



# Agenda

## Policy, Resources & Economic Development Committee

Monday, 3 October 2022 at 7.00 pm

Council Chamber, Town Hall, Ingrave Road, Brentwood CM15 8AY

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### Membership (Quorum – 3 )

Cllrs Hossack (Chair), Poppy (Vice-Chair), Kendall, Lewis, Mynott, Naylor, Mrs Pearson, Russell and White

### Substitute Members

Cllrs Aspinell, Fryd, Gelderbloem, McLaren and Parker

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### Agenda

Item	Item	Wards(s) Affected	Page No
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### Live broadcast

[Live broadcast to start at 7pm and available for repeat viewing.](#)

- |    |                                 |           |         |
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| 1. | Apologies for absence           |           |         |
| 2. | Minutes of the previous meeting |           | 7 - 16  |
| 3. | Chairs Update                   |           | 17 - 18 |
| 4. | Cost of Living Crisis           | All Wards | 19 - 22 |
| 5. | Community Engagement Officer    | All Wards | 23 - 30 |

6.	<b>Draft Car Parking Strategy</b> To follow	All Wards	
7.	<b>Business Improvement District for Brentwood, Shenfield and Ingatestone</b>	All Wards	31 - 74
8.	<b>Brentwood Local Heritage List</b>	All Wards	75 - 84
9.	<b>Ingatestone and Fryerning Neighbourhood Plan (2020-2033) – Update</b>	Ingatestone, Fryerning and Mountnessing	85 - 192
10.	<b>Dunton Hills Garden Village Legacy and Stewardship</b>	Herongate, Ingrave and West Horndon	193 - 214
11.	<b>Community Infrastructure Levy Draft Charging Schedule Consultation</b>	All Wards	215 - 260
12.	<b>Budget Monitoring Update</b>		261 - 304
13.	<b>Seven Arches Investments Limited Quarterly report</b> The appendices to this report are not available to the press or public.	All Wards	305 - 310
14.	<b>Urgent Business</b>		



Jonathan Stephenson  
Chief Executive

Town Hall  
Brentwood, Essex  
23.09.2022



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### Information for Members

#### Substitutes

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The names of substitutes shall be announced at the start of the meeting by the Chair and the substitution shall cease at the end of the meeting.

Where substitution is permitted, substitutes for quasi judicial/regulatory committees must be drawn from Members who have received training in quasi- judicial/regulatory decision making. If a casual vacancy occurs on a quasi judicial/regulatory committee it will not be filled until the nominated member has been trained.

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#### Rights to Attend and Speak

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Any Members may attend any Committee to which these procedure rules apply.

A Member who is not a member of the Committee may speak at the meeting. The Member may speak at the Chair's discretion, it being the expectation that a Member will be allowed to speak on a ward matter.

Members requiring further information, or with specific questions, are asked to raise these with the appropriate officer at least two working days before the meeting.

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#### Point of Order/ Personal explanation/ Point of Information

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##### Point of Order

A member may raise a point of order at any time. The Mayor will hear them immediately. A point of order may only relate to an alleged breach of these Procedure Rules or the law. The Member must indicate the rule or law and the way in which they consider it has been broken. The ruling of the Mayor on the point of order will be final.

##### Personal Explanation

A member may make a personal explanation at any time. A personal explanation must relate to some material part of an earlier speech by the member which may appear to have been misunderstood in the present debate, or outside of the meeting. The ruling of the Mayor on the admissibility of a personal explanation will be final.

##### Point of Information or clarification

A point of information or clarification must relate to the matter being debated. If a Member wishes to raise a point of information, he/she must first seek the permission of the Mayor. The Member must specify the nature of the information he/she wishes to provide and its importance to the current debate. If the Mayor gives his/her permission, the Member will give the additional information succinctly. Points of Information or clarification should be used in exceptional circumstances and should not be used to interrupt other speakers or to make a further speech when he/she has already spoken during the debate. The ruling of the Mayor on the admissibility of a point of information or clarification will be final.

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### Information for Members of the Public

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#### Access to Information and Meetings

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Where members of the public use a laptop, tablet device, smart phone or similar devices to make recordings, these devices must be set to 'silent' mode to avoid interrupting proceedings of the council or committee.

If you wish to record the proceedings of a meeting and have any special requirements or are intending to bring in large equipment then please contact the Communications Team before the meeting.

The use of flash photography or additional lighting may be allowed provided it has been discussed prior to the meeting and agreement reached to ensure that it will not disrupt proceedings.

The Chair of the meeting may terminate or suspend filming, photography, recording and use of social media if any of

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these activities, in their opinion, are disrupting proceedings at the meeting.

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 **Private Session**

Occasionally meetings will need to discuss some of its business in private. This can only happen on a limited range of issues, which are set by law. When a Committee does so, you will be asked to leave the meeting.

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 **Evacuation Procedures**

Evacuate the building using the nearest available exit and congregate at the assembly point in the Car Park.

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## Minutes

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### Policy, Resources & Economic Development Committee Wednesday, 13th July, 2022

#### Attendance

Cllr Hossack (Chair)	Cllr Naylor
Cllr Poppy (Vice-Chair)	Cllr Mrs Pearson
Cllr Kendall	Cllr Russell
Cllr Lewis	Cllr White
Cllr Mynott	

#### Also Present

Cllr Gelderbloem

#### Officers Present

Phoebe Barnes	-	Corporate Manager - Finance
Phil Drane	-	Corporate Director (Planning and Economy)
Zoey Foakes	-	Governance & Member Support Officer
Amanda Julian	-	Corporate Director (Law and Governance) and Monitoring Officer
Tracey Lilley	-	Corporate Director (Housing & Community Safety)
Jonathan Quilter	-	Strategic Planning Manager
Jacqueline Mellaerts	Van	Corporate Director (Finance & Resources)
Richard Wilson	-	Commercial Consultant
Ian Winslet	-	Strategic Director

#### LIVE BROADCAST

[Live broadcast to start at 7pm and available for repeat viewing.](#)

#### 76. Apologies for absence

No apologies were received.

#### 77. Minutes of the previous meeting

The minutes of the Policy, Resources and Economic Development meeting held on 9<sup>th</sup> March 2022 were approved as a true record.

## **78. 21-22 Outturn**

This report gives a summary of the overall financial outturn position for the financial year 2021/22.

The key elements of the provisional outturn are:

### **General Fund**

- 1) The outturn for the general fund is balanced position for 2021/22 compared to a budgeted surplus set at £240k.
- 2) In March 2022 it was forecasted that the outturn position would be of a breakeven position.
- 3) Working balances remain at £2.874 million this is still within the minimum level of reserves.
- 4) General Fund earmarked reserves have increased by £1.663 million to £12.446 million. Of which £5.196 million is committed for COVID-19 mitigation, £0.617 million is committed for specific future commitments, £2.362 million is committed for service level expenditure and £4.271 million is committed for future financial mitigation.

### **Housing Revenue Account**

- 1) The outturn reflects a net underspend of £447k against the working budget of £434k.
- 2) The HRA working balance has increased significantly to £1.922 million as at the 31st March 2022.
- 3) The HRA earmarked reserves remain have increased by £100k to £2.5 million.

### **Capital**

- 1) The capital outturn was £15.390 million compared to a reported revised budget of £33.306 million.
- 2) Requested slippage of £17.532 million will be carried forward into 2022/23

### **Treasury Management**

- 1) The treasury activity and relevant prudential indicators for the year is listed in Appendix B.

The Draft Annual Financial Statements 2021/22 have been prepared and will be reported to Audit & Scrutiny Committee on 25th July 2022 to meet the Council's publication deadline by the end of July. The draft accounts are subject to an external audit process, which will later in the year. Until the audit is finalised the figures included within this report is a provisional outturn and could be subject to change. Any changes to the outturn will be reported back

to this committee once the Annual Financial Statements 2021/22 have been audited.

This item was for information only, therefore, no vote was required.

#### **79. Budget guidelines and financial forecasts**

The report sets out the proposed budget timetable and guidelines that will be followed to develop the budget for 2023/24 and the financial forecast for 2024/25 to 2026/27.

A 10-year financial forecast is included to assist Members in understanding the longerterm financial trajectory of the Council and to identify actions that can be taken to address the continuing deficit of resources over expenditure. These actions will assist Members in having to take decisions at future committees to address future deficit forecasts.

The 10 year forecast includes various static assumptions and includes the use of earmarked reserves to maintain working balances above the minimum required level until 2030/31.

This item was for information only, therefore, no vote was required.

#### **80. Energy Rebate**

The purpose of the report is to seek authority from Policy, Resources & Economic Development Committee to administer a Local Discretionary Energy Rebate scheme. As well as give information to members on the main energy rebate scheme announced by Government on 3 February 2022.

After a full discussion, Cllr Hossack **MOVED** and Cllr Poppy **SECONDED** the recommendation in the report. A vote was taken and it was **RESOLVED UNANIMOUSLY**.

##### **Members were asked:**

**To give delegated authority to the Corporate Director (Finance & Resources in consultation with the Chair of Policy, Resources & Economic Development to implement a Local Discretionary Energy Rebate scheme as set out in the criteria within this report.**

##### **Reason for Recommendation**

To ensure the Council has a Local Discretionary rebate scheme in place in order to distribute the allocated funding to Brentwood Residents.

#### **81. National Grid East Anglia Green Proposal**

National Grid Electricity Transmission (NGET) has recently held a non-statutory consultation regarding the East Anglia Green Energy Enablement (GREEN) project. East Anglia GREEN is a proposal to build a new high

voltage network reinforcement between Norwich, Bramford and Tilbury. This project is a Nationally Significant Infrastructure Project (NSIP).

This report provides an overview of the project and its potential impacts on Brentwood borough. A draft response had been submitted to comply with the consultation deadline and is subject to committee approval in line with the recommendation (Appendix A). The response objects to the proposed East Anglia GREEN scheme on the basis that it has not been clearly explained why an offshore route cannot be provided, direct impacts on the delivery of Dunton Hills Garden Village, and impacts on Green Belt, heritage, landscape and ecology. This is consistent with other responses from affected local authorities, including Essex County Council (Appendix B) and leaders (Appendix C).

This non-statutory consultation is the starting point for the project. There will be further statutory consultation in 2023. The council requests further ongoing engagement with National Grid on the scheme to help resolve its objections.

Members thanked Phil Drane and the team for the work undertaken and were very supportive.

Members were pleased that 13 MPs were in support including Alex Burghart MP.

After a full discussion, Cllr Hossack **MOVED** and Cllr Poppy **SECONDED** the recommendations in the report. A vote was taken and it was **RESOLVED UNANIMOUSLY**.

**Members were asked to:**

**R1. Approve the response to the East Anglia GREEN non-statutory consultation, as set out in Appendix A.**

## **82. Ingatestone and Fryerning Neighbourhood Plan (2020-2033) Update**

This report provides an update on the Ingatestone and Fryerning Neighbourhood Plan. Brentwood Borough Council has taken responsibility for the neighbourhood plan through the examination process and beyond, as required by regulations.

The council approved the designation of Ingatestone and Fryerning Parish as a Neighbourhood Plan Area in October 2017. The parish council neighbourhood planning group subsequently prepared a draft neighbourhood plan and consulted on the document before formally submitting the draft plan to Brentwood Borough Council in November 2021. The neighbourhood plan was brought to Policy, Resources and Economic Development Committee on 24 November 2021, where the committee formally accepted the draft plan, agreed to undertake required consultation, approved delegated powers to

make any modifications as determined through the examination process, and proceed to referendum.

The neighbourhood plan has since been consulted on. An independent examination of the plan was undertaken by a Planning Inspector who has concluded that the plan can proceed to referendum provided the required modifications are made (Appendix A). The required modifications have been made to the plan and the referendum process commenced on 30 June 2022 (Appendix C). The referendum will run for 28 working days and the vote held on Thursday 4 August 2022. Residents within the parish area who are eligible to vote will be able to vote on whether the plan should be approved (or 'made'). A majority vote is required for the plan to be made. If the plan is made it will then form part of the council's planning development framework and need to be considered for any planning application in the area.

Members commended Ingatestone & Fryerning Parish Council on an impressive piece of work with such a high level of detail. Members expressed that this would be a great blueprint for a neighbourhood plan for other areas.

This item was for information only, therefore, no vote was required.

**83. Brentwood Local Plan Timetable (Local Development Scheme 2022-2025)**

As part of the plan-making process a revised Local Development Scheme (LDS) (local plan timetable) has been prepared. This provides an update to the currently published version, approved in September 2019.

The timetable requires updating to reflect the review and update required to the Brentwood Local Plan 2016-2033 under Policy MG06. This sets out the need to prepare a revised local plan to accommodate objectively assessed housing needs and submit to the Secretary of State for independent examination within 28 months of adoption, which is July 2024. An update to the timetable is also required for the preparation of Community Infrastructure Levy (CIL) and Supplementary Planning Documents (SPDs).

After a full discussion, Cllr Hossack **MOVED** and Cllr Poppy **SECONDED** the recommendations in the report. A vote was taken and it was **RESOLVED**.

**Members were asked to:**

**R1. Approve the Brentwood Local Development Scheme 2022-2025, as set out in Appendix A.**

**Reasons for Recommendation**

It is necessary to have an up-to-date local plan timetable. Delivery of the plan against the published timescales is monitored by the Department for Levelling Up, Housing and Communities. The revised Local Development Scheme sets out the timetable for preparation of the Local Plan Review, as well as

supporting documents such as Community Infrastructure Levy and Supplementary Planning Documents.

#### **84. Lower Thames Crossing Local Refinement Consultation**

National Highways are inviting views on the Lower Thames Crossing, a proposed new motorway connecting Essex and Kent through a tunnel beneath the River Thames to provide additional road capacity. A Local Refinement consultation has been launched following several previous consultations. This precedes the expected submission of a Development Consent Order application for the scheme. This consultation includes several technical refinements to the project, some of which directly impact on infrastructure or land within Brentwood borough. In addition to the ongoing discussion taking place with National Highways regarding outstanding issues impacting the borough, this report sets out a proposed response to the local refinements.

Members thanked Phil Drane and the team for all the work in preparing the response letter.

After a full discussion, Cllr Hossack **MOVED** and Cllr Poppy **SECONDED** the recommendations in the report. A vote was taken and it was **RESOLVED UNANIMOUSLY**.

**Members are asked to:**

**R1. Approve the response to the Lower Thames Crossing Local Refinement Consultation, as set out in Appendix A.**

#### **Reasons for Recommendation**

It is recommended that the issues set out in Appendix A be issued in response to the Lower Thames Crossing Community Impacts Consultation. The council has engaged with National Highways on the Lower Thames Crossing project to date. It is proposed that issues raised in previous consultation responses are maintained where relevant and/or unresolved.

#### **85. UK Shared Prosperity Fund (UKSPF)**

Brentwood Borough Council has been allocated funding through the UK Shared Prosperity Fund, which can only be accessed through submission of an Investment Plan prior to the 1 August 2022 deadline.

The UK Shared Prosperity Fund (UKSPF or the Fund) is a central pillar of the UK government's ambitious Levelling Up agenda and a significant component of its support for places across the UK. It provides £2.6 billion of new funding for local investment by March 2025, with all areas of the UK receiving an allocation from the Fund via a funding formula rather than a competition. It will help places across the country deliver enhanced outcomes and recognises that even the most affluent parts of the UK contain pockets of deprivation and need support.



Cllr Hossack requested that committee members are provided with a final copy of the investment Plan once submitted.

Cllr Kendall requested that the Investment Plan include reference to support of heritage and local attractions, in particular Brentwood Museum.

After a full discussion, Cllr Hossack **MOVED** and Cllr Poppy **SECONDED** the recommendations in the report. A vote was taken and it was **RESOLVED UNANIMOUSLY**.

**Members are asked to:**

**R1. Delegate authority to the Strategic Director, in consultation with the Chair of the Policy, Resources and Economic Development Committee, to prepare and submit an Investment Plan for the UK Shared Prosperity Fund.**

## **86. Membership Constitutional Working Group**

The Council has a statutory duty to maintain an up to date Constitution, Local Government Act 2000, the Constitution must cover standing orders, delegations and code of conduct for members, it can also have local conditions and rules that reflect its own area and how to make decisions.

The Monitoring Officer (MO) has the responsibility to ensure that the Council's Constitution is up to date. To facilitate this the Council under Article 12 has convened a Constitution Working Group (CWG) which is a cross party working group that consults with the MO on changes necessary to ensure an effective and up to date Constitution is maintained by the Council.

After a full discussion, Cllr Hossack **MOVED** and Cllr Poppy **SECONDED** the recommendations in the report. A vote was taken and it was **RESOLVED**.

**Members are asked to:**

**R1. Agree the nominations for the Constitutional Working Group set out in paragraph 9 for the next municipal year.**

### **Reasons for Recommendation**

The Council has a statutory duty to have a written Constitution which sets out how the Council will operate and make decisions. The Constitution must be kept up to date and must be published.

The principle of proportionality is key to making decisions in that the action must be proportionate to the desired outcome due consultation and the taking of professional advice from officers; respect for human rights; a presumption in favour of openness; and clarity of aims and desired outcomes.

The Council has agreed that in order to promote good governance that there should be a CWG which reports to Council to recommend changes to the Constitution.

## **87. #Oneteam Transformation**

The purpose of this report is to provide an update to the Executive on the progress of the #OneTeam Transformation Programme and to consider the recommendations made by the Audit & Scrutiny Committee following their pre-scrutiny of the draft s113 Agreement on 5 July 2022 and the additional recommendations made by the Rochford District Council Overview and Scrutiny Committee on 6 July 2022.

After a full discussion, Cllr Hossack **MOVED** and Cllr Poppy **SECONDED** the recommendations in the report. A vote was taken and it was **RESOLVED**.

**Members are asked to:**

**R1. To note the progress of the #OneTeam Transformation Programme.**

**R2. Subject to any further recommendations, to approve the draft s113 Agreement.**

**R3. To authorise the Joint Chief Executive and the Monitoring Officer, in consultation with the Leader of the Council and the Leader of Rochford District Council to approve the final terms of the draft s113 Agreement and to enter into all necessary and appropriate contracts and agreements to implement the s113 arrangements.**

### **Reasons for Recommendation**

The s113 Agreement is legally required to give effect to the Strategic Partnership between the Council and RDC and is necessary to underpin the appointments at Tiers 1, 2 and 3 plus other workforce alignment as progressed pursuant to Business Cases.

A vote was taken on Standing Orders and it was **UNANIMOUSLY AGREED** to extend the meeting for a further 30 minutes.

## **88. Urgent Business**

There were no items of Urgent Business to discuss.

The public were excluded from the meeting for the item of business on the grounds that the disclosure of exempt information as defined in Schedule 12A of the Local Government Act 1972 was involved.

The Chair closed the meeting to press and public and continued the meeting in private session.

**89. EXEMPT APPENDIX - Seven Arches Quarterly update**

The public were excluded from the meeting for the item of business on the grounds that the disclosure of exempt information as defined in Schedule 12A of the Local Government Act 1972 was involved.

This report presents Seven Arches Investment Limited (SAIL) quarterly update to shareholders and provides management updates on the owned and managed commercial properties.

This item was for information only therefore no vote was required.

**90. EXEMPT - Regeneration Fund**

The public were excluded from the meeting for the item of business on the grounds that the disclosure of exempt information as defined in Schedule 12A of the Local Government Act 1972 was involved.

A Motion was **MOVED** by Cllr Hossack and **SECONDED** by Cllr Hossack to agree the recommendation in the report.

A vote was taken by a show of hands and it was **RESOLVED**.

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<b>Committee:</b> Policy, Resources and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Chairs Update	<b>Wards Affected:</b> All
	<b>For Information</b>

## **Click It Local Update**

On 3 March 2022 Essex County Council gave Brentwood Borough Council a grant of £15,000 to extend Brentwood's Click It Local contract for an additional six months until September 2022. At the PRED meeting on 9 March, it was agreed that a Click It Local update would be provided to members on the platform's performance during this extension period.

On 20 March Click It Local announced that it had ceased trading with immediate effect. The contract extension had not been signed by this date and no further Council monies were transferred to Click It Local.

On 22 March, Essex County Council agreed that Brentwood Borough Council could keep the £15,000 grant to use on other projects. To date £5,000 of this funding has been allocated to support the onboarding of Brentwood businesses onto the Essex+ platform, a new high street loyalty pilot scheme supported by ECC that will be launching in autumn 2022. The remaining £10,000 remains in the Economic Development budget.

## **UKSPF Update**

Local authorities had a deadline of 1 August to submit their UK Shared Prosperity Fund (UKSPF) investment plans. PRED members were sent an update on the plan on 2 August, as per the minuted action at the July PRED meeting.

After consultation with a wide range of community stakeholders as per the UKSPF guidance, the council has prioritised the following interventions in its UKSPF investment plan:

- **E1:** Funding for improvements to town centres and high streets, including better accessibility for disabled people, including capital spend and running costs
- **E6:** Support for local arts, cultural, heritage and creative activities
- **E10:** Funding for local sports facilities, tournaments, teams and leagues; to bring people together
- **E23:** Strengthening local entrepreneurial ecosystems, and supporting businesses at all stages of their development to start, sustain, grow and innovate, including through local networks

We expect to receive our first tranche of UKSPF funding in October. Between October 2022 and 31 March 2025, we have divided funding amongst the interventions as follows:

- **E1:** £300k
- **E6:** £300k
- **E10:** £300k
- **E23:** £100k

Please note that of our £1m UKSPF allocation, we only have a certain amount to draw down each year:

<b>Funding Profile:</b>				
<b>Funding Sources</b>	<b>2022-23</b>	<b>2023-24</b>	<b>2024-25</b>	<b>Total</b>
UKSPF Allocation	£51,262	£102,524	£846,214	£1,000,000

The UKSPF investment plan did not require a detailed list of projects. Officers are working with a team of consultants (paid for out of a £20k UKSPF top-up for consultancy) to develop a project framework to deliver on our chosen interventions.

Members will be sent more information when the call for projects is open.

<b>Committee(s):</b> Policy, Resources & Economic Development	<b>Date:</b> 14 September 2022
<b>Subject:</b> Cost of Living Crisis	<b>Wards Affected:</b>
<b>Report of:</b> Tracey Lilley, Director of Communities and Health	<b>Public</b>
<b>Report Author/s:</b> Name: Kim Anderson, Corporate Manager Communities, Leisure and Health Telephone: 01277 312634 E-mail: kim.anderson@brentwood.gov.uk	<b>For:</b> Decision

## Summary

The Country is heading into a cost-of-living crisis and the Council is drafting a response to this crisis in the development of an action plan across both Brentwood and Rochford to support our residents, businesses, and staff. This will involve a mixture of signposting, guidance, and support to the most vulnerable, working in partnership with Essex County Council, health partners and Voluntary and Community organisations.

## Recommendation(s)

**Members are asked to agree:**

**R1. That an action plan will be produced by officers and will be presented to a future committee.**

**R2. That the action plan is regularly reviewed and updated and reported back to the relevant committee.**

## Main Report

### **Introduction and Background**

1. At Ordinary Council on 27<sup>th</sup> July the Council recognised the impact of the cost of living crisis on many residents and groups in Brentwood and there could be further opportunities to enhance the support available.
2. The cost-of-living crisis is the result of a number of factors. The global demand for oil and the conflict in Ukraine has resulted in an increase in wholesale energy prices.
3. Energy firms have warned that 40% of the population could fall into fuel poverty. It can be defined using the Low-income Energy efficiency (LILLE) indicator. A household is fuel poor if they are living in a property with an energy efficiency rating of band D or below, and after heating their home to an adequate level, they are below the official poverty line. The official poverty line is considered to be a residual income 60% below the median household income

after housing costs. Adequate warmth is considered to be 21°C (70F) in the main living room and 18° C (64F) in other occupied rooms during daytime hours, with lower temperatures at night. Fuel poverty is not just about access to heating as the definition of fuel is taken to include all expenditure on domestic energy, including that used for hot water, cooling, lights, and appliances.

4. It is estimated that a typical spend will increase by 54% based on average usage and from 1 October 2022 an average energy bill will hit £3549 per year or £296 a month.
5. The price cap used to be reviewed every 6 months, but from the 1 October 2022 it will be reviewed every 3 months, so will be reviewed again in January 2023. It should also be noted that due to the review in January 2023 it will mean that everyone will be paying higher bills more frequently in the winter months.
6. The current rate of inflation is 10.1%. Businesses are experiencing increased transport and energy costs and combined with supply problems, many of these costs are being passed to the customer.
7. Food prices have increased significantly with essential items such as bread, pasta, meat and vegetables rising the most.
8. The cost of petrol/diesel has also risen significantly due to the Russian invasion of the Ukraine.
9. The Bank of England has increased the base rate six times since December 2021 from 0.1% to its current level of 1.5%. This has resulted in a significant increase in mortgage rates.
10. Rents across the UK are at a record high with a 3% increase in the last year according to the Index of Private Housing Rent Prices (PHRP) however Rightmove have highlighted that the rate is in fact higher at a 12% increase as the Index only considered new lets.
11. A temporary 1.25% National Insurance increase came into effect from April 2022. This will be replaced in April 2023 by a new 1.25% health and social care levy. This means that workers will see their NI contributions rise from 12% to 13.25%. Pensioners that are still working will also be expected to pay the new levy.
12. The Government is providing a number of support packages which currently include the following (this list is not exhaustive and likely to change):
  - £400 energy discount – 6 installations of approximately £66 deducted from energy bills from October 2022 to March 2023. This will happen at source, so residents do not need to do anything
  - Council Tax rebate of £150 for those households in property bands of A-D
  - £300 one off payment to pensioners
  - £150 one off payment to people with a disability
  - £200 cost of living payment via the Household support fund



13. Officers have developed a cost-of-living webpage for Brentwood covering the following five key themes:
- Support with bills and money
  - Support with food and essentials
  - Support with wellbeing
  - Go Green
  - Support with work
14. A survey has been sent out to Brentwood's Community Support Network for each organisation to complete and the feedback is currently being collated ahead of the next meeting on the 12 September for discussion.
15. Officers from Districts and Borough Councils attended a fuel poverty workshop at Essex University in August with colleagues from Essex County Council and health partners to discuss priority workstreams and opportunities for collaborative working. These meetings are continuing and officers from Brentwood are leading on the mapping of warm spaces across the County.

### **Issue, Options and Analysis of Options**

16. It is proposed that officers develop a comprehensive action plan with short, medium, and long objectives and outcomes.
17. This action plan will be a live document and once finalised will be presented to Members at the relevant Committee and a regular review and update report will also be presented to members for monitoring.

### **Reasons for Recommendation**

To support our residents, businesses, and staff through this crisis to provide guidance, signposting to support services and assistance. The action plan will provide a clear report to Members on the actions and expected outcomes from each of the thematic workstreams with short, medium, and long-term objectives.

### **Consultation**

Consultation has been undertaken with the Community Support Network in Brentwood to provide feedback regarding the impact to frontline services. As part of the Fuel Poverty Workshop in August consultation was had with borough, District and City Council representatives together with Essex County Council and Health partners. Internal discussion with Corporate Leadership Team and Extended Leadership Team are also being undertaken.

### **References to Corporate Plan**

The Cost-of-Living crisis sits across all the corporate objectives.

### **Implications**

#### **Financial Implications**

**Name/Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) and Section 151 Officer**

**Tel/Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

Consideration will need to be given for any additional financial support that is provided. Any central Government grants may need to be applied for and will need to be allocated accordingly.

### **Legal Implications**

**Name/Title: Steve Summers, Strategic Director and Monitoring Officer**

**Tel/Email: 01277 312500/steve.summers@brentwood.rochford.gov.uk**

Any work undertaken by the Council, either by itself or in partnership will be in line with statutory legal guidance.

### **Economic Implications**

**Name/Title: Phil Drane, Director of Place**

**Tel/Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

As there is no energy cap for businesses it is expected that there will be a significant impact on all businesses without Government support.

### **Equality and Diversity Implications**

**Name/Title: Kim Anderson, Corporate Manager (Communities, Leisure & Health)**

**Tel/Email: 01277 312500/kim.anderson@brentwood.gov.uk**

1. The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:
  - a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
  - b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - c) Foster good relations between people who share a protected characteristic and those who do not, including tackling prejudice and promoting understanding.

The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).

The proposals in this report will not have a disproportionate adverse impact on any people with a particular characteristic. More funding is likely to be allocated to pensioners and those with disabilities.

<b>Committee:</b> Policy, Resources and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Community Engagement Officer	<b>Wards affected:</b> All
<b>Report of:</b> Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) & Section 151 Officer	<b>Public</b>
<b>Report Author:</b> Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) & Section 151 Officer <b>Telephone:</b> 01277 312500 <b>E-mail:</b> jacqueline.vanmellaerts@brentwood.gov.uk	<b>For Decision</b>

## Summary

To contribute part time funding for a full time Community Engagement Officer, in order to support Brentwood residents, businesses and communities to be managed by the revenues and benefits partnership. This post will assist and address one of the key actions arising from the cost-of-living crisis action plan.

## Recommendations

**Members are asked to:**

- R1 Approve to contribute part-time funding for a Community Engagement Officer.**

## Main Report

### **Introduction and Background**

1. At Ordinary Council on 27<sup>th</sup> July the Council recognised the impact of the current cost of living crisis on many residents and groups in Brentwood and there could be further opportunities to enhance the support available.
2. The Council has drafted a response to this crisis in the development of an action plan across both Brentwood and Rochford to support our residents, businesses, and staff. This will involve a mixture of signposting, guidance, and support to the most vulnerable, working in partnership with Essex County Council, health partners and Voluntary and Community organisations.
3. Under Section 101 of the LGFA 1972, amended 2012 (arrangements for discharge of functions by local authorities) Basildon Council provides the strategic and operational delegated functions of Brentwood Borough Councils Revenues and Benefits Service, this includes:
  - Council tax billing, collection and compliance
  - Business rates (NNDR) billing, collection and compliance
  - Housing benefit overpayments sundry debt billing and collection

- Revenues collection customer telephone contact
  - Administration and payment of housing benefit, council tax support and discretionary payments
  - Housing benefit subsidy, including yearly Revenues & Benefits audits
  - Accuracy and appeals
  - Systems and controls functions; including maintainance of software licences, contracts and programmes
4. The services makes regular reports through the following
- Joint Brentwood/Basildon Governing Board
  - Statutory data is collected in line with statutory deadlines, as set by law, prior to publication these are agreed by Revenues & Benefits Manager and authorised by Brentwood's Section 151 Officer
  - Service standards, including performance, are set at yearly joint Brentwood/Basildon Strategic Revenues & Benefits Performance meetings, being monitored at the same meetings quarterly
  - All PI's and Formal Complaints are reported to Brentwood's Audit and Scrutiny Committee on a quarterly basis through a Members cross party working group
  - Any amendments to Brentwood's Local Council Tax Scheme/Council Tax Reduction Scheme are made by Brentwood Members following consultation
5. Basildon currently employ 2.5 Full Time Equivalents (FTE) Community Engagement Officers, which are solely dedicated to the borough of Basildon. Although the team is managed by the Revenues and Benefits department, the team are not directly attributable to the Revenues and Benefits function and so Basildon provide separate funding for this resource.

### **Issue, Options and Analysis of Options**

6. Brentwood & Basildon senior Officers would like to extend the Community Engagement Team to Brentwood. Basildon currently have a part-time vacancy and Brentwood are looking to contribute funding to increase this vacancy to a full-time post for 2 years, in return of a pool of 3 Full Time Equivalents (FTE) Officers that would work collaboratively across both Brentwood and Basildon authorities.
7. Some of the key functions the established Community Engagement Team undertake are:

- Key technical knowledge on Universal Credit, Housing Benefit, Council Tax Reduction, and Discretionary Housing Payment new claims, which will give assistance for those who genuinely are unable to help themselves.
  - Give advice on Welfare Benefits, Housing Benefit, Council Tax Reduction/Support – ensuring customers are claiming for what they may be entitled to.
  - Assistance with Homelessness and Housing options.
  - Assist in improving customers employability & getting them ready for, or back to work
  - Organise follow up support for specialist issues from different agencies relating to mental health and debts advice
  - Drug and Alcohol dependency support
  - Training to other members of staff within the Council
8. The team have extensive Local Government technical knowledge and work closely with other partners such as DWP, Citizens Advice, Probation Services, Mental Health Unit at Basildon Hospital, Essex County Council's Adult Community Learning, Peabody, local Food Banks & Essential Living Fund, managed by Southend-on-Sea for Essex. They provide assistance with furniture, household furnishings, white goods, clothing and footwear - including School Uniform in exceptional circumstances & general living expenses - such as groceries, nappies, toiletries and fuel.
9. The Community engagement team will assist our existing Community services team, Customer support and reception teams in supporting our Ukrainian guests that have arrived in the Borough under the Homes for Ukraine scheme. They can help provide advice, support and assistance to the sponsors and the guests and establishing any additional financial support, such as claiming housing benefits that they may also be entitled too.
10. We will have a dedicated webpage for our Community Engagement Team which will also feed into the cost-of-living webpage. It will contain a self-referral form that customers are able to complete themselves at any time with an expectation that these referrals are picked up by the team usually within 24-48 hours.

### **Cost of Living**

11. It is envisaged that the team will be a key support during the current cost of living crisis. With soaring energy bills, increased fuel and food prices rising, It is expected that the Community engagement team will provide the much needed support to our Brentwood residents and communities in multiple ways.

- Offering advice and support.
- Signposting to local community groups for the specific needs of individuals/families.
- Advising specific cost of living financial support available, such as household support fund.
- Visual support based at Town Hall and other borough locations.
- Supporting wellbeing and mental health across the borough.
- Additional resource where staff can listen and care for our communities.

12. The community engagement officer appointment is a key outcome of the cost-of-living action plan.

## Testimonials

13. Below are a few testimonials that Basildon have received for their existing Community Engagement Team:

- *I'm just writing to say that your help has been overly productive and very helpful I have been in Basildon for nearly 2 years or more and was always sent away even though I mentioned my mental health and I warning difficulties clearing meaning I needed assistance which has now only been given by xxxxx please praise him on him hard work , because his help have taken me a long way and taken a lot of stress off my shoulders, in my opinion he deserves a promotion.*
- *Just wanted to give u a little update. I spoke to you a month or so about becoming homeless in August and you was very helpful with your advice, since then I'm pleased to tell you I successfully bid on a property in billericay, carvers wood and have a self contained flat with a front and back door and tiny seating/patio area! I just wanted to say thankyou for all your helpful advice...I'm so very grateful and happy!*
- *Thank you so much xxx. In amongst all the despair I have felt to date with this process your call made me feel much better.*
- *I know that when Oksana and the boys do finally get here that they will be well supported by you and your team.*
- *Good morning xxxxx, Thank you for your help, Homeseekers have been intouch. I would like to take this opportunity to thank you for all the help I have received from you as I couldn't have done it without you, I hope you are recognised for this.*
- *Hello xxxx, Thank you for the time you spent with Eloise on the telephone earlier today. Although she shed some tears, she felt your conversation was helpful and she is hopeful of some positives outcomes. She was grateful that you did not judge her in anyway and she actually felt you heard her. Thanks again.*
- *.....xxxx you have not only made me realise I have to open letters and face my fears as it's not always as bad as you think, there needs to be more xxxx to deal with*

*people like myself, not only has he sorted my council tax his made me face a lot about myself and my life. once again Thankyou so much.*

- *Rom the Team: I just wanted to shine some light on the positive outcome for xxxx.. When he first approached, he was street homeless and sofa surfing, he has a range of mental health problems, and he was really in a bad place. When I spoke to him, we had a long chat about getting his housing sorted and getting him back into work and also getting support for his mental health. I have called him today and he has advised he is starting a full-time job tomorrow at pound stretchers and has arranged with his friend to sofa surf there so he can save up to pay off his debts and save to buy a house. Worst case scenario he has the capital to private rent, and he is also getting help with his mental health. xxxx has turned himself around very quick and whilst I clearly can't take the credit for his efforts he has stated if I didn't contact him, he wouldn't of went for the job in the first place. I see this as a massive positive and all it took was a little encouragement and advice.*

## **Reasons for Recommendation**

14. To support our residents, businesses, and staff through the current cost of living crisis to provide guidance, signposting to support services and assistance by recruiting to a community engagement officer.

## **Consultation**

15. None

## **References to Corporate Strategy**

16. Providing support for all residents, focusing on equality, understanding and respect, and ensuring we maintain delivering efficient and effective services.

## **Implications**

### **Financial Implications**

**Name & Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) & Section 151 Officer**

**Tel & Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

17. Basildon will be the recruiting employer for a full time officer, of which Brentwood will contribute costs for a part-time resource. The 2 year FTE post at Basildon will be a level 5, which at top of band is approximately £27,514. With oncosts the total approximate cost required to fund the part time resource will be £36,500 over two years.

18. Resource is available within the Revenues and Benefits existing budgets in order to fund the part-time resource for 2 years.
19. The additional advice and support the community engagement officers can provide, has the opportunity to also drive down rent arrears, and increase Council Tax collection rates, thus having an indirect positive financial impact on the collection fund and therefore for the Council.

### **Legal Implications**

**Name & Title: Steve Summers, Strategic Director & Monitoring Officer**  
**Tel & Email: 01277 312500/steve.summers@brentwood.rochford.gov.uk**

20. There are no direct legal implications arising from this report

### **Economic Implications**

**Name & Title: Phil Drane, Director of Place**  
**Tel & Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

21. Effective community engagement can have indirect benefits for the local economy.

### **Equality, Diversity and Inclusion**

**Name & Title: Kim Anderson, Corporate Manager Communities, Leisure and Health**  
**Tel & Email: 01277 312500/kim.anderson@brentwood.gov.uk**

22. The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:
- a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
  - b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - c) Foster good relations between people who share a protected characteristic and those who do not include tackling prejudice and promoting understanding.
23. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).
24. The proposals in this report will not have a disproportionate adverse impact on any people with a particular characteristic and will provide positive benefits



to some of these groups to maximise support for community projects and initiatives.

**Other Implications** (where significant) – i.e. Health and Safety, Asset Management, Equality and Diversity, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.

25. None

**Background papers**

None

**Appendices to this report**

None

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<b>Committee(s):</b> Policy, Resources and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Business Improvement District for Brentwood, Shenfield and Ingatestone	<b>Wards Affected:</b> All
<b>Report of:</b> Phil Drane, Director of Place	<b>Public</b>
<b>Report Author/s:</b> Name: Laurie Edmonds, Corporate Manager (Economic Development) Telephone: 01277 312500 E-mail: laurie.edmonds@brentwood.gov.uk	<b>For Information</b>

## Summary

Business Improvement Districts (BIDs) are business led partnerships which are created through a ballot process to deliver additional services to local businesses. They can be a powerful tool for directly involving local businesses in local activities and allow the business community and local authorities to work together to improve the local trading environment.

Following the High Streets Conferences held on 11 January and 21 March 2022, the council commissioned a BID feasibility report. The report has provided a series of recommendations for potential formation of a BID for Brentwood, Shenfield and Ingatestone, subject to the outcome of a ballot in summer 2023.

## Main Report

### **Introduction and Background**

1. Business Improvement Districts (BIDs) are business-led partnerships which are created through a ballot process to deliver additional services to local businesses. They can be a powerful tool for directly involving local businesses in local activities and allow the business community and local authorities to work together to improve the local trading environment.
2. Nearby BIDs include Chelmsford, Southend, Colchester and Romford.
3. A BID is a defined area in which a levy is charged on all business rate payers in addition to the business rates bill. This levy is used to develop projects which will benefit businesses in the local area.
4. There is no limit on what projects or services can be provided through a BID. The only requirement is that it should be something that is in addition to services provided by local authorities. Improvements may include, but are not

limited to, extra safety/security, cleansing, events, marketing, training and environmental measures.

5. A BID can be set up by the local authority, a business rate payer or a person or company whose purpose is to develop the BID area, or that has an interest in the land in the area.
6. The BID proposer is required to develop a proposal and submit this to the local authority, along with a business plan. The proposal should set out the services to be provided and the size and scope of the BID. It will also set out who is liable for the levy, the amount of levy to be collected and how it is calculated.
7. Businesses that are subject to the levy, as set out in the proposals, vote in a ballot. This determines whether the scheme goes ahead. A successful vote is one that has a simple majority both in votes cast and in rateable value of votes cast. Each business entitled to vote in a BID ballot is allowed one vote in respect of each property occupied or (if unoccupied) owned by them in the geographical area of the BID. Once the BID is in operation the levy is charged on all businesses within the BID area (regardless of whether or how that business voted in the ballot).
8. The BID proposal must set out who is liable for the levy, the amount of levy to be collected and how it is calculated. Usually BIDs charge a levy rate of between 1% and 4% of rateable value.
9. The maximum period that a BID levy can be charged is for 5 years. Once the term is completed the BID will automatically cease. If the BID wants to continue its activities it must hold a new ballot.
10. A BID is managed by a BID body. The BID body is responsible for developing and implementing the proposal which sets out how the BID will operate. The local authority will manage billing and the collection of the levy and will hold the levy in a ring-fenced revenue account on behalf of the BID body.

### **Issue, Options and Analysis of Options**

11. Following the High Streets Conferences held on 11 January and 21 March 2022, the Council commissioned a BID feasibility report from Locus Management Services to make recommendations about the potential formation of a BID in the borough.
12. The consultants undertook desk research and conducted face-to-face interviews with local businesses from May to July 2022.

13. A final report was published in August 2022, with the following recommendations:
  - a) Explore creating one BID that incorporates the Brentwood, Shenfield and Ingatestone high streets, which could generate a minimum levy income of £400,000 per year (subject to final modelling)
  - b) The Brentwood Business Partnership (BBP) could be the BID Proposer and the Council could be the BID Body
  - c) An agreement could be reached with BBP so that it modifies its governance and set up to operate as a BID 'Advisory/Management group' in developing the projects and services and recommending to the local authority as to the most appropriate use of levy monies
  - d) BID set up costs should be shared between the Council and BBP, with an option to have these fees repaid from future BID levies
  - e) Aim for a BID ballot in June 2023 and the likely earliest start date for BID formation of 1 October 2023.
14. If each high street were developed as a standalone BID, likely set up costs would be circa £25,000 to £45,000 per site, including a business plan for each (circa £7,500). Subject to the recommendation that a single proposal covering all three high streets being adopted and assuming this becomes the outcome, there would be economies of scale.
15. The report recommends breaking further work into three stages:
  - a) Stage 1 (September 2022 to February 2023) involves increased engagement with businesses, help to define the exact deliverables of any BID, provide working levy rules including thresholds and levy rates and estimate likely turnout and support for any BID proposal. Consultancy fees for Stage 1 are £20,000 plus VAT. If Stage 1 shows clear business support for a BID, then work progresses to Stage 2.
  - b) Stage 2 (March to July 2023) involves development of the BID proposal, the business plan, production of the statutory notices and canvassing to encourage participation in the ballot. Consultancy fees for Stage 2 are £15,000 plus VAT. The report recommends the Brentwood Business Partnership fund and lead on Stage 2 work.
  - c) Stage 3 (August to October 2023) involves formal creation of the BID. Consultancy fees for Stage 3 are £10,000 plus VAT. Stage 3 payment only

becomes due once there is a successful ballot outcome and as the BID commences.

16. The BID Regulations permit all set-up costs (in this case, Stages 1, 2 and 3 = £45,000) to be repaid from future levies if they are provided within the budget elements of the BID Proposal.
17. The Council has commissioned the consultants to begin work on Stage 1.

### **References to Corporate Strategy**

18. The council's Corporate Strategy identifies priority areas, which include protecting our environment, growing our economy, improving housing, and developing our communities. The project affects strategic priorities through its proposals. The council's Economic Development Strategy defines economic objectives that are consistent with the potential formation of a business improvement district.

### **Implications**

#### **Financial Implications**

**Name/Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources)**  
**Tel/Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

19. The key financial implications are included within the report. The Council has commissioned consultants to begin work on Stage 1 for £20,000 plus VAT. This will be funded from existing resources within the Economic Development budget.

#### **Legal Implications**

**Name & Title: Steve Summers, Strategic Director and Monitoring Officer**  
**Tel & Email: 01277 312500/steve.summers@brentwood.rochford.gov.uk**

20. Business Improvement Districts (England) Regulations 2004 (The Regulations) provide the statutory powers and framework to enable a Business Improvement District (BID) to be created.

#### **Economic Implications**

**Name/Title: Phil Drane, Director of Place (Planning and Economy)**  
**Tel/Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

21. The economic implications are included within this report.

## **Equality and Diversity Implications**

**Name/Title: Kim Anderson, Corporate Manager (Communities, Leisure & Health)**

**Tel/Email: 01277 312500/kim.anderson@brentwood.gov.uk**

22. The Public Sector Equality Duty applies to the council when it makes decisions. The duty requires us to have regard to the need to:
- a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
  - b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.
23. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for b. or c., although it is relevant for a.
24. The proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

**Other Implications** (where significant) – i.e. Health and Safety, Asset Management, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.

None

## **Background Papers**

None

## **Appendices to this report**

- Appendix A: Brentwood, Shenfield and Ingatestone Business Improvement District (BID) Feasibility Report, August 2022

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## 1) Executive Summary

The Locus team has been asked by Brentwood Council to undertake an initial feasibility study into the potential for Business Improvement District (BID) development in three centres – Brentwood, Shenfield and Ingatestone. A summary of findings is as follows:

- BIDs are well established in the region, the county and across the country; there is a high degree of success of BIDs at ballot and, generally, businesses support Proposals.
- The Council's policies are consistent with improvement of the town centres and do not conflict with the development of BID Proposals.
- Subject to further consultation with businesses, each centre develops around relatively representative and logical BID areas.
- A threshold of RV £9,999 results in 668 hereditaments which might be included in any final BID (higher than average across other BIDs and so might need to be raised).
- Any next stages of research should include more detailed discussions with the larger hereditaments (by RV) and with any multiple voters (i.e., occupying more than one premises). These occupiers will carry most weight in any future BID ballot.
- The research revealed a high level of engagement amongst businesses and a willingness to participate in discussions around further improvements.
- Using regional comparisons, any headline levy rate is likely to range between 1.5% and 2% of rateable value. Likely final levy income is between £400,000 and £600,000 a year, subject to final modelling.
- Future development to test the feasibility of a single BID Proposal across the three centres, leaving options to develop individual Proposals, if required. In our view, this should also allow levy rules to be varied per site, perhaps resulting in a more manageable number of businesses in any final Proposal (between 400 and 500, if the national average is applied).
- Brentwood is the centre that is most 'BID-ready'. There is a risk that the other centres may be more reluctant or slower to develop and the Business Partnership will need to help promote the benefits of a BID to businesses based in Shenfield and Ingatestone.

- From the evidence obtained to date, it is likely that any BID Proposal could be taken to ballot in the summer of 2023, with a start date for delivery no later than 1<sup>st</sup> October 2023.
- From the evidence so far obtained, it is likely that, subject to detailed modelling, any BID Proposal would be appealing to businesses in the area.

## 2) Business Improvement Districts (BIDs)

A BID is a defined geographical area in which business occupiers (or property owners) fund a range of improvements through an additional tax or levy.

They emerged first in Canada in the early 1970s as a reaction against combined suburbanisation (people moving out from the centre of places) and decentralisation (business investment following). The model quickly moved to the United States where, today, it is dominant form of privatised urban governance arrangement. For example, New York has over 75 BIDs and Washington has 11. The US model is funded by property owners.

Following transfer of the policy to other nationalities, the UK government introduced legislation in 2003 to 2004 to permit the creation of BIDs in England (since which the other devolved administrations have followed). Today, the UK has over 300 BIDs, the majority of which are in town or city centres. In the proximity of the study area are BIDs such as Chelmsford, Ilford, Romford, and Southend. Whilst each BID is different, both in terms of identity and output, they share the following aspects:

1. They provide significant additional funding to improve the places in which they operate (the total UK additional revenue exceeds £130 million).
2. Outside Central London, each BID is funded by business ratepayers as occupiers (as opposed to property owners). Most BIDs engage property owners informally as part of their operations.
3. Created first through a ballot, the maximum term for any BID is 5 years, after which they may seek the agreement of businesses to renew for a further term via a new ballot.
4. When successful, BIDs can create an enduring partnership between private occupiers and public sector partners.

### 3) Policy and Strategic Overview

A BID should develop its aims and objectives alongside the work of change agents, including local authorities and any other local groups that are playing a key role in the growth of an area. The most effective BIDs are ones which work together with organisations that are implementing the priorities of local businesses.

#### **Brentwood Borough Council Local Plan (2016–2033)**

Following the Final Inspectors' Report (received February 2022), the Brentwood Borough Council voted to adopt the Brentwood Local Plan (2016–2033) in March 2022. The Plan highlights certain areas that are in need of investment and how it will direct its resources; there are several policies and pieces of evidence within the Plan that are relevant to the feasibility of a BID.

Firstly, 'Policy BE08: Strategic Transport Infrastructure' would facilitate and complement the operation of a BID as it aims to support and address the cumulative impact of planned and other incremental growth by contributing to:

- i. Circulation arrangements, public realm and multimodal integration around Brentwood, Shenfield and Ingatestone stations
- ii. Additional and/or improved pedestrian cycling infrastructure and bus services connecting development to key destinations such as railway stations, education facilities, employment, retail, and leisure

By maximising the value of the new Elizabeth Line and improving the capacity of the stations and road network, this will help facilitate the BID by:

- Better connecting the town centre and main employment centres
- Allowing for greater footfall when hosting promotional events and festivals

Additionally, 'Strategic Policy PC04: Retail Hierarchy of Designated Centres' is another example of a policy that could complement the delivery of the BID. The retail hierarchy of Designated Centres in Brentwood Borough is as follows:

- i. Brentwood Town Centre should be the first choice for retail, leisure and main town centre uses
  - a) It is the social, cultural, and economic focus of the borough and attracts many visitors. It has good access to major roads and rail links and benefits from a refurbished, high quality shopping environment. The



sequential approach suggests that it should be the first choice for retail, leisure, community, employment, and main town centre uses

- ii. District Shopping Centres will be a focus of more localised retail, commercial and community facilities and services that reduce the need to travel and contribute towards more sustainable and neighbourhood-scale living.
  - a) Shenfield is home to a major railway station with fast train services into central London. It will be the terminus for Elizabeth Line, and it is vital that the most is made of this opportunity to invest in improving Shenfield's retail offer
  - b) Ingatestone has the largest village centre in the borough, an attractive local service and convenience centre with a train station

The 'Retail Hierarchy of Designated Centres' will help facilitate the BID for several reasons:

- Each area has different needs and will require different types of investment
- In areas such as Shenfield and Ingatestone, the BID might be used to support and stimulate potential retail opportunities, which will be key to the development and future progress of these smaller economic areas
- In Brentwood, the BID can help develop the town become even more economically prosperous by holding events and other promotional festivals that will draw in tourists and further stimulate the local economy.

Finally, the 'Policy PC05: Brentwood Town Centre' outlines the areas that the Borough Council are investing in and where there might be an opportunity for the BID to direct investment:

**“The Council will require development to conserve the positive qualities of Brentwood Town Centre while enhancing and improving negative aspects of function and appearance where relevant.”**

- i. Development in the Town Centre should contribute to the Council's aim of improving the capacity and quality of the public realm throughout Brentwood Town Centre, contribute to a vibrant High Street and the surrounding Conservation Area in line with the Town Centre Design Guide.
- ii. Shopfronts and signage have significant impacts on its surroundings therefore proposals are required to incorporate high quality, attractive shopfronts that enhance the street scene, in line with the Council's adopted Town Centre Shopfront Guidance.



- iii. *Chapel Ruins, Baytree Centre and South Street areas*: This area provides a link to strategic sites on the High Street therefore improving its permeability and integration into the wider public realm network will create a more welcoming and flexible space at the heart of the Town Centre, enable its historical settings to be celebrated
- iv. *William Hunter Way and Chatham Way Car Park*: The Council will work with developers and partners to improve the public realm links in these areas, and should resident-led mixed use schemes come forward for the town centre's surface car parks, ensure they provide retail, commercial and leisure floorspace sufficient to meet the needs of the new community.

The Brentwood Local Plan (2016–2033) contains several policies aimed at improving infrastructure links, stimulating economic activity, and preserving the positive qualities of all three areas. A potential BID could help to support in delivering these aspects.

### **Economic Development Strategy (2021–2025)**

Developed by Brentwood Borough Council, this document outlines the strategy which focuses on growing the economic area by:

- Promoting Brentwood as a place to set up and do business from
- Enabling the growth of existing business
- Encouraging the creation of new enterprises and inward investment

The methods outlined in the strategy would be aided by the existence of a BID, for example:

- i. *Market the borough as a place to visit and work*
  - Create social media campaigns to build awareness of what the borough has to offer
  - Adopt digital platforms and mobile applications to encourage footfall and spend in the borough
- ii. *Deliver regeneration*
  - Work with partners to deliver quality development that contributes to economic growth
  - Support healthier lifestyles by connecting places of work
- iii. *Create thriving town and village centres*

- Promote the unique characteristics of each centre
- Ensure our centres have inviting and inclusive places that people can enjoy
- Work with arts, culture, and leisure groups to create vibrant cultural hubs

*iv. Deliver business support initiatives*

- Work with partners to identify advice, funding, networking, and learning opportunities
- Recognise and celebrate business success in the borough

Each target proposed in the strategy would be easier to achieve if they were also the targets of a BID. The nature of a BID means that it brings together business interests in an area and celebrates the success and uniqueness of the businesses that trade within it. The Council lists several methods that a BID can also undertake; it is therefore possible for the BID to either support the Council in delivering these methods or it could direct its resources in other projects where investment may be limited. Alongside a BID, the Council would be able to work towards achieving these targets and create thriving town and village centres in the process.

## **Savills Place – place audit report (2020)**

In September 2020, Savills Place published a place shaping audit report for the Brentwood Business Partnership, Brentwood Chamber of Commerce and Brentwood Borough Council which focused on the areas of Brentwood, Shenfield, and Ingatestone. The report provided qualitative and quantitative research on the areas and recommended projects that could improve their appearance, levels of footfall and community engagement. The report outlined several projects aimed at improving the areas which could either be supported or delivered by a BID.

*1. Projects that all three areas need which could be delivered together*

The report recommended certain projects that should be delivered together in the three areas, such as:

- Introduce greenery to make the areas more appealing, with the potential to absorb carbon and soften the street scene
- Improve the levels of signage to high street and available parking upon arrival to the areas
- Improve internet speeds and roll out comprehensive schemes to ensure all have access to adequate internet
- Provide more water fill up/recycling points and promote this

- Provide a basis for sustainable funding for events and marketing
- Create a clear place brand and messaging plan – combine all three areas on one main marketing platform but with a unique sense of place for all locations
- Provide retailer support through creating engaging displays and providing clear connections to business support workshops including how to create your own marketing plans

Almost every one of the joint projects that the report recommended could be delivered by a potential BID. Successful BIDs across the country have worked to provide events, marketing, business education workshops and schemes that have delivered area wide Wi-Fi and clearer signage, supporting wayfinding. A potential BID could support in delivering such coordinated improvement projects across all three areas.

## *2. Projects specific to Brentwood*

Although the report listed projects that should be delivered across all three areas, there are also some recommendations unique to each location. For example, in Brentwood the area could:

- Highlight the history of the town with more physical (and virtual) reference points throughout the space
- Explore development of cycle paths fit for purpose
- Introduce an anchor leisure offer
- Create clarity between Business Brentwood Partnership, Chamber of Commerce, Brentwood Borough Council, and Essex County Council on roles and responsibility of delivery
- Create an improved destination website, with dedicated webpage for places to stay

## *3. Projects specific to Shenfield*

The report also suggested projects that are unique to Shenfield, such as:

- Work with the station owners to improve the aesthetics of the station
- Maintain the balance which provides the key services to support the local community with quality independent retail and food offering
- Maximise the community message – a high street which understands, serves, and knows the needs of its mainly local customers and residents
- Make Shenfield known for its weekend family fun trails beyond those carried out at Halloween, Easter, and Christmas

- Create a strategy to target early evening economy – retailers to support with summer late opening evenings and festive feel with bunting and additional planting/banners

#### 4. *Projects specific to Ingatestone*

Finally, the report makes specific recommendations that Ingatestone could implement to improve the area, such as:

- Bring the market square back into life as the centre of the community and make it feel like the heart of the place
- Introduce flexible work space that could also have creative and community use.
- Create a local pop-up strategy showcasing local talent
- Provide family trails and retail interaction and utilise community space for summer festivals for all the family
- Create open air screenings and other community events in the summer utilising surface car parks.
- Create a clear strategy to target local families to support their high street

The report lists several potential schemes and projects that if delivered, would improve the appearance, footfall, and community engagement in all three areas. Although some projects could be delivered across all three areas, it is important to note that Brentwood, Shenfield, and Ingatestone all have different identities and require different types of projects to improve the respective areas.

Regarding a BID, almost every recommendation could be either supported or delivered by a BID. There are countless examples across the country where BIDs have been delivering the projects listed above; they are being delivered to a high standard whilst helping to increase footfall and community engagement. In the proposed BID area of Brentwood, Shenfield, and Ingatestone, there are several projects that the BID could target with the support of the Brentwood Borough Council and other local groups that are already working to improve the area.

## **Policy Implications**

The Council has a commitment to improving all of its town centres and has developed a close and productive working relationship with businesses. There is no local policy known to us that might create a reason for the Council to veto any ballot outcome on policy terms.

In 'Policy PC05: Brentwood Town Centre' the Council outlined its plan to rejuvenate Brentwood high street and has shown commitment to this by the acquisition of the Baytree Shopping Centre. A BID might assist with further improving the area, whilst helping to conserve and promote the positive qualities of the town centre.

## 4) Feasibility Objectives

Following previous place-shaping advice, Locus has been instructed to conduct a Business Improvement District (BID) Feasibility Study of the Brentwood, Shenfield and Ingatestone central areas. As part of this Feasibility Study, Locus has undertaken to provide:

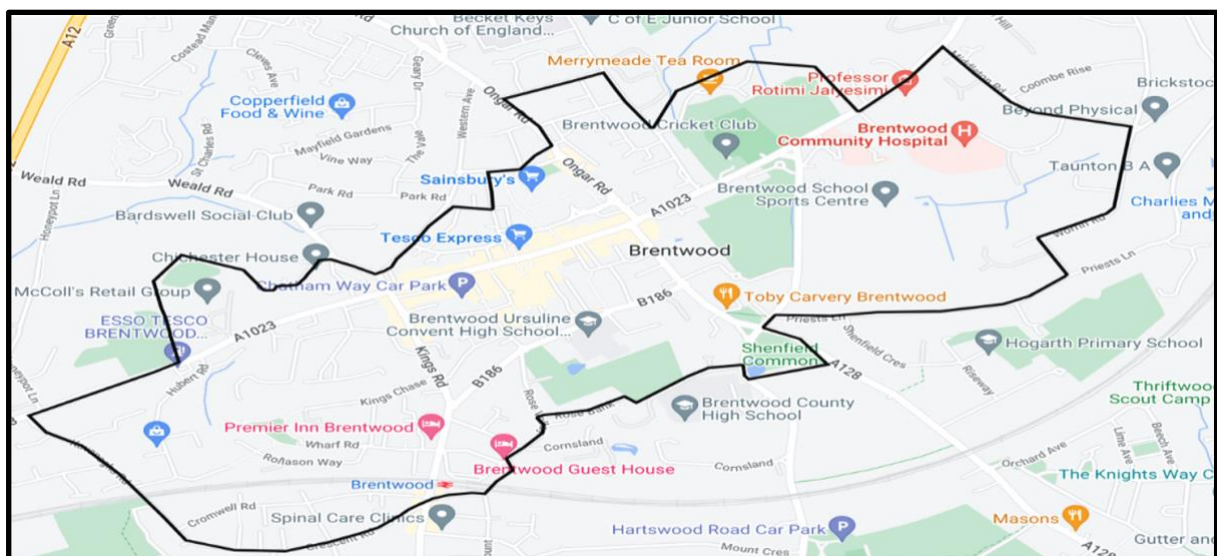
1. Identification of viable likely areas for BID development.
2. Analysis of ratings information for the development areas to establish the likely levy rules that may be applied.
3. Using desktop research, cross-checking likely BID delivery streams against existing priorities contained within local plans, reports, and documentation.
4. Identification of the number and type of business premises that may be included.
5. A survey of circa 30% of businesses to gauge their willingness to engage in improvement.
6. Financial modelling.
7. A mapping exercise to compare likely BID structure, levy rules etc with comparable locations and other BIDs in the area.
8. The corporate structure and governance arrangements that might apply, including an assessment of the local capacity for partnership and joint working. Developing a mechanism by which the local authority can manage the quality of the development process, protect each location from any competing BID developer emerging and, potentially, recoup future development costs.
9. The likely sequence and timing for ballot(s), including such notifications and notices, as required by the Regulations.
10. Detailed costing for future stages of development, identifying potential for economies of scale.
11. An indicative risk register.

## 5) Sectors and Areas

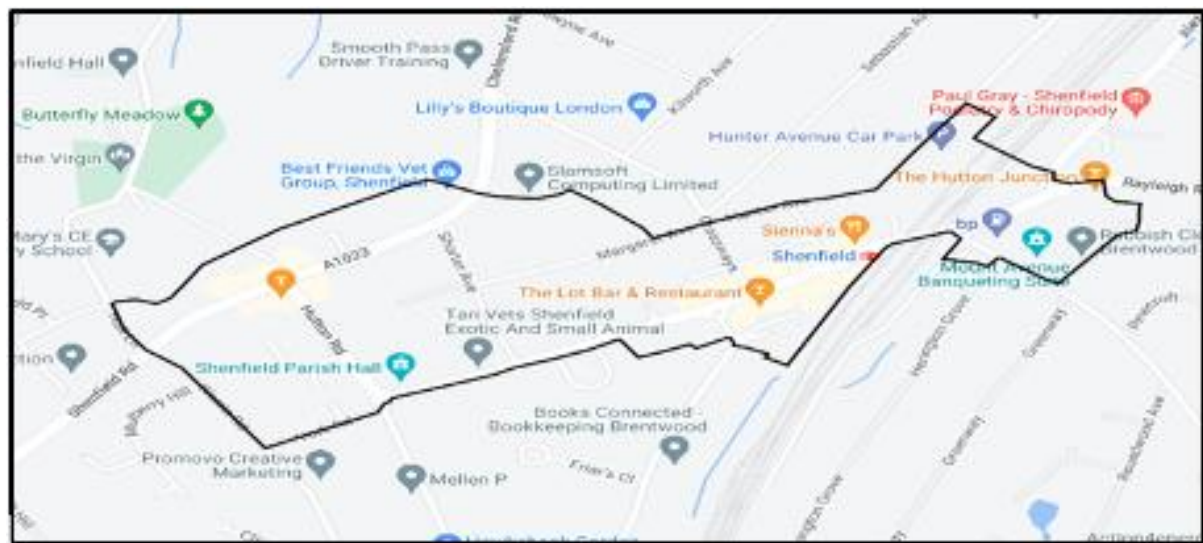
### 5.1 Study areas

The proposed study areas were agreed with the Brentwood Business Partnership (BBP) and separately with Brentwood Borough Council. The images below reflect indicative BID boundaries; these may alter as further data is collected. Each proposed area contains hereditaments (rateable assets) that are important both to the future viability and identity of the area as a whole and, in particular, to its high streets.

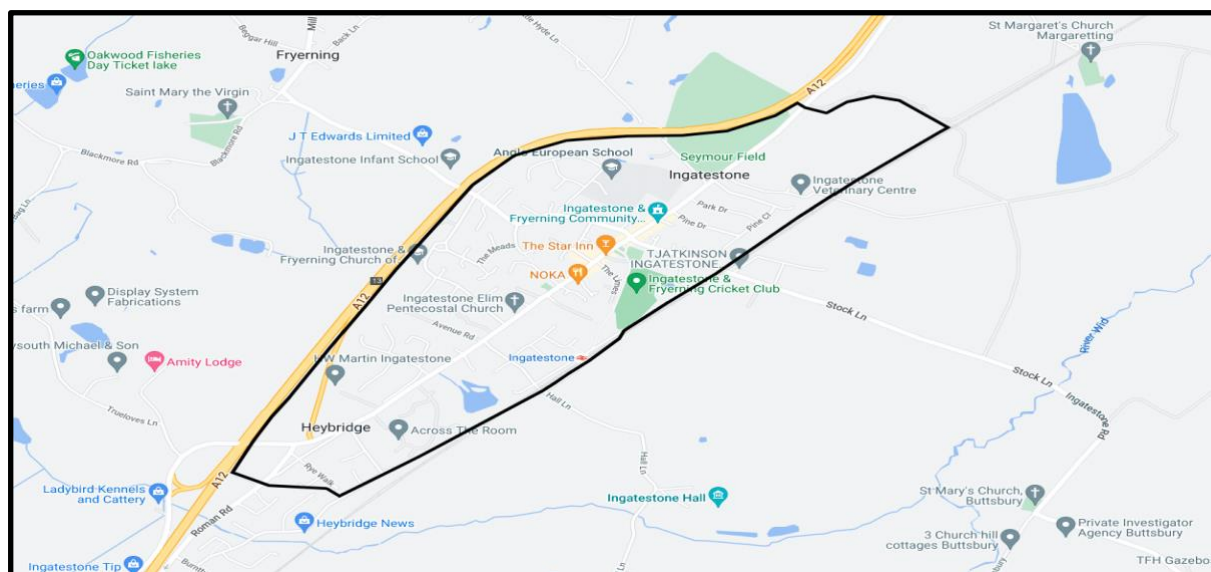
#### 5.1.1 - Brentwood



#### 5.1.2 - Shenfield



### 5.1.3 – Ingatestone



### 5.2 Overall sector breakdown

The figures within this section are based on a rateable value (RV) threshold of £9,999. There are a total of 668 hereditaments in the combined study areas of Brentwood, Shenfield and Ingatestone (see breakdown below) with an additional 575 properties with rateable values below the threshold. The sector breakdown identifies the types of businesses that currently trade within the overall study area and might therefore contribute to the levy income.

The rationale for a threshold of RV £9,999 is:

- Most BIDs adopt a RV threshold beneath which businesses are not eligible for a levy charge (note: they would also not vote in any BID ballot).
- Thresholds achieve two outcomes (1) consecutive reductions in threshold (say, by £1,000 increments) will add numbers of businesses to a BID without achieving additional proportionate income; and (2) achieving a successful ballot result is made more challenging if the numbers of businesses become unwieldy and, in the future, unmanageable.
- The average number of hereditaments across all UK BIDs is 394; therefore, depending on the final BID Proposal, an increase in the threshold may be required.



<b>Sector</b>	<b>Businesses</b>	<b>Percentage</b>
Retail	224	33%
Services	148	22%
Office	129	19%
Hospitality	74	11%
Leisure	27	4%
Education	24	4%
Industrial	13	2%
Other	4	1%
Vacant	25	4%
<b>Total</b>	<b>668</b>	<b>100%</b>

### 5.3 Individual sector breakdown

#### *5.3.1 Brentwood*

488 of the total number of businesses operate in the Brentwood study area. The sector split is as follows:

- 180 retail (37%), 97 office (20%), 97 services (20%), 46 hospitality (9%), 25 leisure (5%), 17 education (3%), 13 industrial (3%), 3 other (1%) and 10 vacant (2%)

#### *5.3.2 Shenfield*

114 of the total number of businesses operate in the Shenfield study area. The sector split is as follows:

- 37 services (32%), 34 retail (30%), 21 hospitality (18%), 13 office (11%), 4 education (4%), 2 leisure (2%) and 3 vacant (3%)

#### *5.3.3 Ingatestone*

66 of the total number of businesses operate in the Ingatestone study area. The sector split is as follows:

- 19 office (29%), 14 services (21%), 10 retail (15%), 7 hospitality (11%), 3 education (5%), 1 other (2%) and 12 vacant (18%)

#### 5.4 Top 25 levy payers in Brentwood, Shenfield and Ingatestone by Rateable Value (RV)

To win a BID ballot, a potential BID must use the support from local businesses and propose a plan that others can endorse and vote in favour of. All BIDs are required to satisfy two conditions to win a ballot process:

- 50%+ total number of votes cast in the ballot
- 50%+ of aggregate rateable value of each hereditament in respect of which a person voted in the ballot

Assuming that there is a turnout at ballot of 50% (this reflects the UK average of 48%), the minimum requirement for success at ballot for a Proposal that encompasses Brentwood, Shenfield and Ingatestone would be:

- By number of votes cast in the ballot:

668 votes issued = 334 returned (50%)

Majority required = 168 (50% + 1)

- By RV:

£31,129,200 RV total = £15,226,100 returned (50%)

Majority required = £7,613,051 (50% + £1)

It is important to note that RV is not spread equally amongst all hereditaments. Therefore, to maximise the chances of satisfying the second condition (majority by RV), any BID will need to gain more support amongst those businesses with the highest RVs. The following sections outlines the top 25 businesses in the Brentwood, Shenfield, and Ingatestone area, by RV.

### 5.4.1 Brentwood

Based on the current RV list supplied and assuming a threshold of £9,999, the total RV in the proposed Brentwood BID area is £25,994,350. Therefore, the top 25 rate payers in that area by RV make up circa 5% of total businesses by number, but circa 44% of the total RV available. The table below outlines the top 25 levy payers:

<b>Number</b>	<b>Liable Party</b>	<b>RV</b>
1	Sainsburys Supermarkets Ltd	£2,310,000
2	British Telecommunications Plc (London Road)	£1,390,000
3	Brentwood School	£970,000
4	SS&C Financial Services International Limited	£925,000
5	Sky Uk Ltd	£710,000
6	Nhs Property Services Ltd	£372,500
7	British Telecommunications Plc (London Road)	£362,500
8	Liverpool Victoria General Insurance Group Limited	£360,000
9	Lidl Great Britain Limited	£340,000
10	Martin Retail Group Plc	£317,500
11	Brentwood Community Academies Trust	£307,500
12	R.e.t. Becket Keys C.e. Free School Trust	£297,500
13	Marks & Spencer Plc	£292,500
14	McCarthy Laboratories Ltd	£285,000
15	Premier Inn (Uk) Ltd	£275,000
16	Brentwood Ursuline Convet High School	£244,000
17	TFS Stores Limited	£224,000
18	Brentwood Borough Council (Coptfold Car Park)	£213,000
19	Nuffield Health	£201,000
20	Brentwood Borough Council (William Hunter Way Car Park)	£190,000
21	Mitchells & Butlers Retail Ltd	£188,750
22	Athona Ltd	£173,000
23	RSM UK Management Limited	£172,000
24	Careco (Uk) Limited	£170,000
25	Stanley Tee LLP	£163,000
	<b>Total</b>	<b>£11,453,750</b>

#### 5.4.2 Shenfield

Based on the current RV list supplied and assuming a threshold of £9,999, the total RV in the proposed Shenfield BID area is £2,800,500. Therefore, the top 25 rate payers in that area by RV make up circa 22% of total businesses by number, but circa 42% of the total RV available. The table below outlines the top 25 levy payers:

<b>Number</b>	<b>Liable Party</b>	<b>RV</b>
1	Brentwood Social Limited	£97,000
2	Co-Operative Group Limited	£96,000
3	Tesco Stores Limited	£79,500
4	Barclays Bank Plc	£72,000
5	Shenfield St Mary's C Of E Primary School	£67,000
6	Choice Shenfield Ltd	£56,000
7	Goldex Investments (Essex) Limited (Costa)	£53,000
8	Tari Vets	£46,750
9	T M Group Ltd	£46,000
10	William Hill (Essex) Plc	£44,000
11	Hilbery Chaplin Residential Ltd	£41,750
12	L Rowland & Co (Retail) Ltd	£40,500
13	The Dry Cleaners	£37,000
14	Fish to Go	£37,000
15	Bairstow Eves East Ltd	£34,000
16	Liquorice	£33,750
17	Hepburns	£33,500
18	Barnardo's	£32,750
19	Empire	£32,500
20	Visit the Strand	£32,000
21	MCM Partners Limited	£31,750
22	Hidden Hearing Ltd	£31,000
23	Sincerely Yours	£31,000
24	Roger Brooker & Co	£30,250
25	Mr S Panesar	£30,000
	<b>Total</b>	<b>£1,166,000</b>

### 5.4.3 Ingatestone

Based on the current RV list supplied and assuming a threshold of £9,999, the total available RV in the proposed Ingatestone BID area is £1,657,350. Therefore, the top 25 rate payers in that area by RV make up circa 38% of total businesses by number, but circa 66% of the total RV available. The table below outlines the top 25 levy payers:

<b>Number</b>	<b>Liable Party</b>	<b>RV</b>
1	Anglo-European School Ingatestone	£337,500
2	Budgens	£61,000
3	Coop	£46,000
4	Fowler Martin Limited	£42,000
5	Kennadys Ltd	£40,250
6	Patrick Green Ltd	£39,500
7	Taylor Viney & Marlow Chartered Accountants	£35,750
8	Eco Green Roofs Limited	£33,500
9	Ingatestone & Fryerning C of E VA School	£32,000
10	The Bell	£31,600
11	Mansfield Monk Ltd	£31,500
12	Ingatestone Veterinary Centre	£31,500
13	Brooks Braithwaite & Co Ltd	£29,250
14	Wedvale Properties Limited	£29,250
15	Amicos Bar	£29,000
16	Wright Start Day Nurseries Ltd	£27,000
17	M.w. Beer & Co. Limited	£23,500
18	Quay Furnishings Shop	£23,000
19	Victim Support	£23,000
20	Barn Oaks Management Ltd	£22,750
21	Nirvana Indian Cuisine	£22,500
22	Stonegate Fashion Limited (in liquidation)	£21,500
23	Ingatestone & Fryerning Community Association	£21,250
24	Barnocks Management Ltd	£20,500
25	Pastasciutta Ingatestone	£20,250
	<b>Total</b>	<b>£1,074,850</b>

## 6) 'On the Ground' Research

### 6.1 Background

In 2022 businesses, residents and councillors from Brentwood, Shenfield and Ingatestone were invited to attend a two-part High Streets Conference. During the conference all were asked to come up with their priorities for improvement within the three locations.

The priorities have been categorised into six project areas: Public Realm, Safe and Welcoming, Events, Marketing, Business Support, and Connectivity and Community.

These themes were then taken forward to the consultation detailed below.

### 6.2 Methodology

The consultation period extended between 6<sup>th</sup> June and 1<sup>st</sup> July 2022, therefore spanning 4 weeks. It was carried out through 3 different modes, these were, telephone, email and walk in's/face to face.

Businesses in Brentwood, Shenfield, and Ingatestone were asked 10 questions. The survey was split into two sections, the first 7 questions being a contact collection undertaking and the second consisting of 3 questions (questions 8, 9 and 10) in which respondents were asked to:

- describe the location in 3 separate words
- rate the project areas by importance to them as a business
- to elaborate on their opinions or thoughts regarding projects or priorities for the areas in question.

Question 8 was designed to better understand how businesses viewed their town or village and whether they were negative or positive about its current situation. Question 9's aim was to determine exactly what businesses wanted moving forward at a strategic project level and the final question's purpose was to gather any additional feedback or thoughts businesses might have at that time.

A question that explicitly asks about a business improvement district was avoided. The purpose of the consultation was to determine the needs and wants of the businesses in each location from a projects perspective. The mention of a BID and the monetary underpinnings of such an organisation would result in a conversation entirely about how much these projects could cost, therefore dulling and skewing opinions and the overall findings.

At this stage, a representative sample of businesses to have engaged in the research would be 30%. In this research, we gained responses from 204 out of a total of 668. In addition, it was ensured that the sample was representative of the whole, both by geography and business sector.

### 6.3 Who was surveyed?

#### *6.3.1 Brentwood*

Overall Sector split:

- 180 retail (37%), 97 office (20%), 97 services (20%), 46 hospitality (9%), 25 leisure (5%), 17 education (3%), 13 industrial (3%), 3 other (1%) and 10 vacant (2%)

The total response rate amongst Brentwood hereditaments was 148/488 (30%). Examples include M&S, Lloyds, Sainsburys, Boots, Premier Inn, WH Smith, Nationwide, Halifax, Sports Direct, Santander and Argos. The respondent sector split was:

- 55 retail (37%), 30 office (20%), 29 services (20%), 20 hospitality (14%), 8 leisure (5%), 3 education (2%), 3 industrial (2%)

#### *6.3.2 Shenfield*

Overall sector split:

- 37 services (32%), 34 retail (30%), 21 hospitality (18%), 13 office (11%), 4 education (4%), 2 leisure (2%) and 3 vacant (3%)

The total response rate amongst Shenfield hereditaments was 36/114 (32%). Examples include Tesco, Barclays, Co-op, McColls, Costa and William Hill. The respondent sector split was:

- 11 services (31%), 13 retail (36%), 7 hospitality (19%), 2 office (6%), 2 education (6%), 1 leisure (3%)

#### *6.3.3 Ingatestone*

Overall sector split:

- 19 office (29%), 14 services (21%), 10 retail (15%), 7 hospitality (11%), 3 education (5%), 1 other (2%) and 12 vacant (18%)

The total response rate amongst Ingatestone hereditaments was 20/66 (30%). Examples include Patrick Green, Ingatestone Wines, Hansen Shipping and Mansfield Monk. The respondent sector split was:

- 7 office (35%), 5 services (25%), 5 retail (25%), 3 hospitality (15%)

#### 6.4 Findings

As mentioned in the methodology section there were 3 questions in the second part of the survey with the overall findings from each listed out below.

*Q8: In three separate words describe your high street?*

The most common words that businesses used to describe the locations were as follows:

- Brentwood – Busy, Clean, Pleasant
- Shenfield – Friendly, Safe, Clean
- Ingatestone – Quiet, Quaint, Independent

*Q9: Listed below are potential projects. Please rate them by importance to your business*

In question 9 the three locations selected 4 priority projects:

#### **Brentwood**

- Public Realm (e.g., street cleansing, planters, green space, street furniture)
- Safe and Welcoming (e.g., Street Ambassadors/Street Rangers, exclusion scheme)
- Marketing (e.g., promoting the location, changing perceptions)
- Business Support (e.g., independent business mentoring, networking, night-time economy)

#### **Shenfield**

- Public Realm (e.g., street cleansing, planters, green space, street furniture)
- Events (e.g., markets, seasonal events, support existing events)
- Marketing (e.g., promoting the location, changing perceptions)
- Connectivity and Community (e.g., forum for businesses, trails, stronger wayfinding)



## **Ingatestone**

- Public Realm (e.g., street cleansing, planters, green space, street furniture)
- Events (e.g., markets, seasonal events, support existing events)
- Marketing (e.g., promoting the location, changing perceptions)
- Connectivity and Community (e.g., forum for businesses, trails, stronger wayfinding)

The results of Q9 are also displayed in graph form (See Appendix A)

*Q10: Is there anything that has not been mentioned above that can further improve your village or town and/or support your business?*

In question 10 the three locations commented most on the below issues:

### **Brentwood**

- Better or more events and marketing,
- Lessen the impact of shoplifting and increase safety in the area
- Maintain the cleanliness of the town and high street.
- Parking was mentioned, but to a lesser extent.

### **Shenfield**

- Paving and public realm improvements
- More, and better events needed to drive up footfall.

### **Ingatestone**

- Speed control down the high street
- More events are needed
- Worry around the loss of footfall after the pandemic
- Parking was mentioned as a concern.
- The number of school children at certain times of the day was flagged.

## 6.5 Consultation conclusions

There are several positives that can be taken from the 4-week consultation in which 30% of the total businesses took part (with an RV of £9,999). For example:

- Achieving a response rate of 30% in all three areas shows that businesses in Brentwood, Shenfield and Ingatestone are willing to engage in discussions relating to their high street, especially discussions that focus on improvements to the area.

The specific survey responses were also encouraging:

- The research indicates that overall, the businesses in each of the three areas have positive opinions about their high street (Q8). Words such as 'clean' and 'pleasant' appeared most frequently over the consultation period, and the three most chosen words in each area were all positive.
- It is also worth noting that two of the most frequent words used from businesses in the Ingatestone area were 'Independent' and 'quaint' (Q8); these words suggest that businesses are conscious of the areas smaller size and that they are content with Ingatestone being separate to both Brentwood and Shenfield.
- There are clear similarities between businesses in Shenfield and Ingatestone and the types of projects they would prioritise (Q9); businesses in both areas selected the same four priority projects.
- However, there is also a notable difference in the priorities of businesses in Brentwood, who selected 'safe and welcoming' projects as well as 'business support' instead of 'events' and 'connectivity and community' projects which were selected by businesses in Shenfield and Ingatestone (Q9).
- This should not be interpreted to mean that Brentwood businesses do not want these projects. When asked to suggest other possible schemes that could improve the high streets, businesses across all three areas suggested projects that a BID would be well equipped to deliver: events, improvements to the public realm and safety, as well as marketing initiatives to drive up footfall (Q10).

The consultation findings suggest that businesses in each of the three areas have positive interpretations of their high street, but they are receptive to the idea of new projects that would improve the high streets. It is encouraging that the businesses which were surveyed listed several initiatives, such as events and safety, that BIDs across the UK are successfully delivering with the support of local businesses.

## 7) Potential BID Income

It is possible to estimate the potential BID income from the Brentwood, Shenfield and Ingatestone study areas. The variables most usually applied would be:

1. Levy rate (as a % of RV)
2. RV threshold above which business would be liable for a levy charge

### 7.1. Geographical comparisons (ordered by levy income)

In considering the range of levy rate and threshold, some consideration has been given to existing BIDs currently operating around the study areas. Each of these is compared by number of hereditaments, levy rate and levy income. All of these BIDs have been able to maintain the support of local businesses throughout their first term (i.e., no BID has had its Arrangements terminated) and every BID that has sought a renewed term has been successful:

<b>BID</b>	<b>No. of hereditaments</b>	<b>Levy on RV</b>	<b>Levy income</b>	<b>Term</b>
Bishop's Stortford	325	1.5%	£200,000	First (Ends 2023)
Chelmsford	461	1.5%	£612,600	First (Ends 2023)
Colchester	491	1.5%	£479,940	First (Ends 2023)
Ilford	360	1.65%	£383,485	Third (Ends 2024)
Romford	447	1.5%	£664,310	First (Ends 2023)
Southend	336	1.68%	£384,493	Second (Ends 2023)
St Albans	450	1.8%	£525,476	Second (Ends 2027)
Welwyn Garden City	712	1.5%	£261,316	Second (Ends 2027)

Using the basket of comparable BIDs, three indicative levy rates have been used for comparison:

### 7.2 – Brentwood

	Levy Rate (%)			
Threshold	1.5%	1.65%	1.8%	Levy Payers
£9,999	£335,295	£363,824	£392,354	488
£12,500	£318,796	£345,676	£372,556	390
£15,000	£307,740	£333,514	£359,288	336
£17,500	£296,503	£321,154	£345,804	290

### 7.2.1 – Shenfield

	Levy Rate (%)			
Threshold	1.5%	1.65%	1.8%	Levy Payers
£9,999	£41,708	£45,879	£50,050	114
£12,500	£38,056	£41,861	£45,667	93
£15,000	£36,391	£40,030	£43,669	85
£17,500	£33,717	£37,089	£40,460	74

### 7.2.3 – Ingatestone

	Levy Rate (%)			
Threshold	1.5%	1.65%	1.8%	Levy Payers
£9,999	£23,619	£25,981	£28,343	66
£12,500	£21,174	£23,291	£25,409	51
£15,000	£18,834	£20,717	£22,601	40
£17,500	£16,813	£18,494	£20,175	32

### 7.3 – Total combined

	Levy Rate (%)			
Threshold	1.5%	1.65%	1.8%	Levy Payers
£9,999	£400,622	£435,684	£470,746	668
£12,500	£378,026	£410,829	£443,631	534
£15,000	£362,965	£394,261	£425,557	461
£17,500	£347,033	£376,736	£406,440	399

## 8) Governance

Before proceeding with further development, a strategic decision needs to be taken on the final form of any BID. The Business Improvement Districts Regulations (England) 2004 apply.

Regulation 3 requires there to be a BID Proposer who develops BID Proposals and requests the ballot holder to hold a ballot(s). The Proposer can be:

- (i) a non-domestic ratepayer(s)*
- (ii) a person or organisation with an interest in land*
- (iii) a local authority*
- (iv) a body (corporate or non-corporate) one of whose purposes is developing BID Proposals*

In our experience, a BID is best proposed through the business community. With that in mind, and in this instance, the Brentwood Business Partnership (which includes other organisations such as the Chamber of Commerce) is recommended as the proposer. It would need to (a) develop, approve, and then submit a BID Proposal (which it is likely that a consultant would do on its behalf), (b) notify the Secretary of State of its intentions, (c) formally request the Chief Executive (as Ballot Holder) to hold a ballot, and (d) prepare a business plan (potentially at its own cost) for distribution to those who would be subject for any levy.

The local authority's legal advisors should ensure that they are satisfied that the Partnership is a non-corporate body, one of whose purposes is developing BID Proposals, before it could accept a request to hold a ballot from it.

Schedule 1 (1) (a) of the Regulations states that the BID Proposal must include:

*"a statement of the works or services to be provided, the name of who will provide them (the name of the BID body or local authority BID body) and the type of body the provider is (whether a local authority, a company under the control of the authority, a limited company, or a partnership)"*

To clarify, the BID Body need not be the same person or entity as the BID Proposer.

The Brentwood Business Partnership, as currently constituted, is unlikely to satisfy the needs of the Regulations – it does not appear to be a company and operates only as an informal partnership.

The Partnership enjoys a close and productive working relationship with the local authority and so, in this instance, we recommend that the local authority considers becoming the BID Body. The Regulations require the local billing authority to invoice, collect and make available the BID levy in any event. The additional work involved with operating as the BID Body would be that it would commission projects and services in accordance with the business plan and may employ staff etc.

If this is the chosen option, an agreement could be reached with the Brentwood Business Partnership that it modifies its governance and set-up to operate as a BID 'Advisory/Management group' in developing the projects and services and recommending to the local authority as to the most appropriate use of levy monies. This arrangement could be contained within an Operating Agreement setting out the relationship between the local authority (as BID Body) and the Partnership (as its Advisory/Management Body).

Finally, for the purposes of reporting, the three study areas have been treated separately. Convention suggests that each location would, therefore, be developed through its own set of Proposals necessitating three ballots and levy monies, via three distinct BID Arrangements, being spent exclusively within each location.

However, in this instance, the three locations have been used to working in collaboration through the Partnership. In addition, they are unbalanced, both in terms of numbers of businesses and, consequently, likely levy availability. The additional risk is that, if three separate ballots are held, they may not all succeed, leaving one or more locations disadvantaged compared to the other(s).

Because of this, we have explored whether the Regulations legally require the conventional route. Our view is that:

- 1) there is nothing in the Regulations which says that the BID Area must be one continuous geographical block, so, by implication, it could be split over two or more separate parcels of land; and
- 2) there is nothing in the Regulations which says that the BID levy must be calculated in the same way for all hereditaments in the BID Area, so, by implication, the levy could be calculated differently for different areas or zones within the BID Area.

It is important to note that our view is only "by implication" rather than being able to say that the Regulations expressly permit separate areas and different charging methods. We do think, however, that there are elements within the Regulations which support both arguments. In particular, in setting out the information which must be provided as part of the BID Proposals, Schedule 1 (i) (d) of the Regulations requires that the Proposals state "*whether all non-domestic ratepayers in the geographical area or a specified class of them are to be liable for the BID Levy.*" Normally, this

results in the levy being imposed only on hereditaments of a given size via a threshold, but there is no reason in our view why the “specified class” could not be described in a different way, such as hereditaments falling within a particular geographical zone.

Schedule 1 (1) (e) goes on to require a statement as to *“the specified classes of non-domestic ratepayer (if any) for which and the level at which any relief from the BID Levy is to apply.”* This is normally used to give relief to businesses occupying premises within, say, a shopping centre, which is classed as a separate geographical area and so permits differential rates of charge. Therefore, in our view, it could be used to set one set of levy rules in one area (e.g., levy rate, threshold etc in Brentwood), as distinct to a different set of rules for another (e.g., levy rate, threshold etc in Shenfield and/or Ingatestone).

Therefore, in this instance, it is our view that either:

(a) the BID area could comprise three separate geographical areas, with the BID Levy calculated differently for each, or

(b) the same result might be achieved by defining one BID Area covering all three locations, with exemptions for anyone lying outside of the final study (and so chargeable) areas.

To the best of our knowledge, this model is untested, and the local authority is advised to take its own, separate, legal advice to verify the view before proceeding. If a ballot were held on the above basis, the declaration (and therefore the local authority) could be challenged. To be successful, any challenger (most likely 5% of the levy payers or more) must prove that there has been a “material irregularity”. In accordance with Regulation 9 (2), the Secretary of State would determine based upon whether any of the following have been proven:

*(a) a contravention of any requirement of these Regulations which, in the Secretary of State’s opinion, means it is likely that voting in the BID ballot has been affected to a significant extent by the contravention; or*

*(b) persons other than persons entitled to vote have purported to vote in the BID ballot and, in the Secretary of State’s opinion, it is likely that the result of the BID ballot has been affected to a significant extent; or*

*(c) persons entitled to vote have been prevented from voting or hindered from doing so freely in accordance with their own opinion and, in the Secretary of State’s opinion, it is likely that the result of the BID ballot has been affected to a significant extent.*

If the challenge relates to the definition of 'BID Area' and the charging regimes within, it would, most likely, need to prove that there has been a "material irregularity" in respect of (a) and/or (c) above. In our view, the unconventional form of a single BID across different areas and including varying rules may be irregular (in the sense that it is unusual) but it is not 'irregular' (and certainly not materially so) as defined by the Regulations.

If development proceeds on this basis, it will allow further work to be carried out on levy rules. By way of example only, to create more income or levy payers in Ingatestone, the threshold could be lowered, and the rate increased; to reduce numbers of levy payers in Brentwood, the threshold could be raised.

The Council's legal advisor has suggested that in agreeing to develop BID Proposals particular attention is paid to the following:

1. That decisions are taken by committee or delegated approval to a lead member or officer which is documented.
2. That there is no conflict with any of our existing policies
3. That no disproportionate burden is placed on particular businesses by inappropriate manipulation of the BID boundaries.

The final point is relevant to the form of the BID and the advisor comments that "*it may be wise to include the option to alter the BID during its progress*" by including within the rules the "*right to make alterations e.g., to remove one or more of the 3 areas included in the BID then we have to advise that this may happen from the outset*". This will require further consideration as Regulation 16 states that:

*(1) BID arrangements may be altered without an alteration ballot where the arrangements include a provision to that effect.*

*(2) No provision mentioned in paragraph (1) may alter (a) the geographical area of the BID; or (b) the BID levy in such a way that would - (i) cause any person to be liable to pay the BID levy who was not previously liable to pay; or (ii) increase the BID levy for any person.*

We suggest that this aspect is investigated further as part of the next stages of development.



## 9) Future Stages

### 9.1 Risks

Further development work contains some manageable risks, primarily:

- An unsuccessful ballot entails some reputational risk, and the suggested three-stage process below helps to minimise this by providing a mid-point decision to proceed before initiating any ballot.
- There are costs involved in progressing but, again, the mid-point decision stage splits this and final costs would only be recommended if there is a high chance of success at ballot.
- Ingatestone is highly independent and sees itself as somewhat different to Brentwood and Shenfield. It also has the least number of businesses so there are two contrasting risks (1) that an overall ballot is successful and Ingatestone businesses are made to contribute even though a majority voted against, and (2) that, in de-risking the process, Ingatestone businesses are denied the ability to participate and, as a result, feel excluded. Both will need to be carefully monitored during any further stages. The same applies to a lesser extent in Shenfield, though here there is a different profile of businesses and more established principles of engagement.

### 9.2 Timeline to ballot

The following timetable is indicative and uses statutory dates within the BID Arrangements (2004) as a framework:

#### Stage 1:

Commencement of further BID development	22 <sup>nd</sup> August 2022
End of business consultations	31 <sup>st</sup> January 2023
Report on findings and recommendations	(by) 28 <sup>th</sup> February 2023

#### Stage 2:

Notification to the Secretary of State (say)	1 <sup>st</sup> March 2023
Final BID Proposal and request for ballot (say)	1 <sup>st</sup> June 2023

Formal notice of ballot (42 days prior to ballot)	7 <sup>th</sup> June 2023
First day of ballot	21 <sup>st</sup> June 2023
Date of ballot (28 days, minimum)	20 <sup>th</sup> July 2023
<u>Stage 3:</u>	
End of veto period	4 <sup>th</sup> August 2023
End of challenge period	18 <sup>th</sup> August 2023
Likely earliest start date for BID	1 <sup>st</sup> October 2023

It may be possible through the next stages of development to shorten this timetable, but that will depend upon feedback from businesses.

### 9.3 Costs

If developed as three separate sites, likely costs would be circa £25,000 to £45,000 per site, including a business plan for each (circa £7,500).

Subject to the recommendation that a single Proposal covering all three sites being adopted and assuming this becomes the outcome, there are economies of scale available. We further recommend that the instruction to proceed with development is, initially, only to proceed with Stage 1 above. It is envisaged that this stage will:

- a) increase engagement amongst businesses to circa 50% (the higher range of likely turnout),
- b) help to define the exact deliverables of any BID
- c) provide working levy rules including thresholds and levy rates
- d) estimate likely turnout and support for any BID Proposal

Stage 1 costs:           £20,000 plus vat

If Stage 1 results in favourable findings, the decision to begin the process to ballot can be taken, including notifying the Secretary of State of the intention.

Stage 2 would then involve development of the BID Proposals, the business plan, production of the statutory notices and canvassing to encourage participation in the ballot

Stage 2 costs:           £15,000 plus vat

These costs include a provision of £10,000 plus vat for the development of the business plan. We recommend that a request of the Brentwood Business Partnership is made to both fund and lead on this part of the process.

Finally, if the ballot is successful and the BID commences operations, the final stage payment could be paid as at the commencement date (say, 1<sup>st</sup> October 2023).

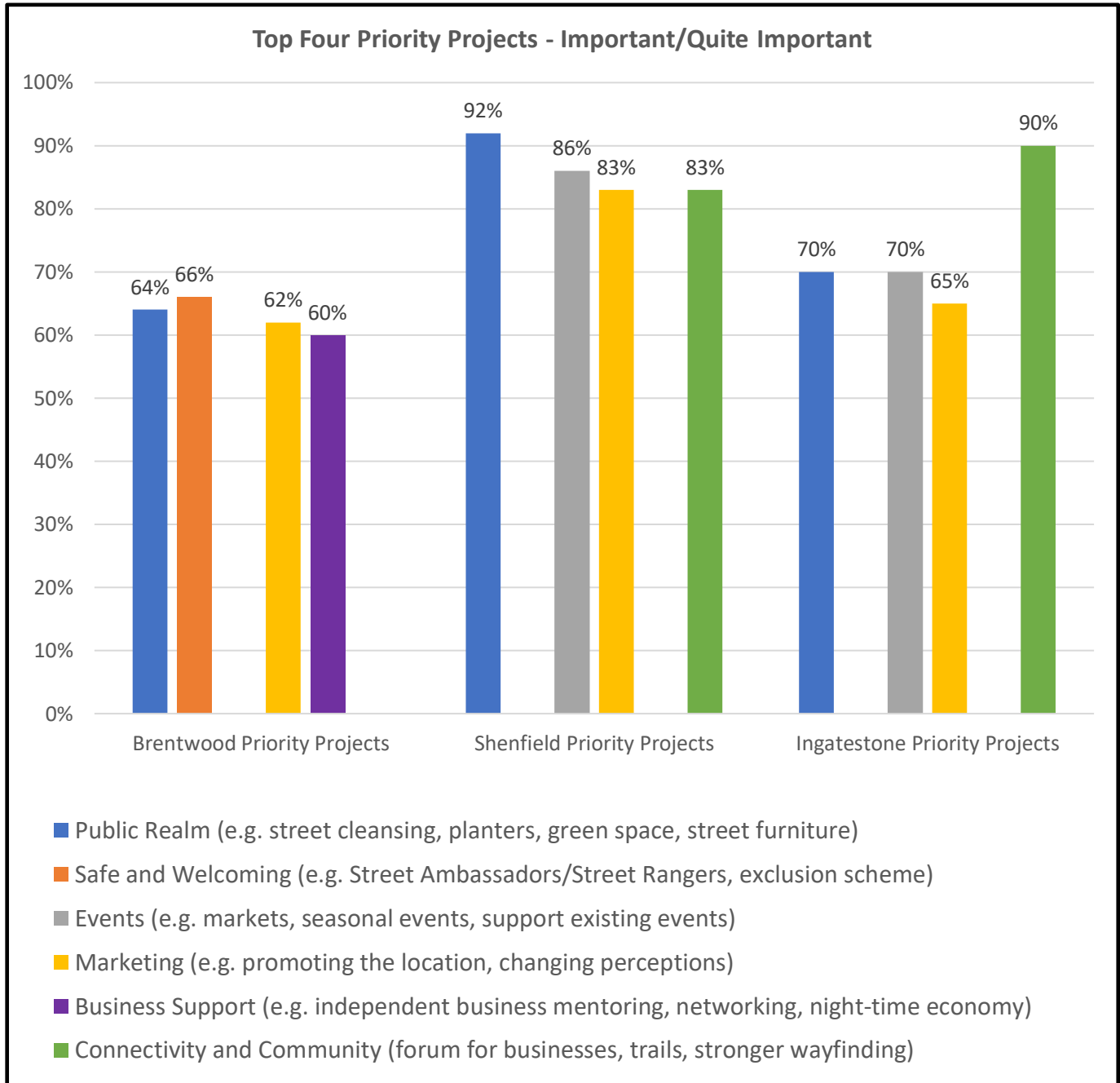
Stage 3 costs:           £10,000 plus vat

For the avoidance of doubt, we are suggesting that this final Stage 3 payment only becomes due once there is a successful ballot outcome and as the BID commences.

The BID Regulations permit all set-up costs (in this case, Stages 1, 2 and 3 = £45,000) to be repaid from future levies if they are provided within the budget elements of the BID Proposal.

## Section 10 – Appendices

### Appendix A: Consultation Q9 results



## THE LOCUS PROJECT TEAM



**Terry Baxter**  
CHAIR

Terry has been Chair of the Ipswich Central BID since 2013 and has been a leading voice for BIDs in the UK. He was also a founding member of the Ipswich Vision, the town's strategic board, and has a wealth of experience in developing visionary urban strategies.

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**Paul Clement**  
CHIEF EXECUTIVE OFFICER

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**Chris Barnard**  
HEAD OF PLACE

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A small team with big ideas

Experts in place

Specialism in developing BIDs, DMOs and local partnerships

A track-record of transforming towns, cities, and destinations across the UK.





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<b>Committee(s):</b> Policy, Resources and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Brentwood Local Heritage List	<b>Wards Affected:</b> All
<b>Report of:</b> Phil Drane, Director of Place	<b>Public</b>
<b>Report Author/s:</b> Name: Paulette McAllister, Historic Environment Consultee	<b>For Decision</b>

## Summary

This report presents the Brentwood Local Heritage List (Local List) and seeks the approval of the committee to adopt the list and give delegated authority to the Director of Place for the ongoing management of the list.

All Local Authorities are responsible for compiling a Local List, with guidance being set out by Historic England, through the National Planning Policy Framework (NPPF). The recently adopted Brentwood Local Plan 2016-2033 also refers to Non-Designated Heritage Assets and a Local List under Policy BE16 Conservation and Enhancement of Historic Environment and supports the ethos of local listing.

## Recommendation(s)

**Members are asked to:**

**R1. Approve the Brentwood Local Heritage List as set out in Appendix A.**

## Main Report

### **Introduction and Background**

1. Brentwood borough has a well-documented Historic Environment with the settlement origins recorded back to the 11<sup>th</sup> Century. There are currently more than 500 entries on the National Heritage List for England (Listed Buildings), 12 scheduled monuments and two Grade II\* registered parks and gardens. In addition, the borough contains 13 designated Conservation Areas. These are collectively known as 'Designated Heritage Assets' and have statutory protection.

2. However, there are many other locally important heritage features, buildings and places, that do not meet the strict criteria for national protection. These are referred to as 'Non-Designated Heritage Assets' and are recognised for their contribution to making a place special for local people, that carry the boroughs history, traditions, stories and memories into the present day and add depth of meaning to Brentwood's sense of place.

### **Policy Context**

3. The National Planning Policy Framework (NPPF) places emphasis on 'sustaining and enhancing the significance of all heritage assets' and recognising that heritage assets are an 'irreplaceable resource' and should be conserved 'in a manner appropriate to their significance'.
4. The recently adopted Brentwood Local Plan 2016-2033 (March 2022), contains policies that relate to heritage assets and the historic environment. Policy BE16, CONSERVATION AND ENHANCEMENT OF HISTORIC ENVIRONMENT 2C, states:

*“Development proposals that affect non-designated heritage assets and their settings, including protected lanes, should seek to preserve and wherever possible enhance the asset and its setting. When considering proposals which are likely to cause harm to such an asset consideration will be given to:*

- a. the significance of the asset and its setting; and*
- b. the extent to which the scale of any harm or loss has been minimised.”*

5. All local authorities are responsible for coordinating the compilation of Local Heritage Lists of buildings, structures, sites and landscapes that they consider to be of local importance. Historic England states that:

*“Local lists play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment. Local lists can be used to identify significant local heritage assets to support the development of Local Plans.”*

6. Planning Practice Guidance encourages local planning authorities to identify 'non-designated heritage assets' against consistent criteria and notes that adding them to a 'local list' is a positive way of improving the 'predictability of the potential for sustainable development'.



7. Local lists have been around for many years and nearly half of the local planning authorities in England already have one. What is new is that local lists are being promoted in the National Planning Policy Framework (NPPF) and the Department for Levelling Up, Housing and Communities is encouraging all local authorities to compile one.

### **Primary Objectives**

8. The purpose of the Brentwood Local Heritage List is to raise awareness of the area's local heritage assets and their importance to its unique distinctiveness. The Local Heritage List is a living document that will be open to amendment and future updates. There will be further opportunities to nominate a heritage asset for inclusion on the local list. The list can also inform developers, owners, council officers and members about buildings and places within the local authority boundary that are desirable to retain and protect alongside offering a record of the nature of the Brentwood historic environment more accurately.
9. Whilst being identified on the Brentwood Local Heritage List demonstrates explicitly that a building or site makes a positive contribution to the character and local distinctiveness of a place, such does not preclude development, nor does it equate to statutory protection or the requirement for Listed Building Consent.

### **Assessment Methodology**

10. The first phase in the production of this first phase List, involved a sift of Conservation Areas and those buildings cited within the already adopted with Appraisals and Management Plans, alongside capturing sites identified through the last five years of Planning Development Management, this alongside assessment of submitted Nomination forms received during consultation. The methodology adopted is set out within Local Heritage Listing: Identifying and Conserving Local Heritage Historic England Advice Note 7 (Second Edition).
11. In essence to be recommended for Local Listing, criterion commonly includes Asset type, Age, Rarity, Architectural and Artistic Interest, Group Value, Archaeological Interest, Historic Interest and Landmark Status. Evaluation for the Brentwood Local Heritage List involved site assessment and desk-based research by an accredited Historic Buildings Surveyor in conjunction with the Planning Policy Team and the councils Principal Consultee for the Historic Environment.

## **Notification of Local Listing and Future Management**

12. It is proposed to issue a notification to each property owner upon adopted of the Brentwood Local Heritage List (Appendix B), which will include a section of FAQs and a copy of their property's assessment. In conjunction the sites are proposed to be mapped through the local planning authority's Uniform system and Public Access online.
13. As the List is a 'live' database, it will be regularly updated online with annual updates collated for Members as part of the council's monitoring.

## **Reasons for Recommendation**

14. All Local authorities are responsible for compiling a Local List. This is guided by the National Planning Policy Framework requirement to sustain and enhance the significance of all heritage assets, informed by the recognition that heritage assets are an 'irreplaceable resource' and should be conserved 'in a manner appropriate to their significance'. Publication and regular updating of a local list is now also consistent with the council's new local plan, which commits to the ethos of local listing in support of Policy BE16, Conservation and Enhancement of the Historic Environment.

## **Consultation**

15. A consultation period for public 'nominations' onto the borough's Local Heritage List ran for a six-week period from 10 March to 21 April 2022. All parish councils were contacted in addition to Local Amenity Societies and local interest groups, schools and notification via the council's website. Groups were issued with Nomination Forms which set out the methodology for capturing data for future impartial assessment. The proposals for consultation and methodology were presented at an All-Member Briefing in February 2022.

## **References to the Corporate Strategy**

16. The council's Corporate Strategy 'Brentwood 2025' commits to "Promote the environment and recognise its importance in the decisions we make' to 'Ensure all council policies protect and enhance our environment'
17. The council's local plan 2016-2033 states "Locally listed buildings within the borough are to be recorded on a live database... this list and its future enrichment is essential in conserving local distinctiveness and community engagement in the historic environment. The Council supports the ethos of local listing and the opportunities it brings to engage a diverse range of stakeholders into the management and education of the local historic environment".

## **Implications**

### **Financial Implications**

**Name/Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) and Section 151 Officer**

**Tel/Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

18. There are no direct financial implications arising from this report.

### **Legal Implications**

**Name/Title: Steve Summers, Strategic Director and Monitoring Officer**

**Tel/Email: 01277 312500/steve.summers@brentwood.rochford.gov.uk**

19. The legal implications for the council are set out within the report.

### **Economic Implications**

**Name/Title: Phil Drane, Director of Place**

**Tel/Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

20. There are no direct economic implications. It is important that the council sets out a strategy for identifying, protecting and enhancing local heritage assets as part of maintaining a prosperous built environment, which can have indirect positive economic impacts for those visiting or investing in the borough.

### **Equality and Diversity Implications**

**Name/Title: Kim Anderson, Corporate Manager (Communities, Leisure & Health)**

**Tel/Email: 01277 312500/kim.anderson@brentwood.gov.uk**

21. The Public Sector Equality Duty applies to the council when it makes decisions. The duty requires us to have regard to the need to:

- a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
- b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
- c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

22. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for b. or c., although it is relevant for a.
23. The proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

**Other Implications (where significant)** – i.e. Health and Safety, Asset Management, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.

None

### **Background Papers**

None

### **Appendices to this Report**

- Appendix A: Brentwood Borough Local List of Non-Designated Heritage Assets (Local List), September 2022
- Appendix B: Notification letter template for the Brentwood local heritage list

## Appendix A

To view the full document of Appendix A, please use the link below:

[Appendix A](#)

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INSERT ADDRESS  
Brentwood, Essex

Date: XX/XX/2022  
Our reference:

### **NOTIFICATION OF BRENTWOOD LOCAL HERITAGE LIST**

Dear XXXX

**RE: insert address (“the Property”)**

We write to notify you as property owner, the Brentwood Local Heritage List was adopted on 14<sup>th</sup> September 2022 at the Policy, Resource and Economic Development Committee, this newly adopted database has been created to ensure recognition of buildings, places and features which contribute positively to the heritage value of the Brentwood Borough.

Further to assessment your property has been identified as one which offers a positive contribution to Brentwood’s heritage, and we enclose the assessment of your property for your own records. Being on the Local Heritage List is not a National Designation, that is, your property is not a ‘listed building’, no additional planning controls are apportioned by way of this local designation in terms of any removal of Permitted Development Rights, however your property is considered a Non-Designated Heritage Asset.

Further information on Local Listing Project can be found on the Council website under ‘Local Heritage List’ <https://www.brentwood.gov.uk/-/local-heritage-list> and on the Historic England website [www.historicengland.org.uk](http://www.historicengland.org.uk).

We also enclose a sheet of Frequently Asked Questions. Should you require additional discussion on the Local List please email your enquiry to [planning.policy@brentwood.gov.uk](mailto:planning.policy@brentwood.gov.uk).

Yours faithfully

**Planning Policy Team  
Brentwood Borough Council**

**Tel: 01277 312500**



<b>Committee(s):</b> Policy, Resources, and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Ingatestone and Fryerning Neighbourhood Plan (2020-2033) Referendum Update	<b>Wards Affected:</b> Ingatestone, Fryerning and Mountnessing
<b>Report of:</b> Phil Drane, Director of Place	<b>Public</b>
<b>Report Author/s:</b> Name: Andrea Pearson, Senior Policy Planner Telephone: 01277 312572 E-mail: andrea.pearson@brentwood.gov.uk	<b>For Information</b>

## Summary

This report provides further update on the Ingatestone and Fryerning Neighbourhood Plan process following referendum in August 2022. It follows other council updates and decision items since 2017 (most recently Item No. 82, Policy, Resources, and Economic Development Committee, 13 July 2022).

Since then, a formal Referendum period was held from 30 July to 4 August 2022, with the public vote taking place on 4 August. The Neighbourhood Planning Regulations (General)(England) 2012 (as amended), required a majority vote in favour of the neighbourhood plan in order for it to be 'made' and thus form part of Brentwood Development Framework. The results of the vote were 86% in favour of the plan and 14% against. Therefore, as of 5 August 2022, the neighbourhood plan has had full weight applied and is to be considered when determining planning applications within the parish boundary.

The neighbourhood planning process has now concluded. However, the Inspectors Report requires that the neighbourhood plan be subject to a review process following the Brentwood Local Plan early review. Therefore, the council will continue to engage with the parish council through this process.

## Main Report

### **Introduction and Background**

1. The 2011 Localism Act introduced new powers for local communities to produce neighbourhood plans, which can be used to guide and shape future development in an area. Once adopted a neighbourhood plan forms part of a statutory Development Plan for the area and it is used in the determination of planning applications alongside the Brentwood Local Plan and other material planning considerations, including the National Planning Policy Framework.

## **Designation**

2. Brentwood Borough Council approved the designation of the Ingatestone & Fryerning Parish as a Neighbourhood Plan Area at its Planning & Licensing Committee on 11 October 2017 (Item 136). The neighbourhood plan was consulted on as required by Regulation 14 for six weeks in August-September 2020. The council responded to the Regulation 14 consultation and expressed general support for the neighbourhood plan but highlighted the need for an SEA / HRA Screening Opinion Report, which is the responsibility of the local planning authority. This work was undertaken and the neighbourhood planning group undertook a focussed consultation with environmental bodies as required by the Neighbourhood Planning Regulations.

## **Basic Conditions**

3. National planning practice guidance states that a neighbourhood plan must meet basic conditions as set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990. The submission of the Ingatestone & Fryerning Plan under Regulation 15 included a statement which sets out how the plan has met the following basic conditions:
  - a) The neighbourhood plan has regard to national policies and advice contained in guidance issued by the Secretary of State
  - b) The plan contributes to the achievement of sustainable development
  - c) The plan conforms with the strategic policies of the Brentwood local plan
  - d) The plan must be in conformity with the EU obligations
  - e) Prescribed conditions are met in relation to the plan and prescribed matters have been complied with in connection with its proposals.

## **Examination**

4. The council undertook Regulation 16 consultation between December 2021 and March 2022. The plan was formally submitted to an independent Inspector for examination in April 2022.
5. The Inspector sent one set of questions to the Council and Qualifying Body (the neighbourhood planning group), asking a total of five questions, most which were points of clarification responded to in May 2022.

6. The Inspector's final report was received by the Council in June 2022. This concluded that the plan could proceed to referendum provided required modifications were made.

### **Referendum**

7. The Referendum (Regulation 19) was held between 30 June and 4 August 2022. Residents who reside within the parish boundary and were registered to vote were sent a polling card asking a 'yes / no' question on whether to have the plan 'made', also known as being adopted. Following voting on 4 August, the count of votes was undertaken on 5 August. The results of the referendum were as follows and as set out in Appendix A:
  - a) In favour: 528 (86.42%)
  - b) Against: 83 (13.58%)
  - c) Spoiled votes: 0
  - d) Voter turnout: 15%
8. The Neighbourhood Planning Regulations require that a majority vote (50% + 1 votes) is required for the plan to be 'Made' (or adopted). As a majority vote in favour for the neighbourhood plan was obtained through the referendum stage, the Ingatestone and Fryerning Neighbourhood Plan now forms part of the Brentwood Development Framework for planning decisions in the parish boundaries. The neighbourhood plan's policies are to inform decisions on planning applications within the parish alongside the borough-wide local plan and other relevant policy.

### **Issue, Options and Analysis of Options**

9. Neighbourhood plans give local communities direct power to develop a shared vision and shape the development and growth of their local area. The neighbourhood plan has completed the plan-making process and was formally adopted on 5 August 2022 following the results of the referendum.

### **Next Steps**

10. The Ingatestone and Fryerning Neighbourhood Plan includes a 'Monitoring and Review' policy requiring a review of the plan to be undertaken once the Brentwood Local Plan early review has been completed. This is to ensure the neighbourhood plan continues to be in conformity with the local plan as required by the Neighbourhood Planning Regulations, in meeting the 'basic conditions'.

11. The Planning Policy Team will continue to engage with Ingatestone and Fryerning Parish Council through the review process.

### **References to Corporate Strategy**

12. This is not a Council produced document and so there are no direct references to the Council's Corporate Strategy. However, the neighbourhood plan forms part of the Council's development plan for planning decision making. Therefore, it is important that there is consistency with the Council's local plan. Management of development in line with the local plan is a corporate priority, as are several cross-cutting objectives that the plan provides a vehicle for delivery.

### **Implications**

#### **Financial Implications**

**Name/Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) and Section 151 Officer**

**Tel/Email: 01277 312500/Jacqueline.vanmellaert@brentwood.gov.uk**

13. Government grants and technical support is available directly to neighbourhood planning groups immediately following area designation.
14. Neighbourhood Planning Regulations require local planning authorities to bear the cost of examination and referendum of neighbourhood plans or orders. Current arrangements from the Department for Levelling Up, Housing and Communities enables local planning authorities to claim some financial support towards neighbourhood planning. This is for £20,000 for each neighbourhood plan once a date has been set for referendum (limited to five neighbourhood plans in the borough).
15. So far, the Council has received £5,000 of grant monies following designation of Ingatestone & Fryerning Neighbourhood Plan Area. The council submitted a claim for the remainder of the £20,000 grant at the end of August 2022 following the referendum stage. This will be used to recover costs and contribute to future neighbourhood planning work.

#### **Legal Implications**

**Name/Title: Steve Summers, Strategic Director and Monitoring Officer**

**Tel/Email: 01277312500/steve.summers@brentwood.rochford.gov.uk**

16. It is a statutory requirement to support the preparation of neighbourhood plans and for the Council to adopt, or 'make' them, if supported by the referendum. Relevant legislation includes the Neighbourhood Planning (General) Regulation

2012 (as amended) and the Town and Country Planning (Use Classes) Order 1987 (as amended).

### **Economic Implications**

**Name/Title: Phil Drane, Director of Place**

**Tel/Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

17. There are not direct economic implications, although the neighbourhood plan will support the Council's local plan that is a key vehicle in delivery of corporate priorities, such as growing the economy.

### **Equality and Diversity Implications**

**Name/Title: Kim Anderson, Corporate Manager (Communities, Leisure & Health)**

**Tel/Email: 01277 312500/kim.anderson@brentwood.gov.uk**

18. None. Equality and Diversity implications have been considered as part of the process of producing the neighbourhood plan and reported in previous papers (see background papers).

**Other Implications** (where significant) – i.e. Health and Safety, Asset Management, Equality and Diversity, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.

None

### **Background Papers**

- Item 82, Policy, Resources, and Economic Development Committee, 13 July 2022, Ingatestone & Fryerning Neighbourhood Plan Update
- Item 185, Policy, Resources, and Economic Development Committee, 24 November 2021, Ingatestone & Fryerning Neighbourhood Plan (2020-2033), Regulation 15
- Item 571, Planning & Licensing Committee, 11 November 2020, Response to Ingatestone & Fryerning Draft Neighbourhood Plan Regulation 14 Consultation
- Item 136, Planning & Licensing Committee, 11 October 2017, Ingatestone & Fryerning Parish Neighbourhood Plan Area Designation

### **Appendices to this report**

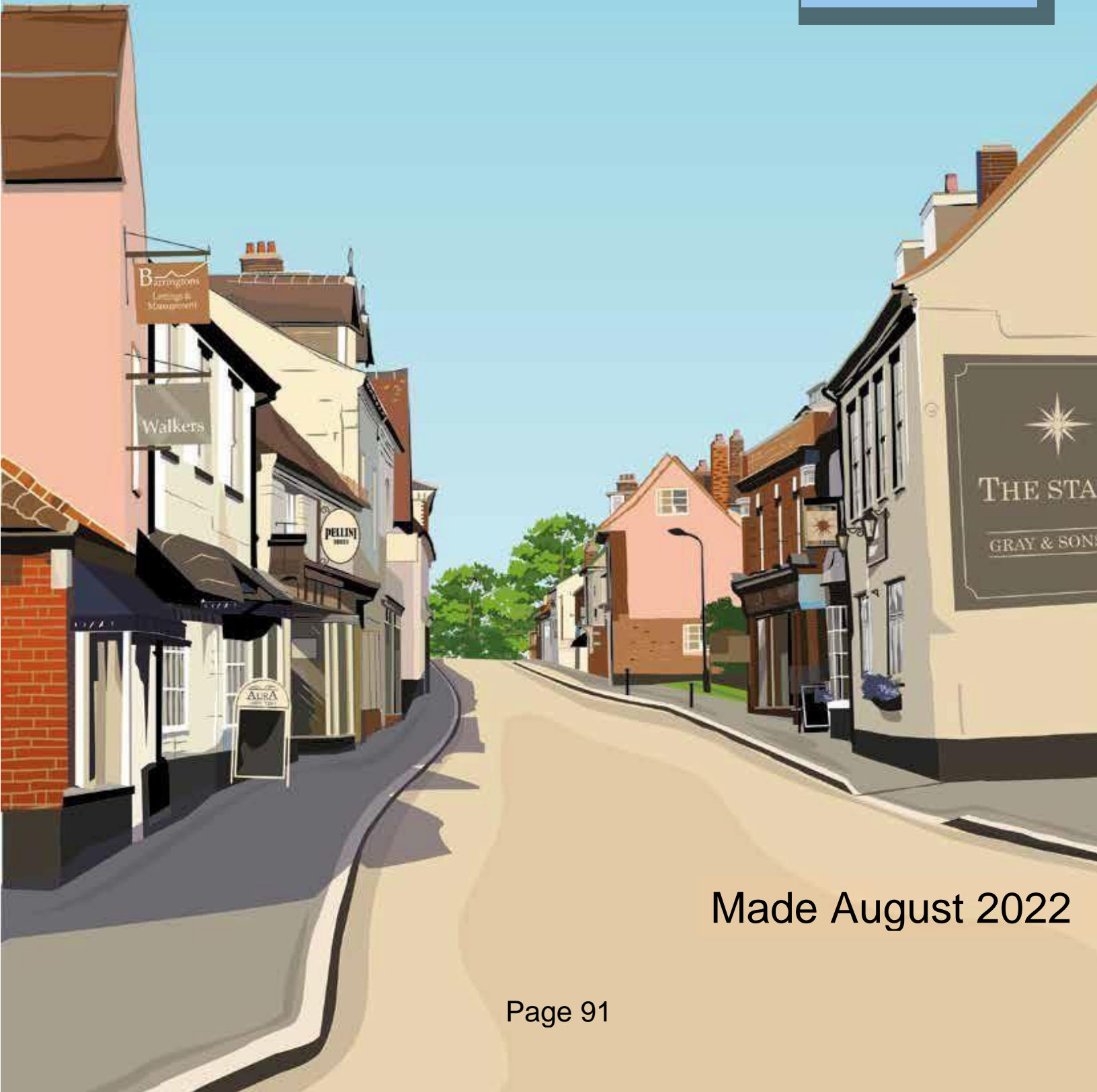
- Appendix A: Ingatestone & Fryerning Neighbourhood Plan Referendum Declaration, August 2022

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INGATESTONE  
& FRYERNING  
PARISH COUNCIL

# Neighbourhood Plan 2020-2033



Made August 2022

## FRONT COVER



Cover illustrated by local artist  
Geraldine Burles.

Geraldine specializes in vintage travel  
inspired posters, historic villages and  
coastal scenes.

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## CREDITS

Ingatestone and Fryerning Neighbourhood Plan 2020-  
2033

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The production of the Plan was overseen by the  
Neighbourhood Plan Advisory Committee (NPAC)  
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This document is also available at [www.ingatestone-fryerningpc.gov.uk](http://www.ingatestone-fryerningpc.gov.uk)

Hard copies can be viewed by contacting Ingatestone  
and Fryerning Parish Council or Brentwood Borough  
Council.

With thanks to the communities of Ingatestone and  
Fryerning, the Rural Communities Council of Essex,  
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and Brentwood Borough Council.

The Neighbourhood Plan Advisory Committee  
comprised Cllr Jane Winter (chair), Aileen Donnelly  
(resident), Cllr Toby Blunsten, Cllr Martyn Hart, Elaine  
Jeater (resident), Cllr Paul Jeater (Chair of IFPC),  
Marilyn Marston (resident), Paul McCann (resident),  
Cllr Darryl Sankey.

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## VISION STATEMENT

The Ingatestone and Fryerning Neighbourhood Plan (IFPN) covers the period 2020-2033. The Plan presents a vision for the future of the parish and provides planning policies which will help to guide development and community projects, protect valued assets and deliver our identified vision for the future.

Through consultation with the local community and a comprehensive assessment of the parish, the Ingatestone and Fryerning Neighbourhood Plan Advisory Committee (NPAC) as identified the following vision for the future of the parish.

Ingatestone and Fryerning are vibrant and distinctive rural villages with easy access to fields and the countryside. We strive to respect and reflect the views of our communities, to evolve and expand whilst retaining our unique and distinctive character and to provide a good quality of life for current and future generations of residents.

Through the Neighbourhood Plan, the parish council will support this vision by:

- Recognizing and protecting the character and history of the neighbourhood area, its conservation areas (Fryerning, Ingatestone High Street, Station Lane, and Tor Bryan) listed buildings and sites.
- Supporting measured, proportionate, timely and sustainable development to meet local requirements, particularly those of our young people and older residents.
- Influencing key 'age friendly' issues, for example, community safety, housing, planning, street lighting, green spaces, playing fields and parks, community centres, war memorials, seats, shelters and public toilets.
- Engaging residents, particularly older people in the creation of social networks, enabling action for safer, kinder, cleaner, inclusive and connected communities (both online and offline)
- Promoting a flourishing local economy with a range of successful independent businesses.
- Giving consideration to effective transport links, the staffed train station, the bus service and access routes for movement around the village of cyclists and pedestrians.
- Endorsing policies that have a positive effect on the environment, including those that remove or minimize flood risk, mitigate climate change, reduce our carbon footprint and minimize the impact of traffic to protect the quality of air within the parish.



## INTRODUCTION

### WHAT IS NEIGHBOURHOOD PLANNING?

The 2011 Localism Act introduced new powers for local communities to produce neighbourhood plans, which can be used to guide and shape future development in an area. Once 'made' (adopted), a neighbourhood plan forms part of the statutory Development Plan for the area and it is used in the determination of planning applications alongside the adopted Brentwood Local Plan (BLP) and other material planning considerations, including the National Planning Policy Framework (NPPF)<sup>1</sup>.

Neighbourhood plans must be subject to public consultation, examination and local referendum prior to adoption and policies contained within a neighbourhood plan should be supported by evidence based documents and Strategic Environment Assessment / Habitats Regulation Assessment as necessary. Neighbourhood plans must accord with the overall aims and objectives of the NPPF, particularly in relation to supporting and promoting sustainable development.

The Planning Practice Guidance<sup>2</sup> states that a neighbourhood plan must meet the basic conditions set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990<sup>3</sup>. The submission of the final version of the Ingatestone and Fryerning Neighbourhood Plan to Brentwood Borough Council (BBC) will include a statement setting out how the plans meets the requirements of the basic conditions set out below:

- The neighbourhood plan has regard to national policies and advice contained in guidance issued by the Secretary of State.
- The making of the neighbourhood plan contributes to the achievement of sustainable development.
- The making of the neighbourhood plan is in general conformity with strategic policies contained in the Local Plan.
- Prescribed conditions are met in relation to the neighbourhood plan and prescribed matters have been complied with in connection with proposals within the neighbourhood plan.

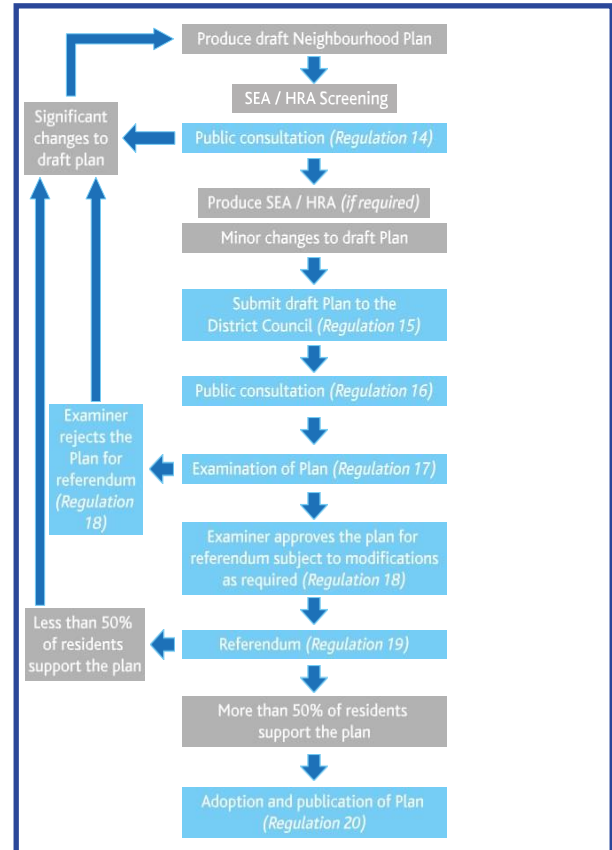


Figure 1: Guide to producing a neighbourhood plan

The Neighbourhood Planning (General) Regulations 2012 (as amended) set out the statutory stages which must be completed in the production of a neighbourhood plan. Figure 1 presents this process and identifies which stage we are currently at in the production of the IFNP.

### WHY DOES INGATESTONE AND FRYERNING PARISH NEED A NEIGHBOURHOOD PLAN?

Neighbourhood planning gives communities direct power to develop a shared vision and shape the development growth of their local area. Community groups can produce plans that have real statutory weight in the planning system to shape future growth. The production of a neighbourhood plans provides the community to establish objectives and requirements to guide and manage future development proposals in the parish in order to ensure that local needs are met, but also to

<sup>1</sup> National Planning Policy Framework, HM Government, February 2019

<sup>2</sup> The Planning Practice Guidance (PPG\_ is an online porta which provides guidance on implementing a range of planning related topics.

<sup>3</sup> See paragraph 65 of the PPG

ensure that the valued characteristics of the parish can be maintained and protected for future generation.

## PROGRESSION OF THE INGATESTONE AND FRYERNING NEIGHBOURHOOD PLAN

The concept of producing a neighbourhood plan for Ingatestone and Fryerning parish was first presented to the community at the Ingatestone and Fryerning Horticultural Show on Saturday 15 July 2017. This was followed by further information on neighbourhood planning being published in the August 2017 Ingatestone and Fryerning Parish Council newsletter, which is delivered to every household in the parish.

In October 2017, BBC designated Ingatestone and Fryerning Parish as a Neighbourhood Area for the purposes of producing a neighbourhood plan, and the Neighbourhood Plan Advisory Committee (NPAC) was established to support the parish council in developing the IFNP.

Residents and stakeholders were invited to participate in the committee using social media and the Ingatestone and Fryerning Parish Council website. The terms of reference for the committee were formulated and agreed by the parish council in November 2017.

Since 2017, the NPAC has undertaken extensive research and analysis of current and potential future issues in the parish and undertaken arrangements of community events in order to inform the production of the draft IFNP.

During summer 2018 a questionnaire was posted to all households and businesses in the parish. The analysis of responses to the questionnaires has been an important component in formulating the vision, aims, objectives and policies contained within the draft IFNP.

## PURPOSE OF THE REGULATION 14 AND REGULATION 16 CONSULTATIONS ON THE INGATESTONE AND FRYERNING NEIGHBOURHOOD PLAN

As outlined in Figure 1, the Neighbourhood Planning (General) Regulations 2012 (as amended) require the neighbourhood plan to be subject to two consultations before the plan can be submitted for examination.

Both the Regulation 14 (September 2020) and Regulation 16 (December 2021) consultations were undertaken prior to the neighbourhood plan being submitted to an independent inspector.

<sup>4</sup> 2011 Census, Office for National Statistics, 2011.

## OUTCOME OF THE NEIGHBOURHOOD PLAN EXAMINATION

The neighbourhood plan commenced the examination process on 7<sup>th</sup> April 2022 and concluded on 17<sup>th</sup> June 2022. The Inspector concluded that the neighbourhood plan could proceed to Regulation 19: Referendum provided the required modifications were made. For details on the Inspectors Report and required modifications can be viewed at:

<https://www.brentwood.gov.uk/-/ingatestone-and-fryerning-np>

## ABOUT INGATESTONE AND FRYERNING PARISH

### Location and context

The parish of Ingatestone and Fryerning is located in the Borough of Brentwood, Essex. The designated Neighbourhood Area for the purpose of producing the Neighbourhood Plan is consistent with the parish boundary presented in Map 1.

Ingatestone and Fryerning Parish includes two villages surrounded by Metropolitan Green Belt and open farmland. The villages have a combined population of 4,785 people<sup>4</sup>, including 2,095 households.

The main settlement of Ingatestone is excluded from the green belt and lies within an area bounded by the railway to the east, the A12 truck road to the west, New Road to the north and the Hey Brook to the south. Fryerning and the surrounding small settlements of Mill Green and Beggar Hill are all situated within the green belt. The parish is bounded by the River Wid to the south east and much of the west consists of woodland.

Map 1: Map of Parish boundary. Copyright Phill Poston.





Villages in the parish have a rural atmosphere, character and appearance. Short walks from the centre of Ingatestone and Fryerning lead into open fields with a good network of public footpaths and bridleways in the green belt. There are small local businesses and a good range of shops and services with the local villages.

### History

Both Ingatestone and Fryerning have their origins in the Saxon period when Ingatestone was called 'Ingattestone' and Fryerning was 'Friarsing'. 'Ing', a common Saxon word, could mean pasture, possession of, or settlement. Therefore, 'Ing Atte Stone' could have meant 'settlement at the stones' and 'Friarsing' 'Friars settlement'. The stones relate to sandstone blocks known as 'sarsens stones', two of which exist on the junction of Fryerning Lane and the High Street.

From about 950 AD, Ingatestone was in the possession of Barking Abbey, but with the dissolution of the monasteries in 1539 it was sold by the crown to Doctor William Petre who had Ingatestone Hall built in the 1540's.

After the Norman Conquest, Fryerning was given to the Norman baron Robert Gernon and passed to the Knights Hospitallers of St. John until the order was dissolved by Henry VIII in 1540. The estate was eventually passed to Nicholas and Dorothy Wadham in 1607, who founded Wadham College in Oxford. On their deaths the estate passed into college ownership and much of it remains in their hands to this day.

Ingatestone developed alongside the route of the old Roman Road built to connect London with Roma outposts such as Colchester. Very early maps shows ribbon development along the road edges which include buildings such as The Crown pub.

Ingatestone was a day's ride on horseback from London, and therefore became an important location for stagecoaches and Royal Mail coach horses to be changed and travellers to rest for the night. As a result there were large numbers of inns, in addition to a blacksmiths, wheelwrights and harness makers. Before the advent of the railway around 50 coaches a day would pass through the village. Only The Bell pub remains on the Roman Road, whereas many as 20 inns would once have existed. The railway arrived in 1843 and the stagecoach trade ceased. Ingatestone Station as built in 1846 and is now located in Station Lane between Ingatestone Hall and the village centre.

Market Place, in the centre of Ingatestone has a mural depicting some of the villages' history. Ingatestone and Fryerning formed one Civil Parish in 1889. The Roman Road passing through the village was the A12 trunk

road. However, increases in traffic levels resulting in congestion in the narrow High Street led to the building of bypass in 1958/9.

### Conservation areas

Ingatestone's High Street Conservation Area was established in November 1969 and contains a large number of grade II listed buildings and a grade I listed parish church.

The Station Lane Conservation Area was established in September 1981 and includes many Arts and Crafts style properties designed by George Sherrin, the grade II listed railway station, the Catholic church and Tor Bryan estate. Outside this area is Ingatestone Hall, which includes a listed granary and gatehouse.

The Fryerning Conservation Area was established in March 1991 and contains the listed St. Mary the Virgin Church, Mill Green Windmill, Fryerning Hall medieval barns and many other listed properties. Mill Green also has evidence of medieval brick kilns where ancient pottery has been found.

### Services and facilities

Ingatestone has several churches of different denominations, two church halls, an infant and junior school and the Anglo European School. There are preschools, playgroups and a nursery. Christy Hall provides space for community group and events.

A good range of shops, public houses, wine bars, restaurants and cafes exist along the High Street, with free two-hour parking bays in the Market place and Bell Mead. Shops include two supermarkets, a florists, a delicatessen, clothes shops, stationers, jewellers, hardware store, off-licence, galleries, hairdressers, newsagents and more. Other services include a post office, estate agents, optician, veterinary surgery, doctor's surgery, dentist and an undertaker.

Fryerning village includes two public houses, a church and the Fryerning Parish Rooms.

### Parks and leisure facilities

Recreation facilities exist on Fairfield, leased from Lord Petre by the parish council, where cricket matches are played in the summer. There is a cricket pavilion, two children's play areas and a historic pond. Mill Green Common, owned by Lord Petre, is available for use, as is Seymour Field, leased from Brentwood Borough Council.

Seymour Field and its newly renovated pavilion (Figure 21) are managed by the parish council. There are a

number of playing fields used by local football teams and it hosts the annual horticultural show. The Community Hub (Figure 23) on the High Street has a hall and stage for shows and events, a member's bar, tennis courts (Figure 26) and a bowling green (Figure 24) to the rear.

Fishing lakes and two allotment sites (Figure 25) exist within the parish and there is a common at Mill Green in Fryerning. Christy Hall hosts guides, scout groups and clubs.

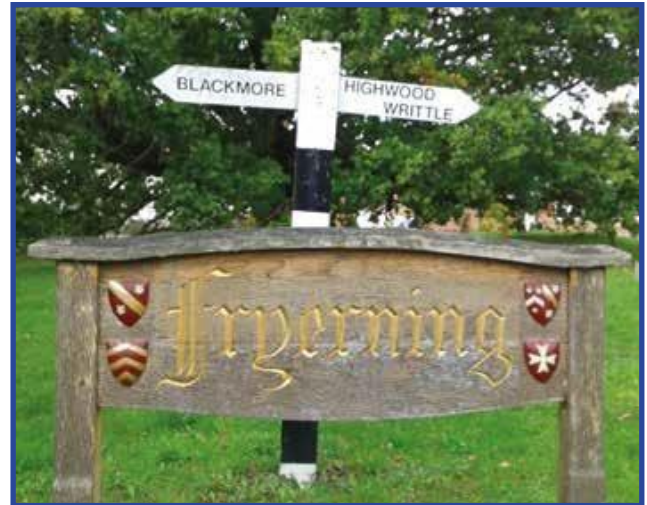
#### Local planning context

New development in the parish is currently guided by the policies contained within the adopted Brentwood Local Plan, together with other material considerations (including National Planning Policy). The Local Plan sets a framework for future growth area, identifies level of need and locations for new housing, employment and retail development. The Local Plan also includes specific policies which guide the design, scale, impact and location of new development and infrastructure, as well as policies related to protecting and enhancing heritage assets, the environment, town centres and rural areas.

The new Brentwood Local Plan was recently adopted in March 2022, replacing the Brentwood Replacement Plan (2008). This document forms part of the Development Plan for the Borough. Consultation on the BLP was undertaken in 2016 and 2018 and a consultation of the pre-submission plan was undertaken in February 2019. Further 'focused changes' to the pre-submission BLP was undertaken in November 2019 and was submitted to the Secretary of State for examination in 2020. The Inspectors reviewing the BLP concluded the plan could be adopted provided main modifications were undertaken. The BLP was formally adopted by the council in March 2022.

Essex County Council (ECC) is the Waste Planning Authority (WPA) for the Plan area and is responsible for preparing planning policies and assessing applications for waste management development. The Essex and Southend-on-Sea Waste Local Plan (WLP) was adopted in July 2017 forming part of the statutory Development Plan and should be read alongside the Brentwood Local Plan and the IFNP. The WLP covers the period of 2017 to 2032. It sets out where and how waste management development can occur and contains the policies against which waste management planning applications are assessed.

ECC is the Minerals Planning Authority for the Plan area and is responsible for preparing planning policies and assessing applications for mineral development. The Essex Minerals Local Plan 2014 (EMLP) forms part of the statutory Development Plan and should be read alongside the Brentwood Local Plan and IFNP.







# HOUSING





## HOUSING

### VISION AND OBJECTIVES

The following housing related objective form part of the vision statement for the Ingatestone and Fryerning Neighbourhood Plan (IFNP):

- Supporting measured, proportionate, timely and sustainable development to meet local requirements, particularly those of our young people and older residents.
- Influence key 'age friendly' issues, including housing.

The following housing related objective have been identified by the Neighbourhood Plan Advisory Committee (NPAC) to guide the production of the IFNP housing policies.

- To promote an integrated approach to achieving sustainable and quality residential environments.
- To promote the comprehensive planning and development of residential areas and ensure that adequate information accompanies planning applications which will enable the delivery of an improved design quality
- To ensure that adequate provision is made for infrastructure and appropriate local neighbourhood facilities as an integral part of residential development
- To promote quality residential development that:
  - Creates places for people which are attractive, locally distinctive and appropriate to their surroundings, safe, convenient, adoptable and easy to maintain.
  - Respects and enhances features of value and local character and promotes biodiversity
  - Reduces reliance on the private car, supports movement by pedestrians and cyclists, provides adequate and convenient access to public transport and connects well with the wider locality.

## CONTEXT

### HOUSING STATISTICS

The Rural Community Profile for Ingatestone and Fryerning (RCCE, 2013) highlighted the following key statistics<sup>5</sup> associated with housing in the parish:

- The parish has a population of 4,785 and 2,095 households.

---

<sup>5</sup> Unless specified otherwise, all statistics are from 2011 census data

<sup>6</sup> A summary of the results of the IFNP Residents Questionnaire is available in the Neighbourhood Plan

- The majority of households in the parish consist of married couples
- The parish has a lower than national average proportion of one person households
- The parish has a higher proportion of pensioner households than the national average
- The majority of dwellings in the parish are detached owner-occupier houses
- There is a lower proportion of terraced and flats in the parish than the national average
- There is a lower proportion of social and private rented properties in the parish than the national average
- Median house prices in the parish are higher than national average for all types of dwellings. Housing in Ingatestone and Fryerning is therefore less affordable than in other areas of the country.

### QUESTIONNAIRE RESULTS ON HOUSING

Comments raised by local people during Neighbourhood Plan consultation events and through the IFNP Residents' Questionnaire<sup>6</sup>, together with consultations organised by Brentwood Borough Council (BBC) for the production of the adopted Brentwood Local Plan (BLP) include:

- Acceptance of the need to accommodate sustainable housing development in accordance with the LDP and ensure that the development of sites is appropriate for the village
- Ensure that the design, style and density of new housing are in keeping with the character of the parish and the rural environment and that it is sustainable, free from flood risk and includes adequate parking provision and appropriate landscaping
- Ensure that the mix of housing types and supply of social and affordable housing meets the needs of the parish
- Increase the provision of bungalows and smaller homes for elderly people in particular

In relation to the future housing requirements of the area, the IFNP Residents' Questionnaire identified that the greatest needs in the area are for three or four bedroom market housing and bungalows. Housing needs identified in the parish through the questionnaire were consistent with the types of houses existing residents would like to see built in the area, where the preference was for two to four bedroom properties. The questionnaire also identified

evidence base on the parish council website [www.ingateston-fryerningpc.gov.uk](http://www.ingateston-fryerningpc.gov.uk)

support for more affordable homes, starter homes and housing for older people within the parish.

In related to housing design within new development. Questionnaire responses identified a preference towards designs which respect the scale and style of existing buildings and the use of traditional local building materials.



Figure 2: The Furlongs



Figure 3: Huskards Fryerning

In relation to location of new housing in the parish, the questionnaire responses identified a preference towards using brownfield land and seeking to protect greenfield land.

### EXISTING HOUSING IN THE AREA

Existing housing in Ingatestone consists of a wide range of styles and designs, often in small estates from various time periods which relate to past expansions of the village. The majority of housing within the village is low density, detached and semi-detached two story housing, predominantly with front gardens and off-street parking (Figure 2). Older Victorian style properties in the central areas of the village are larger in scale and are located on significantly larger plots with extensive gardens. In the

south of the village adjacent to the parish boundary are a higher proportion of smaller bungalows, however along Roman Road leading out of the parish towards Mountnessing housing remains characterised by low density, detached and semi-detached two story housing with front gardens and off-street parking.

In comparison to Ingatestone, housing areas in Fryerning (Figure 3) are more rural in character and at significantly lower densities. Dwellings are predominately much larger in scale and located on plots which predominantly include gated driveway, separate garage and densely vegetated boundaries with extensive gardens. Other rural areas of the parish are characterised by hamlets and dispersed predominantly two story dwellings on large plots.

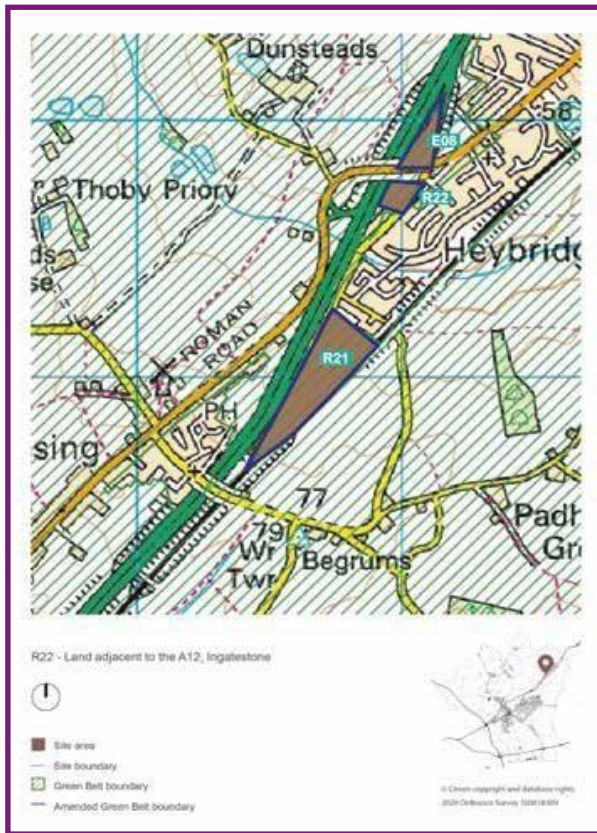
### HOUSING REQUIREMENTS IN THE AREA

Local housing needs change on a consistent basis and therefore require regular review in order for the parish council to have a good understanding of current housing needs in the area. The parish council will work with BBC to maintain a local housing need register which can inform the allocation of housing in the area and the type and mix of housing being delivered. The parish council will also work with BBC to consider how affordable housing can be prioritised for people with local connection to the parish and how affordable housing can be retained in the future for people with a local connection.

Paragraph 65 and 66 of the National Planning Policy Framework (NPPF) state that strategic policy making authorities should set out a housing requirement figure for designated neighbourhood area and where this is not possible an indicative figure should be provided. In accordance with these requirements, BBC has concluded that the IFNP should seek to allocate 57 new homes up to 2033.

### HOUSING ALLOCATION IN THE LOCAL DEVELOPMENT PLAN (LDP)

The Brentwood LDP seeks to deliver an average of 456 new dwellings per annum in the Borough up to 2033. The LDP has allocated 57 dwellings in the parish on site R22 (Map 2), land adjacent to the A12 bypass on the south eastern edge of Ingatestone. The LDP also requires the provision of 35% affordable housing, public open space and a landscape buffer adjacent to the A12. The parish council supports this housing allocation within the LDP and therefore includes this site as an allocation within IFNP Policy 1.



Map 2: Site allocation R22, land adjacent to the A12 bypass, Ingatestone. Copyright Brentwood Borough Council



Figure 4: Tor Bryan I

The BLP has allocated 161 dwellings on land south of Ingatestone, east of the A12, identified as Site R21 in the Local Plan. While this site is located outside of the Neighbourhood Plan Area within Mountnessing, it will still have a significant impact on local infrastructure within the Ingatestone and Fryerning parish. This

<sup>7</sup> Station Lane Ingatestone Conservation Area Appraisal and Management Plan, ECC, 2008.

Neighbourhood Plan will therefore consider and seek to address the impacts arising from the proposed development on Site R21 in Ingatestone and Fryerning parish.

### INGATSONE AND FRYERNING NEIGHBOURHOOD PLAN HOUSING ALLOCATION

IFNP Housing Policy 1 allocates Site R22 land off Roman Road, Ingatestone, for the development of 57 dwelling. The site is located at the southern periphery of the village where it effectively forms a gateway site when approached from both Brentwood and Billericay directions.

The site falls within the Mountnessing Critical Drainage Area (CDA). Any development within this area should be directed away from areas of existing flooding and where possible should try to have a positive impact on existing areas of flood risk downstream of the development. Early engagement with the Lead Local Flood Authority (LLFA) and consideration of the most up to date Surface Water Management Plan (SWMP) and associated SWMP Action Plan, is critical to ensure that existing and potential flood risk is properly managed.

Along Roman Road the immediate neighbouring properties to the east date from 1930's and consist of single two story detached and semi-detached properties of a low density suburban character. All possess front gardens and have off street parking. South of the site Ingatestone House, a substantial extended Georgian house, exists. Further south are some large detached houses within their own grounds and constructed in the 1970's whereas to the east (opposite) side of Roman Road the Hare Bridge Estate was completed some 13 years ago.

Ingatestone generally contains a mix of all periods, styles and design ranging from Tudor and Georgian to Victorian as well as early and mid 20<sup>th</sup> century estates and infill sites, including the contemporary private Tor Bryan Estate (Figure 4). This latter is now recognised as being “a striking and innovative example of a post-war housing development with bold modern architecture, varied detailing and distinctive palette of materials”<sup>7</sup>. The estate is now included in a conservation area.

Taking into account the site's key location at the entrance to the village, an exceptionally high standard of design is expected, including a scheme that integrates well into its surroundings, creates a positive sense of place and identify and relates well to the



existing local area in relation to layout, patterns of form, scale, appearance and materials.

### AFFORDABLE HOUSING

BBC has proposed an affordable housing requirement of 35% on proposed developments of 10 or more (net) unit. Site R22 is therefore required to provide 35% affordable housing, which would provide 20 new affordable dwellings within the parish. Ingatestone and Fryerning have a high average house prices and there is a shortage of affordable housing in the area. Whilst it is acknowledged that the requirement of 35% affordable housing is based on the viability testing of strategic sites undertaken as part of the BLP to meet local affordable housing needs, the NPAC would support a higher rate of affordable housing where it can be demonstrated that the higher rate would not render the site financially unviable.

New developments within the parish should seek to create inclusive, integrated and well-connected communities. The integration of communities can often be more challenging within new developments where the affordable housing is segregated into one area of the site. The parish council therefore expects affordable housing to be integrated throughout new developments. To ensure a high quality of design throughout the development, the design of affordable units should be indistinguishable from market housing on the site in relation to building design and quality.

BBC manages a sheltered housing scheme within Ingatestone which in total comprises 67 dwellings, including a main building with 10 bedsits and four one bedroom flats, a mixture of bungalows and one bedroom flats on Stock Lane and Wadham Close and Steen Close bungalows off of Fryerning Lane. Ingleton House is part of the sheltered housing scheme located on Stock Lane and has been identified by the NPAC as containing units which are no longer fit for purpose. The existing layout of buildings on the site does not maximise its development potential and it is considered that a reconfiguration of the site could accommodate more housing on the site.

### HOUSING DESIGN

The parish council expects new housing development within the parish to be high-quality and affordable, seeking to ensure that everyone has access to a decent home in a human-scale environment that they can afford. The parish council expects new development to enhance local distinctiveness by using architecture styles and design which are characteristic of the parish. Further details are contained in the Housing Design section.

### HOUSING TYPE

The parish has an aging population, with many residents seeking opportunities to downsize from family sized three or four bedroom properties. The provision of additional older people's housing in the parish would therefore meet this need and would also make available additional family housing to enable younger families to move into or remain in the parish. The Neighbourhood Plan will therefore be supportive of proposals which include housing designed for older people.

## POLICY 1: HOUSING

- a) The Plan allocates site R22 (Land adjacent to the A12, Ingatestone), as included in the adopted Brentwood Local Plan 2016-2033 and shown on Map 2, for the development of 57 new dwellings. Development proposals on Site R22 should:
- Respond positively and integrate with existing development surrounding and use of materials
  - Create a strong and positive sense of place and identity
  - Provide planting and landscaping on the western boundary of the site to contribute towards the attenuation of traffic noise from the A12
  - Incorporate noise attenuation measures for dwellings on the west of the site, adjacent to the A12, to meet BS8233:2014 standards [1].
  - Provide street tree planting as recommended with the Essex County Council Street Material Guide: Design and Good Practice 2012[1], together with proposals for the satisfactory long-term maintenance of newly-planted trees.
  - Provide attractive pedestrian and cycle access to Roman Road from all areas of the site.
  - Provide appropriate surface water management in accordance with the LLFA's most up to date Sustainable Drainage Systems (SuDS) Design Guide.
- b) To address the impacts of the development on the surrounding area, Site R22 should provide contributions towards all necessary infrastructure to be secured and delivered, including:
- Education facilities
  - Open space
  - Community facilities
  - Highways and transport provision
  - Food and water management
  - Digital infrastructure
  - Energy and environmental provision
- c) Proposals for residential development will be supported where the proposed development:
- Is locate within defined development limits
  - Provides as a minimum a rate of affordable housing which is in accordance with the requirements set out in the Brentwood Borough Local Plan. Development proposals which include affordable housing should outline current local social housing needs and demonstrate how the proposed housing mix will assist in meeting the identified local needs.
  - Locate affordable housing throughout the development, which is designed to be identical in design and quality as market housing within the new development.
  - Includes housing types and tenures which meet the current existing housing needs of the parish taking into account the existing housing stock. Development proposals should outline current local housing needs and demonstrate how the proposed housing mix will assist in meeting the identified local needs.
  - Is accessible to local services and facilities by good quality walking and cycling routes, including where necessary new connections to the existing walking and cycling network.
  - Provides appropriate surface water management in accordance with the LLFA's most up to date SuDS Design Guide and provides appropriate waste water drainage.
  - Contributes positively towards green infrastructure within the parish.
  - Would not result in significant harm to heritage assets (both designated and non-designated) in the surrounding area.
  - Provides parking in accordance with the Essex County Council Parking Standards – Design and Good Practice (2009), or as subsequently amended.
  - Would not result in a detrimental impact on local highway safety and where possible improve highway safety within the parish
  - Protects and enhances important features of the natural environment and biodiversity of the site and its surroundings
  - Provides enhanced connectivity to local services, amenities and public transport.



# DESIGN OF NEW DEVELOPMENTS



## DESIGN OF NEW DEVELOPMENTS

The National Design Guide<sup>8</sup> states that: “creating high quality buildings and places is fundamental to what the planning and development process should achieve. The long-standing fundamental principles for good design are that it is: fit for purpose; durable; and brings delight.”

All new development should seek to provide the highest possible design standards. The RIBA House of the Year 2019, a low budget basic house in Northern Ireland and the RIBA Stirling Prize 2019, public housing in Goldsmith Street, Norwich, both demonstrate that good design does not need to be expensive and difficult to achieve.

All that is needed is vision together with a determination to leave a lasting legacy that rises above the mundane and the ordinary. Tor Bryan (Figure 4) in Ingatestone, when created, was different and very contemporary, has stood the test of time and is now a legacy to good design of its time. New development within the parish should seek to undertake a similar approach to design, provide innovative design and striking aesthetics founded on vernacular principles.



Figure 4: Tor Bryan

The parish council supports the use of innovative design features which will enhance the overall quality of the development. The parish council encourages the use of natural materials, incorporating features such as green roofs, to enhance the design quality of the building and respond effectively to challenges associated with climate change. New development should seek to create sustainable development with a strong sense of identity.

Schemes should ensure that unique attributes assigned to individual properties contribute to an overall sense of coherent identity for the development. In addition, ancillary buildings and screen walls should seek to reflect the style, detail and materials of the main property.

In relation to the use of materials. It is recommended that:

- New development proposals use a limited palette of materials so as to reinforce the identity of the whole
- Soft red/orange bricks, dark stained timber and render for walls and plain tiles and pantiles for roofs would assist new developments in contributing positively to the character and appearance of the area
- Painted or quartz zinc and non-combustible coloured panels such as Rockpanel are suitable modern materials which would contribute positively to the character and appearance of the area.
- The Building Research Establishment (BRE) Green Guide to Specification<sup>9</sup> should inform the selection of materials within new developments to ensure the use of the most sustainable available materials.

New development proposals should demonstrate how buildings have been designed in a sustainable manner which seek to reduce carbon emissions, for example taking into account building orientation, solar gain, insulation and airtightness. In order to achieve this, the parish council encourages developments to incorporate Passivhaus<sup>10</sup> standards which seeks to significantly reduce energy consumption for the heating and cooling of buildings.

Since 2009 a government panel has been considering issues associated with housing for older people, called Housing our Ageing Population: Panel for Innovation (HAPPI). The HAPPI reports having identified 10 recommendations to improve housing quality for older people, which include:


1. Generous / flexible space standards
2. Natural light (including circulation spaces)
3. Avoidance of internal corridors and single aspect dwellings for light and ventilation)
4. 'Care ready' homes to accommodate emerging technologies
5. Circulation that avoids institutional isolation and encourages interaction

<sup>8</sup> National Design Guide, Ministry of Housing, Communities and Local Government, 2019, quotes from page 2 and 3.

<sup>9</sup>

<https://www.bregroup.com/greenguide/podpage.jsp?id=2126>

<sup>10</sup> [www.passivhaustrust.org.uk](http://www.passivhaustrust.org.uk)

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6. Lively multi-purpose social spaces that link with the community
  7. Engagement with street
  8. Energy efficient 'green' buildings
  9. Adequate storage inside and outside the home
  10. Shared outside spaces with pedestrian priority

The parish council supports the approach to the design of older people housing set out in the HAPPI reports and therefore expects these principles to be implemented within new older peoples' housing developments.

The parish council supports the aims of the Essex Design Guide in promoting a high standard of design within new development. The parish council supports the guide where it states that:

"Current solutions to entice the buying public involve the application of 'historic features' provided for their symbolic, rather than visual, qualities. The objective should be to abandon pointless efforts and return to basic design"<sup>11</sup>

"...there is still room for a range of new inventions that respect the visual and technical limitations of the format while achieving a special new impact. The answer lies partly in rediscovering and exploring old virtues such as texture and modelling"<sup>12</sup>.

"While we tend to look to the towns and villages of the past for inspiration, new circumstances should give to new experiences"<sup>13</sup>

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<sup>11</sup> Essex Design Guide, 2018. Architectural Details VI, page 22, paragraph 1.62

<sup>12</sup> Essex Design Guide, 2018. Architectural Details VI, page 22, paragraph 1.64

<sup>13</sup> Essex Design Guide, 2018. Architectural Details VI, page 22, paragraph 1.67



## Policy 2: Design of New Developments

- A. Developments should:
- Contribute positively to the existing local historic character and appearance of the area, presenting modern design features which reflect locally distinctive architectural styles.
  - Include a high-quality design which will contribute positively to the character and appearance of the surrounding area
  - Reflect, integrate and respond positively to the scale, design, character, density and layout of existing development in the surrounding area and not result in significant harm to neighbouring residential amenity
  - Where appropriate, create a strong and positive sense of place and identity
  - Incorporate use of materials which enhances the quality of design, defines routes and spaces and preserves and enhances the character of the area
  - Consideration of the layout and orientation of buildings within sites when seeking to achieve energy efficiency, energy conservation and efficiency, flood resilience, and sustainable waste and water management.
  - Design appropriate SuDS proposals to manage surface water at its source and water quality using a variety of SuDS methods such as infiltration, interception, rainwater harvesting, and greywater recycling, which includes source control features such as permeable paving, water butts, rain gardens, green roofs, and site control features such as swales, ponds and detention basins.
  - Where possible, create interesting views in and out of development through public open spaces
  - Provide an appropriate provision of off-street parking in accordance with the adopted Essex County Council Parking Standards
  - Seek to limit the visual impact of car parking through the use of garages, car ports, off rear parking areas and planting. Any solutions should be in accordance with BBC's parking standards – Parking Standards: Design and Good Practice 2009, which they adopted as a Supplementary Planning Documents (SPD) on 10 March 2011.
- Provide street tree planting as recommended within the Essex County Council Street Material Guide: Design and Good Practice 2014<sup>14</sup>.
- Preserve views of local landmarks, open space, green infrastructure and the wider rural landscape, which contribute to the rural character and appearance of the area.
  - Create an accessible and inclusive design for all age groups and abilities
  - Provide a safe and secure environment, including measures through design and layout which will seek to reduce and prevent crime and enhance personal safety
  - Incorporate sustainable design features which promote energy efficiency and conservation, renewable energy generation, innovative low carbon technology, water efficiency, flood resilience, biodiversity gains and sustainable waste and mineral management. Proposals should take account of the Essex Climate Action Commission (ECAC) report 'Net Zero: Making Essex Carbon Neutral' in the design of new developments.
- B. New proposals for older people's housing should demonstrate how the HAPPI principles have been incorporated into the design of the development. In new developments of 20 or more, a minimum of 5% of new homes should be built to Building Regulations Part M4(3) a standard which ensures that at least some new homes will be suitable for occupation by wheelchair users.
- C. All non-residential development should achieve a minimum of BREEAM 'very good' rating or be supported by a bespoke assessment that demonstrates appropriate environment performance results above current Building Regulation requirements.

<sup>14</sup>Street Materials Guide, Design and Good Practice, ECC 2012, or any future replacement document.





# HERITAGE



## HERITAGE

### VISION AND OBJECTIVE

To conserve and enhance the historic environment within the parish.

### CONTEXT

For the purpose of this policy, heritage assets are buildings, monuments, sites, places, areas or landscapes which are identified as having a degree of significance meriting consideration in planning decisions because of their heritage interest. This includes designated heritage assets and non-designated heritage assets which are included within the BBC local list of non-designated heritage assets.



Figure 5: The Bell

The parish contains a large amount of heritage assets, including three conservation areas identified within the asset maps (Maps 3, 4, and 5). Two century, mainly due to its location on the old Roman Road between London and Colchester. The village

still contain some historic coaching inns (Figure 5) where the predominate architectural style is Georgian. The village also still retains the original medieval street plan with many property boundaries dating from that period.



Figure 7: Ingatestone Station

The High Street Conservation Area, as shown on the map at Appendix 2, contains 35 designated heritage assets and a number of protected trees within the historic core of the village. Traditional shop fronts are an important character feature of the accessed through carriage arches and narrow openings in the building line. The brick tower of the church of St. Edmund and St. Mary provides a landmark feature which contributes to attractive views throughout the village. The High Street is densely built up with buildings predominantly abutting the pavement edge.

The Station Lane Conservation Area, as shown on the map at Appendix 3, contains five designated heritage assets and is predominately residential containing substantial detached houses in large garden plots set back from the road edge. The character is derived largely from houses built in the late 19<sup>th</sup> and 20<sup>th</sup> centuries, including Victorian building which provide strong architectural character to the area.



Figure 6: Almshouses



Figure 8: House designated by George Sherrin

The Ginge Petre Almshouses (Figure 6) and the railway station (Figure 7) are important Grade II listed buildings within the conservation area, built in the 1840's in a picturesque red brick Tudor revival style. The conservation area contains buildings by Victorian architect George Sherrin (Figure 8). These buildings have shaped the character and appearance of the conservation area, often featuring red brickwork, clay tiles and false half-timbered gables. The Red House Lake was associated with Sherrin's own home, the Gate House and therefore forms an important historic landscape feature within the conservation area.

The third conservation area in the parish is located in Fryerning, as shown on the map at Appendix 4, (Figure 9). The village is located on a gently hilly landscape which would have been attractive to early settlement and St. Mary's church is located on a prominent hill at the southern end of the conservation area and village. The Fryerning Conservation Area consists of detached houses set on spacious plots. Large oak trees make a significant contribution of the individual houses and shading the lanes. Apart from one or two medieval and Georgian buildings, most of the houses are 20<sup>th</sup> century in the Arts and Crafts style. The houses around Mill Green Road form a notable group of buildings in this style.

The parish has a historic character and appearance which should be preserved and where appropriate enhanced, for the enjoyment of current and future generations.

Figure 9: Fryerning Sign



### POLICY 3: HERITAGE

- A. Development within the three Conservation Areas within the Plan are, which are shown on the maps at Appendices 2-4 and should demonstrate how the proposals will protect the character, appearance, setting and historical interest of the Conservation Area.
- B. Development proposals should seek to protect and where appropriate enhance, heritage assets within the parish. Development proposals which affect a designated or non-designated heritage asset should outline the historical significance of the local importance of the asset to the character and appearance of Ingatestone and Fryerning and should clearly outline the impacts of the proposed development on the historical significance and local importance of the asset.

#### Relevant evidence base documents:

- Ingatestone High Street Conservation Area Appraisal and Management Plan, ECC, 2008
- Fryerning Conservation Area Appraisal and Management Plan, ECC, 2011.
- Station Lane, Ingatestone, Conservation Area Appraisal and Management Plan, ECC, 2008.



# ECONOMY



## ECONOMY

### VISION AND OBJECTIVES

The following economy related objectives form part of the vision statement for the IFNP:

- Supporting measured, proportionate, timely and sustainable development to meet local requirements, particularly those of our young people and older residents
- Promote a flourishing local economy with a range of successful independent businesses.
- As an existing commuter village, Ingatestone will increase its local employment base with the aim of reducing its export of people
- The growing population of the parish will be supported with employment sites, appropriate retail outlets and a thriving economy
- The parish will have the transport connections, available space, facilities and infrastructure to support new and expanding businesses as and when the need arises and the parish council will be active in searching out opportunities for bringing new employment to Ingatestone and Fryerning.

The following economy related aims have been identified by NPAC to guide the production of the IFNP economic policies:

- Preserve and grow the High Street (Figure 10) with predominantly thriving independent shops
- Encourage business, especially those that can employ local people and are in growth sectors such as technology, creative arts, healthcare, renewable energy, professional education and tourism
- Maintain and grow the key economic drivers within the parish

## CONTEXT

### ECONOMIC STATISTICS

The Rural Community Profile for Ingatestone and Fryerning<sup>15</sup> identified the following key statistics<sup>16</sup> associated with the economy of the parish.

- There are 2,271 economically active residents in the parish, including 1,252 people employed on a full-time basis
- The proportion of economically inactive residents in the parish is higher than the national average.

<sup>15</sup>Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE),2013.

<sup>16</sup> Unless specified otherwise, all statistics are from 2011 census data

This may relate to the high age demographic in the area

- There are 421 self employed residents in the parish. This represents a higher proportion of the population than the national average
- 165 people work from home in the parish. This is also a high proportion of the population than the national average
- The parish has a lower proportion of residents claiming jobseekers allowance in comparison to the national average
- There is a higher national average proportion of residents in the parish with degree level qualifications
- The largest employment sector in the parish are financial and insurance, retail and education
- There is a higher than national average proportion of residents in the parish employed in managerial, professional, or administrative roles
- There is a lower than national average proportion of residents in the parish employed in skilled and elementary<sup>17</sup> occupations.



Figure 10: High Street

### THE LOCAL ECONOMY

The parish contains two key transport routes which act as key economic drivers for the area. The A12 runs along the western and northern edge of Ingatestone and the slip road in the south of the parish provide good access to the wider highway network.

On the south eastern edge of Ingatestone is the Great Eastern Main Line providing regular service to London, Chelmsford and beyond. Ingatestone is serviced by a station, making the village an important location for commuters to use local businesses, services and facilities, before travelling to work or going home. The quality of the transport connections with the parish

<sup>17</sup> An elementary occupation consists of simple and routine tasks, such as cleaners, agricultural labourers, food preparation assistants and refuse workers

encourages businesses to locate in the area and also makes the area a more attractive location for tourists.

There are 215 operation businesses in the parish, predominately located within Ingatestone. To inform the production of the Neighbourhood Plan, in summer 2018 a business questionnaire was published which sought to identify priorities and issues for local businesses in the area. The majority of respondents to the survey were from businesses on or near the High Street in Ingatestone, which therefore included a large proportion of wholesale and retail related businesses. The questionnaire identified the following key issues for the area:

- A high proportion of local employees live more than five miles from the place of work
- 75% of local employees use a car to get to work
- Over half of respondents believe that theft through burglary / shoplifting is a current problem in the parish
- There is a need for more local events, markets and schemes to encourage passing trade and new business to the High Street
- Transport and parking were cited as the biggest issue for recruitment and retention of staff in the area (67%), followed by issues with finding the right skills (40%), wage competition (33%) and shortage of affordable housing for employees in the local area (29%).
- The most significant infrastructure challenges for local businesses in the area were identified as mobile coverage (75%), parking (63%) and trade waste (43%)
- 60% of respondents plan to stay within the parish over the next five to 15 years.
- New retail place was identified as the most required type of new business premises in the parish
- Businesses in the area would like more parking to be made available, preferably free parking, better mobile / broadband provision and more parish council support to encourage local shopping and support small businesses.

The extent of people working on or near the High Street travelling to work by car highlights the need to consider further parking arrangements within the centre of Ingatestone and particularly parking for local businesses, as well as exploring how these employees might be encouraged to travel sustainably.

The parish council is awaiting the outcome of a parking safety audit being undertaken by Essex County Council (ECC) to consider a future approach to improve parking arrangements in the central area of Ingatestone. Through discussions with ECC and developers associated with sites allocated in this Plan, the parish council will seek opportunities to

provide additional car parking to service the central area of the parish.

## RETAIL ON INGATESTONE HIGH STREET

The adopted Brentwood Local Plan (BLP) Policy PC08, retail hierarchy of designated centres, identifies Ingatestone as a District Shopping Centre where Brentwood would support “*localised retail, commercial, flexible workspace, community facilities and services that reduce the need to travel and contribute towards more sustainable and neighbourhood-scale living*”.

To retain the retail offer and the provision of community services and facilities considered appropriate within the District Shopping Centre, BLP Policy PC10, Mixed Use Development Centres, seeks to retain the use of retail premises and associated uses in Ingatestone High Street for purposes appropriate for a District Shopping Centres. The BLP outlines the appropriate uses for Ingatestone High Street.

The majority of retail premises in the parish are located on Ingatestone High Street and the active shop frontages along the High Street are important to the character of this area as the centre of the village. To protect and support existing retail premises on the High Street and to maintain the function and character of this area, sections of Ingatestone High Street identified in Map 3 have been allocated as ‘Primary Retail Frontage Areas’. New development within the Primary Retail Frontage Areas should support and enhance retail and associated uses within the area, providing active frontages at ground floor level which respond to character of the area as the centre of the village.

The parish council will support the following uses at ground level within the Primary Retail Frontage Areas along Ingatestone High Street:

- Shops (E(a))
- Financial and professional service (E(c))
- Cafes and restaurants (E(b))
- Drinking establishments (A4)
- Takeaways (A5)
- Hotels (C1)
- Non-residential institutions such as healthcare, nurseries, schools, libraries and places of worship (D1)
- Certain sui generis uses typically found in centres, including theatres, nightclubs, amusement arcades, launderettes, tattooists, beauty parlours.

A greater range of uses will be appropriate at first floor level within the Primary Retail Frontage Areas, provided that the above uses do not inhibit the use of



the ground floor for the uses listed above. The ground floor change of use of premises within the Primary Retail Frontage Areas from the uses listed above will not be supported by the parish council unless the applicant can provide compelling evidence and justification that the existing use is no longer viable. This must include evidence that the site has been appropriately an effectively marketed over a sustained period of time (a minimum of 12 months) at a rate which is compared to local market value for its existing use, or as a redevelopment opportunity for other similar uses, together with evidence of the level of interest in the site during the marketing period.

As a direct result of engagement with local businesses the parish council has recently overseen, or is currently in the process of developing a range of improvements to support businesses on or near Ingatestone High Street, including:

- The repositioning of mobile phone antennae to improve mobile signal
- Improvements to CCTV to provide increased surveillance coverage and improv safety
- Seeking to appoint two Community Police Officers.
- Developing a business support network

The business questionnaire has revealed overwhelming support for retaining Ingatestone High Street as a vital and active retail area. The parish council is keen to support businesses on or near Ingatestone High Street and is seeking to develop projects which will:

- Increase footfall
- Improve travel into the High Street area
- Provide additional parkin for businesses employees and customers
- Provide training for retailers
- Provide growth and development support to local businesses
- Create events or attractions to encourage visitors to Ingatestone as a tourist destination
- Providing community WiFi or 5G along Ingatestone High Street

The parish council is an active participant of Brentwood Business Partnership (BBP)<sup>18</sup> and is included in developing activities aimed at increasing local trade, such as the annual Easter Egg Hun for children looking for egg pictures in shop windows, an art trail and the Summer Hunt searching for emblems associated with summer.

<sup>18</sup> Brentwood Borough Partnership between Brentwood businesses, local business organisations and Brentwood Borough Council. The Partnership seeks to raise awareness of Brentwood as a thriving pace for businesses, visitors and residents; increase footfall and encourage local spend to grow the local economy; support retailers, businesses, tourism and the night-time economy; and

Protecting existing employment uses in the parish in order to maintain and improve the status of the area as a thriving economic centre, the parish council will see to protect existing employment land in the area. Through IFNP Economy Policy 4, the parish council is seeing to expand the provision of employment land within the parish. Proposals which seek to change the use of an existing employment site (class B1, B2, B8 or sui generis use of an employment nature) at a rate which is comparable to the local market value for its existing use, or as a redevelopment opportunity for other similar uses, together with evidence of the level of interest in the site during the marketing period.

### THE FUTURE ECONOMY OF THE PARISH

Tourism has been identified as an opportunity to increase retail trade on Ingatestone High Street. Ingatestone has an interesting character, a good range of retail premises, cafes, bars and restaurants, good links to the surround countryside, Ingatestone Hall and many historic buildings, good accessibility by public transport and from the wider highway network and is in close proximity to large centres of population in Chelmsford and London. Through the establishment of additional events and attractions in the parish, tourism through local and regionally based day visitors could provide an additional boost to the local economy.

As an additional attraction for the area, funding has been received for the completion of the Ingatestone Museum (Figure 11). Greater Anglia are in the process of restoring the building adjacent to the level crossing on Station Lane, through a combination of funding from Greater Anglia and the Railway Heritage Society, to provide the building for use as the Ingatestone Museum. The project will be managed by a charitable trust and restoration work is expected to be completed in 2020. Alongside the museum, the parish council intends to improve signage throughout the village to improve the overall experience for visitors.



Figure 11: Museum Site

sponsor events and projects to attract more business and improve the public realm. Further information is available from: <https://www.discoverbrentwood.co.uk/Business/brentwood-business-partnership.asp>

Demographic census information<sup>19</sup> of the parish demonstrates that there is a high proportion of people aged 65 and over in the parish and this trend is likely to continue in the future. Employment within the older age care and healthcare sectors within the parish is therefore likely to increase in the future. The Neighbourhood Plan will seek to encourage more employment opportunities within the parish to encourage economically active people to the area, to create a sustainable balance of older and younger people living and working within the parish.

Subject to compliance with other policies in this plan, the parish council will be supportive of development proposals which increase employment opportunities in the local area and support the local economy. Based on the high proportion of residents educated to degree level and beyond, the high proportion of managerial and professional workers in the area and the small scale nature of business which would be likely to locate within the parish, the parish council will encourage new business development proposals associated with growth sectors such as advanced technologies, creative arts, education, renewable energy and low carbon, health and care sectors and tourism.

The parish council will also be supportive of development proposals which provide infrastructure which supports and enhances economic activity in the parish, particularly in relation to improving public transport services and facilities and enhanced provision of mobile services and ultra-fast broadband, and at least of superfast speeds.

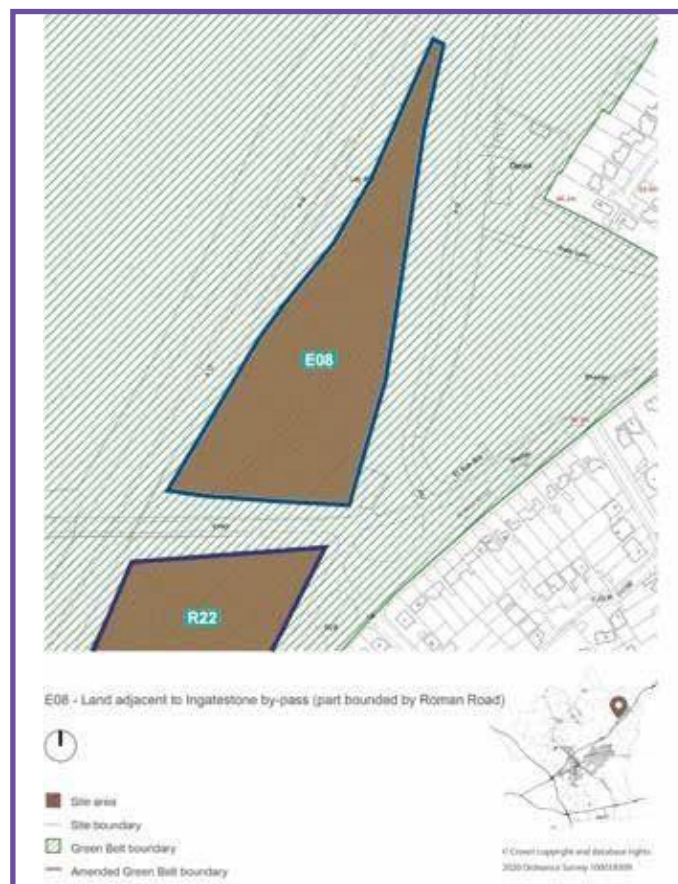
### EMPLOYMENT ALLOCATION IN THE BRENTWOOD BOROUGH LOCAL PLAN

Site E08 of the BLP proposes the allocation of 2.06 ha of employment land adjacent to the A12 and slip road in Ingatestone (Map 6). Site E08 is proposed for uses B1, B2, B8, and any associated employment generating sui generis uses, with access from Roman Road (B1002).

The parish council supports this employment allocation and would also be supportive of the following additional uses on the site alongside employment related uses where appropriate:

- Financial services (E(c)(i) use)
- Professional service (E(c)(II) use)
- Gymnasium (E(d) use)
- Managed Shared Offices (B1 use)

- Retails (E(a) use)
- Medical or Health services (E(e) use)
- Offices with administrative functions (E(g)(i) use)
- Storage or distribution (B8 use)



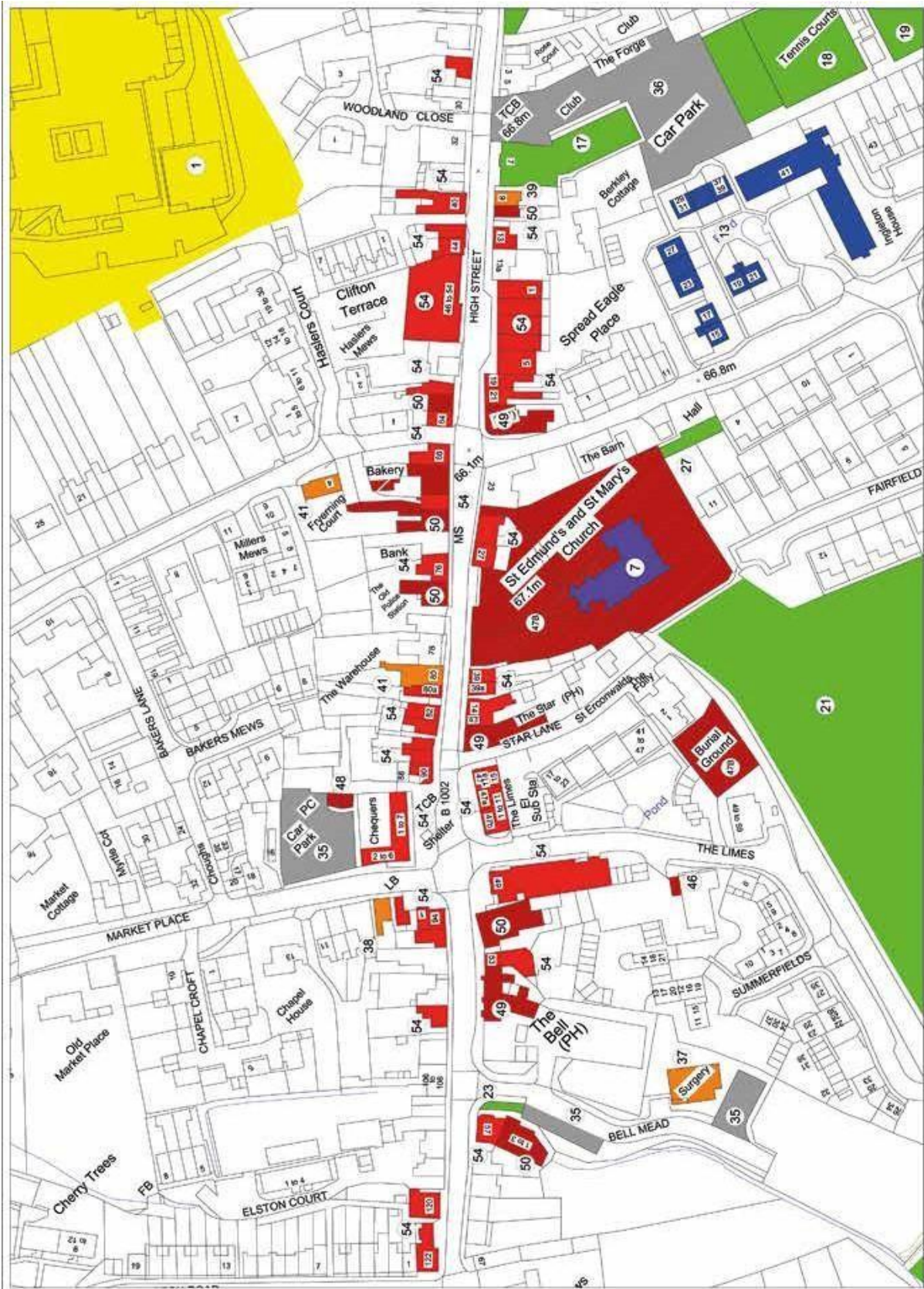
Map 6: Employment land allocation, E08, land adjacent to A12 slip road, Ingatestone<sup>20</sup>

<sup>19</sup> Rural Community Profile for INGATESTON AND Fryerning, Rural Community Council or Essex (RCCE) 2013.

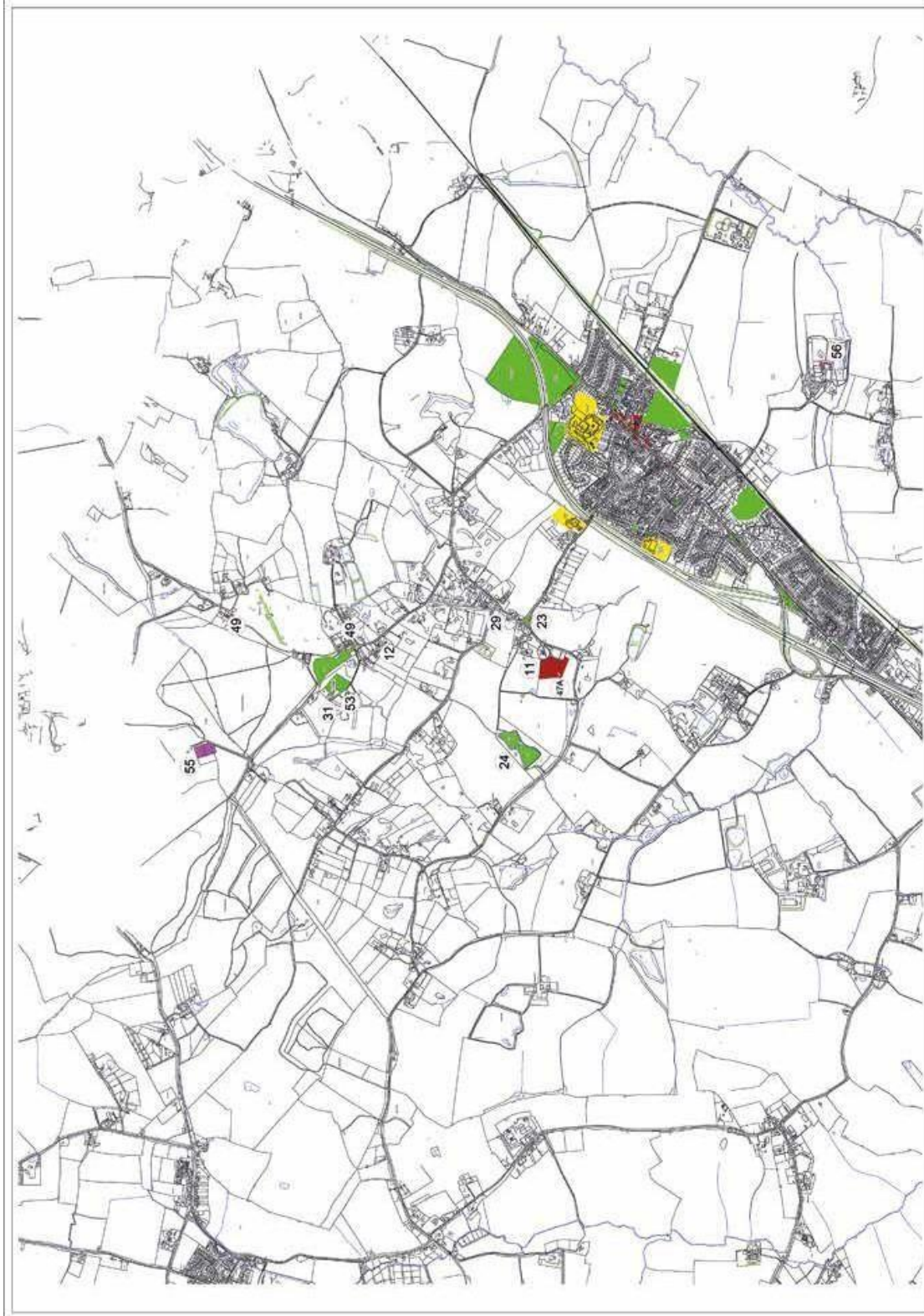
<sup>20</sup> Map from the Brentwood Borough Local Plan, pre-submission version, February 2019



Map 3: High Street Map. Copyright Phill Poston / Elaine Jeater 2019

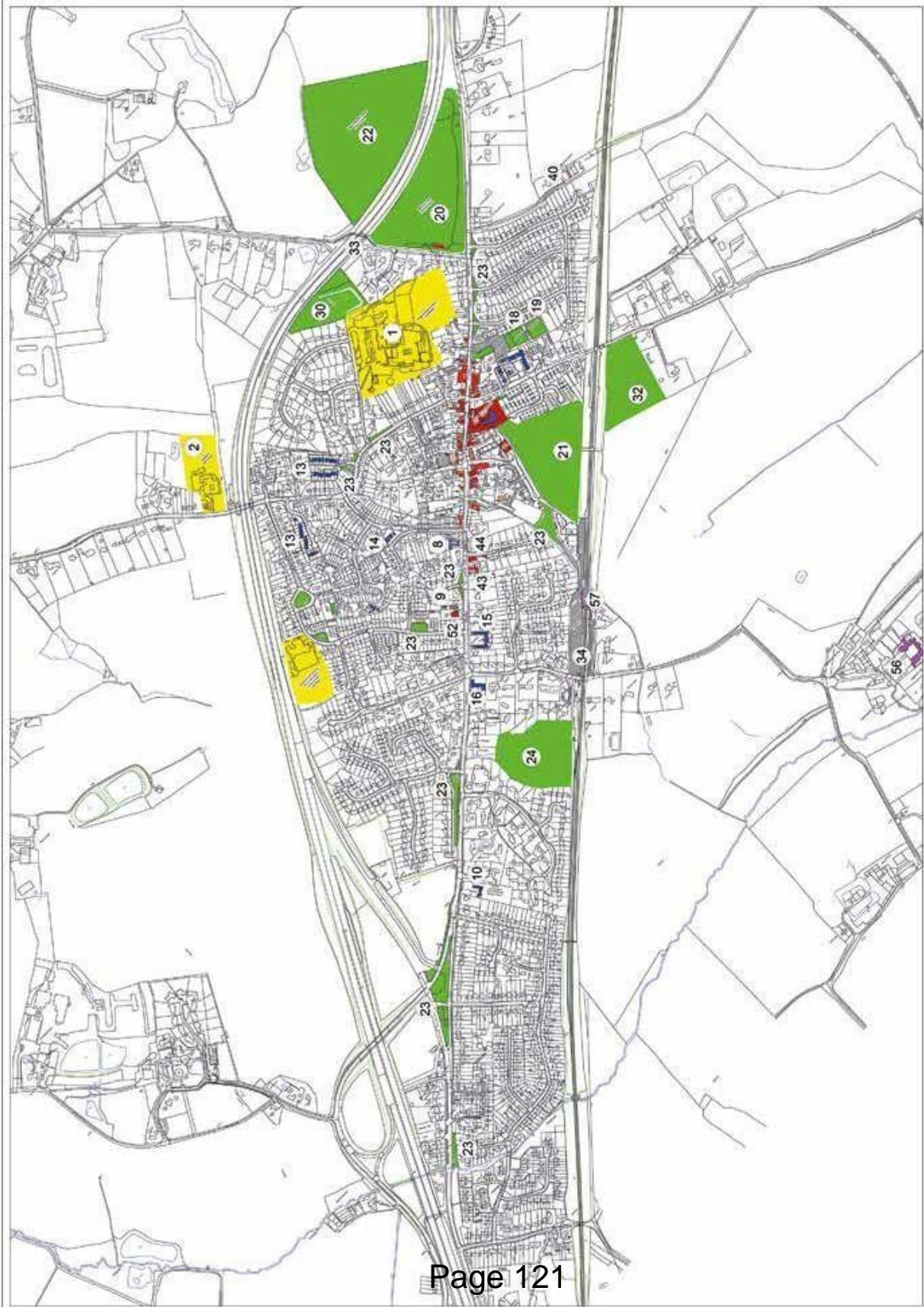


Map 4: Parish Map. Copyright Phill Postn / Elain Jeater 2019





Map 5: Village Map. Copyright Phill Poston / Elaine Jeater 2019



## KEY TO COMMUNITY ASSETS MAP (MAPS 3, 4, AND 5)

COLOUR AMENITY / NUMBER IDENTIFICATION ASSEST							
Yellow	Education	1	Anglo European School	Green	Community recreational land and buildigs	17	Ingatestone Community Club
		2	Ingatestone Infat School			18	Ingateston Tennis Club
		3	Ingatestone and Fryerning C of E (Voluntary aide) Junior School)			19	Ingatestone Bowls Club
		4	Wright Start Day Nursary			20	Seymour Field and Pavilion (BBC owned)
		5	Roman Road Pre-School URLUS playgroup			21	Fairfield Cricket ground and children's play area (leased by Parish Council)
		6	EMU under 5's club			22	Anglo European Playing Fieds
Purple	Religious establishments	7	St Edmund and St Mary Church of England Parish Church, Ingatestone	23	Amenity greens, roundabouts (BBC)		
		8	United Reform Church	24	Fishing lakes + pounds		
		9	Elim Church	25	Ingatestone Boys' Own Club		
		10	St John the Evangelist and St Erconwald Catholic Church	26	Christy Hall		
		11	St Mary the Virgin Church of England Church, Fryerning	27	C of E Church parish rooms Ingatestone		
		12	Mill Green Gospel Chaple	28	URC hall		
Blue	Specialist Housing	13	Brentwood Borough Council sheltered accomodation	29	Parish Rooms Fryerig (Community Club)		
		14	Essex CC Young person assisted living	30	Copse		
		15	The Almshouses	31	Mill Green common		
		16	Ardtully nursing residents	32	Allotments		

**COLOUR AMENITY / NUMBER IDENTIFICATION ASSEST**

Grey	Parking and underpasses	33	Underpasses	Black Stripe	Area of Special Scientific Interest	53	Mill Green Common		
		34	Railway car park (private)			Red	Shops	54	Shops
		35	Public car park			Pink	Historical: Schedule monument	55	Roman villa (near Handley Barns)
		36	Private car park (Community Club)					Special historical / archaeological interest	56
Orange	Healthcare	37	Doctors' surgery	Black Cross	Special fetatures / infrastructure	57	Ingatestone Railway Station List entry Number: 1279577 Grade 2 listed		
		38	Private dentist			Historic England	58	Mill Green Windmill Listed entry Number: 1297577	
		39	Optician			59	The Viper public house 1460278 Grade 2 listed		
		40	Veterinary surgon			60	The 3 Stones (sarsens)		
		41	Pharmacist / chemist			61	Red Telephone boxes		
		42	Chiropodist			62	Milestone		
Brown	Services	43	Library	63	War memorials				
		44	Post Office and sorting office	64	Parish council owned bus shelters				
		45	Railway Station						
		46	Parish Council Offices						
		47A	Parish Cmetyery (Parish Council) - open						
		47B	Closed burial ground						
		48	Public toilets						
		49	Public houses						
		50	Restaurants						
		51	Cafes						
		52	Fire Station						

## POLICY 4: ECONOMY

- a. Land adjacent to the A12 and slip road, Ingatestone, identified in the Policies Map as Site E08 and shown on Map 6, is allocated for 2.06 ha of employment land. The following uses are permitted on this site:
  - E(g), B2, B8 and any associate employment generating sui generis uses as principal uses on site
  - E(a-f) and ancillary uses, where it is demonstrated that the location these uses will not inhibit the operation of the principal uses on the site.
- b. The parish council will be supportive of development proposals which increase employment opportunities in the local area and support the local economy. To enhance the local economy in an appropriate and sustainable manner, employment generating development proposals will be supported where they:
  - Diversify the local economy e.g. technology / business park
  - Enable new businesses to locate within the parish e.g. financial and healthcare facilities
  - Protect, support and improve existing businesses and employment land within the parish
  - Provide benefits to the local economy and community which outweigh any harmful impacts of the proposals
- Are located in areas which are accessible to the surrounding highways network and sustainable transport network including public transport services and cycle and pedestrian routes, without having a significant detrimental impact on the level of traffic or congestion in the parish
- Will not detrimentally impact upon residential amenity, health and quality of life of existing residents
- Provide infrastructure which supports the use of ultrafast broadband and 5G mobile telecommunications
- Provide appropriate surface water management in accordance with the LLFA's Sustainable Drainage Systems (SuDS) Design Guide.
- c. Sections of Ingatestone High Street identified in the Policies Map are designated as Primary Retail Frontage Areas. Development proposals which support and enhance retail and associate ancillary uses (E uses, E(e-), and F1 and sui generis uses typically found in centres) on ground floors in this area will be supported and encouraged.
- d. The design of shop fronts in the Primary Retail Frontage Area should seek to maintain and enhance the character of Ingatestone High Street as the centre of the village, particularly through active retail frontages at the ground floor facing the High Street.





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# TRANSPORT

## TRANSPORT

### VISION AND OBJECTIVES

The following transport related aims and objectives form part of the vision statement for the IFNP and have been identified to guide the production of the IFNP transport policy:

- Giving consideration to effective transport links, the staffed train station (Figure 7), the bus service and access routes for the movement of cyclists and pedestrians.
- To reduce the rate and incidence of congestion
- To enhance accessibility to key services and facilities within the parish.
- To improve safety on the road network and to enhance and promote a safer travelling environment around the parish.
- To manage the impact of road transport on air pollution
- To maintain highways and public rights of way to a standard appropriate to their use.
- To support and encourage new technologies such as autonomous vehicles and electric charging points.



Figure 7: Railway Station

## CONTEXT

### ACCESS BY CAR AND PARKING

The B1002 runs through the centre of Ingatestone, forming the High Street and Roman Road beyond. Ingatestone is a linear village sited between the A12 on the north western edge of the village and the Great Eastern Main Line on the south eastern edge. The A12 provides a bypass for Ingatestone for vehicles

travelling between Brentwood, Chelmsford and beyond.

There are around 3,000 cars available to households in the Parish, which equates to around 1.44 cars per household<sup>22</sup>. This is higher than the Essex and national average for car ownership, which reflects the rural nature of many areas of the parish<sup>23</sup>.

There are a total of 398 car parking spaces in Ingatestone, including parking areas in Market Place, the Community Centre, the High Street and Bell Mead. The train station provides 251 car parking spaces, managed by NCP. Parking at the station currently costs £6.80 per day, £27 for a weekly pass and is open 24 hours a day. There are also 48 bicycle parking spaces.

There are few designated street parking spaces in Fryerning, with the exception of two-three spaces outside the Paris Rooms and the church of Saint Mary the Virgin.

In 2016, BBC published the Brentwood Parking Strategy Options Development Report<sup>24</sup>, which reviewed all BBC owned and operated off-street parking facilities across the brough. The report acknowledged that Ingatestone has parking demand and supply problems, but notes: 'that there are limited opportunities to improve the situation due to the town and its geographic location between the railway line (to the south) and A12 (to the north)'.

In relation to Ingatestone, the strategy concluded that:

- The provision of additional short-term parking in Ingatestone would be beneficial for accessing the available retail offer, however geographical constraints impede the ability to expand current parking provisions in the area
- Give the key role of Ingatestone as a commuter location, an appropriate balance between short-stay and commuter parking is required
- Improved wayfinding and signage infrastructure can help to improve navigation for visitors and help to identify the location of all car parks
- Effective enforcement can help to improve the efficiency and management of parking and minimize incidences of inappropriate parking and speeding.

The parish council recognises the need for additional car parking provision within Ingatestone and will therefore be supportive of development proposals which provides or contributes towards improved

<sup>22</sup> Based on 2011 Census data.

<sup>23</sup> Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE), 2013

<sup>24</sup> Brentwood Parking Strategy, Strategic Options Development Report, JMP Consultants Ltd., 2016.



additional parking. ECC are currently undertaking a parking safety survey of Ingatestone.

This survey is expected to identify areas of the village where parking arrangements may need to be amended to ensure the safety of all users. Through the progression of this work, the parish council will seek to work with ECC to consider how parking within the village, particularly around the High Street, could be improved and expended to meet existing and future parking requirements.

In addition, the parish council will also liaise with Abellio Greater Anglia and Network Rail to consider the possibility of increasing car parking facilities at Ingatestone station. If parking provision at the station cannot be increased sufficiently, consideration could be given to the development of paid parking elsewhere in the village.

IFNP Transport Policy 5 seeks to improve and where possible increase parking provision for local businesses, customers and commuters within the parish. The parish council will therefore not be supportive of proposals which may reduce the provision of parking within Ingatestone.

With the exception of the NCP train station car park, the majority of parking within Ingatestone is free and feedback from the summer 2018 IFNP questionnaires identified that local people consider existing parking provision in the parish to be vital in supporting Ingatestone's shops and businesses. The questionnaires identified parking as one of the top three items of concern for respondents.

Questionnaire responses identified the following parking related issues in the parish:

- The lack of all-day parking around New Road and the High Street
- The cost and availability of parking for employees without their own spaces
- Dangerous parking, in the High Street and its junctions
- Parking around the schools at drop-off and pick up times
- The provision of sufficient parking within new housing developments

BBC adopted the Essex Parking Standards<sup>25</sup> as a Supplementary Planning Document (SPD) in 2011 and continues to expect new development to comply with these and provision standards. The IFNP supports this approach and will therefore expect all new development proposals in the parish to accord

with the Essex Parking Standards. The provision of car parking in new developments needs to be carefully designed and positioned to create a distinctive sense of place and ensure that the parking area does not dominate the public realm.

## SUSTAINABLE TRANSPORT

The Climate Change Act commits the UK to reducing CO2 emissions and at international level the Paris Agreement commits the UK to taking action on climate change to reduce global average temperatures. The approach to transport planning within IFNP Transport Policy 5 should reflect the need to reduce CO2 emissions in the parish to support climate change mitigation.

Sustainable modes of transport are transport modes which do not rely on the car, such as walking and cycling and public transport such as buses and trains. Encouraging the use of sustainable modes of transport will support a reduction in carbon emissions within the parish. This approach is therefore connected to the aims and objectives of the IFNP Chapter on Environment, Environment Policy 6.

As outlined in chapter 5, in addition to encouraging sustainable modes of transport, electric vehicles will also provide an opportunity to reduce carbon emissions and air pollution. The inclusion of electric vehicle charging points within new development will therefore be supported and encouraged, or as a minimum infrastructure to support the provision of charging points in the future should be provided.

Public transport services in the parish are only available within Ingatestone. The Great Eastern Main Line runs between London Liverpool Street and Norwich, with access to the Braintree spur line and services to Clacton on Sea and Ipswich. The 23 mile journey to London Liverpool Street from Ingatestone takes around 32 minutes, with regular services at peak times, reduced half hourly off peak services on weekdays and Saturdays and hourly services on Sunday. Ingatestone Station and all trains serving it are currently operated by Abellio Greater Anglia.

Ingatestone Station opened in 1844 and the station is a Grade II listed building. Facilities at the station include a waiting room, part-time café, toilets, a quick fare ticket machine and a staffed ticket sales office.

Feedback within the IFNP questionnaires highlighted the importance of maintaining staff at the station, which is considered important for the safety of passengers, particularly in relation to the safety of a

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<sup>25</sup> Parking Standards, Design and Good Practice, ECC, 2009.

large number of school children that commute into the village daily to attend the Anglo European School.

In recent years passenger numbers at Ingatestone Station have significantly increased. This is due to the accessibility of the station from surrounding areas and the availability of parking facilities near the station. As outlined above, the increased use of the station has detrimentally affected the availability of parking in the village during weekdays, as many commuters will park cars for the day within the village.

The only bus service operating in the parish is the 351 bus route which runs along Ingatestone High Street, providing services between Brentwood and Chelmsford, half hourly from 6am until 6pm on weekdays, hourly services to 8pm on Saturdays and limited services on Sunday.

In relation to facilities for pedestrians and cyclists, there are no dedicated cycle routes within the parish, pavements in some areas of Ingatestone are narrow and difficult to use for people with prams or using wheelchairs and mobility scooters and there are no pavements on some roads leading out of Ingatestone, throughout Fryerning and the majority of rural roads in the parish (Figure 12). Policies within the Local Development Plan (LDP) seek to provide new cycle lanes as part of new developments to increase opportunities for cyclist safety.



Figure 12: Narrow pavement

IFNP chapter six refers to the importance of accessibility and opportunities to exercise through walking and cycling, for people's wellbeing and quality of life. Policy 5 seeks to enhance and improve pedestrian and cycle routes and accessibility to services and facilities, throughout the parish. Improving the safety and quality of pedestrian and cycle routes within the parish is key to encouraging people to consider walking and cycling as viable alternatives to the car.

The parish council will support development proposals which positively address the needs of pedestrians, cyclists and horse riders. Careful consideration should be given to creating convenient and safe links to surrounding areas. The parish council is also keen to encourage children to develop travel habits relating to walking and cycling which will continue throughout their lives. Proposals which improve walking and cycling access to schools with the parish will therefore be supported.

A path on Fryerning Lane connects Ingatestone and Fryerning, however the path does not have lighting along the length of the route and is inconsistent in relation to size and quality. An improved path, sufficient to accommodate both pedestrians and cyclists would encourage the use of this route by pedestrians and cyclists. Within Fryerning there are no pavements, cycle lanes and limited bridleway routes and within Ingatestone there are a number of roads (see Table 1) with poor quality or no pavements. The parish council would therefore be supportive of proposals which improve and increase the provision of bridleways, pedestrian and cycle links within the area. The parish council will also seek to ensure that any new proposals for bridleways, pedestrian and cycle links take into account the needs of all users, particularly people that rely on wheelchairs and mobility scooters.

Table 1: Areas of concern for the safety of pedestrians in the parish

LOCATION	ISSUE
High Street, adjacent to the steps entrance to the Star Inn Public House, Ingatestone village	The pavement is narrow, only 78 cm wide
High Street, on the corner of the Bella Blake shop, Ingatestone village	
High Street, near Budgens, Ingatestone village	The pavement is narrow, only 91 cm wide
Stock Lane, Ingatestone village	No pavement in an area which is likely to have demand for pedestrian access as a result of surrounding existing buildings and location of the allotments
Sections of Bakers Lane, Ingatestone village	No pavement in an area which are likely to have a demand for pedestrian access as a result of surrounding existing buildings. The roads are also used by pupils of the Anglo European School coming to and from Ingatestone Station and bus service on the High Street
The junction of Fryerning Lane and the High Street, Ingatestone village	



Figure 13: Fryerning Lane and High Street-stones

## SAFETY

The lack of separated cycle routes and good quality pavements in some areas of the pas was identified as a safety concern with the results of the IFNP questionnaire.

Table 1 lists areas of the parish where there are safety concerns for pedestrians relating to the provision and quality of pavements. The identified sections of pavement on the High Street are in areas which have high number of pedestrians through people accessing shops, pubs, restaurants and St. Edmond and St. Mary's Church.

Sections of Fryerning Lane (Figure 13) and Bakers Lane (Figure 14) without pavements are of particular concern in relation to pedestrian access for pupils of the Anglo European School coming from the train station. On weekdays, hundreds of children walk from the station and from bus services on the High Street to the school at least twice a day and there are safety concerns on sections of the route without pavements. The safety of these children in walking through the

village from passing traffic is a significant concern for the parish council.

Through the IFNP questionnaire local residents have raised their concerns regarding the safety of pedestrians and cyclists in the parish where there are no dedicated cycle lanes and poor-quality paths. Unless improvements to the safety of pedestrians and cyclists can be implemented, it is unlikely that the level of cycling and walking will increase within the parish.

The speed limit on the roads within the village, including those where there are safety concerns for pedestrians, is 30 mph. To increase the safety of the village in areas where pedestrian footfall is highest, the parish council will seek to engage with ECC to consider reducing speed limits to 20 mph. These areas include the walking routes for pupils of the Anglo European School to go to and from Ingatestone Station. Any changes to speed limits will need to be compliant with Essex County Council Speed Management Strategy and will require the support of the County Council and Essex Police.

To increase the safety of pedestrians around schools, the parish council is also considering the creation of 'School Clear Zones' within Ingatestone, which are areas around school where the parking or stopping of cars is restricted at specific times of the day associated with school opening and closing times. The purpose of the zone is to significantly reduce traffic from around the immediate vicinity of the school, improving safety for pedestrians and cyclists and also improving air quality around the school. The pupils will be encouraged to walk or cycle from home or drop off zones, encouraging additional physical activity. The proposed location of the School Clear Zone in Fryerning Lane is currently being investigated by the parish council.

The IFNP questionnaire identified pedestrian safety as a concern. As identified in Table 1, there are some areas within the Parish boundary where safety concerns have been identified. The parish council will seek opportunities to improve safety for pedestrians and cyclists, where possible, including the provision of:

- New pavements or designated areas of the road for pedestrians.
- Improved road markings
- A school clear zone
- Speed reductions
- Features which reduce the speed of vehicles, such as speed humps, reduced road widths, speed cameras and additional signage requesting vehicles to reduce speed.



Figure 14: Bakers Lane

## PROPOSED TRANSPORT IMPROVEMENTS FOR THE PARISH

Through the IFNP summer 2018 questionnaires and additional research to inform the production of this plan, the key transport related projects listed within Table 2 have been identified to maintain and improve accessibility and transport links within the parish.

## AIR QUALITY

IFNP Policy 5 seeks to ensure that new development does not result in an increase in traffic and congestion which could have a detrimental impact on air quality in the parish.

This requirement is connected to the aims and objectives of the IFNP Chapter on Environment, IFNP Policy 6.

As outlined in chapter five, the parish council will consult with BBC to consider options for air quality monitoring within the parish on Ingatestone Highstreet and close to Ingatestone Infant School on Fryerning Lane. In the absence of regular monitoring, all new major development (10 dwellings or more<sup>26</sup>) in the parish will be required to demonstrate an understanding of the current air quality surrounding the development site and outline the potential wider air quality implications of the proposed development on the parish.

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<sup>26</sup> Major developments as defined within the Town and Country Planning (Development Management Procedure)(England) Order 2015

Table 2: Key transport related projects for the parish

PROJECT	ACTION REQUIRED
<p>Improve and increase car parking for commuters using Ingatestone Station</p>	<p>Engage with Abellio Greater Anglia and BBC to consider options for the future</p>
<p>Improve and increase car parking within Ingatestone village</p>	<ul style="list-style-type: none"> <li>▪ NPAC / IFNP to develop specific projects</li> <li>▪ Engage with BBC to further develop proposed projects</li> <li>▪ Engage with local developers (where appropriate) to develop car parking projects alongside new development proposals</li> <li>▪ Identify potential funding sources</li> </ul>
<p>Improve bridleways, pedestrian and cycle routes throughout the parish. Key locations include:</p> <ul style="list-style-type: none"> <li>▪ Fryerning Lane, connecting Ingatestone to Fryerning.</li> <li>▪ Throughout Fryerning and Mill Green</li> <li>▪ Ingatestone village, locations identified within Table 1</li> </ul>	<ul style="list-style-type: none"> <li>▪ NPAC/ IFNP to develop specific projects</li> <li>▪ Engage with BBC and ECC to further develop proposed projects</li> <li>▪ Engage with local developers (where appropriate) to develop transport projects alongside new development proposals</li> <li>▪ Identify potential funding sources.</li> </ul>
<p>Ingatestone pedestrian and cyclist safety improvements, including:</p> <ul style="list-style-type: none"> <li>▪ New pavements</li> <li>▪ Designated areas of the road for pedestrians</li> <li>▪ Improve road marking</li> <li>▪ A school clear zone</li> <li>▪ Speed reductions</li> <li>▪ Features which reduce the speed of vehicles, such as speed humps, reduced road widths, speed cameras and additional signage requesting vehicles to reduce speed.</li> </ul>	<ul style="list-style-type: none"> <li>▪ NPAC / IFNP to develop specific projects</li> <li>▪ Engage with BBC and ECC to further develop proposed projects</li> <li>▪ Engage with local developers (where appropriate) to develop transport projects alongside new development proposals</li> <li>▪ Identify potential funding sources.</li> </ul>



## POLICY 5: TRANSPORT

- a. Proposals for new development should:
- Provide car and cycle parking in accordance with the Essex County Council Parking Standards [16].
  - Not result in a reduction in car parking spaces within Ingatestone
  - Not result in any detrimental impact on local highway safety and where possible improve highway safety, within the parish
  - Where possible, protect and enhance public right of way, pedestrian and cycle routes and bridleways throughout the parish
  - Not significantly increase levels of congestion within the parish
  - Where appropriate, improve accessibility and increase the use of sustainable modes of transport within the parish by providing or contributing towards public transport improvements and infrastructure and providing safe pedestrian and cycle routes to surrounding areas, public transport and local services and facilities.
  - Not detrimentally impact air quality and public health within the parish as a result of increased traffic flows and congestion
  - Create safe and accessible environments, particularly for those with limited mobility
  - Incorporate appropriate and sympathetic lighting to public areas which will enhance accessibility and safety
  - Provide infrastructure to support electric and low emission vehicles.
- Proposals for new or improved bridleways, pedestrian and cycle routes connecting Ingatestone and Fryerning and Mill Green, will be supported
- Proposals that provide or contribute towards new or improved car parking provision within Ingatestone will be supported
- b. Development proposals for 25 or more dwellings in the parish should assess and clearly demonstrate the impact of the scheme on the local highway capacity and public transport services
- c. Proposals which improve the safety of pedestrians and cyclists will be encouraged and supported.

### Relevant evidence base documents:

- Brentwood Parking Strategy, Strategic Options Document Report, JMP Consultants Ltd, 2016
- Parking Standards, Design and Good Practice, ECC, 2009
- Rural Community Profile for Ingatestone and Fryerning, Rural Community Council Essex (RCCE), 2013
- Town and Country Planning (Development Management Procedures) (England) Order 2015





# ENVIRONMENT





## ENVIRONMENT

### VISION AND OBJECTIVE

- To maintain and protect the natural environment and green space within the parish
- To enhance the biodiversity of the parish
- To reduce carbon emissions with the parish in order to combat climate change
- To ensure all residents living within the parish breathe clean air

### CONTEXT

The parish has a strong rural character. The village of Ingatestone is surrounded by open and agricultural land which separates it from Fryerning to the north west and other nearby settlements of Mountnessing, Margaretting and Stock. Outside the villages of Ingatestone and Fryerning the parish consists of predominately open countryside. Inside the village boundaries the largest areas of green infrastructure<sup>28</sup> and open space<sup>29</sup> are Fairfield Recreation Ground (Figure 15) and Seymour Field (Figure 16).

The parish contains areas of mature woodland and there are several small lakes primarily used for angling. Mill Green Common (Figure 17) is part of the ancient royal hunting forest known as Writtle Forest. Some parts of this area have changed little since the early medieval period.

There are 15 local wildlife sites (LWS) located throughout the parish<sup>30</sup>, consisting predominantly of woodland areas. The woodland open fields (Figure 18) provide good habitats for fauna and flora. There are large tracts of agricultural land, predominantly arable farming, which are listed Grade 2 and Grade 3 agricultural land. Fields are separated by hedgerows which in themselves provide valuable habitats.

### PROTECTING AND MAINTAINING THE NATURAL ENVIRONMENT, OPEN SPACE AND GREEN INFRASTRUCTURE

The open countryside areas of the parish provide a variety of habitats for fauna and flora. Many species depend on the natural environment for food and shelter. Where human development impacts upon the ability of wildlife to survive we have a responsibility to

current and future residents of the parish and beyond to protect our natural environment.

IFNP Environment Policy 6 aims to maintain and protect the natural environment from human impact, especially relating to new developments within the countryside on the edge of the existing settlements. This approach reflects views identified through the IFNP residents questionnaire undertaken in summer 2018, which identified that features which residents considered most important for the area including proximity to countryside, an attractive village environment and public open space. Account should be taken of Natural England's desire 'to leave our environment protected and enhanced for the future' (Defra 2018a).



Figure 15: Fairfield pound

Through policies and proposed projects in the IFNP, the parish council is seeking to enhance the natural environment with the parish. Where possible and appropriate, new development proposals should seek opportunities to create wildlife corridors and improve access to the countryside for recreation. Development proposals which will have an impact on the natural environment will be required to clearly demonstrate

<sup>28</sup> Green infrastructure is a network of multifunctional green spaces in rural and urban areas, which supports natural ecological processes to deliver a range of environmental and quality of benefits that are integral to successful sustainable communities.

<sup>29</sup> Open space relates to all spaces of public value, including land and areas of water such as rivers and lakes

(also referred to as a blue infrastructure), which offer opportunities for sport and recreation and provide visual amenity.

<sup>30</sup> [www.essexwrecords.org.uk](http://www.essexwrecords.org.uk) Natural England, Nature Network Evidence Handbook.

the potential impacts of development, preferably through an ecological assessment.

Where development proposals are likely to impact upon the natural environment, open space or green infrastructure, they will be required to clearly demonstrate how the benefits arising from the development will outweigh the negative impacts. Such benefits could include access to the countryside for recreation, creation of wildlife corridors, overall long-term net biodiversity gains and the achievement of other objectives set out in this plan.

Where mitigation measures are required to support new development, the parish council may consider a

Figure 16: Seymore Field. Copyright Forever Callie Ltd [www.forevercallie.com](http://www.forevercallie.com)

'like for like' replacement, relocation and / or compensation towards the loss of habitats where it can be demonstrated that such measures will result in a net biodiversity gain for the area and improvements to habitats in relation to quantity, quality and connectivity. Any compensatory habitat created should be delivered as close as possible to the development site and should be ecologically functional in advance of any loss. Account should be taken by developers of the Recreational Disturbance Avoidance and Mitigation Strategy (RAMS) as this impacts the parish.

IFNP questionnaire results identified that local residents would prefer new development to be located on previously developed land to protect underdeveloped countryside areas and local wildlife habitats.



Figure 17: Church Green



Figure 18: Fryerning open field





Figure 19: Solar panel

Public access is limited to Fairfield Recreation Ground and Seymour Field. It is imperative that these areas are maintained and where possible enhanced, not only for recreational and sporting activities as outlined, but also to provide habitats to local flora and fauna.

### CLIMATE CHANGE

The parish will face environmental challenges over the next 30 years. The Climate Change Act 2008 first committed the UK drastically reduce its carbon emissions by 2050. However, recent studies, including work undertaken by the United Nations International Panel on Climate Change (IPCC), suggest we need to decarbonize by 2030 to have a meaningful impact on the effect of climate change.

At the international level the Paris Agreement commits the UK to 'keeping global average temperatures 'well below' two degrees centigrade about pre-industrial levels'. As a result, Policy 6 seeks to encourage development proposals which mitigate against climate change and promote adoption. Climate change is a cross cutting theme, therefore sustainability and resilience is embedded throughout the IFNP.

Improving the energy efficiency of buildings within the parish will provide an important contribution towards reducing carbon emissions within the parish. While IFNP Housing Policy 2, seeks to encourage sustainable design features within new developments, this will only influence a small proportion of the total buildings in the parish. To reduce carbon emissions in the parish, it is therefore essential that we seek to

encourage and support improvements to the energy efficiency of existing buildings within the parish.

Encouraging the use of sustainable modes of transport<sup>31</sup> will also support a reduction in carbon emissions within the parish. IFNP Transport Policy 5, presents policies and projects to encourage the use of sustainable modes of transport. In addition to encouraging sustainable modes of transport, electric vehicles will also provide an opportunity to reduce carbon emissions and air pollution. The inclusion of electric vehicle charging points within new developments will therefore be supported and encouraged, or as a minimum infrastructure to support the provision of charging points in the future should be provided. This could include for example electric cabling adjacent to car parking spaces and sufficient spaces adjacent to the parking bay to provide a charging point.

To support the environment the parish council will seek opportunities to plant new trees within the parish and will encourage new developments to include new tree planting.

Ingatestone and Fryerning falls within a zone of influence where additional residential development may increase visitor numbers to sensitive coastal areas, potentially increasing disturbance to birds and their habitats. An Essex-wide strategy (called the Recreation disturbance Avoidance and Mitigation Strategy, or RAMS) has been prepared, identifying the potential for disturbance and the types of mitigation that might be needed. Requirements are set out in Policy NE02 of the adopted Brentwood Local Plan, and contributions will be secured from qualifying developments in the Plan area towards mitigation measures in accordance within the RAMS<sup>32</sup>.

### EXTREM WEATHER AND FLOODING

It is predicted that climate change will result in more extreme weather events. With increased rainfall comes the increased risk of flooding. Longer heat waves may also affect water supplies.

In several location in the parish roads flood after heavy rainfall and drains are often blocked. The main area of flooding is farmland adjacent to the River Wid.

New developments should promote water efficiency by incorporating rainfall harvesting technology. Tree planting will also be encouraged to improve water

<sup>31</sup> Sustainable modes of transport are transport modes which do not rely on the car, such as walking and cycling and public transport such as buses and trains.

<sup>32</sup> Essex Recreational disturbance Avoidance Strategy (RAMS), September 2020



infiltration levels within new developments. Sustainable urban drainage systems should be included within new development proposals which include new houses.

There are two Critical Drainage Areas (CAD) within the Parish. Any development within the CDA's should be directed away from areas of existing flooding and where possible should seek to have a positive impact on existing areas of flood risk downstream of the development. Early engagement with Essex County Council as Lead Local Flood Authority (LLFA) and consideration of most up to date Surface Water Management Plan (SWMP) Action Plan is critical to ensure that existing and potential flood risk is properly managed.

Development should be designed to manage surface water at its source and water quality using variety of SuDS methods such as infiltration, interception, rainwater harvesting and greywater recycling, which include source control features such as permeable paving, water butts, rain gardens, green roofs and site control features such as swales, ponds and detention basin.

## RENEWABLE ENERGY

Government has set a target to deliver 15% of UK energy consumption by renewable means by 2020. The costs of installing solar (Figure 19) and wind energy have fallen dramatically in recent years and therefore provides an opportunity for more renewable energy to be produced locally. The parish council will work with the local community through establishment of a Community Energy Group to consider where and how renewable energy developments could be provided within the parish and to produce a Sustainable Energy Plan for the parish.

Development proposals in the Parish will also need to take account of the Government's net-zero carbon targets and standards, and the relevant recommendations of the Essex Climate Action Commission (ECAC) report 'Net Zero: Making Essex Carbon Neutral'.

## NOISE AND AIR POLLUTION

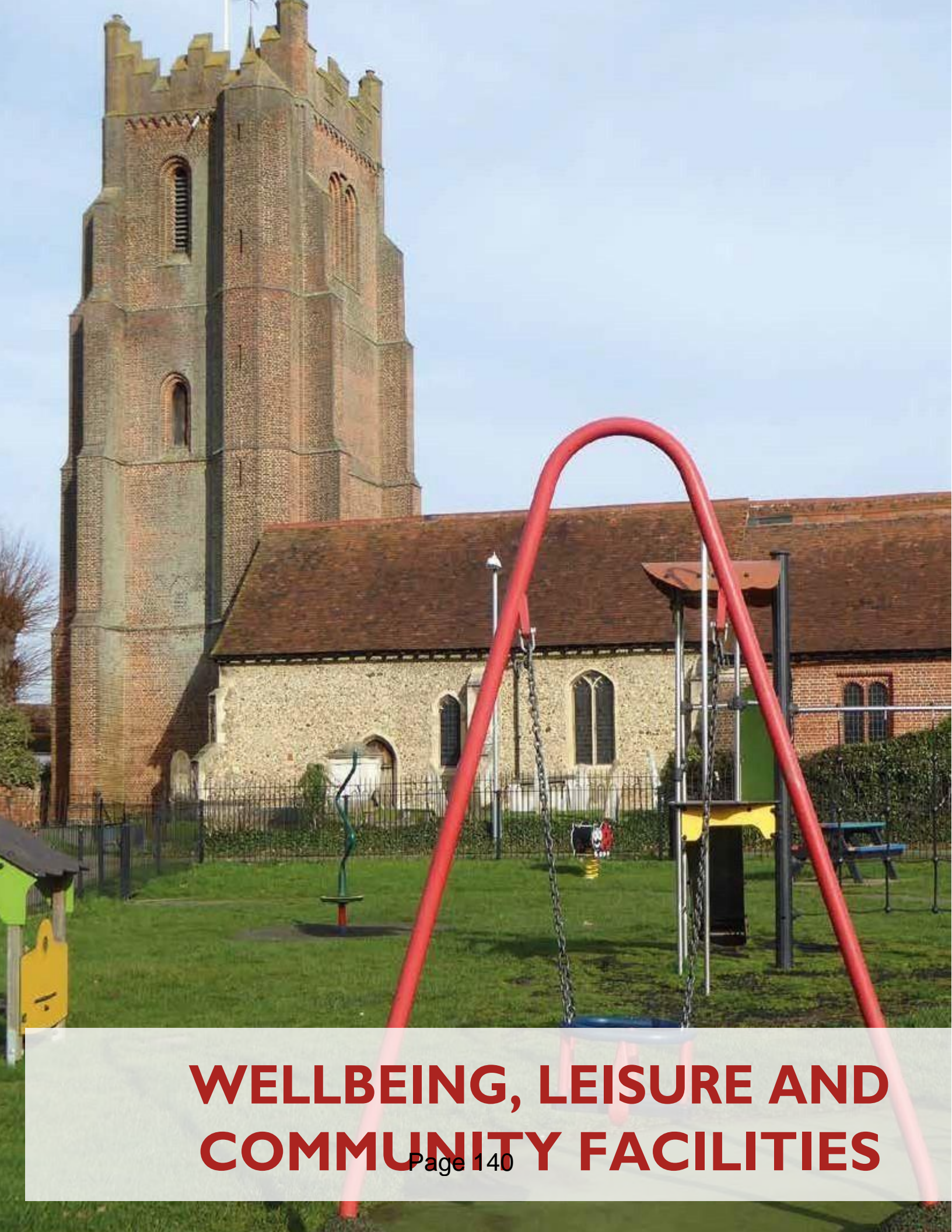
In recent years evidence has been produced demonstrating the serious health consequences of air pollution. BBC no longer monitor air pollution within the parish. Where no monitoring is taking place, it is unclear if there are any air quality issues which need to be addressed within the parish. This is an issue of concern for local residents, particularly due to the location of the Ingatestone Infant and Ingatestone Junior schools close to the A12.

The parish council will consult with BBC to consider options for air quality monitoring within the parish of Ingatestone High Street and close to Ingatestone Infant School on Fryerning Lane. In the absence of any regular monitoring, all new major developments (10 dwellings or more) in the parish will be required to demonstrate an understanding of the current air quality surrounding the development site and outline the potential wider air quality implications of the proposed development on the parish.

## POLICY 6: ENVIRONMENT

- A. Development proposals should protect and where possible enhance the natural environment. All development proposals should seek to deliver net biodiversity gain, in addition to protecting existing habitats and species. Any proposals which negatively affect, or have the potential to negatively affect, the natural environment should demonstrate that any negative impacts on biodiversity, including flora, fauna and wildlife habitats, will be adequately mitigated. Development proposals which may have an impact on wildlife habitats in the parish should be accompanied by an ecological assessment which will clearly demonstrate any potential impacts.
- B. Development proposals will be encouraged that seek to enhance the provision of and access to green infrastructure and open space in the parish by:
- Creating new areas of green infrastructure and open space.
  - Improve the connectivity between wildlife habitat areas and green infrastructure and open space through wildlife corridors and/or improvements to the Public Right of Way and cycle, bridleway and footpath networks.
  - Enhancing the visual characteristics and biodiversity of green infrastructure and open space in close proximity to new development.
- C. Development proposals which would result in the net loss of green infrastructure or areas of open space will only be supported where it can be demonstrated that:
- The benefits of the project outweigh any identified harm created by the loss
  - Overall the development results in a net biodiversity gain for the area and improvements to habitats in relation to quantity, quality and connectivity
  - Any compensatory wildlife habitat is created as close as possible to the development site and should be ecologically functional in advance of any loss.
- D. New development proposals should seek opportunities to reduce carbon emissions by:
- Encouraging the use of sustainable modes of transport within the design of developments through safe walking and cycling routes which provide connections to surrounding public transport and local services and facilities.
  - Encouraging home working by designing homes to be adaptable and ensuring good quality mobile phone and broadband connections
  - Seeing new tree planting within new development schemes in the parish, including proposals for long-term maintenance of newly planted trees.
  - Providing electric car charging points within new developments, or as a minimum ensuring essential infrastructure is in place to enable charging points to be provided in the future.
  - Incorporating sustainable design features which promote net zero carbon standards, energy efficiency, biodiversity gains, innovative low carbon technology, water efficiency, energy conservation and efficiency, renewable energy generation, flood resilience, sustainable waste and mineral management. Management, such as infiltration, interception, rainwater harvesting, and grey water recycling, which include source and water quality control features such as permeable paving, water butts, rain gardens, green roofs, and site control features such as swales, ponds, and detention basins.
- E. Development proposals should incorporate Sustainable Drainage Systems (SuDS) where appropriate to manage greenfield surface water runoff rates and to reduce the potential for flooding. Sustainable Drainage Systems should be designed to deliver multi-purpose space to enhance biodiversity net gain and ecosystems within new developments. SuDS proposals should be designed appropriately to manage surface water and water quality.
- The frequent flooding of the River Wid should be addressed by Brentwood Borough Council and Chelmsford City Council jointly as an s106/CIL device.





# **WELLBEING, LEISURE AND COMMUNITY FACILITIES**



## WELLBEING, LEISURE AND COMMUNITY FACILITIES

### VISION AND OBJECTIVES

The following community facilities, leisure and wellbeing related objective form part of the Vision Statement for the IFNP:

- Supporting measured, proportionate, timely and sustainable development to meet local requirements, particularly those of our younger people and older residents.
- Influence key 'age friendly' issues e.g. community safety, housing, planning, street lighting, green spaces, playing fields and parks, community centres, war memorials, seats and shelters, public toilets.

### CONTEXT

The consideration of wellbeing within the IFNP relates to local residents' quality of life and happiness, including both physical and mental wellbeing. Individual wellbeing can be significantly affected by the provision of accessible community services, facilities and leisure activities within the area. Physical and mental wellbeing can often be connected to the physical environment. The parish benefits from close proximity to the countryside for walking riding and cycling through the network of public footpaths and bridleways and also the availability of open space and green infrastructure in the parish.

The following definitions are relevant to the purposes of this policy:

- Green infrastructure is a network of multifunctional green spaces in rural and urban areas, which supports natural ecological processes to deliver a range of environmental and quality of life benefits that are integral to successful sustainable communities.
- Open space relates to all open spaces of public value, including land and areas of water such as rivers and lakes (also referred to as blue infrastructure), which offer opportunities for sport and recreation and provide vital amenity.
- Leisure and community facilities refers to publicly accessible facilities, churches, group and organisations and the library.

25.5% of the population of the parish is aged 65 or over<sup>33</sup>. This is a higher proportion of the population than the national average. Ongoing improvements to people's health and healthcare services will likely to increase the population of older residents in the parish. The wellbeing and provision of services and

facilities for older people is therefore an important consideration for the future of the parish.

The IFNP questionnaire identified that proximity to the countryside, the attractiveness of the village environment, public open space and conservation areas within the parish are considered to be important and contribute to the quality of life of local residents. These are all features which could have an impact on the wellbeing of residents.

### EXISTING LEISURE AND COMMUNITY FACILITIES WITHIN THE PARISH

Leisure and community facilities within the parish are listed within Table 3. There are a wide range of leisure activities within the villages which cater for all age groups, including playgroups, scouts, the Historical Society, Camera Club, the Women's Institute and the Ingatestone and Fryerning Horticultural Society who present an annual summer show on Seymour Field. These clubs and societies provide opportunities for social interaction, developing a community spirit and positively benefiting people's wellbeing. Additional community services and facilities are also available in the larger nearby towns of Brentwood and Chelmsford, both accessible from Ingatestone by regular public transport services.

The three largest publicly accessible areas of open space in the parish are Fairfield Recreational Ground (Figure 20), Seymour Field and Mill Green Common, used for sports, walking, dog exercising and as a social meeting place. In May 2019 the Seymour Pavilion (Figure 21) was refurbished through Football Foundation funding to provide two changing rooms, an officials' changing room, community hall, kitchen, toilets and storage space.



Figure 20: Fairfield Recreational Ground

<sup>33</sup> Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE), 2013.



Figure 21: Seymour Pavilion

There are a number of community halls within the parish, including the Ingatestone Community Club Hall, Christy Hall, the Stock Lane Parish Room, The United Reformed Church Hall, the Fryerning Parish Room and the Anglo European sports hall. There are six churches within the parish which offer a range of community activities in addition to regular services.

#### FUTURE PROVISION OF LEISURE AND COMMUNITY FACILITIES WITHIN THE PARISH

The BBC Playing Pitch Strategy has assessed the quality of the playing pitches within the parish and identified the following key conclusion:

- Ingatestone Bowls Club has a good standard of green and clubhouse facilities, however some improvements to ancillary facilities are required
- Fairfield Recreation Ground is currently over capacity in relation to the use of cricket squares. There is currently no capacity for additional adults or junior cricket teams.
- Football pitch facilities are Seymore Field for both adult and youth are at capacity. However, there is currently no identified demand in the area for additional football pitches.

Recommended improvements to Fairfield Recreation Ground are:

- Resurfacing / replacement of the existing non turf pitch and improvement of the grass wickets in order to increase the capacity of the site.
- Refurbish ancillary facilities to ensure that the site is fit for purpose
- Improve signage or add CCTV to the site to reduce vandalism.

The parish has been undertaking maintenance improvements to increase the capacity of football pitch facilities at Seymour Field. The parish council has identified a need for a new multi-use games area

within Seymour Field, however funding has not yet been identified for this project.

While there are a number of halls within the parish which are available for community use, the parish does not have a large village hall which provides a focal point for community activities. It is therefore important that groups are able to use existing facilities within the parish where appropriate for community activities. The parish council is therefore currently considering how use of the recently refurbished Seymour Pavilion and Ingatestone Library (Figure 22) can be maximized for community activities in the future. The parish council is also currently in discussions with ECC regarding the potential for increasing opening times at the library.

Wellbeing is also related to people's ability to safely access services and facilities, to participate in recreational walking and cycling on the local road network and the health of residents in relation to air and noise pollution associated with vehicle movements in the parish. These issues are considered further within the Transport section of the IFNP, where identified policy requirements and projects will provide wellbeing benefits as well as transport benefits for the parish.

The protection and enhancement of leisure and community facilities is vital in ensuring the future wellbeing of residents in the parish. IFNP Wellbeing, leisure and community facilities Policy 7 therefore seeks to protect existing facilities in the parish, while also encouraging development proposals which support the delivery of new and improved leisure and community facilities. Potential improvements to community facilities within the parish are listed in Table 4 with indication of potential funding sources for each project including developer contributions negotiated through Section 106 agreement.

Any proposals which would result in the loss of a community facility will be required to provide evidence that the facility is no longer viable, or that the facility is no longer in active use and has no prospect of being brought back into use. This should include reasonable and appropriate marketing of the site over a sustained period of time (a minimum of 12 months) and evidence of the level of interest in the site during the marketing period.



Figure 22: Ingatestone Library



Figure 24: Ingatestone Bowling Club



Figure 23: Ingatestone and Fryerning Community Association



Figure 25: Ingatestone Allotment Association



Figure 26: Ingatestone Tennis Club



Table 3: Leisure and community facilities

<b>TYPE OF LEISURE AND COMMUNITY FACILITIES</b>	<b>NAME</b>	<b>LOCATION</b>	<b>FACILITY</b>
Community facility	Ingatestone Library	Ingatestone village	Including facilities for community groups, meetings and events
Green infrastructure / Open Space / Sport facility	Seymour Field	Ingatestone village	Playing fields and open space
	Fairfield Recreation Ground	Ingatestone village	Cricket field used by 3 teams, pavilion and children's play areas, hard court, climbing wall, youth shelter and skate park
Open Space	Mill Green Common	Mill Green	Common land
Sports facility	Fishing lakes (Red House Lake, Oakwood Fisheries, Fryerning Fisheries)	Ingatestone village, Fryerning and Blackmore Road	Private fisheries
Green Infrastructure	Stock Lane Allotments Roman Road Allotments	Stock Lane, Ingatestone Roman Road	Allotments
Sports facility	Ingatestone Bowls Club	Ingatestone Village	Outdoor bowls
Sports facility	Ingatestone and Fryerning Tennis Club	Ingatestone Village	3 outdoor tennis clubs

Table 4: Potential improvements to community facilities

<b>FACILITY</b>	<b>PROJECT</b>	<b>STATUS / FUNDING</b>
Ingatestone Bowls Club	Improvements to ancillary facilities	Project started. Costs to be determined. Funding required.
Fairfield Recreational Ground	Resurfacing / replacement of the existing non turf pitch and improvement of the grass wickets in order to increase the capacity of the site	Not started. Costs to be determined. Funding required. Potential funding sources including Big Lottery Fund, Sport England, S106 development contributions.
Fairfield Recreation Ground and renovation of younger children's playground	Refurbish ancillary facilities to ensure that the site is fit for purpose	Not started. Costs to be determined. Funding required. Potential funding sources including Big Lottery Fund, Sport England, S106 development contributions.
Fairfield Recreation Ground	Improve signage or add CCTV to that site to reduce vandalism	Not started. Costs to be determined. Funding requires. Potential funding sources include IFPC, BBC, community funding
Seymour Field	New outdoor gym facilities	Not started. Costs to be determined. Funding required. Potential funding sources including Big Lottery Fund, Sport England, S106 development contribution.

## POLICY 7: WELBEING, LEISURE AND COMMUNITY FACILITIES

- a. Development proposals should contribute proportionately towards the provision of leisure and community facilities within the parish which will meet the needs of the future residents of the development. Development proposals which address or contribute towards, needs for new or improved leisure and community facilities in the parish will be supported.
- b. Development proposals which would result in the net loss of existing community facilities or public open space will only be supported where it can be demonstrated that:
  - The benefit of the project outweighs any identified harm created by the loss
  - The facility is no longer viable or in active use and has no prospect of being brought back into use.

### Relevant evidence base documents:

- Brentwood Borough Council Sport, Leisure and Open Space Assessment, Ploszajski Lynch Consulting Ltd, August 2016
- Brentwood Borough Council Playing Pitch Strategy 2018-2033, 4global Consulting, 2018
- Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE), 2013
- Brentwood Built Facilities Strategy and Brentwood Leisure Strategy.



## Monitoring and Review

The Parish Council will monitor the effectiveness of the policies in this Plan to ensure that they contribute to achieving the Plan's objectives. However, there is likely to be a necessity to formally review the Plan in due course, particularly following future reviews of the BLP and any relevant changes in national policy.

It will be the role of the Parish Council, working with Brentwood Borough Council, to review the Neighbourhood Plan at the appropriate time to ensure that its policies take into account national and local policy, are responsive to climate and other environmental changes and are meeting the vision for the future of Ingatestone and Fryerning.



## REFERENCES

- [1] Unless specified otherwise, all statistics are from 2011 census data.
- [2] A summary of the results of the IFNP Residents' Questionnaire is available in the Neighbourhood Plan evidence base on the parish council website [www.ingatestone-fryerningpc.gov.uk](http://www.ingatestone-fryerningpc.gov.uk)
- [3] Station Lane Ingatestone Conservation Area Appraisal and Management Plan, ECC, 2008.
- [4] Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE), 2013.
- [5] Unless specified otherwise, all statistics are from 2011 census data.
- [6] An elementary occupation consists of simple and routine tasks, such as cleaners, agricultural labourers, food preparation assistants and refuse workers.
- [7] Brentwood Business Partnership is a partnership between Brentwood businesses, local business organisations and Brentwood Borough Council. The Partnership seeks to raise awareness of Brentwood as a thriving place for businesses, visitors and residents; increase footfall and encourage local spend to grow the local economy; support retailers, businesses, tourism and the night-time economy; and sponsor events and projects to attract more business and improve the public realm. Further information is available from: <http://www.discoverbrentwood.co.uk/Business/brentwood-business-partnership.asp>
- [8] Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE), 2013
- [9] Certain uses do not fall within any use class and are considered 'sui generis'. Such uses include: betting offices, shops, pay day loan shops, theatres, larger houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling or displaying motor vehicles, retail warehouse clubs, nightclubs, launderettes, taxi businesses and casinos.
- [10] Map from the Brentwood Local Plan, pre-submission version, February 2019.
- [11] Based on 2011 Census data.
- [12] Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE), 2013.
- [13] Brentwood Parking Strategy, Strategic Options Development Report, JMP Consultants Ltd, 2016.
- [14] Essex County Council Parking Standards – Design and Good Practice (2009), adopted by Brentwood Borough Council as a Supplementary Planning Document (SPD) in 2011
- [15] Major developments as defined within the Town and Country Planning (Development Management Procedure) (England) Order 2015.
- [16] Essex County Council Parking Standards – Design and Good Practice (2009), adopted by Brentwood Borough Council as a Supplementary Planning Document (SPD) in 2011
- [17] Major developments as defined within the Town and Country Planning (Development Management Procedure) (England) Order 2015.
- [18] Green infrastructure is a network of multifunctional green spaces in rural and urban areas, which supports natural ecological processes to deliver a range of environmental and quality of life benefits that are integral to successful sustainable communities.
- [19] Open space relates to all spaces of public value, including land and areas of water such as rivers and lakes (also referred to as blue infrastructure), which offer opportunities for sport and recreation and provide visual amenity.
- [20] [www.essexwtrecords.org.uk](http://www.essexwtrecords.org.uk)
- [21] Sustainable modes of transport are transport modes which do not rely on the car, such as walking and cycling and public transport such as buses and trains.
- [22] Major developments as defined within the Town and Country Planning (Development Management Procedure) (England) Order 2015.
- [23] Rural Community Profile for Ingatestone and Fryerning, Rural Community Council for Essex (RCCE), 2013.
- [24] Brentwood Borough Council Playing Pitch Strategy 2018-2033, 4global Consulting, 2018.

## Glossary

ACRONYM	SUBJECT	EXPLANATION
	Air Quality	The Ingatestone and Fryerning Neighbourhood Plan has included policies that seek to ensure that new developments do not result in an increase in traffic and congestion which could have a detrimental impact on air quality in the parish.
	Affordable Housing	Brentwood Borough Council has proposed an affordable housing requirement of 35% on proposed developments of 11 or more (net) units or sites of 10 or less units which have a combined gross internal floor space in excess of 1,000 square metres.
BBP	Brentwood Business Partnership	A partnership between Brentwood businesses, local businesses organisations and Brentwood Borough Council.
BLP	Brentwood Local Plan	The National Planning Policy Framework requires local planning authorities to produce a Local Plan for their area. Brentwood Borough Council's BLP was submitted to the Planning Inspectorate for examination on behalf of the Secretary of State (Regulation 22) in March 2020.
	Brentwood Parking standards and Strategy	BBC adopted the Parking Standards Design and Good Practice 2009 as a Supplementary Planning Document (SPD) as of 10 March 2011. Strategic options development report, prepared by JMP Consultants Ltd 2016.
	Brentwood Borough Council Sport, Leisure and Open Space Assessment	A policy document prepared by Ploszajski Lynch Consulting Ltd in August 2016 to support the LDP recommendations.
	Brentwood Borough Council Playing Pitch Strategy 2018-33	A policy document prepared by 4global Consulting in 2018 to support the LDP recommendations.
	Brentwood Replacement Local Plan adopted 2005	The Local Plan sets a framework for future growth in the area, identifying the level of need and locations for new housing, employment and retail development.
	Building Research Establishment Green Guide to Specification	Describes the selection of materials within new developments to ensure the use of the most sustainable available materials.
	Conservation Area	There are three, Fryerning - established in 1991, Ingatestone High Street - established in 1969 and Station Lane established in 1981 and extended to cover Tor Bryan.
ACRONYM	SUBJECT	EXPLANATION

	Consultation Plan	A Consultation Plan accompanying the Ingatestone and Fryerning Neighbourhood Plan is required by the Localism Act. The Consultation Plan must set out what consultation was undertaken and how this informed the Neighbourhood Plan.
	Design Brief	Design briefs are required for all allocated residential sites in the Ingatestone and Fryerning Neighbourhood Plan. Design briefs are documents that provide clear guidance for the detailed design of new development.
ECC	Essex County Council (ECC)	ECC is the Waste Planning Authority for the Plan area and is responsible for preparing planning policies and assessing applications for waste management development. It is also the Mineral Planning Authority for the Plan area and is responsible for preparing planning policies and assessing applications for mineral development. ECC is the Highway and Transport Authority (including responsibility for the delivery of the Essex Local Transport Plan), the Local Education Authority, including Early Years and Childcare (EYYC), Special Education Needs and Disabilities (SEND), and Post 16 education, the Local Flood Authority (LLFA) and the lead advisor on Public Health and adult social care (in relation to the securing the right housing mix which takes account of the housing needs of older people and adults with disabilities).
	Essex Design Guide	Published in 2018 it gives architectural details for new developments and other important elements such as older peoples' housing, climate change and energy efficiency.
	Evidence Base	The researched, documented, analysed and verified basis for preparing the Ingatestone and Fryerning Neighbourhood Plan. It consists of many documents produced over a period of years, many of which have been produced by Brentwood Borough Council as part of the process of developing their Local Development Plan.
	George Sherrin	A Victorian architect who designed and built a number of properties in the Station Lane Conservation area.
	Greater Anglia and Railway Heritage Trust	Working with the parish council to develop the Ingatestone Museum in a disused railway building.
	Green Corridors	Green spaces that provide avenues for wildlife movement, often along streams, rivers, hedgerows or other natural features. They connect green spaces together and often provide pleasant walks for the public away from main roads.
	Green Infrastructure	Green infrastructure is a network of multifunctional green spaces in rural and urban areas, which supports natural ecological processes to deliver a range of environmental and quality of life benefits that are integral to successful sustainable communities.
	Habitats Regulations	The European Union Habitats Directive aims to protect the wild plants, animals and habitats that make up our diverse natural environment. The directive created a network of protected areas around the European Union of national and international importance. They are called Natura 2000 sites. If development is likely to affect a Natura 2000 site, an assessment under the Habitats Regulations is required.
ACRONYM	SUBJECT	EXPLANATION

HAPPI	Housing our Ageing Population: Panel for Innovation	Since 2009 a government panel has been considering issues associated with housing for older people, called Housing our Ageing Population: Panel for Innovation.
	Listed Buildings	Buildings and structures which are listed by the Department for Culture, Media and Sport as being of special architectural and historic interest and whose protection and maintenance are the subject of special legislation. Listed building consent is required before any works are carried out on a listed building.
	Local Planning Authority	The Local Planning Authority is Brentwood Borough Council.
	Localism Act	An Act of Parliament that became law in April 2012. The Act introduces a new right for local people to draw up Neighbourhood Development Plans for their local area.
	Metropolitan Green Belt	The Metropolitan Green Belt is a statutory green belt around London, England. It comprises parts of Greater London and the six adjoining 'home counties', parts of two of the three districts of the small county of Bedfordshire and a small area in Copthorne, Sussex. It was created to check the unrestricted sprawl of large built-up areas, to prevent neighbouring towns from merging into one another, to assist in safeguarding the countryside from encroachment and to preserve the setting and special character of historic towns.
	National Design Guide	Issued by the Ministry of Housing, Communities and Local Government 2019. The long-standing fundamental principles for good design are that it is: fit for purpose, durable and brings delight.
NPPF	National Planning Policy Framework	The National Planning Policy Framework was published by the government in March 2012 and revised in 2019 and 2021. It sets out the government's planning policies for England and how these are expected to be applied.
NPAC	Neighbourhood Plan Advisory Committee	Committee of the Ingatestone and Fryerning Parish Council comprising parish councillors and residents convened to produce the Neighbourhood Plan.
	Neighbourhood Plan	The full title in the Localism Act is 'Neighbourhood Development Plan' but this is commonly shortened to 'Neighbourhood Plan'. It is a plan document for defined area subject to examination in public and approval by referendum. It will be used on approval in the determination of applications.
	Office for National Statistics	The 2011 Census provided data for the production of the Neighbourhood Plan.
	Parking Standards	Essex County Council Parking Standards are a Supplementary Planning Document produced in 2011 and continues to expect new development to comply with these design and provision standards.
	Passivhaus Trust	Passivhaus standards seek to significantly reduce energy consumption for the heating and cooling of buildings.

ACRONYM	SUBJECT	EXPLANATION
PPG	Planning Practice Guidance	The PPG is an online portal which provides guidance on implementing aims and objectives of the NPPF. The PPG provides specific guidance on a range of planning related topics.
	Referendum	A general vote by the electorate on a single political question that has been referred to them for a direct decision. In the case of the Ingatestone and Fryerning Neighbourhood Plan, the referendum will decide whether or not to adopt the Plan.
RCCE	Rural Community Profile for I&F	Report prepared by the Rural Community Council for Essex on the parish based on the 2011 census data.
	Site R21	Site allocated for employment purposes in the BBC's LDP. The site is adjacent to the A12 and slip road in Ingatestone.
	Site R22	This is the land allocated for housing development in the Local Development Plan. The site is located at the southern periphery of the village where it effectively forms a gateway site when approached from both Brentwood and Billericay directions.
	Retraction disturbance Avoidance Mitigation Strategy	Ingatestone and Fryerning falls within a zone of influence where additional residential development may increase visitor numbers to sensitive coastal areas, potentially increasing disturbance to birds and their habitats. An Essex-wide strategy (called the Recreation disturbance Avoidance and Mitigation Strategy, or RAMS) has been prepared, identifying the potential for disturbance and the types of mitigation that might be needed. Requirements are set out in Policy NE02 of the adopted BLP, and contributions will be secured from qualifying developments in the Plan area towards mitigation measures in accordance with the RAMS. For further details please view the RAMS Strategy: <a href="https://birdaware.org/essex/our-strategy/">https://birdaware.org/essex/our-strategy/</a>
	Strategic Environment Assessment	Assessments made compulsory by a European Directive (the SEA Directive). To be implemented in planning through Sustainability Appraisal of Development Plan Documents and Neighbourhood Plans where required.
	Sustainable Transport	The Climate Change Act commits the UK to reducing CO2 emissions. Sustainable modes of transport are transport modes which do not rely on the car such as walking and cycling and public transport such as buses and trains.
	Sui generis	Unique or different.
	Sustainable Urban Drainage Systems	A drainage system that controls the rate and quantity of run-off surface water from developments.
	Town and Country Planning Act 1990	This is the legislation that the Neighbourhood Plan must comply with to be 'made'.
	Vision Statement	Vision for the future of the parish 2020-2033.
	Windfall Sites	Sites not allocated for development in the Ingatestone and Fryerning Neighbourhood Plan that unexpectedly comes forward for development.



## APPENDIX I

The following documents have been used to help produce the Ingatestone and Fryerning Neighbourhood Plan. Those highlighted in **Taupe** are available to download from Ingatestone and Fryerning Parish Council's website ([ingatestone-fryerningpc.gov.uk](http://ingatestone-fryerningpc.gov.uk)). The remainder are available to download from the relevant websites.

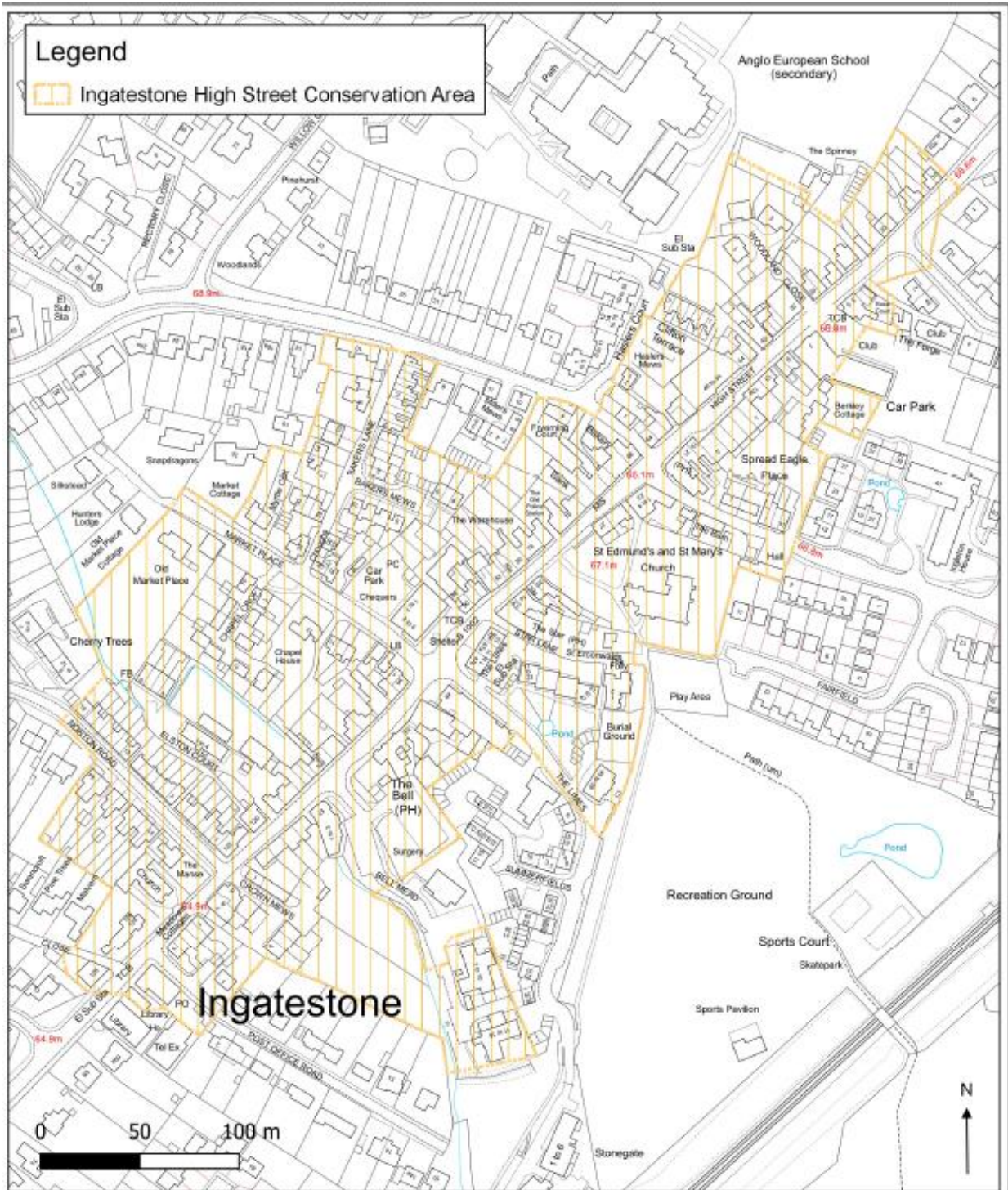
The Neighbourhood Plan Advisory Committee also produced discussion papers during the evidence gathering process, which influenced the policies produced.

An early decision was taken to adopt the policies within the Brentwood Borough Council Local Development Plan. These are listed under that heading at [brentwood.gov.uk](http://brentwood.gov.uk).

1. Brentwood Borough Council Local Development Plan submitted under Regulation 22 in March 2020.
2. Parking Standards: Design and Good Practice 2009, adopted as a Supplementary Planning Document (SPD) 10 March 2011.
3. Brentwood Parking Strategy. JMP Consultants Ltd 2016.
4. Brentwood Borough Council Playing Pitch Strategy 2018- 2033. 4global Consulting 2018.
5. **Brentwood Borough Council Sport, Leisure and Open Space Assessment. Ploszajski Lynch Consulting Ltd. August 2016.**
6. Brentwood Borough Council - Strategic Housing Market Assessment Summary. Peter Brett Associates, September 2017.
7. **Business Questionnaire Analysis. RCCE 2019.**
8. Census 2011. Office for National Statistics.
9. Climate Change Act.
10. **Community Engagement Strategy 2017.**
11. **Conservation Area Appraisals – Station Lane, Fryerning, High Street. Tor Bryan Estate - statement of the enlargement of the Station Lane Appraisal 2011.**
12. Essex County Council Rights of Way Improvement Plan 2009.
13. Essex Design Guide 2018.
14. Essex Green Infrastructure Strategy 2020.
15. **Household Questionnaire Analysis, RCCE February 2019.**
16. **Ingatestone and Fryerning Village Design Statement 2005.**
17. Localism Act 2012.
18. National Planning Policy Framework.
19. **Rural Community profile for Ingatestone and Fryerning. RCCE.**
20. Strategic Environment Assessment/Habitats Regulation Assessment (European Directive - the SEA Directive).



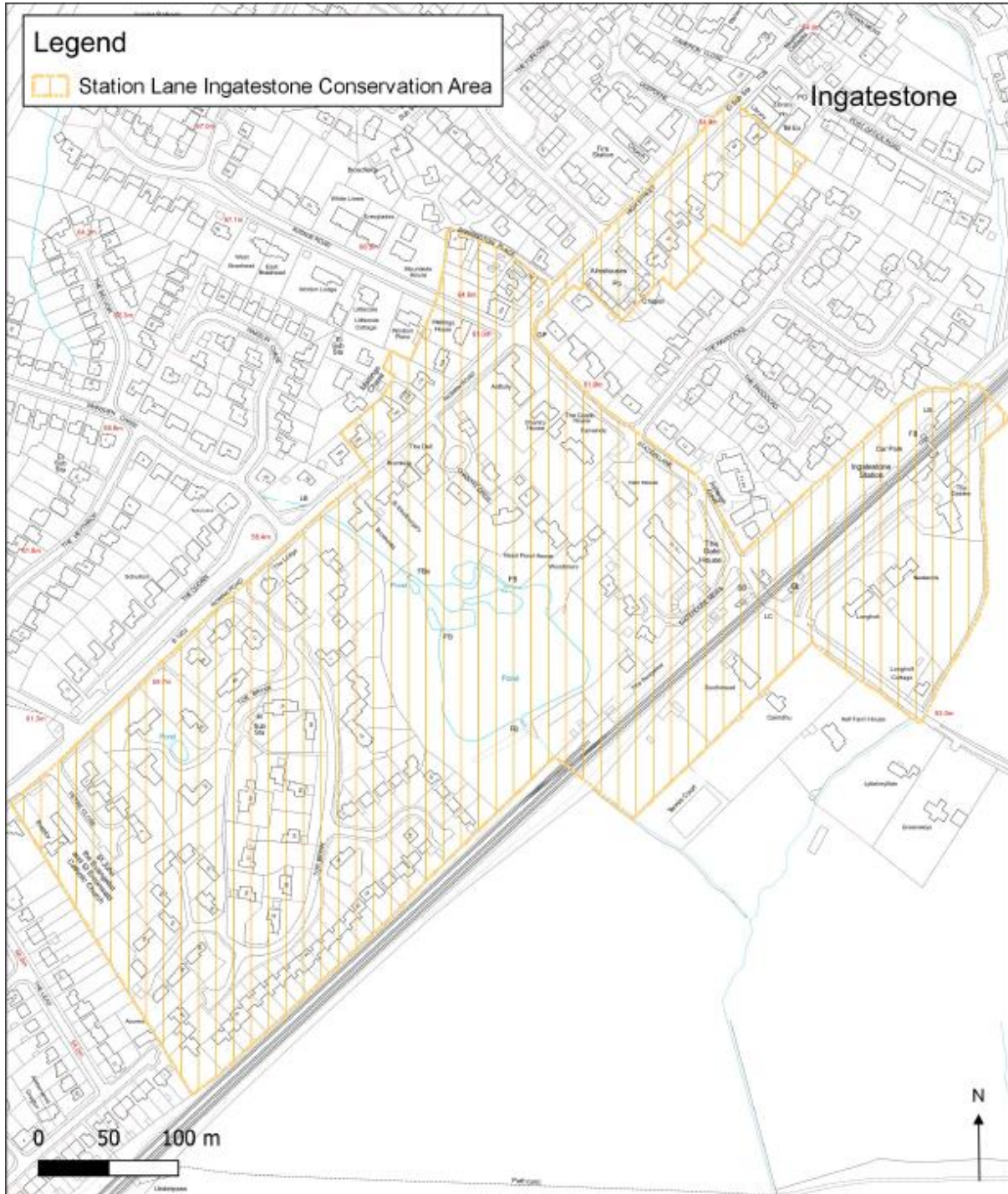
## APPENDIX 2: HIGH STREET CONSERVATION AREA



Online copy can be found at: <https://document.brentwood.gov.uk/pdf/05092012164930u.pdf>

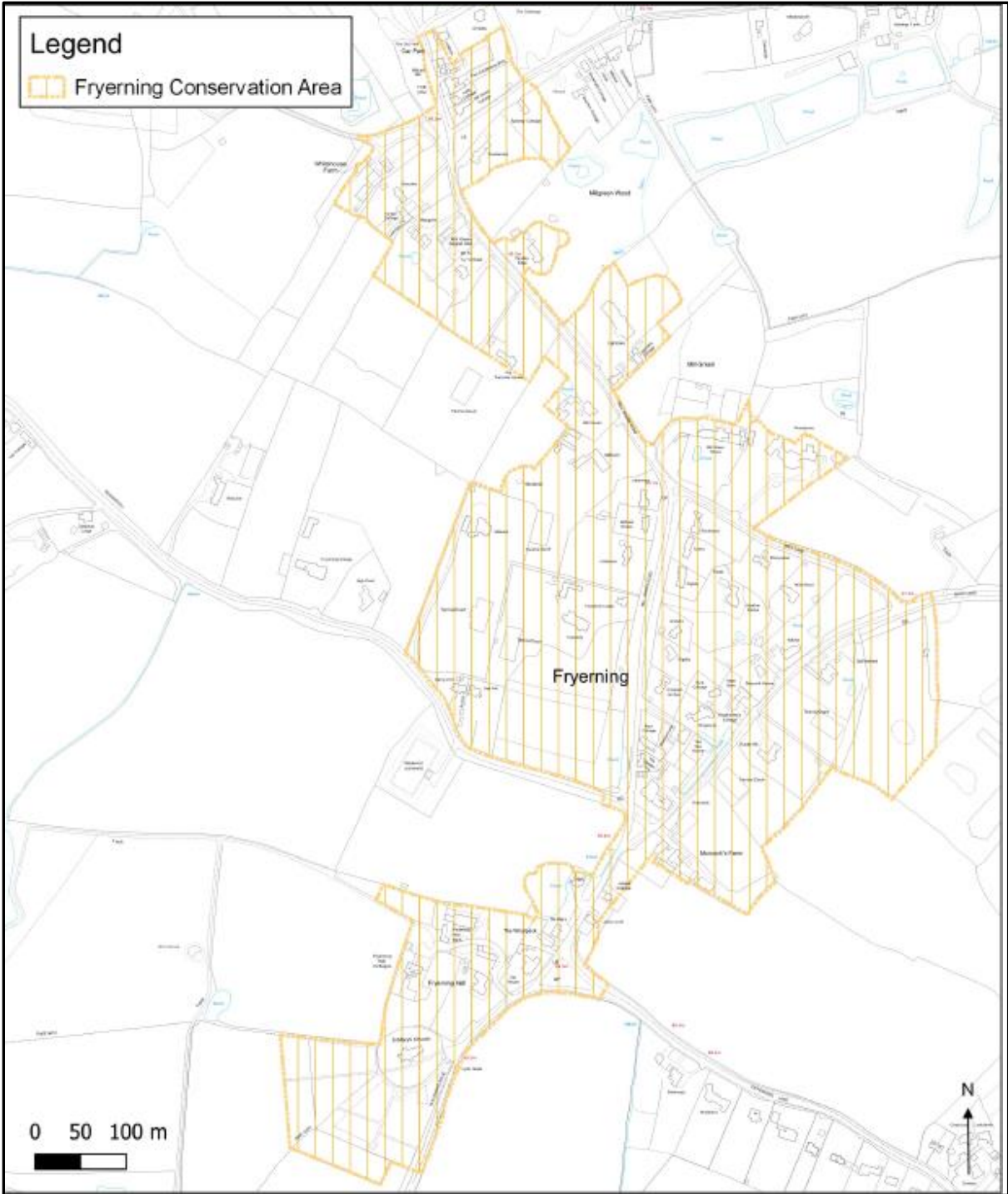


# APPENDIX 3: STATION LANE CONSERVATION AREA



Online copy can be found at: <https://document.brentwood.gov.uk/pdf/05092012165220u.pdf>

# APPENDIX 4: FRYERNING CONSERVATION AREA



Online copy can be found at: <https://document.brentwood.gov.uk/pdf/05112014101941u.pdf>

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# **Report on Ingatestone & Fryerning Neighbourhood Development Plan 2020-2033**

**An Examination undertaken for Brentwood Borough Council with the support of Ingatestone & Fryerning Parish Council on the November 2021 Submission version of the Plan.**

Independent Examiner: Derek Stebbing BA (Hons) DipEP MRTPI

Date of Report: 16 June 2022

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## **Main Findings - Executive Summary**

From my examination of the Ingatestone & Fryerning Neighbourhood Development Plan (the Plan) and its supporting documentation including the representations made, I have concluded that subject to the modifications set out in this report, the Plan meets the Basic Conditions.

I have also concluded that:

- the Plan has been prepared and submitted for examination by a qualifying body – the Ingatestone & Fryerning Parish Council (the Parish Council);
- the Plan has been prepared for an area properly designated – the Ingatestone & Fryerning Neighbourhood Area, as identified on the map at page 7 of the Plan;
- the Plan specifies the period to which it is to take effect – from 2020 to 2033; and,
- the policies relate to the development and use of land for a designated neighbourhood plan area.

I recommend that the Plan, once modified, proceeds to referendum on the basis that it has met all the relevant legal requirements.

I have considered whether the referendum area should extend beyond the designated area to which the Plan relates and have concluded that it should not.

## **1. Introduction and Background**

### **Ingatestone & Fryerning Neighbourhood Development Plan 2020-2033**

- 1.1 The Parish of Ingatestone and Fryerning in Brentwood district is located between the town of Brentwood and the city of Chelmsford, close to the A12 trunk road linking London with Colchester, Ipswich and Great Yarmouth. The main railway line between London and Norwich passes through Ingatestone, and the station at Ingatestone has regular services southwards to London and northwards to other parts of Essex. There are local bus services to Brentwood and Chelmsford. These excellent transport links have ensured that Ingatestone is a popular and attractive place of residence for many people commuting to work in London, and also in other parts of Essex.
- 1.2 Both Ingatestone and the smaller village of Fryerning have their origins in the Saxon period when the word 'Ing' meant settlement. Much of the land in Ingatestone was owned by Barking Abbey from around 950AD until the dissolution of the monasteries in 1539. The land was then acquired by Sir William Petre, an influential adviser to King Henry VIII. The Grade I listed Ingatestone Hall was built by Sir William Petre between 1539 and 1556, and his descendants continue to live in the Hall. Ownership of the manor

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of Fryerning passed through several hands until it was acquired by Sir Nicholas Wadham, the founder of Wadham College, Oxford, in 1607. Much of the land around the village continues to be owned by Wadham College.

- 1.3 There are three designated Conservation Areas in the Parish, the High Street and Station Lane Conservation Areas in Ingatestone and the Fryerning Conservation Area in Fryerning. The Parish contains a significant number of designated heritage assets and non-designated heritage assets.
- 1.4 The population of the Parish was 4,785 persons at the 2011 Census within 2,095 households, and the population was estimated to have increased to over 5,000 persons by 2019. Much of the Parish beyond the village of Ingatestone is within the designated Metropolitan Green Belt, which places a major policy constraint upon development in the area. This has ensured that the Parish retains a strong rural character, with attractive landscapes particularly in the northern parts of the Parish around Fryerning and the small hamlets of Mill Green and Beggar Hill where there are several areas of ancient woodland, including parts of the former royal hunting forest known as Writtle Forest. There are 15 designated Local Wildlife Sites within the Parish.
- 1.5 The majority of retail and commercial businesses in the Parish are concentrated in Ingatestone, and the High Street in Ingatestone contains over 100 shops and businesses, together with the Parish church of St. Edmund and St. Mary, dating from the Norman period, plus a range of community buildings.
- 1.6 The civil parish was formed in 1889 by merging the parishes of Ingatestone and Fryerning. The Parish Council is responsible for a wide range of local amenities and community facilities within the Parish, including the recreation facilities at the Fairfield Recreation Ground (which is leased from Lord Petre) and Seymour Field (which is leased from Brentwood Borough Council).
- 1.7 There is an Infants and Junior School in Ingatestone, together with the large Anglo European Secondary School which draws pupils from a large part of Essex. Other children of secondary school age travel outside the Parish mainly to schools in Chelmsford and Brentwood.

#### The Independent Examiner

- 1.8 As the Plan has now reached the examination stage, I have been appointed as the examiner of the Plan by Brentwood Borough Council (the Council), with the agreement of the Parish Council.
- 1.9 I am a chartered town planner, with over 46 years of experience in planning. I have worked in both the public and private sectors and have experience of examining both local plans and neighbourhood plans. I have also served on a Government working group considering measures

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to improve the local plan system and undertaken peer reviews on behalf of the Planning Advisory Service. I therefore have the appropriate qualifications and experience to carry out this independent examination.

- 1.10 I am independent of the qualifying body and the local authority and do not have an interest in any of the land that may be affected by the Plan.

### The Scope of the Examination

- 1.11 As the independent examiner, I am required to produce this report and recommend either:

(a) that the neighbourhood plan is submitted to a referendum without changes; or

(b) that modifications are made and that the modified neighbourhood plan is submitted to a referendum; or

(c) that the neighbourhood plan does not proceed to a referendum on the basis that it does not meet the necessary legal requirements.

- 1.12 The scope of the examination is set out in Paragraph 8(1) of Schedule 4B to the Town and Country Planning Act 1990 (as amended) ('the 1990 Act'). The examiner must consider:

- Whether the plan meets the Basic Conditions.
- Whether the plan complies with provisions under s.38A and s.38B of the Planning and Compulsory Purchase Act 2004 (as amended) ('the 2004 Act'). These are:
  - it has been prepared and submitted for examination by a qualifying body, for an area that has been properly designated by the local planning authority;
  - it sets out policies in relation to the development and use of land;
  - it specifies the period during which it has effect;
  - it does not include provisions and policies for 'excluded development'; and
  - it is the only neighbourhood plan for the area and does not relate to land outside the designated neighbourhood area.
- Whether the referendum boundary should be extended beyond the designated area, should the plan proceed to referendum.
- Such matters as prescribed in the Neighbourhood Planning (General) Regulations 2012 (as amended) ('the 2012 Regulations').

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1.13 I have considered only matters that fall within Paragraph 8(1) of Schedule 4B to the 1990 Act, with one exception. That is the requirement that the Plan is compatible with the Human Rights Convention.

### The Basic Conditions

1.14 The 'Basic Conditions' are set out in Paragraph 8(2) of Schedule 4B to the 1990 Act. In order to meet the Basic Conditions, the neighbourhood plan must:

- have regard to national policies and advice contained in guidance issued by the Secretary of State;
- contribute to the achievement of sustainable development;
- be in general conformity with the strategic policies of the development plan for the area;
- be compatible with and not breach European Union (EU) obligations (under retained EU law)<sup>1</sup>; and
- meet prescribed conditions and comply with prescribed matters.

1.15 Regulation 32 of the 2012 Regulations prescribes a further Basic Condition for a neighbourhood plan. This requires that the making of the Neighbourhood Plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017 ('the Habitats Regulations').<sup>2</sup>

## 2. Approach to the Examination

### Planning Policy Context

2.1 The Development Plan for this part of Brentwood Borough Council (BBC), not including documents relating to excluded minerals and waste development, consists of the adopted Brentwood Local Plan 2016-2033 (BLP) (adopted 23 March 2022).

2.2 The BLP sets out the spatial planning vision and objectives and strategy for the spatial development and growth of the Brentwood district. It contains a suite of strategic policies with the majority of future growth during the period up to 2033 being directed to the Borough's two strategic transit growth corridors, the Central Brentwood Growth Corridor and the

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<sup>1</sup> The existing body of environmental regulation is retained in UK law.

<sup>2</sup> This revised Basic Condition came into force on 28 December 2018 through the Conservation of Habitats and Species and Planning (Various Amendments) (England and Wales) Regulations 2018.

South Brentwood Growth Corridor. In the Plan's settlement hierarchy, Ingatestone is categorised as one of the larger villages in a rural setting, with high levels of accessibility and public transport provision, including rail services. They provide a range of services and facilities to the immediate residential areas and nearby settlements in designated District and Local Centres. Fryerning is categorised as one of the remote and small rural villages and hamlets, with poor public transport, limited or no shops, jobs and community facilities.

- 2.3 The BLP includes development management policies under the themes managing growth, resilient built environment, housing provision, prosperous communities and natural environment. The BLP contains two non-strategic site allocations for residential development in the Ingatestone area, refs. R21 (for 161 new dwellings) and R22 (for 57 new dwellings) and one non-strategic site allocation for employment development, ref. E08. Site R21 is not within the designated Neighbourhood Area, being situated at the south-western edge of Ingatestone within the adjoining parish of Mountnessing. The BLP does not contain any site allocations affecting the smaller village of Fryerning.
- 2.4 The Basic Conditions Statement (at pages 6-19) provides an assessment of how the policies proposed in the Plan have regard to national policy and are in general conformity with the relevant strategic policies in the now superseded adopted Brentwood Replacement Local Plan (BRLP) (2005) and the recently adopted BLP (2022). Having been adopted in 2022, the BLP provides an up-to-date strategic planning context for the Neighbourhood Plan, and the progress of the BLP during 2020-2022 has enabled the Neighbourhood Plan and its policies to be prepared.
- 2.5 The planning policy for England is set out principally in the National Planning Policy Framework (NPPF). The Planning Practice Guidance (PPG) offers guidance on how this policy should be implemented. A revised NPPF was published on 20 July 2021. All references in this report are to the 2021 NPPF and its accompanying PPG.

### Submitted Documents

- 2.6 I have considered all policy, guidance and other reference documents I consider relevant to the examination, including those submitted which comprise:
- the draft Ingatestone & Fryerning Neighbourhood Development Plan 2020-2033 Submission Version (November 2021) and its Appendix;
  - the Strategic Environmental Assessment Screening Opinion Report (July 2021);
  - the Basic Conditions Statement (November 2021);
  - the Consultation Statement (November 2021); and



- all the representations that have been made in accordance with the Regulation 16 consultation.<sup>3</sup>

## Supporting Documents

2.7 I have also considered the various supporting documents to the submission Plan, including:

- Neighbourhood Plan Business Questionnaire Results Report (Rural Community Council of Essex) (December 2018);
- Neighbourhood Plan Household Questionnaire Results Report (Rural Community Council of Essex) (February 2019); and,
- Rural community profile for Ingatestone and Fryerning (Parish) (Action with Communities in Rural England) (ACRE) (October 2013).<sup>4</sup>

## Preliminary Questions

2.8 Following my appointment as the independent examiner and my initial review of the draft Plan, its supporting documents and representations made at the Regulation 16 stage, I wrote to the Council and the Parish Council on 20 April 2022<sup>5</sup> seeking further clarification and information on four matters contained in the submission Plan, as follows:

- firstly, with regard to the Brentwood Local Plan 2016-2033, I noted that the Plan was adopted by the Council on 23 March 2022, which will require a number of consequential amendments to references in the submission Plan (albeit noting the Basic Conditions Statement includes an assessment of the emerging BLP policies as at November 2021). I sought the Council's confirmation that the content of the paragraphs on page 13 in the Plan, and accompanying Map 2 (on page 12), regarding Site R22 remain accurate and up to date regarding the proposed development of 57 dwellings. I also sought confirmation that the correct site allocation reference in the BLP for this site is R22, and that the reference to R21 in the third line of text in the second paragraph (left column) on page 13 is an error and should be R22;
- secondly, with regard to Policy 3, I noted that the Policy refers to the conservation areas "*which are identified on the parish map*". I noted that I do not identify a map or plan within the submission Plan that shows the boundaries of the three designated Conservation Areas and that, in my view, such a map or plan will be necessary to enable future users of the Plan to correctly interpret Policy 3. I therefore invited the Parish Council to provide me with a map(s) (at a suitable scale) clearly showing the boundaries of the three Conservation Areas, which I considered should be placed

<sup>3</sup> View at: <https://www.brentwood.gov.uk/-/ingatestone-and-fryerning-np>

<sup>4</sup> View at: <https://www.ingatestone-fryerningpc.gov.uk/neighbourhood-plan/get-involved>

<sup>5</sup> View at: <https://www.brentwood.gov.uk/-/ingatestone-and-fryerning-np>

within the Heritage section of the Plan, and which I may consider as a potential modification to the Plan;

- thirdly, with regard to Policy 4, I noted that clause (a) of the Policy sets out a range of potential Use Classes that would be supported at employment site allocation ref. E08 (Land adjacent to the A12 and slip road, Ingatestone). I further noted that the uses listed in clause (a) of the Policy do not correspond in full to the uses listed in the preceding paragraph of supporting text, specifically regarding the additional various Class A and Class D uses that are listed in that paragraph. I noted that, in my assessment, the Policy and its supporting justification could lead potentially to some misunderstandings for users of the Plan regarding the extent of proposals which would be supported at this site. I considered that the Policy and its supporting text should better reflect the adopted BLP in order to meet the Basic Conditions. I therefore invited the Parish Council to consider this matter, and if appropriate to provide draft text for suitable amendments to clause (a) of Policy 4 and its supporting justification, to ensure that there is clarity on the nature of the potential uses that will be supported at Site E08, and which I may consider as a potential modification to the Plan; and
- fourthly, with regard to Policy 5, I noted that the supporting justification for this Policy states on page 34 that "*The area of Ingatestone village associated with concerns for the safety of pedestrians, proposed speed reductions and proposed School Clear Zones is identified within Policy 5 as a 'Safe Route'*". I further noted that within the text of the draft Policy there is no specific reference to 'Safe Routes', although there is a more generic reference to safe pedestrian and cycles routes in the 7<sup>th</sup> bullet point of the third paragraph of text. I therefore invited the Parish Council to consider whether the Policy should identify the allocated 'Safe Route' for Ingatestone village more specifically, and if appropriate to provide some suitable text for an additional clause or bullet point that I may consider as a potential modification to the Plan.

2.9 In response to my letter of 20 April 2022, the Council and the Parish Council provided me with a consolidated response to the four questions listed above on 4 May 2022.<sup>6</sup> I have taken full account of the additional information contained in these responses as part of my assessment of the draft Plan, alongside the documents listed at paragraphs 2.6 and 2.7 above.

### Site Visit

2.10 I made an unaccompanied site visit to the Neighbourhood Plan Area on 15 May 2022 to familiarise myself with it and visit relevant sites and areas referenced in the Plan, evidential documents and representations.

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<sup>6</sup> View at: <https://www.brentwood.gov.uk/-/ingatestone-and-fryerning-np>  
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## Written Representations with or without Public Hearing

2.11 This examination has been dealt with by written representations. I considered hearing sessions to be unnecessary as the consultation responses clearly articulated the objections and comments regarding the Plan and presented arguments for and against the Plan's suitability to proceed to a referendum. I am satisfied that the material supplied is sufficiently comprehensive for me to be able to deal with the matters raised under the written representations procedure, and that there was not a requirement to convene a public hearing as part of this examination. In all cases, the information provided has enabled me to reach a conclusion on the matters concerned.

## Modifications

2.12 Where necessary, I have recommended modifications to the Plan (**PMs**) in this report in order that it meets the Basic Conditions and other legal requirements. For ease of reference, I have listed these modifications in full in the Appendix.

## 3. Procedural Compliance and Human Rights

### Qualifying Body and Neighbourhood Plan Area

- 3.1 The Plan has been prepared and submitted for examination by Ingatestone and Fryerning Parish Council. An application to the Council for the Parish of Ingatestone and Fryerning to be designated a neighbourhood planning area was made on 8 August 2017<sup>7</sup> and was approved by the Council on 11 October 2017, following public consultation.
- 3.2 The designated Neighbourhood Area comprises the whole of the Parish of Ingatestone and Fryerning. The designated area is shown on the map at page 7 in the submission Plan. The Ingatestone and Fryerning Neighbourhood Plan is the only neighbourhood plan in the designated area.
- 3.3 Ingatestone and Fryerning Parish Council is the Qualifying Body for the preparation of the Plan. The preparation of the Plan has been led by a Neighbourhood Plan Advisory Committee (NPAC), which was established in October 2017, with up to 15 members comprising Parish Councillors and a number of local residents.

### Plan Period

3.4 The draft Plan specifies (on the front cover) the period to which it is to take effect, which is for the period 2020 to 2033. The Plan period

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<sup>7</sup> View at: <https://www.brentwood.gov.uk/-/ingatestone-and-fryerning-np>  
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encompasses the plan period for the adopted BLP. I make a recommendation (see paragraph 4.51 below and proposed modification PM8) with regard to the future review of the Plan to take account of future reviews of the BLP by the Council and any relevant changes to national policy.

## Neighbourhood Plan Preparation and Consultation

- 3.5 The Consultation Statement and its Appendices sets out a comprehensive record of the Plan's preparation and its associated engagement and consultation activity between Summer 2017 and Autumn 2021. The decision to undertake the preparation of the Neighbourhood Plan was taken in Summer 2017, with initial meetings of the newly-established NPAC being held in Autumn 2017 following the designation of the Neighbourhood Area. The preparation of the Plan and the associated community engagement and consultation has involved three principal stages, as follows:
- Stage 1: Initial work with the distribution of business and household questionnaires, data collection, local community engagement events, publication of a neighbourhood plan newsletter and public exhibitions of the initial work taking place on the Plan (January-September 2018).
  - Stage 2: Further data collection, social media polls, leading to the pre-submission consultation on the draft Neighbourhood Plan (Regulation 14) (Spring-Autumn 2020).
  - Stage 3: Submission to the Council, Regulation 16 consultation and commencement of the examination (Autumn 2021 to Spring 2022).
- 3.6 During Stage 1, the NPAC worked with the Rural Community Council for Essex (RCCE) to analyse the results of the business and household questionnaires. The reports and analysis of those surveys are contained at Appendices 2 and 3 to the Consultation Statement. At this stage, other engagement events took place, for example a discussion with students at the Anglo European School, a roadshow event at the Ingatestone Community Club alongside a consultation on the emerging Brentwood Local Plan, and displays at other local community events in both Ingatestone and Fryerning.
- 3.7 During Stage 2, work was focused on further targeted surveys, particularly using social media polls, in order to inform the development of draft policies in the Plan. The draft Plan was then prepared for Regulation 14 consultation, which took place between 1 September and 31 October 2020. The consultation was accompanied by extensive local publicity, with details being distributed to every household in the Parish, together with separate notifications to local businesses, statutory consultees and other stakeholders. Appendices 5-7 to the Consultation Statement set out the list of statutory consultees, a copy of the statutory consultation letter and a review of each of the 132 comments received during the consultation period.

- 3.8 Work during Stage 3 then focused on preparing the draft Plan and its supporting documents for formal submission to the Council for examination, with a number of amendments and additions to the content of the Plan being made to take account of Regulation 14 consultation responses. Appendix 7 to the Consultation Statement sets out the actions taken by the NPAC with regard to each of those responses.
- 3.9 The Consultation Statement provides a full record of the consultation and engagement work that was undertaken during the preparation of the Plan prior to its submission to the Council, including at Appendix 1 a copy of the Community Engagement Strategy that was prepared to guide and monitor the process of community and stakeholder engagement at each stage of the Plan's preparation.
- 3.10 The Parish Council duly resolved at its meeting held on 4 November 2021 to submit the Plan to the Council for examination under Regulation 15, and the Plan was then formally submitted on 17 November 2021 and formally accepted at the meeting of the Council's Policy, Resources and Economic Development (PRED) Committee held on 24 November 2021. Regulation 16 consultation was then held for a period of thirteen weeks from 16 December 2021 to 17 March 2022. I have taken account of the responses received<sup>8</sup>, as well as the published Consultation Statement. I am satisfied that a transparent, fair and inclusive consultation process has been followed for the Plan, that has had regard to advice in the PPG on plan preparation and engagement and is procedurally compliant in accordance with the legal requirements.

### Development and Use of Land

- 3.11 I am satisfied that the draft Plan sets out policies in relation to the development and use of land in accordance with s.38A of the 2004 Act.

### Excluded Development

- 3.12 From my review of the documents before me, the draft Plan does not include policies or proposals that relate to any of the categories of excluded development.<sup>9</sup>

### Human Rights

- 3.13 Neither the Council nor any other party has raised any issues concerning a breach of, or incompatibility with Convention rights (within the meaning of the Human Rights Act 1998). From my assessment of the Plan, its accompanying supporting documents and the consultation responses made to the Plan at the Regulations 14 and 16 stages, I am satisfied that

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<sup>8</sup> View at:

<https://www.brentwood.gov.uk/documents/20124/539377/IFNP+Regulation+16+Reps+Received.pdf>

<sup>9</sup> The meaning of 'excluded development' is set out in s.61K of the 1990 Act.

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the Plan has had regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights and complies with the Human Rights Act 1998. I consider that none of the objectives and policies in the Plan will have a negative impact on groups with protected characteristics. Many will have a positive impact.

## **4. Compliance with the Basic Conditions**

### EU Obligations

- 4.1 The Council issued a Strategic Environmental Assessment (SEA) Screening Opinion report (prepared by AECOM) in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 ('the SEA Regulations') in July 2021, and this was prepared on the basis of the policies contained in the pre-submission draft Plan and followed the Regulation 14 consultation in September-October 2020. This Screening Opinion is submitted alongside the draft Plan and concluded (at Section 4) that the policies in the pre-submission draft Plan are not likely to have significant environmental effects on the environment, and therefore that a full SEA is not deemed to be required. The Screening Opinion report was the subject of consultation with the Environment Agency, Natural England and Historic England during July 2021 (and the responses from those bodies are summarised at Appendix 8 to the Consultation Statement).
- 4.2 I have considered the SEA screening methodology and assessment set out in the Screening Opinion report (at Section 3) by which the Plan was duly screened to determine whether the Plan is likely to have potential environmental effects. Overall, I am satisfied that a proportionate approach has been taken and that the Plan was screened to take full account of any potential effects upon interests of environmental, landscape, historic and heritage importance.
- 4.3 Consideration of Habitats Regulations Assessment (HRA) under the Habitats Regulations was also considered by the Council, albeit a formal screening was not produced on the draft Plan. This is because the Basic Conditions Statement (at Section 6) notes that, based upon the conclusions of the HRA undertaken as part of the preparation of the BLP, only new development proposals to the east of Ingatestone village within the 22 kilometres Zone of Influence for recreational pressure within the Blackwater Estuary Ramsar site and Special Protection Area (SPA) and the Essex Special Area of Conservation (SAC), would require a HRA Screening Assessment to be undertaken. AECOM advised that there would be no pathway of impact to those European sites emerging from the Plan, and therefore a HRA Screening Assessment would not be required. I concur with that assessment.
- 4.4 Therefore, I consider that on the basis of the information provided and my independent consideration of the SEA Screening Opinion report, the Basic



Conditions Statement and the Plan itself, I am satisfied that the Plan is compatible with EU obligations under retained EU law.

## Main Assessment

- 4.5 The NPPF states (at paragraph 29) that *“Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan”* and also that *“Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies”*. The NPPF (at paragraph 11) also sets out the presumption in favour of sustainable development. It goes on to state (at paragraph 13) that neighbourhood plans should support the delivery of strategic policies contained in local plans; and should shape and direct development that is outside of these strategic policies.
- 4.6 Having considered above whether the Plan complies with various legal and procedural requirements, it is now necessary to deal with the question of whether it complies with the remaining Basic Conditions (see paragraph 1.14 of this report), particularly the regard it pays to national policy and guidance, the contribution it makes to sustainable development and whether it is in general conformity with strategic development plan policies.
- 4.7 I test the Plan against the Basic Conditions by considering specific issues of compliance of the Plan’s seven policies, which address the following themes: Housing; Housing Design; Heritage; Economy; Transport; Environment; and Wellbeing, Leisure and Community Facilities. As part of that assessment, I consider whether the policies in the Plan are sufficiently clear and unambiguous, having regard to advice in the PPG. A policy should be drafted with sufficient clarity that a decision maker can apply it consistently and with confidence when determining planning applications. It should be concise, precise and supported by appropriate evidence.<sup>10</sup> I recommend some modifications as a result.

## Overview

- 4.8 The Plan is addressing the period from 2022 to 2033 and seeks to provide a clear planning framework to allow development within Ingatestone and Fryerning to take place in an appropriate way for the Parish, whilst guiding and managing future growth, protecting the character and history of the Parish, promoting a flourishing local economy and containing policies that seek to have a positive effect on the environment. The Plan contains specific policies in respect of each of the themes listed above.

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<sup>10</sup> PPG Reference ID: 41-041-20140306.

- 4.9 The opening section of the Plan sets out the Vision Statement for the Plan which is:

*“Ingatestone and Fryerning are vibrant and distinctive rural villages with easy access to fields and the countryside. We strive to respect and reflect the views of our communities, to evolve and expand whilst retaining our unique and distinctive character and to provide a good quality of life for current and future generations of residents.”*

This is followed by the various actions that are proposed by the Parish Council to support the Vision of the Plan.

- 4.10 The Introduction to the Plan provides a synopsis of the neighbourhood planning process undertaken in Ingatestone and Fryerning following the designation of the Parish as a Neighbourhood Area in October 2017. It also describes the relevant spatial planning context for the Brentwood Borough area. The Local Planning Context section of the Introduction will require some updating following the recent adoption of the BLP, and this is addressed by recommended modification PM9 (see paragraph 4.52 below).
- 4.11 The Introduction is then followed by separate policy sections of the Plan. These address Housing, Housing Design, Heritage, Economy, Transport, Environment and Wellbeing, Leisure and Community Facilities. Then follows a Glossary of Terms and an Appendix setting out the various documents and supporting studies that have been used to inform and help produce the draft Plan, including those listed at paragraph 2.7 above.
- 4.12 The policy sections (with the exception of Housing Design) each contain a vision and relevant Objectives that are appropriate to the topic concerned, together with a comprehensive description of the context, in terms of the local factors and issues, that lead to each of the proposed Policies. Each section contains a short summary of how community involvement and engagement in the Plan has further informed the Plan-making process and the specific Policies concerned.
- 4.13 The Basic Conditions Statement (at Sections 4 and 5) describes how the Plan, and its objectives and policies, has regard to national policies contained in the NPPF, generally conforms with local strategic planning policies and contributes to the achievement of sustainable development. Pages 9-19 of the Basic Conditions Statement set out in detail how each of the Plan’s seven policies are in general conformity with the strategic policies in the former, and now superseded, Brentwood Replacement Local Plan and the then emerging, and since adopted, BLP.
- 4.14 I consider that overall, subject to the specific modifications that I recommend to specific policies below, that individually and collectively the Plan’s policies will contribute to the achievement of sustainable patterns of development in the Parish. There are also a small number of detailed matters which require amendment to ensure that the policies have the

necessary regard to national policy and are in general conformity with the strategic policies of the Council. Accordingly, I also recommend modifications in this report in order to address these matters.

## Specific Issues of Compliance

4.15 I turn now to consider each of the proposed policies in the draft Plan, which are contained in the policy sections described above. I have taken into account, where appropriate, the representations that have been made concerning the policies, which lead, in some instances, to recommended modifications to the draft Policies.

## Housing

4.16 The Housing policy section of the Plan contains two Objectives related to the Vision Statement, which are:

- Supporting measured, proportionate, timely and sustainable development to meet local requirements, particularly those of our young people and older residents; and
- Influence key 'age friendly' issues, including housing.

4.17 A further four housing-related objectives have been identified by the NPAC to guide the Plan's housing policies. In summary, these seek to promote an integrated approach to achieving sustainable and quality residential environments; to promote the comprehensive planning and development of residential areas; to ensure that adequate provision is made for infrastructure and appropriate local neighbourhood facilities; and to promote quality residential development that creates attractive and distinctive places, respects and enhances features of value and local character and reduces reliance on the private car.

4.18 The Plan takes account of the two housing allocation sites (sites R21 and R22) contained in the adopted BLP, which are shown on Map 2 in the Plan. However, in the case of site R22, Policy 1 (Housing) in the Plan sets out more detailed site-planning requirements than those identified in the BLP. I have given careful consideration to those additional planning requirements and the representations made, noting also that the Council did not comment in this regard. I have concluded that the Policy is appropriate and justified in seeking to ensure that a high-quality residential environment is created at site R22 in accordance with the Plan's objectives.

4.19 As noted at paragraph 2.8 above, as one of my questions to the Council, following my initial assessment of the draft Plan, I sought confirmation that, following the recent adoption of the BLP, the proposed development of 57 new dwellings at site R22 remains an accurate figure. I also noted an apparent typographic error in the supporting justification to Policy H1. The Council responded to me on 4 May 2022 confirming that the site is allocated for the development of 57 dwellings, but also advising me that

two corrections are necessary to the text of the supporting justification for Policy 1, including the error identified in my question. These corrections are addressed as part of recommended modification **PM1** (see paragraph 4.22 below).<sup>11</sup>

- 4.20 Policy 1 (Housing) contains three separate parts. Part a) addresses the allocation of site R22 in the adopted BLP, and the specific planning requirements for the development of the site, as discussed at paragraph 4.19 above. Part b) sets out the requirement for planning contributions to be sought for the provision of the necessary infrastructure improvements, in terms of education facilities, open space and community facilities, arising from the development of site R22 and its impacts on the surrounding area. Part c) states that other proposals for new residential development in the Plan area will be supported where they meet and achieve twelve planning criteria set out as part of the Policy, that reflect the Plan's vision and objectives for securing high-quality residential developments.
- 4.21 I have given very detailed consideration to the draft Policy. Overall, I consider that the Policy is well drafted and provides clear and appropriate guidance for the consideration of proposals for future residential development in the Plan area. However, I have noted that Essex County Council, as part of their representations to the Plan, have sought some minor amendments and additions to the text of the Policy and its supporting justification, generally for improved clarity for future users of the Plan, which together with the corrections referenced in paragraph 4.19 above, are all addressed by recommended modification **PM1**.
- 4.22 With recommended modification PM1, I consider that the draft Plan's section on Housing and its accompanying policy (Policy 1) is in general conformity with the strategic policies of the adopted BLP, has regard to national guidance, would contribute to the achievement of sustainable development and so would meet the Basic Conditions.

## Housing Design

- 4.23 The Housing Design policy section of the Plan does not set out any specific Objectives but instead takes account of the National Design Guide (MHCLG, 2019) and its statement that "*creating high quality buildings and places is fundamental to what the planning and development process should achieve. The long-standing fundamental principles for good design are that it is: fit for purpose: durable: and brings delight.*" This section of the Plan also endorses the aims of the Essex Design Guide in promoting a high standard of design within new development.
- 4.24 Policy 2 (Housing Design) is in three parts. Part A sets out 17 planning criteria which development proposals in the Plan area should seek to

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<sup>11</sup> Modifications for the purpose of correcting errors is provided for in Paragraph 10(3)(e) of Schedule 4B to the 1990 Act.

achieve in the design of new housing, covering matters such as sustainable drainage systems, energy efficiency, off-street car parking, on-site waste storage facilities, the preservation of local landmarks, open space and green infrastructure and tree planting. These criteria reflect the Plan's objectives to achieve high-quality design in new residential developments. Part B states that new proposals for older people's housing should demonstrate how the principles of the 'Housing our Ageing Population: Panel for Innovation' (HAPPI) reports have been incorporated into the design of the development. Part C of the Policy states that all non-residential development should achieve a minimum of BREEAM 'very good' rating in terms of a building's environmental performance.

- 4.25 I have given careful consideration to the Policy text and have taken into account the representations that have been made concerning the Policy. I am satisfied that the Policy is justified and seeks to achieve high standards of housing design. However, I do consider that some minor amendments are necessary to improve the clarity of the Policy for future users of the Plan. In particular, as the Policy does also include design criteria for non-residential developments, I consider that the title of the Policy should be amended to make it clear that it relates to the design of new development in the Plan area, rather than just residential development. I therefore recommend modification **PM2** to address the various amendments to the Policy.
- 4.26 With recommended modification PM2, I consider that the draft Plan's section on Housing Design and its accompanying policy (Policy 2) is in general conformity with the strategic policies of the adopted BLP, has regard to national guidance, would contribute to the achievement of sustainable development and so would meet the Basic Conditions.

## Heritage

- 4.27 The Heritage policy section of the Plan contains a single Objective, which is:
- To conserve and enhance the historic environment within the Parish.
- 4.28 Policy 3 (Heritage) has two parts. Part a) states that development within Conservation Areas should demonstrate how the proposals will protect and where possible enhance the character, appearance, setting and historic interest of the Conservation Area. Part b) states that development proposals should seek to protect and where appropriate enhance heritage assets within the Parish. Proposals which affect a designated or non-designated heritage asset should also outline the historical significance of the asset to the character and appearance of Ingatstone and Fryerning and should clearly outline the impacts of the proposed development on the significance and local importance of such assets.

- 4.29 Upon my initial assessment of the Plan, I noted that the three designated Conservation Areas within the Plan area are not identified on a map or plan within the Plan. I consider that Policy 3 requires the boundaries of those Conservation Areas to be shown on maps of a suitable scale within the Plan, in order that users of the Plan can correctly interpret the Policy. Accordingly, in response to my question on this matter (see paragraph 2.8 above), the Parish has provided suitable maps of each Conservation Area as an Appendix to their response.
- 4.30 I consider that the three maps provided by the Parish Council should be included as additional Appendices to the Plan, with appropriate cross-references being made to the Policy text and to its supporting justification. These matters are addressed by recommended modification **PM3**.
- 4.31 With recommended modification PM3, I consider that the draft Plan's section on Heritage and its accompanying policy (Policy 3) is in general conformity with the strategic policies of the adopted BLP, has regard to national guidance, would contribute to the achievement of sustainable development and so would meet the Basic Conditions.

## Economy

- 4.32 The Economy policy section of the Plan contains five Objectives, which are:
- Supporting measured, proportionate, timely and sustainable development to meet local requirements, particularly those of our young people and older residents.
  - Promoting a flourishing local economy with a range of successful independent businesses.
  - As an existing commuter village, Ingatestone will increase its local employment base with the aim of reducing its export of people.
  - The growing population of the Parish will be supported with employment sites, appropriate retail outlets and a thriving economy.
  - The Parish will have the transport connections, available space, facilities and infrastructure to support new and expanding businesses as and when the need arises and the Parish Council will be active in searching out opportunities for bringing new employment to Ingatestone and Fryerning.
- 4.33 Policy 4 (Economy) has four parts. Part a) identifies and supports the employment land allocation (ref. Site E08) contained in the adopted BLP for the development of land totalling 2.08 hectares adjacent to the A12 road and its slip road at Ingatestone for employment uses. The site is identified on Map 6, although this is not cross-referenced within the Policy. Part b) states that the Parish Council will be supportive of proposals which increase employment opportunities in the local area and support the local economy. It sets out eight criteria for the assessment of employment generating development proposals, in order to ensure that such proposals enhance the local economy in an appropriate and



sustainable manner. Part c) states that parts of Ingatestone High Street are designated as Primary Retail Frontage Areas in the adopted BLP and that development proposals which support retail and ancillary uses on ground floors in this area will be supported. Part d) states that the design of shopfronts in the Primary Retail Frontage Areas should seek to maintain and enhance the character of Ingatestone High Street

- 4.34 Upon my initial assessment of the Plan, I noted that the potential employment uses that would be supported at the employment land allocation (re. Site E08) do not correspond in full to the uses listed in the supporting justification for Policy 4. In my assessment, the Policy and its supporting justification as drafted could therefore lead to some potential misunderstandings for users of the Plan, and I considered that the Policy and its supporting text should better reflect the adopted BLP regarding the future development of Site E08. I therefore invited the Parish Council to consider the matter and, if appropriate, to provide draft text for suitable amendments to part a) of the Policy and the supporting justification (see paragraph 2.8 above). I have taken account of the Parish Council's response dated 4 May 2022 in assessing the Policy.
- 4.35 I am satisfied that the Policy is justified and accords with the Plan's objectives to promote a flourishing local economy in the Plan area. However, some amendments are necessary to ensure that it meets the Basic Conditions, particularly in respect of its general conformity with the adopted BLP. These amendments are addressed by recommended modification **PM4**.
- 4.36 With recommended modification PM4, I consider that the draft Plan's section on Economy and its accompanying policy (Policy 4) is in general conformity with the strategic policies of the adopted BLP, has regard to national guidance, would contribute to the achievement of sustainable development and so would meet the Basic Conditions.

## Transport

- 4.37 The Transport policy section of the Plan contains seven Objectives, which are:
- Giving consideration to effective transport links, the staffed train station, the bus service and access routes for the movement of cyclists and pedestrians.
  - To reduce the rate and incidence of congestion.
  - To enhance accessibility to key services and facilities within the Parish.
  - To improve safety on the road network and to enhance and promote a safer travelling environment around the Parish.
  - To manage the impact of road transport on air pollution.
  - To maintain highways and public rights of way to a standard appropriate to their use.
  - To support and encourage new technologies such as autonomous vehicles and electric charging points.

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- 4.38 Policy 5 (Transport) is a lengthy policy covering a number of transport-related matters. It states that proposals that provide or contribute towards new or improved car parking provision in Ingatestone will be supported and also that proposals for new or improved bridleways, pedestrian and cycle routes linking Ingatestone and Fryerning, and within the settlements of Ingatestone, Fryerning and Mill Green, will be supported.
- 4.39 The second part of the Policy sets out a series of twelve criteria for the assessment of the transport-related considerations in proposals for new development in the Plan area, and that major development proposals should assess the impact of the scheme on local highway capacity and public transport services. Finally, the Policy states that proposals which improve the safety of pedestrians and cyclists will be encouraged and supported.
- 4.40 Upon my initial assessment of the Plan, I noted that the supporting justification (on page 34) for the Policy referred to a 'Safe Route' for pedestrians being identified within Ingatestone village, but that the Policy itself made no specific reference to that 'Safe Route'. I therefore invited the Parish Council to consider this issue (see paragraph 2.8 above), and if appropriate to provide some suitable text for an additional clause that may be inserted into the text of the Policy. I have taken account of the Parish Council's response on this matter dated 4 May 2022 which proposes some amendments to the Policy's supporting justification, rather than to the Policy itself.
- 4.41 I have also taken into consideration the representations that have been made concerning the Policy, particularly those made by Essex County Council as the Highways and Transportation authority.
- 4.42 Overall, I am satisfied that the principles of this Policy are justified. However, I consider that the text of the Policy should be re-structured, as the existing second part of the Policy constitutes the most important part for the assessment of development proposals within the Plan area, and that other elements of the Policy are of lesser precedence in that context. Furthermore, Essex County Council is seeking a number of amendments to the Policy, to appropriately reflect its established policies. I therefore recommend proposed modification **PM5** which consolidates the various amendments to the Policy and its supporting justification.
- 4.43 With recommended modification PM5, I consider that the draft Plan's section on Transport and its accompanying policy (Policy 5) is in general conformity with the strategic policies of the adopted BLP, has regard to national guidance, would contribute to the achievement of sustainable development and so would meet the Basic Conditions.

## Environment

- 4.44 The Environment policy section of the Plan contains four Objectives, which are:
- To maintain and protect the natural environment and green space within the Parish.
  - To enhance the biodiversity of the Parish.
  - To reduce carbon emissions within the Parish in order to combat climate change.
  - To ensure all residents living within the Parish breathe clean air.
- 4.45 Policy 6 (Environment) is also a lengthy policy covering a very wide range of environmental matters. Whilst I am satisfied that the Policy is fully justified, and reflects not only the objectives of the Plan but also national policies and the strategic policies of the adopted BLP, the length of the draft Policy and the breadth of issues covered makes it difficult for future users of the Plan to interpret and fully understand. I therefore consider that, as with Policy 5, the text of this Policy necessitates being re-structured to secure its legibility. I also take into account the representations that have been made concerning the Policy and, where appropriate, recommend some amendments to ensure that the Policy and its supporting justification is entirely accurate. **(PM6)**
- 4.46 With recommended modification PM6, I consider that the draft Plan's section on Environment and its accompanying policy (Policy 6) is in general conformity with the strategic policies of the adopted BLP, has regard to national guidance, would contribute to the achievement of sustainable development and so would meet the Basic Conditions.

## Wellbeing, Leisure and Community Facilities

- 4.47 The Wellbeing, Leisure and Community Facilities policy section of the Plan contains two Objectives, which are:
- Supporting measured, proportionate, timely and sustainable development to meet local requirements, particularly those of our young people and older residents.
  - Influence key 'age friendly' issues e.g. community safety, housing, planning, street lighting, green spaces, playing fields and parks, community centres, war memorials, seats and shelters, public toilets.
- 4.48 Policy 7 (Wellbeing, Leisure and Community Facilities) states that development proposals should contribute proportionately towards the provision of leisure and community facilities within the Parish to meet the needs of the future residents of those developments. It goes on to state that development proposals which would result in the net loss of existing community facilities or public open space will only be supported where it can be demonstrated that the benefits of the project outweigh any identified harm created by the loss or that the facility is no longer viable or in active use and has no prospect of being brought back into use.

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- 4.49 I am satisfied that the Policy is justified and is consistent with current national policy and guidance particularly in respect of seeking appropriate contributions towards the provision of community infrastructure, and therefore sustainable patterns of development. However, there is not a suitable cross-reference to Table 4 in the supporting justification to the Policy, and I address this point by recommended modification **PM7**.
- 4.50 With recommended modifications PM7, I consider that the draft Plan's section on Wellbeing, Leisure and Community Facilities and its accompanying policy (Policy 7) is in general conformity with the strategic policies of the adopted BLP, has regard to national guidance, would contribute to the achievement of sustainable development and so would meet the Basic Conditions.

### Monitoring and Review

- 4.51 There is the likelihood that there will be a need to formally review the Plan during the Plan period, particularly following an anticipated forthcoming review of the BLP. The Plan does not at present include a clear statement regarding the monitoring and review of the Plan, and I consider that the Introduction should contain an additional sub-section addressing this matter, to indicate that the Plan will be subject to review at regular intervals up to 2033 to ensure that its policies continue to take into account national and local policy, are responsive to climate and other environmental changes and are meeting the overall strategic vision for the future of Ingatestone and Fryerning. I therefore recommend modification **PM8** to address the matter.

### Other Matters

- 4.52 The Plan contains a number of statements and references which need to be updated or amended as result of the formal adoption of the BLP on 23 March 2022. Additionally, there are a number of minor errors in the text of the Plan which should be corrected. Recommended modification **PM9** identifies the relevant parts of the Plan where such corrections should be made.
- 4.53 Other minor, non-material changes that may be identified following examination can be undertaken by the Council and Parish Council.<sup>12</sup> As an advisory comment, when the Plan is being redrafted to take account of the recommended modifications in this report, it should be re-checked for any typographical errors and any other consequential changes, etc.

### Concluding Remarks

- 4.54 I conclude that, with the recommended modifications to the Plan as summarised above and set out in full in the accompanying Appendix, the

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<sup>12</sup> PPG Reference ID: 41-106-20190509.

Ingatstone & Fryerning Neighbourhood Plan 2020-2033 meets the Basic Conditions for neighbourhood plans.

## 5. Conclusions

### Summary

- 5.1 The Ingatstone & Fryerning Neighbourhood Plan 2020-2033 has been duly prepared in compliance with the procedural requirements. My examination has investigated whether the Plan meets the Basic Conditions and other legal requirements for neighbourhood plans. I have had regard to all the responses made following consultation on the Plan, and the supporting documents submitted with the Plan together with the Parish and Council's responses to my questions.
- 5.2 I have made recommendations to modify certain policies and other matters to ensure that the Plan meets the Basic Conditions and other legal requirements. I recommend that the Plan, once modified, proceeds to referendum.

### The Referendum and its Area

- 5.3 I have considered whether or not the referendum area should be extended beyond the designated area to which the Plan relates. I conclude that the Ingatstone & Fryerning Neighbourhood Plan 2020-2033, as modified, has no policy or proposal which I consider to be significant enough to have an impact beyond the designated Neighbourhood Plan boundary, requiring the referendum to extend to areas beyond that boundary. I therefore recommend that the boundary for the purposes of any future referendum on the Plan, should be the boundary of the designated Neighbourhood Plan Area.

### Overview

- 5.4 It is clear that the Ingatstone & Fryerning Neighbourhood Plan is the product of much hard work undertaken since 2017 by the Parish Council, its Neighbourhood Plan Advisory Committee and the many individuals and stakeholders who have contributed to the preparation and development of the Plan. In my assessment, the Plan reflects the land use aspirations and objectives of the Ingatstone & Fryerning community for the future planning of their Parish up to 2033. The output is a clear and well-drafted Plan which should help guide the area's development over that period, making a positive contribution to informing decision-making on planning applications by Brentwood Borough Council.

*Derek Stebbing*

Examiner

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## Appendix: Modifications

Proposed modification number (PM)	Page no./ other reference	Modification
PM1	Pages 13 and 14	<p><u>Housing</u></p> <p>Page 13 - left column – 2<sup>nd</sup> paragraph, 3<sup>rd</sup> line of text – replace “R21” with “<b>R22</b>”.</p> <p>Page 13 – right column - 5<sup>th</sup> paragraph – replace the first sentence with the following text:</p> <p><b>“BBC has proposed an affordable housing requirement of 35% on proposed developments of 10 or more (net) units.”</b></p> <p><u>Policy 1</u></p> <p>Part a) – first sentence – amend to read as follows:</p> <p><b>“The Plan allocates site R22 (Land adjacent to the A12, Ingatestone), as included in the adopted Brentwood Local Plan 2016-2033 and shown on Map 2, for the development of 57 new dwellings.”</b></p> <p>Part a) – 5<sup>th</sup> bullet point - amend to read as follows:</p> <p><b>“Provide street tree planting as recommended within the Essex County Council Material Guide: Design and Good Practice 2012, together with proposals for the satisfactory long-term maintenance of newly-planted trees.”</b></p> <p>Part b) – add additional bullet points, as follows:</p> <ul style="list-style-type: none"> <li>• <b>“Highways and transportation provision</b></li> <li>• <b>Flood and water management</b></li> <li>• <b>Digital infrastructure</b></li> <li>• <b>Energy and environmental provision”</b></li> </ul>



		<p>Part c) - 5<sup>th</sup> bullet point - amend to read as follows:</p> <p><b>“Is accessible to local services and facilities by good quality walking and cycling routes, including where necessary new connections to the existing walking and cycling network.”</b></p> <p>Part c) – 9<sup>th</sup> bullet point - amend to read as follows:</p> <p><b>“Provides parking in accordance with the Essex County Council Parking Standards – Design and Good Practice (2009), or as subsequently amended.”</b></p>
PM2	Page 17	<p><u>Housing Design</u></p> <p><u>Policy 2</u></p> <p>Amend title of Policy to <b>“Design of New Developments”</b> (with a similar amendment to the Contents on Page 3).</p> <p>Part A – 7<sup>th</sup> bullet point - add the words <b>“and water quality”</b> after the word “source” in the second line of text.</p> <p>Part A – 16<sup>th</sup> bullet point – delete existing text and replace with the following:</p> <p><b>“Incorporate sustainable design features which promote energy efficiency and conservation, renewable energy generation, innovative low carbon technology, water efficiency, flood resilience, biodiversity gains and sustainable waste and mineral management. Proposals should take account of the relevant recommendations of the Essex Climate Action Commission (ECAC) report ‘Net Zero: Making Essex Carbon Neutral’ in the design of new developments.”</b></p> <p>Part A – delete final bullet point (which duplicates part of the 7<sup>th</sup> bullet point)</p>
PM3	Pages 19-21	<p><u>Heritage</u></p>

		<p>Page 19 – right column – 2<sup>nd</sup> paragraph – add the words <b>“shown on the map at Appendix 2”</b> after the words “High Street Conservation Area” in the first line of text.</p> <p>Page 19 – right column – 3<sup>rd</sup> paragraph – add the words <b>“shown on the map at Appendix 3”</b> after the words “Station Lane Conservation Area” in the first line of text.</p> <p>Page 20 – left column – 2<sup>nd</sup> paragraph - add the words <b>“as shown on the map at Appendix 4”</b> after the word “Fryerning” in the first line of text.</p> <p>Include the maps of the Ingatestone High Street Conservation Area, the Station Lane Conservation Area and the Fryerning Conservation Area (as contained in the response from the Parish Council dated 4 May 2022<sup>13</sup>) as new Appendices 2, 3 and 4 respectively, and amend the Contents on page 4 accordingly.</p> <p><u>Policy 3</u></p> <p>Amend the text of part a) to read as follows:</p> <p><b>“Development within the three Conservation Areas within the Plan area, which are shown on the maps at Appendices 2-4, should demonstrate how the proposals will protect and where possible enhance the character, appearance, setting and historical interest of the Conservation Area.”</b></p>
PM4	Page 29	<p><u>Economy</u></p> <p>Page 29 – left column – 3<sup>rd</sup> paragraph – replace the existing seven bullet points with the following:</p> <ul style="list-style-type: none"> <li>• <b>“Financial services (E(c)(i) use)</b></li> <li>• <b>Professional services (E(c)(ii) use)</b></li> <li>• <b>Gymnasium (E(d) use)</b></li> <li>• <b>Managed Shared Office (B1 use)</b></li> <li>• <b>Retail (E(a) use)</b></li> <li>• <b>Medical or Health services (E(e) use)</b></li> </ul>

<sup>13</sup> View at: <https://www.brentwood.gov.uk/-/ingatestone-and-fryerning-np>

		<ul style="list-style-type: none"> <li>• <b>Offices with administrative functions (E(g)(i) use)</b></li> <li>• <b>Storage or distribution (B8 use)</b></li> </ul> <p><u>Policy 4</u></p> <p>Part a) – Insert the words <b>“as shown on Map 6”</b> at the end of the first sentence.</p> <p>Part a) – first bullet point – amend “principle” to <b>“principal”</b>.</p> <p>Part a) – second bullet point – delete existing text and replace with:</p> <p><b>“E(a-f) and ancillary uses, where it is demonstrated that the location of these uses will not inhibit the operation of the principal uses on the site.”</b></p> <p>Part b) – add new 8<sup>th</sup> bullet point, as follows:</p> <ul style="list-style-type: none"> <li>• <b>“Provide appropriate surface water management in accordance with the LLFA’s Sustainable Drainage Systems (SuDS) Design Guide.”</b></li> </ul>
PM5	Pages 34, 35 and 36	<p><u>Transport</u></p> <p>Page 34 -right column – 2<sup>nd</sup> paragraph – add new final sentence, as follows:</p> <p><b>“Any changes to speed limits will need to be compliant with the Essex County Council Speed Management Strategy and will require the support of the County Council and Essex Police.”</b></p> <p>Page 34 – right column - 4<sup>th</sup> paragraph – delete existing text and replace with:</p> <p><b>“The IFNP questionnaire identified pedestrian safety as a concern. As identified in Table 1, there are some areas within the Parish boundary where safety concerns have been identified. The Parish Council will seek opportunities to improve safety for pedestrians and cyclists where possible, including the provision of:”</b></p> <p>Page 35 – Table 2 – left column – delete the words “Ingatestone Safe Route, including” and</p>

		<p>replace with <b>“Ingatestone pedestrian and cyclist safety improvements, including”</b>.</p> <p><u>Policy 5</u></p> <p>3<sup>rd</sup> paragraph – delete 3<sup>rd</sup> and 8<sup>th</sup> bullet points</p> <p>3<sup>rd</sup> paragraph – amend 7<sup>th</sup> bullet point to insert the words <b>“and infrastructure”</b> after “public transport improvements”.</p> <p>4<sup>th</sup> paragraph – Replace the words “Major development (10 dwellings or more) proposals” and also reference no. 27 and replace with <b>“Development proposals for 25 or more dwellings”</b>. (<u>Note</u> – this amendment is to reflect Essex County Council’s Development Management policy).</p> <p>Re-structure the Policy text, as amended by the above revisions, such that the existing 3<sup>rd</sup> and 4<sup>th</sup> paragraphs become the 1<sup>st</sup> and 2<sup>nd</sup> paragraphs respectively, the existing 5<sup>th</sup> paragraph becomes the 3<sup>rd</sup> paragraph, the existing 2<sup>nd</sup> paragraph becomes the 4<sup>th</sup> paragraph and the existing 1<sup>st</sup> paragraph becomes the 5<sup>th</sup> paragraph.</p>
PM6	Pages 40 and 42	<p><u>Environment</u></p> <p>Page 40 – right column – 1<sup>st</sup> paragraph – delete final sentence.</p> <p>Page 40 – right column – add new 2<sup>nd</sup> paragraph to read as follows:</p> <p><b>“Ingatestone and Fryerning falls within a zone of influence where additional residential development may increase visitor numbers to sensitive coastal areas, potentially increasing disturbance to birds and their habitats. An Essex-wide strategy (called the Recreation disturbance Avoidance and Mitigation Strategy, or RAMS) has been prepared, identifying the potential for disturbance and the types of mitigation that might be needed. Requirements are set out in Policy NE02 of the adopted BLP, and contributions will be secured from qualifying developments in the Plan area</b></p>

		<p><b>towards mitigation measures in accordance with the RAMS.”</b></p> <p>In addition, the RAMS should be listed in the References (with an appropriate reference number linked to the above text) and in the Glossary.</p> <p>(<u>Note</u> – the above amendments relate to the first Page 40).</p> <p>Page 40 – left column – add new 4<sup>th</sup> paragraph as follows:</p> <p><b>“Development proposals in the Parish will also need to take account of the Government’s net-zero carbon targets and standards, and the relevant recommendations of the Essex Climate Action Commission (ECAC) report ‘Net Zero: Making Essex Carbon Neutral’.”</b></p> <p>Page 40 – right column – add new 6<sup>th</sup> and 7<sup>th</sup> paragraphs as follows:</p> <p><b>“There are two Critical Drainage Areas (CDA) within the Parish. Any development within the CDA’s should be directed away from areas of existing flooding and where possible should seek to have a positive impact on existing areas of flood risk downstream of the development. Early engagement with Essex County Council as Lead Local Flood Authority (LLFA) and consideration of the most up-to-date Surface Water Management Plan (SWMP) Action Plan is critical to ensure that existing and potential flood risk is properly managed.</b></p> <p><b>Development should be designed to manage surface water at its source and water quality using a variety of SuDS methods such as infiltration, interception, rainwater harvesting and greywater recycling, which include source control features such as permeable paving, water butts, rain gardens, green roofs and site control features such as swales, ponds and detention basins.”</b></p>
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		<p>(Note – the above amendments relate to the second Page 40).</p> <p><u>Policy 6</u></p> <p>5<sup>th</sup> paragraph – 3<sup>rd</sup> bullet point - add the words <b>“including proposals for the long-term maintenance of newly-planted trees”</b> at the end of the existing text.</p> <p>5<sup>th</sup> paragraph – 5<sup>th</sup> bullet point - add the words <b>“net-zero carbon standards”</b> after the word “promote” in the 1<sup>st</sup> line of text, and <b>“renewable energy generation,”</b> after the words “ and efficiency,” in the 4<sup>th</sup> line of text.</p> <p>5<sup>th</sup> paragraph – final bullet point – add the words <b>“and water quality”</b> after the word “source”.</p> <p>6<sup>th</sup> paragraph – delete existing text, and replace with:</p> <p><b>“Development proposals should incorporate Sustainable Drainage Systems (SuDS) where appropriate to manage greenfield surface water runoff rates and to reduce the potential for flooding. Sustainable Drainage Systems should be designed to deliver multi-purpose space to enhance biodiversity net gain and ecosystems within new developments. SuDS proposals should be designed appropriately to manage surface water and water quality.”</b></p> <p>Re-structure the Policy text, as amended by the above revisions, such that:</p> <p>The 1<sup>st</sup> and 2<sup>nd</sup> paragraphs are combined and preceded by the letter <b>A</b>.</p> <p>The 3<sup>rd</sup> paragraph is preceded by the letter <b>B</b>.</p> <p>The 5<sup>th</sup> paragraph is preceded by the letter <b>C</b>.</p> <p>The 6<sup>th</sup> paragraph is preceded by the letter <b>D</b>.</p> <p>The 7<sup>th</sup> paragraph is preceded by the letter <b>E</b>.</p>
PM7	Page 45	<p><u>Wellbeing, Leisure and Community Facilities</u></p> <p>Page 45 – right column – 2<sup>nd</sup> paragraph – add new 3<sup>rd</sup> sentence as follows:</p>



		<p><b>“Potential improvements to community facilities within the Parish are listed in Table 4 below with an indication of potential funding sources for each project including developer contributions negotiated through Section 106 agreements.”</b></p>
PM8	Page 9	<p><u>Introduction</u></p> <p>Insert new sub-section entitled <b>“Monitoring and Review”</b>, comprising two paragraphs, to follow the sub-section on Local Planning Context and to read as follows:</p> <p><b>“The Parish Council will monitor the effectiveness of the policies in this Plan to ensure that they contribute to achieving the Plan’s objectives. However, there is likely to be a necessity to formally review the Plan in due course, particularly following future reviews of the BLP and any relevant changes in national policy.</b></p> <p><b>It will be the role of the Parish Council, working with Brentwood Borough Council, to review the Neighbourhood Plan at the appropriate time to ensure that its policies take into account national and local policy, are responsive to climate and other environmental changes and are meeting the vision for the future of Ingatestone and Fryerning.”</b></p>
PM9	Various	<p><u>Amendments and Corrections</u></p> <p>Page 7 – Map 1 lacks a title.</p> <p>The content of this page will need to be generally updated to reflect the fact that Regulation 14 and Regulation 16 consultations took place in 2020 and 2021/22 respectively.</p> <p>Page 9 – <u>Local Planning Context</u></p> <p>The second paragraph of text should be updated with the reference to the superseded Brentwood Replacement Local Plan being deleted.</p> <p>The word “emerging” should be deleted from references to the IFNP.</p>

		<p>Page 9 (and at various other pages in the Plan e.g. pages 13, 24 and 34) – references to the Brentwood Local Development Plan or the Brentwood LDP should be changed to the adopted Brentwood Local Plan (BLP) for consistency across the Plan.</p> <p>Page 13 – Left column, 2<sup>nd</sup> paragraph – the reference to site R21 in the 3<sup>rd</sup> line of text should read “<b>R22</b>”.</p> <p>Page 13 – <u>Affordable Housing</u> 4<sup>th</sup> line – “meters” should read “<b>metres</b>”.</p> <p>Page 26 – there are two pages presently numbered 26.</p> <p>Pages 26-28 – Maps 3, 4 and 5 would benefit by having larger and more prominent titles, each with a reference to the Key (on page 28) for their interpretation.</p> <p>Page 28 – Asset no. 47B is mis-placed in the Key (on page 28).</p> <p>Page 34 – there are two pages presently numbered 34.</p> <p>Page 40 – there are two pages presently numbered 40.</p> <p>Page 47 – delete existing Nos. 14 and 16 and replace with “Essex County Council Parking Standards – Design and Good Practice (2009), adopted by Brentwood Borough Council as a Supplementary Planning Document (SPD) in 2011.” in each case.</p> <p>Page 50 – The most recent version of the NPPF is dated 2021, and references in the Plan to earlier versions should be deleted or amended accordingly.</p> <p>Pages 48 and 52 – The Code for Sustainable Homes is no longer in force and the reference should therefore be deleted.</p>
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# DECLARATION OF RESULT OF POLL

Brentwood

## NEIGHBOURHOOD PLAN REFERENDUM

for

### Ingatestone & Fryerning on Thursday 4 August 2022

I, **JONATHAN STEPHENSON**, being the **COUNTING OFFICER** at the above **REFERENDUM** held on Thursday 4 August do hereby give notice that the number of votes recorded for each **ANSWER** at the said **REFERENDUM** is as follows:

<b>Question:</b> Do you want Brentwood Borough Council to use the Neighbourhood Plan for Ingatestone & Fryerning to help it decide planning applications in the neighbourhood area?			
		<b>Votes Recorded</b>	<b>Percentage</b>
Number cast in favour of a	<b>YES</b>	<b>528</b>	<b>86.42%</b>
Number cast in favour of a	<b>NO</b>	<b>83</b>	<b>13.58%</b>

<b>The number of ballot papers rejected was as follows:</b>		<b>Number of ballot papers</b>
A	want of an official mark	0
B	voting for more answers than required	0
C	writing or mark by which voter could be identified	0
D	being unmarked or wholly void for uncertainty	0
E	rejected in part	0
<b>Total</b>		<b>0</b>

Electorate: 3958

Turnout: 15 %

And I do hereby declare that more than half of those voting have voted in favour of the Neighbourhood Plan for Ingatestone & Fryerning.

Dated 5th August 2022

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Jonathan Stephenson  
Counting Officer

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<b>Committee(s):</b> Policy, Resources and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Dunton Hills Garden Village Long-Term Stewardship and Legacy	<b>Wards Affected:</b> Herongate, Ingrave and West Horndon
<b>Report of:</b> Phil Drane, Director of Place	<b>Public</b>
<b>Report Author/s:</b> Name: Justin Booij, Senior Planner (Dunton Hills Garden Village) Telephone: 01277 312500 E-mail: <a href="mailto:justin.booij@brentwood.gov.uk">justin.booij@brentwood.gov.uk</a>	<b>For Decision</b>

## Summary

Dunton Hills Garden Village is the borough's largest development site, which is set to deliver a new mixed-use community of approximately 4,000 homes and substantial employment, along with supporting infrastructure.

The site was allocated for development in the council's new local plan 2016-2033 (i.e. removed from the Green Belt). Site specific policies set out what and how the development should be delivered. A key priority of the project is to ensure effective and viable long-term stewardship of spaces and community infrastructure for the new community.

This report sets out a set of expectations for long-term stewardship and legacy arrangements at Dunton Hills Garden Village. It explores six case study examples and reviews recent practice notes from respected bodies to inform a set of expectations for stewardship and legacy at the garden village (Appendix A). Reviewing these case studies and learning from other garden community experience, some initial thoughts on what is likely to work at Dunton Hills Garden Village are provided (Appendix B).

This informs four overarching and high-level key principles for long-term stewardship (Appendix C). These key principles are recommended for approval by the committee in order that they can shape more detailed stewardship proposals to be brought back to the committee for approval in due course. The key principles mainly centre on need for a stewardship arrangement that is community led.

Agreement of the key principles is an important step in progressing a bespoke stewardship body for Dunton Hills Garden Village. These will help measures to be embedded as part of the determination of the current planning application for the majority of the site (Ref. 21/01525/OUT) and aim to address local plan policy requirements (Policy R01 (II)).

## Recommendations

**Members are asked to:**

**R1. Approve the overarching key principles for long-term stewardship at Dunton Hills Garden Village, as set out in Appendix C; and**

**R2. Use the key principles to inform specific stewardship measures to be brought to a future meeting of the Policy, Resources and Economic Development Committee, to address the related planning policy requirements including Local Plan (2022) Policy R01 (II).**

## Main Report

### **Introduction and Background**

1. Long-term stewardship of public space and community assets is a fundamental part of garden community developments and is one of the key drivers that will define Dunton Hills Garden Village, giving residents and workers long-term management and maintenance decisions for public spaces and community assets. Putting in place sustainable long-term arrangements for management and maintenance of public spaces and community assets will be an important aspect of maintaining the quality expected at Dunton Hills. It also an opportunity to encourage community development and involvement, creating a sense of place and pride for the new community.
2. The Dunton Hills project has progressed in its evolution and specific related planning policy has now been adopted in the council's new local plan. Policy R01 (II): SPATIAL DESIGN OF DUNTON HILLS GARDEN VILLAGE (Delivery and Legacy) reads:

*(8). "Proposals shall include a supporting statement which addresses the long-term governance and stewardship arrangements (including the management, maintenance and renewal) of the green and blue infrastructure, the public realm, community and other relevant public facilities. Planning obligations will be sought to secure the long term funding, maintenance and stewardship of the assets where necessary."*
3. A related outline planning application (Ref. 21/01525/OUT) has also been submitted, and this will be presented to the council's Planning and Licensing



Committee for decision in due course. This planning application includes details of the applicant's proposed stewardship framework for Dunton Hills Garden Village (within a document that is called the "Community Management Statement"). The decision-making process will require consideration of this proposed framework, and if the application as a whole is considered to be acceptable by the Planning and Licensing Committee, planning officers would work to ensure that appropriate principles for Dunton Hills stewardship and an agreed process for its implementation will form an obligation within the associated Section 106 agreement. The developer would then be required to discharge the obligation as part of the development. This is likely to involve the submission of further detailed information about stewardship for the council's consideration.

4. The council will have several consecutive opportunities to consider details for long-term stewardship, which are driven by the development management planning process, and this report forms a first step to incorporate the involvement of members. The applicant (CEG) has presented a particular long-term stewardship solution for Dunton Hills Garden Village, but it is considered important to enable members' involvement in the related process of decision-making. As such, this process offers members an opportunity to become familiar with the wider context and in particular at the current stage, to receive an overview of appropriate options.

### **Key considerations**

5. When determining the different options for long-term stewardship at Dunton Hills Garden Village, key considerations need to be made regarding the structure and governance of a body that will be responsible for long-term maintenance and management of community assets and public spaces. The following considerations should be made before decisions are made regarding long term stewardship:
  - a) Who will fund, own and maintain each asset, having itemised all assets;
  - b) Sources of funding;
  - c) Who the decision maker(s) on assets and future investment will be;
  - d) Commercial vehicle – how value will be created and extracted over the long term; and
  - e) Structure of the long-term stewardship vehicle.

6. Further advice provided by the Town and Country Planning Association (TCPA) regarding stewardship recommends the following issues are resolved and considerations made prior to implementation of any approach:
  - a) Get the structure, specification and cost established as early as possible, as it's difficult retrofit.
  - b) Design spaces and facilities with long-term management and maintenance in mind, with the responsible body involved throughout the design process.
  - c) Up-front payment of endowment or other capital to be as large as possible to give flexibility for future circumstances, including recession, which will affect future income. Consideration of any potential future failure.
  - d) Skilled Trustees/ Board members, including financial management, legal and development skills.
  - e) Account for high set up costs of a new body and future running costs, including legal advice.
  - f) Set up one single body rather than multiple (learnings from Poundbury).
  - g) Build in flexibility for the type, range and size of facilities the body can maintain and manage given the needs of the community are likely to change.
  - h) Ensure the body can manage and maintain all spaces/ landscaping to provide transparency to the community.

## **Issue, Options and Analysis of Options**

### **Case Studies**

7. When considering the principles for long-term stewardship that should be brought forward for Dunton Hills Garden Village, the following case studies were examined.
  - a) Chilmington Green, Ashford;
  - b) Milton Keynes Parks Trust;
  - c) Cambourne, Cambridgeshire;
  - d) Beaulieu, Chelmsford;
  - e) Barking Riverside; and

- f) Otterpool Garden Town, Kent.
8. These case study reviews are set out in Appendix A. This considers the scale of development, structure of body, decision making powers, commercial value and funding. Lessons learned from each of the bodies is also considered.

### **Key Principles for Dunton Hills Garden Village**

9. Following interviews and research regarding long-term stewardship models for garden communities in the context of Dunton Hills Garden Village, four overarching high-level key principles have been prepared and are recommended to inform more detailed work on securing a final stewardship model in future (Appendix C). These are also set out below:
- i. Long-term stewardship of open space, public realm and community buildings will be the responsibility of a new body that is community led (such as a community trust).
  - ii. The responsible body will form part of an approach to land value capture for Dunton Hills Garden Village. Its income is likely to come from a range of sources including income generating assets, endowment and service charges.
  - iii. The Trust (or something similar) will be community-led (as distinct from a privately-run management company) through a community organisation with technical input from experts. It should also allow for future residents and businesses to shape the objectives and governance of the organisation, and to influence the design of new community facilities spaces.
  - iv. High quality management, maintenance and ongoing innovation at Dunton Hills Garden Village over the long-term is of fundamental importance when setting out the objectives of the community-led body.
10. The key principles, and the learnings from these various example projects, help guide which model the council may wish to consider. There is no single model within the case studies that can or should be replicated for Dunton Hills Garden Village given each model is specific to the circumstances of the garden community. Any of the models of stewardship that were researched may be appropriate for moulding to Dunton Hills, however one preferred approach that meets the key principles would include a mix approach of Chilmington Green and Otterpool Park. More specifically, the table at Appendix B illustrates how the stewardship model could be provided at Dunton Hills Garden Village.

11. If the key principles are approved more detailed aspects will be considered by officers, including those listed in Appendix B and in particular, detailed site-specific financial modelling and legal advice. This information will then inform further discussions with CEG as the master developer / land promoter for the majority of the site as part of the current process that was described in the introduction.

### **Next Steps**

12. The following steps are would seek to implement a strategy for long-term stewardship at Dunton Hills Garden Village:
  - a) Agree general principles for long-term stewardship (without prejudice to the outcome of the current planning application), intended to be part of a Section 106 Legal Agreement;
  - b) Officers consider further relevant matters and details in discussion with all landowners/land promoters, Parish Council and members to get early agreement before the master developer would progress with commissioning of a fully worked up long term stewardship strategy, which would then be formally submitted for discharging a S106 Planning Obligation;
  - c) Implementation of long term stewardship Strategy, as per S106 Planning Obligation.

### **Reasons for Recommendation**

13. Agreement of the key principles is an important step in progressing a bespoke stewardship body for Dunton Hills Garden Village. These will help measures to be embedded as part of the determination of the current planning application for the majority of the site (Ref. 21/01525/OUT) and aim to address local plan policy requirements (Policy R01 (II)). Long-term stewardship will only be successful if it is owned by the local community.

### **Consultation**

14. There has been considerable public consultation undertaken as part of the Dunton Hills Garden Village project as plan-making and masterplanning stages have progressed. This has included discussion on long term stewardship, both in terms of case studies and local relevance as part of an award-winning co-design approach.

15. As specific details emerge on stewardship at Dunton Hills, it will be important to engage further with the established Community Forum for the project, which includes local groups and the parish council. Ultimately, long term stewardship will only be successful if it is owned by the local community. Therefore, it is key that engagement continues as the garden village is developed and is allowed to evolve within overarching objectives as the community settles.

### **References to Corporate Strategy**

16. The delivery of Dunton Hills Garden Village cuts across all five of the council's priorities identified in the corporate strategy and is specifically set out as a key objective. Successful long term stewardship will form the backbone of a sustainable garden village community.

### **Implications**

#### **Financial Implications**

**Name/Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) and S151 Officer**

**Tel/Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

17. The Dunton Hills Garden Village project is supported by Homes England capacity funding and underpinned by the council's Planning Policy budget. The financial implications of long term stewardship are not clear at this stage. It is expected that once a stewardship model is agreed this will confirm implications. Further details such as related assets and funding options will be put forward for consideration by members.

#### **Legal Implications**

**Name & Title: Steve Summers, Strategic Director and Monitoring Officer**

**Tel & Email: 01277 312500/steve.summers@brentwood.rochford.gov.uk**

18. There are no immediate legal implications from the recommendation. As a model for stewardship is selected amongst the options there will be various legal implications to consider as part of setting up any body and associated entities, plus formal agreements between partners involved will be put forward for consideration by members.

#### **Economic Implications**

**Name/Title: Phil Drane, Director of Place**

**Tel/Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

19. There are no direct economic implications. A successful garden village community will be underpinned by a community-led legacy, including

stewardship body, which will have indirect economic benefits for the local community and wider borough. Identification of a sustainable and viable stewardship model will ensure the new community can sustain itself through the effective management of local spaces and facilities.

### **Equality and Diversity Implications**

**Name/Title: Kim Anderson, Corporate Manager (Communities, Leisure & Health)**

**Tel/Email: 01277 312500/kim.anderson@brentwood.gov.uk**

20. The Public Sector Equality Duty applies to the council when it makes decisions. The duty requires us to have regard to the need to:
  - a. Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
  - b. Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - c. Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.
21. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for b. or c., although it is relevant for a.
22. The proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

**Other Implications (where significant)** – i.e. Health and Safety, Asset Management, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.

None

### **Background Papers**

- Item 356, Planning and Licensing Committee, 15 March 2022, Dunton Hills Garden Village Application Update (21/01525/OUT)
- Item 747, Policy Resources & Economic Development Committee, 17 March 2021, Dunton Hills Garden Village Design Guidance Supplementary Planning Document



- Planning Application (Ref. 21/01525/OUT) document “Community Management Statement” (August 2021), prepared by CEG

**Appendices to this report:**

- Appendix A: Garden Community Stewardship Case Study Research
- Appendix B: Initial Thoughts on a Stewardship Model for Dunton Hills Garden Village
- Appendix C: Key Principles for long-term stewardship at Dunton Hills Garden Village

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# Appendix A

## Appendix A: Garden Community Stewardship Case Study Research

Chilmington Green, Ashford Community Development Trust	
<b>Location</b>	Ashford, Kent
<b>Scale and stage</b>	Around 6,000 homes Community Management Organisation (CMO) set up in 2017; currently in development
<b>Inclusions</b>	Open space, community buildings, commercial premises, community hub facility (including GP surgery), waste collection and flood defences/drainage.  The functions of the CMO are described as: <ol style="list-style-type: none"> <li>1. Commissioning (grounds maintenance etc.)</li> <li>2. Financial investments and management</li> <li>3. Asset management (sports facilities, play areas, eco-projects, hire of facilities etc.)</li> <li>4. Community development</li> </ol>
<b>Funding</b>	<ol style="list-style-type: none"> <li>1. Service charges to residents (set out in three deeds)</li> <li>2. Developers are required to contribute to the CMO as follows: <ol style="list-style-type: none"> <li>a) S106 Contributions</li> <li>b) A deficit grant of £3,350,000 over 10 staged payments</li> <li>c) Endowment of up to three sets of commercial premises totaling 50,000sq ft, though two of the premises can be commuted to a cash contribution of £2,190,750 each instead.</li> <li>d) Contributions to set-up costs of the CMO and two sets of operating premises for it.</li> </ol> </li> <li>3. Any profit goes back into the charity.</li> </ol>
<b>Commercial vehicle</b>	Independently financially sustainable without reliance on council tax through financial investment and commercial rental income.
<b>Decision making</b>	Decisions sit with CMO Trustees. Representatives weighed toward developers initially but with increasing resident representation over time – local decision making is important. Trustees also include representatives from Ashford Borough Council, KCC, voluntary sector, neighbouring PC and housing association.

<b>Structure/ governance</b>	The CMO is a charitable company. Includes clause for governance review to allow for potential parishing in the future.
<b>Lessons</b>	<ol style="list-style-type: none"> <li>1. Community development is an important function of the CMO</li> <li>2. Recommend one service charge</li> <li>3. Work needed with existing parishes to balance their views with those of future residents and raise issue of new parish in future (including boundary issues)</li> <li>4. Consider using an SLA with the local council in the early days to build expertise in the new entity</li> <li>5. Appears sustainable in early years</li> </ol>

<b>Milton Keynes Parks Trust</b>	
<b>Location</b>	Milton Keynes, Buckinghamshire
<b>Scale and stage</b>	Covers whole of Milton Keynes (around 230,000 population), established in 1992. The trust employs a large professional team of people and has a turnover of around £9m per year.
<b>Inclusions</b>	Includes around 5,000 acres of green space; local centres; commercial premises; car parks; and community centres and a café. Excludes verges and street trees, and local landscaping within housing and commercial areas.
<b>Funding</b>	<p>Received significant endowment from English Partnerships on set up. Endowment from new assets paid up front.</p> <p>Other income includes:</p> <ol style="list-style-type: none"> <li>1. Car parking charges</li> <li>2. Profit share with farmers grazing livestock</li> <li>3. Grants</li> <li>4. Licences for events.</li> </ol>
<b>Commercial vehicle</b>	<p>Holds over £100m in reserves.</p> <p>Endowment managed to near 3.5% on top of inflation (though commercial property trust and equity investment). Holds 10% for operational costs.</p>
<b>Decision making</b>	Trustees are nominated by partner organisations or are self-nominated. All tend to be local.

<b>Structure/ governance</b>	Charity and company limited by guarantee.
<b>Lessons</b>	<ol style="list-style-type: none"> <li>1. Trust works hard to work with the Council over future strategic growth and planning future provision of green space.</li> <li>2. Get a sound financial footing from the start to enable financial independence.</li> <li>3. Be prepared to take hard decisions in line with charity objectives.</li> </ol>

<b>Cambourne Parish Council, Cambridge</b>	
<b>Location</b>	Cambourne, Cambridgeshire
<b>Scale and stage</b>	Around 3,000 homes, with a further 2,300 planned. Parish Council established in 2004.
<b>Inclusions</b>	<p>250ha of green space, sports centre, verges, community hub and other community spaces. Also runs community events, manages waste collection and manages energy efficiency fund for the community.</p> <p>Community-building was an important part of the early role to avoid isolation of residents and encourage young people to become motivated and involved. Appointment of Community Development worker.</p>
<b>Funding</b>	<ol style="list-style-type: none"> <li>1. S106 contributions (endowment with new facilities)</li> <li>2. Parish precept (£450,000 pa)</li> <li>3. Contract with Cambridge County Council for verge maintenance</li> <li>4. Rental income from sports centre</li> <li>5. Parish Council plans to acquire commercial premises for business rental and a community shop.</li> </ol>
<b>Commercial vehicle</b>	<p>As a Parish Council the council must balance its books annually and therefore has very little in reserves. Annual budget is set in business plan, based on known income from precept.</p> <p>Other sources of funding include Landfill Tax and South Cambridge District Council for specific projects.</p>
<b>Decision making</b>	Locally led through Parish Councillors.

<b>Structure/ governance</b>	<p>Number of councillors is 19 and is very commercial in the way it is run, and role of parish clerk has been critical – they are effectively the chief executive of the organisation. This person is critical to success.</p> <p>A Parish Council was always planned for Cambourne but initially an interim Parish Council was set up to manage assets until the formal Parish Council was in place.</p>
<b>Lessons</b>	<ol style="list-style-type: none"> <li>1. The Parish Council is well regarded locally. It was intentionally set up to be a dynamic and proactive organisation.</li> <li>2. Success has relied on strong leadership from parish clerk and the right commercial skills. Wide range of skills across Councillors has also been important, including finance, development and architecture.</li> <li>3. An interim Parish Council (made up of representatives from existing parishes and district council) was not a success and had to work hard to reach agreement on decisions.</li> <li>4. Creating the parish rooms and using them for a wide variety of groups and classes gave momentum and encouraged residents to meet one another.</li> <li>5. Cambourne originally had private management companies set up by developers, however the Parish Council has now taken on these areas.</li> </ol>

<b>Beaulieu, Chelmsford Lands Trust</b>	
<b>Location</b>	Chelmsford, Essex
<b>Scale and stage</b>	<p>Around 4,000 homes</p> <p>The Land Trust is a national organisation that manages open space assets and other related community facilities, e.g. sports, either as freehold or leasehold. The Land Trust has expertise in management and maintenance of public realm to a high standard, and a professional team with good financial management skills. However, its team and Trustees are centralised, so decisions are made nationally rather than locally. It has set up local friends groups to work with locally and improve collaboration on a local level.</p>



<b>Inclusions</b>	Blue/ Green Infrastructure, community buildings and SUDS not adopted by ECC wildlife, character areas and differing management needs, strategic and incidental public open space
<b>Funding</b>	<ol style="list-style-type: none"> <li>1. Service charges to residents</li> <li>2. Developers are required to contribute to the trust, including: <ol style="list-style-type: none"> <li>a) S106 Contributions</li> <li>b) Contributions to set-up costs</li> <li>c) Gap in service charges over time up to build out.</li> </ol> </li> <li>3. Any profit made or funds not used for sub-contractors goes back into the charity.</li> </ol>
<b>Commercial vehicle</b>	Independently financially sustainable without reliance on council tax
<b>Decision making</b>	Decisions sit with the trust
<b>Structure/ governance</b>	The trust is a charitable company employed by developer
<b>Lessons</b>	Need to consider incorporating community in the decision-making process. They do not currently form part of the decision-making board.

## Barking Riverside Community Interest Company

<b>Location</b>	Barking, London
<b>Scale and stage</b>	<p>Around 10,000 homes</p> <p>Mix of management company L&amp;Q run and maintain buildings and new set up of community organisation to make decisions relating to public realm.</p>
<b>Inclusions</b>	<p>Open space, community buildings, commercial premises, community hub.</p> <p>The group is still in its learning phases and they will have decision making powers over:</p> <ol style="list-style-type: none"> <li>1. Commissioning (grounds maintenance etc)</li> <li>2. Financial investments and management</li> </ol>

	<p>3. Asset management (sports facilities, play areas, eco-projects, hire of facilities etc.)</p> <p>The developer (BRL) does not sit on this decision-making board.</p>
<b>Funding</b>	<p>1. Service charges to residents</p> <p>2. Developers are required to contribute to operations as per s106 agreement. However, it is important to note that this is largely set up and led by BRL as their own initiative. It is industry leading.</p>
<b>Commercial vehicle</b>	To be seen as the project progresses.
<b>Decision making</b>	Decisions sit with CIC and are funded in consultation with the developer. This is will be tested as the CIC is set up.
<b>Structure/ governance</b>	The CIC is a charitable company. Includes yearly review as project progresses.
<b>Lessons</b>	Success will heavily rely on the competence of CIC leader.

## Otterpool Garden Town, Kent Community Management Organisation

<b>Location</b>	Ashford, Kent
<b>Scale and stage</b>	<p>Around 10,000 homes</p> <p>Community Management Organisation (CMO) to be set up. There are no private management companies.</p>
<b>Inclusions</b>	<p>Open space, community buildings, commercial premises, community hub facility (including GP surgery), waste collection and flood defences/drainage.</p> <p>The functions of the CMO are described as:</p> <ol style="list-style-type: none"> <li>1. Commissioning (grounds maintenance etc)</li> <li>2. Financial investments and management</li> <li>3. Asset management (sports facilities, play areas, eco-projects, hire of facilities etc.)</li> </ol> <p>Community development</p>
<b>Funding</b>	1. Service charges to residents (set out in three deeds)

	<ol style="list-style-type: none"> <li>2. Developers are required to contribute to CMO and detailed business model to be procured in the coming months.</li> <li>3. Any profit goes back into the charity.</li> </ol>
<b>Commercial vehicle</b>	Set up to be independently financially sustainable without reliance on council tax through financial investment and commercial rental income.
<b>Decision making</b>	Decisions sit with CMO Trustees. Representatives weighed towards the community, making up at least 50% of the trust. This will become 100% as the project progresses.
<b>Structure/ governance</b>	The CMO is a charitable company. Includes clause for governance review to allow for potential parishing in the future given surrounding parish is too large at present.
<b>Lessons</b>	<ol style="list-style-type: none"> <li>1. Community development is an important function of the CMO.</li> <li>2. Recommend one service charge</li> <li>3. Work needed with existing parishes to balance their views with those of future residents and raise issue of new parish in future (including boundary issues).</li> <li>4. Ensure developer funds and fine-grained business model is imbedded from the outset.</li> </ol>

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## Appendix B

### Appendix B: Initial Thoughts on a Stewardship Model for Dunton Hills Garden Village

Considerations	Detailed points
<b>Assets a new body could manage</b>	<p>The following considerations for asset management should be investigated:</p> <ol style="list-style-type: none"> <li>1. strategic and local open space (including SUDS);</li> <li>2. sports pitches and leisure facilities;</li> <li>3. community halls and community buildings;</li> <li>4. public squares and spaces not adopted by BBC;</li> <li>5. highway verges, but not highway 'hardware' such as street lighting and signage.</li> <li>6. commercial premises or land for income generation;</li> <li>7. community run facilities such as shops or pubs (further down the line, if the organisation wanted to pursue this);</li> <li>8. opportunity for an energy service company (for example Anaerobic digester producing gas at Poundbury);</li> <li>9. servicing ducts along streets;</li> <li>10. community use of sports facilities within schools, with arrangements for shared use; and</li> <li>11. car parking (for income generation) if part of detailed design.</li> </ol>
<b>Funding</b>	<p>A mix of income sources appears to be the most sustainable model, including: endowment, income from residential service charges and revenue from commercial and community buildings. Other future potential sources include from local farmers for agriculture or community growing projects and grants for specific projects.</p>
<b>Commercial vehicle</b>	<p>Ensuring adequate endowment for investing, to cover period of low return, and retaining ownership of income generating assets.</p>
<b>Decision making</b>	<p>Local residents, businesses and other stakeholders at DHGV should have a say in decisions, such as by being represented on the overarching body by more than 50%. This may be a phased process, and it may be in the interests of the community for the developer to be involved in the early days. BBC would also need to sit on the body and should have a say in which assets are endowed to the new body and which are retained by landowners or sold off in the first instance.</p>
<b>Governance/ Structure</b>	<p>Many considerations need to be taken into account, including where the skills and expertise will come from for running the body, which is a complex business with a large turnover. A charitable trust is preferred over a Community Interest Company or Parish Council to ensure that the community that fund the management of the development also own the community development assets.</p>

	<p>A development company (short term development) may transfer its assets by way of an endowment to a community land trust. This trust would be responsible for long term stewardship, through the formation of a Board of Management such as a Community Management Organisation and governed by local people, who would make decisions on behalf of the community for an elected period of time.</p> <p>This would not require a new Parish Council to be formed, however it would require a new ward to be formed for DHGV to cater for the increase in population in the southern part of the borough. The timing of a new Ward would need to be determined at a certain trigger of population at DHGV, to be determined alongside stewardship arrangements in the planning application stage.</p>
<p><b>Creating a sense of community</b></p>	<p>The need to nurture a sense of community amongst new residents and businesses at DHGV will be fundamental to its success. This could be an important early role for the new body, and could include providing a presence on site for queries; a social space for new residents to gather; or encouraging local entrepreneurship through the opportunity for local people to take up business space or provide community services. This would be a separate fund from that for the Community Management Organisation and to be secured through the s106 agreement.</p>

## Appendix C

### **Appendix C: Key principles for long term stewardship at Dunton Hills Garden Village**

1. Long-term stewardship of open space, public realm and community buildings will be the responsibility of a new body that is community led (such as a community trust).
2. The responsible body will form part of an approach to land value capture for Dunton Hills Garden Village. Its income is likely to come from a range of sources including income generating assets, endowment and service charges.
3. The Trust (or something similar) will be community-led (as distinct from a privately-run management company) through a community organisation with technical input from experts. It should also allow for future residents and businesses to shape the objectives and governance of the organisation, and to influence the design of new community facilities spaces.
4. High quality management, maintenance and ongoing innovation at Dunton Hills Garden Village over the long-term is of fundamental importance when setting out the objectives of the community-led body.



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<b>Committee(s):</b> Planning, Resources and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Community Infrastructure Levy Draft Charging Schedule Consultation	<b>Wards Affected:</b> All
<b>Report of:</b> Phil Drane, Director of Place	<b>Public</b>
<b>Report Author/s:</b> Name: Thom Hoang, Senior Policy Planner Telephone: 01277 312530 E-mail: thom.hoang@brentwood.gov.uk	<b>For Decision</b>

## Summary

This report updates Members on the progress which has been made in preparing a Community Infrastructure Levy (CIL) Charging Schedule for the borough since the previous report in March 2022.

This report presents the draft Community Infrastructure Levy Charging Schedule, with associated consultation materials and evidence base documents, and seeks approval to publish these documents for Regulation 16 consultation.

The draft Brentwood Borough CIL Charging Schedule proposes levy rates for the borough that will help maximise the potential for new development to generate income for the delivery of new infrastructure, while also ensuring that proposed rates do not render new development financially unviable. The draft CIL Charging Schedule is recommended to be published for consultation from 19 September until 17 October 2022.

## Recommendation

**Members are asked to:**

**R1: Approve the publication of the draft Community Infrastructure Levy Charging Schedule for public consultation pursuant to Regulation 16 of the Community Infrastructure Levy Regulations 2010 (as amended), as set out in Appendix A, alongside associated consultation material and evidence base documents set out in Appendices B-E.**

## Main Report

### **Introduction and background**

1. The Community Infrastructure Levy (CIL) was first introduced by the Planning Act 2008 as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area.

2. At the meeting of Policy, Resources and Economic Development Committee on 9 March 2022, a report was presented on CIL (Item No. 337). This outlined the need for a levy to support the provision of new infrastructure in the borough, the types of developments which would be liable to pay the levy, how the levy could be used alongside other infrastructure funding mechanisms, the types of projects which could be funded through CIL, how the levy would be administered, and the potential infrastructure funding which could be derived from introducing a CIL.
3. Through the recommendations of the report, the committee approved further work to be undertaken to support the production of a draft CIL Charging Schedule for the borough, in addition to progressing the consideration of options for a CIL panel to determine priorities for the spending of CIL and S106 funds, and the creation of a CIL Officer role to lead the administration of CIL within the Council.
4. As agreed by the committee in March, and to support the production of a draft CIL Charging Schedule, HDH Planning and Development were commissioned to produce the CIL Viability Assessment Update (August 2022, see Appendix E). The Viability Assessment provides the evidence base to identify appropriate levy rates for the area. Based on the conclusions of the CIL Viability Assessment, the draft Brentwood Borough CIL Charging Schedule has been prepared for consultation (Appendix A).
5. The regulatory process for producing a CIL Charging Schedule is set out within the CIL Regulations (as amended) 2010, which came into force on 6 April 2010, requiring the production of a CIL Charging Schedule to include the completion of the stages outlined in Table 1 prior to examination taking place.

**Table 1: Key stages in the preparation and submission of a CIL Charging Schedule as outlined in the CIL Regulations**

CIL Regulation	Tasks
Regulation 14	The preparation of an evidence base to inform the production of a draft Charging Schedule. This has been undertaken through the production of the Infrastructure Delivery Plan and the CIL Viability Assessment Update.
Regulation 16	Publication of the draft Charging Schedule for public consultation. This report is seeking approval for the undertaking of this task.
Regulation 17	Review and assess consultation representations and amend the draft Schedule to take account of comments as necessary.
Regulation 19	Submission of the draft Charging Schedule for independent examination. Submission documents include the draft Charging Schedule, a consultation statement, and a statement of modifications setting out changes made since the Regulation 16 consultation.

6. The council previously consulted on a ‘preliminary’ draft Charging Schedule in October 2016. CIL was not subsequently progressed further by the Council at that time, priority was given to . Recent amendments to the CIL Regulations removed the requirement to undertake this first stage of consultation previously outlined in CIL Regulation 15. The council is now only required to undertake one period of consultation to produce a CIL Charging Schedule, referred to in CIL Regulation 16. This report therefore presents the draft CIL Charging Schedule and associated evidence base and consultation material which are proposed to be published for Regulation 16 consultation.
7. Following the Regulation 16 consultation, the final Schedule is submitted for independent examination where the proposed rates will be scrutinised and tested. Where an examiner approves or recommends modifications to the proposed rates, the CIL Charging Schedule can then be adopted and implemented by the council.

### **CIL evidence base**

8. To introduce a CIL in an area, the council is firstly required to demonstrate need for CIL through the identification of an aggregate infrastructure funding gap in the area. National Planning Practice Guidance (PPG) outlines that any significant funding gap identified should be considered sufficient evidence of a

need for the introduction of CIL<sup>1</sup>. An Infrastructure Delivery Plan (IDP) should be used to identify any infrastructure funding gap in the area.

9. Once a funding gap has been established, the council then needs to determine appropriate CIL rates for an area. PPG states that 'when deciding the levy rates, an authority must strike an appropriate balance between additional investment to support development and the potential effect on the viability of developments'. The CIL rates should be set at a level which ensures that they will not render new development in the area financially unviable, particularly as once adopted the rates set are non-negotiable. The production of a CIL Charging Schedule therefore requires a viability assessment to be undertaken to determine the impact of the imposition of a levy on the financial viability of new development in the area.
10. Therefore, the Brentwood IDP and viability assessment forms the basis of the evidence base required to support the introduction of a levy in the borough and informs the production of a CIL Charging Schedule.

### **Infrastructure Delivery Plan**

11. To support the production of the Local Plan the council produced the Brentwood IDP (2019, Version 3). This sets out the key infrastructure projects required in the borough to support growth and identifies how developer contributions and other funding sources could be used to support infrastructure delivery. The IDP highlights the need for additional sources of funding to support the delivery of new infrastructure in the borough. CIL provides a mechanism to obtain additional infrastructure funding, alongside other funding sources such as Section 106 agreements (S106).
12. To support the examination of the Local Plan, the council produced Part B of the IDP (January 2021). This presents a schedule of infrastructure projects in the borough with indicative costs, funding and delivery arrangements. The IDP Part B identified an infrastructure funding need of approximately £296.9 million in the borough over the plan period. The IDP refers to this as the minimum current funding gap for the provision of infrastructure to support existing and future needs. S106 contributions associated with site allocations in the new local plan are estimated to provide around £225.8 million towards this funding gap. This means a funding gap of just over £71.1 million is identified as of January 2021, which could in part be addressed by CIL (alongside other funding options).

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<sup>1</sup> Planning Practice Guidance Paragraph: 017, Reference ID: 25-017-20190901

13. The IDP Part B clearly demonstrates a funding gap to deliver infrastructure required to support growth in the borough. Therefore, the need for CIL in the borough is established.

### **CIL Viability Assessment**

14. To support the identification of appropriate CIL rates for the area, the council commissioned a CIL Viability Assessment Update (August 2022) (Appendix E). The assessment updates the Local Plan Viability Assessment (October 2018) produced to support the production of the local plan. It considers the impacts of a CIL charge on the financial viability of new development in the borough, in addition to normal development costs, policy and infrastructure requirements outlined within the local plan 2016-2033.
15. The assessment tested different development types and CIL rate scenarios. Evidence was collected from a variety of sources including questionnaire surveys with local, regional and national housing developers and registered providers operating within the area. Stakeholder consultation and engagement undertaken through a workshop in May 2022<sup>2</sup> sought views on the assumptions used within the CIL Viability Assessment. The testing examined the effects of different CIL rates and took account of the impact on development viability of other policy costs faced by development, including other planning obligation costs and the cumulative impact of local plan policies.
16. The assessment used the Residual Value methodology as set out in the Harman Guidance<sup>3</sup> to determine the levy rates which could be applied to new development in the area without putting at risk the financial viability of new development. The residual value is calculated by removing the development costs (including profit, construction, fees, finance etc) from the gross development value. The Viability Assessment considers additional profits which could be achievable from development in the area, the inclusion of a 'buffer' or margin to account for changing economic circumstances, the potential for land prices to depress following the imposition of a CIL rate, and the potential extent of levy payments as a proportion of the gross development value of a scheme.
17. Therefore, the assessment researched development costs, land prices and the developed value of a range of uses throughout the borough in order to identify any local variations which should be addressed through the proposed rates. To test potential CIL rates, the assessment reviewed a range of residential

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<sup>2</sup> See Appendix 2, 3 and 4 of the CIL Viability Assessment for further details.

<sup>3</sup> Viability Testing in Local Plans – Advice for planning practitioners, LGA/HBF, Sir John Harman, June 2012

development typologies, proposed residential strategic allocations in the local plan, and a range of commercial / non-residential developments.

18. In relation to the identification of appropriate CIL rates in the borough, the CIL Viability Assessment Update concluded that:

a) For residential development:

- i. Across all typologies tested and older people's housing, the residual value exceeded benchmark land value<sup>4</sup> (BLV) for rates of CIL of up to £500 per sqm on greenfield sites, and £350 per sqm on most brownfield sites, indicating that development is likely to be viable with these levels of CIL.
- ii. For local plan strategic sites tested, lower rates would be required to ensure the sites remain viable. The rates should be reduced at variable levels depending on the specific outputs of the viability testing.
- iii. When taking into account potential CIL rates as a proportion of residual value of a site, in order to determine the potential depression in land prices which will result from the imposition of a CIL rate, it was found that most sites remained viable at rates of £500 per sqm on greenfield sites and £350 per sqm on brownfield sites. However, rates of CIL above £250 per sqm were identified as having a notable impact on land prices with values potentially falling over 50% on some sites. Therefore, it was concluded that a maximum rate of £250 per sqm may be appropriate across all typologies, with further reduced rates for strategic allocations in accordance with the specific outputs of the viability testing.
- iv. For older people's housing, rates of CIL above £220 per sqm were identified as having a notable impact on land prices with values potentially falling over 25%. Therefore, it was concluded that a maximum rate of £220 per sqm may be appropriate for older people's housing.

b) For non-residential development:

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<sup>4</sup> The benchmark land value (BLV) is the minimum value, above the existing use value, at which a landowner would be willing to sell land for development.



- i. Taking into account the various residual values for the different types of non-residential development tested, the assessment concluded that a CIL rate on office, brownfield industrial, and hotel development would render these types of development unviable.
  - ii. However, CIL rates could be applied to greenfield industrial development, distribution and logistics, prime and other retail, supermarket, and retail warehouse developments. The rates to be applied would vary depending on the specific outputs of the viability testing.
  - iii. Prime retail development in the borough demonstrates significant viability, and could therefore accommodate the highest rate of CIL, at £340 per sqm.
19. The determination of appropriate CIL rates in the area includes a 'buffer', to ensure that rates are not set on the edge of viability for new development, allowing for changes to the economy to occur without rendering new development in the borough financially unviable. This buffer was incorporated into the viability testing for all typologies and development types by increasing the benchmark land value used by 30%.

### **Draft CIL Charging Schedule**

20. The draft Brentwood Borough CIL Charging Schedule proposed for Regulation 16 consultation is presented in Appendix A. The Schedule is designed to be a simple document which clearly outlines the proposed CIL rates for each type of development. Any background information on CIL and the administration of CIL within the borough is proposed to be provided in supporting documents published on the council's website and provided alongside deposit copies of the Schedule.
21. The proposed CIL rates presented in the draft Charging Schedule are based on the conclusions of the CIL Viability Assessment Update summarise above, and include variable rates which take account of the specific outputs of the viability testing associated with development costs, residual value, and gross development value for each development type and associated typology. The different rates based on the types of development therefore ensures that new development throughout the borough will remain financially viable with the imposition of a levy. The proposed rates are outlined in Table 2 below.

**Table 2: Proposed CIL rates**

Development type		CIL rate per m <sup>2</sup>
Residential	Brentwood Local Plan <sup>(1)</sup> Strategic Residential-led and Mixed Use Allocations <sup>(2)</sup> :	
	R01, Dunton Hills Garden Village	£0
	R02, Land at West Horndon Industrial Estate	£25
	R03, Land North of Shenfield <sup>(3)</sup>	£150
	All other areas	£250
	Older people's housing <sup>(4)</sup>	£220
Retail	General <sup>(5)</sup> retail:	
	In Brentwood Town Centre High Street <sup>(6)</sup>	£340
	In all other areas	£80
	Supermarket <sup>(7)</sup>	£260
	Retail warehouse <sup>(8)</sup>	£160
Industrial	Located on:	
	Greenfield land	£80
	Brownfield land	£0
	Distribution and logistics <sup>(9)</sup>	£140
	All other development	£0

Notes (extract from CIL Viability Assessment)

(1) Brentwood Local Plan 2016-2033, adopted March 2022.

(2) The location and boundary of the sites are presented in the CIL Variable Rates (Map 1).

(3) Site referred to within the CIL Viability Assessment Update (August 2022) as Officers Meadow (R03 Land North of Shenfield).

(4) Older people's housing is defined as:

- Retirement living or sheltered housing: This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.
- Extra care housing or housing-with-care: This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages – the intention is for residents to benefit from varying levels of care as time progresses.

(5) All retail development which is not a supermarket or retail warehouse as defined.

(6) Retail within the areas of the Brentwood Town Centre High Street Primary Shopping Area identified in the CIL Variable Rates (Map 2).

(7) Defined as retail selling predominantly convenience goods in premises of 1,000m<sup>2</sup> or more, offering a shopping destination in their own right where weekly food

shopping needs are met. Supermarkets can also include non-food floorspace as part of the overall mix.

(8) Defined as retail selling predominantly comparison goods (such as carpets, furniture, electrical goods, DIY items) in large premises of 2,000m<sup>2</sup> or more.

(9) Uses within the Use Classes Order Class B8 storage and distribution.

22. The proposed variable rates for residential strategic allocations R01, R02, and R03, and the retail rate for Brentwood Town Centre High Street, relate to specific geographical areas. The areas which apply to these rates have therefore been identified within maps included within the draft Charging Schedule. All other proposed rates apply to all areas of the borough based on the type of development proposed.
23. The Levy may be payable on development which creates new or additional internal area, and where the gross internal area of new build is 100 sqm or more. This limit does not apply to new houses or flats, and a charge can be levied on a single house or flat of any size<sup>5</sup>. The CIL Regulations allow charging authorities to provide relief or exemptions from the levy to specified types of development. PPG outlines that this can include exemptions and relief to minor development, residential annexes, self-build, social housing, and charitable development.
24. Through the consideration of appropriate CIL rates for the area, no types of development have been identified which are proposed to be provided specific relief or exemptions in the borough beyond nationally recommended exemptions. No borough specific relief or exemptions have therefore been identified within the draft Charging Schedule.
25. Relief and exemptions policies are not required to form part of the CIL Charging Schedule, and can therefore be produced and amended at any time by the Council following appropriate consultation.

### **Proposed Instalments Policy**

26. In addition to the proposed CIL rates, the draft Charging Schedule also includes a proposed Instalments Policy. Where there is no instalments policy in place, the levy would usually be paid within 60 days of the commencement of development. However, this approach can have a greater impact on the viability of development. To support the financial viability of new development

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<sup>5</sup> PPG Paragraph: 004 Reference ID: 25-004-20190901

in the area, particularly where new levy charges are being applied, an instalments policy is proposed.

27. The Instalments Policy allows levy charges over an identified amount to be paid in instalments over a set period of time. The CIL Regulations state that a charging authority can implement and amend an instalments policy at any time following appropriate consultation. Therefore, while there is no requirement for the council to publish or consult on an instalments policy at this time, the proposed policy has been included within the draft Charging Schedule to demonstrate how the levy is proposed to be implemented.
28. It is recommended that the draft CIL Charging Schedule consultation is used as an opportunity to seek people's views on the proposed Instalments Policy as presented below.

**Table 3: Proposed CIL Instalments Policy**

<b>Overall CIL liability</b>	<b>Payment instalments</b>
£20,000 or less	Payment in full within 240 days
£20,000 - £50,000	50% paid within 360 days Further 50% paid within 540 days
£100,000 - £500,000	10% paid within 270 days Further 15% paid within 540 days Further 25% paid within 720 days Remaining 50% paid within 900 days
£500,000 or more	Agreement of project specific payment schedule

**Proposed approach to undertaking the Regulation 16 consultation on the draft Charging Schedule**

29. Before the submission of a draft Charging Schedule for independent examination, the CIL Regulations require a draft Schedule to be published for consultation to invite representations to be made. The Regulations do not specify a required consultation time period, or how the consultation should be undertaken. The approach to consultation can therefore be determined by the Council, in accordance with the Councils Statement of Community Involvement.
30. PPG notes that there is an expectation that consultation on a new Charging Schedule will take place for a minimum of four weeks. Therefore, it is proposed that consultation on the draft Charging Schedule will take place for a four week period, starting on Monday 19 September and ending at 5pm on Monday 17 October 2022.
31. Additional consultation information has been produced to accompany the CIL Charging Schedule, including an information sheet, information booklet, and a

response form. These documents are presented within Appendices B, C and D. Consultation representations are requested to be provided by completing the questions within the response form. The questions seek to focus representations on the key matters relating to the production of a CIL, including the approach and content of the CIL Viability Assessment Update and the council's interpretation of the outputs. Questions are also proposed regarding the draft Instalments Policy, and the council's proposed approach to providing discretionary relief from the levy. Completed forms are requested to be posted to the Town Hall or emailed directly to the Planning Policy Team.

32. In addition, a latest news article will be placed on the council's website with supporting social media coverage (Facebook, Twitter, Instagram), informing residents and other stakeholders that the consultation is taking place and how to obtain further information.
33. As required within the CIL Regulations, the council will consult directly with neighbouring local authorities and Essex County Council on the draft Charging Schedule. Deposit copies of the draft Charging Schedule and associated evidence base documents and consultation material will be made available at the Town Hall for members of the public without access to the internet.

### **Conclusions and next steps**

34. Following the Regulation 16 consultation, all representations submitted will be analysed to determine if any changes are required to the draft CIL Charging Schedule and associated evidence base documents. The results of this analysis will be presented to a subsequent meeting of this committee, with recommendations for progressing the CIL Charging Schedule towards submission subject to the outcomes of the consultation.

### **Reasons for Recommendation**

35. The draft Brentwood Borough CIL Charging Schedule proposes levy rates for the borough that will maximise the potential for new development to generate income for the delivery of new infrastructure, while also ensuring that proposed rates do not render new development financially unviable. Therefore, The draft CIL Charging Schedule is recommended to be published for consultation in accordance with Regulation 16 of the Community Infrastructure Levy Regulations (as amended) 2010.

### **References to Corporate Strategy**

36. CIL provides a source of funding for the Council and its partners to deliver infrastructure projects in the Borough. Funds would be secured from development in an agreed and transparent manner. This directly contributes

towards the corporate priority to grow the economy, and objectives to support and promote major infrastructure improvements.

## **Implications**

### **Financial Implications**

**Name/Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) and Section 151 Officer**

**Tel/Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

37. The council has an agreement with Essex County Council to fund £60,000 towards the cost of preparing the Community Infrastructure Levy in return for them being able to access the first £60,000 worth of CIL receipts for a county led project/projects in the borough. The CIL Regulations allow for the remaining costs for preparing CIL, of the order of £50,000, to be recovered from CIL income in later years. Therefore, whilst the preparation of CIL carries an in-year cost, it will be cost neutral to the Council overall if it chooses to recover the investment.
38. There is a cost associated with implementing and managing CIL, which is likely to come from technical software and people. Funds will need to be confirmed and agreed within a future budget provisions, although charging authorities can utilise funds from the levy to recover the costs of administering the levy, with the regulations permitting use of up to 5% of their total receipts on administrative expenses. The committee approved consideration of options for the creation of a CIL Officer role to lead on the administration and negotiation of development contributions (Policy, Resources and Economic Development Committee, Item No. 337, 9 March 2022). As the project to adopt CIL progresses, the issue of resources is being considered and will be presented to committee for approval.

### **Legal Implications**

**Name/Title: Steve Summers, Strategic Director and Monitoring Officer**

**Tel/Email: 01277 312500/steve.summers@brentwood.rochford.gov.uk**

39. The council must ensure that the approach to progressing the CIL Charging Schedule is in accordance with the CIL Regulations and the national Planning Practice Guidance, otherwise there could be a risk of legal challenge.
40. Following the adoption of a CIL in an area, there would be a legal requirement on a developer to pay the levy for liable development. The adoption of CIL could reduce the use of Section 106 agreements in the area.

### **Economic Implications**

**Name/Title: Phil Drane, Director of Place**

**Tel/Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

41. The production of a CIL will enable the council to require mandatory financial contributions from various forms of development to help fund supporting infrastructure.
42. Delays in progressing a CIL could result in a lack of funding, and therefore a failure to deliver new infrastructure projects in the borough. Ideally, the council would seek to ensure a CIL is in place as soon as possible to maximise the receipt from local plan allocated sites, many of which are coming forward in early years of the plan period.

### **Equality and Diversity Implications**

**Name/Title: Kim Anderson, Corporate Manager (Communities, Leisure & Health)**

**Tel/Email: 01277 312500/kim.anderson@brentwood.gov.uk**

43. The Public Sector Equality Duty applies to the council when it makes decisions. The duty requires us to have regard to the need to:
  - a. Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
  - b. Advance equality of opportunity between people who share a protected characteristic and those who do not.
  - c. Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.
44. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for b. or c., although it is relevant for a.
45. The proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

**Other Implications (where significant)** – i.e. Health and Safety, Asset Management, Risk Management, Section 17 – Crime & Disorder, Sustainability, ICT.



None

### **Background Papers**

- Item No. 337, Policy, Resources and Economic Development Committee, 9 March 2022, Community Infrastructure Levy

### **Appendices to this report:**

- Appendix A: Draft Brentwood Borough Community Infrastructure Levy Charging Schedule, September 2022
- Appendix B: Draft CIL Charging Schedule Information Booklet
- Appendix C: Consultation Information Sheet
- Appendix D: Consultation Response Form
- Appendix E: CIL Viability Assessment Update, August 2022

Brentwood Borough Council  
**Community Infrastructure Levy**  
**Draft Charging Schedule** Appendix A  
 September 2022

**Proposed Community Infrastructure Levy rates**

Community Infrastructure Levy (CIL) liable development, as defined within the Community Infrastructure Levy Regulations (as amended) 2010 and the Planning Practice Guidance, will be required to pay the following levy rates.

Development type		CIL rate per m <sup>2</sup>
Residential	Brentwood Local Plan <sup>(1)</sup> Strategic Residential-led and Mixed Use Allocations <sup>(2)</sup> :	
	R01, Dunton Hills Garden Village	£0
	R02, Land at West Horndon Industrial Estate	£25
	R03, Land North of Shenfield <sup>(3)</sup>	£150
	All other areas	£250
	Older people's housing <sup>(4)</sup>	£220
Retail	General <sup>(5)</sup> retail:	
	In Brentwood Town Centre High Street <sup>(6)</sup>	£340
	In all other areas	£80
	Supermarket <sup>(7)</sup>	£260
	Retail warehouse <sup>(8)</sup>	£160
Industrial	Located on:	
	Greenfield land	£80
	Brownfield land	£0
Distribution and logistics <sup>(9)</sup>		£140
All other development		£0

Notes

- (1) Brentwood Local Plan 2016-2033, adopted March 2022.
- (2) The location and boundary of the sites are presented in the CIL Variable Rates Map 1 below.
- (3) Site referred to within the CIL Viability Assessment Update (August 2022) as Officer's Meadows.
- (4) Older people's housing is defined as:
  - Retirement living or sheltered housing: This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.
  - Extra care housing or housing-with-care: This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are



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able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages – the intention is for residents to benefit from varying levels of care as time progresses.

- (5) All retail development which is not a supermarket or retail warehouse as defined below.
- (6) Retail within the areas of the Brentwood Town Centre High Street Primary Shopping Area identified in the CIL Variable Rates Map 2 below.
- (7) Defined as retail selling predominantly convenience goods in premises of 1,000m<sup>2</sup> or more, offering a shopping destination in their own right where weekly food shopping needs are met. Supermarkets can also include non-food floorspace as part of the overall mix.
- (8) Defined as retail selling predominantly comparison goods (such as carpets, furniture, electrical goods, DIY items) in large premises of 2,000m<sup>2</sup> or more.
- (9) Uses within the Use Classes Order Class B8 storage and distribution.

### Proposed Instalments Policy

The above levy rates are required to be paid to the Council through the following instalments following the provision of a CIL Demand Notice issued by the Council.

Overall CIL liability	Payment instalments
£20,000 or less	Payment in full within 240 days
£20,000 - £50,000	50% paid within 360 days Further 50% paid within 540 days
£100,000 - £500,000	10% paid within 270 days Further 15% paid within 540 days Further 25% paid within 720 days Remaining 50% paid within 900 days
£500,000 or more	Agreement of project specific payment schedule



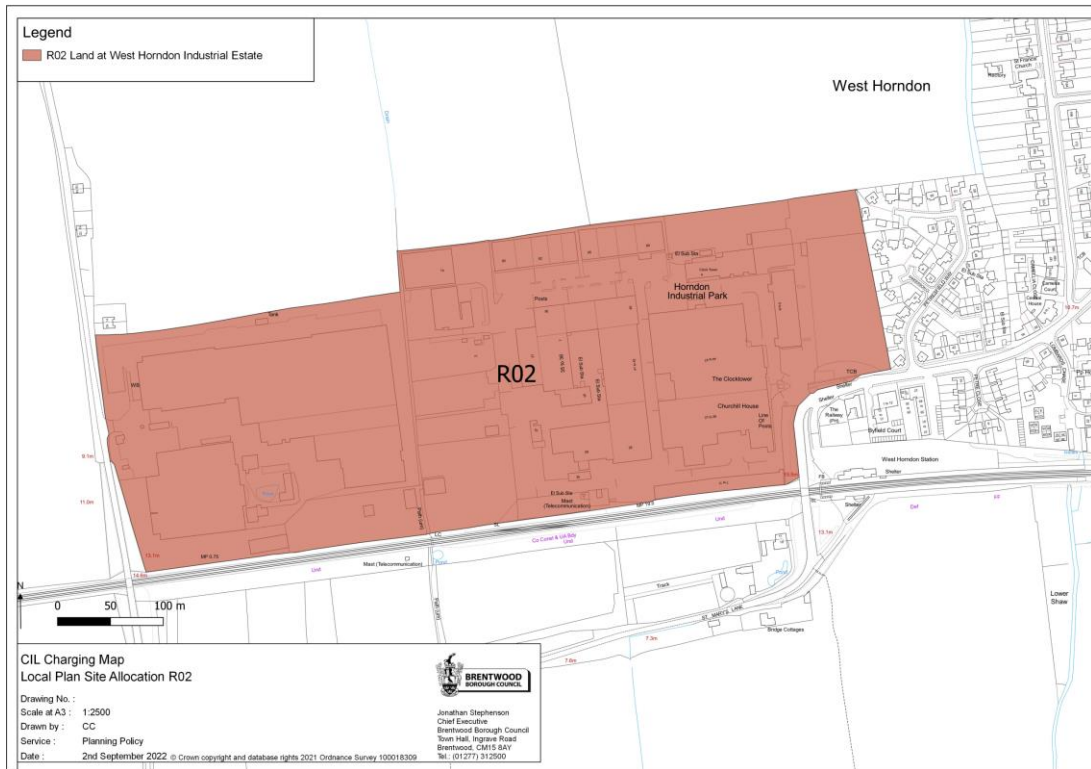
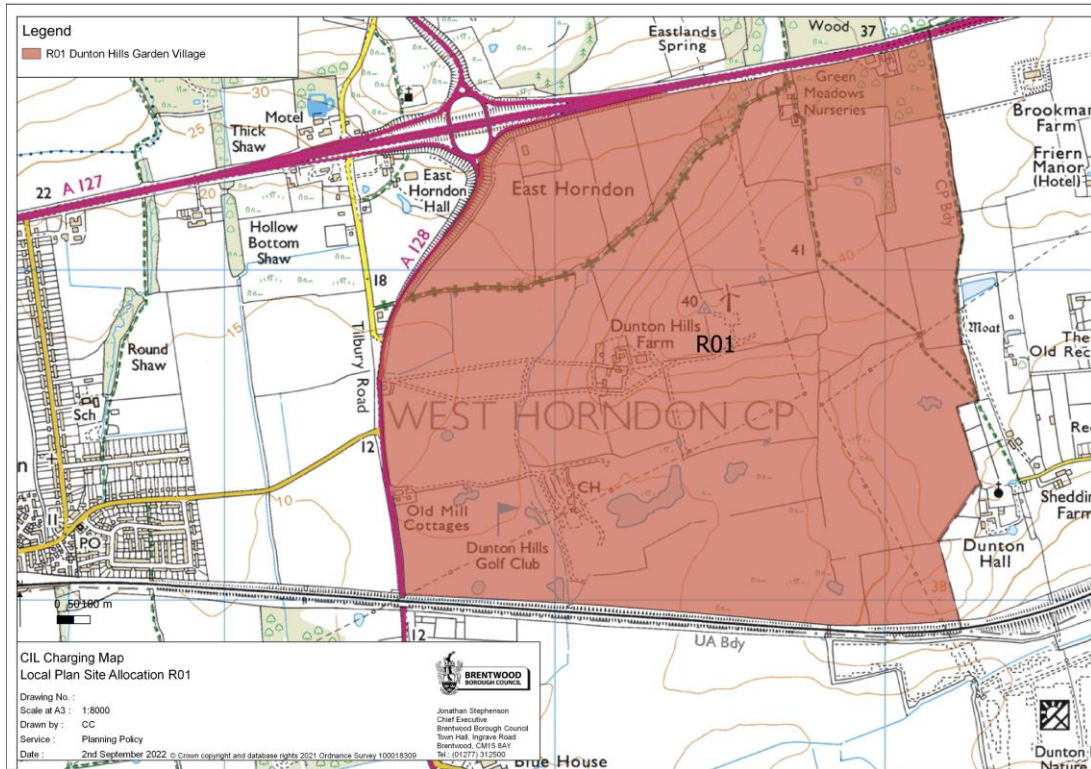
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# CIL Variable Rates Map 1: Brentwood Local Plan Strategic Allocation R01, R02, and R03



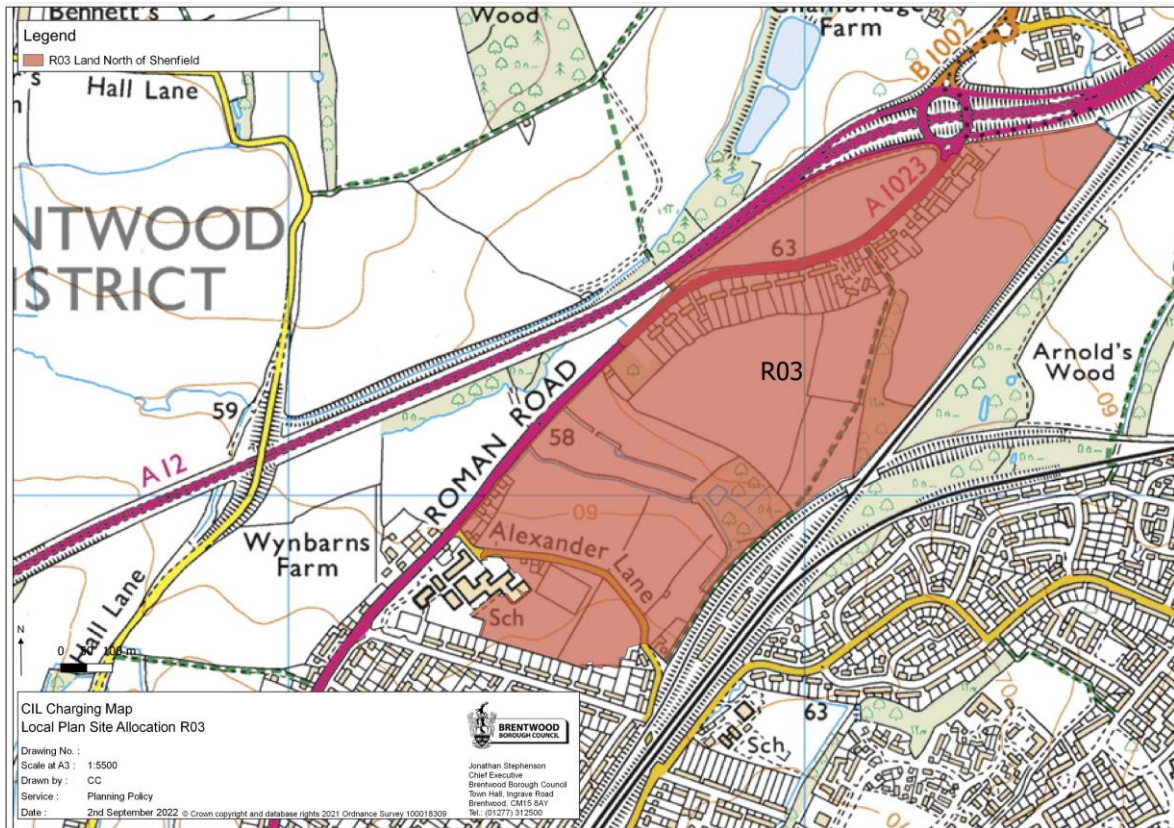
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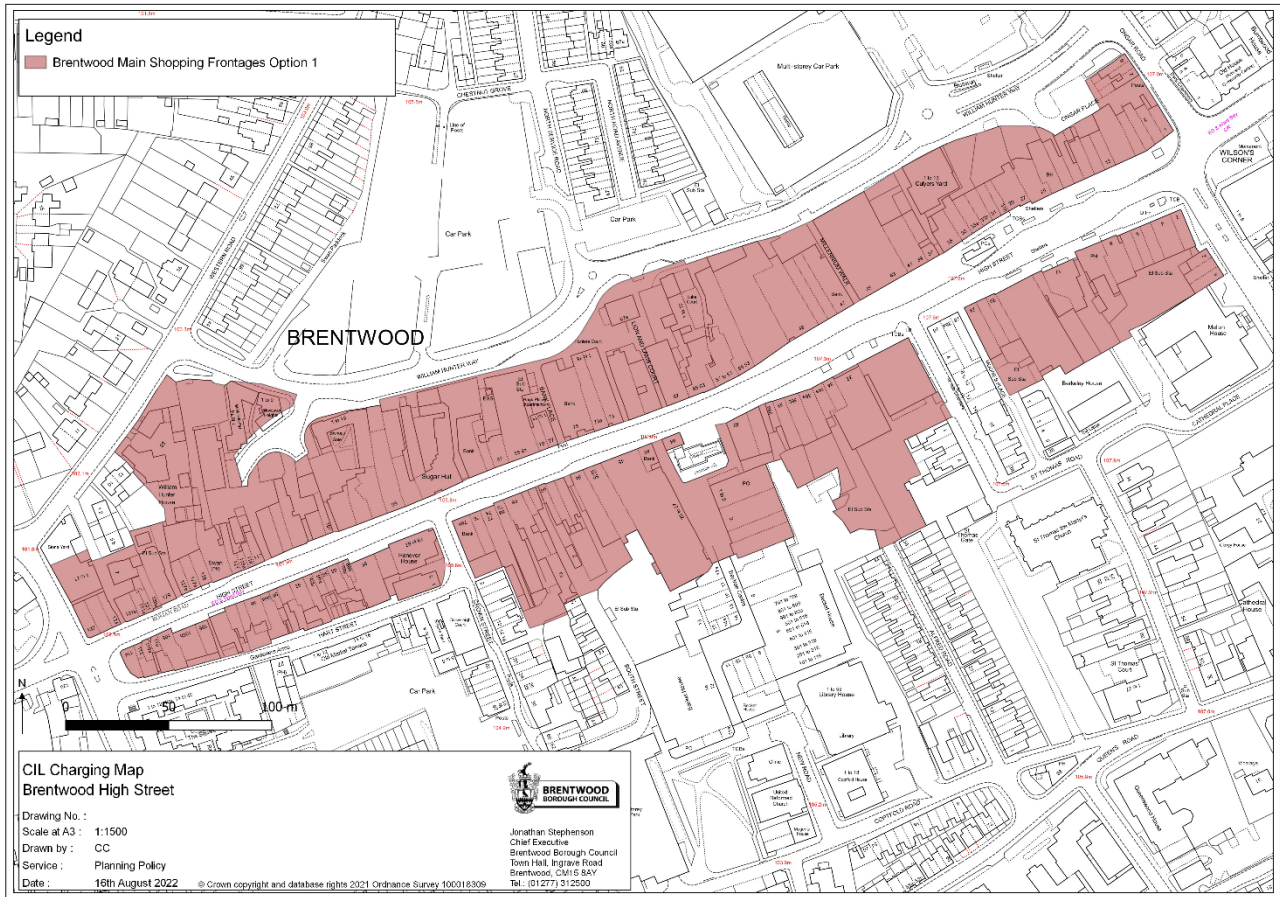
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# CIL Variable Rates Map 2: Retail within the Brentwood Town Centre High Street Primary Shopping Area



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# **Draft Community Infrastructure Levy Charging Schedule**

Consultation

Information Booklet

Brentwood Borough Council

September 2022

# 1. Introduction

Brentwood Borough Council (BBC) are consulting on the Community Infrastructure Levy (CIL) Draft Charging Schedule. This consultation information booklet presents the draft Charging Schedule, and provides further information on the CIL, the evidence base which has been used to establish proposed levy rates, and how the levy will be implemented in the area.

It is important that developers contribute towards providing for the infrastructure needs that development creates. The introduction of the Community Infrastructure Levy Regulations in 2010 established a mechanism for Councils in England and Wales to raise funds from developers to achieve this.

Local authorities who wish to charge the levy must produce a draft charging schedule setting out CIL rates for their area. There are several stages to the production of a CIL charging schedule. The Council is currently undertaking Regulation 16 public consultation, seeking comments on the draft CIL Charging Schedule.

The Council, as the CIL charging authority, is required to consult with residents, local communities, businesses and stakeholders on the proposed levy rates. The consultation will be followed by an Examination-in-Public of the draft Charging Schedule which will be conducted by an independent examiner prior to the proposed adoption of the CIL Charging Schedule.

## 2. Responding to the Consultation

**Consultation on the Draft Charging Schedule ends at 5pm on XX October 2022.**

**Please provide comments on the draft Charging Schedule using the consultation response form.**

The response form can be downloaded from the Council's website [www.brentwood.gov.uk](http://www.brentwood.gov.uk)

Responses should be emailed to [planning.policy@brentwood.gov.uk](mailto:planning.policy@brentwood.gov.uk)

or posted to Brentwood Borough Council, Town Hall, Ingrave Road, Brentwood, Essex CM15 8AY

The draft Charging Schedule and all supporting consultation material and evidence base documents are available to view on the Council website and at the Council Offices.

For further information, contact the Planning Policy Team directly on

### 3. What is the Community Infrastructure Levy?

The Community Infrastructure Levy (CIL) is a locally set charge on new development that authorities can choose to introduce across their area. It is based on the size and type of development and once set is mandatory to pay and non-negotiable. The funds raised must be used to provide infrastructure<sup>1</sup> which is required to support new development across the area. Levy rates are set out within a CIL Charging Schedule.

Currently when new development proposals are approved by the Council, it is common for an agreement to be made (known as a planning obligation, section 106 agreement or developer contribution) for developers to either provide new or improved infrastructure, or financial contributions towards the provision of new or improved infrastructure in the area. This could include highways improvements, new or improved parks and play facilities, and services and facilities such as new or improved schools and health facilities.

The CIL will not replace the Council's current methods of obtaining infrastructure and funding through planning obligations. The CIL provides an additional mechanism to obtain financial contributions towards new and improved infrastructure.

The requirements of a local authority, or 'charging authority', in producing a CIL Charging Schedule are set out in the:

- [Planning Act 2008](#) (as amended by the Localism Act 2011)
- [CIL Regulations 2010](#), as amended in 2011, 2012, 2013, 2014, 2015, 2018, 2019, 2020, and 2021
- [Planning Practice Guidance](#)

### 4. What are the benefits of the CIL?

In comparison to the current approach of collecting developer contributions towards new infrastructure through Section 106 agreements, the CIL provides a simpler and more transparent process to collect funds. There are a range of benefits to an area provided by the introduction of a levy, which are summarised below:

- The CIL collects contributions from a wide range of developments, providing additional funding to allow local authorities to carry out a

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<sup>1</sup> For the purposes of CIL, infrastructure is defined at section 216 of the Planning Act 2008 to include roads and other transport facilities, flood defences, schools and other education facilities, medical facilities, sporting and recreation facilities, and open spaces.

range of infrastructure projects that support growth and benefit the local community.

- The CIL gives local authorities greater flexibility to set their own priorities on projects benefitting the wider community affected by development, unlike Section 106 funds which require a direct link between a contributing development and an infrastructure project.
- The CIL provides developers with clarity about the level of contributions which are required from any development and provides transparency for local people.
- The CIL is non-negotiable and therefore does not require the production of complex agreements.
- The CIL is fair, as it relates the contribution required to the size of the development in terms of new floorspace.

## 5. What development will be liable to pay the levy?

Most buildings that people normally use are liable to pay the levy, whether the proposal is for a new building or an extension which results in 100 sqm or more of net increase in gross internal floor space. Development which is less than 100 sqm but which involves the creation of an additional dwelling will also be liable. The conversion of a building that has not been in use for some time will also be liable for the levy.

The following types of development are not required to pay the levy:

- development of less than 100 square metres, unless this consists of one or more dwelling and does not meet the Government's self-build criteria (see regulation 42 for further details);
- buildings into which people do not normally go;
- buildings into which people go only intermittently for the purpose of inspecting or maintaining fixed plant or machinery;
- structures which are not buildings, such as pylons and wind turbines;
- specified types of development which local authorities have decided should be subject to a 'zero' rate as outlined in the Draft Charging Schedule.

## 6. CIL exemptions and discretionary relief

The CIL Regulations outline that where relevant criteria are met, the following types of development can be subject to an exemption or relief from paying the levy:

- residential annexes and extensions;
- 'self-build' houses and flats, which are built by 'self-builders';
- social housing that meets the relief criteria set out in regulation 49 or 49A (as amended by the 2014 Regulations);
- charitable development that meets the relief criteria set out in regulations 43 to 48.

The CIL Regulations state that discretionary relief can be made available for 'exceptional circumstances' for specific schemes which cannot afford to pay the levy. The Council can offer this relief through the publication of a notice.

No types of development have currently been identified which should be provided specific relief or exemptions in the Borough beyond the compulsory exemptions identified by Government. The Council does not therefore propose to make Borough specific relief or exemptions within the draft Charging Schedule.

## 7. How the levy works alongside Section 106 contributions

In September 2019, the restrictions on using five or more section 106 contributions to fund a single infrastructure project was lifted, and greater flexibility was provided in relation to how CIL funding could be used alongside S106 contributions. Charging authorities can now use both CIL and S106 contributions to fund the same infrastructure item.

The Infrastructure Delivery Plan (IDP, see the evidence base documents section below) sets out the key infrastructure projects required in the Borough, and outlines how funding sources will be used to deliver new infrastructure.

It is likely that essential infrastructure items which are directly related to supporting the delivery of new development proposals will continue to be funded through S106 agreements. The CIL will therefore be used in combination with S106 agreements and other funding sources to deliver community infrastructure projects throughout the Borough, and to obtain infrastructure funding from smaller developments where S106 agreements may not usually be produced.

## 8. How the CIL will be collected

Liability to pay the CIL is triggered by the commencement of the development. Following the adoption of a CIL Charging Schedule, planning applications in the area will be expected to include a completed CIL Information and Liability Form, which will help the Council calculate the CIL liability associated with the development and issue a CIL Demand Notice. The notice will be issued upon the commencement of development

The levy should usually be paid within 60 days of the commencement of development, however to support the financial viability of new development in the area an instalments policy is proposed. An instalments policy allows levy charges over an identified amount to be paid in instalments over a set period of time. The Council is considering introducing an instalments policy and is seeking views on the proposed approach set out below.

### Proposed CIL Instalments Policy

Overall CIL liability	Payment instalments
£20,000 or less	Payment in full within 240 days
£20,000 - £50,000	50% paid within 360 days Further 50% paid within 540 days
£100,000 - £500,000	10% paid within 270 days Further 15% paid within 540 days Further 25% paid within 720 days Remaining 50% paid within 900 days
£500,000 or more	Agreement of project specific payment schedule

## 9. Evidence base documents

### CIL Viability Assessment Update (August 2022)

To inform the production of the CIL Charging Schedule, the Council commissioned HDH Planning and Development to conduct a CIL Viability Assessment. The assessment considers the impact of a CIL charge, in addition to normal development costs and policy and infrastructure requirements outlined within the adopted Brentwood Local Plan 2016-2033, on the financial viability of new development in the area.

The CIL rates proposed in the draft Charging Schedule are based on the conclusions of the CIL Viability Assessment Update. The Assessment tested different



development types and CIL rate scenarios. Evidence was collected from a variety of sources including questionnaire surveys with local, regional and national housing developers and registered providers operating within the Brentwood area. Stakeholder consultation sought views on the assumptions used within the CIL Viability Assessment. The testing examined the effects of different CIL rates and took account of the impact on development viability of other policy costs faced by development, including other planning obligation costs and the cumulative impact of emerging Local Plan policies.

## Infrastructure Delivery Plan

The Infrastructure Delivery Plan (IDP) version 3 was produced in 2019 and considers the key infrastructure requirements necessary to support the proposed development and growth across the Borough. It covers a wide range of infrastructure types, outlining the baseline position of infrastructure provision in the Borough. The IDP helps to identify the need for new and improved infrastructure in the Borough, and sets out the extent of the infrastructure funding gap in the area.

## 10. The need for a CIL

The Planning Practice Guidance<sup>2</sup> states that a Council intending to introduce a CIL *'should focus on providing evidence of an aggregate funding gap that demonstrates the need to put in place the levy. Any significant funding gap should be considered sufficient evidence of the desirability of CIL funding, where other funding sources are not confirmed'*.

The IDP identified a significant infrastructure funding gap in the area. Based on the assessment of infrastructure needs, costs and funding, there is currently an infrastructure funding gap in the Borough of around £50.4 million<sup>3</sup>.

Revenue from CIL is not expected to bridge the funding gap entirely, but it is expected to have a significant impact on available finances to enable Brentwood Borough Council to support the delivery of new and improved infrastructure.

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<sup>2</sup> PPG Paragraph: 017 Reference ID: 25-017-20190901

<sup>3</sup> See IDP section B - Schedule

## 11. Proposed CIL rates

The draft Charging Schedule for Brentwood Borough Council proposes the following levy rates:

Development type		CIL rate per m <sup>2</sup>
Residential	Brentwood Local Plan <sup>(1)</sup> Strategic Residential-led and Mixed Use Allocations <sup>(2)</sup> : R01, Dunton Hills Garden Village R02, Land at West Horndon Industrial Estate R03, Land North of Shenfield <sup>(3)</sup>	£0 £25 £150
	All other areas	£250
	Older people's housing <sup>(4)</sup>	£220
Retail	General <sup>(5)</sup> retail: In Brentwood Town Centre High Street <sup>(6)</sup> In all other areas	£340 £80
	Supermarket <sup>(7)</sup>	£260
	Retail warehouse <sup>(8)</sup>	£160
	Industrial	Located on: Greenfield land Brownfield land
Distribution and logistics <sup>(9)</sup>		£140
All other development		£0

### Notes

- (1) Brentwood Local Plan 2016-2033, adopted March 2022.
- (2) The location and boundary of the sites are presented in the CIL Variable Rates Map 1 below.
- (3) Site referred to within the CIL Viability Assessment Update (August 2022) as Officer's Meadows.
- (4) Older people's housing is defined as:
  - Retirement living or sheltered housing: This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24 hour on-site assistance (alarm) and a warden or house manager.
  - Extra care housing or housing-with-care: This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages – the intention is for residents to benefit from varying levels of care as time progresses.

- (5) All retail development which is not a supermarket or retail warehouse as defined below.
- (6) Retail within the areas of the Brentwood Town Centre High Street Primary Shopping Area identified in the CIL Variable Rates Map 2 below.
- (7) Defined as retail selling predominantly convenience goods in premises of 1,000m<sup>2</sup> or more, offering a shopping destination in their own right where weekly food shopping needs are met. Supermarkets can also include non-food floorspace as part of the overall mix.
- (8) Defined as retail selling predominantly comparison goods (such as carpets, furniture, electrical goods, DIY items) in large premises of 2,000m<sup>2</sup> or more.
- (9) Uses within the Use Classes Order Class B8 storage and distribution.

## 12. Determining the proposed rates

The CIL Viability Assessment Update uses the Residual Value methodology as set out in the Harman Guidance<sup>4</sup> to determine the levy rates which could be applied to new development in the area without putting at risk the financial viability of new development. The residual value is calculated by removing the development costs (including profit, construction, fees, finance etc) from the gross development value. The Viability Assessment considers additional profits which could be achievable from development in the area, the inclusion of a 'buffer' or margin to account for changing economic circumstances, the potential for land prices to depress following the imposition of a CIL rate, and the potential extent of levy payments as a proportion of the gross development value of a scheme.

Based on the identified development costs and gross development value of strategic residential-led and mixed use allocations within the Brentwood Local Plan, these sites were recommended alternative CIL rates to residential development in all other areas of the Borough. The draft CIL Charging Schedule presents a range of other development types where the development costs and gross development values tested within the Viability Assessment resulted in alternative CIL rates being proposed. The differing rates therefore ensure that new development in the Borough remains financially viable following the imposition of a levy.

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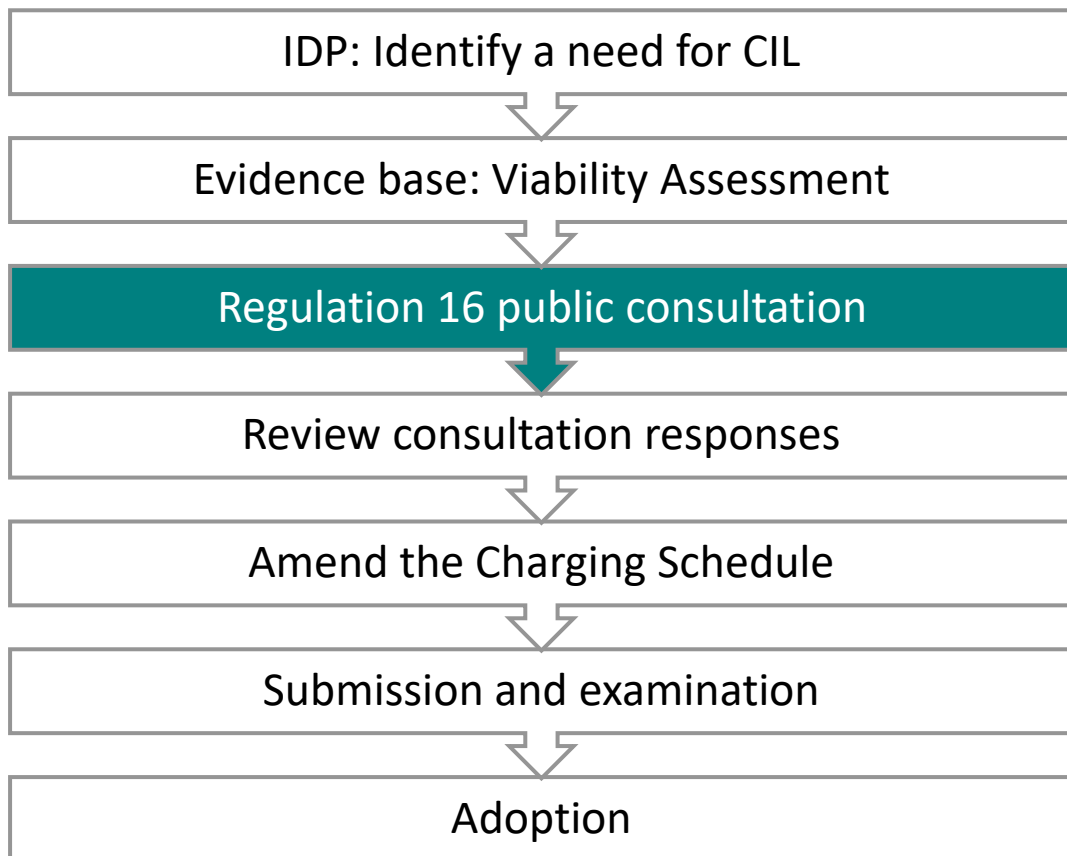
<sup>4</sup> Viability Testing in Local Plans – Advice for planning practitioners, LGA/HBF, Sir John Harman, June 2012

## 13. Next steps

Following the conclusion of this Regulation 16 consultation, the Council will review consultation representations and amend the draft Charging Schedule and supporting evidence base documents where necessary. The Council then intends to submit the revised draft Charging Schedule for an Examination in Public.

An Independent Examiner will be appointed to conduct the examination process. During the examination, members of the public can offer their views through hearings or written representations. The examiner will place their recommendations in a report, and will recommend either approval, rejection, or approval with specified modifications to the Charging Schedule.

Following the approval of the Charging Schedule, Levy rates on new development will apply once the Council has formally published the adopted Charging Schedule.



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## Brentwood Borough Council

# Community Infrastructure Levy Draft Charging Schedule Consultation

The Community Infrastructure Levy draft Charging Schedule consultation will take place from XX September until XX October 2022

### About the consultation

The Council has published the Community Infrastructure Levy draft Charging Schedule for public consultation. The production of the draft Charging Schedule has been informed by the CIL Viability Assessment Update (August 2022), which considered the ability of different types of development in all areas of the Borough to pay a levy in addition to the normal costs associated with development.

Through this consultation the Council is seeking your views on the draft Charging Schedule and associated evidence base documents. Please provide comments on the draft Charging Schedule by the **5pm on XX October** using the consultation response form available on the Council's website [www.brentwood.gov.uk](http://www.brentwood.gov.uk) and from the Council Offices.

### What is the Community Infrastructure Levy?

The Community Infrastructure Levy (CIL) is a locally set charge (referred to as a levy) on new development which the Council can choose to introduce. The levy is based on the size and type of development and once set is mandatory to pay and non-negotiable. The funds raised would be distributed by the Borough Council to provide infrastructure which is required to support new development within the local area. This infrastructure could include roads, transport facilities, flood defences, education facilities, medical facilities, sporting and recreation facilities, and open spaces.

Currently when new development proposals are approved by the Council, it is common for an agreement to be made (known as a planning obligation, section 106 agreement or developer contribution) for developers to either provide new or improved infrastructure, or financial contributions towards the provision of new or improved infrastructure in the area. This could include highways improvements, new or improved parks and play facilities, and services and facilities such as new or improved schools and health facilities.

The CIL will not replace the Councils current methods of obtaining infrastructure and funding through planning obligations. The CIL provides an additional mechanism to obtain financial contributions towards new and improved infrastructure.

## Why introduce a levy in the Borough?

- It provides a simple and transparent process for the collection of funds and the provision of infrastructure.
- It collects contributions from a wide range of developments to allow the Council to deliver more projects for new and improved infrastructure that support growth and benefit the local community.
- It gives the Council flexibility to set its own priorities on projects benefitting the wider community affected by development, unlike section 106 agreements which are more restrictive in their use.
- It is non-negotiable and therefore can save time and cost by reducing the need for negotiations between the Council and developers.
- It is fair, as it relates the amount of the contribution to the size of the development.

## How will the levy work?

The levy may be payable on development which creates a new or additional internal area, where the gross internal area of new build is 100 square metres or more. Development which is less than 100 square metres, but which involves the creation of a new house or flat, may also be liable to pay the levy.

Some developments may be eligible for discretionary relief or exemption from the levy. This includes residential annexes and extensions, social housing, charitable development, and houses and flats which are built by 'self-builders'.

## How will the Council introduce the Community Infrastructure Levy?

The CIL rates are published within a Charging Schedule. The Council will specify in the Charging Schedule what types of development are liable to pay the levy and the relevant rates for these development types.

When setting levy rates, the Council will need to ensure that they do not render new development within the Borough financially unviable, while also ensuring that the levy will provide sufficient funds to support the delivery of new and improved infrastructure. The Council is consulting on a draft Charging Schedule to provide everyone with the opportunity to give their views on the proposed levy rates.

## How to respond

Please provide comments on the draft Charging Schedule using the consultation response form by 5pm on XX October. The response form can be downloaded from the Council's website [www.brentwood.gov.uk](http://www.brentwood.gov.uk)

Consultation responses should be emailed to [planning.policy@brentwood.gov.uk](mailto:planning.policy@brentwood.gov.uk) or posted to Brentwood Borough Council, Town Hall, Ingrave Road, Brentwood, CM15 8AY

The draft Charging Schedule and all supporting consultation material and evidence base documents are available to view on the Council's website and at the Council Offices.

For further information, contact the Planning Policy Team directly on 01277 312500, email [planning.policy@brentwood.gov.uk](mailto:planning.policy@brentwood.gov.uk), or visit the Council website [www.brentwood.gov.uk](http://www.brentwood.gov.uk)



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Brentwood Borough Council  
Community Infrastructure Appendix D  
Draft Charging Schedule Consultation Response Form

**Consultation XX September to XX October 2022**

Please return the completed form by no later than **5pm on XX October 2022** to Brentwood Borough Council, Town Hall, Ingrave Road, Brentwood, CM15 8AY or email to [planning.policy@brentwood.gov.uk](mailto:planning.policy@brentwood.gov.uk)

The draft Charging Schedule and all supporting consultation material and evidence base documents are available to view on the Council's website [www.brentwood.gov.uk](http://www.brentwood.gov.uk) and at the Council Offices.

For further information or support, contact the Planning Policy Team directly on 01277 312500 or email [planning.policy@brentwood.gov.uk](mailto:planning.policy@brentwood.gov.uk)

**Contact Information**

Personal Details		Tick box if agent <input type="checkbox"/>
Title		
First Name		
Last Name		
Organisation		
Address		
Postcode		
Email address		
Telephone number		



**Contact Brentwood Borough Council:**

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## Response

Question 1: The Community Infrastructure Levy (CIL) Viability Assessment Update (August 2022) informed the production of the proposed rates in the draft CIL Charging Schedule. This document is available to view on the Council website and at the Council Offices.

Do you have any comments on the content of the CIL Viability Assessment Update?

Question 2: Do the proposed levy rates set out in the draft CIL Charging Schedule appropriately reflect the conclusions of the CIL Viability Assessment Update?

Question 3: Do the proposed levy rates set out in the draft CIL Charging Schedule provide an appropriate balance between securing infrastructure investment and supporting the financial viability of new development in the area?

Question 4: CIL rates should not be set at a level which could render new development financially unviable. To ensure the financial viability of new development in the area, and to take into account variations in land prices and development costs throughout the Borough, the draft CIL Charging Schedule proposes variable rates for different kinds of development.

Do you have any comments on the proposed CIL rates?

Question 5: Should any types of development be charged a different CIL rate, and if so, why?

Where alternative rates are proposed, please provide evidence to demonstrate why a proposed rate should be changed.

Question 6: To support the financial viability of new development in the area, the draft CIL Charging Schedule includes an Instalments Policy which allows specified levels of levy charges to be paid in instalments over a set period of time.

Do you have any comments on the draft Instalments Policy?



Question 7: The Consultation Information Booklet available on the Council website and at the Council Offices provides information on the types of development which would be required to pay the levy. The CIL Regulations allow the Council to give relief or grant exemptions to identified types of the development from paying the levy. The Council has not identified any types of development which may require specific discretionary relief or exemption from paying the levy beyond the compulsory relief outlined in the Regulations.

Is there a need to provide discretionary relief from the levy to any types of development, and if so, why?

Question 8: Do you have any other comments on the draft CIL Charging Schedule?

## Examination of the draft CIL Charging Schedule

Following this consultation, the draft Charging Schedule will be submitted to be examined by an independent examiner. By submitting this consultation response, you have the opportunity to participate in any examination hearings.

**Please tick the box below if you would like to participate in the examination in public on the draft Charging Schedule:**

- I would like to participate in the draft CIL Charging Schedule examination in public

## Future notifications

**Please tick the boxes below if you would like to be informed about the future progression of the draft CIL Charging Schedule:**

- I would like to be notified about the future progression of the Draft CIL Charging Schedule, including the submission of the Schedule, the date of the examination, the publication of the recommendations of the independent examiner, and the adoption of the CIL Charging Schedule by the Council.

## Data protection

The information provided in this form will be stored on a database used solely in connection with the Brentwood Borough Council CIL Charging Schedule. As copies of representations must be made available for public inspection in accordance with the Community Infrastructure Levy Regulations 2010 (as amended), they cannot be treated as confidential. Your consultation representation will be made available to view on the Council's website alongside your name and where applicable your organisation. Your address, signature and contact details will not be made available.

Signature:	Date:
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### Contact Brentwood Borough Council:

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## Appendix E

To view the full document of Appendix E, please use the link below:

[Appendix E](#)

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# Agenda Item 12

<b>Committee(s):</b> Policy, Resources & Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Budget Monitoring Update Report	<b>Wards Affected:</b> All
<b>Report of:</b> Jacqueline Van Mellaerts, Corporate Director (Finance & Resources)	<b>Public</b>
<b>Report Author/s:</b> Name: Phoebe Barnes, Corporate Manager (Finance) Telephone: 01277 312839 E-mail: phoebe.barnes@brentwood.gov.uk	<b>For Information</b>

## Summary

The purpose of this report is to set out the forecast revenue and capital budget positions as at period 4 for 2022/23 and to give an overall financial update for the Council.

The commentary of the report does not attempt to cover all budgetary changes but draws attention to the key factors affecting net expenditure differences.

The General Fund is forecasting a deficit of £323k, this is where there is more expenditure than income. However, by the utilisation of reserves the overall impact to the Council's working balance will be zero as the deficit is forecast to be funded from earmarked reserves.

The Housing Revenue Account (HRA) is currently forecasting a surplus position of £119k. In year pressures associated with the housing development programme regarding costs that cannot be capitalised have impacted this negative position.

The Capital Programme including slippage totalled £17.532m. Majority of projects are forecast to complete with an expected delay in some projects resulting in a budgetary impact of £34.825m below the budget. This underspend will be considered as slippage into next year's programme.

The current financial backdrop poses further financial risks to the Council's budget. It should be noted that the Local Government Association has issued a warning that 'soaring inflation, energy prices and National Living Wage pressures are putting council services at risk'. For Brentwood, there is further financial risks to pay inflation forecasts as well as cost pressures from the current high rates of inflation that cannot be quantified at this stage. The high inflation rates, increasing bank rates and national living wage pressure will have further impact onto the ongoing budgets.

Whilst the Council is not anticipating the need to reduce any services the financial position will have to be monitored over the year and will make the MTFs for 2023/24 even more of a challenge.

## **Main Report**

### **Introduction and Background**

1. The report provides a financial update for the General Fund, Housing Revenue (HRA) and Capital Budgets for 2021/22, based on operational and financial impacts for the period April to July 2022. As a result of current operational and transitional arrangements, the financial impact of COVID-19 is included in the report.
2. On 23rd February 2022 Ordinary Council set a budget for the General Fund that forecast a £122k deficit, with this deficit to be funded from earmark reserves. To date as at Period 4 monitoring, it is expected the deficit will increase further to £324k for 2022/23.
3. At the same meeting, the HRA budget was agreed at a net surplus of £34k. Currently the projection is that the HRA will generate a surplus of £119k.
4. A total capital commitment of £41.420m was approved at the same meeting, plus an additional £17.532m of slippage. Further in year S106 funds have been committed totalling £56k. Taking the total capital commitment for 2022/23 to £59.008m. The updated forecasts shows that it is expected £24.183m will be committed this financial year.

### **Issue, Options and Analysis of Options**

#### **General Fund**

5. Based on the activity to the end of July 2022, the General Fund revenue forecast is a deficit position attributable to the ongoing pressures from high utility prices and soaring inflation. Appendix A provides a detailed analysis of the activity making up the variance compared to the surplus set originally.
6. The General Fund working Balance is forecast to continue to remain at £2.874m as of 31<sup>st</sup> March 2023



## General Fund Forecast

	2022/23 Current Budget £'000	2022/23 Forecast Outturn £'000	2022/23 Variance £'000
Total General Fund Net Expenditure	5,562	5,927	365
Net Non Service	4,206	4,043	(164)
Total Funding	(9,646)	(9,646)	0
<b>General Fund (Surplus)/Deficit</b>	<b>122</b>	<b>324</b>	<b>202</b>
Working Balance B/fwd	2,874	2,874	2,874
Surplus/(Deficit) in year	122	324	202
Earmark Reserve Drawdown	(122)	(324)	(202)
<b>Working Balance C/fwd</b>	<b>2,874</b>	<b>2,874</b>	<b>2,874</b>

## General Fund Variances

7. To analyse the variances a subjective analysis per cost centre under each corporate strategy heading has been produced and can be found within Appendix A
8. In summary the £202k variance caused within the General fund was associated to the following:

## Growing Our Economy

9. The £97k overspend is due to the extra resource within planning enforcement for the enforcement officers supplied by agency.

## Protecting Our Environment

10. The net £107k underspend is associated with vacancies being held within Asset Management, building Control, Depot management and Admin, Environmental Health Team. Vacancies are being held due to difficulty in recruiting as well as holding vacancies whilst services review their establishment and the structures, they need to deliver the service they want. These underspends offset pressures within Parking, Vehicle Fleet Management and Waste Management.
11. Parking's overspend is attributable to an increase in electricity costs at the MSCP as well as agency costs for civil enforcement officers. Vehicle Repairs are expected to overspend due to the delay in delivery of new vehicles, existing ageing fleet are being repaired to keep vehicles on the road pending delivery.

12. Agency costs are significantly increasing due to the cost-of-living crisis. With neighbouring authorities willing to pay more per hour for waste staff, Brentwood has had to match the same rate to maintain existing staff and make Brentwood an attractive place to be placed.

### Developing Our Communities

13. As the Council is responsible for the utilities for the Brentwood Centre, community halls and other buildings within the borough, the forecast overspends for Communities, Health & Leisure and Open spaces is predominantly attributable to the electricity and gas increases the Council are facing.
14. Golf Course income is expected to exceed the budget of £327k by £36k due to a dry spring and summer bringing the opportunity for higher usage.

### Delivering and Efficient and Effective Council

15. Commercial Activity is a forecast budget regarding income projections from the Joint Venture. This income target will not be met as the JV construction on site is not expected to start until the following financial year.
16. Underspends within Corporate Finance, Corporate Support, Customer & Performance. Democratic Services. Design & Print and Electoral Services attributable to vacancies held within the establishments and recruitment lag.
17. Corporate management overspend is linked to increase in bank charges from the processing fees of taking payments through the services that the Council offers for cashless payments.
18. Digital Services & Transformation, underspends within the establishment are currently offsetting the increased costs for licences and managed services the Council is now subscribed to such as Microsoft Azure.
19. Council Tax & NNDR pressure is due to forecasting a reduction from ECC for repayment of additional income under the Council Tax sharing agreement, which is based on collection of in year rates.
20. Housing Benefit and Council Tax support is a forecast of grant reduction from DWP.
21. The Executive Board saving is based on the new Tier 1-3 restructure with Rochford district Council and assumptions on cost sharing of these roles are still yet to be internally agreed. However, the current basis is that the roles will be split 50/50. On this basis including the recruitment lag for the new roles, this creates a saving in year for Brentwood, excluding the costs associated with redundancies and retirement.

### Improving Housing

22. Smalls saving associated with not requiring project management support for housing enabling and support and the ending of the community alarms scheme.

### Net Non-Service Expenditure

23. Realigning pension fund payments based on last years actual and adjusting the forecast for the minimum revenue provision based on the capital outturn for 2021/22.

### Funding

24. No changes to report all funding is still forecast as budget.

### Cost of Living Crisis

25. The financial backdrop the UK economy is facing is volatile It is believed that the latest leap in wholesale gas prices mean the CPI (Consumer Price Index) Inflation will rise from 10.1% in July to a peak of 14.5% by January. The next Prime Minister is expected to try and offset the impact of oaring inflation on household income, because of this, the bank of England Forecasts rates will rise from 1.75% to 3%.
26. There are three key reasons for further inflationary pressures. Further reductions in the supply of gas from Russia to Europe has triggered a surge in wholesale gas prices. Therefore, further increases in gas and electricity are expected in October and January with the Ofgem utility price gap increasing from £1,971 to £3,550 and £5,000 in January.
27. Inflation is expected to fall in 2023 however forecasts expect this to be at 8.6% which CPI inflation not likely to fall back to the 2% target until 2024 the earliest.
28. National Living Wage negotiations are underway with the National Joint Committee (NJC) and unions. Some public sectors have seen a 5% pay award offered with private sector awarding 6-% as well as looking to offer a mid-year increase alongside their annual uplift.
29. This Council can set it's pay locally and therefore does not have to follow the NJC. However, the Council bases any pay award offered against NJC's proposals. In addition to this, as Brentwood has now partnered with Rochford

who do follow the NJC pay awards and therefore there must be careful consideration regarding how both authorities awards any pay award.

30. The current proposal tabled by the NJC back to the Joint Trade Unions (Unison, GMB and UNITE) is offering an increase of £1,925 on basic salary. The Current budget only assumes a 2% pay award.

31. The current forecast on the General Fund and HRA only quantifies in utility price increases and forecast fuel pressures. This is due to the Council locking in a contract price annually with it's suppliers that is renewed around July/August. The impact of the pay award and any further inflationary pressures will cause the projected deficit to increase further. Likely impact of this pressure is tabled below:

#### General Fund

Cost of Living Pressure	£'000
Fuel	80
Electricity	323
Gas	97
Current Forecast Deficit	<b>324</b>
Pay Award above budgeted 2%	547
<b>Revised Forecast Deficit</b>	<b>871</b>

32. It is expected that any additional pressure will be funded from the remaining £X in the Financing and Mitigation Reserve and well as utilising the Funding Volatility reserve if required. Working balances will continue to remain at £2.874m and will be reviewed regularly.

#### HRA

Cost of Living Pressure	£'000
Electricity	117
Gas	90
Current Forecast Deficit	<b>(119)</b>
Pay Award above budgeted 2%	76
<b>Revised Forecast Deficit</b>	<b>(43)</b>

33. The current proposed pay award will have a further budget impact on the Council's future budgets of £660k for General Fund and £94k for the HRA. At next committee meeting all cost-of-living impacts will be built into the MTFS assumptions and updated forecasts provided.

34. It is not just the Council that is facing financial pressures from the current economic climate. Many residents will have their own struggles to. The

monitoring of arrears of resident's accounts for Council Tax, Businesses for Business Rates and for Housing tenants have begun. Currently for Business Rates and Council Tax accounts arrears have not increased and collection rates have not been affected. However, the revenue and benefits department have reported an uptick in calls from both residents and businesses with concerns around paying future instalments when energy bills could be on of their highest bills. Housing Rents have seen an increase of 12% on last July's arrears position. Financially the impact for the Council is that is it likely it's bad debt provision for 2022/23 will increase as the debt rises. Departments will continue working collectively to support residents and business and mitigate the financial impact to the Council as much as possible.

### **Savings & Initiatives**

35. The Savings initiatives built within the MTFs are set out in the table below. They are RAG rated, Red being unachieved, and green being achieved at the time of reporting and based on current periods forecasts. These initiatives are monitored through the Council's budget monitoring process and reviewed regularly.

#### Proposed Saving Targets

<b>Proposed Saving Targets</b>	<b>2022/23 £'000</b>	<b>2023/24 £'000</b>	<b>2024/25 £'000</b>
Corporate Vacancy Factor/Organisation Review	(459)	(470)	(479)
Capitalisation Staff Costs	(50)	(50)	(50)
Digital Efficiencies	(30)	(30)	(30)
Vehicle Fleet Maintenance	(135)	(135)	(135)
<b>Total Efficiency Targets</b>	<b>(674)</b>	<b>(685)</b>	<b>(694)</b>
Leisure Strategy Income	(175)	(175)	(175)
Waste Service Income	(365)	(365)	(365)
Service Income Generation	(130)	(135)	(136)
<b>Total Income Generation Targets</b>	<b>(670)</b>	<b>(675)</b>	<b>(676)</b>
<b>Total Saving Targets</b>	<b>(1,344)</b>	<b>(1,360)</b>	<b>(1,370)</b>

36. The savings marked amber are yet to be achieved for the following reasons:

- Inflationary increases preventing any saving
- Delay in service delivery generating efficiencies
- Decrease in income targets due to cost of living crisis

#### One Team Strategic Partnership

37. A #OneTeam Strategic Partnership was agreed at an Extraordinary Council on 25 January 2022 and led to a Joint Chief Executive/Head of Paid Service being appointed across Rochford District Council and Brentwood Borough Council with effect from 1 February 2022. A joint savings ambition for the Partnership has been estimated at £595,000- £853,000 by 2025/26, however the apportionment of these savings between the councils will need to be agreed following further review of the respective current structures and so have not yet been included within the Council's Medium-Term Financial Strategy.
38. The first activity for the #OneTeam Transformation Programme has been the review of the senior leadership structure at Tier 2 (Strategic Director) and Tier 3 (Assistant Director/Corporate Director) levels. Appointments for new Tier 3 Director roles were made by the Chief Officer Appointments Committee on 16 June, with vacancies arising for five of the nine new roles effective from 1 August 2022. The vacant roles are being recruited to in the autumn of 2022 and interim arrangements will be put in place to ensure that the Council continues to deliver services effectively during this transition period.
39. The financial position reflects the current known impact of these changes. With all post assumed to be split 50:50 and the vacant posts recruited from 1<sup>st</sup> January 2023. However, the cost impacts of Tier 2 and Tier 3 are still subject to change and internal agreement between the two authorities. Any changes will be reflected in future updates.

### **Collection Fund**

40. The Council has a statutory requirement to operate a Collection Fund as a separate account to the General Fund. The purpose of the Collection Fund, therefore, is to isolate the income and expenditure relating to Council Tax and National Non-Domestic Business Rates. The administrative costs associated with the collection process are charged to the General Fund.

### **Council Tax**

41. For 2022/23 the Council's precept upon the collection fund is £6.589m, representing 10.4% of the total Council Tax precepts upon the Collection Fund of £63.434m.
42. The collection rate is currently running at 97.2%. This will be monitored closely during the year for any reduction resulting from the ongoing increases in the cost of living. A significant drop in the collection rate could result in a deficit on the Collection Fund, which would be a cost to the General Fund in 2023/24.

### **NNDR**

43. The funding regime from NNDR income has become increasingly complex in recent years. This is partly due to the granting of a range of business rates reliefs by central government, which are reimbursed to the Council via S31 grant. The reliefs include support for local businesses to help them recover from the impact of the COVID-19 pandemic.
44. In addition, the Council has seen a significant decline in its NNDR tax base in recent years, due to the closure of the Ford site and the trend of office space being converted to flats.
45. The Council's forecast share of NNDR income for 2022/23, including S31 grants, is £1.090m. This will be supplemented by a "safety net" payment, forecast at £0.521m, from the Essex Business Rates Pool.
46. The NNDR collection rate will be monitored closely during the year. Any reduction in collection rates would result in a deficit on the Collection Fund, but the impact of this upon the General Fund would be offset by additional safety net payments.

### **Earmarked Reserves**

47. The detailed earmarked reserve balances enclosed in Appendix B. A summary is provided in the table below

#### Earmark Reserve Forecast

	2022/23 Opening Balance £'000	2022/23 Forecast Balance £'000	2021/22 Movement £'000
Mitigation Reserves	4,271	493	4,764
Service Reserves	2,362	(314)	2,048
Specific Reserves	617	(16)	601
COVID-19 Reserves	5,196	(4,214)	982
<b>Total Reserves</b>	<b>12,446</b>	<b>(4,051)</b>	<b>8,395</b>

48. Drawdowns from reserves overall are to match against service expenditure. The drawdown from the NDR Collection Deficit and Tax Income Guarantee Scheme reserve are drawdowns associated with accounting within the Collection Fund, to mitigate the impact of reliefs given during the pandemic on the Council's finances.



## Housing Revenue Account – HRA

49. The Council approved a HRA budget and net surplus of £34k for 2022/23, and an HRA working Balance of £1.514m as of 31<sup>st</sup> March 2023. Since the 2021/22 Outturn has been produced the HRA working balance has increased to £1.922m.

50. The HRA in year variances for 2022/23, and resulting working balance forecast is summarised below, with further variance detail reported in Appendix A

### HRA Forecast

	Budget £'000	Forecast £'000	Variance £'000
Total Expenditure	11,406	10,916	(490)
Total Income	(13,663)	(13,663)	0
Non-Service Costs	2,223	2,378	155
Appropriations	0	250	250
<b>(Surplus)/Deficit on HRA</b>	<b>(34)</b>	<b>(119)</b>	<b>(85)</b>
Working Balance B/fwd	1,922	1,922	0
Surplus/(Deficit) in year	(34)	(119)	(85)
<b>Working Balance Cfwd</b>	<b>1,956</b>	<b>2,041</b>	<b>85</b>

51. The main variances contributing to the revised forecast of £119k surplus are:

52. There is an expectation that recharges from the General Fund will decrease to the HRA as the General Fund achieves savings from the Transformation Programme under the One Team partnership.

53. Rent Collection and recovery is expected to underspend. This is attributable to officers representing the Council themselves at court decreasing the cost of legal fees.

54. As Arrears do begin to increase especially as tenants face the squeeze around the cost of living the bad debt provision has been revised and is expected to increase by £100k.

55. Pension Fund deficit has been realigned and this is expected to increase by £55k.

56. Gas and Electric for the HRA is expected to increase by £217k compared to the original budget set.

57. Vacancy Factor is forecast to overachieve by £67k. A rate of 8%.

### **Capital Programme**

58. The current capital budget totals £59.008m including £17.532m of slippage from 2021/22. The detail capital program is disclosed in Appendix C

59. Currently there is £34.825m of identified slippage within the current programme.

60. E-financial Upgrade supplier resource issues for consultancy support meaning upgrade is delayed into the new financial year for the financial system. There is no detriment effect to the finance system not being upgraded to the latest version.

61. Asset Development at this moment in time no committed spend specifically for new asset development. Current team is prioritising all compliance work and ensuring the Brentwood centre building is maintained to a set standard.

62. Strategic Property acquisition budget is a budget allowing officers to purchase any small assets within the borough for regeneration, community value or economic development. At this moment in time there is no opportunity arising.

63. Regeneration Fund, talks continue to agree Heads of Terms regarding the site on the Ingrave Road. Once heads of terms are agreed it will be around 9 months until construction begins therefore most of the loan will be required in the new financial year.

64. Vehicle Replacement programme underspend is associated with delays to the delivery of new vehicles due to global shortages. Planned vehicles to be replaced will take longer and delivery will likely fall into the new financial year.
65. Car Park Improvements are there to support the Car Park Strategy recommendations. Work will begin in the new year, but majority will fall into the new financial year.
66. The Football Hub project continues, and conversations continue with the football foundation regarding options available to the Council. A Full appraisal on any scheme is required before further commitment is made.
67. Strategic Housing Development Programme has stalled due to a remaining owner at courage court which legal are now advising on. Once this is progressed the procurement for construction will commence. Forecast build start date is January 2023 the earliest. All other schemes continue to progress through planning and the project timeline.

### **Treasury Management Update**

68. The following paragraphs provide a treasury management update for the period April to July 2022.

### **Economic update**

69. The period April to July 2022 saw:
- further rises in Consumer Price Index (CPI) inflation to a new 40-year high of 9.1% in May 2022
  - successive rises in Bank rate, reaching 1.25%, the highest level since the Global Financial Crisis in 2008, with a further rise to 1.75% in August
  - a 0.3% contraction in GDP
  - a 54% hike in the Ofgem energy price cap in April
70. CPI inflation is expected to rise to just over 14% in Q4 of 2022 and to remain high throughout most of 2023 before returning to the 2% target in 2024. The UK economy is now expected to fall into recession from Q4 2022.
71. The potential 40%+ further increase in the energy price cap from October combined with growing commodity and food inflation will hit households' finances hard, with lower income families expected to be hit disproportionately hard.

### Interest rate forecasts

These forecasts have been supplied by Link Asset Services, the Council's treasury management advisers

	Sep-22	Dec-22	Mar-23	Jun-23	Sep-23	Dec-23	Mar-24	Jun-24	Sep-24	Dec-24
Bank Rate	1.75%	2.25%	2.75%	2.75%	2.75%	2.75%	2.50%	2.50%	2.25%	2.25%
PWLB Rates										
- 5 years	3.20%	3.30%	3.30%	3.30%	3.30%	3.20%	3.10%	3.00%	3.00%	3.00%
- 10 years	3.40%	3.50%	3.50%	3.50%	3.50%	3.40%	3.30%	3.20%	3.20%	3.20%
- 25 years	3.70%	3.70%	3.70%	3.70%	3.70%	3.70%	3.60%	3.50%	3.50%	3.40%
- 50 years	3.40%	3.40%	3.50%	3.50%	3.40%	3.40%	3.30%	3.20%	3.20%	3.10%

72. Bank Rate is forecasts to increase steadily, peaking at 2.75% during 2023 before tailing off during 2024. These forecasts assume that the Bank of England MPC will continue to deliver increases in Bank Rate into 2023 as an anti-inflation measure.

73. These forecasts are subject, however, not only by economic data releases and clarifications from the MPC over its monetary policies, but the on-going conflict between Russia and Ukraine, including the manner in which the West and NATO respond through sanctions and/or military intervention.

74. PWLB rates have risen considerably in recent months and are currently in the range of 2.75% to 3.75%. It is considered that PWLB rates already include the likely future increases in Bank Rate, and they are therefore expected to remain at their current levels up to December 2023 before reducing modestly during 2024.

### Review of the Treasury Management Strategy (TMSS)

75. This strategy was approved by Council on 23rd February 2022 as part of the Capital & Investment Strategy for 2022/23.

76. The first column in the table below shows the prudential indicators for 2022/23 that were included within the TMSS. Since then, the approved capital expenditure for 2022/23 has increased to £58.582m due to an additional slippage (approved by Policy, Resources & Economic Development Committee on 13th July 2022).

77. It is therefore necessary to increase:

- the Capital Expenditure indicator to the new approved amount
- the Capital Financing Requirement and Gross External Borrowing indicators to show the additional borrowing required

78. No increases are considered necessary to:

- the Operational Boundary indicator (the level above which external borrowing is not normally expected to rise)
- the Authorised Limit indicator (the statutory limit to the overall level of borrowing that the Council may hold)

The revised indicators are set out in column 2 below.

Revised Prudential Indicators

Prudential Indicator 2022/23	2022/23 TMSS £000	2022/23 Revised £000	Change £000
Capital Expenditure	54,965	58,952	3,987
Capital Financing Requirement	295,648	299,069	3,421
Gross External Borrowing	279,835	283,256	3,421
Operational Boundary	300,000	300,000	0
Authorised Limit	330,000	330,000	0

79. No prudential indicator limits were breached in the period April to July 2022.

External borrowing activity

80. The following table summarises the external borrowing activity during April to July 2022.

External Borrowings April – July 2022

	Short - Term	Long - Term	Transferred Debt	Total
--	-----------------	----------------	---------------------	-------

	£000	£000	£000	£000
Borrowing at 1 April 2022	36,000	192,019	177	228,196
Maturing borrowings repaid	(13,000)	0	0	(13,000)
New borrowings	10,000	0	0	10,000
<b>Borrowing at 31 July 2022</b>	<b>33,000</b>	<b>192,019</b>	<b>177</b>	<b>225,196</b>
Average interest rate	<b>0.34%</b>	<b>2.38%</b>	<b>8.62%</b>	
Proportion of total borrowing	<b>14.7%</b>	<b>85.3%</b>	<b>0.1%</b>	

81. Short-term borrowings are defined as having a duration of less than one year. All short-term borrowing is with other local authorities. All long-term borrowing is with the Public Works Loans Board (PWLB).

82. Borrowing activity during the period has been limited to taking out new short-term borrowings to replace some of the maturing borrowings. There have been no new PWLB borrowings during the period and no such borrowings are planned for the remainder of the year. It is envisaged that all maturing borrowings will be replaced with short-term borrowings. This approach will maintain a prudent balance within the portfolio between long-term and short-term borrowings.

83. The following table shows the maturity profile of the Council's borrowings, i.e. the years when the borrowings will mature. This demonstrates that the Council is not exposed to any years when there is a high amount of maturing borrowing requiring refinancing.

#### Maturity Profile of Borrowings

Period	Amount £000	Proportion of total borrowing	Maximum upper limit
> 1 year	33,000	15%	50%
2 to 5 years	10,000	4%	50%
6 to 10 years	32,400	14%	50%
10 to 20 years	42,019	19%	
20 to 30 years	17,000	8%	100%
Over 30 years	90,777	40%	
<b>Total</b>	<b>225,196</b>	<b>100%</b>	

#### **Investment activity**

84. The Council held £14m of investments as at 31 July 2022 an increase of £3m on the £11m balance at 31st March 2022. The £14m represents short term investments (o.e. with a duration of less than one year) and is broken down as follows:

- £3m with the Debt Management Account Deposit Facility provided by the UK Govt Debt Management Office
- £9m with banks
- £2m within the local authority sector

85. Interest earnings for the period were £0.049m, representing an annual rate of return of 1.07%.

86. All investments during the period were within the parameters set out in the TMSS. The security of funds continues to be the priority when making investments.

87. The Council's cashflow forecasts continue to show a cash liquid position. Delays to the capital programme means less borrowing is required than originally assumed. The reprofiling of the capital programme is a key focus to update the assumptions of the cashflows. A high-level summary of the cashflow forecast is tabled below

	£'000											
	April	May	June	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
<b>Opening bank balance</b>	<b>-3,320</b>	<b>-520</b>	<b>-2,229</b>	<b>-1,786</b>	<b>-786</b>	<b>-4,057</b>	<b>-10,629</b>	<b>-13,967</b>	<b>-13,859</b>	<b>-8,333</b>	<b>-18,438</b>	<b>-10,851</b>
Total Operating Income	-12,121	-12,289	-12,276	-11,046	-11,262	-13,109	-11,191	-11,374	-12,720	-10,996	-7,635	-9,962
Total Operating Expenditure	6,921	13,580	11,719	12,046	10,991	12,537	17,853	8,482	13,246	12,891	13,223	20,532
Total Investments & Borrowings	8,000	-3,000	1,000	0	-3,000	-6,000	-10,000	3,000	5,000	-12,000	2,000	-3,000
Total -Income/Expenditure in month	2,800	-1,709	443	1,000	-3,271	-6,572	-3,338	108	5,526	-10,105	7,587	7,570
<b>Closing bank balance</b>	<b>-520</b>	<b>-2,229</b>	<b>-1,786</b>	<b>-786</b>	<b>-4,057</b>	<b>-10,629</b>	<b>-13,967</b>	<b>-13,859</b>	<b>-8,333</b>	<b>-18,438</b>	<b>-10,851</b>	<b>-3,281</b>

## Consultation

88. Regarding setting the budget for 2023/24 the Council is currently consulting with residents and local business in an online consultation. This consultation ends 2 October 2022 and results of this consultation will be presented to the next PRED committee.

## References to Corporate Plan



89. Financial monitoring of the MTFS, HRA, Capital programme and Treasury Activity, underpins achieving all aspirations of the Corporate Plan

## **Implications**

### **Financial Implications**

**Name/Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) and S151 Officer**

**Tel/Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

90. The financial implications are contained within this report.

### **Legal Implications**

**Name & Title: Steve Summers, Strategic Director and Monitoring Officer**

**Tel & Email: 01277 312500/steve.summers@brentwood.rochford.gov.uk**

91. The Council has a variety of statutory duties which it must fulfil by law. Including setting a balanced budget for each fiscal year and must take steps to monitor income and expenditure against the budget set. It cannot lawfully not to carry out those duties. Financial monitoring of the budget throughout the year complies with the duties under the Local Government Act 2003, the Housing Act 1985, the Local Government and Housing Act 1989 and the Local Government Finance Act 1992 and subsequent legislation. For other activities, the Council provides services in pursuance of a statutory power rather than a duty, and though not bound to carry out those activities, decisions about them must be taken in accordance with the decision-making requirements of administrative law.

### **Economic Implications**

**Name/Title: Phil Drane, Director of Place**

**Tel/Email: 01277 312500/philip.drane@brentwood.rochford.gov.uk**

92. There are no direct economic implications, although it is important that the Council maintain a robust budget to inform how the Council interacts with residents, businesses, partners and customers through the provision of certain services.

### **Other Implications**

### **Risk Management**

93. The Council already faced a challenging situation to balance the budget from 2022/23 onwards. So, the impact of Covid-19 on future years budgets will be considered carefully as part of the Council's MTFS process.

94. Within the General Fund Forecasts are major increase in costs for the LDP, professional legal fees to support workstreams such as planning enforcement, Brentwood centre and affordable housing development. These are sustainable for the short term only. Prioritization of workstreams need to be reviewed to align future budgets.

### **Background Papers**

None

### **Appendices to this report**

- Appendix A: General Fund and HRA Variances
- Appendix B: Earmark Reserves
- Appendix C: Capital Programme

**Corporate Strategy Summary**

	<b>Budget</b>	<b>Est Outturn</b>	<b>Variance</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Brentwood 2025– Service Expenditure</b>			
Growing Our Economy	1,125	1,223	97
Protecting Our Environment	(1,626)	(1,732)	(107)
Developing Our Communities	1,128	1,457	329
Delivering An Efficient & Effective Council	5,429	5,491	62
Improving Housing	136	123	(13)
<b>Total Spend - Brentwood 2025</b>	<b>6,193</b>	<b>6,562</b>	<b>368</b>
Operating & Financing Charges	2,090	1,923	(167)
Appropriations	866	866	0
<b>Total Spending Requirement</b>	<b>9,149</b>	<b>9,350</b>	<b>202</b>
<b>Funding:</b>			
Council Tax	(6,589)	(6,589)	0
Business Rates Income	(1,535)	(1,535)	0
New Homes Bonus Grant	(715)	(715)	0
Other Grants	(188)	(188)	0
<b>Total Funding</b>	<b>(9,027)</b>	<b>(9,027)</b>	<b>0</b>
<b>Deficit on General Fund Services</b>	<b>122</b>	<b>324</b>	<b>202</b>

**Corporate Strategy Cost Centre Summary**

	Budget	Est outturn	Variance
	£'000	£'000	£'000
<b>Brentwood 2025– Service Expenditure</b>			
<b>Growing Our Economy</b>	<b>1,125</b>	<b>1,223</b>	<b>97</b>
Asset Development	0	(7)	(7)
Economic Development	187	182	(4)
Land Charges	(31)	(10)	22
Planning Development Managemt	171	157	(14)
Planning Enforcement	110	207	97
Planning Policy	689	693	4
<b>Protecting Our Environment</b>	<b>(1,626)</b>	<b>(1,732)</b>	<b>(107)</b>
Asset Management	(3,784)	(3,807)	(23)
Building Control	99	67	(32)
Cctv	119	117	(3)
Cemeteries	27	3	(24)
Depot Management & Admin	746	555	(191)
Dog Control	8	8	0
Env Health & Licensing Admin	98	94	(4)
Env Health Team & Support	320	228	(93)
Env Pro. Noise & Pollution	4	4	0
Environmental Initiatives	35	35	(0)
Environmental Maintenance	(58)	(58)	0
Grounds Maintenance	422	432	10
Licensing	(17)	(4)	13
Open Spaces	39	39	0
Parking	(596)	(474)	122
Street Services	550	548	(2)
Other Environmental Services	8	8	(0)
Vehicle Fleet Management	751	790	39
Waste Management	(397)	(317)	80
<b>Developing Our Communities</b>	<b>1,128</b>	<b>1,457</b>	<b>329</b>
Communities, Health & Leisure	679	873	194
Community Safety	158	156	(2)
Golf Course	(78)	(115)	(36)
Health & Food Safety	222	217	(4)
Open Spaces	148	325	178

<b>Brentwood 2025– Service Expenditure</b>	<b>Budget £'000</b>	<b>Est outturn £'000</b>	<b>Variance £'000</b>
<b>Delivering An Efficient &amp; Effective Council</b>	5,429	5,491	62
Commercial Activity	(200)	0	200
Communications	78	79	1
Corporate Finance	672	647	(25)
Corporate Fraud	(27)	(26)	2
Corporate Management	40	67	27
Corporate Support	216	213	(3)
Council Tax & Nndr	205	260	54
Customer & Performance	298	254	(44)
Democratic Services & Support	316	308	(8)
Design And Print Services	55	47	(8)
Digital Servs & Transformation	1,266	1,301	35
Electoral Services	324	284	(40)
Emergency Planning	1	1	0
Executive Board	699	535	(165)
Health & Food Safety	(10)	2	12
Hsg Benefit & C.Tax Support	49	113	64
Human Resources	354	309	(45)
Internal Audit	90	95	5
Legal Services & Data Protect	375	383	8
Office Accommodation	151	140	(12)
Payroll	37	37	0
Procurement	19	21	2
Revs & Bens Customer Support	419	419	0
<b>Improving Housing</b>	<b>136</b>	<b>123</b>	<b>(13)</b>
Community Alarms	15	5	(10)
Homelessness	131	136	5
Housing Advice & Enabling	51	43	(8)
Housing Genral Fund Properties	(55)	(55)	0
Housing Standards	(5)	(5)	0
<b>Total Spend - Brentwood 2025</b>	<b>6,193</b>	<b>6,562</b>	<b>368</b>
<b>Net Non-Service Expenditure</b>	<b>2,090</b>	<b>1,923</b>	<b>(167)</b>
Accounting Adjustments	112	112	0
Interest Payable - Gf	2,958	2,958	0
Interest Receivable	(2,402)	(2,402)	0
Investment Properties	(371)	(331)	39
Payments To Pension Fund	1,138	975	(163)
Provision For Loan Repay (Mrp)	1,286	1,246	(40)
Contingency And Savings	(631)	(634)	(3)
<b>Appropriations</b>	<b>866</b>	<b>866</b>	<b>0</b>
Duchess Of Kent Reserve	(12)	(12)	0
In Borough Regeneration	878	878	0
<b>Total Spending Requirement</b>	<b>9,149</b>	<b>9,350</b>	<b>202</b>
<b>Funded by</b>	<b>(9,027)</b>	<b>(9,027)</b>	<b>0</b>
Council Tax	(6,589)	(6,589)	0
Business Rates Income	(1,535)	(1,535)	0
New Homes Bonus Grant	(715)	(715)	0
Other Grants	(188)	(188)	0
<b>Surplus/ Deficit on General Fund Services</b>	<b>122</b>	<b>324</b>	<b>202</b>

**Corporate Strategy Subjective Summary**

	Budget	Est outturn	Variance
	£'000	£'000	£'000
<b>Net Service Expenditure</b>	<b>6,193</b>	<b>6,562</b>	<b>368</b>
<b>Growing Our Economy</b>	<b>1,125</b>	<b>1,223</b>	<b>97</b>
Employee Related Expenditure	1,219	1,270	51
Premises Related Expenditure	0	0	0
Transport Related Expenditure	2	2	0
Supplies & Services	382	461	79
Third Party Payments	582	538	(45)
Transfer Payments	33	0	(33)
Customer & Client Receipts	(918)	(924)	(6)
Government Grants	(150)	(100)	50
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	(25)	(25)	0
<b>Protecting Our Environment</b>	<b>(1,626)</b>	<b>(1,732)</b>	<b>(107)</b>
Employee Related Expenditure	5,279	4,785	(494)
Premises Related Expenditure	898	1,046	147
Transport Related Expenditure	802	945	142
Supplies & Services	932	1,101	169
Third Party Payments	138	239	101
Transfer Payments	(135)	(135)	0
Customer & Client Receipts	(7,758)	(7,738)	21
Government Grants	0	(26)	(26)
Income - Transfers/Appropriatio	(60)	(268)	(208)
Other Grants & Reimbursements	(1,212)	(1,206)	6
Recharges - Internal Income	(511)	(476)	35
<b>Developing Our Communities</b>	<b>1,128</b>	<b>1,457</b>	<b>329</b>
Employee Related Expenditure	852	862	9
Premises Related Expenditure	626	1,015	389
Transport Related Expenditure	55	49	(6)
Supplies & Services	245	248	3
Third Party Payments	141	165	24
Transfer Payments	39	26	(13)
Customer & Client Receipts	(553)	(614)	(61)
Other Grants & Reimbursements	(178)	(197)	(19)
Recharges - Internal Income	(99)	(96)	3

	Budget	Est outturn	Variance
	£'000	£'000	£'000
<b>Delivering An Efficient &amp; Effective Council</b>	<b>5,429</b>	<b>5,491</b>	<b>62</b>
Employee Related Expenditure	4,414	4,107	(306)
Premises Related Expenditure	427	421	(5)
Transport Related Expenditure	5	7	2
Supplies & Services	2,289	2,443	154
Third Party Payments	1,891	1,977	86
Transfer Payments	10,980	8,856	(2,124)
Customer & Client Receipts	(788)	(575)	213
Government Grants	(11,364)	(9,197)	2,167
Income - Transfers/Appropriatio	(7)	(7)	0
Other Grants & Reimbursements	(982)	(1,175)	(193)
Recharges - Internal Income	(1,436)	(1,367)	69
<b>Improving Housing</b>	<b>136</b>	<b>123</b>	<b>(13)</b>
Employee Related Expenditure	356	363	7
Premises Related Expenditure	21	19	(2)
Transport Related Expenditure	0	0	0
Supplies & Services	83	120	37
Third Party Payments	23	16	(7)
Transfer Payments	0	0	0
Customer & Client Receipts	(144)	(149)	(6)
Government Grants	(203)	(242)	(39)
Income - Transfers/Appropriatio	0	(4)	(4)
<b>Net Non-Service Expenditure</b>	<b>2,955</b>	<b>2,789</b>	<b>(167)</b>
Operating & Financing Charges	<b>2,090</b>	<b>1,923</b>	<b>(167)</b>
Appropriations	<b>866</b>	<b>866</b>	<b>0</b>
<b>Total funding</b>	<b>(9,027)</b>	<b>(9,027)</b>	<b>0</b>
Council Tax	(6,589)	(6,589)	0
Business Rates Income	(1,535)	(1,535)	0
New Homes Bonus Grant	(715)	(715)	0
Other Grants	(188)	(188)	0
<b>General Fund balance</b>	<b>122</b>	<b>324</b>	<b>202</b>







**Corporate Strategy Cost Centre and Subjective Summary**

<b>Brentwood 2025– Service Expenditure</b>	<b>Budget £'000</b>	<b>Est outturn £'000</b>	<b>Variance £'000</b>
<b>Growing Our Economy</b>	<b>1,125</b>	<b>1,223</b>	<b>97</b>
<u>Asset Development</u>	0	(7)	(7)
Supplies & Services	0	(7)	(7)
<u>Economic Development</u>	187	182	(4)
Employee Related Expenditure	115	111	(4)
Supplies & Services	96	96	0
Other Grants & Reimbursements	(25)	(25)	0
<u>Land Charges</u>	(31)	(10)	22
Employee Related Expenditure	64	62	(1)
Supplies & Services	34	43	9
Third Party Payments	16	31	16
Customer & Client Receipts	(145)	(147)	(2)
<u>Planning Development Managemt</u>	171	157	(14)
Employee Related Expenditure	691	655	(36)
Transport Related Expenditure	2	2	0
Supplies & Services	129	171	42
Third Party Payments	122	107	(16)
Customer & Client Receipts	(773)	(777)	(4)
<u>Planning Enforcement</u>	110	207	97
Employee Related Expenditure	109	207	97
Transport Related Expenditure	1	1	0
<u>Planning Policy</u>	689	693	4
Employee Related Expenditure	239	235	(5)
Transport Related Expenditure	0	0	0
Supplies & Services	122	158	36
Third Party Payments	445	400	(45)
Transfer Payments	33	0	(33)
Government Grants	(150)	(100)	50

	Budget £'000	Est outturn £'000	Variance £'000
<b>Brentwood 2025– Service Expenditure</b>			
<b>Protecting Our Environment</b>	<b>(1,626)</b>	<b>(1,732)</b>	<b>(107)</b>
<u>Asset Management</u>	<b>(3,784)</b>	<b>(3,807)</b>	<b>(23)</b>
Employee Related Expenditure	191	104	(87)
Premises Related Expenditure	220	269	49
Transport Related Expenditure	0	0	0
Supplies & Services	41	42	2
Third Party Payments	50	30	(20)
Customer & Client Receipts	<b>(4,125)</b>	<b>(4,136)</b>	<b>(11)</b>
Other Grants & Reimbursements	<b>(14)</b>	<b>(10)</b>	4
Recharges - Internal Income	<b>(147)</b>	<b>(107)</b>	40
<u>Building Control</u>	99	67	(32)
Employee Related Expenditure	376	316	(60)
Premises Related Expenditure	0	0	0
Transport Related Expenditure	8	8	0
Supplies & Services	22	15	(7)
Customer & Client Receipts	<b>(307)</b>	<b>(271)</b>	36
<u>CCTV</u>	119	117	(3)
Employee Related Expenditure	138	135	(3)
Premises Related Expenditure	17	17	0
Supplies & Services	30	30	0
Income - Transfers/Appropriatio	<b>(15)</b>	<b>(15)</b>	0
Recharges - Internal Income	<b>(51)</b>	<b>(51)</b>	0
<u>Cemeteries</u>	27	3	(24)
Employee Related Expenditure	92	77	(15)
Premises Related Expenditure	27	31	3
Transport Related Expenditure	3	3	0
Supplies & Services	13	13	0
Customer & Client Receipts	<b>(106)</b>	<b>(120)</b>	<b>(14)</b>
Other Grants & Reimbursements	<b>(2)</b>	0	2
<u>Depot Management &amp; Admin</u>	746	555	(191)
Employee Related Expenditure	603	400	(203)
Premises Related Expenditure	133	143	10
Transport Related Expenditure	6	6	0
Supplies & Services	7	81	74
Third Party Payments	0	0	0
Customer & Client Receipts	<b>(3)</b>	<b>(3)</b>	0
Income - Transfers/Appropriatio	0	<b>(72)</b>	<b>(72)</b>
Recharges - Internal Income	0	0	0
<u>Dog Control</u>	8	8	0
Supplies & Services	8	8	0

<b>Brentwood 2025– Service Expenditure</b>	<b>Budget £'000</b>	<b>Est outturn £'000</b>	<b>Variance £'000</b>
<u>Env Health &amp; Licensing Admin</u>	98	94	(4)
Employee Related Expenditure	92	91	(0)
Transport Related Expenditure	0	0	0
Supplies & Services	2	2	(0)
Third Party Payments	4	25	21
Transfer Payments	0	0	0
Government Grants	0	(25)	(25)
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	0	0	0
<u>Env Health Team &amp; Support</u>	320	228	(93)
Employee Related Expenditure	322	172	(150)
Transport Related Expenditure	1	1	0
Supplies & Services	5	5	0
Third Party Payments	9	67	58
Recharges - Internal Income	(17)	(17)	(0)
<u>Env Pro. Noise &amp; Pollution</u>	4	4	0
Supplies & Services	9	9	0
Third Party Payments	0	0	0
Customer & Client Receipts	(4)	(5)	(1)
Other Grants & Reimbursements	(1)	0	1
<u>Environmental Initiatives</u>	35	35	(0)
Employee Related Expenditure	45	45	(0)
Premises Related Expenditure	0	26	26
Transport Related Expenditure	16	16	0
Supplies & Services	19	19	0
Income - Transfers/Appropriatio	(45)	(71)	(26)
Other Grants & Reimbursements	0	0	0
<u>Environmental Maintenance</u>	(58)	(58)	0
Other Grants & Reimbursements	(58)	(58)	0
<u>Grounds Maintenance</u>	422	432	10
Employee Related Expenditure	642	603	(39)
Premises Related Expenditure	12	12	0
Transport Related Expenditure	23	77	53
Supplies & Services	27	37	10
Third Party Payments	0	0	0
Customer & Client Receipts	(5)	(16)	(11)
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	0	0	0
Recharges - Internal Income	(277)	(280)	(3)
<u>Licensing</u>	(17)	(4)	13
Employee Related Expenditure	135	133	(3)
Transport Related Expenditure	1	0	(0)
Supplies & Services	32	25	(8)
Third Party Payments	37	38	2
Transfer Payments	0	0	0
Customer & Client Receipts	(221)	(199)	23
Government Grants	0	(1)	(1)

	Budget £'000	Est outturn £'000	Variance £'000
<u>Open Spaces</u>	39	39	0
Employee Related Expenditure	0	0	0
Premises Related Expenditure	45	70	25
Transport Related Expenditure	0	0	0
Supplies & Services	2	3	0
Third Party Payments	0	0	0
Transfer Payments	0	0	0
Capital Income	0	0	0
Customer & Client Receipts	(8)	(8)	0
Income - Transfers/Appropriatio	0	(25)	(25)
Other Grants & Reimbursements	0	0	0
Recharges - Internal Income	0	0	0
<u>Parking</u>	(596)	(474)	122
Employee Related Expenditure	220	256	35
Premises Related Expenditure	409	443	34
Transport Related Expenditure	1	1	0
Supplies & Services	128	140	12
Third Party Payments	0	41	41
Customer & Client Receipts	(1,354)	(1,355)	(0)
<u>Street Services</u>	550	548	(2)
Employee Related Expenditure	598	597	(2)
Premises Related Expenditure	31	30	(0)
Transport Related Expenditure	6	6	0
Supplies & Services	56	76	20
Third Party Payments	30	30	0
Transfer Payments	0	0	0
Capital Income	0	0	0
Customer & Client Receipts	(31)	(31)	0
Income - Transfers/Appropriatio	0	(20)	(20)
Other Grants & Reimbursements	(126)	(126)	(0)
Recharges - Internal Income	(15)	(15)	0
<u>Other Environmental Services</u>	8.15	8.15	(0.01)
Third Party Payments	8.50	8.50	0.00
Customer & Client Receipts	(0.35)	(0.36)	(0.01)
<u>Vehicle Fleet Management</u>	751	790	39
Employee Related Expenditure	145	95	(50)
Premises Related Expenditure	4	4	0
Transport Related Expenditure	724	814	89
Supplies & Services	27	52	25
Third Party Payments	0	0	0
Transfer Payments	(135)	(135)	0
Capital Income	0	0	0
Customer & Client Receipts	(10)	(10)	0
Income - Transfers/Appropriatio	0	(25)	(25)
Other Grants & Reimbursements	0	0	0
Recharges - Internal Income	(5)	(5)	(0)
<u>Waste Management</u>	(397)	(317)	80
Employee Related Expenditure	1,680	1,763	83
Premises Related Expenditure	0	0	0
Transport Related Expenditure	15	15	0
Supplies & Services	503	543	40
Customer & Client Receipts	(1,584)	(1,584)	(0)
Government Grants	0	0	0
Income - Transfers/Appropriatio	0	(40)	(40)
Other Grants & Reimbursements	(1,011)	(1,013)	(1)
Recharges - Internal Income	0	(2)	(2)

	Budget £'000	Est outturn £'000	Variance £'000
<b>Developing Our Communities</b>	<b>1,128</b>	<b>1,457</b>	<b>329</b>
<u>Communities, Health &amp; Leisure</u>	679	873	194
Employee Related Expenditure	288	283	(5)
Premises Related Expenditure	403	609	207
Transport Related Expenditure	6	6	0
Supplies & Services	149	153	3
Third Party Payments	74	95	21
Transfer Payments	20	7	(13)
Customer & Client Receipts	(117)	(117)	0
Government Grants	0	0	0
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	(145)	(164)	(19)
<u>Community Safety</u>	158	156	(2)
Employee Related Expenditure	263	258	(5)
Premises Related Expenditure	0	0	0
Transport Related Expenditure	5	5	0
Supplies & Services	7	7	0
Third Party Payments	5	5	0
Transfer Payments	19	19	0
Customer & Client Receipts	(8)	(8)	0
Other Grants & Reimbursements	(33)	(33)	0
Recharges - Internal Income	(99)	(96)	3
<u>Golf Course</u>	(78)	(115)	(36)
Employee Related Expenditure	159	185	26
Premises Related Expenditure	29	31	2
Supplies & Services	39	38	(1)
Transport Related Expenditure	32	26	(6)
Customer & Client Receipts	(338)	(395)	(57)
<u>Health &amp; Food Safety</u>	222	217	(4)
Employee Related Expenditure	143	136	(7)
Transport Related Expenditure	1	0	(0)
Supplies & Services	20	20	(0)
Third Party Payments	62	65	3
Transfer Payments	0	0	0
Customer & Client Receipts	(3)	(3)	(0)
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	0	0	0
<u>Open Spaces</u>	148	325	178
Premises Related Expenditure	194	375	181
Transport Related Expenditure	11	11	0
Supplies & Services	30	31	1
Customer & Client Receipts	(88)	(91)	(3)
Government Grants	0	0	0
Other Grants & Reimbursements	0	0	0

	Budget £'000	Est outturn £'000	Variance £'000
<b>Delivering An Efficient &amp; Effective Council</b>	<b>5,429</b>	<b>5,491</b>	<b>62</b>
<u>Commercial Activity</u>	(200)	0	200
Customer & Client Receipts	(200)	0	200
<u>Communications</u>	78	79	1
Employee Related Expenditure	103	104	0
Transport Related Expenditure	0	0	0
Supplies & Services	0	0	0
Third Party Payments	15	0	(15)
Customer & Client Receipts	0	0	0
Other Grants & Reimbursements	(15)	0	15
Recharges - Internal Income	(25)	(24)	1
<u>Corporate Finance</u>	672	647	(25)
Employee Related Expenditure	642	629	(13)
Premises Related Expenditure	0	50	50
Transport Related Expenditure	0	0	0
Supplies & Services	132	136	4
Third Party Payments	54	54	0
Transfer Payments	0	0	0
Customer & Client Receipts	0	0	0
Other Grants & Reimbursements	(31)	(98)	(67)
Recharges - Internal Income	(126)	(125)	1
<u>Corporate Fraud</u>	(27)	(26)	2
Employee Related Expenditure	67	65	(2)
Supplies & Services	6	6	0
Third Party Payments	0	0	0
Recharges - Internal Income	(101)	(98)	4
<u>Health &amp; Food Safety</u>	(10)	2	12
Employee Related Expenditure	0	0	0
Transport Related Expenditure	0	0	0
Supplies & Services	0	0	0
Third Party Payments	8	8	0
Transfer Payments	0	0	0
Customer & Client Receipts	0	0	0
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	0	0	0
Recharges - Internal Income	(18)	(6)	12
<u>Corporate Management</u>	40	67	27
Premises Related Expenditure	0	0	0
Supplies & Services	230	266	36
Third Party Payments	19	19	0
Customer & Client Receipts	0	0	0
Government Grants	(27)	(27)	0
Other Grants & Reimbursements	0	0	0
Recharges - Internal Income	(183)	(191)	(9)
<u>Corporate Support</u>	216	213	(3)
Employee Related Expenditure	132	129	(4)
Premises Related Expenditure	0	0	0
Supplies & Services	113	113	0
Other Grants & Reimbursements	(6)	(6)	0
Recharges - Internal Income	(23)	(23)	1



	Budget £'000	Est outturn £'000	Variance £'000
<u>Council Tax &amp; Nndr</u>	205	260	54
Premises Related Expenditure	0	0	0
Supplies & Services	15	51	36
Third Party Payments	699	699	0
Transfer Payments	0	0	0
Customer & Client Receipts	(45)	(30)	15
Government Grants	(106)	(145)	(39)
Other Grants & Reimbursements	(358)	(315)	42
<u>Customer &amp; Performance</u>	298	254	(44)
Employee Related Expenditure	473	425	(48)
Transport Related Expenditure	0	0	0
Supplies & Services	6	6	0
Recharges - Internal Income	(181)	(176)	4
<u>Democratic Services &amp; Support</u>	316	308	(8)
Employee Related Expenditure	160	148	(12)
Transport Related Expenditure	2	2	0
Supplies & Services	324	324	0
Customer & Client Receipts	(5)	(6)	(2)
Recharges - Internal Income	(165)	(160)	5
<u>Design And Print Services</u>	55	47	(8)
Employee Related Expenditure	33	32	(1)
Supplies & Services	24	17	(8)
Customer & Client Receipts	0	0	0
Recharges - Internal Income	(2)	(1)	0
<u>Digital Servs &amp; Transformation</u>	1,266	1,301	35
Employee Related Expenditure	802	663	(139)
Customer & Client Receipts	(45)	(45)	0
Government Grants	0	0	0
Transport Related Expenditure	0	0	0
Third Party Payments	0	14	14
Supplies & Services	704	865	161
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	0	(2)	(2)
Recharges - Internal Income	(195)	(194)	1
Recharges To Hra	0	0	0
<u>Electoral Services</u>	324	284	(40)
Employee Related Expenditure	229	190	(40)
Transport Related Expenditure	0	0	0
Supplies & Services	24	24	0
Third Party Payments	0	0	0
Transfer Payments	70	70	0
Customer & Client Receipts	0	0	0
Government Grants	0	0	0
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	0	0	0
<u>Emergency Planning</u>	1	1	0
Employee Related Expenditure	0	0	0
Supplies & Services	1	1	0



	Budget £'000	Est outturn £'000	Variance £'000
<u>Executive Board</u>	699	535	(165)
Employee Related Expenditure	1,142	1,198	56
Premises Related Expenditure	0	(61)	(61)
Transport Related Expenditure	0	2	2
Supplies & Services	67	72	5
Third Party Payments	68	148	80
Transfer Payments	10	0	(10)
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	(423)	(677)	(254)
Recharges - Internal Income	(164)	(147)	17
<u>Hsg Benefit &amp; C.Tax Support</u>	49	113	64
Supplies & Services	149	121	(28)
Third Party Payments	280	280	0
Transfer Payments	10,900	8,786	(2,114)
Customer & Client Receipts	(48)	(48)	0
Government Grants	(11,231)	(9,025)	2,206
<u>Human Resources</u>	354	309	(45)
Employee Related Expenditure	331	298	(34)
Premises Related Expenditure	0	(20)	(20)
Transport Related Expenditure	0	0	0
Supplies & Services	43	45	2
Third Party Payments	50	50	0
Transfer Payments	0	0	0
Customer & Client Receipts	0	(1)	(1)
Government Grants	0	0	0
Other Grants & Reimbursements	0	0	0
Recharges - Internal Income	(70)	(63)	8
<u>Internal Audit</u>	90	95	5
Supplies & Services	0	0	0
Third Party Payments	90	95	5
Recharges - Internal Income	0	0	0
<u>Legal Services &amp; Data Protect</u>	375	383	8
Employee Related Expenditure	115	47	(68)
Supplies & Services	296	338	42
Third Party Payments	143	145	2
Income - Transfers/Appropriatio	0	0	0
Other Grants & Reimbursements	(94)	(69)	25
Recharges - Internal Income	(85)	(78)	8
<u>Office Accommodation</u>	151	140	(12)
Employee Related Expenditure	134	130	(4)
Premises Related Expenditure	427	452	25
Transport Related Expenditure	2	2	0
Supplies & Services	141	45	(96)
Third Party Payments	0	0	0
Customer & Client Receipts	(445)	(445)	0
Other Grants & Reimbursements	(56)	(8)	48
Recharges - Internal Income	(52)	(36)	16
<u>Payroll</u>	37	37	0
Transport Related Expenditure	1	1	0
Supplies & Services	0	0	0
Third Party Payments	47	47	0
Other Grants & Reimbursements	0	0	0
Recharges - Internal Income	(10)	(10)	0
<u>Procurement</u>	19	21	2
Employee Related Expenditure	50	51	1
Transport Related Expenditure	0	0	0
Supplies & Services	12	12	0
Third Party Payments	0	0	0
Recharges - Internal Income	(37)	(36)	1
Income - Transfers/Appropriatio	(7)	(7)	0
<u>Revs &amp; Bens Customer Support</u>	419	419	0
Supplies & Services	0	0	0
Third Party Payments	419	419	0

	Budget £'000	Est outturn £'000	Variance £'000
<b>Improving Housing</b>	<b>136</b>	<b>123</b>	<b>(13)</b>
<u>Community Alarms</u>	15	5	(10)
Employee Related Expenditure	0	0	0
Transport Related Expenditure	0	0	0
Supplies & Services	0	0	0
Third Party Payments	15	15	0
Customer & Client Receipts	0	(10)	(10)
<u>Homelessness</u>	131	136	5
Employee Related Expenditure	315	323	8
Premises Related Expenditure	21	19	(2)
Transport Related Expenditure	0	0	0
Supplies & Services	80	117	37
Third Party Payments	1	1	0
Transfer Payments	0	0	0
Customer & Client Receipts	(83)	(78)	5
Government Grants	(203)	(242)	(39)
Income - Transfers/Appropriatio	0	(4)	(4)
<u>Housing Advice &amp; Enabling</u>	51	43	(8)
Employee Related Expenditure	41	40	(1)
Transport Related Expenditure	0	0	0
Supplies & Services	3	3	0
Third Party Payments	7	0	(7)
Customer & Client Receipts	0	0	0
Government Grants	0	0	0
Income - Transfers/Appropriatio	0	0	0
<u>Housing Genral Fund Properties</u>	(55)	(55)	0
Premises Related Expenditure	0	0	0
Supplies & Services	0	0	0
Customer & Client Receipts	(56)	(56)	0
<u>Housing Standards</u>	(5)	(5)	0
Supplies & Services	0	0	0
Customer & Client Receipts	(5)	(5)	0
<b>Total Spend - Brentwood 2025</b>	<b>6,193</b>	<b>6,561</b>	<b>368</b>

	Budget £'000	Est outturn £'000	Variance £'000
<b>Net Non-Service Expenditure</b>	<b>2,090</b>	<b>1,923</b>	<b>(167)</b>
Accounting Adjustments	112	112	0
Interest Payable - Gf	2,958	2,958	0
Interest Receivable	(2,402)	(2,402)	0
Investment Properties	(371)	(331)	39
Payments To Pension Fund	1,138	975	(163)
Provision For Loan Repay (Mrp)	1,286	1,246	(40)
Contingency And Savings	(631)	(634)	(3)
<b>Appropriations (Reserves)</b>	<b>866</b>	<b>866</b>	<b>0</b>
Duchess Of Kent Reserve	(12)	(12)	0
In Borough Regeneration	878	878	0
<b>Total Spending Requirement</b>	<b>9,149</b>	<b>9,350</b>	<b>202</b>
<b>Funded by</b>	<b>(9,027)</b>	<b>(9,027)</b>	<b>0</b>
Council Tax	(6,589)	(6,589)	0
Business Rates Income	(1,535)	(1,535)	0
New Homes Bonus Grant	(715)	(715)	0
Other Grants	(188)	(188)	0
<b>Surplus/ Deficit on General Fund Services</b>	<b>122</b>	<b>323</b>	<b>202</b>

	Budget	Est outturn	Variance
	£'000	£'000	£'000
<b>Expenditure:</b>			
Repairs and Maintenance	3,316	3,291	(24)
Supervision and Management	4,631	4,160	(471)
Rent, Rates, Taxes and Other Charges	171	172	1
Corporate and Non-Corporate Democratic Core	347	351	4
Depreciation and Impairment	2,941	2,941	0
<b>Total Expenditure</b>	<b>11,406</b>	<b>10,916</b>	<b>(490)</b>
<b>Income:</b>			
Dwelling Income	(12,396)	(12,448)	(52)
Non-Dwelling Income	(327)	(276)	52
Charges for Services and Facilities	(937)	(935)	3
Contributions to Expenditure	(3)	(5)	(2)
<b>Total Income</b>	<b>(13,663)</b>	<b>(13,663)</b>	<b>0</b>
<b>Net (Income) on HRA Services</b>	<b>(2,257)</b>	<b>(2,747)</b>	<b>(490)</b>
<b>HRA Share of Other Operating Income &amp; Expenditure</b>			
Movement in the Allowance for Bad Debts	60	160	100
Interest Payable and similar charges	2,071	2,071	0
Interest and Investment Interest	(94)	(94)	0
Contribution to Capital Financing	0	0	0
Net Interest on the Net Defined benefit liability	185	240	55
	<b>2,223</b>	<b>2,378</b>	<b>155</b>
<b>Appopiations</b>	<b>0</b>	<b>250</b>	<b>250</b>
<b>HRA Services (Surplus)</b>	<b>(34)</b>	<b>(119)</b>	<b>(85)</b>

	Budget	Est Outturn	Variance
	£'000	£'000	£'000
<b>Expenditure:</b>			
Employee Related Expenditure	1,463	1,338	(125)
Premises Related Expenditure	3,634	3,955	321
Transport Related Expenditure	13	11	(2)
Supplies & Services	1,282	1,112	(170)
Third Party Payments	165	124	(40)
Transfer Payments	185	240	55
Support Services	1,964	1,784	(180)
Capital Financing Costs	5,012	5,012	0
<b>Total Expenditure</b>	<b>13,719</b>	<b>13,577</b>	<b>(142)</b>
<b>Income:</b>			
Other Grants & Reimbursements	(9)	(11)	(2)
Customer & Client Receipts	(13,651)	(13,592)	59
Interest	(94)	(94)	0
Collection Fund Income	0	0	0
<b>Total Income</b>	<b>(13,753)</b>	<b>(13,696)</b>	<b>57</b>
<b>Net (Income) on HRA Services</b>	<b>(34)</b>	<b>(119)</b>	<b>(85)</b>

	<b>Budget</b>	<b>Est</b>	<b>Variance</b>
		<b>outturn</b>	
<b>Expenditure:</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Repairs and Maintenance</b>	<b>3,316</b>	<b>3,291</b>	<b>(24)</b>
Premises Related Expenditure	2,996	2,932	(65)
Transport Related Expenditure	0.2	0.2	0
Supplies & Services	299	339	39
Third Party Payments	20	21	1
<b>Supervision and Management</b>	<b>4,631</b>	<b>4,160</b>	<b>(471)</b>
Employee Related Expenditure	1,463	1,338	(125)
Premises Related Expenditure	476	610	134
Transport Related Expenditure	8	6	(2)
Supplies & Services	980	670	(310)
Third Party Payments	145	103	(41)
Transfer Payments	0.00	0	0
Support Services	1,617	1,433	(184)
Customer & Client Receipts	(57)	0	57
<b>Rent, Rates, Taxes and Other Charges</b>	<b>171</b>	<b>172</b>	<b>1</b>
Premises Related Expenditure	162	163	1
Transport Related Expenditure	5	5	0
Supplies & Services	3	3	0
<b>Corporate and Non-Corporate Democratic Core</b>	<b>347</b>	<b>351</b>	<b>4</b>
Support Services	347	351	4
<b>Depreciation and Impairment</b>	<b>2,941</b>	<b>2,941</b>	<b>0</b>
Capital Financing Costs	2,941	2,941	0
<b>Total Expenditure</b>	<b>11,406</b>	<b>10,916</b>	<b>(490)</b>
<b>Income:</b>			
<b>Dwelling Income</b>	<b>(12,396)</b>	<b>(12,448)</b>	<b>(52)</b>
Customer & Client Receipts	(12,396)	(12,448)	(52)
<b>Non-Dwelling Income</b>	<b>(327)</b>	<b>(276)</b>	<b>52</b>
Customer & Client Receipts	(327)	(276)	52
<b>Charges for Services and Facilities</b>	<b>(937)</b>	<b>(935)</b>	<b>3</b>
Supplies & Services	(60)	(60)	0
Customer & Client Receipts	(871)	(868)	3
Other Grants & Reimbursements	(7)	(7)	0
<b>Contributions to Expenditure</b>	<b>(3)</b>	<b>(5)</b>	<b>(2)</b>
Other Grants & Reimbursements	(3)	(5)	(2)
<b>Total Income</b>	<b>(13,663)</b>	<b>(13,663)</b>	<b>0</b>
<b>Net (Income) on HRA Services</b>	<b>(2,257)</b>	<b>(2,747)</b>	<b>(490)</b>

	<b>Budget</b>	<b>Est</b>	<b>Variance</b>
	<b>£'000</b>	<b>outturn £'000</b>	<b>£'000</b>
<b>Other Operating Income &amp; Expenditure</b>			
<b>Movement in the Allowance for Bad Debts</b>	<b>60</b>	<b>160</b>	<b>100</b>
Supplies & Services	60	160	100
<b>Interest Payable and similar charges</b>	<b>2,071</b>	<b>2,071</b>	<b>0</b>
Capital Financing Costs	2,071	2,071	0
<b>Interest and Investment Interest</b>	<b>(94)</b>	<b>(94)</b>	<b>0</b>
Interest	(94)	(94)	0
<b>Pension Fund Payment</b>	<b>185</b>	<b>240</b>	<b>55</b>
Transfer Payments	0	0	0
	<b>2,223</b>	<b>2,378</b>	<b>155</b>
<b>Appropriations</b>	<b>0</b>	<b>250</b>	<b>250</b>
<b>HRA Services (Surplus)</b>	<b>(34)</b>	<b>(119)</b>	<b>(85)</b>



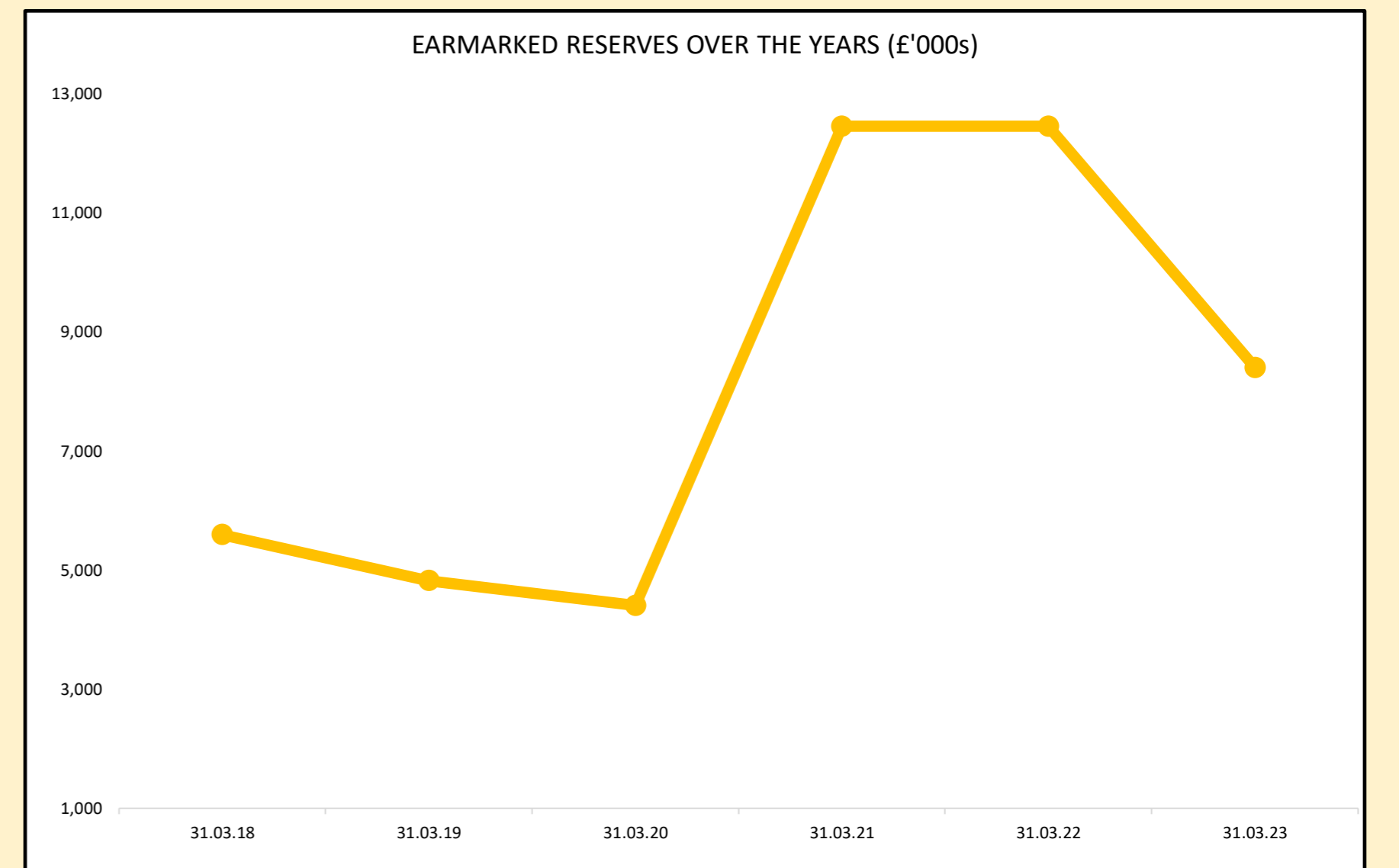
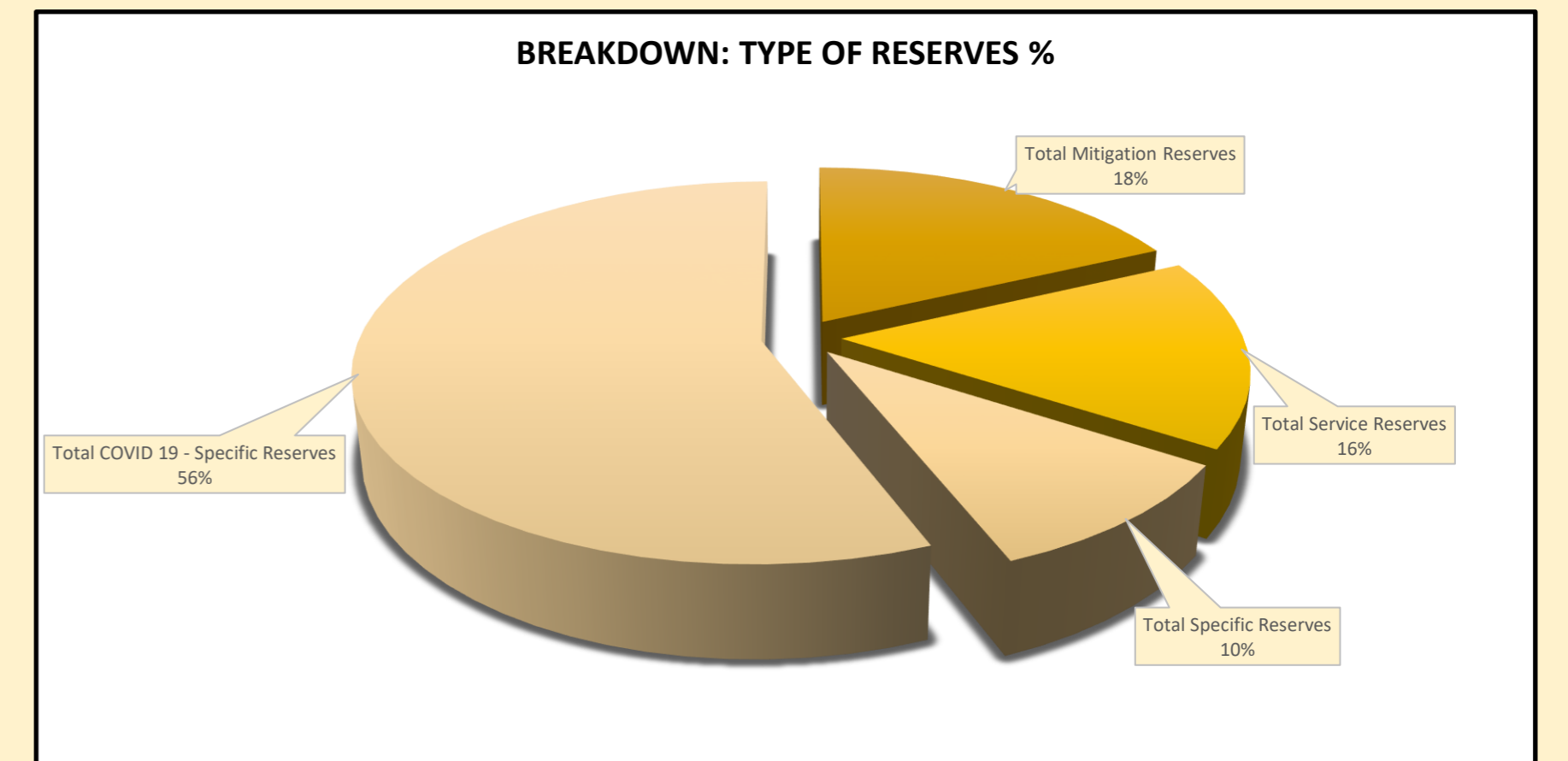
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## Appendix B - RESERVES DASHBOARD

Reserve	Balance as at 1.4.22	Budget proposed drawdown/ contribution	Proposed Drawdown/ contribution	Net contribution	Forecast balance 31.3.23
<b>Total General Fund Earmarked Reserves</b>	<b>12,446</b>	<b>(3,559)</b>	<b>(4,051)</b>	<b>163</b>	<b>8,395</b>
<b>Total Mitigation Reserves</b>	<b>4,271</b>	<b>756</b>	<b>493</b>	<b>493</b>	<b>4,764</b>
Funding Volatility	1,343	(122)	(183)	(183)	1,160
Housing benefit Subsidy	150			0	150
Insurance and Risk Management	37			0	37
In Borough Regeneration	1,931	878	878	878	2,809
Inflation & Finance Mitigation	810	0	(202)	(202)	608
<b>Total Service Reserves</b>	<b>2,362</b>	<b>(86)</b>	<b>(314)</b>	<b>(314)</b>	<b>2,048</b>
Asset Management	164			0	164
Economic Development	300			0	300
Electoral Registration	43			0	43
High Street Fund	200			0	200
Environmental Initiatives	200	(86)	(92)	(92)	108
Planning Enforcement	180			0	180
Service Investment and Initiatives	200			0	200
Leisure Contingency	72			0	72
Legal Resource	100			0	100
LGV Driver Training	10			0	10
ICT/Digital Transformation	134			0	134
Planning Development	227			0	227
Rochford partnership	300	0	(37)	(37)	263
Street Scene Initiatives	200	0	(182)	(182)	18
Other Licences	3	0	(3)	(3)	0
Corporate Training	18			0	18
Apprentice Incentives	8			0	8
Staff Recognition & Awards	3			0	3
<b>Total Specific Reserves</b>	<b>617</b>	<b>(16)</b>	<b>(16)</b>	<b>(16)</b>	<b>601</b>
Duchess Of Kent/Nightingale	292	(12)	(12)	(12)	280
Health and Wellbeing	103			0	103
Land at Hanover House	10			0	10
Neighbourhood Plan	26			0	26
Preventing Homelessness	100	(4)	(4)	(4)	96
Willowbrook Rosen Crescent (S106)	7			0	7
Open Data Funding to LA's	1			0	1
Brentwood community hospital	40			0	40
Community rights	38			0	38
<b>Total COVID 19 - Specific Reserves</b>	<b>5,196</b>	<b>(4,214)</b>	<b>(4,214)</b>	<b>0</b>	<b>982</b>
COVID 19	412			0	412
NNDR Collection Fund Deficit	3,724	(3,724)	(3,724)	(3,724)	0
Tax Income Guarantee Scheme (CT and NNDR)	440	(440)	(440)	(440)	0
ARG Grant	24	(24)	(24)	(24)	0
New Burdens Post Payment Reconciliation	131			0	131
Council Tax Hardship Fund	26	(26)	(26)	(26)	0
New Burdens for SBSG (covid-19) Discretionary scheme	130			0	130
New Burdens LADGF (covid-19)	225			0	225
Test and Trace Admin	64			0	64
New burdens CT Hardship Fund and BRR	20			0	20

RESERVE	Balance as at 1.4.22	Proposed Drawdown/ contribution	Forecast balance 31.3.23
<b>Total General Fund Earmarked Reserves</b>	<b>12,446</b>	<b>(4,051)</b>	<b>8,395</b>
Total Mitigation Reserves	4,271	493	4,764
Total Service Reserves	2,362	(314)	2,048
Apprentice Incentives	8	0	8
<b>Total COVID 19 - Specific Reserves</b>	<b>5,196</b>	<b>(4,214)</b>	<b>982</b>



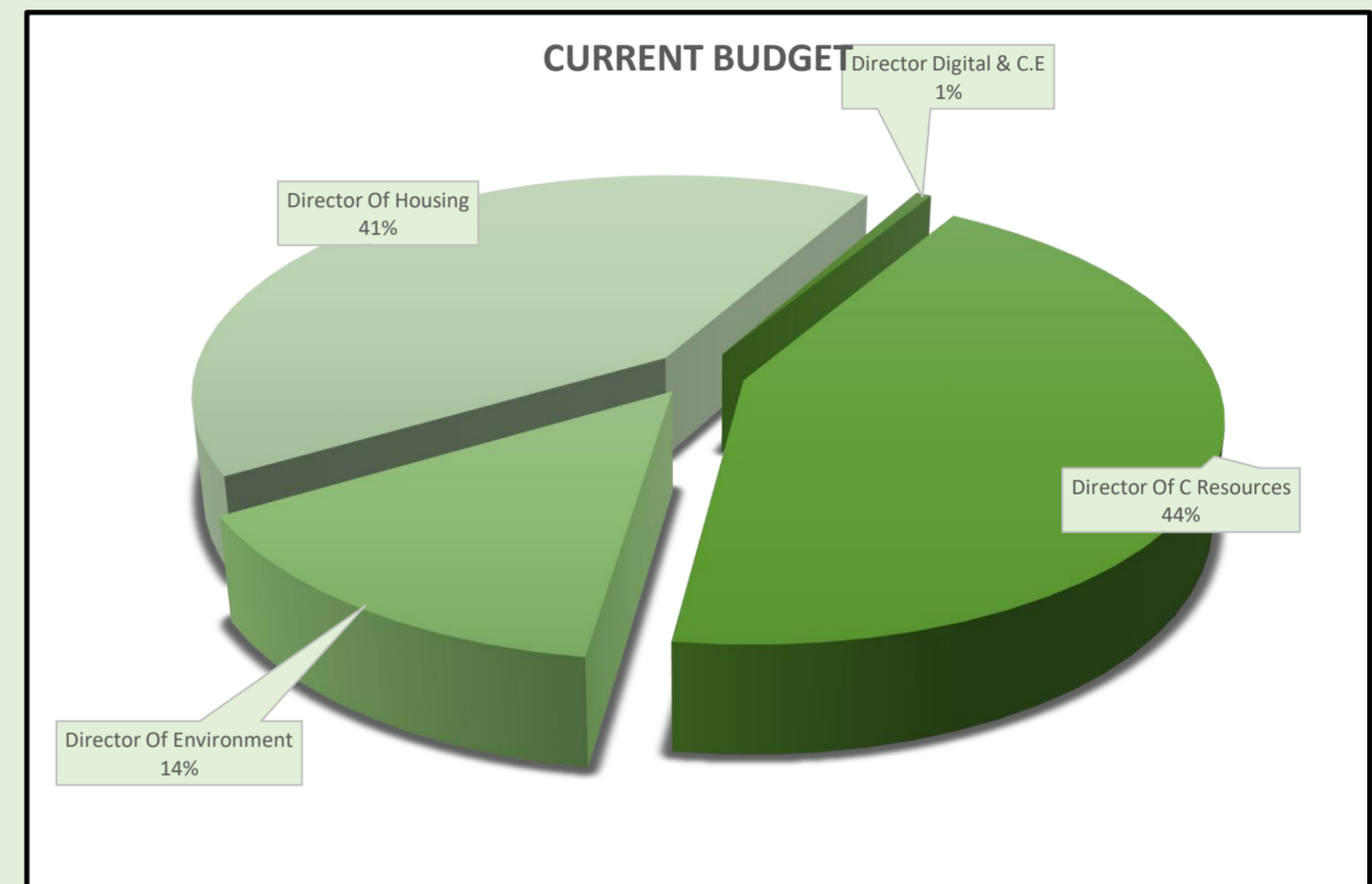
**Appendix B Drawdown on Reserves Detail**

Reserve	Classification	Reserve Opening Balance £'000	Drawdown contribution	Closing Balance £'000	Notes
Funding Volatility	Mitigation	Appendix B - RESERVES DASHBOARD	-183	1,221	Monitoring Officer redundancy plus £122k budgeted drawdown as per the MTFS.
In Borough Regeneration	Mitigation	1,931	878	2,809	Income from Baytree and Academy Place earmarked as per the purpose of acquisition to support the revenue account when redevelopment begins.
Inflation & Financing Mitigation	Mitigation	810	-202	608	Current Forecast deficit additional to the £122k
Environmental Initiatives	Service	200	-92	115	Funding Officer post, EV charging procurement, Tree Survey and CCTV at Navestock
Rochford Partnership	Service	300	-37	263	Current known costs of training and advertising of vacant posts. More costs expected but yet to be quantified
Street Scene Initiatives	Service	200	-182	18	Consultancy support on the following Depot Relocation, Depot H&S Review, Zero emission review, Service and waste route review. As well as costs to fund Storm Clearance and Planters on high street.
Other Licences	Service	3	-3	0	Licence purchase this year rather than last year earmarked for accounting purposes.
Duchess of Kent	Specific	292	-12	280	Grounds Maintenance on Nightingale centre
Preventing Homelessness	Specific	100	-4	96	Funding overspend on salaries
NNDR Collection Deficit	COVID-19 Specific	3,724	-3,724	0	Collection Fund Accounting
Tax Income Guarantee	COVID-19 Specific	440	-440	0	Collection Fund Accounting
ARG Grant	COVID-19 Specific	24	-24	0	Repayment of grant
Council Tax Hardship Fund	COVID-19 Specific	26	-26	0	Repayment of grant

## CAPITAL FINANCIAL DASHBOARD

CODE	CAPITAL PROJECT	CURRENT BUDGET	Q1 Est Outturn	Variance	PROPOSED SLIPPAGE for 22/23
<b>CAPPRO</b>	<b>CAPITAL PROGRAMME</b>	<b>59,008</b>	<b>24,183</b>	<b>(34,825)</b>	<b>34,722</b>
	<b>Director Digital &amp; C.E</b>	<b>367</b>	<b>367</b>	<b>0</b>	<b>0</b>
C103	Ict Strategy	129	129	0	0
C155	Software Licences	99	99	0	0
C203	Ict Hardware	139	139	0	0
	<b>Director Of C Resources</b>	<b>25,727</b>	<b>2,921</b>	<b>(22,806)</b>	<b>22,755</b>
C107	E-Financial	51	0	(51)	51
C110	Asset Management Strategy	323	323	0	0
C192	Asset Development	105	0	(105)	105
C217	Brentwood Leisure Centre	250	250	0	0
C218	Community Halls	98	98	0	0
C219	Strategic Prop Acquisitions	4,650	0	(4,650)	4,650
C223	Asset Compliance	250	250	0	0
C222	Regeneration Fund	20,000	2,000	(18,000)	18,000
	<b>Director Of Environment</b>	<b>8,384</b>	<b>3,151</b>	<b>(5,233)</b>	<b>5,228</b>
C125	Vehicle Replacement Programme	2,166	1,340	(826)	826
C128	Play Area Refurbishments	300	300	0	0
C149	Home Repair Assistance Grants	5	0	(5)	0
C150	Disabled Facilities Grant	250	250	0	0
C190	Open Space - Site Security	25	25	0	0
C191	Cemetery Headstones	8	8	0	0
C193	Car Park Improvements	320	50	(270)	270
C200	Open Spaces Infrastructure	132	132	0	0
C201	Cemetery Infrastructure	44	44	0	0
C209	S106 114-122 Kings Road	31	31	0	0
C211	S106 Mountnessing Scrap Yard	9	9	(0)	0
C214	King George'S Redevelopment	708	708	0	0
C215	Football Hub Development	4,232	100	(4,132)	4,132
C220	Low Emissions Infrastructure	138	138	0	0
C225	S106 North Road Play Area	16	16	(0)	0
	<b>Director Of Housing</b>	<b>24,530</b>	<b>17,744</b>	<b>(6,786)</b>	<b>6,739</b>
CJA	HRA Decent Homes	12,158	12,111	(47)	0
CJB	HRA Affordable Housing	12,372	5,633	(6,739)	6,739

DIRECTORATE	CURRENT BUDGET	Outturn	PROPOSED SLIPPAGE for 22/23
Director Digital & C.E	367	367	0
Director Of C Resources	25,727	2,921	22,755
Director Of Environment	8,384	3,151	5,228
Director Of Housing	24,530	17,744	6,739
<b>Total</b>	<b>59,008</b>	<b>24,183</b>	<b>34,722</b>



TOP 5 Biggests Projects		
Rank	PROJECT	BUDGET
1	Regeneration Fund	20,000
2	HRA Affordable Housing	12,372
3	HRA Decent Homes	12,158
4	Strategic Prop Acquisitions	4,650
5	Football Hub Development	4,232

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<b>Committee(s):</b> Policy, Resources and Economic Development Committee	<b>Date:</b> 14 September 2022
<b>Subject:</b> Seven Arches Investments Limited Quarterly Report	<b>Wards Affected:</b> All
<b>Report of:</b> Jonathan Stephenson, Chief Executive	<b>Public/Exempt Appendix</b>
<b>Report Author/s:</b> Name: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) Telephone: 01277 312500 E-mail: Jacqueline.vanmellaerts@brentwood.gov.uk	<b>For Information</b>

## Summary

This report presents the Seven Arches Investments Limited (SAIL) quarterly update to shareholders and provides management updates on the owned and managed commercial properties.

## Main Report

### **Introduction and Background**

1. At an Extraordinary Council meeting held on 21 March 2018, the creation of Seven Arches Investments Limited (SAIL) was approved and the shareholder's powers delegated to the Policy, Projects and Resources Committee. Subsequently SAIL was registered with Companies House on 12 April 2018.
2. In accordance with the Shareholder's Agreement, a quarterly management and business update is to be provided to Policy, Resources and Economic Development Committee.

### **Quarterly update**

3. In accordance with the requirements of the Shareholder's Agreement, SAIL's Quarterly report is included at Appendix A.

### **References to Corporate Plan**

4. This fits with the Council's 'Delivering an efficient and effective council' priority, to explore new income generating ideas and opportunities.

## **Implications**

### **Financial Implications**

**Name & Title: Jacqueline Van Mellaerts, Corporate Director (Finance & Resources) and S151 Officer**

**Tel & Email: 01277 312500/jacqueline.vanmellaerts@brentwood.gov.uk**

5. Although this report has no direct financial implications. It should be noted that Seven Arches Investments Limited will provide a substantial income stream to Council which is included within its Medium-Term Financial Strategy.
6. SAIL will deliver these returns by following two streams of activity. Securing Investments opportunities commissioned through a specialist property consultancy; as well as launching a Joint Venture partnership for medium to longer term investment with potentially higher yield returns from year 6. Investments do carry a degree of risk and SAIL has reviewed its business plan to demonstrate its sustainability. The Business Plan identifies that annual investment plans are carried out; quarterly health checks will be presented to their shareholders and individual assets management plans are completed for each asset.
7. SAIL has in place a loan facility agreement of £60m with the Council, which was approved in October 2019. Currently the full £60 has been utilised. This returns to the shareholder (Brentwood Council) approximately £2.4m per annum by providing loans to SAIL at a commercial rate, as well as a further £450k for provision of services. SAIL also undertakes the lettings of residential properties and returns the income to the Council less SAIL's costs.

### **Legal Implications**

**Name & Title: Claire Mayhew, Corporate Manager, Corporate Manager (Democratic Services) & Deputy Monitoring officer**

**Tel & Email: 01277 312500/Claire.mayhew@brentwood.gov.uk**

8. The Council has power under s1(1) of the Localism Act 2011 to do anything which individuals may do provided it is not prohibited by legislation and subject to public law principles ('the general power of competence'). Further statutory powers exist to create and invest in SAIL and s1 of the Local Government Act 2003 permits the Council to borrow and lend. The recommendations set out in this report are in accordance with decisions previously taken by Council for establishing and implementing the business.
9. Members should be mindful of their fiduciary duty to ratepayers, when approving these investment(s). Local authorities have a fiduciary duty to act prudently with public monies entrusted to them and must establish that it has been given due and proper consideration in accordance with the normal public law principles.

10. Providing the additional funding required will require an additional loan agreement to be put in place for the Council to deploy funding into SAIL. Such agreement will need to reflect any conditions attached to the original funding source. It is recommended that these terms are agreed and included in any financial modelling ahead of the Council releasing further funding to SAIL and in a form approved by Legal Services.
11. The Council will have a requirement to meet its repayment terms to its own lenders, irrespective of the performance of the Council's lending to SAIL. The risks to the Council, as lender, are minimised by the terms of the loan agreements, the Council's oversight of the running of SAIL as its sole shareholder and governance measures implemented through the shareholder reserved matters.

### **Economic Implications**

**Name & Title: Phil Drane, Director of Place**

**Tel & Email: 01277 312500/phil.drane@brentwood.rochford.gov.uk**

12. Commercial income supports the Council's services, including economic development activities. SAIL can also increase investment and opportunities into the borough either directly or indirectly.

### **Background papers**

None

### **Appendices to this report**

- Appendix A: SAIL June Quarter 22 – Management/Business Update

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## Appendix A

Appendix A contains exempt information and is therefore not publicly available.

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## **Members Interests**

Members of the Council must declare any pecuniary or non-pecuniary interests and the nature of the interest at the beginning of an agenda item and that, on declaring a pecuniary interest, they are required to leave the Chamber.

- **What are pecuniary interests?**

A person's pecuniary interests are their business interests (for example their employment trade, profession, contracts, or any company with which they are associated) and wider financial interests they might have (for example trust funds, investments, and asset including land and property).

- **Do I have any disclosable pecuniary interests?**

You have a disclosable pecuniary interest if you, your spouse or civil partner, or a person you are living with as a spouse or civil partner have a disclosable pecuniary interest set out in the Council's Members' Code of Conduct.

- **What does having a disclosable pecuniary interest stop me doing?**

If you are present at a meeting of your council or authority, of its executive or any committee of the executive, or any committee, sub-committee, joint committee, or joint sub-committee of your authority, and you have a disclosable pecuniary interest relating to any business that is or will be considered at the meeting, you must not :

- participate in any discussion of the business at the meeting, of if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business or,
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

- **Other Pecuniary Interests**

Other Pecuniary Interests are also set out in the Members' Code of Conduct and apply only to you as a Member.

If you have an Other Pecuniary Interest in an item of business on the agenda then you must disclose that interest and withdraw from the room while that business is being considered

- **Non-Pecuniary Interests**

Non –pecuniary interests are set out in the Council's Code of Conduct and apply to you as a Member and also to relevant persons where the decision might reasonably be regarded as affecting their wellbeing.

A 'relevant person' is your spouse or civil partner, or a person you are living with as a spouse or civil partner

If you have a non-pecuniary interest in any business of the Authority and you are present at a meeting of the Authority at which the business is considered, you must disclose to that meeting the existence and nature of that interest whether or not such interest is registered on your Register of Interests or for which you have made a pending notification.

## **Policy, Resources and Economic Development Committee**

The committee shall consider all matters of policy and strategic importance to the Council including matters referred to it by other Committees and/or Chief Officers.

1. The function within the remit of the Policy, Resources and Economic Development Committee include all financial matters relating to the budget, (and for avoidance of doubt, being the superior Committee on all such matters including capital, revenue and the Housing Revenue Account (HRA) except where the law otherwise requires), and without prejudice to the generality of this, include the specific functions which are set out below.

### Policy

Generally to review and oversee the co-ordination and governance of all functions of the Council. To undertake and discharge any functions in relation to strategic policies including periodic reviews of the policy framework adopted by full Council from time to time except where required by law to be undertaken elsewhere.

### Finance

- 1) Financial Services
  - 2) Contracts, commissioning, procurement
  - 3) Legal services
  - 4) Health and safety at work (in so far as it relates to the Council as an employer)
  - 5) Corporate communications and media protocols
  - 6) Corporate and Democratic services
  - 7) Human resources
  - 8) Information Communication Technology
  - 9) Revenues and Benefits
  - 10) Customer Services
  - 11) Assets (strategically)
2. Overall responsibility for monitoring Council performance.
  3. To formulate and develop relevant corporate policy documents and strategies including the Corporate Plan.
  4. To formulate the budget proposals in accordance with the Budget and Policy Framework, including capital and revenue spending, and the Housing Revenue Account Business Plan (including rent setting for Council homes), in accordance with the Council's priorities and make recommendations to Council for approval.
  5. To formulate the Council's Borrowing and Investment Strategy and make recommendations to Council for approval.

6. To take decisions on spending within the annual budget to ensure delivery of the Council's priorities.
7. To approve the write off of any outstanding debt owed to the Council above the delegated limit of £5,000.
8. To determine capital grant applications.
9. To make recommendations on the allocation and use of resources to achieve the council's priorities.
10. To manage and monitor the Council approved budgets and allocation of resources.
11. To provide the lead on partnership working including the joint delivery of services.
12. To consider any staffing matters that are not delegated to Officers, such as proposals that are not contained within existing budgetary provision.
13. To strategically manage any lands or property of the council and provide strategic property advice relating to the council's Housing Stock and without prejudice to the generality of this, to specifically undertake the following-

The Council's Asset Management Plan

- (a) The acquisition and disposal of land and property and taking of leases, licenses, dedications and easements.
- (b) The granting variation renewal review management and termination of leases, licenses, dedications and easements.
- (c) Promoting the use of Council owned assets by the local community and other interested parties.
- (d) To manage any lands or property of the Council;
- (e) To include properties within the council's Asset Management Portfolio including Halls etc.
- (f) To take a strategic approach to asset management, ensuring that the use of all of the Council's Property assets achieves Value for Money and supports the achievement of the Council's corporate priorities.
- (g) To review the corporate Asset Management Plan annually.
- (h) The acquisition of land in advance of requirements for the benefit, improvement or development of the Borough.

- (i) Disposal of land surplus to the requirements of a council function.
  - (j) Appropriation of land surplus for the requirements of another Council function.
  - (k) Promote the use of Council owned assets by the local community and other interested parties where appropriate.
  - (l) Property and asset management, including acquisitions and disposals not included in the approved Asset Management Plan.
  - (m) To receive updates reports on the Asset Development Programme and the work of the Asset Development Programme and Project Board.
  - (n) To take a strategic approach to commercial activity, both existing and new, ensuring the Council realises revenue generation opportunities and supports the achievement of the Council's corporate priorities.
  - (o) To agree and monitor the governance arrangements for any commercial and/or partnership arrangement with the Council.
  - (p) Promoting a culture of entrepreneurialism and building the required skills and capacity.
  - (q) To consider and approve business cases and commercial business plans for commercial activity.
14. To consider and propose matters concerning the promotion of economic development throughout the Borough and the interface with countryside or regional economic development initiatives.

#### Economic Development

- (a) To lead, consider and propose matters concerning the promotion of economic development throughout the Borough and the interface with countryside or regional economic development initiatives.
- (b) To promote and encourage enterprise and investment in the Borough in order to maintain and sustain the economic wellbeing and regeneration of the area.
- (c) To develop climate where businesses and individuals can innovate, compete and contribute to the economic development and regeneration of the area; and excellence in local business.
- (d) To encourage the growth of existing businesses in the borough and access to the skills and training necessary to support them.

- (e) To develop and deliver a Borough wide initiative on apprenticeships.
- (f) To consider and determine matters relating to the promotion, maintenance and enhancement of the vitality and viability of shopping centres within the Borough.
- (g) To consult with the Chamber of Commerce, Federation of Small Businesses, residents and other interested third parties.
- (h) To maintain a special interest in promoting employment in the Borough.
- (i) To promote and encourage tourism and heritage.
- (j) Parking (off street parking provision in Council owned/leased off-street parking places).
- (k) Any matters relating to Crossrail.

15. To consider a report from the Monitoring Officer at the beginning of the Municipal Year, for the Committee to appoint the membership of the Constitution Working Group, in order for the Monitoring Officer to consult with such Members on the regular review of the Constitution documentation in accordance with Article 12 of the Constitution during the year.

16. To review and facilitate the transformation of delivery of services.

#### Transformation

- (a) To approve and facilitate the transformation of delivery of services.

#### Projects

- (a) To identify, monitor and oversee the implementation of those Corporate Projects that have been agreed by the committee to be major.

#### Scrutiny

- (a) To advise the Audit & Scrutiny Committee of any matters that require scrutiny in accordance with the Audit and Scrutiny Procedure Rules.
- (b) To receive requests and determine on matters that require scrutiny from any Committee in accordance with the Audit and Scrutiny Procedure Rules.



17. To consider any requests for sponsorship and use of the Council's Coats of Arms and logos.

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