

Public Document Pack



SUPPLEMENTARY AGENDA 1

Dear Councillor

PLANNING AND LICENSING COMMITTEE - TUESDAY, 24TH JANUARY, 2017

I am now able to enclose, for consideration at next Tuesday, 24th January, 2017 meeting of the Planning and Licensing Committee, the following reports that were unavailable when the agenda was printed.

Agenda No	Item
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- | | |
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| 9. | <u>Brentwood Monitoring Report: Employment and Retail</u> (Pages 3 - 28) |
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Yours sincerely



Head of Paid Service

Encs

24 January 2017

Planning and Licensing Committee

Brentwood Monitoring Report: Employment and Retail

Report of: *Phil Drane – Planning Policy Team Leader*

Wards Affected: *All Wards*

This report is: *Public*

1. Executive Summary

- 1.1. The Council regularly monitors how planning policies are being implemented in regards to the decision-taking process, as well as progress on the plan-making process for preparation of documents set out in the Local Development Scheme.
- 1.2. As agreed at Planning and Licensing Committee on 1 December 2015, as soon as monitoring data becomes available the information is collated for publication into a series of monitoring updates, each reporting on different monitoring issues, which together form the Council's Authority Monitoring Reports (AMR). For clarity these have been branded "Brentwood Monitoring Reports" to be consistent with the emerging Brentwood Local Development Plan (LDP) and other supporting documents.
- 1.3. An AMR on employment and retail, for the period 1 April 2015 to 31 March 2016 has been prepared for publication.

2. Recommendation

- 2.1 To approve publication of the Brentwood Monitoring Report Employment and Retail 2015/16, as set out in Appendix A.**

3. Introduction and Background

- 3.1 The Localism Act 2011 and 2012 Regulations set out changes to the Council's monitoring responsibilities, giving local planning authorities more

flexibility as to how and when they prepare their monitoring reports. As agreed at Planning and Licensing Committee on the 1 December 2015 and in accordance with the Council's commitment to sharing public data, available monitoring data on specific themes will be published as soon as possible.

- 3.2 This report provides an overview of the monitoring update on Employment and Retail for financial year 2015/16.
- 3.3 The indicators used to monitor the Replacement Local Plan (2005) are in the process of being updated as the Council prepares a new Local Development Plan for the Borough. Once adopted the new Plan will establish targets and indicators that will be used to monitor the effectiveness of its policies over time.
- 3.4 Prior to the adoption of the new Plan, this Employment and Retail report provides an update of key non-residential indicators and detailed information on employment and retail floorspace completions in the Borough.

4. Issues, Options and Analysis of Options

- 4.1 The full monitoring report for Employment and Retail 2015/16 is set out in Appendix A. Key findings include:
 - a) Future availability of employment floorspace: In 2015/16 the Borough saw a net increase of 2,461 sqm of floorspace completed for employment uses. Planning applications that are permitted yet unfinished or unimplemented at 31 March 2016 will provide a further 8,364 sqm (net) of employment floorspace available for future development. However, there will be a net loss of overall employment floorspace when all permissions are implemented, resulting in a total net loss of 7,185 sqm of floorspace. This is in part due to the national change in development rights for employment and retail floorspace to residential.
 - b) Retail and leisure survey: A survey of existing provision in the Borough's main centres reveals that the proportion of vacant shop units is lower than the national average.
 - c) Retail and leisure completions: There was a total net increase of 1,928 sqm of combined retail and leisure completions for the monitoring year 2015/16. A decrease in retail shops and offices in

favour of food and drink venues and financial services, such as estate agents, is observed.

- d) Retail, financial and leisure outstanding permissions: There is a potential for future gains in retail floorspace in Brentwood High Street through the completion of mixed use developments at 35 High Street (14/01261/FUL) and 73 High Street (15/01284/FUL). Elsewhere across the Borough, a potential net loss in retail and leisure is likely to take place and will continue to be monitored.

4.2 The Government has instructed local authorities to take a proactive stance to publishing information, making sure that it is easy to find and understand. Guidance states that data must be published without restriction. Public data should be released in an "open format" that is reusable, available to everyone to be exploited for social and/or commercial purposes.

4.3 To this end the Council has committed to the DataShare service, available to view on our website under "Open Data". This service makes it easier for everyone to access and inspect data, and simpler for those who need to use data in their applications, websites and widgets.

4.4 Planning and related data published as part of the AMR is included for viewing on DataShare. This supports the Council's commitment to transparency, involvement and innovation, making public data (that is not sensitive or personal) freely available to view and download in a variety of formats. The Council's DataShare site can be accessed at opendata.brentwood.gov.uk

5. Reasons for Recommendation

5.1 It is important that the Council publishes monitoring information in order to share performance and achievements with the local community as information becomes available. It also meets the monitoring requirements set out in the NPPF and Town and Country Planning Regulations 2012, as amended by the Localism Act 2011.

5.2 In addition to publishing monitoring information in usual formats, such as a PDF document on the Planning pages of the Council's website, use of the DataShare site will help meet the Council's commitment to being open and transparent. AMR data will be freely available to view and download in a variety of formats.

6. Consultation

- 6.1 AMRs are not subject to public consultation; they report factual data published for the purposes of openness and transparency. Documents that the reports monitor will be available for public consultation (i.e. Local Development Plan, Community Infrastructure Levy, and Neighbourhood Plans), as well as planning applications that have statutory consultation periods applied.

7. References to Vision for Brentwood 2016-19

- 7.1 AMRs monitor the performance of planning policies, including those in the existing development plan and emerging Brentwood LDP, preparation of which is an identified priority in the Council's Corporate Plan (2015) Vision for Brentwood 2016-19 (Planning & Licensing).

8. Implications

Financial Implications

Name/Title: Ramesh Prashar, Financial Services Manager

Tel/Email: 01277 312513/ramesh.prashar@brentwood.gov.uk

- 8.1 The cost of monitoring data, both as part of preparing a new Local Development Plan for the Borough and the statutory requirements of regularly publishing information, has been accounted for within the Planning Policy budget.

Legal Implications

Name/Title: Daniel Toohey, Head of Legal Services and Monitoring Officer

Tel/Email: 01277 312860 /daniel.toohey@bdtlegal.org.uk

- 8.2 The requirement to regularly publish monitoring data related to Local Development Plan progress and policy implementation is set out in the Localism Act 2011 (Section 113) and Town and Country Planning Regulations 2012 (Regulation 34).

9. Background Papers

None

10. Appendices to this report

Appendix A: Brentwood Monitoring Report, Employment and Retail 2015/16

Report Author Contact Details:

Name: Thom Hoang, Assistant Policy Planner
Telephone: 01277 72530
E-mail: thom.hoang@brentwood.gov.uk

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BRENTWOOD MONITORING REPORT

EMPLOYMENT & RETAIL



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Brentwood Borough Council

Planning Policy Team

Town Hall, Ingrave Road, Brentwood, Essex, CM15 8AY

www.brentwood.gov.uk/localplan

email: planning.policy@brentwood.gov.uk

telephone: 01277 312 500

Please contact us to obtain a copy of this information in an alternative format.



The Council is committed to being open and transparent. Government guidance states that data must be published without restriction. Public data should be released in an “open format” that is reusable, available to everyone to be exploited for social and/or commercial purposes. DataShare is being developed as a way to make accessing and inspecting data easier for everyone; as well as simpler for developers wishing to use the data in their applications, web sites and widgets. Data from Authority Monitoring Reports is also available in accessible formats on the Council’s DataShare site. Brentwood’s DataShare can be found at opendata.brentwood.gov.uk

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INTRODUCTION

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1. The introduction of the Localism Act (2011) and updates to the Town and Country Planning Regulations 2012 removed the requirement for local authorities to send an Annual Monitoring Report to the Secretary of State. However, the act retains the overall duty to monitor the implementation of the Local Development Scheme and the extent to which policy targets are being achieved in the Local Plan.
2. The Act allowed for more flexibility when monitoring and amended the name Annual Monitoring Report to "Authorities Monitoring Reports", reflecting the fact that information can be published as and when it becomes available.
3. Indicators used to monitor the Local Plan are in the process of being updated as the Council prepares a new Local Development Plan for the Borough. Once adopted the new Plan will establish targets and indicators that will be used to monitor the effectiveness of policies over time.
4. Prior to the adoption of the new Plan this report provides an update on separate themes, all with accompanying data available in multiple formats to view or download through the Council's DataShare.
5. Publishing information online in accessible formats meets the Council's commitment to sharing public data in an "open format" that is reusable and available to everyone for social and/or commercial purposes. Available data on specific themes will be published as soon as possible in order to share information on the performance and achievements of the planning service with the local community.
6. This monitoring report, for themes related to employment and retail development, is for the period 1 April 2015 to 31 March 2016. Published in January 2017, data available after March 2016 is included where appropriate.

EMPLOYMENT LAND & FLOORSPACE

Undeveloped Employment Allocations

7. The future availability of employment land within the Borough is an issue being considered in the emerging Brentwood Local Development Plan (LDP). Undeveloped employment land allocations are identified in the adopted Brentwood Replacement Local Plan (2005). The status of these sites at March 2016 is as follows:

- **Land adjacent to the Council Highways Depot, Warley (approximately 0.65 hectares):**
This land, together with the adjacent Highways Depot and car parking areas (total area of 1,710 sqm), was granted outline planning permission in May 2004 for a mixed B1(a), B1(b) and Highways Depot development (04/00003/BBC), which has now expired. More recently, proposals for an enclosed dry recycling facility were approved

on the main site (16/01411/FUL). However, the undeveloped area of the allocated employment land remains. The Council is considering future use of the site through the LDP.

- **Hallsford Bridge Industrial Estate extension land, Stondon Massey (approximately 0.58 hectares):**
Vacant employment land adjacent to the industrial estate. The land was owned by the Council but sold in August 2016.
- **Childerditch Industrial Park (approximately 0.59 hectares):**
Previously vacant land within the area allocated partly for employment buildings and partly for open storage. Development on this site was completed as of March 2016. A small extension to the existing employment land is being proposed as detailed in the Draft Local Plan (2016).

- **West Horndon Industrial Estate** (approximately **1.05 hectares**): The land was part of a larger area of some 10 hectares granted outline permission in 1989, but has remained largely undeveloped, although partly used for open storage of motor vehicles. The Draft Local Plan (2016) proposed development of the wider industrial estate sites in West Horndon for residential-led mixed use. This would involve the loss of the majority of employment floorspace.

8. These allocations total **2.87 hectares**; with the completion of land at Childerditch Industrial Park, the remaining allocated but undeveloped land total **2.28 hectares** as of March 2016. However, if land was redeveloped as proposed in the Draft Local Plan (2016) this would be further reduced.

Future employment needs

9. As part of the plan making process, national policy requires the Council to determine its own locally-derived employment needs. A range of economic evidence has informed employment land and job growth need, such as the Brentwood Economic Futures report (2014). Proposed job growth is also informed by the Borough's objectively assessed housing need. This work points towards a figure of approximately 5,000 additional jobs to be provided in the Borough over the period 2013 to 2033.
10. The Draft Local Plan (2016) aimed to focus economic growth in sustainable locations such as Brentwood and Shenfield, as well as new employment land near to the strategic highway network at Ingatestone south of the A12 junction, brownfield land at M25 junction 29, and at the eastern end



FIGURE 1: Employment land need, January 2016 (source: Draft Local Plan, 2016)

of the A127 as part of the Dunton Hills Garden Village proposal. These proposed land allocations total 32.81 hectares of new employment land.

11. The Plan also proposes the loss of some existing employment land for mixed-use redevelopment, such as areas in central locations, like Wates Way industrial estate in Brentwood and West Horndon industrial estates.

Employment Floorspace Monitoring

12. In monitoring employment floorspace, this section contains the following land use and site thresholds:
 - Industrial and Warehouse uses: Use Classes B1-B8 of 100 sqm or more involving a gain or loss
 - Offices: Use Class B1(a) of 250 sqm or more involving a gain or loss
13. As set out in Table 1, there was a loss of 492 sqm of office floorspace to residential use as a result of completion of the following development:
 - Craven Gate, Lorne Road, Warley (15/00400/PNJ56): Change of use of office space (use class B1a) to eight residential flats (C3)

14. At the same time, 2,953 sqm of B1 (b,c) use was completed, although not on previously developed land (PDL), as a result of the following development on agricultural land:
 - Arnolds Farm, Arnolds Farm Lane, Mountnessing (14/00121/FUL): Change of use of a grain store to light industrial use (B1)

- Arnolds Farm, Arnolds Farm Lane, Mountnessing (14/00121/FUL): Change of use of a grain store to light industrial use (B1)

15. As a result the Borough saw a net increase of 2,461sqm of employment floorspace during 2015/16.

16. Work on some permitted sites for business and employment development (use class B1, B2, B8) was not completed, resulting in 8,364 sqm of extant planning permissions as of March 2016. Details of these sites are as follows:

- 38 Ingrave Road, Brentwood (13/01274/FUL): Change of use from healthcare facility (use class D1) to office (B1a)
- Brunel House (formerly known as NV Tools), St James Road, Brentwood (14/00017/FUL): Variation of condition 10 of 05/0989/FUL for 81 flats (now built) and six storey office (B1a) buildings to be built within three years from the date of the new permission. Given recent applications for different uses on site, this will continue to be monitored.

- LCC House, 63 Tallon Road, Hutton (15/00442/FUL): Addition of storey to existing 2 storey office building (B1a)
 - Former Danish Bacon Premises, 14 Tallon Road, Hutton (08/00941/FUL): Erection of two 2-storey buildings containing 16 self contained units of mixed B1, B2 or B8 uses, associated car parking, refuse and recycling facilities
 - Gander Hall Farm, Chelmsford Road, Blackmore (12/01206/FUL): Change of use and alterations of three former agricultural buildings to two offices (B1a) and general industrial (B2)
 - Charles H Allen Vehicle storage Compound, Childerditch Hall Drive, Little Warley (14/00893/FUL): Reconstruction of a storage and distribution warehouse
17. However, due in part to permitted development changes of use from employment and office, there will be a net loss of overall employment floorspace when permissions are implemented. This would result in a total net loss of 7,185 sqm of employment floorspace, as set out in Table 2.
18. More details from the data included in this AMR can be found on the Council's DataShare website.

Use class	Floorspace Completions	Floorspace Loss	Net Floorspace	Gross Floorspace PDL	% Gross Floorspace PDL
B1(a)	0	492	-492	-	-
B1(b,c)	2,953	0	+2,953	0	0%
B2	0	0	0	-	-
B8	0	0	0	-	-
Mixed B1/B2/B8	0	0	0	-	-
Total	2,953	492	+2,461	0	0%

TABLE 1: Employment floorspace completions 2015/16 (sqm)

Use class	Extant permissions*	Potential Floorspace Loss**	Net Floorspace
B1(a)	3,871	11,820	-7,949
B1(b,c)	0	0	0
B2	0	302	-302
B8	460	1,580	-1,120
Mixed B1/B2/B8	4,033	1,847	2,186
Total	8,364	15,549	-7,185

*: includes permitted development sites for employment and business, on which work has not started, or is still under construction as of March 2016

** : includes permitted change of use from employment and business, on which work has not started, or is still under construction as of March 2016

TABLE 2: Employment floorspace extant permissions, March 2016 (sqm)

RETAIL & LEISURE IN MAIN CENTRES

Brentwood Borough's Main Centres and Shopping

19. Brentwood is surrounded by four major sub-regional centres within a 20 minute drive – Romford, Basildon, Chelmsford and Lakeside. There is also easy access to other facilities in Central London, Westfield Stratford City, and Bluewater in Kent. These are able to offer greater range, choice and quality of shopping and leisure facilities to that in Brentwood. With this in mind, it is important that local centres offer something unique as well as services for their local communities.
20. The Borough's main shopping area is Brentwood Town Centre, centred on the High Street. There are also important local centres at Shenfield Hutton Road, Ingatestone High Street, and Warley Hill around Brentwood railway station. There are many smaller parades and individual shops serving local residential areas and villages. Each has an important role to play in providing essential local services.
21. The Brentwood Replacement Local Plan (2005) defines prime shopping frontages within Brentwood Town Centre (Policy TC7) and parades/blocks within Shenfield, Ingatestone and Warley Hill (Policy S4).
22. Draft Policy 8.7 in the Brentwood Draft Local Plan (2016) proposes the Borough's Primary Shopping Areas as:
 - Brentwood Town Centre (including Warley Hill)
 - Shenfield, Hutton Road
 - Ingatestone High Street
23. In addition to the existing network of local shopping and leisure provision, the Draft Local Plan also identifies new retail allocations as part of redevelopment opportunities on strategic sites identified in Brentwood Town Centre, and as part of mixed-use development at Dunton Hills Garden Village and West Horndon, as set out in Table 3.

Site	Area	Note
William Hunter Way	1.3 ha	Strategic sites to provide retail-led mixed use redevelopment for Brentwood Town Centre.
The Baytree Centre	1.3 ha	
Dunton Hills Garden Village	tbc	Provision of retail to meet local needs as part of mixed-use development (strategic allocation). Amount of retail to be confirmed through Masterplan work.
West Horndon	tbc	Redevelopment of existing industrial estates to include retail uses as part of a new village centre. Amount of retail to be confirmed.

TABLE 3: Proposed future retail provision, January 2016 (source: Draft Local Plan)

Audit of Main Centres

24. In July 2016, the Council conducted a survey of existing provision in the Borough’s main centres. Findings are set out in Table 4 and Figures 2 to 5. Uses are defined nationally in the Use Class Order as:

- **A1 Shops:** Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices (but not sorting offices), pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafés
- **A2 Financial and professional services:** Financial services such as banks and building societies, professional services (other than health and medical services) and including estate and employment agencies. It does not include betting offices

or pay day loan shops - these are now classed as “sui generis” uses

- **A3 Restaurants and cafés:** Premises for the sale of food and drink for consumption on the premises
- **A4 Drinking establishments:** Public houses, wine bars or other drinking establishments (but not night clubs)
- **A5 Hot food takeaways:** Premises or sale of hot food for consumption off the premises
- **D1 Non-residential institutions:** Clinics, health centres, creches, day nurseries, schools, non-residential education and training centres, museums, public libraries, public halls, exhibition halls, places of worship, law courts
- **D2 Assembly and leisure:** Cinemas, concert halls, bingo halls, dance halls, swimming

baths, skating rinks, gymnasiums, other areas for indoor and outdoor sports or recreations not involving motorised vehicles or firearms

- **Sui Generis:** Certain uses which do not fall within the specified use classes above. Such uses include theatres, large house in multiple occupations (more than 6 people sharing), hostels, petrol filling stations, shops selling and/or displaying motor vehicles, scrap yards, retail warehouse clubs, nightclubs, launderettes, taxi or vehicle hire businesses, amusement centres, casinos, funfairs, waste disposal installations, betting office, pay day loan shop

25. As of July 2016, the proportion of vacant shop units within the four main centres is set out below:
 - Brentwood: 6.5% (21 of 323 shops)
 - Warley Hill: 1.3% (1 of 60 shops)
 - Shenfield: 1.3% (1 of 76 shops)
 - Ingatestone: 7.2% (5 of 69 shops)
26. All are significantly lower than national average of Town Centre's vacancy rate at 9.1% reported in October 2015 and 8.7% in January 2016 (BRC/Springboard Footfall and Vacancies Monitor, 2016).
27. Figures 2 to 5 visually set out the diversity of uses in the Borough's main centres. All the centres provide a reasonable range of shops and facilities.

Use class Centre	A1	A2	A3	A4	A5	D1	D2	Sui Generis	Vacant	Total
Brentwood Town Centre	179	32	38	10	11	26	1	5	21	323
Warley Hill	36	5	7	3	5	3	0	0	1	60
Shenfield	36	17	4	1	5	11	0	1	1	76
Ingatestone	38	10	5	2	1	7	0	1	5	69

TABLE 4: Ground floor uses in main centres, July 2016



This area is included in Warley Hill area survey

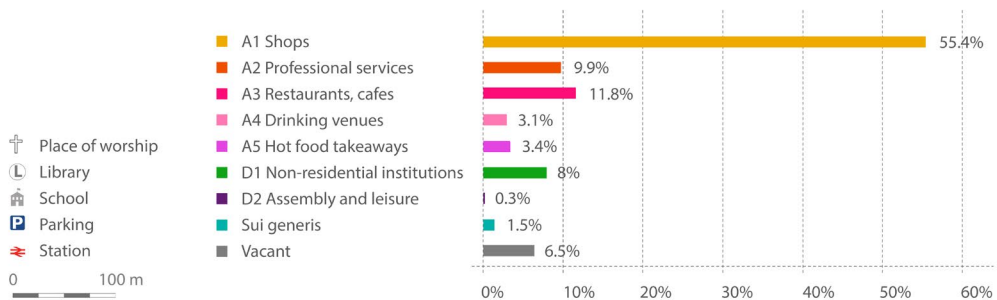


FIGURE 2: Diversity of use in Brentwood Town Centre, July 2016

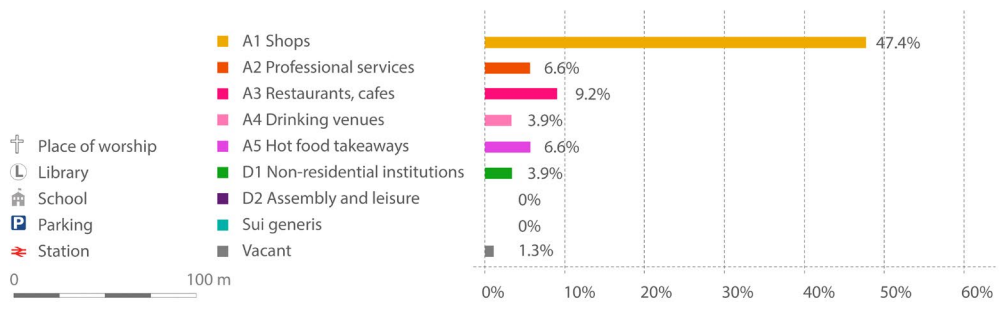
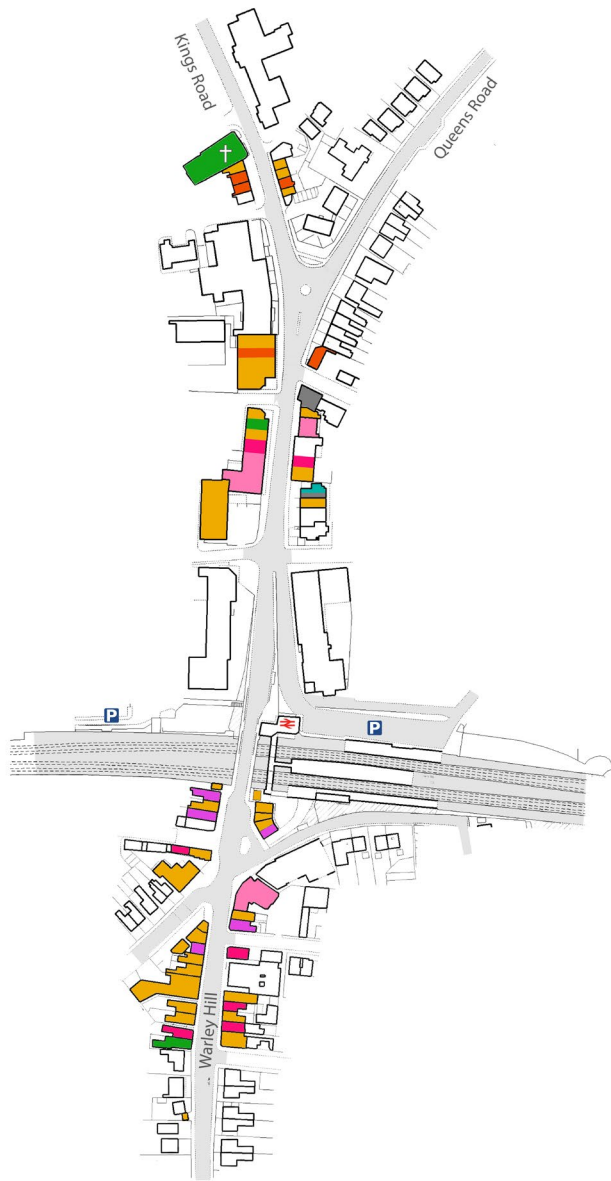


FIGURE 3: Diversity of use in Warley Hill, July 2016



FIGURE 4: Diversity of use in Shenfield, July 2016



Ingatestone Station

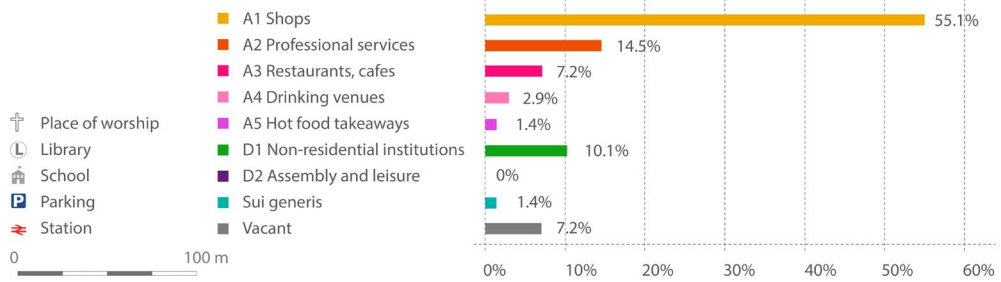


FIGURE 5: Diversity of use in Ingatestone, July 2016

28. As seen in all four areas, around half of the provision caters for A1 services; however food and drink venues (class A3, A4) accounts for a larger share in Brentwood High Street and Warley Hill area than the remaining two areas.

Change in Floorspace Provision

29. It is important to monitor new floorspace for retail and leisure uses, including financial services such as banks and building societies, estate agents; these are not to be overlapped with office use (B1(a)) monitored in the previous chapter of this report.

30. The following land use and site thresholds have been applied:

- Retail and related uses: Use Class A1, A2, A3, A4 of 250 sqm or more and A5 of 150 sqm or more involving a gain or loss
- Recreation and Leisure: Use Class D2 of 1,000 sq m or more involving gain or loss

31. Table 5 shows there was a total net increase of 1,928 sqm of retail and leisure completions in 2015/16 (any development below monitoring thresholds was not recorded).

32. A decrease in retail shops in favour of professional services and food

and drink venues is observed: there was a net loss in use class A1 whereas net gains were achieved for class A2, A3 and A5.

33. Losses of A1 use is the result of completion of the following change of use:

- 9 - 11 High Street, Brentwood (15/00376/FUL): Change of use of ground floor and basement from retail (use class A1) to restaurant (A3)
- 198 - 202 Rayleigh Road, Hutton (15/00788/FUL): Change of use from retail (A1) to hot food takeaway (A5)

34. Table 5 also shows a significant completion of recreation and leisure development (use class D2). It is noted that a large part of this was from a retrospective planning application (15/01584/FUL), which resulted in the approval of the use of 1,268 sqm upper floor of Unit 17/18 Baytree Centre, Brentwood as a Health and Fitness Club.

35. Table 6 shows a potential for future gains in retail floorspace in Brentwood High Street through the completion of mixed use development at:

- Land rear of 35 High Street, Brentwood (Culyers Yard, William Hunter Way) (14/01261/FUL): Construction of a building accommodating retail (use class

A1) at ground floor level, 13 residential flats over the three upper floors and a pedestrian footpath link between William Hunter Way and High Street

- 73 High Street, Brentwood (15/01284/FUL): Demolition of existing building and construction of a four storey mixed use development with two A1/A3 units at ground floor and 18 residential units

36. Elsewhere across the Borough, a total net loss of 829 sqm in retail and leisure floorspace is likely to take place, as a result of the following permitted residential development:

- Bentley Vehicle Supplies, St Annes Road, Mountnessing (14/00991/FUL): Demolition of existing car sales, workshops and office buildings and construction of one dwelling

- The Brentwood Training Centre, Essex Way, Warley (15/01379/FUL): Demolition of the existing building and construction of 50 residential dwellings
- The Crown and 67 High Street, Ingatestone (15/00851/FUL): Change of use of the host Listed Building to create three residential units
- 309 - 311 Roman Road, Mountnessing (15/00956/FUL): Demolition of existing buildings and construction of six 2-bedroom flats.

	A1	A2	A3	A4	A5	D2	Total
Floorspace Completions	0	445	388	0	163.5	1,483	2,479.5
Floorspace Loss	551.5	0	0	0	0	0	551.5
Net	-551.5	445	388	0	163.5	1,483	+ 1,928

TABLE 5: Retail and leisure floorspace completions 2015/16 (sqm)

	A1	A2	A3	A4	A5	D2	Total
Extant Floorspace *	727	0	0	0	0	0	727
Potential Loss**	274	0	270	173	0	839	1,556
Net	+453	0	-270	-173	0	-839	- 829

*: includes permitted development sites for retail and leisure, on which work has not started, or is still under construction as of March 2016

** : includes permitted change of use from retail and leisure to other uses, on which work has not started, or is still under construction as of March 2016

TABLE 6: Retail and leisure floorspace extant permissions, March 2016 (sqm)

website: www.brentwood.gov.uk
email: planning.policy@brentwood.gov.uk
telephone: 01277 312 500

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Planning Policy Team, Town Hall, Ingrave Road, Brentwood, Essex CM15 8AY

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