



**Development
Management Plan 2018-2027
Proposed Submission
Published for
Representations**



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Submission version

The Development Management Plan:

This Development Management Plan (DMP) includes policies to guide decision making on planning applications and identifies sites for certain types of development. This Regulation 19 version has been informed by duly made responses from the Regulation 18 consultation which took place between 1 August - 10 October 2016. The main purpose of the Development Management Plan is to explain in more detail how the development principles and targets set out in the Council's adopted Core Strategy will be delivered.

The scale of growth set out in the Core Strategy is not being revisited in the DMP. Nor are the general principles of where new development will be located (which are set by the Core Strategy), although potential development sites are covered.

Viewing and commenting on this document

The DMP is being published in accordance with Regulation 19 and representations in support or objection may be made on the contents prior to submission to the Secretary of State. Representations are invited to include an explanation of how they relate to the soundness and legal compliance of the Plan.

All representations received during the consultation period will be passed to the Planning Inspectorate for consideration in the independent examination of the Plan and who will determine the issues which will be considered at public Hearings.

If you wish to appear at the Hearings later in 2018 the publication submission period provides you with the opportunity to state this and to set out those matters in the Plan which concern you.

The period for representations to be made will run from **10 January 2018 to 23 February 2018**.

View the document:

All information is available on the Council's website at www.reigate-banstead.gov.uk/dmp.

The proposed submission document is also available for inspection at:

- The Town Hall, Castlefield Road, Reigate.
- Local libraries across the borough.

How to comment:

- Completing the online survey at www.reigate-banstead.gov.uk/dmp
- Downloading a comments form from www.reigate-banstead.gov.uk/dmp
- Picking up a comments form from the Town Hall in Reigate or libraries across the borough.
- Send comments to:
 - LDF@reigate-banstead.gov.uk
 - Planning Policy, Reigate & Banstead Borough Council, Town Hall, Castlefield Road, Reigate RH2 0SH.

If you have any questions, you can email us at ldf@reigate-banstead.gov.uk or telephone us at 01737 276178.

What happens next?

At the end of this Regulation 19 consultation period, all responses will be analyzed and forwarded to the Planning Inspector appointed to examine the draft DMP.

It is anticipated that the final DMP will be adopted by the Council in late 2018.

More information on the Local Plan timescales can be found in the Local Development Scheme April 2017, which is available on the Council's website.

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SC9: Direct development away from areas at risk of flooding, and ensure all developments are safe from flood risk and do not increase flood risk elsewhere or result in a reduction in water quality.

Objective SC8: Encourage new development to incorporate passive and active energy efficiency measures and climate change resilience measures and renewable energy technologies; and

Objective SC9: Direct development away from areas at risk of flooding, and ensure all developments are safe from flood risk and do not increase flood risk elsewhere or result in a reduction in water quality.

SC12: Control development in the Green Belt to safeguard its openness, and where possible enhance its beneficial use.

SC13: Conserve and enhance heritage assets across the borough, supporting their continuing viable use and cultural benefits.

Objective SC10: Ensure new development protects, and enhances wherever possible, the borough's landscapes and biodiversity interest features, providing the highest degree of protection to internationally and nationally designated areas

Objective SC11: Maximise the contribution of new development to a comprehensive green infrastructure network across the borough.

Objective SC12: Control development in the Green Belt to safeguard its openness, and where possible enhance its beneficial use.

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2.3 Section 2: Town and Local Centres

What does the Core Strategy say?

2.3.1 The Core Strategy Vision:

Reigate & Banstead will be one of the most desirable and attractive areas in the region. It will be a place where: ... neighbourhoods are renewed, improved and supported by effective services, infrastructure and transport options, [and] the wellbeing of communities is supported by accessible health, leisure, education and information services.

2.3.2 The Core Strategy Objectives:

SO17: To strengthen the vitality and viability of the borough's town centres and local shopping centres.

SO20: To enhance the role of Redhill town centre as a centre of strategic importance, part of a regional transport hub, an as a safe and attractive retail, culture and leisure destination with a high quality environment.

2.3.3 Core Strategy Policies

- *Policy CS7:* Town and local centres
- *Policy CS8:* Areas 1-3/Figure 7

What does the DMP do?

2.3.4 To deliver the vision and objectives of the Core Strategy with regard to town and local centres, the following DMP objectives and policies are proposed:

DMP objectives	
PE4	Protect the vitality and viability of our town centre shopping areas
PE5	Protect the viability of smaller scale but vital local shopping areas
PE6	Ensure that both town and local centres are resilient and able to respond to future changes
	The DMP policies applicable to these objectives are: RET1: Development within identified retail frontages and local centres RET2: Town Centre frontages RET3: Local Centres RET4: Development in smaller centres and isolated shops RET5: Development of town centre uses outside town and local centres RET6: Retail Warehousing

Objective PE4: *Protect the vitality and viability of our town centre shopping areas;*

Objective PE5: *Protect the viability of smaller scale but vital local shopping areas; and*

Objective PE6: *Ensure that both town and local centres are resilient and able to respond to future changes*

Policy Context for RET1 - 6

2.3.5 Core Strategy

Policy CS7

The multipurpose role of town and local centres will be maintained and improved. These centres will accommodate most of the borough's new retail, social, community and leisure uses ... at a scale appropriate to their role.

The majority of comparison and convenience retail growth to meet the strategic needs of the borough and beyond will be accommodated in Redhill. Only limited growth will take place in all other centres...

The borough's hierarchy of town centres is as follows:

- i. Primary town centre: Redhill town centre is the prime focus for large-scale leisure, office, cultural and retail uses and developments.
- ii. Town centres: the Council will seek to maintain a balance of uses and development that promote both the vitality and viability of each individual centre:
 - Redhill town centre
 - Reigate town centre
 - Horley town centre
 - Banstead village centre
- iii. Local centres: these provide for more local needs and either currently offer accessible local services or will be the focus for investment in accessible local services.

Policy RET1 - Development within identified retail frontages and local centres

This policy applies to:

- Primary and secondary frontages within town centres
- Local centres

Within town centre primary and secondary frontages, and in local centres (and subject to adherence with other policies):

- 1) Development proposals must:
 - a) Retain an active ground floor frontage which is accessible to the public from the street
 - b) Be of a character and scale appropriate to the nature and function of the shopping area in which it is located
 - c) Not harm residential, public or visual amenity through impacts such as noise, odour, fumes, litter, general disturbance or late night activity
 - d) Not have an unacceptable impact on traffic, movement and parking, and not compromise highway or pedestrian safety in the locality; and
 - e) Protect and where possible enhance the public realm through environmental improvements including provision of high quality surfacing and careful planting.
- 2) On upper floors, proposals for A1/2/3; B1a; D1/2 and C3 uses that make effective and efficient use of space will, subject to the above criteria, be considered favourably.

3.2 Section 1: Design, character and amenity

What does the Core Strategy say?

3.2.1 The Core Strategy Vision:

Reigate & Banstead will be one of the most desirable and attractive areas in the region. It will be a place where: ...neighbourhoods are renewed, improved and supported...

3.2.2 The Core Strategy Objectives:

SO3: To ensure that the design and scale of new development recognises, enhances and protects the character of our town centres and other urban areas.

SO6: To maintain and enhance the identified character and separate identities of the borough's towns and other urban areas

SO9: To ensure that the design of new development makes best use of the site, integrates effectively with its setting, promotes local distinctiveness, maximises accessibility and minimises the opportunities for crime.

SO11: To ensure that the types of dwellings built are suited to the requirements of the forecasted local population...

3.2.3 Core Strategy Policies

- *Policy CS4:* Valued townscapes and the historic environment
- *Policy CS10:* Sustainable development
- *Policy CS11:* Sustainable construction
- *Policy CS14:* Housing needs of the community

What does the DMP do?

3.2.4 To deliver the vision and objectives of the Core Strategy with regard to design, character and amenity, the following DMP objectives and policies are proposed:

DMP objectives	
SC1	To ensure that new development makes the best use of land whilst also being well designed and protecting and enhancing local character and distinctiveness
	The proposed DMP policy approaches applicable to this objective are: DES1: Design of new development DES2: Residential garden land development DES3: Residential Areas of Special Character
SC2	To ensure an appropriate mix of housing types and sizes, offering a good standard of living to future occupants
	The proposed DMP policy approaches applicable to this objective are: DES4: Housing mix DES5: Delivering high quality homes DES6: Affordable Housing DES7: Specialist Accommodation

DMP objectives (contd.)	
SC3	To minimise the impacts of development, and the development process on local residents and local amenity
	The proposed DMP policy approaches applicable to this objective are: DES8: Construction management DES9: Pollution and contaminated land DES10: Advertisements & shop front design

Objective SC1: To ensure that new development makes the best use of land whilst also being well designed and protecting and enhancing local character and distinctiveness.

Policy Context for DES1 - 3

3.2.5 Core Strategy

Policy CS4
Development will be designed sensitively to respect, conserve, and enhance the historic environment, including heritage assets and their settings. ... Development will respect, maintain and protect the character of the valued townscapes in the borough, showing consideration for any detailed design guidance that has been produced by the Council for specific built-up areas of the borough. Proposals will: ... be of a high quality design which takes direction from the existing character of the area and reflects local distinctiveness, [and] be laid out and designed to make the best use of the site and its physical characteristics, whilst minimising the impact on surrounding properties and the environment.
Policy CS10
Development will make efficient use of land, giving priority to previously developed land and buildings within the built up areas; [and] be at an appropriate density, taking account of and respecting the character of the local area and levels of accessibility and services...

Policy DES1 - Design of new development
All new types of development will be expected to be of a high quality design that makes a positive contribution to the character and appearance of its surroundings. Planning permission will be granted for new development where it meets the following criteria (subject to adherence with other policies):
<ol style="list-style-type: none"> 1) Promotes and reinforces local distinctiveness and respects the character of the surrounding area, including positive physical characteristics of local neighbourhoods and the visual appearance of the immediate street scene. 2) Uses high quality materials, landscaping and building detailing. 3) Has due regard to the layout, density, plot sizes, building siting, scale, massing, height, and roofscapes of the surrounding area, the relationship to neighbouring buildings, and important views into and out of the site. 4) Provides street furniture/trees and public art where it would enhance the public realm and/or reinforce a sense of place. 5) Provides an appropriate environment for future occupants whilst not adversely impacting on the amenity of occupants of existing nearby buildings, including by way of overbearing, obtrusiveness, overshadowing, overlooking and loss of privacy.

Policy DES1 - Design of new development (contd.)

- 6) Creates a safe environment, incorporating measures to reduce opportunities for crime and maximising opportunities for natural surveillance of public places. Developments should incorporate measures and principles consistent with those recommended by Secured by Design where appropriate.
- 7) Provides for accessible and sensitively designed and located waste and recycling bin storage in accordance with the Council's guidance document 'Making Space for Waste'.
- 8) Incorporates appropriate landscaping to mitigate the impact, and complement the design, of new development. Schemes should:
 - a) Protect and enhance natural features by:
 - i. Incorporating existing landscaping into scheme design where feasible (see also NHE3).
 - ii. Integrating new landscaping, both hard and soft, and boundary treatments which use appropriate local materials and/or species.
 - b) Provide details about how future maintenance of existing and new landscape works will be managed. Where necessary, conditions will be used to secure the delivery of landscaping schemes, protection of natural features during the course of development and requirements for replacement planting.
- 9) Achieves, where applicable, an appropriate transition from the urban to the rural.
- 10) Makes adequate provision for access, servicing, circulation and turning space, and parking, taking account of the impact on local character and residential amenity, including the visual impact of parked vehicles (see also TAP1).
- 11) Is accessible and inclusive for all users, including for people with disabilities or mobility constraints (See also DES7).
- 12) Respects aerodrome safeguarding requirements.

Explanation:

- 3.2.6 The character and local distinctiveness of Reigate & Banstead is part of what makes the borough special. Policy DES1 recognises that high quality design is essential to address a number of planning issues and priorities. These include not only the visual contribution of the building and the landscaping within which it sits, but also the connections between people and places including safeguarding local amenity, minimising the risk of crime, enabling and promoting waste minimisation, and contributing to wider objectives of securing green infrastructure networks and contributing to climate change mitigation and adaptation.
- 3.2.7 Development should address the character and appearance of its surroundings in relation to the immediate vicinity and also the broad locality within which a site is situated, taking into account local topography and accessibility to local services. Innovation and originality in design will be supported where appropriate visual reference is made to the locality and where local amenity is respected.
- 3.2.8 Policy DES1 will be supported by supplementary planning guidance which will provide a greater level of detailed design guidance on design-related matters. There is existing guidance from the Council which should be taken into account including: Making Space for Waste Management in New Developments, Local Distinctiveness Design Guide and Householder Extensions and Alterations.

4.4 Section 3: Potential development sites

What does the Core Strategy say?

4.4.1 The Core Strategy Vision:

Reigate & Banstead will be one of the most desirable and attractive areas in the region. It will be a place where: people who live in, work in and visit the borough enjoy the benefits of a prosperous economy; neighbourhoods are renewed, improved and supported by effective services, infrastructure and transport options; the wellbeing of communities is supported by accessible health, leisure, education and information services... and the environment, and green space, is maintained and enhanced for the future.

4.4.2 The Core Strategy Objectives:

SO1: To ensure that future development addresses the economic and social needs of the borough, without compromising its environmental resources

SO2: To enable required development to be prioritised within sustainable locations within the existing built up area, which have the necessary infrastructure, services and community provision, whilst also catering for local housing needs

SO3: To ensure that the design and scale of new development recognises, enhances and protects that character of our town centres and other urban areas.

SO12: To enable the accommodation needs of Gypsies and Travellers, and Travelling Showpeople, to be met in appropriate locations.

SO13: To secure in appropriate locations, adequate land, community services and infrastructure to support business and community needs.

SO19: To ensure the right amount, range, size and type of commercial areas are available and that the necessary infrastructure and facilities are provided to support a level of economic growth compatible with protecting the environment.

Core Strategy Policies

- *Policy CS5:* Valued people and economic development
- *Policy CS6:* Allocations of land for development
- *Policy CS7:* Town and local centres
- *Policy CS8:* The scale of development/infrastructure priorities
- *Policy CS13:* Housing delivery

What does the DMP do?

4.4.3 To deliver the vision and objectives of the Core Strategy with regard to potential development sites, the following DMP objective is proposed:

DMP objectives	
PS3	Allocate sites for development across the borough consistent with the Core Strategy and sustainability principles

Objective PS2: Allocate sites for development across the borough consistent with the Core Strategy and sustainability principles

4.4.5 Core Strategy

Policy CS6: Allocation of land for development:

1. Development sites will be allocated in the DMP, taking account of sustainability considerations including environmental and amenity value, localised constraints and opportunities, the need to secure appropriate infrastructure/service provision, and policies within the Core Strategy.
2. The Council will give priority to the allocation and delivery of land for development in sustainable locations in the urban area...
3. The Council will also allocate land beyond the current urban area for sustainable urban extensions, based on an assessment of potential within the following broad areas of search (in order of priority):
 - a. Countryside beyond the Green Belt adjoining the urban area of Horley
 - b. East of Redhill and East of Merstham
 - c. South and South West of Reigate.

Policy CS13: Housing delivery:

1. The Council will plan for delivery of at least 6,900 homes between 2012 and 2027, equating to an annual average provision of 460 homes per year.
2. Housing will be delivered as follows:
 - a. At least 5,800 homes within existing urban areas
 - b. The remainder to be provided in sustainable urban extensions in the locations set out in policy CS6
3. The Council will identify and allocate in the DMP the necessary sites to deliver these homes in accordance with the policies in the Core Strategy
4. Sites for sustainable urban extensions within the broad areas of search set out in policy CS6 will be released when such action is necessary to maintain a five year supply of specific deliverable sites (based on the residual annual housing requirement).
5. The phasing of sustainable extension sites will be set out in the DMP and will take account of strategic infrastructure requirements.

Policy CS8 (as summarised by Box 7):

	Area 1: The North Downs	Area 2a: Redhill	Area 2b: Reigate	Area 3: The Low Weald	Borough total
Housing	At least 930 homes to be delivered within the urban area	At least 2,130 homes to be delivered within the urban area	At least 280 homes to be delivered within the urban area	At least 2,440 homes to be delivered within the urban area, including through the Horley sectors	At least 6,900
	At least 815 homes to be delivered through windfalls and other urban broad locations				
		Up to 500-700 through sustainable urban extensions	Up to 500-700 through sustainable urban extensions	Up to 200 homes through small scale sustainable urban extensions	

	Area 1: The North Downs	Area 2a: Redhill	Area 2b: Reigate	Area 3: The Low Weald	Borough total
Employment (subject to regular monitoring of demand levels)	Approx. 2,000sqm. Predominantly through reuse and intensification of existing employment land.	Approx. 20,000sqm including approximately 7,000sqm in Redhill Town Centre. Predominantly through reuse and intensification of existing employment land, including office based jobs provided through redevelopment of key sites in Redhill Town Centre.		Approx. 24,000sqm. Predominantly through reuse and intensification of existing employment land.	Approx. 46,000 sqm.
Retail (subject to regular monitoring of demand levels)	Banstead Village Centre: At least 1,300sqm comparison and 1,200sqm convenience	Comparison: at least 15,480sqm (Redhill town centre) Convenience (across Area 2a and 2b): at least 7,020sqm (the majority in Redhill town centre and a limited amount in Reigate town centre)		Comparison: at least 3,870sqm Convenience: at least 2,340sqm	At least 25,800 sqm comparison floor space and at least 11,700 sqm convenience floor space

4.4.5 The DMP allocates sites for a range of types of development across all areas, consistent with the overall spatial strategy as set out in the Core Strategy. These will comprise:

- Town Centre site allocations
- Urban site allocations
- Opportunity Sites
- Sustainable Urban Extension Sites
- Site for Strategic Employment Provision

4.4.6 The DMP does not include, as site allocations or opportunity sites, sites that already have planning permission prior to adoption of the DMP, as it is not considered necessary once the principle of development has been established. These, however, will continue to be identified in the HELAA, the Brownfield register where relevant and are included in the housing trajectory⁶.

Town Centre site allocations

4.4.7 Site allocations have been identified in Banstead Village, Redhill, Reigate, and Horley town centres for redevelopment or intensification over the plan period (to 2027).

4.4.8 With regard to Redhill, the majority of the Redhill town centre sites have previously been identified as having development potential through the Council's draft Redhill Town Centre Area Action Plan. The DMP carries forward the majority of identified Redhill Town Centre Area Action Plan (Draft 2012) sites but with modifications that reflect subsequent changes in the economic environment and anticipated development potential.

⁶ Unless clear information has come to light to suggest that sites are not available/achievable, in line with the approach taken in the HELAA

Urban site allocations

4.4.9 The Core Strategy prioritises development within the current urban areas and in preparing this consultation document the Council has investigated urban sites. The urban sites allocated in this document are those which are of a larger scale, would necessitate a change of use; and/or raise other potentially controversial planning issues. It is not intended that smaller potential sites, currently in residential use, will be allocated through the DMP.

Opportunity Sites

4.4.10 The Core Strategy prioritises development within the current urban areas and in preparing this consultation document the Council has investigated urban sites. However, these should only be allocated as site allocations if they are known to be deliverable. Opportunity sites are sites where availability is unknown or uncertain; however the site has been identified as having some potential for comprehensive development and so would be encouraged to come forward for development. **Note:** These sites are not included in the DMP housing trajectory (Annex 7).

Sustainable Urban Extension Sites

- 4.4.11 The Core Strategy defines an area of search for urban extensions around:
- East Redhill and East Merstham. It identifies that there may be the potential for up to 500-700 new homes on land that is currently designated as Green Belt in these areas.
 - South / South West Reigate. It identifies that there may be the potential for up to 500-700 new homes on land that is currently designated as Green Belt in these areas.
 - Horley. It identifies that there may be the potential for up to 200 new homes on land that is currently designated as the 'Rural Surrounds of Horley'.
 - No areas of search for urban extensions were identified in the Core Strategy in Area 1 (the North Downs).
- 4.4.12 The first stage in identifying potential site options for urban extensions was to convert the Core Strategy area of search into a long-list of distinct land parcels.
- 4.4.13 These land parcels were then subject to a planning assessment, including consideration of constraints (such as landscape, nature conservation, flooding, heritage, access, current use, and accessibility), and a review of the extent to which the parcels perform a Green Belt purpose (as defined by national policy). The results of this planning assessment are provided in the Sustainable Urban Extensions (Stage 2) Site Specific Technical Report and the Green Belt Review.
- 4.4.14 This process allowed sites that either demonstrated considerable constraints to development or performed an important Green Belt purpose to be sieved out, to reach a shortlist of sites.
- 4.4.15 From this shortlist the Council are allocating some Sustainable Urban Extension sites for development:
- Reserve Urban Extension sites will be taken out of the Green Belt, and included within the urban area
 - A policy for each site has been prepared, confirming the amount and type of development that would be acceptable on the site, and any design and mitigation measures required to make the development acceptable
 - A policy (Policy MLS1) is also included setting out the trigger points for development of sites (consistent with the Core Strategy, which links their development to when the Council cannot demonstrate a five year supply of housing sites) and a system of prioritisation and phasing.

- 4.4.16 The Core Strategy makes it clear that allocated urban extension sites will not be released for development until such time as that is necessary to maintain a five year supply of housing sites. The Managing Land Supply section of this document provides more information about proposals for the release of allocated urban extension sites.
- 4.4.17 The Department for Communities and Local Government requires local planning authorities to prepare a register of previously developed sites within the borough which are capable of being redeveloped or converted to provide housing-led development. This Brownfield register has to be published by the 31 December 2017 and then updated annually.
- 4.4.18 The Brownfield Register is in two parts. Part 2 is optional and the Council have only decided to produce part 1.
- Part 1: is for sites categorised as previously developed land which are suitable, available and achievable for residential development
 - Part 2: allows local planning authorities to select sites from part one and grant Permission in Principle for housing-led development. Permission in Principle establishes the fundamental principles of development in terms of the use, location and amount of development. Planning permission is however not granted until Technical Details consent is applied for and approved by Reigate & Banstead Borough Council.

