

27 January 2016

Ordinary Council

Draft Local Plan

Report of: *Gordon Glenday, Head of Planning*

Wards Affected: *All*

This report is: *Public*

1. Executive Summary

- 1.1 The Council is required by law to produce a new Local Plan for the Borough. Recent Local Development Plan (LDP) consultations in 2013 and 2015 have been considered as part of the plan making process. Representations and further evidence have informed the next version of the Plan, the Draft Local Plan.
- 1.2 The Draft Local Plan has been prepared and public consultation is required. A six-week consultation is proposed, beginning in early February 2016.

2. Recommendation

- 2.1 To approve the Draft Local Plan, as set out in Appendix A (to follow), for a six week public consultation, subject to any non-material change approved by the Leader of the Council in consultation with the LDP Member Working Group.**
- 2.2 To approve that material weight be applied to the draft policies and proposals set out within the Draft Local Plan when determining planning applications, where clearly consistent with national policy and guidance.**

3. Introduction and Background

- 3.1 The National Planning Policy Framework (NPPF) requires local planning authorities to produce a Local Plan for their area (Paragraph 153). Brentwood Borough Council is producing a new Local Development Plan and has undertaken various stages of public consultation as part of the plan making process.

- 3.2 Consultation on Preferred Options took place from July 2013. Following this it became apparent that several issues needed to be reconsidered, such as objectively assessed housing needs. Consequently, the Council consulted on Strategic Growth Options from January 2015. Separately, and not as part of formal Local Plan consultation, the Council consulted jointly with Basildon Borough Council on a cross-boundary opportunity to develop a new community east of West Horndon/A128 (Brentwood Borough) and west of Dunton/Laindon (Basildon Borough).
- 3.3 Consultation Statements for each of the above consultations are set out as appendices to this report. These statements provide information about who were invited to comment, how the consultation was undertaken, and a summary of what people said. Comments inform how draft policies and proposals evolve in the plan making process. Depending on the issues raised, parts of the Plan have been amended in light of these comments.
- 3.4 It is vital that the Council moves forward with the plan making process as quickly as possible in line with national policy and guidance, and act on the corporate priority to have a Plan in place guiding future development. The next stage is to publish a Draft Local Plan for consultation in line with statutory requirements set out in the Town and Country Planning (Local Development) (England) Regulations 2012 (Regulation 18), and the Council's Statement of Community Involvement (2012).

4. Issue, Options and Analysis of Options

- 4.1 The Draft Local Plan for consultation is set out in Appendix A (to follow). This preliminary draft version is materially complete but will be subject to some non-material alterations through reformatting. The reformatted Draft Plan will be presented to engage as many people as possible by clearly explaining some of the complex issues with the use of graphics and maps.
- 4.2 The Draft Plan has been produced within the context of multiple spatial options for how and where new development can be most sustainably located. The proposed spatial strategy takes into account the Borough's character (Borough of villages set amongst countryside, surrounding Brentwood market town and its suburban areas) and infrastructure links (two transport corridors around A12 and A127). It aims to balance local development needs with Borough character. Within this context, four areas are identified when considering how to meet development needs:
- Rural North
 - A12 Corridor
 - Rural South
 - A127 Corridor

- 4.3 The importance of meeting objectively assessed needs fully has become clearer over time, through consultation representations and the experiences of other local planning authorities. This includes all types of development, most significantly new housing.
- 4.4 Evidence suggests the Borough has development needs of 362 new homes per year, significantly more than the now abolished East of England Plan target for Brentwood Borough (175 new homes per year). Over a 20 year Plan period this works out as 7,240 new homes (2013-2033). A sequential approach is proposed to identify the most sustainable locations for development:
- A. **Planning permissions:** Ensure planning permissions are taken into account when identifying future supply.
 - B. **Urban areas:** Prioritise brownfield sites in urban areas and other suitable land.
Unfortunately, full development needs cannot be met in urban areas alone, and so the Council reluctantly needs to consider Green Belt
 - C. **Brownfield sites in Green Belt:** Utilise previously developed sites connected to urban areas and within transport corridors.
i.e.: Sow & Grow Nursery, Ongar Road; and Ingatestone Garden Centre
 - D. **Strategic sites (Green Belt):** Larger scale development to form new communities, delivering local services and infrastructure.
i.e. Dunton Hills Garden Village (new self-sustaining community with 2,500 new homes); and Brentwood Enterprise Park (new business park 'employment village' on brownfield land at M25 J29)
 - E. **Greenfield urban extension sites in Green Belt:** As the above does not meet needs fully or quickly enough, urban extensions with clear defensible boundaries are proposed in transport corridors, providing a five year supply of housing as required by Government.
i.e. Officer's Meadow, Shenfield; land at Doddinghurst Road either side of A12, Brentwood/Pilgrims Hatch; land at Honeypot Lane, Brentwood; and land at Nags Head Lane, Brentwood
 - F. **Windfall:** Historically high amounts of windfall delivery (development built that had not previously been identified) can be expected to continue. Also, other policies in the Plan encouraging development in appropriate locations will result an increase to be quantified.

5. Reasons for Recommendation

- 5.1 The Draft Plan sets out the latest vision, objectives, strategy and policies that will eventually be included in an adopted Local Plan. It is necessary

to undertake further public consultation as part of the plan making process in order to thoroughly consider the views of stakeholders and members of the public. Consultation and consideration of comments will enable the Council to move forward and eventually submit the Plan for examination in public by an independent planning inspector.

- 5.2 There is a need to reformat the document to improve the layout and graphic content so that information can be presented in a professional and clear fashion at public consultation. These non-material changes will be signed-off by the Leader of the Council after consultation with the LDP Member Working Group before public consultation begins.
- 5.3 There are some policy areas within the current Brentwood Local Plan (2005) that will be considerably changed once a new Plan is adopted. This is apparent considering the significant differences between national policies in 2005 compared to now, such as for issues like housing needs. Instances of inconsistency between adopted policy and the Council's emerging approach to strategic planning are becoming more frequent. For this reason, it is recommended that as the new Plan progresses through stages of consultation it be given weight when determining planning applications where appropriate and consistent with national policy and guidance. In this instance, while the Draft Plan is still at the early stages of the plan making process, it provides an indication of the Council's emerging approach. In some instances it may be appropriate to apply this approach when considering planning applications.

6. Consultation

- 6.1 The recommendation for approval will allow for a six-week public consultation, proposed to commence on Wednesday 10 February 2016 and end on Wednesday 23 March 2015.
- 6.2 This consultation period is in line with statutory requirements and the Council's adopted Statement of Community Involvement.

7. References to Corporate Plan

- 7.1 The Draft Plan consultation forms a preparatory part of the Brentwood Local Development Plan, a key priority in the Council's 'Vision for Brentwood' Corporate Plan 2016-2019. The Local Development Plan also provides a vehicle to assist delivery of several other corporate priorities.

8. Implications

Financial Implications

Chris Leslie, Finance Director

01277 312542 / christopher.leslie@brentwood.gov.uk

- 8.1 The cost of carrying out the Draft Plan consultation has been accounted for within the existing planning policy budget.

Legal Implications

Daniel Toohey, Monitoring Officer

01277 312860 / daniel.toohey@brentwood.gov.uk

- 8.2 This is a necessary consultation within the statutory requirements and the Council's adopted Statement of Community Involvement.

Other Implications

- 8.3 There are potential implications for other Council services once a new Local Plan is adopted. This includes decisions about the future of several land assets and provision of services, such as leisure and maintenance of parks/open spaces. The Draft Plan consultation will allow continued discussion with other services and partners.

9. Background Papers

- 9.1 Local Plan 2015-2030 Preferred Options for Consultation, Brentwood Borough Council (July 2013)
- 9.2 Strategic Growth Options Consultation, Brentwood Borough Council (January 2015)
- 9.3 Local Development Scheme, Brentwood Borough Council (July 2015)

10. Appendices to this report

- Appendix A: Preliminary Draft Local Plan (January 2016)(To follow)
- Appendix B: Preferred Options Consultation Statement (December 2014)
- Appendix C: Strategic Growth Options Consultation Statement (January 2016)(To follow)
- Appendix D: Dunton Garden Suburb Consultation – Statement of Consultation (December 2015)

Report Author Contact Details:

Name: Phil Drane, Planning Policy Team Leader

Telephone: 01277 312 610

E-mail: phil.drane@brentwood.gov.uk