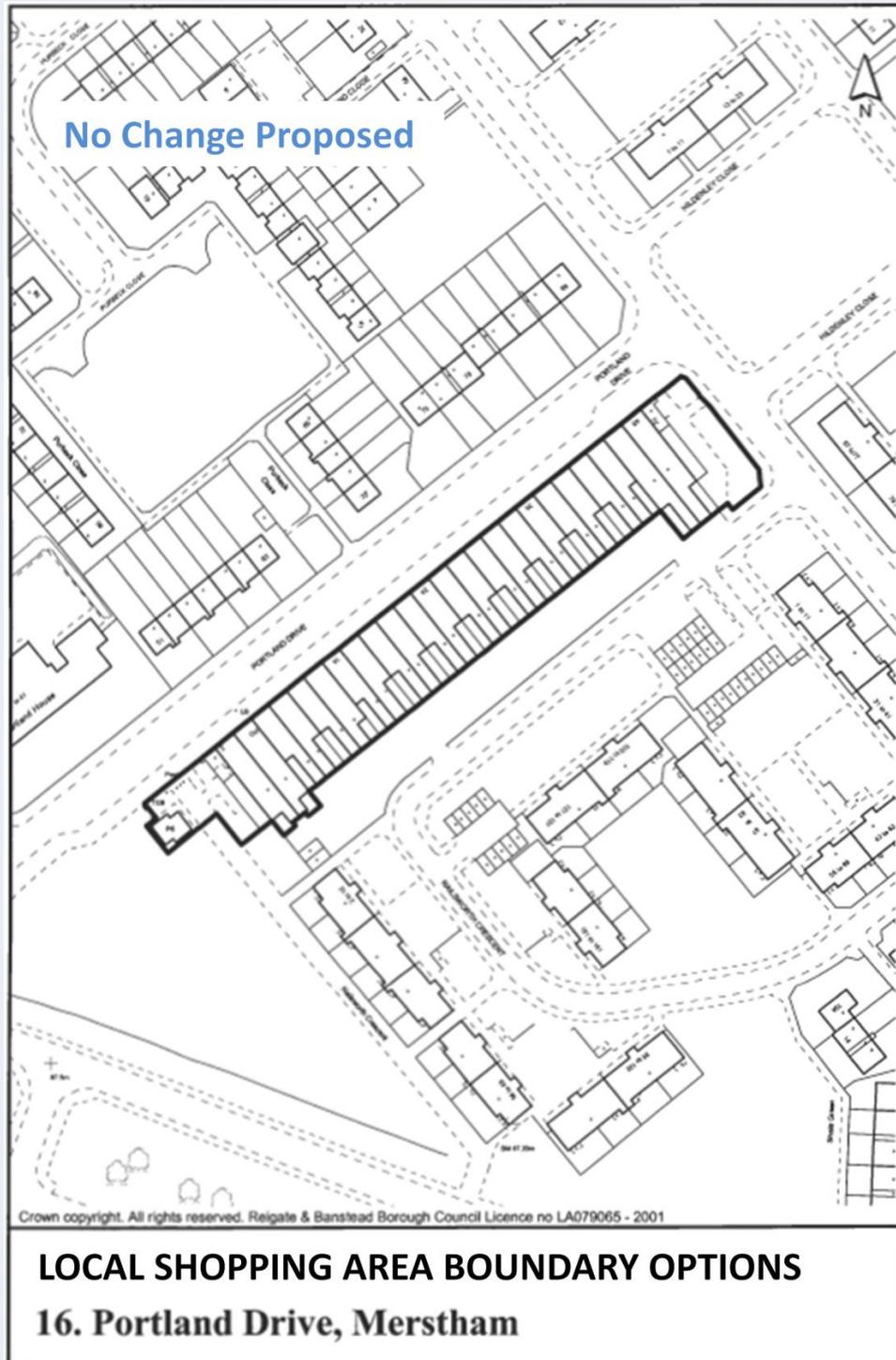
Picture 4.16



Picture 4.18



Picture 4.19



Picture 4.20



Picture 4.21



Table 28

Questions

For each Local Shopping Centre please indicate:

Do you agree with the proposed change, or if no change is proposed, do you agree with the existing boundary being retained?

In all cases are there any other changes to the boundary you would wish to see?

4.2.6 Consultation Questions

Table 29

Questions

Are there any other issues that the Council should consider?

Are there any other policy options that the Council should consider?

Table 30

Designations

Are there any areas within any of the Borough's town centres that you consider should be designated as improvement areas?

Please click on the link below to submit your suggestions.

<http://reigate.addresscafe.com/>

4.2.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Reducing poverty and social exclusion
- Creating and maintaining safer and more secure communities
- Making the best use of previously developed land and existing buildings
- Reducing road congestion and the need to travel
- Providing for employment opportunities
- Supporting economic growth which is inclusive, innovative and sustainable

4.3 Major Developed Sites in the Green Belt

4.3.1 Introduction

Within the Green Belt there are a number of large sites such as schools and hospitals which are long established and pre-date Green Belt designation. Planning Policy Guidance Note 2 ⁽¹⁴⁾ indicates that limited infilling or redevelopment of existing major developed sites in the Green Belt identified in development plans, which meets certain criteria, is not inappropriate development in the Green Belt. The Core Strategy includes a commitment to review the one currently designated Major Developed Site in the Borough, East Surrey Hospital and consider designating further sites in the DMSA DPD. The Core Strategy sets out the criteria that will be used in reviewing the current designation and in designating new sites.

The wider issues facing the Green Belt are dealt with in the section on Landscape, Green Belt & Countryside.

4.3.2 What are the issues to be addressed through this DPD?

The Council has a duty to protect the openness of the Green Belt, however the Council accepts that some large sites within the Green Belt have an important role to play in creating jobs and supporting the economy. Other large institutions in the Green Belt may provide important social or community benefits. It is recognised that the occupiers of such sites may from time to time need to carry out small scale development or alterations to meet their operational needs. Such development would normally be restricted by Green Belt policies, however if the site is designated as a Major Developed Site in the development plan limited infilling and redevelopment is not considered to be inappropriate development in the Green Belt. Designation as a Major Developed Site can therefore make it easier for occupiers of large sites to carry out necessary development.

In other cases there may be opportunities for the complete or partial redevelopment of a site within the Green Belt that would bring about environmental improvements without adding to the impact upon the Green Belt. The designation of Major Developed Sites can therefore facilitate such development.

4.3.3 How can we address these issues through this DPD?

The Council is inviting suggestions for sites to be considered for designation as Major Developed Sites. Any sites suggested will be assessed against the following criteria which are set out in the Core Strategy:

- A site should have a substantial footprint of development and buildings that cumulatively have a significant impact upon the openness of the Green Belt
- Where a site is in continuing use, there should be an identifiable core of buildings that could accommodate limited infill which would help secure jobs and prosperity without having a greater impact on the openness of the Green Belt and the purposes of including land within it than the existing development
- Alternatively, the complete or partial redevelopment of the site would offer the opportunity for environmental improvement without adding to the impact on the openness of the Green Belt and the purposes of including land within it
- The Council will consider whether there are any particular environmental, infrastructure or sustainability constraints which would preclude the site from being developed as a Major Developed Site

14 Planning Policy Guidance 2: Green Belts, Department for Communities & Local Government, January 1995 (Amended March 2001)

Policies in the DMSA DPD can give guidance as to the type and scale of development that would be acceptable and can specify areas of the site where development is or is not permitted. Policies may also impose restrictions on the use for which the site may be used if it is to benefit from designation as a Major Developed Site. For example, the reason for designating a site may be that it would help to secure jobs and prosperity but this may no longer be the case if the use of the site were to change and therefore the reason for designating the site would no longer apply.

4.3.4 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 31 : Major Developed Sites in the Green Belt Policy Options

No	Issues	Policy Options	Comments
M1	Enabling occupiers of large, established sites in the Green Belt to carry out development necessary to their operations which would not normally be considered appropriate development in the Green Belt	A: Allocate sites as Major Developed Sites according to the criteria set out in the Core Strategy	Also addresses issue M2
M2	Enabling the complete or partial redevelopment of large sites in the Green Belt in order to bring about environmental improvements	B: Allocate sites as Major Developed Sites according to the criteria set out in the Core Strategy	Also addresses issue M1
M3	Preserving the openness of the Green Belt	<p>A: Use a criteria based policy to set out what constitutes acceptable infilling or redevelopment of these sites</p> <p>And / or</p> <p>B: Define on a plan forming part of the DMSA DPD the area of the site where infilling or redevelopment can take place</p> <hr/> <p>C: Specify in a policy that the right to carry out infilling or redevelopment only applies to the use of the site for the purpose for which it was used when designated</p>	

4.3.5 Consultation Questions

Table 32

<p>Questions</p>

Are there any other issues that the Council should consider?

Are there any other policy options that the Council should consider?

Table 33

Designations

Are there any sites in the Green Belt that you think should be considered for designation as Major Developed Sites?

Please click on the link below to submit your suggestions.

<http://reigate.addresscafe.com/>

4.3.6 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Improving opportunities for employment
- Protecting and enhancing the natural, archaeological, historic environments and cultural assets
- Maintaining and protecting of our green fabric to support economic growth in a manner that is sustainable
- Making best use of previously developed land
- Encouraging good design to support the efficient usage of land

5 ENABLING REGENERATION

This chapter will focus on:

- Implementing the delivery improvements, opportunities and development to those areas of the Borough identified as being in need of regeneration

5.1 Regeneration in Reigate & Banstead

The Core Strategy sets out Strategic Locations for Growth with the aim of directing new development to the most sustainable locations in the Borough. However, it is recognised that some areas, whilst not necessarily the most accessible locations in the Borough would benefit from growth and development in order to bring about social, economic or environmental improvements. The Council has therefore identified four Regeneration Areas in the Core Strategy - Redhill Town Centre, Preston, Merstham and Horley Town Centre.

Redhill has been identified as a centre for growth and as a transport hub. However, further work is required to make Redhill a thriving town centre serving as a prominent commercial location, a competitive retail centre and a good place to live. An Area Action Plan will therefore be developed, which will provide the policies and land allocations to drive the regeneration of Redhill Town Centre. The Area Action Plan and the DMSA DPD both sit beneath the Core Strategy and will be developed alongside each other.

Both Preston and Merstham experience relatively high levels of deprivation compared with the rest of the Borough, which justifies their designation as Regeneration Areas. Horley Town Centre is designated as a Regeneration Area in order to deliver the necessary development and infrastructure that will enable it to serve the increase in population associated with the new developments in the North East and North West Sectors. The Core Strategy sets out the development targets and infrastructure requirements for each of the Regeneration Areas.

Previous work by the Council resulted in the production of draft [Supplementary Planning Guidance](#) for Preston, Merstham and Horley Town Centre Regeneration Areas. These were subject to public consultation in 2006 and the Horley Town Centre SPD was later adopted. However, things have moved on since the SPDs were drafted and the Council needs to ensure that it has up to date policies and land allocations for the Regeneration Areas. It is therefore intended to incorporate regeneration policies and site allocations for the each of the Regeneration Areas (with the exception of Redhill, which will be the subject of the Redhill Town Centre Action Plan) into the DMSA DPD.

The Community Plan, prepared by the Council in conjunction with its partners, and the Council's Corporate Plan, have already identified priorities for all of the Regeneration Areas and it is anticipated that work on regeneration projects and new developments will need to begin prior to the adoption of the DMSA DPD or the Redhill Town Centre Area Action Plan. As an interim measure it is therefore intended to publish "Planning Frameworks" for Merstham and Preston to guide new development and enable work on regeneration to progress. The Planning Frameworks would set out the overview for the area and the development principles contained in them would be aligned with the emerging policies of the DMSA DPD. Work will also be carried out in parallel on the Redhill Town Centre Area Action Plan.

The DMSA DPD will set out a range of generic policies that will apply to all areas of the Borough, however within the Regeneration Areas additional policies will be developed in order to stimulate development and guide regeneration in these areas.

5.2 Preston

5.2.1 Introduction

The Council is committed to working with partners, including the County Council, Raven Housing Trust and local people, to bring about comprehensive physical and social renewal in Preston. The regeneration will help to tackle deprivation and to create a more sustainable community, through improvements to the housing stock, provision of improved community facilities and improvements to the public realm and green spaces.

The proposed regeneration of the Preston area will aim to improve the local environment, making it a more attractive, desirable and safer place in which to live, work and play for this and future generations. The growth of a sustainable and diverse community will be encouraged through the provision of employment and commercial opportunities in a new estate centre, which will also provide a focus for social, leisure and community activity. The quality and choice of housing will be enhanced, with new building, improvements to existing homes, a greater range of affordable housing options and new housing for market sale.

The Core Strategy sets out detailed requirements for growth and infrastructure for each area of the Borough. The requirements for Preston include provision of new housing, provision integrated, commercial, community and recreation facilities, implementation of low carbon energy initiatives, provision of improved or new cycle and pedestrian routes, traffic improvements and improved public transport services.

5.2.2 What are the issues to be addressed through this DPD?

The Preston estate is characterised by predominantly social housing originally built in the 1950's. The estate suffers from problems such as excessive on street parking and unattractive open spaces which detract from the quality of the environment. There is therefore a need to ensure that any new development brings a high standard of design to the estate.

The De Burgh school site remains vacant and provides the opportunity for redevelopment for housing that will bring about environmental improvements in the immediate area and will generate revenue to fund improvements elsewhere on the estate.

Housing within the estate is predominantly social rented and there is little housing choice. The introduction of owner occupied and shared ownership housing is needed in order to provide a more balanced mix of housing and greater choice of housing for local people. The quality of housing within the estate is poor in many areas and improvements to the existing housing stock are badly needed.

Community and social facilities in the area are inadequate to meet the needs of local people and the estate lacks any physical community focus. The existing commercial and leisure facilities, including open spaces, are also in need of upgrading.

Shopping facilities within the estate are limited and although there is a supermarket nearby at Burgh Heath this is not easily accessible other than by car. There is a need to upgrade pedestrian and cycle links within the estate and between the estate and local shopping and other facilities and provide upgraded public transport links in order to make the estate a more sustainable location.

5.2.3 How can we address these issues through this DPD?

The Council has already identified a number of regeneration priorities for the area. One of those is the redevelopment of the De Burgh School site for new housing. This would be primarily market housing. New community and leisure facilities are also planned which include the provision of a new leisure centre with dry facilities on the current Merland Recreation Ground site and improved community football facilities. The Merland Rise redevelopment would also include an element of residential development. The role of the DMSA DPD is to provide land allocations and policies to facilitate the regeneration of the estate.

The Council can allocate land for redevelopment to provide new housing and community facilities, for example on the De Burgh Site and the Merland Rise Recreation Ground. Policies can also be developed to facilitate the development of these sites, setting out desired density and design requirements for new development. Policies could also be developed to enable a lower level of provision of affordable housing and a wider range of affordable housing types than is normally required in order to provide greater housing choice.

Land can be allocated to facilitate the provision of improved pedestrian and cycle links and public transport improvements, for example bus access. Developer contributions can also be sought to provide essential infrastructure for the estate. Policies can be developed to manage parking within the estate and land can be allocated to provide improved residents' parking areas. Home Zone layouts incorporating shared surfaces for traffic and pedestrians and safe areas for children's play could be designated.

Policies can be introduced to encourage sustainable development within the estate and to facilitate a low carbon energy scheme. Sites can also be allocated to accommodate the development and infrastructure associated with low carbon energy generation.

5.2.4 What will be dealt with through other policy documents?

Corporate Plan: This sets out the vision, priorities, and key outcomes for the social, economic and environmental regeneration of the Preston estate.

5.2.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 34 : Preston Policy Options

No	Issues	Policy Options	Comments
RPI	Improving the physical environment of the Preston estate	A: Require a high quality of design in schemes for new development, or alterations to existing buildings	
		B: Encourage proposals and designate areas to bring about improvements to the public realm	
		C: Require a high standard of landscaping in all new developments	
		D: Encourage developments that would make better use of poor quality or underused open space	

No	Issues	Policy Options	Comments
RP2	Facilitating the redevelopment of sites for example the De Burgh School and Merland Rise Recreation Ground	A: Allocate sites for redevelopment in order to generate capital to fund the provision of new facilities and other improvements in the area	
		B: Develop policies to set out the desired density and design requirements for redevelopment schemes including requirements to improve sustainability to ensure a maximum return and bring about regeneration	
RP3	Improving housing choice and creating a more diverse and sustainable community	A: Allow a more flexible approach to affordable housing provision in new residential developments, for example, 25% affordable housing instead of 40% as set out in the Core Strategy	
		B: Allow a greater proportion of the affordable housing provided in new residential developments to be shared ownership / intermediate housing rather than social rented	
RP4	Providing new and upgraded community and recreation facilities	A: Allocate land for the provision of new facilities	
		B: Allow a flexible approach to development on the recreation ground site which recognises the need to build on part of the open space in order to provide better quality facilities and bring about environmental improvements and regeneration	
RP5	Improving access within the estate and between the estate and essential facilities in the wider area	A: Allocate land for new cycleways / footpath links and for public transport access improvements, for example, a bus terminus	
		B: Allocate areas for improved residents' parking	
		C: Designate areas for the introduction of Home Zone layouts	
		D: Seek developer contributions towards highways improvements and cycle / footpath networks	
RP6	Implementing low carbon initiatives	A: Allocate land to accommodate the development and infrastructure associated with low carbon energy generation	

5.2.6 Consultation Questions

Table 35

Questions

Are there any other issues that the Council should consider?

Are there any other policy options that the Council should consider?

5.2.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Reducing poverty and social exclusion
- Creating and maintaining safer and more secure communities
- Improving access to key services
- Improving public transport
- Protecting / enhancing and improving equitable access to the Borough's cultural assets
- Protecting / enhancing and improve access to natural urban green space

5.3 Merstham

5.3.1 Introduction

Merstham experiences relatively high levels of deprivation compared with other areas of the Borough and the rest of Surrey. In recognition of this the estate was identified as a focus for regeneration by Surrey Strategic Partnership as part of the Priority Place initiative. The Merstham Estate Regeneration Plan, ⁽¹⁵⁾ prepared by the Council and endorsed by both the Reigate & Banstead Partnership and the Surrey Strategic Partnership, identifies a number of social and economic problems facing Merstham and sets out a strategy for tackling these problems. The Regeneration Plan sets out the following vision for Merstham:

“Residents of the Merstham estate will benefit from the provision of appropriate and effective services and facilities. The estate will be a cleaner and safer community. Vulnerable people will be helped to lead positive lifestyles, and families will be supported to break the cycle of deprivation. Local people will be empowered to develop their skills, confidence and self-esteem. Public and voluntary service providers will pursue opportunities to deliver shared services to maximise local benefits.”

The regeneration of Merstham is also one of the priorities identified in the Community Plan and the Council’s Corporate Plan.

The Core Strategy states that the regeneration of Merstham will involve working with other organisations and local groups to improve the physical environment and tackle social problems. The Core Strategy sets out detailed requirements for growth and infrastructure in each area of the Borough. The requirements for Merstham include the provision of new housing, provision of new community facilities, traffic improvements and provision of new and improved cycle and pedestrian routes.

5.3.2 What are the issues to be addressed through this DPD?

Problems facing the estate include poor health among many residents, including mental health issues, alcohol and drug abuse. There is also high dependency upon benefits and a generally low level of skills amongst residents. In order to address these issues access to social and community services in the area therefore needs to be improved.

Although there are shops within the estate these do not provide a wide choice of goods, in particular fresh food. The actual number of shops within the estate is quite high and this level of retail provision is hard to sustain, resulting in vacant units.

The estate is characterised by 1950s social housing, which in many areas is of poor quality and appearance. Work is needed to improve the appearance of the area and to create a safer and cleaner environment. A number of sites within the core of the estate have been identified as providing opportunities for redevelopment and environmental improvements for example the vacant Iron Horse Public House site.

5.3.3 How can we address these issues through this DPD?

The Council has identified a number of regeneration priorities that will deliver physical improvements to the estate and these will in turn bring social and community benefits to the area. The regeneration of the estate will require the release of certain sites in order to generate capital to fund new community facilities and improvements elsewhere

15 Merstham Estate Priority Place Regeneration Plan, The Reigate & Banstead Partnership and Surrey Strategic Partnership, April 2010.

within the estate. The interdependencies between different proposals therefore need to be taken into account. The main role of the DMSA DPD in the regeneration of Merstham will be to develop policies and site allocations to facilitate the development required to bring about essential improvements to the physical environment and to facilitate the provision of buildings to provide much needed facilities.

Land can be allocated for new development or redevelopment of key sites in the core of Merstham for example the Iron Horse site and the Triangle Site, located at the corner of Bletchingly Road and Portland Drive. Policies can be developed to enable the development of these sites for new uses such as housing or community facilities.

Measures to create a safer environment, for example surveillance of public areas from adjacent buildings, can be designed into developments and design policies can help to encourage safer layouts.

Retail policies may be used to facilitate the provision of a new food store within the estate and to provide a more flexible approach to business uses in the existing retail units in order to encourage greater take up of vacant units. In some cases it may be appropriate to allow retail units to be used for completely different uses such as community facilities or residential use, in order to address the oversupply of retail units and to meet the needs of the community.

Policies and land use allocations can be used to facilitate the provision of improved open spaces and recreation facilities, to encourage healthier lifestyles. For example footpath links to nearby woodland could provide recreation opportunities in the natural environment. Land could also be allocated to form new cycleways and footpaths within the estate and linking the estate to other areas and facilities, for example Merstham railway station and Redhill Town Centre. This would provide the option to use sustainable transport as well as providing health benefits.

5.3.4 What will be dealt with through other policy documents?

Corporate Plan: This sets out the vision, priorities, and key outcomes for the social, economic and environmental regeneration of the Merstham estate.

Merstham Estate Regeneration Plan: This identifies priorities for social, economic and physical regeneration in Merstham.

Planning Framework for Merstham: This will form a planning brief to assist in the delivery of physical improvements to core of the Merstham estate prior to the adoption of the DMSA DPD.

Local Development Orders: These could be used to give additional permitted development rights to enable small scale alterations or changes of use of commercial properties without the need for planning permission.

5.3.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 36 : Merstham Policy Options

No	Issues	Policy Options	Comments
RM1	Enabling the co-ordinated redevelopment of key sites within the core of the estate	A: Allocate land for redevelopment for residential development in order to generate capital to fund the provision of community buildings and other improvements	

No	Issues	Policy Options	Comments
		B: Be proactive in allocating land for new uses where this would bring about significant social or environmental improvements, for example allocation of some green space to provide new community buildings	
RM2	Providing improved community commercial facilities and making better use of existing retail units	A: Allocate land for redevelopment to provide new community buildings	
		B: Allocate a site for a new foodstore	
		C: Allow more flexible use of vacant retail units for other business uses, community facilities or residential use	
RM3	Creating a safer and cleaner environment	A: Encourage proposals that would bring about improvements to the public realm	
		B: Require a high standard of landscaping in all new developments	
		C: Require new developments to incorporate design features to improve public safety and reduce fear of crime in new development proposals, for example layouts to improve surveillance of public areas	
RM4	Promoting healthy lifestyles	A: Encourage proposals that would improve the quality of existing open spaces and recreation facilities	
		B: Allocate land to provide new and improved footpath / cycle links within the estate and to nearby countryside	
RM5	Improving access within the estate and between the estate and other destinations such as Redhill Town Centre and providing sustainable transport options	A: Allocate land to provide new footpath and improved / cycle links within the estate and linking the estate to Merstham railway station and Redhill Town Centre	

5.3.6 Consultation Questions

Table 37

Questions

Are there any other issues that the Council should consider?

Are there any other policy options that the Council should consider?

5.3.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Reducing poverty and social exclusion
- Creating and maintaining safer and more secure communities
- Improving access to key services
- Improving public transport
- Protecting /enhancing and improving equitable access to the Borough's cultural assets
- Protecting / enhancing and improving access to natural urban green space

5.4 Horley Town Centre

5.4.1 Introduction

Whilst the Preston and Merstham Regeneration Areas were designated in order to tackle problems facing the most deprived parts of the Borough, the regeneration of Horley seeks to support new growth within the Borough. The comprehensive development of the new neighbourhoods in Horley North East and North West sectors will largely be implemented through the Horley Master Plan, saved policies in the Local Plan. Horley Town Centre has been identified as a regeneration area in order to secure improvements to the town centre to provide a social, cultural and commercial centre to cater for the increase in population associated with the new sectors. The Horley Master Plan ⁽¹⁶⁾ sets out only general policies for the Town Centre and more specific policies will be required to deliver the more ambitious development that is required to meet the needs of the new residential areas.

The Core Strategy sets out the requirements for each area of the Borough and the requirements for Horley Town Centre include the provision of new housing in the town centre, public realm improvements, improved cycle and pedestrian network linking the new sectors with the town centre and the provision of new community facilities, including a youth centre and library.

5.4.2 What are the issues to be addressed through this DPD?

The growth in population associated with the development of the new sectors will place additional demands upon Horley Town Centre. The town centre will need to be equipped to meet the needs of the growing population by providing a high quality retail and commercial centre that also meets the leisure and community needs of the local population.

Parts of the town centre currently have a run down appearance and environmental improvements will be required to make it a pleasant place to be. Vacant sites such as Newman House site provide opportunities for redevelopment which could help to rejuvenate the town centre. There is sufficient space in the town centre to provide for and build upon the theme of public squares that has been identified as a locally distinctive feature of Horley Town Centre.

Improvements to shopping facilities are also needed in order to secure the future vitality and viability of the town centre. The shopping environment needs to be improved to attract the new residents and encourage existing customers to continue to visit the town centre. Action needs to be taken to address vacant shops and there is a need for more convenience shopping and complementary uses such as restaurants within the town centre. Improvements to town centre parking to meet the needs of shoppers are also required.

Access and transport connections between the new neighbourhoods and the town centre will be improved through Horley Master Plan policies as well access within the town centre. Transport to and from the town centre needs to be more sustainable with reduced reliance on car journeys and improved opportunities for travel by other means. Horley also needs to make the most of its proximity to Gatwick Airport.

16 The Horley Master Plan was adopted in 2005 as part of the Borough Local Plan. This provides the planning policy framework for the delivery of growth and regeneration proposals focussed on the development of the new neighbourhoods in the North East and North West sectors. The Horley Master Plan policies are included in the saved policies of the Borough Local Plan.

5.4.3 How can we address these issues through this DPD?

The Corporate Plan identifies a number of key priorities for the regeneration of Horley Town Centre. These include the securing the redevelopment of the Council owned Newman House site, completing the new leisure centre by 2012 and carrying out further town centre street scene improvements. The DMSA DPD will need to provide policies and site allocations in order to help deliver these objectives, which are not included in the Horley Master Plan.

The Council can allocate land for redevelopment to provide new housing or community facilities. Sites can also be identified where focussed environmental improvements should take place and land may be allocated to create new civic spaces such as squares in order to improve the town centre environment.

Policies and design guidance may be used to specify the design requirements in new developments and specific policies to encourage an improved standard of design for shop fronts and advertising may be created in order to improve the appearance of the main shopping streets within the town centre.

Retail policies may be used to encourage convenience food shopping development and encourage complementary uses such as restaurants in certain parts of town centre. For example certain areas could be designated to create a restaurant / café quarter. Flexible policies for changes of use of retail units could also be developed to encourage quicker take up of vacant units.

Land may be allocated to provide enhanced pedestrian or cycle routes within the town centre and between the town centre and the new neighbourhoods and complementary policies could be developed to encourage improved provision for cycling in new developments. Parking standards and policies may also be used to manage parking in the town centre.

In order to make the most of Horley's proximity to Gatwick Airport the Council may develop policies to attract businesses that service the airport into Horley, for example by allocating sites for office use within and on the edge of the town centre. Policies and site allocations could also be used to facilitate the provision of new hotels in the town centre if there proves to be a demand for such development.

5.4.4 What will be dealt with through other policy documents?

Corporate Plan: This sets out the vision, priorities, and key outcomes for the regeneration of Horley in conjunction with the development of the new neighbourhoods.

Horley Master Plan: The saved policies in the Borough Local Plan, which guide the development of the new neighbourhoods will remain in force until the relevant developments are implemented.

Local Development Orders: These could be used to give additional permitted development rights to enable small scale alterations or changes of use of commercial properties without the need for planning permission.

5.4.5 Policy Options

The table below provides a summary of the issues and possible policy options to address them.

Table 38 : Horley Town Centre Policy Options

No	Issues	Policy Options	Comments
RH1	Delivering the redevelopment of key sites within the town centre	A: Allocate land for redevelopment, for example Newman House, underused car park sites and the library site	
RH2	Improving the appearance of Horley Town Centre to make it a pleasant place to be	A: Develop policies to set out design requirements for new developments in the town centre	
		B: Designate areas for focussed environmental improvements	
		C: Allocate sites to provide new open spaces such as public squares within the town centre	
		D: Develop policies and design guidance for shop fronts and advertising to promote a high standard of design in the main shopping streets	
RH3	Improving shopping provision and attracting more customers to the town centre	A: Allocate sites for new retail development setting out preferences for type of retail use	
		B: Develop policies to enable the introduction of complementary uses such as restaurants into the town centre shopping area	
		C: Designate areas for specific types of use for example a restaurant / café quarter	
		D: Develop flexible use policies for some parts of the town centre to encourage take up of vacant units	
		E: Develop policies to allow improvements to parking for shoppers in the town centre whilst encouraging alternative means of transport	
RH4	Making the most of Horley's proximity to Gatwick	A: Allocate sites for office / business use within and /or on the edge of the town centre	
		B: Allocate sites for new hotels within the town centre	
		C: Develop policies to allow the change of use of buildings within the town centre to hotel use	

5.4.6 Consultation Questions

Table 39

Questions
Are there any other issues that the Council should consider?
Are there any other policy options that the Council should consider?

5.4.7 Sustainability Appraisal Considerations

The Sustainability Appraisal will undertake a more detailed assessment of development quality proposals and policies as they emerge. However, in developing these proposals and policies, particular consideration will need to be given to the following sustainability issues:

- Providing the right amount and kind of employment land to meet the needs of the economy
- Providing employment opportunities for local people
- Improving access to key services
- Improving public transport
- Protecting /enhancing and improving equitable access to the Borough's cultural assets