

This version of the Draft Local Plan is provisional because it is subject to non-material amendments through reformatting , ready for printing and public consultation

PROVISIONAL DRAFT LOCAL PLAN

Brentwood Local Development Plan

January 2016

CONTENTS

CHAPTER 1: INTRODUCTION

CHAPTER 2: CONTEXT

CHAPTER 3: VISION

CHAPTER 4: STRATEGIC OBJECTIVES

CHAPTER 5: SPATIAL POLICIES

2013 Ref	2016 Ref	Policy Title
S1	SP1	Spatial Strategy
S2	SP2	Housing Growth
S3	SP3	Job Growth and Employment Land
S4	SP4	Provision for Retail and Commercial Leisure

CHAPTER 6: MANAGING GROWTH

2013 Ref	2016 Ref	Policy Title
Core Policies		
CP1	CP1	Sustainable Development
CP2	CP2	Managing Growth
N/A	CP3	Key Gateways
CP3	CP4	Strategic Sites
CP5	DELETED	William Hunter Way
CP6	DELETED	The Baytree Centre
Development Management Policies		
DM1	DM1	General Development Criteria
DM2	DM2	Effective Site Planning

CHAPTER 7: SUSTAINABLE COMMUNITIES

2013 Ref	2016 Ref	Policy Title
Core Policies		
CP4	CP5	Dunton Hills Garden Village
CP8	CP6	Housing Mix, Types and Tenures
Development Management Policies		
DM3	DM3	Residential Density
DM23	DM4	Housing Land Allocations
DM24	DM5	Affordable Housing
DM25	DM6	Affordable Housing in Green Belt
DM26	DM7	Specialist Housing
N/A	DM8	Housing Space Standards
DM27	DM9	Mixed Use Development
DM28	DM10	Gypsy and Traveller Provision
DM29	MERGED	Accessible, Adaptable Development

CHAPTER 8: ECONOMIC PROSPERITY

2013 Ref	2016 Ref	Policy Title
Core Policies		

DRAFT PLAN STRUCTURE

CP11	CP7	Strong and Competitive Economy
CP7	CP8	Brentwood Enterprise Park
N/A	CP9	Brentwood Town Centre
CP12	CP10	Local Centres
Development Management Policies		
DM5	DM11	Employment Development Criteria
DM6	DM12	Employment Land Allocations
DM7	DELETED	Land at Mountnessing Roundabout
DM8	DM13	Supporting the Rural Economy
DM9	DM14	New Retail and Commercial Leisure Development
DM10	DM15	Non-Retail Uses

CHAPTER 9: ENVIRONMENTAL PROTECTION & ENHANCEMENT

2013 Ref	2016 Ref	Policy Title
Core Policies		
CP9	CP11	Historic and Natural Environment and Landscape Character
CP10	CP12	Green Belt
Development Management Policies		
DM11	DM16	New Development in the Green Belt
DM12	DM17	Established areas of development
N/A	DM18	Previously Developed Land in Green Belt
N/A	DM19	Site Allocations in Green Belt
DM13	MERGED DM16	Extensions to Dwellings in the Green Belt
DM14	MERGED DM16	Replacement Dwellings in the Green Belt
DM15	DM20	Agricultural Workers Dwellings
DM16	DM21	Re-use and Residential Conversions of Rural Buildings
DM17	DM22	Wildlife and Nature Conservation
DM18	DM23	Landscape Protection and Woodland Management
DM19	DM24	Thames Chase Trust Community Forest
DM20	DM25	Listed Buildings
DM21	DM26	Conservation Areas
DM22	DM27	Ancient Monuments and Archaeological Remains

CHAPTER 10: QUALITY OF LIFE & COMMUNITY INFRASTRUCTURE

2013 Ref	2016 Ref	Policy Title
Core Policies		
CP13	CP13	Sustainable Transport
CP14	CP14	Sustainable Construction and Energy
CP15	CP15	Design
CP16	CP16	Public Realm
CP17	CP17	Provision of Infrastructure and Community Facilities
Development Management Policies		
N/A	DM28	High Quality Design Principles
DM30	DM29	Provision of Open Space in New Development
DM31	DM30	Open Space, Community, Sport and Recreational Facilities
DM32	DM31	Green Infrastructure
DM33	DM32	Air Quality
DM34	DM33	Floodlighting and Illumination
DM35	DM34	Flood Risk
DM36	DM35	Sustainable Drainage
DM37	DM36	Contaminated Land and Hazardous Substances

DRAFT PLAN STRUCTURE

DM38	DM37	Parking
DM39	DM38	Buildings for Institutional Purposes
DM40	DM39	Communications Infrastructure
DM4	DELETED	Telephone Exchange

CHAPTER 11: IMPLEMENTATION

APPENDICIES (to follow)

		List of Policy Changes from Preferred Options
Appendix 1		Retail Hierarchy
Appendix 2		Preferred Housing Allocations and Small Site Allowance
Appendix 3		Housing Trajectory
		Evidence Base
		Glossary

TABLE OF FIGURES (INCLUDES MAPS AND TABLES)

Figures are provided together from page 131, these will be formatted into the document for the final version

Figure 1.1	Consultation Process So Far
Figure 1.2	Types of Policies
Figure 2.1	Local Plan Policy Context
Figure 2.2	Adjoining Local Authorities
Figure 2.3	Brentwood's Story
Figure 5.1	Our Approach
Figure 5.2	Development Needs and Borough Character
Figure 5.3	Sequential Selection of Sites Key Diagram
Figure 5.4	A12 Corridor: Brentwood
Figure 5.5	A12 Corridor: Shenfield
Figure 5.6	A12 Corridor: Mountnessing
Figure 5.7	A12 Corridor: Ingatestone
Figure 5.8	A127 Corridor
Figure 5.9	Housing Trajectory
Figure 5.10	M25 Junction 29 Employment Cluster
Figure 5.11	Employment Land Need
Figure 5.12	Brentwood Town Centre Links
Figure 6.1	Key Gateways
Figure 7.1	Housing Delivery by Tenure / Size
Figure 7.2	Nationally Described Space Standard
Figure 7.3	Gypsy & Traveller Sites Granted Permanent Permission Since July 2013
Figure 7.4	Gypsy & Traveller Sites With Temporary Permission (January 2016)
Figure 8.1	Economic and Transport Links
Figure 8.2	Brentwood Enterprise Park
Figure 8.3	Brentwood Borough Primary Shopping Areas
Figure 8.4	Shopping Parade Definition
Figure 9.1	Metropolitan Green Belt
Figure 10.1	Green Travel Route
Figure 10.2	Crossrail Park & Walk

DRAFT PLAN STRUCTURE

Figure 10.3 Open Space Standards

Figure 10.4 Fields in Trust Children's Play Space Standards

1 INTRODUCTION

Preparing the Plan

1. Brentwood Borough Council is preparing a new Local Plan, a key part of the Brentwood's development plan. This Plan sets out a long term vision for how the Borough should develop over the next 15 years and the Council's strategy and policies for achieving that vision. The Plan proposes land allocations for development and planning policies to guide decisions on the location, scale and type of development and changes in the way land and buildings are used.
2. We would like your views on our proposed approach contained within this draft version of the Local Plan. The Draft Plan sets out proposed strategy, policies and land allocations to meet future needs. Following consultation we will consider all comments received and, depending on issues raised, may amend the Plan in light of these. There will then be a further opportunity to comment prior to the Council submitting the plan to the Secretary of State for examination by an independent inspector.
3. Once adopted, the Local Plan will be a statutory document and a material consideration in determining planning applications.
4. The Draft Plan has been drawn up following extensive consultation and is supported by evidence from a variety of sources. Some background to the document preparation is given in the paragraphs and chapters that follow.

Previous Consultations

5. During November and December 2009, Brentwood Borough Council and Local Strategic Partnership consulted on issues and options facing the Borough up to 2031. The 'Pathway to a Sustainable Brentwood' document sought views on a vision, objectives, spatial options to guide future development in the Borough and broad themes, such as sustainable use of resources, environmental protection, and meeting people's needs.
6. Between 2007 and 2010 there were separate consultations on a Gypsy and Traveller Development Plan Document. However, the document did not proceed to adoption.
7. Following consultation on issues and options in 2009, for pragmatic reasons and in light of changing national policy and legislation, the Council decided to bring the Core Strategy together with site allocations and development management policies to produce a single Local Plan rather than a suite of separate documents as part of a Local Development Framework. This seemed consistent with the new approach to planning that was emerging and is reflected in subsequent legislation and national policy guidance.
8. Reflecting a new emphasis on localism and to give local people an opportunity to participate in planning, in May and June 2011 the Council undertook a comprehensive neighbourhood consultation. The 'Your Neighbourhood' consultation sought views on priorities for the Local Plan, neighbourhoods, housing numbers and potential sites.

9. Following the abolition of the East of England Plan in early 2013, the Council published its preferred options document for consultation between July and October 2013. The 'Local Plan 2015-2030: Preferred Options' set out the long term vision for how the Council proposed the Borough should develop by 2030 and the draft strategy and policies for achieving that vision.
10. Following the conclusion of consultation in late 2013 it became apparent that several issues needed to be reconsidered in light of representations received and Planning Inspectorate decisions to other Local Plan examinations, specifically regarding meeting full objectively assessed development needs. Consequently the Council published its 'Strategic Growth Options' document for consultation in January 2015, which set out all sites suggested to the Council to meet local development needs and information on some key issues to consider as part of assessing sites, such as transport infrastructure, local services, and the environment.
11. The consultation process so far is depicted in Figure 1.1. All consultation documents and assessments of representations received are available to view on the Council's website at www.brentwood.gov.uk/localplan.

FIGURE 1.1: CONSULTATION PROCESS SO FAR

Document Structure

Key Themes

12. The format of the Draft Plan follows that set out in the Preferred Options document (2013), although structure and order has changed to better reflect the five key themes:
 - Managing Growth
(such as strategic and general development principles)
 - Sustainable Communities
(such as housing and provision for Travellers)
 - Economic Prosperity
(such as employment land, rural economy and retail)
 - Environmental Protection & Enhancement
(such as Green Belt, natural environment, landscape and built heritage)
 - Quality of Life & Community Infrastructure
(such as infrastructure, community facilities, sport & leisure, flooding & drainage, telecommunications and utilities)
13. There is inevitably some cross-over between policies and these key themes. For the purposes of preparing a document within a structure that keeps continuity with previous consultation versions, the above themes have been retained while policies and objectives have been moved to fit under their most suitable theme. This helps to clearly develop a narrative across consultation versions as we move forward towards adopting a new Local Plan.

Planning Policies

14. When reading the Draft Plan you will notice different types of policies and references. The types of policies with brief explanations are set out in Figure

1.2. This includes how policies fit into the overall structure of the document and relate the vision and objectives.

FIGURE 1.2: TYPES OF POLICIES

<p>VISION The type of place we want the Borough to be in the Plan period and beyond</p>
<p>STRATEGIC OBJECTIVES (SO) Objectives for how we intend to achieve the vision</p>
<p>PLANNING POLICIES Spatial Policies (SP): Where and how new development should be located Core Policies (CP): Broad strategic policies Development Management Policies (DM): “Nuts & bolts” policies, providing more detail to supplement strategy and objectives</p>

15. In addition, introductory and justification text is provided to supplement the Plan’s strategy and policies. This text helps provide context and clarity and so should be read in conjunction with policies.

Life of the Plan

16. The Local Plan will cover a specified period of time, or the ‘Plan Period’. The plan period proposed in the 2013 Preferred Options was from 2015-2030, in line with the National Planning Policy Framework recommendation that plans should ideally have a life of 15 years.
17. When considering whether this is an appropriate time period account has been made of ensuring the Plan has at least a 15 year life from likely adoption as well as the issue of previous years’ development shortfall since 2013 and the abolition of the East of England Plan.
18. Consequently, this Draft Plan proposes that the life of the plan be for 20 years, from 2013-2033.

Monitoring and Implementation

19. The Preferred Options consultation document (2013) contained a section under each policy and a separate chapter on how policies will be monitored and implemented once adopted. This remains an important consideration, particularly in light of the Council’s commitment to publish monitoring data in line with guidance and requirements. The Draft Plan does not identify indicators for monitoring at this stage, but this will be considered as the Plan progresses.

Regulation 18 Consultation

20. This stage of public consultation, known as "preparation" or "regulation 18" consultation (1), is an important stage in preparing the Local Plan. While the Council is publishing its strategy, planning policies and proposed land allocations, this Plan remains draft.
21. Comments received and further consideration of published and forthcoming evidence will be taken into account as the Plan progresses to the next stage,

when it will again be available for public comment before being submitted to the Secretary of State. After this the Plan will be examined by an independent Planning Inspector.

22. The Plan has been prepared in light of emerging and ongoing technical evidence. It is subject to change as informed by evidence, national policy and guidance, local changes and consultation responses. The Council is keen to move forward as quickly as possible in order to ensure a Plan can be in place to manage future growth and retain Borough character.

How to Comment

23. The Council would like to know what the community and key stakeholders think about the Draft Plan. Please provide your comments on the draft strategy, planning policies and proposed land allocations.
24. The Draft Plan is available for public comment for a 6 week consultation period, between Wednesday 10 February and Wednesday 23 March 2016.
25. You can find out more about the Draft Plan and respond directly on the Council's website at www.brentwood.gov.uk/localplan
26. Responding online is the quickest and easiest way to comment. Alternatively, you can also respond by completing a comment form, available from the Town Hall or downloaded from our website, and returning this to us.
 - Email us at: planning.policy@brentwood.gov.uk
 - Write to us at: Planning Policy Team, Brentwood Borough Council, Town Hall, Brentwood, Essex, CM15 8AY
27. Hard copies of the Draft Plan are available to view during normal opening hours at the Town Hall or local libraries (Brentwood, Shenfield and Ingatestone).

2 Context

Planning Policy Context

Legislation and National Policy

28. The Draft Plan covers the whole of Brentwood Borough and has been prepared in light of the Planning and Compulsory Purchase Act 2004, the Localism Act 2011 and the Town and Country Planning (Local Planning) Regulations 2012. It takes account of the National Planning Policy Framework (2012), other national planning policies (such as those for Travellers, schools, and parking), and planning practice guidance.

Localism Act

29. This Act introduced major changes to the planning system, abolishing regional plans and introducing a new tier of neighbourhood planning. The East of England Plan was revoked in January 2012. The system remains 'Plan led', which means the Local Plan provides the starting point for taking decisions on new development.
30. In future the development plan will comprise the Local Plan together with any neighbourhood plans that are produced.

National Planning Policy Framework and Planning Practice Guidance

31. The National Planning Policy Framework states that each local planning authority should produce a Local Plan for its area which can be reviewed in whole or in part. Additional planning documents should only be used where justified. This differs from the previous Local Development Framework system with its suite of documents including an overarching Core Strategy.
32. The Department for Communities and Local Government (DCLG) launched the planning practice guidance web-based resource in 2014 to bring together guidance for England in an accessible and usable way. This guidance is intended to assist practitioners and updated regularly. Ultimately the interpretation of legislation is for the Courts but this guidance is an indication of the Secretary of State's views. This includes guidance on the production and deliverability of local plans.

Local Economic Partnership

33. The South East Local Enterprise Partnership (LEP) is the business-led, public/private body established to drive economic growth across Essex, Kent and East Sussex. Whilst the LEP has no statutory land use planning powers, it is responsible for determining local economic priorities and undertaking activities to encourage economic growth and local job creation.

County Policy

34. Various strategies have been produced by Essex County Council that form part of the development plan for Brentwood Borough. These include transport strategies, education plans, economic growth priorities, and minerals & waste policy for the county.

Local Development Plan

35. Brentwood's Local Development Plan is made up of various adopted planning policy, including supplementary planning documents, masterplans and community produced Neighbourhood Plans. The Local Plan is the key document holding it all together. This Draft Plan is an important step towards being able to eventually adopt a new Local Plan. All documents sit under national policy and guidance.
36. Neighbourhood Plans enable communities to establish general planning policies for the development and use of land in a neighbourhood. They can be detailed, or general, depending on what local people want.
37. For more information about the Local Development Plan, Neighbourhood Plans and the national context please visit www.brentwood.gov.uk/localplan

FIGURE 2.1: Local Plan Policy Context

Corporate Plan 2016-2019

38. This Draft Plan has been prepared in the context of the Council's recently adopted Corporate Plan 'Vision for Brentwood' 2016-19. This identifies the following overarching priorities:
 - Environment and Housing Management
 - Community and Health
 - Economic Development
 - Planning & Licensing
 - Transformation
39. The corporate plan commits the Council to delivering a new Local Development Plan that will shape the way our Borough will change over the next fifteen years. It also commits to get the best outcome and achieve a good balance for residents and businesses in a way that celebrates Brentwood's unique history and quality of life; both within the borough and influencing the outcome of regional developments that will affect Brentwood residents.
40. The Local Plan will be a key vehicle for delivering many of the corporate plan objectives.

Supporting Documents

Map Book

41. In addition to the Draft Plan a supporting Map Book has been prepared. This document sets out maps and graphics, some of which are used within the Draft Plan. These are presented to provide additional information, helping to explain the context and thought process behind the Plan's strategy and policies.

Evidence Base

42. It is essential that the Local Plan is informed by robust and up to date evidence. Evidence includes technical studies on a range of subjects, such as economy, environment, housing and leisure. Published evidence can be found on the Council's website at www.brentwood.gov.uk/localplan
43. In addition, several pieces of evidence are being undertaken alongside Local Plan preparation to inform policies as they are being developed and ensure the Council is able to produce a Plan as quickly as possible.

Sustainability Appraisal

44. Sustainability Appraisal (SA) is an exercise carried out at key stages in the plan making process and a statutory requirement. It considers potential impacts of the Plan on economic, social and environmental considerations, and incorporates the requirements of the European Directive on Strategic Environmental Assessment.
45. Versions of Sustainability Appraisal have been carried out at various stages of the plan making process. Appraisal recommendations at each stage have informed the production of this Draft Plan.
46. Alternative options and the assessment of sites will continue to be tested through the appraisal.
47. An appraisal accompanies the Draft Plan and is available for public comment. This appraisal and previous versions can be found on the Council's website at www.brentwood.gov.uk/localplan

Habitats Regulation Assessment

48. In accordance with Regulation 61 of the Conservation of Habitats and Species Regulations 2010 a Habitats Regulation Assessment (HRA) screening has been carried out to determine whether this Draft Plan is likely, either alone or in combination with other plans and projects, to have a significant effect upon the international sites identified. The results of the HRA have yet to be confirmed, however no significant effect is anticipated.

Duty to Cooperate

49. Local planning authorities are required to cooperate on strategic planning matters. The Council has been working with and will continue to work with its neighbours on cross boundary issues. In addition to adjoining authorities, the Council is also required to cooperate with other authorities such as Essex County Council and those in the wider region where appropriate. The Council will also cooperate with utility providers and other statutory bodies such as Highways England and the Environment Agency.

Figure 2.2: Adjoining Local Authorities

Borough Key Characteristics

50. Located in the south-west of Essex and east of Greater London, Brentwood Borough offers the best of both worlds – high quality natural environment and

access to London. The borough is centred on the market town of Brentwood, which is surrounded by some suburban areas and villages set amongst the Essex countryside. Excellent road and rail links provide quick access to central London and the wider UK transport network. These qualities make the borough an extremely attractive place to live, work and visit.

51. The following paragraphs set out the context of the borough, important to consider in light of planning for its future. This context is also further explored in the strategy and policies of the Plan. While its many qualities make the borough attractive, they can also result in constraints because of the demand on services, like travel congestion, education capacity and access to health services. These are equally important to consider when planning for the borough's future.
52. Figure 2.3 also sets out some of these key characteristics, set within a storyboard depicted to help explain how these have to be considered as part of the Plan making process.

Population and Housing

53. Brentwood Borough has a total area of approximately 15,300 hectares. The population in 2011 was 73,601 (Census), of which approximately 70% live in Brentwood town. The 2014 mid-year population estimate shows that this has increased to 75,600.
54. The proportion of the population from black and minority ethnic groups in the borough is well below average for the Eastern region and England. The largest non-white minority ethnic group is made up of people of Asian origin.
55. Brentwood is one of the most affluent areas in England, within the least deprived 10% of the country.
56. There are just over 32,000 homes in Brentwood Borough. The main property type is detached and semi-detached houses, which at almost 63% total stock is higher than the national level (53%). The main property size of stock is 3-bedrooms (35%), followed by 2-bedrooms (25%) and 4-bedroom homes (23%).
57. House prices in the borough are very high. This can cause issues preventing people from buying homes with entry level housing often too expensive for many newly forming households and the need for a significant deposit.

Economy and Employment

58. Brentwood Borough has a successful and buoyant local economy, providing for over 30,000 jobs. Banking and finance is the main business sector followed by distribution/hotels/restaurants and public services. The local business structure is dominated by micro (1-10 employees) and small businesses (11-49 employees), while entrepreneurial activity is high.
59. Office employment areas are mainly in Brentwood town centre, Brentwood station area and Warley Business Park. Major employers include BT, Canon, Countryside Properties, Ford and LV Insurance.

60. Despite the Borough's rural character employment in agriculture is below the national average, as is manufacturing.
61. Three quarters of the Borough population is of working age. This proportion has fallen over time as the population ages. There continues to be a rise in the number of people of working age in the Borough, but a disproportionate rise in the number of older people. Average weekly wages for those who live here but work elsewhere are higher than for those who work in the Borough. A high proportion of people are employed as managers, senior officials, and in associated professional and technical occupations, reflecting the number of people commuting to places like central London.
62. New employment land in the Borough is constrained by its Green Belt location. The current availability of undeveloped allocated employment land is limited.

Retail and Shopping

63. Brentwood Borough offers a wide range of retail and commercial leisure facilities. The main shopping area, Brentwood Town Centre, is centred on the High Street. The Town Centre provides a range of retail, restaurants and cafes, including a quality independent niche shopping offer.
64. District centres at Shenfield Hutton Road, Ingatestone High Street, and many smaller local parades and individual shops serve residential areas and villages. Each centre plays an important role providing a range of essential local services.

Arts and Community

65. Brentwood Borough has a strong and dedicated arts community. There are over 70 arts organisations and societies delivering arts events throughout the year. Participation numbers in the Borough are high with many people regularly taking part in an arts activity in their leisure time.
66. Local facilities, such as parish, village and neighbourhood halls provide for a range of community and cultural activities, such as play groups, clubs, social activities and public meeting space.
67. There are nine Parish Councils covering much of the borough's rural areas. However, the majority of the borough's population live in unparished areas, such as the wider Brentwood urban area.

Sport and Leisure

68. The Borough benefits from extensive open areas for informal recreation. South Weald and Thorndon Country Parks provide 324 hectares of open space along with numerous publicly accessible playing fields, parks, woodlands and amenity greens.
69. Brentwood Leisure Centre and Shenfield Sports Centre, along with privately run sports and leisure facilities, are the focus for indoor sport and recreation. In addition, excellent sporting facilities are provided at several schools and can be accessed for public use.

Health and Wellbeing

70. Health is defined as a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity. The Council is working with partners to achieve a Healthier Brentwood, so that people can enjoy good health and a sound and vigorous mentality.
71. The health of Borough residents is generally better than the England average according to Public Health England. Life expectancy is above average. Levels of obesity, diabetes and drug misuse are below the national average. However, hip fractures are above average, reflecting the Borough's ageing population.
72. Brentwood residents have to travel outside the Borough to access main hospital facilities including accident and emergency. However, the Borough benefits from a small NHS community hospital in Brentwood and other private medical facilities. GP surgeries are generally at capacity. NHS England has identified an additional need for GPs subject to the location of future development.
73. Basildon & Brentwood Clinical Commissioning Group (CCG) are responsible for planning, designing, buying and performance managing NHS services in the area. This includes a wide range of services such as most planned hospital care, rehabilitation care, urgent and community care, community health services and mental health and learning disability services.

Education and Schools

74. Borough residents have higher than average levels of educational attainment when compared to both the rest of England and East of England. The Borough has higher than average levels of school pupils achieving five good GCSEs and proportion of population with degree level education or equivalent. The Borough has a lower than average proportion of population with no qualifications.
75. The Borough has many well performing schools and colleges. Essex County Council is the local education authority although many schools are now self-governing, managing their own budgets and employing their own staff. There are also several independent or private schools in the Borough. As academy schools are being encouraged it will be important to work with partners to ensure adequate education provision is available to existing and future local residents.
76. Primary schools in the Borough are generally at capacity, particularly within the Brentwood urban area, and some have limited physical space to expand. Secondary schools are generally performing with spare capacity.

Transport and Travel

77. Brentwood Borough is well connected to road and rail networks. Major roads such as the M25, A12 and A127 run through the Borough and the M11 and Stansted Airport are within easy reach. Despite good accessibility and location, traffic congestion is one of the main issues affecting quality of life and local economic performance. Brentwood has a very high level of car

ownership compared to the national average. Without alternative means of transport the use of cars will continue to be an essential factor in access to services, employment and leisure. Therefore the delivery and encouragement of sustainable transport alternatives is essential.

78. There are four rail stations in the Borough: Ingatestone, Shenfield and Brentwood stations on the Great Eastern Main Line to London Liverpool Street, and West Horndon station on the London Fenchurch Street to Southend line. Fast train services stop at Shenfield and Ingatestone; metro services stop at Brentwood and Shenfield. In future Crossrail will replace the existing metro service, stopping at Brentwood and terminating at Shenfield. Crossrail will provide the Borough with an improved train service, increased capacity, station improvements and new direct links to Central London, Heathrow Airport and the West.
79. Bus services are centred on Brentwood Town Centre with links to other parts of the Borough and centres outside. However, bus services in more rural areas are limited, particularly at off-peak times.
80. The percentage of those who cycle to work is below the national average, but more people walk to work than average. Encouraging sustainable travel patterns is of key importance.

Utilities, Telecoms and Media

81. Power, gas and water networks will need to be considered when planning the Borough's future. The Council is working with energy and water providers as part of the plan-making process. In addition, new development will require connections to telecoms and broadband networks.
82. Broadband internet connection and superfast speeds have become an essential everyday utility for homes and businesses across the country. Coverage in Brentwood varies between urban and rural areas. Essex County Council has committed to a significant broadband infrastructure upgrade with telecoms partners. Broadband speed is an important issue for the UK economy and international competition.

Environment, Heritage and Resources

83. The Borough has significant built and natural heritage: 500+ Listed Buildings, 13 Conservation Areas, 12 Scheduled Ancient Monuments, 100s of sites of archaeological interest, accessible countryside and parks, varied landscapes and numerous Local Wildlife Sites. Together, these features provide an attractive, sought after environment for residents, businesses and visitors.
84. Development, whether existing or new, invariably places demands on the environment. Among these are unsustainable use of resources (materials, water, energy), waste disposal issues, pollution (of air, water or soil) and loss of or harm to wildlife habitats, historic buildings and landscapes.
85. The Borough, in common with other places, depends on fossil fuel energy for homes, business and transport, and other finite resources, such as water and land. Fossil fuel energy gives rise to greenhouse gas emissions and climate change and in future may not be readily available in the way it has been in the

past. We therefore need alternatives, including renewable energy and local supplies. Agricultural land grades describe the best and most versatile land, a national resource that needs protecting. Brentwood contains grades 2 and 3a land.

86. This Plan places a high priority on the prudent use and good management of resources and effective protection for the environment. Both the form and location of future development and how buildings and land are used are fundamental to safeguarding those qualities which make Brentwood special and ensure these continue to be available for future generations to enjoy.

Green Belt

87. Although not an environmental designation, all of the borough's countryside lies within Metropolitan Green Belt. That equates to 89% of the Borough, the sixth highest in England by percentage of total area. This helps protect much of the Borough's high quality environment but also constrains development opportunities, making it difficult to meet local needs in full.
88. This Plan recognises the high quality of the Borough's natural environment. The Green Belt is a valuable asset because it protects this character.

3 Vision

89. The Council has the following vision to describe the type of place we want the Borough to be in the Plan period and beyond:

Brentwood Borough will continue to be a thriving, attractive and unique destination for people to live, work and visit by protecting and nurturing its existing high quality environment, growing its prosperous local economy and fostering development which is responsive to local community needs.

Outstanding leisure opportunities and high quality greenspaces such as Thorndon and Weald Country Parks will continue to be a significant attraction. Brentwood Town Centre will expand its focus for niche shopping, quality employment, exciting cultural opportunities and super connectivity into London via Crossrail. This combined with surrounding attractive countryside and villages will continue to make the Borough a destination of choice.

Brentwood will grow sustainably with new development directed to locations best served by local services and facilities to help further improve existing and new residents' quality of life. This will be achieved by realising opportunities to enhance the quality and character of places and provision of facilities, and minimising the negative impacts of development on people, the environment and resources.

4 Strategic Objectives

90. The following 13 strategic objectives set out how the Council intends to achieve the vision described above.
91. Objectives have been reordered and renumbered compared with the 2013 Preferred Options document to better fit under themes continued through the Draft Plan. Some amendments have been made following consideration of representations made in 2013. One new objective has been added (SO7) to reflect the importance of the Borough's economy in rural areas.

MANAGING GROWTH	SO1	Direct development growth to the Borough's transport corridors and urban areas in locations well served by existing and proposed local services and facilities
	SO2	Manage development growth to that capable of being accommodated by existing or proposed infrastructure, services and facilities
SUSTAINABLE COMMUNITIES	SO3	Plan for housing that meets the needs of the Borough's population and contributes to creating inclusive, balanced, sustainable communities
	SO4	Foster a prosperous, vibrant and diverse local economy by attracting new commercial investment in order to maintain high and stable levels of economic and employment growth
ECONOMIC PROSPERITY	SO5	Expand and enhance Brentwood Town Centre's retail offer in particular opportunities for high quality niche shopping
	SO6	Promote and encourage the continued success of Brentwood Town Centre and local centres to provide a high quality public realm and mixed use development
	SO7	Optimise the social and economic benefits that arise from Crossrail for the benefit of residents, businesses and visitors to the Borough
	SO8	Promote and support a prosperous rural economy
ENVIRONMENTAL PROTECTION AND ENHANCEMENT	SO9	Safeguard the Green Belt from inappropriate development and enhance its beneficial use
	SO10	Protect and enhance valuable landscapes and the natural and historic environment

QUALITY OF LIFE AND COMMUNITY INFRASTRUCTURE	SO11	Protect and nurture existing leisure, cultural and recreational assets such as the Borough's Country Parks for residents and visitors to the Borough and promote and enhance social inclusion, health and wellbeing
	SO12	Improve public transport, cycling and walking facilities and encourage sustainable transport choices
	SO13	Secure the delivery of essential infrastructure, including transportation schemes and community facilities in order to support new development growth throughout its delivery

DRAFT

5 Spatial Strategy

What is a Spatial Strategy?

92. The Spatial Strategy for Brentwood Borough provides the context for managing change and shaping how the area develops in future. The strategy sets out the level and location of development, highlights key areas of change up to 2033 and provides the basis for delivering strategic objectives, planning policies and land allocations.
93. This overarching strategy applies to all development in the Borough. The Plan's vision, strategic objectives and planning policies are all underpinned by the spatial strategy. Spatial Policies within this chapter set out the aims of the strategy. Core and Development Management Policies that follow provide the framework for its delivery.
94. Sites proposed at this stage are subject to further consideration through consultation and emerging evidence.

Evolution of the Spatial Strategy

95. Before setting out the proposed spatial strategy for the Borough it is important to consider how this has evolved in recent years through Local Plan consultation and changing national planning context.

2009 - 2011

96. As part of the Core Strategy Issues and Options consultation (2009) the Council sought public views on four spatial options to guide future development in the Borough at the levels required by the (then) regional plan, the East of England Plan (175 new homes per year and job growth to match). When identifying available land to meet development needs evidence suggested this could be fully met on brownfield land within urban areas. The four spatial options were:
 - Option 1, Centralised Growth: Focus development in and around the Brentwood urban area.
 - Option 2, Transport Corridor-led Growth: Development in central areas but also areas with strategic transport connections, such as major highways and rail stations.
 - Option 3, Semi-Dispersed Growth: Development in and around Brentwood and main Borough villages.
 - Option 4, Dispersed Growth: Development at all settlements across the Borough.
97. Consultation responses suggested a preference for options 1 & 2. This was supported by technical evidence as the most sustainable strategy for future growth.
98. As part of the Your Neighbourhood Consultation (2011) specific sites suggested to the Council for development were made available for public

comment. This expanded on the spatial options of 2009 to show where land could be available for development. This was still within the context of the East of England Plan development targets.

2013 - 2015

99. The Council's Preferred Options consultation (2013) proposed a spatial strategy that derived from option 2, transport-led growth. This focused growth in Brentwood, Shenfield and West Horndon, along with suitable developed sites in the Green Belt and brownfield development in other villages.
100. Importantly this was a variation on spatial option 2 because by this time the East of England Plan had been abolished leaving the requirement to plan for 'objectively assessed needs', which evidence suggested were significantly more than the old regional plan target, around 360 new homes per year. However, at this time it was still unclear how other plans going through public examination would be assessed if they proposed to exceed the old regional target but not fully meet objectively assessed needs.
101. Proportionately more growth at West Horndon was proposed because of the comparative capacity for growth in that location, and less growth in Ingatestone because of capacity and land constraints. The strategy also considered lack of capacity in the Brentwood urban area and north of the Borough in terms of infrastructure such as roads (due to congestion), primary schools, GP facilities and a higher landscape value. Consequently it was proposed that the Borough meet a higher development need than the abolished regional target, but due to capacity constraints not meet the full objectively assessed housing need.
102. The Council's Strategic Growth Options consultation (2015) was prepared in light of lessons learned after summer 2013, such as consideration of consultation representations and a clearer view of Planning Inspectorate decisions on other authority plans regarding need. It became clear that other authorities not meeting their full development needs were being found 'unsound' by the Planning Inspectorate on the basis that they did not conform with the NPPF.
103. The Growth Options document set out the continuing narrative of the spatial options that had gone before but now within the context of meeting full objectively assessed needs, specifically housing needs of 362 new homes per year.
104. For the purpose of considering approaches to future development the document set out that the whole Borough could be divided into three broad areas drawn up to focus on existing transport corridors. The three areas were distinguished as having different characters and issues for consideration and so could potentially accommodate different approaches to growth. However, it was made clear that each area should not be considered in isolation. The three areas were:
 - North of the Borough
 - A12 Corridor
 - A127 Corridor

105. The fundamental issue facing the Borough through this spatial strategy evolution is the finite capacity of brownfield sites within urban areas. Higher development needs puts pressure on the release of Green Belt to meet those needs in full.

Draft Plan Spatial Strategy

106. Following consideration of representations made in response to the Strategic Growth Options consultation it is evident that splitting the Borough into three areas does not sufficiently consider rural areas in the south of the Borough. The North of the Borough as set out in the Growth Options document is made up of villages set amongst rural surroundings. In the same way, the south of the Borough contains villages surrounded by countryside. For the purpose of the Draft Plan and Local Development Plan going forward the Borough will be split into four areas. This is consistent with the emerging spatial strategy regarding the Borough's character and clearly defines the two transport corridors as separate areas. Figure 5.1 depicts this approach.

- Rural North
- A12 Corridor
- Rural South
- A127 Corridor

Figure 5.1: Our Approach

107. Ultimately the spatial strategy aims to achieve the right balance between retaining local character and meeting development needs, as depicted in Figure 5.2.

Figure 5.2: Development Needs and Borough Character

Sequential Land Use

108. The proposed spatial strategy considers appropriate land uses sequentially in line with guidance and best practice. If Green Belt land needs to be considered to help meet needs then the Council believe this should only be so after all suitable and available brownfield locations are brought forward first. In order to guarantee this a sequential list of sites and land types are proposed to meet development needs for new homes and jobs as set out in Figure 5.3.

Figure 5.3: Sequential Selection of Sites

POLICY SP1: SPATIAL STRATEGY

The Borough's distinct local character will be protected and enhanced while we foster sustainable communities by focusing new development on land within the Borough's Transport Corridors. Brentwood and Shenfield will be the main focus for development in the A12 Corridor supported by two strategic allocations in the A127 Corridor, bringing forward new homes and jobs.

To meet local needs fully there will be limited release of Green Belt for development within transport corridors, in strategic locations to deliver self-sustaining communities with accompanying local services, and urban extensions with clear defensible physical boundaries to avoid further sprawl and provide development swiftly.

Limited development, including infilling where appropriate, will take place in villages within rural areas at a level commensurate with services and facilities available and which maintains local amenity and distinctiveness.

All development sites will be identified having regard to whether they:

- a. are accessible to public transport, services and facilities;**
- b. will have no significant impact on the Green Belt, visual amenity, heritage, transport and environmental quality including landscape, wildlife, flood-risk, air and water pollution; and**
- c. are likely to come forward over the Plan period.**

This Policy contributes towards objectives SO1 and SO2.

109. The preferred approach seeks to achieve the right balance between conserving the Borough's character and deliver development which meets the needs of all those who live, work and visit. Key considerations are land availability, development needs, scale of growth proposed, the existing settlement pattern and hierarchy and capacity of places to accommodate growth in a sustainable manner. The Council has carefully considered evidence on all these matters from a variety of sources before reaching a view on the proposed spatial approach.
110. Areas within the Borough's two key transport corridors create the focus for sustainable growth. This is achieved by considering suitable sites and land types sequentially. Development of all kinds will contribute towards a boost in the local economy.
111. Within the A12 Corridor, Brentwood and Shenfield are considered sustainable locations for growth, given excellent transport links, access to jobs and services and town centre facilities. Developing in the wider Brentwood Urban Area would support redevelopment and regeneration, underpin the viability of the town centre, and provide opportunities for development where access to services and jobs is greatest. Ingatestone will help to support growth in sustainable locations although capacity constraints and land availability limit development potential. Mounthessing village will be retained as existing with recently permitted development nearby to the village making a significant contribution to the Borough's needs.
112. Within the A127 Corridor, a new strategic allocation at Dunton Hills Garden Village will provide a new mixed use self-sustaining community in the south-east of the Borough. A strategic allocation at M25 junction 29 (Brentwood Enterprise Park) will provide for the majority of new employment land needed, bringing forward a modern business park village in the south-west of the Borough with excellent access to the M25. This will also act as a focus for a

wider M25/A127 employment zone considering exiting employment uses in the area. Brownfield opportunities will be taken to effectively meet local needs, such as a residential-led mixed use redevelopment of existing industrial land in West Horndon, creating a new village centre with supporting services and facilities close to the village rail station. Developing here provides an opportunity to address conflicts arising from heavy freight passing through the village, strengthen the village centre, and improve service provision. Significant improvements to infrastructure and services will be required to support growth within the A127 Corridor.

- 113. Growth in the Rural North and Rural South areas of the Borough will be limited to retain local character. Brownfield opportunities will be encouraged where appropriate schemes help meet local needs, and in line with other policies in this Plan help ensure our villages remain thriving communities. Where appropriate this includes the redevelopment of previously developed sites in Green Belt and infill while maintaining links to nearby villages.
- 114. Green Belt currently makes up 89% of the Borough’s total area. If proposed development allocations set out in this Draft Plan came forward and were removed from Green Belt this would reduce by 1%. This means development needs can be sustainably met in the Borough whilst Green Belt would still make up 88% of the total area.
- 115. The Draft Plan Key Diagram shows the main aspects of the spatial strategy set within the broader local context. This also includes some key aims of other policies in the Plan. Figures 5.4-5.8 depict the key diagram in more detail, focusing on transport corridors and setting out some of the thought process behind how proposals have been made.

INSERT KEY DIAGRAM

Figure 5.4: A12 Corridor – Brentwood

Figure 5.5: A12 Corridor – Shenfield

Figure 5.6: A12 Corridor – Mountnessing

Figure 5.7: A12 Corridor – Ingatestone

Figure 5.8: A127 Corridor

Hierarchy of Place

- 116. Within the Borough a settlement hierarchy can be discerned based on the characteristics of each settlement taking into account services and facilities available. These characteristics help suggest where might be best placed to accommodate growth in a sustainable manner.

Settlement Category 1: Main Town

Main Town:	Brentwood Urban Area, made up of connected local centres such as Brentwood, Shenfield, Hutton, Warley, Brook Street, and Pilgrims Hatch
------------	---

- 117. Brentwood is the Borough’s largest settlement and only town. It includes a wider urban area made up of other connected local centres. Accessible and

well served by public transport, with rail stations at Brentwood and Shenfield, the town provides a range of shopping, employment areas, secondary schools, health and leisure facilities in close proximity to residential areas.

- 118. Brentwood Town Centre is the Borough’s main focus for shopping, community and leisure activities, supported by shopping facilities around the rail station and other local shopping parades.
- 119. Within this settlement category, Brentwood and Shenfield offer the most scope to develop in accordance with sustainable development principles. Urban extensions into Green Belt are proposed in specific locations with clear physical defensible boundaries and accessible to local services and transport links. Release of land for development in these locations will enable a five year supply of housing to be achieved, boosting local housing needs swiftly in line with national policy and guidance.

Settlement Category 2: Village Service Centres

Village Service Centres:	Ingatestone	Dunton Hills and West Horndon later in the Plan period
--------------------------	-------------	--

- 120. A district shopping centre with a good range of jobs, community and health facilities, Ingatestone currently provides the second category in the hierarchy. As the Borough’s largest village, facilities here serve a significant catchment beyond the immediate area. Public transport accessibility is relatively good. The village has a rail station and secondary school.
- 121. While Ingatestone has relatively good facilities, a modest level of development is envisaged here, due to infrastructure constraints and a lack of suitable sites.
- 122. Future development as guided by this Plan will result in changes to the hierarchy. Brownfield residential development at West Horndon is proposed to be of a size to provide for a new village centre along with new retail and job opportunities. This is likely to move West Horndon from category 3 into category 2. In addition, development at Dunton Hills Garden Village will create a new self sustaining village with provision of new schools alongside retail and health facilities, and so this is likely to result in the new settlement being brought into category 2.

Settlement Category 3: Larger Villages

Larger Villages:	Includes Blackmore, Doddinghurst, Herongate, Ingrave, Kelvedon Hatch, Mountnessing, and West Horndon
------------------	--

- 123. Larger villages in the Borough are served by a local shopping parade and a primary school. They generally have limited community and health facilities, local jobs and a variable bus service.
- 124. As well as these facilities, West Horndon has a rail station and a large brownfield redevelopment opportunity using the existing employment areas. Among the Borough’s villages it offers the most scope for development,

although it will be important to retain the settlement as a village and not over-develop in order to be consistent with the proposed spatial strategy.

125. Brownfield redevelopment opportunities will be encouraged to meet local needs and policies in this Plan will help to bring forward nearby redevelopment of brownfield sites in the Green Belt where appropriate. No amendment is proposed to the Green Belt boundaries surrounding larger villages in order to retain the character of the Borough in line with the spatial strategy.

Settlement Category 4: Smaller Villages

Smaller Villages:	Includes Fryerning, Great Warley, Hook End, South Weald, and Wyatts Green
-------------------	---

126. Remote smaller settlements, with poor public transport, limited shops, jobs and community facilities. Development opportunities are limited, although as with larger villages brownfield redevelopment opportunities will be encouraged to meet local needs where appropriate. No amendment is proposed to the Green Belt boundaries surrounding smaller villages. Some of these smaller villages are entirely within Green Belt.

New Homes

127. Under the previous planning system local authority housing targets were set by regional spatial strategies. This was the East of England Plan for Brentwood Borough, which sought to balance the demand and sustainable supply of new homes across the whole region. The East of England Plan was abolished in January 2013 leaving local planning authorities to set their own targets. Housing targets should comply with national policy and guidance and be managed within the local housing market area, not necessarily within administrative boundaries.
128. The Council’s Strategic Housing Market Assessment (SHMA) concludes that Brentwood Borough can be considered a self-contained housing market area and emerging evidence from adjacent authorities show wider surrounding market areas that do not include Brentwood. While the Council accepts there are some links with other neighbouring local authorities on a range of issues to be discussed through the Duty to Cooperate, we have moved forward with a Draft Plan that seeks to fully meet objectively assessed housing needs within the Brentwood Borough boundary.
129. In response to the requirements of national policy the Council has made an objective assessment of its housing need in line with planning practice guidance. This technical work concludes that the Borough has a range of housing needs to consider depending on projections and historic delivery rates. The Draft Plan takes an objectively assessed housing need of 362 new dwellings per year as the starting point to meet housing need, more than double the Borough’s housing target under the East of England Plan. The Government expects Local Plans to meet objectively assessed needs for market and affordable housing, with sufficient flexibility to adapt to rapid

change unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits.

POLICY SP2: HOUSING GROWTH

Provision is made for 7,240 new residential dwellings (net) to be built in the Borough over the Plan period 2013-2033 at an annual average rate of 362 dwellings per year distributed as follows:

	Net new dwellings	%
Completions 2013/14 & 2014/15	264	4%
Extant permissions (April 2015)	444	6%
Permitted development allowance since April 2015	300	4%
Urban areas (brownfield)	1,296	18%
Brownfield land in Green Belt	97	1%
Strategic Site	2,500	35%
Greenfield urban extensions in Green Belt	1,292	18%
Windfall allowance	1,047	14%
Total	7,240	100%

Sites with a capacity for 10 or more dwellings (major housing sites) allocated for residential development are set out in Policy DMX and shown on the Proposals Map.

This Policy contributes towards objectives SO1, SO2, and SO3.

130. Policy SP2 sets how many dwellings the Borough will accommodate over the Plan period. Figures include existing commitments (permissions and allocations) and take account of housing potential on sites identified through the evidence base and previous Local Plan consultations. In addition, other exercises such as a Council asset review and review of other public assets have been undertaken to identify suitable redevelopment options. This work will continue as various public services consider their assets.
131. Bringing forward housing growth will deliver a boost to the local economy. The Council and other partners will need to consider the implications that new housing growth will bring, such as social, health, education, amenities, local services and facilities.
132. In deciding how many homes the Borough should plan for, the Council has taken into account national policy and evidence on the number and kind of homes needed. It is also vital that the capacity to accommodate new

development while maintaining the Borough's distinctive quality and character are balanced in line with the spatial strategy. Availability of supporting services and infrastructure are also key considerations which affect capacity.

133. However, in order to boost significantly the supply of housing in line with national requirements this Plan makes provision for a range of sites. Given housing needs cannot be fully met on brownfield sites and within existing urban areas the Council has reluctantly considered appropriate and sustainable locations within Green Belt. A proportionate approach has been taken, focusing on transport corridors and limited release of Green Belt to meet local needs where clear defensible boundaries are in place to avoid further urban sprawl. This is critical to help strike the right balance between maintaining the Borough's character and meeting development needs in line with strategic objectives and the spatial strategy.
134. The starting point for site densities has been the Council's Strategic Housing Land Availability Assessment (SHLAA). The Council has applied densities to potential development sites in a realistic manner taking into account surrounding development and the general form of an area. However, given the large and urgent need for new homes sites in the most sustainable locations will need to provide for higher densities where this is appropriate and taking into account any constraints.
135. An allowance has been made for windfall sites given the historic delivery rates of such development that has made a significant contribution to the Borough's housing supply. Windfall can be defined as sites which have not been specifically identified as available in the Local Plan process. These are usually previously-developed sites that have unexpectedly become available. Sites less than 10 dwellings are not allocated, although such sites will continue to contribute towards housing supply over the next 15 years. In addition, other policies in this Plan that encourage development, where it is deemed appropriate, will allow for an increase in new homes coming forward and so this is measured within a windfall category considering such sites have yet to be identified. The Council is keen not to be reliant on windfall to meet needs, and so continued work will be undertaken to determine realistic site densities for allocated sites to determine the remaining windfall contribution.
136. Brentwood's Strategic Housing Market Assessment (SHMA, 2014) identifies a high level of affordable housing need within the Borough which has among the most expensive housing in Essex, comparable to London house prices. However, local wages do not compare well with London and many local workers cannot afford to live here. This makes it harder for business to recruit, increases commuting and worsens transport congestion and quality of life. This Plan seeks to maximise affordable housing provision in light of identified needs.

Housing Trajectory

137. Figure 5.9 sets out the expected rate at which new homes will be provided in the Borough over the Plan period. Further detail is given in Appendix X.

Figure 5.9: Housing Trajectory

138. The housing trajectory displays the difficulty moving from significantly lower housing delivery up to full objectively assessed needs in a short space of time. The Council has strived to be realistic about the likelihood of sites coming forward and more evidence will be required to prove this moving forward to the next stage of the plan making process. A clear commitment is shown in this Plan to bring forward land as quickly as possible to meet housing needs swiftly in line with national policy and guidance.
139. The housing trajectory is made up of various types of sites as set out in Policy SP2. The following categories are used in line with the proposed spatial strategy and sequential approach to selecting sustainable areas for development.

Planning Permissions

- Completions since April 2013 = 264 new homes (2013/14 & 2014/15)
- Ensure extant planning permissions are completed in good time to contribute towards five year housing supply = 444 new homes (April 2015)
- Allowance for permissions and permitted development since April 2015 = 300 new homes (April 2015-January 2016), includes Mountnessing Roundabout (85 units, 14/01446/EIA), Thoby Priory (87 units, 15/00527/OUT), and Hubert Road (104 units, prior approval not required, 15/00393/PNJ56)

Urban Areas

- Prioritise brownfield sites wherever suitable and make efficient use of land in urban areas = 1,296 new homes

Brownfield Green Belt (Urban Extensions)

- Previously developed land (brownfield) in Green Belt adjoining urban areas in transport corridors = 97 new homes

Strategic Sites (Green Belt)

- Large site at Dunton Hills Garden Village (see Policy CP5), making a significant contribution to housing needs and able to provide a self-sustaining community with services and infrastructure = 2,500 new homes

Greenfield Green Belt (Urban Extensions)

- Remaining requirement to ensure housing is delivered as quickly as possible results in consideration of a limited number of greenfield sites in Green Belt to form urban extensions but with clear defensible and physical boundaries (such as roads or railway lines rather than trees or hedgerows) = 1,292 new homes

Windfall

- Windfall allowance for small scale development and development that will come forward in future not identified at this point, in line with

proposed policies to effectively and efficiently use land to meet local needs = 1,047 new homes

New Jobs

140. A key measurement of economic growth is the amount of new jobs created. This can be through a variety of business sectors. The Borough has recorded strong levels of job growth over the last 17 years (30%). For the purposes of planning policy the simplest way to measure and plan for new job creation is through planning use classes. B-Class uses generally comprise employment land types, such as B1 Business (offices, research and development, light industry appropriate in a residential area), B2 General industrial, and B8 Storage or distribution.
141. The number of B-Class jobs has increased by 40% over the last 17 years. Policies are required to plan for future jobs growth on our employment land and ensure new employment land is provided where needed.
142. In addition to B-Class jobs policies in this Plan encourage new jobs in other sectors, such as retail and commercial leisure. The Council will also work with partners to ensure continued inward investment to the Borough and the spatial strategy will maintain qualities that make Brentwood an attractive place to work.
143. In the past employment growth in Brentwood has been driven by consumption sectors including residential care and social work, business services, education, healthcare and construction. Job losses have been recorded within public administration and defence, utilities, accommodation and food services and retail.

POLICY SP3: JOB GROWTH AND EMPLOYMENT LAND

Provision is made for 5,000 additional jobs to be provided in the Borough over the Plan period at an annual average rate of 250.

Job growth will be distributed primarily through new employment (B-use) allocations but supported by existing employment sites and appropriate redevelopment where appropriate. In addition, other business sectors will support job growth over the Plan period, such as retail, hotel and leisure uses.

Providing for this many jobs will require a total of 32.8 hectares of new employment land. Areas allocated for employment purposes are set out in Policy DMX and identified on the Proposals Map.

This Policy contributes towards objectives SO4 and SO7.

144. Policy SP3 sets out how many new jobs are to be provided in the Borough over the Plan period and how much additional employment land will be allocated to provide these. Reflecting the Borough's desirable location, high quality and distinctive offer and land constraints, the Council's preference is for efficient land use and provision for high value business. With regard to the rural economy, the preferred approach seeks to encourage rural enterprise

which benefits local communities while respecting the quality and character of the countryside.

145. With the abolition of the East of England Plan, a baseline figure for local job growth is now something that needs to be determined to inform future planning policy. As a result, the Council is required to determine its own locally-derived employment targets. A range of economic evidence has informed this employment land and job growth need, such as the Brentwood Economic Futures report (2014). Proposed job growth is also informed by the Borough's objectively assessed housing need. This is up to 22.75 hectares of new employment land needed.
146. Selection of sites for new employment land has been considered through the same sequential approach of land types as has been the case with housing development. The proposed employment strategy is to locate new employment land close to the strategic highway network, taking account of more modern transport needs for larger heavy goods vehicle movements compared to some sites built years ago in central areas.
147. Brownfield land at M25 junction 29 provides an opportunity to redevelop the site and meet the majority of employment need, including the potential to re-use displaced older employment premises suitable for housing-led redevelopment in central areas. Brentwood Enterprise Park (see Policy CP6) will provide an opportunity for high-end modern premises at a key gateway to the Borough and into Essex.
148. Redeveloping existing employment land in central or residential locations for new homes (i.e: Wates Way Industrial Estate, Brentwood; Council Depot, Warley; and West Horndon Industrial Estates), means the loss of almost 19 hectares of employment land that will need to be re-provided. Incorporating the replacement of these losses in their entirety on a like-for-like basis would increase future employment land requirements up to 41.65 hectares in total. The exact types and quantity of floorspace that could be lost and/or displaced will need to be determined. However, it may not be necessary to fully replace these losses due to changing business needs and efficiency gains associated from replacing older stock with modern space. It is also not clear if employment needs will be lost entirely on these sites as part of redevelopment. Further work will need to be undertaken to identify exact loss of employment and the extent to which this needs to be replaced.
149. In addition to this, small amounts of new employment land are proposed to be allocated as part of an extension to an existing employment site at Childerditch and as part of development of a site bordered by roads (including an A12 junction) in Ingatestone. Development at Dunton Hills Garden Village will also provide for an element of new employment land in a location to be decided. These sites will provide choice for new employment land located on the strategic highway network in line with the proposed spatial strategy.
150. It is also proposed that some existing employment sites not formally allocated as such (and therefore still within Green Belt) be formally allocated. In particular, this focuses on a cluster of new and existing employment premises near to M25 junction 29 and the A127, as depicted in Figure 5.10.

Figure 5.10: M25 Junction 29 Employment Cluster

151. Major employment sites contributing to the Borough's job growth over the Plan period are identified on the Proposals Map and listed in Policy DMX. Details of strategic development at Brentwood Enterprise Park and Dunton Hills Garden Village can be found in Policies CP6 and CP5 respectively.
152. Overall a total of 48.2ha of new employment land is proposed to be allocated. Excluding new allocations with existing employment uses on site (15.39ha) this totals 32.81ha. In addition to these sites there are also existing employment allocations from the 2005 Brentwood Replacement Local Plan. Details of all sites to be allocated is set out in Policy DM12.
153. Economic evidence informs the amount of land the Council needs to provide to achieve sufficient growth in jobs. This calculation is summarised in Figure 5.11, which gives a breakdown of new B-use employment land required to inform Draft Plan allocations. It should be noted that suggested employment allocations exceed requirements. This calculation is explained below:

The amount of additional employment land needed over the Plan period is taken from the Brentwood Economic Futures report (2014) and uses the highest range figure = 22.75ha

The total amount of existing employment land lost to preferred housing allocations is taken from three sites to be allocated for housing/mixed use = 18.9ha

Existing employment land available for development is made up of unused employment allocations from the Brentwood Replacement Local Plan (2005) and extant planning permissions for employment land at April 2013. Net available employment land is 4ha (2.69ha extant planning permissions and 2.87ha extant allocations). Taking away unused employment land at the Council Depot in Warley ((draft housing allocation 081) 0.65ha of unused land) this reduces the total available land to 4.91ha.

Figure X shows these elements combined result in a total additional employment land requirement of 36.74ha.

Figure 5.11: Employment Land Need

New Retail and Commercial Leisure

154. The Council is required to positively promote competitive town centre environments and manage their growth. It is important to develop a town centre strategy that is appropriate and realistic to the role of centres in both the Borough's settlement hierarchy and shopping hierarchy. These should be based on the current state of centres and opportunities to meet development needs in full. In this regard, meeting retail needs and planning for the future of town and district centres are intrinsically linked. The Council is preparing a Brentwood Town Centre Masterplan to consider these issues in more detail, which is explored further under Policy CPX.
155. When it comes to meeting retail and commercial leisure needs it is important to consider the Borough's shopping hierarchy, which can be viewed in full at

Appendix X. Brentwood Town Centre is the main shopping centre in the Borough. Shenfield, Ingatestone and Warley Hill function as district centres. The Borough also contains a number of smaller villages and local shopping parades.

156. Brentwood Town Centre is categorised as a sub-regional centre and falls within the catchment areas of much larger competing centres at Chelmsford, Basildon and Romford. In addition, Lakeside, Bluewater, Stratford City and Central London are all easily accessible to residents. The strength of this competition restricts the Borough's market share of expenditure, particularly for comparison goods. However, the Town Centre has a good amount of convenience and comparison retail, with above average comparison operators. There is a mix of larger retail brands and a growing number of independent traders. The proportion of comparison goods operators is above the national average, and the centre has a good provision and range of comparison categories. The main convenience offer is from the large Sainsbury's supermarket, which suffers from congestion at busy periods but provides many linked trips to High Street shops.
157. Shenfield and Warley Hill are located within the Brentwood urban area and provide a more local service to residents. Ingatestone is a more traditional village centre and serves its settlement and the rural catchment area, providing a range of shops and non-retail services. The comparison shopping offer of these centres is focused on lower order day to day products. Food and grocery shopping is a key element of these centre's overall attraction.
158. Retail needs are traditionally split into two categories; convenience goods and comparison goods. More recently the proportion of restaurants and cafes has also increased in High Streets.
- Comparison Goods: Often products from High Street shops clustered together, purchased relatively infrequently by consumers and so prices, features and quality levels are often compared before purchasing. Examples include clothing and appliance stores.
 - Convenience Goods: Often products of habit or impulse, easily found by consumers and inexpensive enough for most to purchase. A prime example is goods sold in foodstores.

POLICY SP4: PROVISION FOR RETAIL AND COMMERCIAL LEISURE

Provision is made for 4,844 square metres (net) of comparison retail floorspace and 3,833 square metres (net) of convenience floorspace to be provided in the Borough over the Plan period. The primary location for new retail growth will be Brentwood Town Centre. New local retail provision will also accompany mixed-use development at Dunton Hills and West Horndon.

159. This Policy contributes towards objectives SO5, SO7, and SO13.

160. Policy SP4 sets out the amount of new retail floorspace to be provided in the Borough over the Plan period according to whether it is for comparison or convenience goods. As well as improving the shopping offer to local communities growth in retail and commercial leisure will make a significant contribution towards job growth in the Borough.
161. Short to medium term capacity figures up to 2020 suggest surplus of available convenience goods expenditure could support an additional 2,151 sq.m net (3,074 sq.m gross), primarily concentrated in Brentwood Town Centre. In the long term, surplus expenditure at 2030 could support 3,833 sq.m net of sales floorspace (5,475 sq.m gross) in the Borough as a whole.
162. For comparison goods the surplus expenditure could support an additional 1,193 sq.m net (1,591 sq.m gross) by 2020 across the Borough. The surplus expenditure at 2030 could support 4,844 sq.m net (6,458 sq.m gross). The vast majority of this surplus is for Brentwood Town Centre, with only a very limited amount identified for the rest of the Borough.
163. There is also requirement for 2,954 sq.m gross of food and drink (A3-A5) floorspace and 1,654 sq.m gross of other class A1 service uses up to 2030. No specific provision is made for these uses as these needs can be met through the planning application process in line with other policies in the Plan.
164. The spatial strategy focuses retail-led mixed use development in Brentwood Town Centre, in line with the sequential approach required by national policy. The opportunity for redevelopment of the William Hunter Way car park site could absorb a significant proportion of the retail floorspace requirements for the town centre. The Baytree Centre also provides a further development opportunity within the town centre. Both sites are considered to be 'strategic' within the Draft Plan because of their ability to provide for significant retail-led mixed use development in a sustainable location (see policies CP4 and CPX). These sites and their relationship with the High Street will also be considered further as part of a design-led Masterplan for the Town Centre.
165. There is a limited requirement for further floorspace within Shenfield, Ingatestone and Warley Hill over the Plan period. The commercial leisure assessment concludes that a cinema would be desirable to meet the needs of local residents. There is limited potential for other large scale commercial leisure facilities over the Plan period.
166. National policy principles indicate that the policy approach should aim to at least fully meet retail needs, so that the local economy is not constrained and potential investment is not diverted elsewhere or lost. The sequential approach suggests that designated town centres should be the first choice for retail, leisure and main town centre uses. All development should be appropriate in terms of scale and nature to the centre in which it is located.
167. Given the existing low levels of vacant floorspace within the centres, it is unrealistic to plan to achieve a reduction in vacancy rates, and the reoccupation of vacant premises is unlikely to help accommodate growth.
168. Strategic sites to accommodate retail-led mixed use development are allocated at William Hunter Way car park and the Baytree Centre. These key

opportunities to accommodate growth and improve the public realm connections with the High Street could also incorporate restaurant/café uses to create more of a destination shopping experience, as depicted in Figure 5.12. Opportunities to improve the area around the Chapel ruins will help create a new ‘town square’ and encourage linked trips. This will provide new and attractive public space while making more of the Chapel ruins and protecting this ancient monument.

Figure 5.12: Brentwood Town Centre Links

169. As available sites in Brentwood cannot accommodate full retail floorspace needs, residential-led allocations creating new and improved village centres at Dunton Hills and West Horndon will provide for the Borough’s remaining local retail needs. Development options for additional retail floorspace are limited in Shenfield, Ingatestone and Warley Hill. The strategy for these centres focuses on the reoccupation of vacant units and small scale intensification and extensions.
170. The increased number of passengers travelling through and using Crossrail stations at Shenfield and Brentwood (Warley Hill district centre) could lead to demand for additional or improved retail and service facilities over and above the identified floorspace requirements. There are limited short term opportunities for additional development in the vicinity of these stations, but in the longer term, sites could become available to meet anticipated future needs. In line with other policies in the Plan, such as maximising opportunities to meet development needs around key gateways, specifically rail stations, retail needs will be prioritised as part of mixed-use development.
171. Other local centres in the Borough will continue to play their vital role in providing day to day shops and services that are accessible to residents in villages and rural parts of the Borough.
172. As part of a range of services and facilities provided by strategic development at Dunton Hills Garden Village new retail floorspace will serve the local community (see Policy CP5). Residential-led mixed use development at West Horndon will provide the opportunity to create an improved village centre near to the railway station. This will include new retail floorspace to serve the village and local area. This will need to complement rather than compete directly with the existing local shops.

6. Managing Growth

Strategic and general development principles

- | | |
|-----|--|
| SO1 | Direct development growth to the Borough's transport corridors and urban areas in locations well served by existing and proposed local services and facilities |
| SO2 | Manage development growth to that capable of being accommodated by existing or proposed infrastructure, services and facilities |

173. Development of all kinds needs to be managed and directed to the most sustainable locations in the Borough in line with the Spatial Strategy. This chapter sets out broad policies related to managing growth, such as achieving sustainable development, strategic allocations, site specific core policies and general development criteria.
174. The Council's approach to managing growth aims to keep and enhance Brentwood's distinctive qualities. This is built around a growth concept that reinforces the Borough's distinct physical and spatial characteristics.
175. The Council's development management approach has been led by embarking on a long term sustainable development which will help provide a strong sense of place for people to live, work, and visit within a healthy and well served community and a beautiful environment to enjoy for the present generation and for future generations.
176. The growth strategy directs new housing and employment development to larger settlements and sustainable transport corridors, well served by public transport with rail stations at Brentwood and Shenfield. Managing growth in this way will help make the Borough safer and more liveable, more sustainable, better connected, more prosperous and very distinctive.

Sustainable Development

177. National Planning Policy describes the presumption in favour of sustainable development as "the golden thread" which runs throughout plan-making and decision taking. It is about positive growth, and making economic, environmental and social progress for this and future generations. This implies that local authorities should positively seek opportunities to meet the development needs of their area unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits or where specific policies in the NPPF indicate development should be restricted. The NPPF recognises that sustainable development is about change for the better. To achieve sustainable development, economic, social and environmental gains should be sought jointly.

POLICY CP1 SUSTAINABLE DEVELOPMENT

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development

contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or

Specific policies in that Framework indicate that development should be restricted.

178. This Plan includes the Planning Inspectorate's 'Model' policy highlighting the Council's commitment to taking a positive, proactive approach to achieve sustainable development in the Borough. It should not be necessary to duplicate national policy as a matter of best practice, but in this case Policy CP1 ensures that development proposals are assessed according to the presumption in favour of sustainable development where there is no relevant local policy for various reasons. This helps future-proof the Plan and ensure sustainability is at the heart of development in the Borough.

Managing Development Growth

179. Policy SP2 sets out the amount and distribution of new housing development within the Borough. The housing supply that is needed to ensure that the Council meets its objectively assessed housing need over the plan period 2013 – 2033 amounts to 7,240 dwellings. This equates to an average delivery rate of 362 dwellings per annum.

180. Policy SP3 and SP4 set out the amount of jobs, employment land, retail and commercial leisure floorspace needed during the Plan period.

181. In order to ensure sustainable development, safeguard the Green Belt and other greenfield land, development shall first be directed to suitable and accessible locations within existing settlements, conversion and reuse of previously developed (brownfield) land and buildings. Some of these locations will be previously allocated sites. However, due to the limited availability of these types of sites in the Borough, and to help maintain a five year supply of housing, some Green Belt land is proposed to be allocated for development during the Plan period.

POLICY CP2: MANAGING GROWTH

Within the Borough, best use of land within existing settlements will be made to meet local needs through the development, conversion and/or re-use of previously developed land and buildings. New development allocations will make best use of land to meet local needs in line with the Spatial Strategy. In allocating sites and granting planning permission the Council will have regard to:

- a) The settlement hierarchy and role of key settlements;**
- b) The need to phase development to ensure employment, infrastructure and services are delivered prior to, or in conjunction with, new housing development;**
- c) The need to achieve a better balance of jobs, services, facilities and homes;**
- d) Essential infrastructure requirements (whether existing or new requirements);**
- e) The importance of creating well designed places which are socially inclusive and respect local character;**
- f) The need to ensure a flexible, responsive supply of land and to prioritise the re-use of previously developed land and buildings in order to support regeneration; and**
- g) Other policies in this Plan.**

This Policy contributes towards objectives SO1, SO2 and SO7

- 182. The emphasis on recycling and re-using previously developed land and buildings reflects national policy and guidance. The Council is committed to making the best use of scarce land resources within the Borough.
- 183. NPPF core principles state that plans should take account of the role and character of different areas, promote the vitality of the main urban areas, achieve high quality, inclusive design, protect Green Belt and the intrinsic value of the countryside and support thriving rural communities. The Council's preferred approach to managing housing development in the Borough reflects these principles and the overriding presumption in favour of sustainable development.
- 184. The level of development planned for the Borough aims to strike a balance between responding to the need for development and acknowledging constraints which determine how much development the Borough can sustainably accommodate. There are areas such as the Green Belt, land valuable for food production, land at risk to flooding, land of high landscape value, and nature conservation areas which are to be protected from development.

185. Phasing refers to the timing of delivery of development in relation to other activity, such as, land assembly or provision of infrastructure. Development may require phasing, both to ensure that new occupants have access to services they need and to minimise disruption caused by development to existing communities or the services they depend on. Phasing helps ensure the timely delivery of development over the plan period to ensure that there is adequate supply of housing to meet a five year supply. Therefore in this regard, an important role of this Plan is to indicate where and when sites are expected to come forward.

POLICY CP3: KEY GATEWAYS

Development proposals in the vicinity of key gateways into Brentwood Borough, as displayed on the Proposals Map, will contribute to enhancing a positive impression of the Borough. Proposals will reflect an understanding of the Borough's character in line with the Spatial Strategy and enhance the local area. Development should help to create a distinctive and clear entry into Brentwood.

HIGHWAY JUNCTIONS

Locations around highway junctions should contribute to these aims by considering local surroundings. Development should recognise the importance of creating a positive impression for those passing by the site as well as those entering it. Depending on the character of the local area landscaping should be prioritised.

RAIL STATIONS

Locations around rail stations should contribute to these aims through the delivery of higher density development to meet local needs in central sustainable locations. Development should also consider its contribution towards the public realm.

186. Whether travelling home, to work, or visiting, people will enter Brentwood Borough from different places. Most will enter from the strategic highway network and railway stations. Some will also arrive via bus stops, with many bus services accessing Brentwood High Street. Development proposals in the Town Centre should be mindful of this in line with Policy CP9 Brentwood Town Centre.
187. Key gateways are set out in Figure 6.1, although it should be noted these are not exclusive as there will always be other entrances to the Borough and its towns and villages that will need to consider this policy. It is important that our gateways provide an impression consistent with the borough's qualities.
188. Gateways are also highly sought after business locations. For the types of employment uses we need to find some of these locations offer excellent opportunities for development. However, the standard of new buildings and sensitivity to surrounding environment will need to be high given these areas provide an impression of Brentwood.

189. Development can help create a distinctive entry into the Borough through a variety of means, such as innovative architecture, high quality design and materials, public art, sensitive landscaping and planting, enhancing the public realm, and clear signposting.

Figure 6.1: Key Gateways

Strategic Sites

190. Strategic sites have been identified separately to other development allocations in order to deliver a significant amount of growth to meet local needs, specifically new homes, new jobs, and new retail. These are displayed on the Key Diagram.
191. In line with the strategic objectives and other policies in this Plan, strategic sites also provide a level of development that achieves the necessary critical mass to bring along supporting services, facilities and infrastructure. Much of the Borough's infrastructure and services are at capacity, and so in order to deliver growth and not over-burden already stretched services, strategic development sites allow us to deliver new communities with supporting facilities in line with the spatial strategy.

POLICY CP4: STRATEGIC SITES

In order to meet identified local development needs for a mix of uses and in accordance with the spatial strategy, the following strategic sites are allocated:

HOUSING-LED

Dunton Hills Garden Village (See Policy CP5)

EMPLOYMENT-LED

Brentwood Enterprise Park (See Policy CP8)

RETAIL-LED

William Hunter Way Car Park

The Baytree Centre

(See Policy CP9)

192. Sites set out in Policy CP4 are deemed strategic because they are critical to delivering the Plan's key development objectives, i.e. meeting needs for new homes and new jobs (including new employment land, enhanced retail, and other job creating industries).
193. All strategic sites have their own Core Policy within the Plan (as referenced in Policy CP4) to set out clearly what type of development is expected from each. These policies are set out within the relevant chapter (i.e. Sustainable

Communities for housing-led development and Economic Prosperity for employment and retail-led development).

194. Other sites will be needed to deliver development needs although these are not considered strategic. All other site specific allocations are set out in Development Management Policies.

Changes since Preferred Options (2013)

195. West Horndon village has been removed as strategic area for growth in order to protect its village character. Instead, redevelopment of the existing industrial estate alone will bring forward sustainable development near to the rail station with new homes and supporting facilities, creating a new village centre at the heart of the community while maintaining the village boundary. Redevelopment of the industrial estate sites is now covered in policy DM4, consistent with the spatial strategy.
196. The addition of a strategic site allocation at Dunton Hills Garden Village will bring forward a new self-sustaining village community. A high quality sustainable development, this will be housing-led but also deliver significant new jobs, community facilities, open space and green links to the rest of Brentwood Borough. This is covered in Policy CP5 and is consistent with the spatial strategy.
197. Instead of individual Core Policies for William Hunter Way Car Park and the Baytree Centre these sites are now included within Policy CP9 Brentwood Town Centre. This merge is driven by the Council's work to produce a design-led Town Centre Masterplan with these two sites at the heart of opportunities to deliver mixed-use growth and enhance the Town Centre for future generations. While the sites remain as two separate strategic allocations, they are linked through the Town Centre Masterplan and so a combined policy seems more appropriate.
198. Land at Mountnessing Roundabout has been removed as a strategic employment allocation because since 2013 planning permission has been granted for residential development on the site.

General Development

199. The Council seeks to promote and secure sustainable development. This means directing development to locations which are supported, or capable of being supported, by effective transport provision, leisure, community and other essential services, while minimising harm to the environment and protecting the Green Belt. The following Development Management policies deal with fundamental aspects of development planning.

POLICY DM1: GENERAL DEVELOPMENT CRITERIA

Proposals for development will be expected to meet all of the following criteria:

- a) **have no unacceptable effect on visual amenity, the character or appearance of the surrounding area;**

- b) provide satisfactory means of access to the site for vehicles, cyclists and pedestrians and parking and servicing arrangements;**
- c) ensure the transport network can satisfactorily accommodate the travel demand generated and traffic generation would not give rise to adverse highway conditions or highway safety concerns or unacceptable loss of amenity by reason of number or size of vehicles;**
- d) have no unacceptable effect on health, the environment or amenity due to the release of pollutants to land, water or air (light, noise pollution, , vibration, odour, smoke, ash, dust and grit);**
- e) cause no unacceptable effects on adjoining sites, property or their occupiers through excessive noise, activity or vehicle movements; overlooking or visual intrusion; harm or loss of outlook, privacy or daylight/sunlight enjoyed by occupiers of nearby properties;**
- f) take full account of opportunities to incorporate biodiversity in developments;**
- g) when considering the impact of development on the significance of a designated heritage asset, greater weight should be given to the assets conservation and enhancement;**
- h) result in no net loss of residential units; and**
- i) new development would be required to mitigate its impact on local services and community infrastructure.**

Proposals for uses within or near residential areas which may give rise to unacceptable levels of pollutants will need to be addressed through sensitive siting or pollution abatement technology for planning permission to be granted.

- 200. New development should make a positive contribution to the quality of the environment and Borough. This policy is intended to help achieve this.
- 201. Development should not harm the amenities of occupiers in nearby properties. Therefore, protecting the privacy and amenity space of nearby properties by avoiding excessive overlooking or loss of light resulting from new development are key considerations. New development should be sympathetic to the character and form of neighbouring properties and surroundings ensuring they are not overbearing and do not look out of place. New development is likely to result in some impact or change, but this should be limited wherever possible and not be unacceptable.
- 202. In light of the imperative to deliver sustainable development, the Council expects development to adopt environmental best practice and pollution prevention measures in relation to groundwater, drainage, lighting, noise, impacts on health, the environment and amenity to avoid, address or mitigate adverse impacts that might otherwise arise. It will be important that all development proposals take into account the environmental impact of

proposed activities at an early stage in the planning process and incorporate measures needed to address this.

203. In order for a scheme to be acceptable, development will be required to make satisfactory arrangements for vehicular, cycle and pedestrian access into the site and for parking and servicing within the site. Any traffic generated by the development should be capable of being satisfactorily accommodated by the transport network and not give rise to unacceptable highway conditions, safety and amenity concerns as a result of the number or size of vehicles.
204. Changes of use from residential, especially within or adjoining commercial centres, can involve the loss of smaller accommodation, for example flats above shops and small terraced units, which make a valuable contribution to the housing stock offering housing choice and affordability and responding to demographic change, notably a fall in the average household size. Such locations are sustainable being near services, facilities within walking distance and public transport. A residential presence in commercial areas maintains activity after shops and offices close, enhances community safety and retains the mixed-use feel of shopping areas. Making the best use of existing housing helps resist pressure to release additional land from the Green Belt. The Council therefore aims to retain existing dwellings and resist their loss. Similarly, the Council will seek to retain community facilities and services where needed, or secure their replacement, to at least an equivalent standard and convenience.

POLICY DM2: EFFECTIVE SITE PLANNING

Development proposals will be favourably considered where the planning and design of buildings and spaces:

- a) arrange access points, routes within the site, public and private spaces, building forms and ancillary functions in an efficient, safe, workable, spatially coherent and attractive manner;**
 - b) incorporate existing site features of value;**
 - c) design-out opportunities for crime and anti-social behaviour; and**
 - d) safeguard the amenities of occupiers or any nearby properties by ensuring that their character and appearance is sensitive to the context and surroundings.**
205. Site planning is at the heart of good design and making successful places. A primary consideration when site planning is the nature and function of the spaces between buildings. However small, sites should be well connected, safe and properly landscaped. Public and private spaces should be clearly differentiated.
206. Site planning should incorporate existing site features such as trees and ponds and built-forms of value. Spaces that are safe and welcoming in the long-term depend on eliminating the opportunity for anti-social activity through the placing of building fronts and treatment of spaces. Site planning should

ensure that buildings relate successfully to one another and have no adverse impact on the amenity of occupiers.

DRAFT

7. Sustainable Communities

Housing related policies including provision of new market and affordable homes, specialist housing, mixed use development and provision for Travellers

SO3	Plan for housing that meets the needs of the Borough's population and contributes to creating inclusive, balanced, sustainable communities
-----	--

207. One of the overarching principles of the planning system is to support the provision of strong, vibrant and healthy communities through the supply of housing to meet the needs of present and future generations. The importance of achieving this principle is established in Strategic Objective 3, which looks to deliver a plan for housing that meets the needs of the Borough's population and contributes to creating inclusive, balanced, sustainable communities.

208. This chapter includes new policies against which planning applications for residential development will be considered, setting out a clear framework for delivering the appropriate scale and type of housing, in appropriate locations, to meet the needs of the Borough's changing communities over the plan period up to 2033.

Dunton Hills Garden Village

209. Strategic large-scale residential-led development is proposed at Dunton Hills Garden Village to meet a significant proportion of the Borough's housing need whilst providing supporting services and facilities. This new community will form a new village for the 21st century, fitting with the spatial strategy to maintain the Borough's character of villages surrounded by countryside and accessing Brentwood market town.
210. Although residential-led, a mix of supporting uses will be provided to create a self-sustaining community. This is to include employment, local shops, schools, healthcare, open spaces and sports facilities.

POLICY CP5: DUNTON HILLS GARDEN VILLAGE

The Council will work in partnership with the local community and other stakeholders to bring forward a new Borough village for the 21st Century within the A127 Corridor at Dunton Hills. Applying garden village principles, a new self-sustaining community will be created providing for 2,500 new homes, at least 5 hectares of employment land, local shops, community facilities, open green spaces, schools and healthcare services. A Masterplan will be produced to agree the form, mix and siting of development, to form part of the Brentwood Local Development Plan.

211. Dunton Hills Garden Village will provide a new settlement consistent with the Borough's character and spatial strategy. Linked to Brentwood and other Borough villages such as West Horndon, this new community will provide for a

significant proportion of the Borough's full objectively assessed need for market and affordable housing. Development of this size allows the necessary critical mass to provide for local services and infrastructure that otherwise could not come forward with several smaller sites. Development would also contribute towards new employment land provision. In addition to 2,500 new homes, made up of a range of types to suit needs, provision shall be made for Gypsy & Traveller pitches designed into the wider development in a sensitive and appropriate way (see Policy DM10).

212. Most importantly, this mixed-use development can be achieved in a sustainable manner in line with the spatial strategy and national policy and guidance. Although the site lies within Green Belt, development here can contribute to Green Belt purposes, such as restricting urban sprawl. The wider boundaries of the development are clearly defined physical features (A127, A128, railway line), which limit the potential for future unrestricted urban sprawl and deny any merging with nearby settlements.
213. The permanent boundaries to be established by development will be defined by a separate Masterplan to form part of the Brentwood Local Development Plan, along with other details such as the mix of development, locations, phasing and design etc. Ultimately, once the new community is in place it will be critical that recognisable and defensible Green Belt boundaries are created that are in keeping with local landscape character. The development footprint will be de-allocated from Green Belt.
214. The A127 Corridor provides an opportunity for growth in the Borough that brings along new services, facilities and infrastructure. These same opportunities are not possible in the A12 Corridor considering the higher impact on existing services and lack of contained land to provide for similar development numbers. It is recognised that the A127 highway is constrained and further work will need to be undertaken with the Highways Authority and Highways England to determine opportunities to improve capacity and traffic flow.
215. Work will continue with adjoining authorities and other bodies as part of the Duty to Cooperate. This includes consideration of growth along the wider A127 Corridor as well as proposed development to the Brentwood border in Basildon.
216. Land around West Horndon village remains a reasonable alternative because it can provide a similar development numbers towards local needs. However, it has not been selected as a preferred site in this Draft Plan owing to the impacts on the existing village, which would not be consistent with the emerging spatial strategy. It has also been considered that proposed redevelopment within West Horndon village will bring forward significant residential development, altering the character of the village but utilising brownfield land. Further development of Green Belt surrounding West Horndon is deemed disproportionate when considering the size of the existing village and how this fits with the spatial strategy on our Borough of villages..
217. Consideration has also been given to the emerging West Horndon Neighbourhood Plan. The neighbourhood plan area covers the entire parish, which includes land east of the A128 where Dunton Garden Village would be

sited. The Council will continue to work with West Horndon Parish Council and the local community to ensure both the Local Plan and neighbourhood plan are consistent and provide for local needs in line with national policy and guidance.

Housing Type, Mix, Size and Tenure

218. It is important that new housing development addresses local needs and contributes to the creation of mixed and balanced communities. A core planning principle in the NPPF is that every effort should be made objectively to identify and then meet the housing needs of an area. This means providing sufficient good-quality housing of the right types, mix, sizes, and tenure in the right places, which will be attractive to and meet the identified needs of different groups in society, including families with children, first-time buyers, older people, people with disabilities, and people wishing to build their own homes. Well designed housing should also be accessible and adaptable to meet people's changing needs and helping to sustain independent living.
219. The amount and distribution of housing to be delivered in the Borough between 2013-2033 is established through Policy S2: Amount and Distribution of Residential Development 2015-2030. Policy CP8 seeks to ensure that residential development proposals delivering this housing do so in a way that contributes to the rebalancing of the housing stock to ensure it better reflects the identified needs and demands for housing of the existing and future communities of the Borough.

POLICY CP8: HOUSING MIX, TYPES AND TENURES

All development should deliver an inclusive, accessible environment throughout.

Residential development proposals of six or more dwellings or 0.2 hectares or more must provide an appropriate mix of dwelling types, sizes, tenures and specialist accommodation to meet the specific needs of existing and future households in the Borough, to provide choice, and contribute towards the creation of sustainable, balanced and inclusive communities, taking in to account the latest Strategic Housing Market Assessment and the Council's Housing Strategy.

Developments of 10 or more dwellings will be expected to provide a minimum of 5% of dwellings that are suitable or easily adaptable for occupation by the elderly or people with disabilities to the requirements of Building Regulation M4(2) or M4(3). Development proposals should be accompanied by a design and access statement setting out the principles of inclusive design, and adaptability, including the specific needs of disabled people, has been integrated into the proposed development.

Developments of 100 or more dwellings will be expected to provide a minimum of 5% self build properties. The inclusion of self build properties on smaller sites will also be encouraged.

Where a development site has been divided into parts, or is being delivered in phases, the area to be used for determining whether this policy applies will be the whole original site.

The final housing mix, type and tenure will be subject to negotiation, account will be taken of the nature, constraints, character and context of the site and development viability. Conditions may be used to ensure particular housing types provided, remain available in perpetuity and by tenure. Applicants will be required to provide sufficient evidence to support their proposals.

220. Housing provision should respond to the local market changes and the needs of the local area, providing accommodation for people with different needs and at different stages in their lives. The NPPF requires local planning authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Across the Borough there is a need to rebalance the housing market to provide a range of housing that will meet the changing needs of communities.
221. The housing mix to be provided by an individual development proposal should have regard to relevant up-to-date and robust evidence. The Strategic Housing Market Assessment provides a detailed assessment of the housing required to meet existing and future needs across the Borough. Proposals should respond to other up-to-date and relevant local evidence where available, such as the Council's Housing Strategy.
222. The Strategic Housing Market Assessment (2013) indicates that Brentwood has a higher than average proportion of owner occupation at 76.7%, almost 10% above the national level. The housing stock is dominated by larger properties with around 40% of all owner occupied properties comprising three bedrooms and almost 38% comprising four or more bedrooms, a very high level compared to less than 22% which are one and two bedroom units.
223. The SHMA concludes that there is a need for a higher proportion of two bedroom units to create a better housing offer and address the increasing need for smaller properties due to demographic and household formation change. Broadly, it recommends that future market housing delivery should be 65% one and two bedrooms while 35% should be larger units of three and four bedrooms. A summary of the recommended property size requirements for all tenures is set out in Figure 7.1. Recommendations in the SHMA, along with any additional information relating to housing mix and type, will be used to inform negotiations between the Council and applicants to determine the appropriate mix of housing on schemes of six or more dwellings or 0.2 hectares, subject to consideration of site character and context and development viability.

Figure 7.1: Housing Delivery by Tenure / Size (Extract from SHMA 2013)

Tenure	Bedroom Size (%)			
	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Market	65		35	
Intermediate	25	70	5	0

Social & Affordable Rented	40	30	30
----------------------------	----	----	----

224. Given that the Borough’s population is ageing and the vast majority of existing housing comprises mainly older, inaccessible properties we must ensure new homes are accessible and adaptable, designed to meet the changing needs of different occupiers at different stages of their lives.
225. Evidence in the SHMA 2013 indicates an above average proportion of the Borough’s households contain older persons (27.1%). The proportion of the Borough’s population living beyond 65 years of age is forecast to rise from 18% in 2012 to 22% in 2033 and for those aged 85 years from 3% to 5% over the same period.
226. Additionally the SHMA 2013 indicates that 17.1% of households in the Borough contained a member with a disability/limiting long term illness. The largest group of people were those with a walking difficulty. Furthermore, 63.2% of households with a wheelchair user in the Borough did not live in suitably adapted premises. As such, it is appropriate that a small proportion of new homes provided are suitable for wheelchair users to provide the opportunity for households containing a person with a disability to move.
227. Recognising that a number of elderly person households and those from other sectors of the community are likely to have a need for adaptable or accessible homes over the lifetime of the Plan, as part of providing a mix of housing to meet local housing needs, the Council will seek to secure from major housing developments of 20 or more dwellings a minimum of 5% of new housing built is suitable, or easily adaptable for occupation by the elderly or people with disabilities (Building Regulation M4(2) or M4(3) standard).
228. The development of self-build properties by individuals or community groups (including Community Land Trusts) can also contribute to meeting the need for additional housing within the district, and provide a more diverse housing stock. Policy CP6 proposes that larger housing schemes should include an element of self build plots, to facilitate this diversity.
229. The final mix of housing/types will be subject to negotiation with the applicant. Applicants will be expected to provide robust evidence relating to the identified level of housing need, financial viability or deliverability to support their proposals.

Residential Density

230. Efficient land use is essential in a Borough like Brentwood where land is scarce, and enables new homes to be provided without encroaching on the countryside. Good design makes it possible to develop in a way that is sympathetic to local character, uses land efficiently and creates or maintains a high quality living and working environment. The right density will depend on the scheme, dwelling mix, site characteristics and location.

POLICY DM3: RESIDENTIAL DENSITY

Proposals for new residential development should take a design led approach to density which ensures schemes are sympathetic to local character and make efficient use of land.

Residential densities will be expected to be 30 dwellings per hectare net or higher unless the special character of the surrounding area suggests that such densities would be inappropriate; or where other site constraints make such densities unachievable.

Higher densities, generally above 65 dwellings per hectare net, will be expected in town and district centres or other locations with good public transport accessibility, subject to Policy CP15.

231. The Council considers it reasonable to expect proposals to achieve densities of at least 30 dwellings per hectare except where this would harm the special character of an area, have an adverse transport impact or cause harm to residential amenities. Densities of 65 dwellings to the hectare or more will generally be expected in locations with good public transport accessibility.
232. To determine how much land is required to meet housing requirements, consideration has been given to the number of homes a given area can sustainably accommodate based on site and location characteristics. Efficient land use is critical to the delivery of this plan. Without it there will be more pressure to release Green Belt to accommodate new development or, alternatively, the number of new homes delivered will fall short of that planned and what would otherwise have been provided.

Housing Allocations

233. The Council needs to allocate land in order to facilitate the provision of new homes in line with its proposed spatial strategy, housing figure and distribution of residential development as set out in policies SP1 and SP2 of this Plan. Policy DM4 sets out major sites (sites of 10 units or more) to be allocated for residential development.

POLICY DM4: HOUSING LAND ALLOCATIONS

The following sites (with potential capacity for 10 or more homes) are allocated for housing development over the Plan period 2013-2033, as identified on the Proposals Map. Where indicated, a mix of uses, including residential may be sought or appropriate. Further detail is set out in Appendix 2.

Site Ref	Site Name	Approximate dwellings
Urban Areas		
001A & 001B	Land north of Highwood Close including St Georges Court, Brentwood	52

003	Wates Way Industrial Estate, Ongar Road, Brentwood	80
005	Essex County Fire Brigade HQ, Rayleigh Road, Brentwood	50
013B	Warley Training Centre, Essex Way, Warley	50
020, 021 & 152	West Horndon Industrial Estates, Childerditch Lane and Station Road, West Horndon	500
039	Westbury Road Car Park, Westbury Road, Brentwood	22
040	Chatham Way/ Crown Street Car Park, Brentwood	26
041	Land at Hunter House, Western Road, Brentwood	22
042	Land at Bell Mead, Ingatestone	16
044 & 178	Land at Priests Lane, Brentwood	130
081	Council Depot, The Drive, Warley	68
098	Ingleton House, Stock Lane, Ingatestone	10
099	Victoria Court, Victoria Road, Brentwood	40
100	Baytree Centre, Brentwood	200
Sub Total:		1,266
Brownfield Green Belt Urban Extensions		
010	Sow & Grow Nursery, Ongar Road, Pilgrims Hatch	37
128	Ingatestone Garden Centre, Roman Road, Ingatestone	60
Sub Total:		97
Strategic Sites		
200	Dunton Hills Garden Village	2,500
Sub Total:		2,500
Greenfield Green Belt		
022	Land at Honeypot Lane, Brentwood	250
023	Land off Doddinghurst Road, either side of A12, Brentwood	250
032	Land east of Nags Head Lane, Brentwood	150
034 & 235	Officer's Meadow, Alexander Lane, Shenfield	600
079A	Land adjacent to Ingatestone by-pass (part bounded by	42

	Roman Road)	
Sub Total:		1,292
Total:		5,155

Proposals for housing submitted on these allocations in accordance with the phasing indicated, will be approved where the proposed scheme is in accordance with other relevant policies in the Plan. Planning applications in advance of its phasing will only be approved where:

- d. early release would not prejudice the delivery of other allocated sites phased in an earlier time period;**
- e. the site is required now to maintain a five year supply of deliverable sites; and**
- f. infrastructure requirements of the development can be fully and satisfactorily addressed.**

234. Comprehensive assessments of potential sites have been carried out by the Council, independent technical specialists and other bodies. The Council's Strategic Housing Land Availability Assessment (SHLAA, 2010) has provided the starting point for considering sites as part of the plan making process, which has then been supplemented by other sources and more up to date information where possible, such as:

- sites submitted by landowners and developers;
- sites proposed by parish councils and members of the public; and
- other sites known or owned by the Council.

Site Selection

235. In line with the spatial strategy sites have principally been selected on the basis of a sequential approach to sustainable land use, as depicted in Figure 5.3. This prioritises the selection of brownfield and other appropriate sites in the urban area. The second tier looks at brownfield sites in the Green Belt adjoining the urban area. The third tier gives preference to larger scale strategic sites which provide opportunities for new self-sustaining communities with new services, facilities and infrastructure. The fourth tier allows for limited greenfield sites in the Green Belt which comprise urban extensions within reach of services and infrastructure and with defensible boundaries.

236. In addition to the sites ability to deliver the spatial strategy the sites have also been assessed against criteria, including (but not limited to) the following:

- whether sites are suitable for housing;
- accessibility to public transport, services and facilities;
- infrastructure provision;

- impact on Green Belt, landscape, visual amenity, heritage, transport and environmental quality including wildlife, flood-risk, air and water pollution;
 - impact on highways; and
 - whether the site is likely to come forward over the Plan period.
237. A Sustainability Appraisal carried out for each site, together with technical analysis and modelling, has enabled the Council to reach an informed judgment on the above and related matters. Previous unimplemented allocations have also been reviewed.

Estimated Capacity

238. An estimate of how many dwellings each site should accommodate has been made by adopting a density and developable area based on location, area characteristics and site circumstances. This is broadly consistent with Policy DM3 (Residential Density). Site constraints, such as topography and potential or desirability for mixed use, are also taken into account. The numbers set out in the draft policy provide a guide and are not necessarily a cap depending on the appropriateness of increased density or more efficient land use in line with policies in this Plan. Site density details for each site are set out in Appendix 2.
239. Policy DM4 sets out the sites that have been allocated for housing development. The sites under the heading of urban area comprise brownfield and appropriate land. It is necessary to maximise density in order to use land efficiently and reduce pressure to release greenfield sites.
240. There are two sites allocated as brownfield sites in Green Belt. These are previously developed sites connected to the existing urban area which are within reach of services and infrastructure. These need to provide for an appropriate level of residential density across the site to efficiently make use of allocated land. Allocating these brownfield Green Belt sites for larger residential provision utilises land more efficiently and provide sustainable urban extensions without use of greenfield land.
241. The Dunton Hills Strategic Site comprises an area of land which is bounded by the A127, A128, railway line and the borough boundary. This site is capable of delivering a new self-sustaining community with new services, facilities and infrastructure. Site reference 200 (land east of A128, South of A127) includes the entire landholding, which is not proposed to be developed in its entirety. A separate Masterplan will determine detail of development footprint, among other things. Further details are set out in Policy CP5
242. Greenfield Green Belt sites comprise urban extensions to the Brentwood urban area (including Shenfield, Pilgrims Hatch and the Brook Street area). These each have defensible boundaries and are within reach of existing services and infrastructure.

Phasing

243. For each allocated site the Council has estimated when it is likely to come forward over the lifetime of the Plan. Delivery ultimately depends upon external factors such as finance availability house builders, mortgage

availability for purchasers, and landowners' aspirations. A housing trajectory for all site allocations is set out in Appendix 3.

Affordable Housing

244. The NPPF requires that local planning authorities identify whether there is a need for affordable housing in their area and to ensure their local plan meets such need in the housing market area. Affordable housing is defined as social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices.
245. There is a significant need for additional affordable housing within the Borough as set out in the SHMA.
246. The Council secures the majority of affordable housing built in the Borough by requiring developers to provide affordable dwellings as part of market housing development. In areas excluded from the Green Belt, Policy DM5 sets out the proportion of affordable housing the Council will seek to secure on such development schemes. In very special circumstances affordable housing may also be delivered on sites within the Green Belt as set out in Policy DM6.

National Policy Context

247. The Government's Planning Practice Guidance was introduced in November 2014. This set national policy guidance on affordable housing provision, among other things. Guidance included a threshold on the size of development that local planning authorities should not seek affordable housing contributions through section 106 agreements. As a result of a successful High Court challenge by West Berkshire Council and Reading Borough Council, the Government made a series of amendments to national Planning Practice Guidance which removed the nationally imposed affordable housing thresholds and related financial requirements.
248. The current absence of replacement or revised national guidance will result in some uncertainty pending clarification from Government of its full response to the decision. The Government has stated publically that it is disappointed with the judgment and intends to appeal the decision.
249. The Government has recently launched a consultation on proposed changes to the NPPF which amongst other things seek to broaden the definition of affordable housing, to expand the range of low cost housing opportunities and to support delivery of starter homes. This includes allowing local planning authorities to secure starter homes as part of their negotiations on sites.
250. In parallel the Housing and Planning Bill is introducing a statutory duty on local authorities to promote the delivery of starter homes, and a requirement for a proportion of starter homes to be delivered on all suitable reasonably-sized housing developments.
251. It is recognised that the implications of these proposals may, in due course, have a consequence on the content of the Brentwood Borough Draft Plan and

Policies DM5 Affordable Housing and DM6 Affordable Housing in Green Belt. The Council will keep the situation under review and recognise that it may be necessary to respond to changes to national legislation, policy and guidance as the Local Plan is progressed towards adoption.

POLICY DM5: AFFORDABLE HOUSING

In order to ensure sufficient high quality affordable homes are provided to meet local needs, residential development proposals in areas excluded from Green Belt will be required to:

- a) Provide a minimum of 35% affordable housing on sites of 11 or more dwellings, or on sites of greater than 1,000 square metres gross residential floorspace irrespective of the number of dwellings.**
- b) Supply on-site affordable housing, where possible, which should be seamlessly integrated and distributed throughout the development rather than grouped in one area. Where a fraction of an affordable dwelling is required by policy, such provision will be collected through a financial contribution of broadly equivalent value to providing it on-site.**
- c) Provide a residual requirement through negotiated alternative mechanisms, such as off-site provision or financial contributions, where it can be clearly demonstrated that it is not possible to deliver all affordable housing on-site.**
- d) Ensure that affordable housing has regard to meeting the requirements of Policy CP6 relating to type, mix, size and tenure of residential development.**
- e) Confirm that the design of affordable housing meets required standards and be equal to that of market housing in terms of appearance, build quality and materials, with consideration of Policy CP15 relating to quality of design.**
- f) Agree the tenure of affordable housing with the Council and ensure affordable housing is provided to eligible households whose needs the Council agrees are not met by the market.**
- g) In agreement with the Council, affordable housing will:**
 - a. Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and**
 - b. Include provision for the home to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.**
- h) Viability**
 - a. Varying the housing mix and design of the scheme, to the satisfaction of the Council, in order to reduce costs whilst having regard to the requirements of other policies in the Plan, particularly Policy CP15, and the objective of creating a balanced housing market;**

- b. Securing public subsidy or other commuted sums to assist delivery of affordable housing; and**
- c. Where development cannot deliver the full affordable housing requirement, the developer must provide evidence, at cost to the developer, why targets cannot be met and the Council will negotiate with the developer to establish a level of affordable housing provision that is achievable.**

This Policy contributes towards Objectives SO7 and SO8

Delivery

- 252. On-site delivery of affordable housing will be sought on residential development proposals of 11 or more dwellings, or for schemes providing greater than 1,000 square meters gross residential floorspace irrespective of the number of dwellings; this threshold accords with the now revoked guidance on "Small Sites Exemptions", as despite its removal from national planning guidance it is considered appropriate and justifiable given the Borough's characteristics. No affordable housing provision will be sought from proposals for residential annexes, residential extensions, and occupancy restricted accommodation such as tied agricultural workers dwellings or dwellings provided through Starter Homes Exception Sites.
- 253. Where the policy seeks on-site provision of affordable housing, alternative off-site provision may be negotiated where it can be demonstrated that on-site provision is not possible or not appropriate. In lieu of on-site provision, off-site provision, which must be agreed with the local planning authority, may comprise a combination of financial contributions, land with planning permission for housing and/or completed dwellings. In all cases, the scale and nature of provision will be of broadly equivalent value to that which would have been required on-site.
- 254. The affordable housing requirements established through Policy DM5 are considered to be robust and capable of being achieved in the majority of circumstances. It is however accepted that there may be occasions whereby circumstances conspire to mean that the delivery of affordable housing in line with the policy requirements may compromise development viability. The obligation will lie with the developer to provide a robust financial justification to support any proposals failing to meet identified policy requirements. The Council will consider such requests on the basis of an open book financial appraisal of development viability. If it is deemed necessary to independently verify the appraisal the developer will be liable for reasonable costs incurred to the local planning authority in doing so. Where it is demonstrated that scheme viability prohibits meeting the full policy requirements for the provision of affordable housing and/or other planning obligations, the Council will enter into negotiations to vary the proportion and/or mix of affordable housing provision.
- 255. Where there is reason to believe that a proposal has been formulated with a view to circumventing affordable housing requirements, the Council reserves the right to renegotiate the affordable housing provision that should be delivered. In determining the potential dwelling capacity, the Council may

have regard to a range of matters including site layout, forms and/or mix of development and the housing density that might be appropriate, reflecting on the context of the site and having regard to the need to make efficient use of land. Where a proposal site is subject to phasing, is sub-divided or where there is a reasonable prospect of adjoining land coming forward for residential development, the Council may consider the site(s) taken as a whole for the purpose of determining the appropriate affordable housing provisions.

- 256. The tenure mix of affordable housing should reflect what people in housing need require across the Borough and be based on evidence including, but not limited to, the Council's Housing Register, SHMA and Housing Strategy. The tenure mix of affordable housing shall be provided in agreement with the Council.
- 257. Affordable housing will be secured through planning conditions and obligations, including Section 106 agreements. Planning conditions and obligations will also be used to ensure that affordable housing remains at an affordable price for future eligible households.
- 258. Delivery will be by developers, registered providers and specialist housing providers working in partnership with local authorities and, in certain circumstances, the Homes and Communities Agency. Early pre-application discussions will be expected in all affordable housing negotiations. The Council's approach to affordable housing delivery is to balance provision across the Borough.

Justification

- 259. A growing number of households in the Borough cannot afford to buy or rent on the open market. House prices in Brentwood are among the highest in Essex. The Council has identified in its Housing Strategy (November 2013) the need for more homes that people can afford. Figures show that the lowest priced 3 bedroom houses available as at January 2016 range from £300,000 for second hand to £425,000 for new build. This is beyond what the majority of those who work in the Borough can afford.
- 260. A shortage of affordable housing leads to overcrowding, poor health, inability to achieve a decent standard of living and personal aspirations such as living independently, having children, being part of the family or social network of choice – all factors that contribute to the sustainability of neighbourhoods.
- 261. Between 2001 and 2014 only 15.4% of homes built in the Borough were affordable homes. This is less than might otherwise have been achieved were there are no minimum thresholds. While recognising viability varies depending on site size and location, requiring developers to provide some affordable housing whenever a new home is built will increase the scope for providing affordable homes.
- 262. The SHMA identifies that there is a significant need for the provision of additional affordable housing accounting for approximately 65% of the demographically derived housing requirement; the tenure mix balance of which recommended is 65% social and affordable rent and 35% intermediate housing. Practical and policy considerations, notably limited public funds and the desirability of achieving a mix of tenures and extending

choice, make provision on this scale unrealistic. There continues to be a strong demand for market housing which will need to be built in order to deliver affordable housing. Therefore, the policy aims to maximise affordable housing provision, including both rented and shared equity/ownership schemes, taking into account viability and wider policy considerations.

263. The SHMA suggests that a proposed overall affordable housing target of 35% over the plan period can be justified to be negotiated on all suitable sites, subject to viability and the critical balance of tenure mix.
264. The Council is committed to offering the greatest choice possible of housing in the Borough and in addition to policies within the Local Plan the Council's Tenancy Strategy sets out a framework for registered providers of affordable housing (RPs) to follow concerning the management of their existing housing in the Borough and the development of new housing. In addition the Council's Rents Policy aims to ensure a more consistent approach is taken to rent setting for households which recognises the local need within the Borough for differing levels of housing provision.
265. The Council recognise the significant need for additional affordable housing throughout the Borough. Sometimes a need for affordable housing in rural locations exist that cannot be met on sites within areas excluded from the Green Belt, such as villages. Affordable Housing Policy DM6 attempts to address this need.

POLICY DM6: AFFORDABLE HOUSING IN GREEN BELT

In very special circumstances the development of small scale low cost rural housing may be permitted in the Green Belt where all of the following criteria are met:

- a) the site is within or adjacent to a settlement;**
- b) the site is accessible to a range of local services, such as shops, primary schools, healthcare and public transport;**
- c) there is a demonstrable local need within the village settlement that cannot be met another way;**
- d) homes provided are 100% affordable unless it can be demonstrated that a small element of market housing is necessary to deliver a significant amount of affordable housing;**
- e) The housing is provided for people with a strong and demonstrable local connection;**
- f) Safeguards are in place to ensure homes remain affordable in perpetuity; and**
- g) The development is small-scale, does not exceed that required to meet current need and respects the character of the settlement and surrounding landscape.**

A person with a strong local connection should meet the following criteria:

- h) Existing local residents requiring separate accommodation;**
- i) Close relatives of existing local residents who have a demonstrable need to either support or be supported by them; or**
- j) People whose work provides an important and necessary local service.**

In the context of this policy "local" means a parish or ward, or in exceptional circumstances, adjacent parishes or wards.

This Policy contributes towards Objectives SO7 and SO8

266. For rural housing the effect of higher prices on homes in rural areas is that low income households are squeezed out of the market unless there is a ring fenced supply of affordable homes. Right to buy has eroded this supply (*Taylor Review of Local Economy and Affordable Housing*). A characteristic of Brentwood is that it comprises distinct rural and urban communities. This effect is compounded by lower than average salaries for local workers in traditional rural industries. Retaining these households is important as benefits extend to local labour force retention, maintaining sustainable rural communities and family and community networks and providing informal care and support. Addressing these factors will be crucial for the Council to deliver its Place and Prosperity ambitions.
267. The NPPF requires planning authorities to be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where open market housing would not normally be permitted. In the Borough this is typically on sites on the edge of villages and towns, within the Green Belt.
268. Policy DM6 sets out the circumstances in which exception sites for affordable housing in the Green Belt may be considered appropriate. Any site released under this policy would be an exception to Green Belt policies. All rural affordable housing proposals should be supported by a local housing needs survey conducted at parish or neighbourhood level. The survey should provide evidence on the number, type and size of homes needed. Preference will be given to sites with good access to local facilities and the ability to travel by non-car modes. In the case of Policy DM6 small scale development comprises development of ten dwellings or fewer, or 1,000 square meters or less.
269. To ensure priority for the affordable housing is given to people in local housing need, the Council will require the affordable housing provider to enter into a nomination agreement with cascade provisions, under which applicants with a connection to the parish or ward (through residence, employment or close family) are given first priority for newly created housing, followed by those with a connection to neighbouring parishes or wards, and then those in the wider locality. This approach to delivery will be kept under review to ensure its consistency with the most up to date Housing Strategy.

270. Exception sites should ideally be solely for the provision of affordable housing but this may not always be possible. Applicants proposing an element of open market housing as part of a scheme should be prepared to submit viability appraisal evidence to the Council at an early stage as part of pre-application discussions and as a minimum, as part of a planning application. Where agreement is not reached external consultants may be appointed to undertake a further independent viability assessment. The applicant will be required to meet the costs of the assessment being prepared.

POLICY DM7: SPECIALIST HOUSING

Proposals for specialist residential and supported accommodation will be permitted where all of the following criteria are met:

- a) the proposal has all necessary facilities close by such as shops, public transport, health and leisure facilities and, where appropriate, employment and day centres;**
- b) the proposal would not result in the over concentration of residential homes in any individual street;**
- c) evidence is provided demonstrating the suitability of the premises to meet the particular needs of the group to be housed;**
- d) where appropriate the scheme shall provide sufficient integrated accommodation to allow for the level of support required for the client group for whom the scheme is intended;**
- e) the proposal provides appropriate landscaping and amenity space; and**
- f) the proposal is in accordance with Policy **DM11** New Development in the Green Belt**

Where appropriate, a condition will be imposed restricting occupation to persons requiring supported accommodation.

271. This policy is intended to support the provision of specialist accommodation in the Borough. Reflecting national trends, the Borough's population is ageing. Just under a fifth of the population is over 65 and more than a quarter of households contain someone of this age. The forecast change in population by broad age groups for the period 2015-2030 predicts the highest increase over the 15 year period is the over 65 age group, an increase of 26.7%, 4,000 more people; with the most significant growth seen in those aged over 90. This group will impact on demand for supported housing, support services and need for adaptations.
272. There appears to be a general desire among older people to remain in their own home for as long as possible. Part of the response to an ageing population is to provide choice so that should people wish to move they can find somewhere which suits their needs and aspirations. Older people generally remain fit and active longer than they did in the past. However, particular types of accommodation and support will be required in order to

meet the needs of a growing number of frail elderly people. Other groups with specific needs also require specialist accommodation. Providing a greater range of housing within the Borough will assist more people to continue living locally and free up housing for others.

273. It is important to ensure that people living in residential homes and other specialist accommodation are part of the community where they live and have access to facilities, like shops, healthcare and public transport. At the same time, it is best to avoid having too many specialist residential schemes in one street since this may adversely affect the balance of the community and put pressure on local services. In determining whether there is a need for a particular type of specialist housing the Council will have regard to up to date information on local need and provision, such as the SHMA and evidence collated by Essex County Council and local health practitioners.

Housing Space Standards

274. Following the Government’s Ministerial Statement (March 2015) in response to the Housing Standards Review Consultation, a number of changes have been introduced to technical housing standards in England, including the introduction of optional higher standards in relation to internal space and inclusive access. However, the standards are optional and only apply if local authorities include them in their local plans. Therefore, the Council is consulting on the standards as part of the plan making process.

POLICY DM29: HOUSING SPACE STANDARDS

Nationally Described Space Standards, as reproduced in Figure 7.2, will apply to all new housing development, subject to viability.

Figure 7.2: Nationally Described Space Standard
Minimum gross internal floor areas and storage (m²)

No of bedrooms	No of bedspaces	1-storey dwellings	2-storey dwellings	3-storey dwellings	Built-in storage
Studio	1 person	39 (37*)	N/A	N/A	1.0
1 bedroom	2 person	50	58		1.5
2 bedroom	3 person	61	70		2.0
	4 person	70	79		
3 bedroom	4 person	74	84	90	2.5
	5 person	86	93	99	

	6 person	95	102	108	
4 bedroom	5 person	90	97	103	3.0
	6 person	99	106	112	
	7 person	108	115	121	
	8 person	117	124	130	
5 bedroom	6 person	103	110	116	3.5
	7 person	112	119	125	
	8 person	121	128	134	
6 bedroom	7 person	116	123	129	4.0
	8 person	125	132	138	

275. In order to ensure that homes meet the needs of local residents, whatever their income level, it is important that internal space standards are also improved alongside the overall housing type, mix, size and tenure.
276. Research has found the UK to have the smallest average dwelling sizes in Europe. The government recognises this to be an issue and has proposed national minimum space standards to bring consistency across the country. Minimum standards mean that dwellings are more likely to meet the needs of residents. However, the viability of applying the standards will be taken into account.
277. The Council will consider the appropriateness of applying these standards to development in the Borough through consultation. Other options include considering the case for locally derived space standards either at a Borough or County level.

POLICY DM9: MIXED USE DEVELOPMENT

Major development proposals within Brentwood Town Centre, Borough district centres at Shenfield Hutton Road, Ingatestone High Street and Warley Hill Brentwood station area, as defined on Proposals Map, will be required to provide an appropriate mix of uses. Proposed development should:

- a) contain an appropriate mix of ground floor uses such as A1, A2, A3, A4, A5 of Use Classes Order 1987 (as amended) with active street frontages and complimented by B1 and D1 where appropriate;

- b) ensure main pedestrian entrances enable access to all accommodation from public space; and**
- c) demonstrate potential commercial related problems, such as noise and smell, will be overcome satisfactorily to protect amenities of surrounding residents (existing and proposed).**

Mixed use development will be sought except where:

- d) proposed development makes efficient use of the site, is considered to be of sufficient density and has active street frontages that make a multiple use impractical or undesirable;**
- e) access to more than one use is physically impossible; and**
- f) overall balance of uses in the immediate area or street is considered sufficient to ensure economic variety and diversity.**

Planning permission will not be granted for change of use which results in an unacceptable mix of uses or the loss of a use that will have the same effect.

278. The benefits of mixed use are widely recognised. Locating a variety of land uses close together, such as retail, employment, leisure and residential, contributes to the vitality and vibrancy of centres, reduces the need to travel and enhances community safety. Improving links between homes, businesses, local shops, community and leisure facilities can bring jobs and essential services closer to where people live and vice versa. As well as being more convenient, mixed use can deliver local economic benefits.
279. The nature of mixed-use development varies depending on location. The variety of uses increase and physical distribution of uses becomes more concentrated closer to Brentwood town centre. This is also true to a lesser extent in the Borough's district shopping centres. In these areas the mix of uses will be assessed at a local level within a street or locality. In Brentwood town centre the mix of uses will be addressed on individual sites. In all cases, successful mixed-use development depends on the complementary nature of uses within the development itself and its immediate surroundings. Residential development can also give rise to demand for additional community facilities. For example, a community hall, medical facilities, education or local shopping provision may be required, or improvements to existing provision made, to meet the needs of new and existing residents.
280. For the purposes of this policy, definitions of major development as set out in DCLG statistical returns are used, such as 10 net residential units and above, 1,000 sqm of floorspace (of whatever use), or sites in excess of 1 ha.
281. There are some changes of use from office or business use (B1) that are permitted development under the General Permitted Development Order 1995 (as amended). These do not require an application for planning permission to be made to this Council. However, they may require an application to be made for a determination as to whether prior approval is required for specified matters.

Gypsy and Traveller Provision

282. The Council has a duty to identify land to meet the local needs of Gypsies and Travellers. National planning policy and guidance seeks to ensure fair and equal treatment for Travellers. In doing so, it advocates that local planning authorities develop strategies to meet identified need through the identification of land for sites. It also requires that local planning authorities maintain a five year supply of deliverable land for traveller accommodation.

POLICY DM10: GYPSY AND TRAVELLER PROVISION

Provision will be made for Gypsy and Traveller sites within the Borough to meet identified needs. Provision should be made for a minimum of 84 pitches between 2013 and 2033.

Gypsy and Traveller sites will be identified to meet this provision, through a combination of allocations to ensure a five year land supply is maintained throughout the plan period, and the grant of planning permissions in accordance with the following criteria:

- g. The site does not give rise to unacceptable harm to the Green Belt;**
- h. The site is well related to existing communities and accessible to local services and facilities, such as shops, primary and secondary schools, healthcare and public transport;**
- i. The site is serviced by a suitable access road;**
- j. The location would not result in unacceptable living conditions for its occupants;**
- k. The proposed accommodation would not harm the character and/or appearance of the area and/or result in unacceptable visual impact; and**
- l. The site is located, designed and landscaped to minimise any impact on the environment.**

The Council proposes to allocate three existing sites to provide for six pitches, as set out in Figure 7.4.

Dunton Hills Garden Village is identified as a broad location for future provision to be planned in an integrated way as part of a mixed use development (see Policy CP5). Provision will be made for 20 pitches as part of this strategic allocation.

283. 89% of the Borough is within Green Belt, which limits development opportunities to meet local needs. There is also a lack of available land in urban areas as elaborated on in the spatial strategy chapter. This limits options available for providing new pitches in suitable locations. Despite these constraints the preferred approach aims to ensure that the target for Gypsy and Traveller pitch provision will be met throughout the Plan period through allocations, maintaining a five year land supply and identifying a broad location for further provision.

284. The Essex Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) (July 2014) identifies a need for 84 Gypsy and Traveller pitches to be provided within Brentwood Borough between 2013 and 2033, with a recommended five year new pitch provision of 59 between 2013-2018. Since July 2013 permanent planning permission has been granted for a total of 17 pitches, resulting in a residual requirement of 67 pitches to be provided to 2033. Figure 7.3 sets out these recent permanent planning permissions.

Figure 7.3: Gypsy & Traveller Sites Granted Permanent Permission since July 2013

Site	Number of pitches
Rye Etch, Mill Lane, Navestock	3
Roman Triangle, Roman Road, Mountnessing	5
Tree Topps, Plots 1-3 Curtis Mill Lane, Navestock	3
Deep Dell Park (Willow Farm)	6
Total	17

285. The level of need for Gypsy and Traveller accommodation, as identified in the Needs Assessment, will be used to inform the determination of planning applications together with the proposed generic criteria as set out in Policy DM10 for considering future planning applications and allocations. Those existing sites with temporary planning permissions are set out in Figure 7.4, which are proposed to be permanently permitted to contribute towards local need within Policy DM10.

Figure 7.4: Gypsy & Traveller Sites With Temporary Permission (January 2016)

Site	Number of Pitches
Hope Farm, Horsemanside, Navestock	3
Plot 4 Orchard View, Horsemanside, Navestock	1
The Willows, Place Farm Lane, Kelvedon Hatch	2
Total	6

286. In August 2015 the Government made amendments to the National Planning Policy for Traveller Sites document which deals with planning issues relating to Gypsy and Travellers. The amendments changed the definition of what 'Gypsies and Travellers' mean in planning terms, and importantly no longer allows for them to have permanently ceased to travel. In addition the amendments also clarify how to deal with sites within the Green Belt, making it clear that the need for the protection of the Green Belt is unlikely to be outweighed by considerations such as unmet need for sites and personal circumstances. As this amendment took place since the publication of the GTAA, these changes may effect the current pitch requirement as set out in the 2014 GTAA, and potentially reduce them. A review of the GTAA is being undertaken during 2016 in light of these changes, and so the level of need for Brentwood Borough may be subject to change.
287. The Council has a good track record of positively considering appropriate windfall sites, as evidenced by the high level of approvals over recent years. Policy DM10 sets out criteria which will be used to determine 'windfall' proposals for Gypsy and Traveller pitches which come forward over the Plan period.

288. To help meet needs the policy proposes to allocate for permanent use a number of existing temporary sites in addition to guiding future provision through the identification of a broad location.

DRAFT

8. Economic Prosperity

Policies related to the local economy, including provision of employment land, Brentwood Town Centre and local district and village centres, retail, and the rural area economy

ECONOMIC PROSPERITY	SO4	Foster a prosperous, vibrant and diverse local economy by attracting new commercial investment in order to maintain high and stable levels of economic and employment growth
	SO5	Expand and enhance Brentwood Town Centre's retail offer in particular opportunities for high quality niche shopping
	SO6	Promote and encourage the continued success of Brentwood Town Centre and local centres to provide a high quality public realm and mixed use development
	SO7	Optimise the social and economic benefits that arise from Crossrail for the benefit of residents, businesses and visitors to the Borough
	SO8	Promote and support a prosperous rural economy

289. Brentwood Borough Council is committed to delivering sustainable growth throughout the Plan period 2013 – 2033. To achieve this it is vital that Brentwood's economy grows and meets its full potential.
290. To meet future needs and maintain a competitive successful local economy we will plan for new jobs and new homes. We will work with existing businesses through partnerships and attract new businesses by ensuring the Borough remains an attractive place to work. The importance of striking the right balance between meeting development needs and retaining Borough character is critical when considering the future of the local economy.
291. Since the Preferred Options consultation in 2013 new evidence has been produced relating to economic needs, specifically employment land and retail and commercial leisure provision. This chapter sets out the Council's proposed policies to meet the Borough's identified economic needs.

Brentwood's Economy

292. Brentwood Borough is an attractive location for business, combining a high quality environment with close proximity to London, a well qualified workforce and good transport links. The Borough has a diverse local economy providing a total of 39,300 jobs (2014). The Borough has a thriving entrepreneurial culture, with above average rates of business start-ups, and is popular with some major national firms whose regional headquarters are located here.
293. It is important to consider a range of factors that will be critical to informing how we plan for a continued successful economy, including new development opportunities and better use of existing floorspace. There are also a range of

business sectors that contribute to economic growth, which cannot all be named, but include education, health, retail and tourism.

POLICY CP7: STRONG AND COMPETITIVE ECONOMY

The Council and its partners will seek to maintain high and stable levels of local economic growth, enabling the Borough's economy to diversify and modernise through the growth of existing business and the creation of new enterprises. Support will be given to proposals that secure job growth with 'high value' business and retail. This will be secured by:

- m. capitalising on the economic benefits that arise from Crossrail;**
 - n. improving access to a range of employment opportunities for Borough residents in order to meet local employment needs and maintain viable, sustainable communities;**
 - o. promoting economic growth through the intensification of vacant employment floorspace and underutilised sites, the regeneration of previously developed land, and the allocation of new sites necessary to support employment growth in sustainable locations;**
 - p. making better use of existing business premises by opening up vacant employment floorspace for use by other businesses;**
 - q. directing major new retail, office and leisure investment to the Borough's Town Centres, stimulating improvement and regeneration;**
 - r. supporting proposals which achieve the renewal and improvement of business premises to provide local employment opportunities, particularly in areas with good public transport;**
 - s. enhancing and protecting the important role of small and medium sized commercial enterprises within the Borough's economy;**
 - t. maintaining current tourist attractions and encouraging new opportunities to increase the amount of visitors to the Borough; and**
 - u. supporting the Borough's rural economy and growing agricultural enterprises.**
294. The Council seeks to promote a mixed economic base and a discerning approach to economic growth. High value employment uses will be particularly encouraged. This will tend to be business uses such as offices with related high-tech manufacturing floorspace that provide a significant number of skilled jobs, rather than large distribution warehouses that employ very few people. A diversity of uses will also be encouraged with an emphasis on good quality, sympathetic and efficient use of land and buildings and good quality jobs, including through better utilising, upgrading and redeveloping existing land and buildings. This approach recognises and responds to the Borough's strengths, such as its skilled workforce, attractive environment and good transport links. It also takes account of land and infrastructure constraints. Continuing prosperity into the future will rely upon

safeguarding those features which comprise Brentwood's distinctive offer and make the Borough a destination of choice today.

295. Figure 8.1 depicts how well Brentwood is placed in terms of transport links to surrounding centres in Essex, London and Kent, legacy opportunities from the Queen Elizabeth II Olympic Park, and airports at Stansted and Southend. Crossrail will improve links with Central London and open new direct links to West London and Heathrow airport. The Borough is close to competing retail centres such as Basildon, Romford and Chelmsford, as well as Lakeside, Bluewater, and Stratford City Shopping Centres.

Figure 8.1: Economic and Transport Links

296. Currently a high proportion of Borough residents commute to work elsewhere. While it is accepted that many residents will continue to work outside the Borough local employment opportunities need to be enhanced and diversified in order to reduce this need to travel and benefit the local economy.
297. More than half of total employment is provided by small businesses of up to 49 employees and development that supports this sector will be encouraged. The role of larger companies is also recognised and the Council with partners such as Brentwood for Growth to consider how best their needs can be met.
298. Brentwood and Shenfield will be the focus to attract economic growth in the A12 Corridor given their excellent geographic position. New employment land is also proposed at Ingatestone where the southbound A12 junction with the village creates suitable land for new employment premises. This will help create a range of choice for employment land and encourage competition from existing premises to improve the quality of the local offer.
299. The A127 Corridor will see significant economic growth, mainly because of the opportunity to redevelop brownfield land at M25 junction 29, a project known as Brentwood Enterprise Park (see Policy CP8). This location provides excellent access onto the strategic highway network, making it a very desirable place for businesses. A small extension is proposed to existing employment land at Childerditch Industrial Estate and there will be provision of new employment land at the eastern end of the A127 as part of the Dunton Hills Garden Village proposal. In addition, an opportunity will be taken to formally designate existing employment land around the A127, specifically those close to M25 junction 29, in order to reflect the importance of this area as an employment cluster. Larger villages are in a position to accommodate a limited amount of employment and retail development and here the emphasis will be on the provision of local services.
300. New employment allocations are identified in Policy DM12 and on the Proposals Map.
301. Sustainable patterns of growth should be encouraged by utilising existing employment space where possible, developing on previously developed land and encouraging smart working practices. In Brentwood Town Centre, and suitable locations elsewhere, opportunities for higher density business development will be considered since this will relieve pressure to develop in less sustainable locations.

302. Improvements in technology and working arrangements have enabled more flexible working, freeing up existing employment floorspace. This trend is expected to continue in future with more remote and home working. Businesses with underused floorspace will be encouraged to make this available for use by other business users.
303. The Borough has seen an above average growth in agriculture since 1998. Rural enterprise is fundamental in maintaining and developing rural communities by securing appropriate business, inward investment, jobs and wealth in rural areas and is a vital part of the local economy. Rural enterprise and development which supports its expansion should be encouraged providing there are no severe adverse impacts on the environment and development is sympathetic to its rural surroundings.
304. Rural enterprise refers to land-based industries, such as agriculture and forestry, enabling rurally based businesses, tourism and the environment. It is recognised that some activities in rural areas might equally well be carried out in a built up area. The key difference is their impact and whether the activity in question, due to its scale and nature has an urbanising effect or can be sensitively accommodated with no adverse impact on the countryside. Stewardship of the countryside, soil and landscapes has traditionally rested with farmers and therefore sympathetic diversification schemes which support this sector should be encouraged in recognition of these wider benefits.

POLICY CP8: BRENTWOOD ENTERPRISE PARK

Brentwood Enterprise Park will provide new floorspace for employment development (Use Classes B1, B2 and B8), made up of land at the former M25 works site (south of A127, site ref: 101A) and land at Codham Hall (north of A127, site ref: 101B), as set out on the Proposals Map. Development proposals should meet the following criteria:

- v. Employment uses and jobs provided on site are consistent with the economic strategy set out within this Plan, and support the vitality and viability of Brentwood Town Centre and other Borough centres;**
- w. Development is of a high design standard, meeting aspirations to enhance this location as a key gateway into Brentwood;**
- x. Landscaping and planting should be used to create a buffer and provide improved visual amenity between the site and surrounding land, minimising any amenity impacts; and**
- y. In accordance with Policy CP13 Sustainable Transport, proposals should be accompanied by:**
 - i. Green Travel Plan linking this site with Brentwood, Shenfield, West Horndon and Dunton Hills Garden Village, and**
 - ii. Transport Assessment.**

Brentwood Enterprise Park will comprise the following while further detail is provided through supporting Masterplan work for the site:

LAND AT FORMER M25 WORKS SITE, SOUTH OF A127 (101A)

Provision of 23.5 hectares of employment land is made at the former M25 Works Site with business floorspace (Use Classes B1, B2, and B8) to meet market-led needs along with complimentary associated ancillary uses. The site will have a particular onus on high quality buildings and attractive site frontages to surrounding roads.

LAND AT CODHAM HALL, NORTH OF A127 (101B)

An opportunity will be taken to regulate existing employment uses on land at Codham Hall with provision of up to 6.6 hectares of employment development, specifically Use Classes B2 and B8 but with B1 office space where appropriate to support industrial uses and provide front-office functions.

305. Previously developed land in this location provides an opportunity for new employment land in the form of a business park. The location is excellent in terms of transport links and is suitable for new floorspace of a scale that it would be extremely difficult to accommodate elsewhere in the Borough. It is consistent with the spatial strategy, creating an “employment village” within the context of other villages and links to Brentwood, and also utilises brownfield land.
306. Employment allocations for this site are proposed to be made up of two areas of land adjacent to the M25. Referred to collectively as Brentwood Enterprise Park (draft name), this includes the former M25 works site (101A) to the south of the A127 and land at Codham Hall (101B) to the north, as set out in Figure 8.2 and on the Proposals Map.

Figure 8.2: Brentwood Enterprise Park

307. It is proposed that land at the M25 works site (101A) will accommodate a new business park of mixed B-uses. The entire site should provide for high quality building design to reflect this area as a key gateway to the Borough, and into Essex. Separate Masterplanning work will be undertaken in support of this allocation and to inform floorspace mix, density and design, among other things. Consideration should be given to the site frontages from those passing on surrounding roads. The site will provide for a range of business uses, including office floorspace, general employment uses and distribution. In addition, appropriate accompanying uses will be considered appropriate where these meet local needs, such as hotel and associated restaurant/lunch options. Retail will not be considered appropriate, in line with the retail strategy and sequential approach.
308. This new employment allocation will make a considerable contribution towards the overall employment needs of the Borough, potentially providing for over 2,500 new jobs. It will also provide for new business floorspace to benefit the wider region, including Greater London, where existing floorspace is under pressure from the need to provide for housing needs.
309. Land at Codham Hall, site 101B, provides an opportunity to regulate existing industrial uses that have grown up over the years in agricultural type buildings. The site is well screened from the south and can accommodate

predominantly B2/B8 uses. A boundary will be drawn around exiting employment uses on site, as defined on the Proposals Map.

310. For both 101A and 101B, it is expected that careful attention will be paid to minimising amenity impacts. Provision of improved visual amenity and landscaping will be required as part of any development proposal. Travel options will also need to be considered to minimise impact on surrounding roads and M25 junction 29, particularly to deal with peak traffic flows.

Borough Centres

311. Brentwood Borough is made up of several villages all surrounding the market town of Brentwood and its suburban areas. Within these area are several local centres, providing key shops and services. The following policies provide the Council's proposed way forward, separating Brentwood Town Centre as the main focus for economic growth while emphasising the importance of retaining and enhancing other district and village centres (including shopping parades).

POLICY CP9: BRENTWOOD TOWN CENTRE

The Council will conserve the positive qualities of Brentwood Town Centre while enhancing and improving negative aspects of function and appearance. Proposed development should balance the requirements of those who live, work, shop, and enjoy leisure time to create a vibrant Town Centre around an efficient, convenient network of public transport, cycling and walking routes. Development will contribute to a high quality High Street and public realm.

Opportunities to enhance the public realm around the Chapel Ruins will be encouraged. This space should be used as the centre of the High Street, somewhere for people to enjoy spending time while providing a link to strategic sites at the Baytree Centre and William Hunter Way car park.

Development at these strategic Town Centre sites will contribute to the wider aims of the Brentwood Town Centre Masterplan.

THE BAYTREE CENTRE

Redevelopment of the Baytree Centre shopping precinct will create a mixed use scheme to include retail, leisure and residential. This will also provide public realm improvements around the Chapel Ruins to create better links with the High Street.

WILLIAM HUNTER WAY

Redevelopment of the car park site will create a mixed use scheme to include new retail and commercial floorspace. This will also improve public realm links to the High Street and the built character of William Hunter Way.

Improvements to frontages on the south side of William Hunter Way will be encouraged through landscaping and redevelopment. A mix of uses including residential will be considered appropriate. Proposals affecting the rear of

premises on the north side of the High Street will be encouraged to provide additional shopfronts and double fronted shops.

NIGHT-TIME ECONOMY

Cultural, entertainment and leisure uses will be encouraged as part of mixed use development. After-hours leisure should raise standards and broaden the appeal of the night-time economy. Proposals should:

- z. Be safe and welcoming, delivering high standards of customer care;**
 - aa. Allow people to walk and cycle around the centre with ease;**
 - bb. Offer a vibrant choice of leisure and entertainment for a diversity of ages, lifestyles and cultures, including families and older people;**
 - cc. Provide a mix of activities that reinforce local character and identity; and**
 - dd. Provide evidence of responsible management and stewardship arrangements to ensure there is no disturbance to surrounding properties and residents or harm to surrounding area amenity.**
312. Brentwood Town Centre is the Borough's focus for shopping, cultural, leisure community and employment uses. It is also a place where people live. Brentwood attracts many visitors with good access to major roads and rail links and benefits from a refurbished, high quality shopping environment. This policy aims to encourage existing strengths to be supported and developed further, such as a distinctive offer, high quality shopping environment, 'niche' independent shops, and a variety of evening entertainment.
313. The Council is preparing a Masterplan for Brentwood Town Centre, to establish a vision and consider how to deliver new development that contributes to enhancing the town through improved links. This will form part of the development plan for the area and so Policy CPX points towards the need for development proposals to achieve Masterplan aims.
314. Several policy aims in this Plan will be relevant to the Town Centre, such as enhancing the public realm, improving design, achieving sustainable transport, key gateway development opportunities, and protecting local heritage. It is vital that an appropriate mix of uses contribute to a vibrant Town Centre. Where appropriate, higher density development can help meet the need for more affordable housing and local jobs. The most efficient use of previously developed land and buildings should be made, such as making good use of upper floors above shops. High quality retailers should be attracted to compete with retail centres outside the Borough. Major drivers of footfall in suitable locations will help increase the number of 'linked trips' to benefit all local services.
315. No other single aspect of a building has such significant impact on its surroundings as shopfronts and signage. Proposals need to incorporate high quality, attractive shopfronts, enhance the street scene and be designed to a high standard, in line with the Council's adopted shopfront guidance SPD.

Village Centre: Ingatestone High Street

320. The Borough has two main centres: Brentwood and Shenfield, both within the wider Brentwood urban area. Within the urban area are also local centres with shopping parades. Across the Borough there are a number of village centres and other shopping parades. The Borough's centres are performing well at a time when the future of high streets is under threat from growing competition. This Plan seeks to achieve a good balance of mixed uses in the Borough's centres to meet the needs of those who live, work, shop and spend leisure time here.
321. As noted earlier, the Council's Preferred Option is to include Warley Hill (area around Brentwood Station) within the Brentwood Town Centre boundary, as shown on the Policies Map.
322. Shenfield is home to a major railway station with fast train services into central London. It will be the terminus for Crossrail and it is vital that the most is made of this opportunity to invest in improving Shenfield's retail offer.
323. Ingatestone has the largest village centre in the Borough, an attractive local service and convenience centre with a train station. There is potential for West Horndon and the new settlement at Dunton Hills to be a similar order centre once new housing development provides sufficient investment in community, service and retail facilities. This will need to be considered as part of future Local Plan review.
324. Elsewhere in the Borough villages and local centres are served by shopping parades. These provide key local services to the community and communities nearby.

POLICY DM11: EMPLOYMENT DEVELOPMENT CRITERIA

Development for employment uses (Class B1, B2 or B8) will be encouraged provided the proposal:

- ee. is of a scale and nature appropriate to the locality;**
- ff. provides appropriate landscaping and screening;**
- gg. is accessible by public transport, walking and cycling;**
- hh. ensures vehicular access avoids residential streets and country lanes, and the proposal does not give rise to significant traffic movements within rural areas;**
- ii. is easily accessible to main arterial routes (A127, A12, M25) with appropriate parking provision; and**

jj. is accompanied by a Transport Assessment and Travel Plan in accordance with Policy CP13 where a significant amount of movement is generated.

325. All new employment proposals, both within and outside allocated employment areas, will need to comply with the criteria set out in this policy to protect the amenities of residents and other sensitive uses within the vicinity of the developments. In particular, the transport impacts of all proposals will need to be assessed to ensure that vehicular access and traffic generation do not result in unacceptable levels of traffic and congestion on unsuitable roads or within environmentally sensitive areas.

326. Employment sites can generate a large amount of movement for both vehicles and people. Where this is likely to occur, a Travel Plan will be required. To avoid any overspill of parked cars to surrounding residential streets or country lanes a satisfactory level of parking provision will need to be provided on site.

POLICY DM12: EMPLOYMENT LAND ALLOCATIONS

Within those areas allocated for general employment and office development listed below and on the Proposals Map, the Council will seek to achieve and retain a wide range of employment opportunities. Redevelopment or change of use of business, office, general industry and distribution for non Class B uses will only be permitted where:

the proposal is for other non-residential uses that provide significant employment with no reasonable prospect of locating elsewhere in the Borough, and there is no identified need for the site or buildings for Class B uses;

the proposal is wholly for affordable housing, the site is vacant and development would not prejudice continuation of adjacent employment uses;

the proposal is for any other use and the application is supported by a statement of efforts made to secure re-use for Class B1-B8 or similar uses and other non-residential use that provides employment, which evidence demonstrates there is no realistic prospect of the site or buildings being used or re-used, including through redevelopment, for these purposes; or

the site or buildings would be physically unsuitable for re-use for Class B1-B8 or similar use, even after adaptation (including sub-division into smaller units), refurbishment or redevelopment, in terms of siting, design, access, layout and relationship to neighbouring buildings and uses.

Preferred Allocations

Site Ref	Site	Area (ha)
----------	------	-----------

NEW EMPLOYMENT LAND ALLOCATIONS

101A	Brentwood Enterprise Park (M25 works site)	23.41
------	--	-------

PROVISIONAL DRAFT LOCAL PLAN | BRENTWOOD BOROUGH COUNCIL

079C	Land adjacent to Ingatestone by-pass (part bounded by Roman Road)	2.06
112D	Childerditch Industrial Estate	2.34
200	Dunton Hills strategic allocation	5
	Sub-Total:	32.81

EXISTING EMPLOYMENT SITE NOT PREVIOUSLY ALLOCATED

101B	Brentwood Enterprise Park (land at Codham Hall)	6.64
108	The Old Pump Works, Great Warley Street	0.79
111	Upminster Trading Park	2.6
228	PERI site, Warley Street, Warley	5.36
	Sub-Total:	15.39

EXISTING ALLOCATED EMPLOYMENT LAND

110	Town Hall, Brentwood	1.09
112	Childerditch Industrial Estate	11.25
113	Hallsford Bridge Industrial Estate	3.41
114	Hubert Road Industrial Estate	4.76
045	Hutton Industrial Estate	10.48
115	Brook Street employment area	1.25
116	Warley Business Park	3.22
117	Ford Offices, Eagle Way, Brentwood	5.45
118	BT Offices, London Road, Brentwood	3.5
119	OCE offices, Chatham Way, Brentwood	0.45
120	47-57 Crown Street	0.12
121	Mellon House, Berkley House and 1-28 Moores Place, Brentwood	0.52
122	1-7 & 16-26 St Thomas Road, Brentwood	0.22
123	7-9 Shenfield Road, Brentwood	0.06
124	38 Ingrave Road, Brentwood (adjacent to Town	0.07

	Hall)	
125	North House, Ongar Road, Brentwood	0.18
	Sub-Total:	46.03
	Total Employment area allocated:	94.23

327. A thriving and entrepreneurial business community is vital for the success of the Borough's economy. Therefore, in areas allocated for general employment and office development on the Proposals Map, the presumption is that existing uses will be retained, and that proposals entailing loss of employment premises and sites without replacement will be resisted. The Council will work with businesses within these areas to encourage them to adapt and respond to changing economic conditions in order to support business growth and ensure continuing economic vitality.
328. Within the central areas of Brentwood and Shenfield, and proposed new employment allocations, areas are identified where further Class B1 office development will be permitted, including mixed-use developments. However, such areas are considered unsuitable for other types of development which could generate employment, in view of the nature of these areas, which include shops, community facilities, leisure uses and housing.
329. Where an application is made under clause (c) the applicant should provide information regarding:
- Length of time the property has been unused for employment purposes;
 - Period during which it has been actively marketed for such purposes, which includes the possibility of redevelopment and provides evidence of marketing (not normally less than 24 months). Evidence should show where the property has been marketed including publications and property journals as well as clear advertisement on site.
 - Prices at which the land and buildings have been marketed during this period, which should reflect similar property in the locality.
 - A list of all expressions of interest during this period
 - An evaluation of why it is considered that the property has failed to attract interest from potential occupiers or for redevelopment for B Class use.

Rural Economy

330. One of the Council's objectives is to support economic growth in the rural area by encouraging the diversification and expansion of agricultural and other businesses and enterprise in the rural area.

POLICY DM13: SUPPORTING THE RURAL ECONOMY

The Council will promote a sustainable rural economy by supporting appropriate, small scale rural enterprise. Proposals to diversify the range of economic activities on a farm or in a rural area will be supported where proposals:

benefit the local community and do not adversely affect quality of life or the amenity of local residents

conserve and enhance local character and maintain the openness of Green Belt

are consistent in scale and environmental impact with their rural location

have no detrimental impact on existing village shops and business

demonstrate traffic generation can be satisfactorily accommodated by the existing or planned local road network, ensuring access arrangements are acceptable to the scale and type of development with no adverse effect on highway safety

have no unacceptable effect on water quality or flooding, watercourses, biodiversity or important wildlife habitats

331. The Council recognises it can be beneficial for farms to diversify use of land and buildings for other suitable activities or development. These might include converting redundant barns for B1 business use or workshops, storage, farm shops, bed and breakfast, energy crops, or acceptable sport and leisure uses like campsites. These can be important in supplementing agricultural business income to ensure long-term viability and, alongside suitable small-scale rural enterprise and provide rural job opportunities. Suitable uses will allow more efficient use of buildings and land while fitting in with farming practices, rural surroundings and maintaining openness of the Green Belt.
332. Farm shops are well used in the Borough and by residents living nearby and play a significant role within the local convenience goods shopping hierarchy. Farm shops provide home grown and local produce, support local agriculture and provide sustainable, healthy alternatives to supermarkets by reducing food miles and providing access to fresh, seasonal produce. The Council supports this form of farm diversification provided facilities are appropriate to their rural location and would not lead to unrelated business in the countryside or unacceptable levels of activity in the Green Belt.
333. Council policy seeks to protect and enhance local retail patterns, including safeguarding traditional village shops and facilities in order to retain important rural services where they can best serve the local community. Rural infrastructure such as local roads should not be unacceptably affected by traffic generation as a result of diversification.
334. The design and construction of new rural development must be of high quality and sympathetic to local character. Proposals may be required to safeguard

the employment function of the development from other uses through planning conditions/planning gain mechanisms.

Retail Development

335. Retail and Commercial Leisure provides important local services and contribute to the Borough’s economy.

POLICY DM14: NEW RETAIL AND COMMERCIAL LEISURE DEVELOPMENT

To provide a sustainable network of local shopping and leisure provision, retail and commercial leisure development will be encouraged in the Borough’s Primary Shopping Areas, as set out in Policies CP9 and CP10, and shown on the Proposals Map. New retail allocations are identified as part of redevelopment opportunities on strategic sites identified in Brentwood Town Centre and at Dunton Hills Garden Village and West Horndon:

Site	Area	Background
William Hunter Way car park site, Brentwood	1.3 hectares	Strategic sites to provide retail-led mixed use redevelopment for Brentwood Town Centre
The Baytree Centre, Brentwood	1.34 hectares	
Dunton Hills Garden Village	-	Provision of retail to meet local needs as part of mixed-use development (strategic allocation)
West Horndon	-	Redevelopment of existing industrial estates to include retail uses as part of a new village centre

To facilitate consumer choice and strengthen vitality, viability and accessibility, proposed development should:

be appropriate in scale and character to the local area;

be based on the sequential approach in accordance with national policy guidance;

have no detrimental impact on the vitality and viability of the centre or other centres nearby;

be accessible by public transport, foot and cycle;

Shopping Parades: Small local shops and/or shopping parades serving local communities. Typically, these might include a small supermarket, newsagent, Post Office, pharmacy.

339. A full list of areas defined in Figures 8.3 and 8.4 is provided in **Appendix X**.
340. In line with national guidance the Council aims to support the viability and vitality of existing shopping centres by directing new retail provision here and encouraging new investment and improvements. To ensure the Borough's shopping centres continue to thrive in future, a sequential approach will be adopted with regard to the location of new retail provision which reflects the hierarchy of centres set out in Policies SP1 and CP10. Any new major retail provision will only be permitted within those areas allocated for shopping purposes.
341. The Council seeks to retain existing large retail units. These should not be subdivided as they can be a major driver of footfall. Subdivision would reduce the ability to attract major retailers, potentially increasing pressure for out-of-town retail floorspace which in turn would undermine Town Centre viability.

POLICY DM15: NON-RETAIL USES

Primary and Secondary frontages are set out in the Borough's Primary Shopping Areas as shown on the Proposals Map. Uses within these areas are as follows:

PRIMARY FRONTAGES

Proposals for retail development will be permitted within the Primary Frontage of Brentwood Town Centre. Further change of use within ground floor Class A1 premises to other Class A uses will only be appropriate where it can be clearly demonstrated that development improves the health of the centre.

SECONDARY FRONTAGES AND SHOPPING PARADES

Within ground floor premises in Brentwood Town Centre Secondary Frontage, Shenfield, Ingatestone and Local Shopping Parades, further A2, A3, A4 or A5 use will only be permitted where the proposal:

would result in no more than two adjacent non-retail uses

would result in no more than 40% of total units being used for non-retail uses

would not prejudice the effective use of upper floors

would not irreversibly preclude options to return property back to retail use

retains a shopfront with windows and entrances which relate well to design of buildings and street-scene, complying with shopfront guidance where relevant

demonstrates any potential related problems, such as noise and smell, can be overcome satisfactorily to protect amenities of surrounding residents. Details

of extraction, filtration, refrigeration or air conditioning units should be submitted with any application.

Change of use to any other non-retail uses will not be permitted.

342. In order to retain and enhance the attractiveness and competitiveness of the Borough's shopping centres and to meet local shopping needs, it is important to maintain a range of shopping facilities. To avoid an over-concentration of non-retail uses within Borough centres this policy aims to strike a balance between competing uses, ensure a broad range of shopping opportunities, provide for a reasonable dispersal of uses throughout the centre and integrate non-retail uses into the general shopping environment.
343. A Primary Frontage is identified in Brentwood Town Centre as the Borough's main focus for retail. This is to ensure retail uses are maintained in the High Street. Secondary frontages allow for more flexibility of use, although a certain amount of retail should be retained. These are shown on the Proposals Map for the Borough's Primary Shopping Areas of Brentwood, Shenfield and Ingatestone. Local shops and parades are also included in criterion for Secondary Frontages to ensure a good mix of retail is retained.
344. Local shopping parades and individual shops within residential areas provide for the day-to-day needs of local communities. Such facilities are often valued by elderly people and those without access to private transport who often rely on facilities being available locally. These facilities provide a convenient and sustainable choice within walking distance.
345. Retail uses compete with a range of other uses for a presence within town centre shop frontages. Some uses, such as building societies, banks, estate agents, restaurants, takeaways etc, are beneficial since they attract people into the centre for services and entertainment and are often linked to a shopping trip. Restaurants, takeaways and public houses contribute to the attractiveness and vitality of an area, providing variety and activity during and outside normal business hours. However, too great a concentration of these uses can undermine the primary role of the town centre for retailing, leading to a reduction in the range and choice of goods available and potentially isolating some retailers from the main shopper/pedestrian flows upon which they depend. It is important therefore to avoid an over-concentration of non-retail uses, take care over their location and siting and ensure they incorporate window displays to overcome potential problems associated with the creation of "dead frontages".
346. Policy DM15 is written in the context of this need to retain retail for the benefit of a centre, but it is also recognised that a high amount of vacant units is damaging to the health of a centre. For this reason the policy is to be kept under review through consultation to try to achieve a strong policy that is still able to offer the flexibility needed to adapt to an ever changing retail sector. These changes in shopping trends and technology need to be taken into account as part of future retail policy.

347. Proposals in Brentwood Town Centre should be in line with the adopted Shopfront Guidance SPD, designed to a high standard while retaining shopfronts.

DRAFT

9. Environmental Protection and Enhancement

Policies relating to the natural and historic environment, landscape character, listed buildings and Green Belt

SO9	Safeguard the Green Belt from inappropriate development and enhance its beneficial use
SO10	Protect and enhance valuable landscapes and the natural and historic environment

348. Environment introduction

Environment and Landscape

349. intro

POLICY CP9: HISTORIC AND NATURAL ENVIRONMENT LANDSCAPE CHARACTER

The Council is committed to safeguarding the diversity and local distinctiveness of the Borough, including its varied landscapes, heritage, biodiversity and habitats. Development should foster a sense of place and local identity, and respect, and where possible, enhance the character of the area. In assessing individual proposals, regard will be given to:

- kk. sensitivity of an area to change;
- ll. importance of retaining the individual identity of separate settlements and parts thereof;
- mm. protecting, conserving and, where appropriate, enhancing heritage assets and their settings in order to conserve their significance;
- nn. potential impact of development on non-designated heritage assets including archaeology;
- oo. conserving and enhancing biodiversity and habitats, including through the creation of new habitats;
- pp. Thames Chase Plan; and
- qq. cumulative impact of development on heritage assets and the natural environment.

The Council will designate and keep under review Conservation Areas in order to protect or enhance their special architectural or historic interest, and will seek to protect the character, significance, and setting of Listed Buildings, Historic Parks and Gardens, and Protected Lanes.

This Policy contributes towards achieving Objective SO7

350. The Borough is fortunate to have significant natural and built heritage assets, and these are valued by residents, visitors and business alike. Any future development should therefore conserve, protect and enhance these features.
351. Brentwood's natural and physical environments constitute one of the greatest assets in the Borough. This provides enjoyment for the local community and a great attraction for visitors. Therefore, it is important that the right balance between providing the needed growth during the plan period and the protection and enhancement of the existing environment, where required, is struck. For example, coalescence between the areas for strategic development and neighbouring villages. This section provides policies to guide development alongside the need to protect the environment and the need to maintain a high quality physical and natural environment.
352. National policy requires local authorities to set out a positive strategy in their Local Plan for the conservation and enjoyment of the historic environment. It also states that Local Plans should plan positively for the protection and enhancement of the natural environment. The Council is committed to protecting Brentwood's special and valued historic environment and natural landscapes. This commitment continues to be supported by consultation responses which identify protecting the natural and historic environment as a high priority. The preferred policy approach seeks to ensure that the historic and natural environment is protected and that new development will contribute towards the enhancement of Brentwood's historic and natural environment.

Landscape

353. The *Mid-Essex Landscape Character Assessment* (2006) gives an insight into the Borough's varied landscapes, their qualities, distinctiveness and sensitivity to change. The study identifies three types of landscape in the Borough: wooded farmland, river valley and fenland.
- The vast majority of the rural area is "wooded farmland", comprising undulating areas of deciduous and mixed woodland interspersed with arable fields, mature hedgerows, smaller pastures and paddocks, and narrow lanes with a sense of tranquillity away from the main roads. Several areas of ancient woodland are present. This landscape type is highly sensitive to change.
 - The Roding River valley, to the north-west of the Borough, comprises linear patches of woodland, mature hedgerows, a dispersed settlement pattern, sense of remoteness and tranquillity. There are 15 areas of ancient woodland. This landscape type is highly sensitive to change.
 - Fenland south of the A127 is characterised by widespread arable agriculture with a flat landscape with a pattern of large fields, large field pattern, hedgerows, distant views south to Tilbury and north to Little Warley and East Horndon Church, and four areas of ancient woodland. This landscape type is moderately sensitive to change.
354. In the Mill Green area lies the Forest of Writtle, a designated Ancient Landscape.

Nature Conservation Sites

355. The Borough contains three Sites of Special Scientific Interest: Curtis Mill Green, Thorndon Park and The Coppice, Kelvedon Hatch. Recreational impacts already pose a challenge to conserving these sites.
356. A Local Nature Reserve at Hutton Country Park and 147 Local Wildlife Sites are identified for their value as semi-natural habitats and for their role in environmental education and public engagement with wildlife. Other natural features of conservation interest include commons, small copses, tree belts, ponds and watercourses, hedgerows and protected lanes.

Historic and Archaeological Heritage

357. Registered Parks and Gardens of Special Historic Interest are at Warley Place, Weald Park and Thorndon Park.
358. Within the Borough are 13 Conservation Areas: Blackmore, Brentwood Town Centre, Fryerning, Great Warley, Herongate, Highwood Hospital, Hutton Village, Ingatestone Village Centre, Ingatestone Station Area and South Weald, Thorndon Park, Warley Place and Weald Park. 518 buildings are Listed for their Special Architectural or Historic Interest.
359. Essex Historic Environment record identifies 636 sites within the Borough of known archaeological interest. These include isolated discoveries like Stone Age flint axe, below ground evidence of prehistoric, Roman, Saxon and medieval occupation and upstanding post medieval and modern structures. Of known sites, 12 are Scheduled Ancient Monuments, including the St Thomas a Becket Chapel in Brentwood town centre.

Green Belt

360. Although Green Belt is not an environmental designation, it has provided an important protection to the Borough's countryside and is a key reason why the character of the Borough has been retained over time. The character of villages set amongst a high quality countryside is intrinsically linked to Green Belt designation.
361. 89% of the Borough is within Green Belt, ranked 6th highest in England (most Green Belt within an authority's boundary expressed as a percentage of total area).
362. The (London) Metropolitan Green Belt was introduced as part of the Town and Country Planning Act in 1947 to check the urban sprawl of London into surrounding counties, such as Essex. National policy sets out the key functions of Green Belt, which are reflected in the Council's Local Plan policies.

POLICY CP10: GREEN BELT

The Metropolitan Green Belt boundaries within Brentwood Borough will be maintained in order to continue to serve its key function, and be protected from inappropriate development, and to:

- a) **Preserve the Borough's special character and landscape setting;**
- b) **Check the growth of London and prevent ribbon development and urban sprawl;**
- c) **Prevent the coalescence of settlements;**
- d) **Assist in safeguarding the countryside from encroachment; and**
- e) **Assist in urban brownfield land reuse, by encouraging the recycling of derelict and other urban land.**

Development proposals within the Green Belt will be assessed in accordance with national policy and guidance. Development within the Green Belt will only be permitted if it maintains the Green Belt's openness and does not conflict with the purposes of the Green Belt or harm its visual amenities.

This policy contributes towards achieving Strategic Objectives SO1, SO2, SO5, SO7 and SO8.

- 363. Green Belt is a policy designation which keeps land permanently open to prevent urban sprawl. The historical development of Brentwood has led to the current central, urban areas of Brentwood and Shenfield, separated by green wedges of Green Belt. The majority (89%) of the Borough lies within the Green Belt and comprises a mix of villages, residential properties and agricultural land. This significantly limits land available for development within the Borough and has created the sharp contrast between urban and rural areas with little or no urban fringe.
- 364. There are large areas of woodlands, golf courses, playing pitches, parks and an extensive network of public rights of way providing public access to open countryside. The Green Belt contains extensive areas important for nature conservation including Hutton, Weald and Thorndon Country Parks, three Sites of Special Scientific Interest (SSSI) and 147 Local Wildlife Sites. The Thames Chase Community Forest reaches across much of the south western area of the borough.
- 365. In order for Brentwood Borough to grow economically and to provide adequate housing for its population, land must be made available for such growth. Failure to do so might undermine the future prosperity of the Borough. The proposed decamping of various existing employment sites onto a new strategic employment location at Junction 29 of the M25 releases further locations for sustainable housing development on brownfield sites. These locations have the ability of immediate access to existing communities and infrastructure.

Figure 9.1: Metropolitan Green Belt

- 366. To ensure the Metropolitan Green Belt continues to serve its key functions within Brentwood Borough, it will be protected from inappropriate development.
- 367. Any development proposal within the Green Belt will be required to demonstrate very special circumstances sufficient to outweigh the harm to the Green Belt together with any other harm identified. Development will be

restricted to those limited types of development which may be allowed in exceptional circumstances within the Green Belt.

368. Notwithstanding the above, further development within the Green Belt will need to meet the requirements of Green Belt policy in the NPPF, be in accordance with other policies in this Plan, does not harm its visual amenities and not compromise the openness of the Green Belt, or increase the risk of urban sprawl.

POLICY DM16: NEW DEVELOPMENT, EXTENSION AND REPLACEMENT OF BUILDINGS IN GREEN BELT

Within the defined Green Belt, changes of use of land, the construction of new buildings, the extension or re-use or replacement of existing buildings is considered inappropriate and will not be permitted

In assessing proposals for new development in the Green Belt the Council will also have regard to the objective of maintaining the openness, function and permanence of the Green Belt and:

- a. the protection of the general character and appearance of the rural area;**
- b. the effect of the proposal on public rights of way;**
- c. whether the proposal will diminish or support people's, tranquil enjoyment of the countryside; and**
- d. the need to preserve or enhance existing landscape and ecological features.**

Proposals for small scale buildings and facilities required for outdoor sport and recreation will need to demonstrate a justifiable need for such buildings and facilities. Any ancillary social facilities provided as part of the development should be incidental to the primary use of the site, restricted in size and solely for use of persons participating in the recreational activity on the site and shall be permanently retained as such.

The expansion or intensification (including extensions) of existing inappropriate development within the Green Belt will not be permitted.

The replacement of existing buildings may be allowed provided the visual mass of the new building does not exceed the mass of existing buildings and the proposal would not lead to an expansion or intensification of activity on the site.

Extension of a domestic curtilage into the Green Belt will not be permitted.

Proposals to extend dwellings within the Green Belt (other than those identified in Policy DM12) will be permitted in exceptional circumstances, in order to ensure the new building is not materially larger than the original, provided all the following criteria are met:

- a. the existing dwelling is lawful, permanent, designed and originally constructed for residential use;
- b. a substantial and identifiable part of the original dwelling remains in place;
- c. the total size of the dwelling as extended (including conservatories) does not exceed the original habitable floor space by more than 30%;
- d. the design of the extension is appropriate to the host building and its setting and does not harm the openness or function of the Green Belt; and
- e. application to extend domestic curtilage into the Green Belt will not be permitted.

Extensions to replacement dwellings will only be permitted where the habitable floorspace of the replacement dwelling and the total habitable floorspace of any extensions permitted together with that applied for would not be greater than 30% above the original habitable floor area of the previous dwelling which had been replaced.

Where appropriate, a condition will be imposed to prevent this habitable floorspace limitation from being exceeded through the implementation of permitted development rights.

Extension of a dwelling resulting, from the conversion of a rural building will not be permitted, notwithstanding permitted development rights.

Outside settlements and established areas of development listed in Core Policy CP10 Green Belt and Policy DM12, the replacement or substantial rebuilding of permanently occupied dwellings will only be allowed subject to the following criteria:

- a. where the existing dwelling has not been previously extended or where it has been extended by less than 30% above the original habitable floor space:

The floor space of the replacement dwelling will be no larger than 30% above the original habitable floor space, or

- b. where the existing dwelling has been extended by more than 30% above the original habitable floor space:

the replacement habitable floor space of the replacement dwelling will be no larger than the existing habitable floor space.

- c. The visual mass of the replacement dwelling should be no greater than that of the existing dwelling.
- d. Where the original, existing dwelling is a bungalow it should be replaced by a bungalow.

- e. any replacement dwelling will be expected to be located in the position of the existing dwelling except where the local planning authority considers an alternative siting to be more appropriate in green belt or amenity terms.**

Where appropriate, a condition will be imposed removing permitted development rights to extend the building, use the roof space for habitable purposes and erect walls, fences or further out-buildings

(This policy is not intended to relate to uses created via the re-use of rural buildings).

This policy contributes towards achieving Objectives SO1, SO2, SO5, SO7 and SO8.

All development

- 369. Green Belt policy aims to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and permanence. The sensitive wedge of open countryside in which Brentwood is situated is a good example of the Green Belt's success in halting London's outward spread and protecting the character and setting of Brentwood town. Proximity to London and attractive countryside means that the Borough experiences considerable development pressure.
- 370. Uses which are appropriate in the Green Belt include agriculture and forestry buildings; appropriate facilities for outdoor sport outdoor recreation and cemeteries as long as these preserve the openness of the Green Belt; extension or alteration of a building provided it does not result in disproportionate additions over and above the size of the original building; the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces; limited infilling in villages, and limited affordable housing for the local community; the partial or complete redevelopment of previously developed sites (brownfield land) and does not have a greater impact on the openness of the Green Belt; and the re-use of buildings provided that the buildings are of permanent and substantial construction.
- 371. The Council will encourage the beneficial use of the Green Belt, through opportunities to improve access, outdoor sport and recreation; retain and enhance landscapes, visual amenity and biodiversity; or improve damaged and derelict land.
- 372. The following settlements are excluded from the Green Belt as identified on the Proposals Map: Blackmore, Brentwood, Doddinghurst, Herongate, Hook End, Hutton, Hutton Mount, Ingatestone, Ingrave, Kelvedon Hatch, Mountnessing, Pilgrims Hatch, Shenfield, Stondon Massey, West Horndon and Wyatts Green.
- 373. Microgeneration integral to individual new development are encouraged, and may be acceptable under permitted development. Where not permitted development, the renewable energy installations should not impact on the openness, function and permanence of the Green Belt or conflict with the purpose of the land within it. Proposals for larger scale renewable energy projects in the Green Belt will comprise inappropriate development (NPPF

Paragraph 91) and therefore only in very special circumstances will they be permitted.

374. Temporary and permanent traveller sites are inappropriate development in the Green Belt.

Dwelling Extensions

375. Existing dwellings in the Green Belt benefit from the same permitted development rights as dwellings elsewhere (provided permitted development rights have not been removed). Extensions to properties can, however, lead to urbanisation, increases in population and activity in the Green Belt, and a loss of small dwellings. This policy therefore seeks to minimise harm caused to the Green Belt that might otherwise result from disproportionate additions and by resisting the loss of smaller dwellings, help maintain a choice of dwelling sizes in the Borough.
376. The policy reference to “original” means the dwelling as existing on 1 July 1948 even if the original dwelling has since been replaced. Where no dwelling existed on the date then “original” means the dwelling as first built. Extensions will only be allowed under the policy where the dwelling proposed to be extended remains intact on site. For the purposes of calculating floor space, gross internal measurements are used in all cases. This means measuring from the inside of external walls and includes the area of internal partitions, but excludes any stairwell area above ground floor.
377. Extension of domestic curtilages into the Green Belt leads to further urbanisation through construction of hardstandings, walls, sheds, etc as well as increased activity generally, and change from rural to suburban/urban character is contrary to the aims of the Green Belt,

Replacement Dwellings

378. Where new dwellings are permitted in the Green Belt on grounds of very special circumstances the Council will consider removing permitted development rights for extensions and outbuildings to prevent future additions where these cumulatively would add to the impact of the development on the Green Belt. Proposals to extend or erect outbuildings to such dwellings will not be permitted.
379. Criteria for replacement dwellings and substantial rebuilds set out in the policy are necessary to limit the amount of urbanisation that takes place in the Green Belt through increased occupancy potential and the inevitable visual impact resulting from redevelopment and the use of modern building materials.
380. The floorspace of replacement dwellings in the Green Belt may be up to 30% greater than the original habitable floorspace. Subsequent further extensions to a replacement dwelling will only be allowed where this additional 30% was not provided to the full at the time the replacement dwelling was built. This allowance provides the opportunity to design a building that meets the aspirations for more accommodation while ensuring the overall visual mass is no greater than that of the original dwelling. The presumption that bungalows will be replaced by bungalows should help minimise the impact on the Green Belt and assist in the provision of accessible property in the Borough.

381. In the interests of amenity, certain permitted development rights will, where appropriate, be removed by a condition attached to the permission. These might cover the erection of walls/fences and outbuildings. When property is rebuilt, the investment involved is very likely to spread into the renewal of boundary treatment and the provision of garages or other measures which could have a strongly urbanising effect if not controlled.
382. In order to retain the integrity of the criteria applied to the re-use of rural buildings, the replacement of a dwelling formed under *Policy DM16 Re-use and Residential Conversions of Rural Buildings* will not be permitted.

POLICY DM17: ESTABLISHED AREAS OF DEVELOPMENT IN THE GREEN BELT

Within established areas of frontage ribbon development included within the Green Belt listed below, planning permission for change of use to residential, new residential development on genuine infill plots, replacement of existing dwellings, or extensions to existing dwellings will be allowed subject to criteria set down in other policies in this plan being satisfied.

Relevant frontages are: 169-293 Chelmsford Road; 39-47, 51-109 Coxtie Green Road; 1-19 Bellhouse Lane; Between Coppersfield And Greenoaks, Doddinghurst Road (Parkwood); 1-13 (Excluding 2), 21-56 (Excluding 24, 26) Nags Head Lane; The Thorns/The Briars, Ongar Road; 54-88 Billericay Road; 554-664 Rayleigh Road.

383. Within the Green Belt there are many established clusters of dwellings. The Locations listed reflect planning consents that have occurred since the 1976 review of Green Belt boundary and the policy does not seek to create exceptions to the general Green Belt protection policy.
384. National policy and guidance regards the construction of new buildings as inappropriate in Green Belt but includes limited infilling in villages, and limited affordable housing for local community needs, if proposed in policies in the Local Plan, may not be inappropriate.
385. Continuing pressure exists for ribbon "infill" development to take place between existing dwellings. If this pressure were acceded to, the character of the Green Belt within and around these areas would be irrevocably damaged over time and would result in the coalescence of villages and towns. The Council will, therefore, continue to resist strongly pressure to allow new development in those established clusters. However, there are a very few limited, well defined areas within the Green Belt where tight knit frontage ribbon development already exists which is sufficiently urban in character to allow some relaxation of Green Belt policy. Outside these defined areas, residential development will be permitted only in accordance with other policies in this Plan.

POLICY DM18: PREVIOUSLY DEVELOPED LAND IN GREEN BELT

Proposals for redevelopment of previously developed sites (brownfield) within the Green Belt will be permitted where redevelopment:

- a) **contributes towards local housing needs or provides new jobs;**
- b) **would not have significantly greater impact on the openness of the Green Belt;**
- c) **improves the setting of the Green Belt through more appropriate landscaping;**
- d) **provides community benefits to both the new and existing local community;**
- e) **supplies or improves travel links to nearby existing communities, such as villages; and**
- f) **contributes to the Borough's sustainable development principles as set out in other policies in the Plan.**

386. Policy DM18 is in place to recognise the potential opportunity provided by previously developed sites in the Green Belt to meet local needs. Such sites will be considered appropriate for redevelopment where they contain permanent buildings and are redundant or in continuing use, subject to meeting the policy criteria.

387. Previously developed sites in Green Belt provide locations to meet local housing needs within the existing development context of the Borough. However, such sites are usually divorced from urban settlements, often remote, and do not provide for more than 10 new homes on site. For these reasons sites have not been identified and allocated for development. Although such sites do not meet the proposed spatial strategy for focusing new development in sustainable locations, they can allow for limited development appropriate for local surroundings and as part of the purpose for including land within Green Belt.

388. Such sites can contribute to local need, particularly in the Borough's rural areas, supporting villages by contributing to local services and providing new homes to allow for improved choice. It may also be appropriate for redevelopment to provide for other types of need, such as new jobs.

POLICY DM19: SITE ALLOCATIONS IN GREEN BELT

Sites allocated to meet housing needs in Green Belt will be expected to provide significant community benefit, both for surrounding existing communities and those moving into new homes on site. There will be a mix of housing on site to provide for a range of needs as indicated by evidence.

These sites will be released from Green Belt to allow development to take place and provide new defensible boundaries to protect open countryside for future generations.

The extent of development at Dunton Hills Garden Village will be released from Green Belt, to be set by a separate Masterplan for the garden village.

389. Policy DM19 is in place to ensure the cost of losing some Green Belt is repaid through significant benefits to new and existing communities. This will capture the up-lift in land value for local benefit. These benefits are likely to be for different needs depending on the area, but could involve new community facilities, open space for public use, play areas, and investment in existing facilities. In addition, development will need to contribute to local education and healthcare needs in partnership with relevant providers/authorities.
390. New housing development in these locations will provide for a range of needs as advised by evidence, such as the Council's Strategic Housing Market Assessment, and local housing strategy. This could be to provide new starter homes, medium and larger family homes, and smaller units, for example to allow older people to have a realistic option to downsize and free up larger homes for families. Such new homes will be fit for purpose to meet specific needs, meaning not all smaller units will be flats.
391. With this in mind, it will also be necessary to ensure the most efficient use of land is made in order to respond to the Borough's higher housing need and limited capacity. Balancing development needs with Borough character in line with strategic objectives and the spatial strategy will need to be considered.
392. Policy DM19 also sets out the principle of removing allocated Green Belt development sites from the Green Belt. This de-designation will allow for planning applications to be considered within the context of policies within this Plan as well as national policy and guidance.

Agricultural Workers Dwellings

393. The Council will protect the rural area within the Borough from development that would adversely affect the landscape character, appearance, and function, by avoiding non-essential residential development. The Council also recognises that the maintenance of land in agricultural use helps the preservation of the rural area. However, to enhance and maintain the vitality of rural communities, exceptions may be made for the conversion of existing buildings, one-for-one replacement of existing dwellings, or where it is a proven, a new dwelling to support an agricultural worker's employment requirements to live in close proximity to their place of work.

POLICY DM20: AGRICULTURAL WORKERS DWELLINGS

A. New Dwellings

Planning permission will only be granted for a new agricultural, horticultural, forestry worker's dwelling where:

- i. evidence has been submitted to the satisfaction of the Borough Council that there is a viable agricultural, horticultural or forestry business need for a permanent dwelling in that location;**
- ii. there are no suitable alternative dwellings available or could be made available in the locality to meet the needs of the agricultural holding;**

iii. **the size and accommodation levels to be included in the proposed dwelling is commensurate with the needs of the holding; and**

iv. **the development is in all other respects acceptable against other relevant policies in the plan.**

Conditions will be attached to any permission limiting the occupancy to that required for the holding concerned or other agricultural use nearby.

B. Removal of Occupancy Conditions on Existing Dwellings

Planning permission will be granted for the removal of a restrictive agricultural worker occupancy concerned or other agricultural use nearby where it can be evidenced that there is no long-term need for an agricultural worker's dwelling in the locality.

This policy contributes to objectives SO1, SO2, SO5, SO7, and SO8

394. It is recognised that in some limited circumstances there may be a need generated for new dwellings to solely serve workers engaged in agriculture, forestry and other rural activities. Section A of the policy provides criteria whereby proposals for new agricultural, horticultural or forestry workers dwellings will be assessed.
395. In addition, changes in the scale and character of agricultural and forestry activities could affect the longer-term requirements for dwellings in the rural area where these were made subject to an agricultural horticultural or forestry worker occupancy condition at the time planning permission was granted. In such cases, it is recognised that it would fulfil no purpose to keep such dwellings vacant, or that existing occupiers should be obliged to remain in occupation simply by virtue of a planning condition that has outlived its usefulness. Nevertheless, the Council will expect applications for the removal of an occupancy condition to demonstrate convincingly there is no long-term need for an agricultural dwelling in the locality.
396. Moreover, the Council will bear in mind that such dwellings could well be used by agricultural, horticultural and forestry workers seeking accommodation within the wider surrounding area. In this regard the Council will need to be assured that the availability of a dwelling tied to an occupancy condition has been effectively marketed to likely interested parties in the area concerned, and that no real interest has been shown regarding purchase or occupation of the dwelling by the local agricultural community.
397. As part of the evidence required, the applicant will be expected to provide details of their instructions to estate agents, and the response to that advertising, that:
- the property has been on the market for rent or sale for at least two years and advertised continuously in that period at a price that reflects the occupancy condition. The advertising should be within both local newspapers and at least two national farmer magazines e.g. Farmer's Weekly; and

- the property has been offered both for sale and to rent on the same basis as above to all farmers and horticulturists in the locality (i.e. having holdings within a 3.2km (two mile) radius of the dwelling).
398. In addition, the policy will be applied to applications for the removal of occupancy conditions from dwellings associated with stables or other rural dwellings which are subject to occupancy conditions.

Re-use and Conversion of Rural Buildings

399. Notwithstanding prior approval permitted development rights for the change of use of agricultural buildings of 500 sqm or less, to Class R, the re-use and adaptation of existing rural buildings can play an important role in meeting the needs of rural areas for employment, tourism, leisure and/or community uses. In addition, the re-use of rural buildings for commercial development can support the rural economy by promoting the sustainable growth and expansion of businesses through conversion of existing buildings and diversification of agricultural and other land-based rural businesses. Tourism could be a vital and sustainable source of business for the rural economy and provides employment for local people and therefore contributing to the objective of sustaining vital rural communities. Some buildings could be suitable for businesses connected with tourism, while community uses can make a valuable contribution to local communities in appropriate locations.

POLICY DM21: RE-USE AND CONVERSION OF RURAL BUILDINGS

The Council will support the re-use, conversion or adaptation of rural buildings for other employment generating uses, tourism, leisure or community or residential use provided the development proposal meets all the following criteria:

- a. it does not have a greater impact on the openness of the Green Belt and the purpose of including land within the Green Belt than the original or current lawful use;**
- b. the new use should not require elements which might conflict with the openness and function of the Green Belt; and**
- c. the applicant can demonstrate that the building is of permanent and substantial construction.**
- d. The conversion of the building would not result in a major or complete reconstruction.**

With regard to changes of use or conversion to residential:

- i) the location is suitable for housing;**
- iii) the residential use is a subordinate part of a scheme for business re-use;**

- iv) **the use is essential to enable a farm or forestry worker to live at or near their place of work; or**
- v) **evidence has been provided to demonstrate that no other suitable alternative uses can be found and conversion would lead to an enhancement to the building's immediate setting.**

In the case of (i) above, the following two criteria must also be met:

A) the building proposed for conversion must be located within or directly adjoining a small group of buildings, and

B) The proposed re-use should not have an unacceptable detrimental impact on the fabric and character of the building due to unsympathetic changes to, or the introduction of, features such as windows, door openings and chimneys.

In the case of traditional rural buildings, the proposed use must be compatible with the historic character and significance, and structural integrity of the building. A historic building assessment of the structures may be required as part of the planning application with the potential for a full historic record to be completed as a condition of the application prior to conversion

Where appropriate, conditions will be imposed removing permitted development rights to extend the property, alter the external appearance, construct buildings or structures (including walls/fences) within the curtilage, and change the use.

Permission will not be granted for the re-use of an agricultural building erected under Class A of Part 6 of Schedule 2 of the General Permitted Development Order as amended within 10 years of its substantial completion.

This policy contributes to Objectives SO1, SO2, SO5, SO7, and SO8,

- 400. Notwithstanding prior approval (under the provisions of paragraph W) permitted development rights for the change of use of agricultural buildings (under the Town and Country Planning (General Permitted Development) (England)) Order 2015, of 500 sqm or less, to Class R. Class R. This does not apply to a Listed building or a scheduled monument.
- 401. Where a solely used agricultural building prior to 03/07/2012; smaller than 500sqm; will have prior approval for a flexible use as Class A1 (shops), A2 (financial), A3 restaurants, café, B1 (business), B8 (storage./distribution), C1 (hotels) or D2 (assembly and leisure). (NB between 150sqm and 500sqm, prior approval will need transport and highways impact, noise impact, contamination risk, flood risk information to be submitted.
- 402. The Council is committed to supporting a prosperous rural economy and this approach is in line with national policy. This policy should be read in conjunction with Policy DM8 Supporting the Rural Economy.

403. Residential re-use is a concern due to the large number of properties involved, loss of rural business premises for which there may be a need in future but which may be uneconomic or otherwise hard to replace, the impact on the rural character of the Green Belt and the need to facilitate new housing within or well connected to existing settlements. The Council will generally apply a presumption in favour of employment generating uses. Residential conversions will only be permitted where every reasonable effort has been made to secure a suitable business use, or the residential use is a subordinate part of a business re-use, or the use is required for an agricultural or forestry worker. Residential conversions may be appropriate in certain circumstances including where they are adjacent to, or within, existing groups of buildings. A financial contribution will be sought by the Council towards the provision of affordable housing elsewhere within the respective Parish.
404. In the case of traditional rural buildings, the proposed use must secure its historic fabric and integrity and in the case of Listed Buildings will need to comply with Policy DM20. It is essential to ensure that a residentially converted rural building does not have the appearance of a new dwelling or set a precedent for new residential development in the Green Belt. The building must be capable of conversion without the creation of a residential curtilage having a harmful effect on the building and the surrounding countryside due to the unacceptable intrusiveness of increased activity and domestic additions such as garaging, sheds, clothes lines, play equipment, walls and fences, patios and hardstandings.

POLICY DM22: WILDLIFE AND NATURE CONSERVATION

Development proposals affecting Sites of Special Scientific Interest (SSSIs) and National Nature Reserves (NNR) as shown on the Proposals Map and irreplaceable habitats should be controlled through avoidance, on-site management and on-site mitigation. Where this cannot be achieved development proposals will not be permitted.

The Council will take a precautionary approach where insufficient information is provided about avoidance, management and mitigation measures. The Council will secure management, mitigation and enhancement through planning conditions/obligations where necessary.

The Council acknowledge the sensitive biodiversity sites just beyond the borough boundary, including Basildon Meadows SSSI, Norsey Wood SSSI and Epping Forest SSSI and Special Area of Conservation. Proposals likely to have an adverse effect on Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites will require a full assessment in line with European legislation.

Proposals likely to have an adverse effect on a Local Wildlife Site (LoWS), Local Nature Reserve (LNR), Special Roadside Verge or a site that satisfies the relevant designation criteria will not be permitted unless the benefits of the development clearly outweigh the harm to the nature conservation value of the site. If such benefits exist, the developer will be required to demonstrate that

impacts will be avoided, and impacts that cannot be avoided will be mitigated on-site. Where residual impacts remain, off-site compensation will be required to achieve no net loss of biodiversity in the Borough of Brentwood.

Where there is a confirmed presence, or reasonable likelihood, of a legally protected species or priority species on an application site, the applicant will be required to demonstrate that adverse impacts upon the species have been avoided, and where they cannot be avoided adequately mitigated. Mitigation must conform to the requirements of relevant legislation and Natural England Standing Advice. Where impacts cannot be adequately mitigated, the proposal will not be permitted.

Hedgerows must be subjected to an assessment against the criteria of the Hedgerow Regulations 1997. If a Hedgerow is deemed to be Important under the Hedgerow Regulations, the developer must demonstrate that adverse impacts upon the Important Hedgerow will be avoided, and impacts that cannot be avoided are mitigated on-site.

The Council will assess sites proposed for development to ascertain whether they fulfil the criteria for designation and may request information from applicants to assist in that process. If a site satisfies the criteria it will, for planning purposes, be treated as if it were a LoWS/LNR.

All stages of development must be considered when assessing the impact and cumulative impact on wildlife sites both within and in proximity to the Borough of Brentwood.

The Council will take a precautionary approach where insufficient information is provided about avoidance, management, mitigation and compensation measures. The Council will secure management, mitigation and compensation measures through planning conditions/obligations where necessary.

Proposals that result in a net gain in Priority Habitat will in principle be supported, subject to other policies in this plan. Where Priority Habitats are likely to be adversely impacted by the proposal, the developer must demonstrate that adverse impacts will be avoided, and impacts that cannot be avoided are mitigated on-site. Where residual impacts remain, offsite compensation will be required so that there is no net loss in quantity and quality of Priority habitat in the Borough of Brentwood.

Where development is permitted, the Council will require appropriate mitigation and compensatory measures to be provided. Such features include but are not limited to:

- i) Hedgerows and field walls;**
- ii) Trees, woodlands, plantations and shelter belts;**

- iii) **River corridors;**
- iv) **Wetlands, ponds and reservoirs,**
- v) **Soft landscaping; and**
- vi) **Other locally important habitats.**

405. The Council is committed to the protection and enhancement of the natural environment. The National Planning Policy Framework provides strong support for the protection, conservation and management of the Borough's natural assets and landscape character. It recognises the intrinsic character and beauty of the countryside as a core planning principle, whether that countryside is specifically designated or not. This Policy should be read in conjunction with CP9 Protecting the historic, natural environment and landscape character and policy DM18 Landscape Protection and Woodland Management.
406. The borough has three Sites of Special Scientific Interest Curtismill Green, Thorndon Country Park and The Coppice, Kelvedon Hatch. There are also 142 local sites.
407. The Council has a duty under the Natural Environment and Rural Communities (NERC) Act 2006 and the Wildlife and Countryside Act 1981 to have regard to biodiversity conservation and the positive conservation management (PCM) of Local Wildlife Sites (LoWS) within the Borough (formerly known as Sites of Importance for Nature Conservation or County Wildlife Sites). Brentwood Local Wildlife Site Review (2012) identifies networks of LoWS and the diverse assemblage of ecologically important sites within the Borough.
408. Where appropriate, all proposals must conform to Essex Biodiversity Action Plan, which provides district-wide targets and outlines habitats of special local significance. Within Brentwood, the latter can be categorised into commons, public and private woodlands, tree belts, lowland grassland, lakes and ponds, hedgerows and a number of protected lanes. Development in the borough will increase the recreational pressures on existing sensitive habitats, avoidance and reduction of the potential effects by sensitive layout and design of green infrastructure will be required in line with the scale of the development. (Refer to DM32 Green Infrastructure).

POLICY DM23: LANDSCAPE PROTECTION AND WOODLAND MANAGEMENT

Development will not be permitted where it would have a detrimental effect on, or result in the loss of, significant landscape heritage or a feature of ecological importance, including trees, woodlands or hedgerows.

Where appropriate development proposals will be required to be accompanied by:

- a. an ecological survey as required by appropriate to the nature and scale of the proposal, identifying links to similar ecosystems within proximity of the development site in line with Policy DM32 Green Infrastructure;
- b. a landscape scheme detailing new planting requirements and where appropriate, replacement trees of a value commensurate or greater to that which is lost, boundary treatments and proposals for ecological enhancement;
- c. an arboricultural assessment detailing the measures to protect and/or justification for the removal of any trees or hedgerows during onsite construction;
- d. details of landscaping maintenance arrangements; and
- e. a method statement for any land raising and/or dispersal of excavated or dredged materials.

Areas of landscape, biodiversity and geodiversity interest and local distinctiveness within the Borough will be protected from harm and their retention, enhancement and restoration will be encouraged. Where feasible, proposals should promote the use of trees, hedges, wildlife gardens, allotments, ponds, green roofs/walls, roosting boxes and wider habitat creation.

In exceptional circumstances, where the landscape, biodiversity, social or economic benefits of a proposal are considered to outweigh the loss of a feature, impact on landscape character, or existing habitat, development may be permitted subject to adequate compensatory measures being implemented.

In line with the NPPF, planning permission will not be permitted for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.

The Council supports the Essex Wildlife Trust Living Landscapes” vision to “restore, recreate and connect wildlife habitats” for areas 19 (Havering and Brentwood Ridge) and 23 (Thorndon Woods) (also refer to Policy DM 32 Green Infrastructure). The extents of the Living Landscapes in the borough of Brentwood are identified on the Proposals Map, Within each Living Landscape, opportunities for the preservation, restoration and recreation of priority habitats, ecological networks and populations of priority species will be supported in order to protect and enhance strategic wildlife corridors and habitats in Essex. Development proposals that would deliver these opportunities will in principle be supported, subject to other policies within this plan. Development resulting in a significant adverse impact on the ecological function of these Living Landscapes will be refused.

The impact of proposed development on Protected Lanes and on Historical Parks and Gardens is a material consideration in the determination of planning applications. There are 3 historic parks and gardens in Brentwood on the Register of Parks and Gardens of special Historic Interest: South Weald Country Park, Warley Place and Thorndon Country Park.

For further information on protected lanes, please refer to DM32 Green Infrastructure.

POLICY DM24: THAMES CHASE COMMUNITY FOREST

The Council supports the conservation and enhancement of the area of the Thames Chase Community Forest within that part of the Borough as identified on the Proposals Map. Through the Thames Chase Plan and Local Development Plan, the Council will support the aims of the Thames Chase Plan objectives:

- a. To protect, improve and expand the woodland character of the Community Forest;**
- b. To sustain the natural integrity of the Community Forest's air, land and water including wildlife;**
- c. To integrate Climate Change adaption and mitigation responses into the developing Community Forest;**
- d. To use the Community Forest to improve local health and well-being, volunteering, learning and employment; and**
- e. To enable effective partnership working from national to local level to maximise the impact of available resources.**

Implementation will be effected in conjunction with Brentwood Countryside Management Service and local landowners. Any development proposals within the Community Forest area will be expected to make a positive contribution towards its implementation and comply with the policies contained in this plan. Within the Green Belt, proposals will also need to comply with criteria set out in Green Belt Policies.

409. Thames Chase is a community forest of 9842 hectares located in more than 47 sites in London and Essex. Brentwood Borough Council is one of the four local authority partners along with the Forestry Commission, Essex County Council, the Woodland Trust, Essex Wildlife Trust, the London Wildlife Trust and The Royal Society for the Protection of Birds. One of 12 Community Forests established nationally since 1990, the forest covers over 500 hectares of woodland, common and recreational land within Brentwood Borough (about one quarter of the area of Thames Chase). Extended in 1999, the Forest now incorporates Thorndon and Hartswood Sites of Special Scientific Interest

(SSSI) and Warley Place Nature Reserve, with the area of the Forest extending to the southern borough boundary and as far east as the A128.

410. Centred round regeneration, quality green space creation, management and community engagement, the Community Forest Concept has increased woodland coverage from 9% to 15% locally, and secured funding to create over 330 hectares of new green space provision. Wider work involves extensive tree planting within the Borough, opportunities for sport and recreation, wildlife conservation, agricultural and timber production.
411. The Thames Chase Plan provides a green framework, in line with the London Green Grid, for supporting Countryside Stewardship: woodland support applications and enhancing the local environment, including through landscaping, conservation works and upgrading of footpaths or bridleways. Such benefits are welcome provided uses are consistent with wider Green Belt Objectives since they would not be considered as a justification for allowing inappropriate development in the Green Belt, ie development that would otherwise be unacceptable.

POLICY DM25: LISTED BUILDINGS

Proposals for development affecting or within the vicinity of a Listed Building will only be permitted where these are sympathetic to its character and setting.

Proposals for the alteration or extension of Listed Buildings will be accompanied by a statement of significance, and an assessment of the impact of the works upon that significance. The application will include full details of the siting, design, access arrangements and external appearance of the development, so that it is possible to assess whether the proposal is sympathetic to the building's character and appearance, and whether features of special architectural or historic interest are preserved, restored or complemented.

Development involving the partial demolition and full demolition of a Listed Building will only be permitted in exceptional circumstances if, where relevant, the following criteria are met:

- a. The building cannot be used for its existing, previous or original purpose or function**
- b. The historic character or appearance of the main building would be restored or improved by the demolition of a curtilage building(s)**
- c. Substantial benefits to the community would derive from the nature, form and function of the proposed development**
- d. Demolition would not result in the creation of a long-term cleared site to the detriment of adjacent Listed Buildings**

Where development is authorised subject to the above criteria, permission will be subject to agreement that any consequential demolition shall not be carried

out until all relevant details of the proposed development have been approved and a contract has been entered into for its subsequent execution.

Changes of use of Listed Buildings and any associated works of alteration, including external illumination, may be permitted where this would contribute economically towards the restoration, retention or maintenance of the Listed Building and/or group of buildings, without such development adversely affecting the historic, spatial or structural integrity of the building or its setting.

412. The Council is committed to protecting and enhancing its valuable historic environment and this is reflected in this Plan's strategic objective. This policy should be read in conjunction with Policy CP9: Protecting the Historic and Natural Environment and Landscape Character.
413. Works such as the demolition, alterations (both internal and external) or extensions that would affect a Listed Building's character will require Listed Building Consent. Proposals affecting Listed Buildings should refer directly to the statutory list of Buildings of Special Architectural or Historic Interest (www.historicengland.org.uk). Under the Planning (Listed Buildings and Conservation Areas) Act 1990 owners have a responsibility to look after Listed Buildings in order to prevent deterioration and damage. The Council will intervene, where necessary, by issuing an Urgent Works or Repairs Notice.
414. The Council intends to compile a Local List of buildings which contribute positively to the character of the area due to their townscape value and merit, type of construction, architectural quality or historic association. The Council will apply similar levels of protection to its locally designated heritage assets and their settings in line with national policy and guidance to ensure a high standard of design for all new development affecting the character or setting of its built, natural and historic environment. Whether a building is Locally Listed will be a material consideration in determining planning applications in order to retain important original features and fabric, and control alteration or extension to maintain the character of the buildings in recognition of their contribution to local distinctiveness, sense of place, identity and character.
415. National policy and guidance promotes the use of heritage assets for viable uses consistent with their conservation and the positive contribution that they can make towards economic vitality. Changes of use of a Listed Building need to be compatible with the building's character and within the Green Belt should not have an adverse impact on Green Belt objectives, such as openness and permanence or otherwise detract from rural character and amenity of the countryside. Proposals for the change of use of a Listed Building in the Green Belt will also be assessed against development in the Green Belt policies within this Plan. Proposals will take a practical approach towards the alteration of Listed Buildings to comply with the Disability Discrimination Act 2005 and subsequent amendments, provided that alterations are sympathetic and ensure the building's special interest remains unharmed. Applicants should refer to the Historic England Easy Access to Historic Buildings (2015) as a basis for practical guidance.

POLICY DM26: CONSERVATION AREAS

Buildings or parts of buildings, open spaces, trees, vistas or other features which make a positive contribution to the character, appearance or significance of the area should be retained or enhanced. All development (or redevelopment) will only be permitted where the Council is satisfied that:

- a. Development does not adversely affect the streetscape, skyline or significant views;**
- b. The development is proportional in scale, and complementary in design, with the adjoining buildings and wider area;**
- c. Where any or part demolition is proposed, the structure makes no material contribution to the character or appearance of the area or the structure is considered to make a negative contribution to the appearance of the Conservation Area;**
- d. Where a change of use is proposed, there will be no adverse effect on the appearance or setting of the building; and**
- e. Where an alteration is proposed, it is appropriate and sympathetic in design, scale, materials and colour to the rest of the building.**

Proposals for any scheme, including alteration or replacement of shopfronts, within a designated Conservation Area must include a historic and architectural evaluation within the Design and Access Statement. The level of detail provided should be proportionate to the importance of the heritage asset. Proposals will be expected to be of a high quality design and detailed information will be required.

Outline planning permission will not be given for new buildings in a Conservation Area.

416. Brentwood has a rich and varied cultural heritage, with 13 designated Conservation Areas within the Borough. These are defined under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as “Areas of Special Architectural or Historic Interest the character or appearance of which it is desirable to preserve or enhance”. Conservation Areas are shown on the Policies Map. This policy should be read in conjunction with Policy CP9: Protecting the Historic and Natural Environment and Landscape Character.
417. In accordance with the Borough’s Conservation Area Appraisals, the Council will seek to promote high quality new development of exceptional design that makes a positive contribution to local character and respects the historic context. Development proposals in a Conservation Area should make reference to the relevant Conservation Area appraisal.

418. Applicants should provide an assessment of the significance of the heritage asset affected, together with a schedule of works analysing the impact of the proposal on the form, fabric and setting of the asset and any features of historic or architectural interest. Where appropriate, this may be set out in the Design and Access Statement. The National Planning Policy Framework is clear that when considering the impact of a proposed development on the significance of a designated heritage asset the more important the asset, the greater the weight should be given. Early engagement with the Council's Historic Buildings Advisor is encouraged through pre-application consultation.
419. There will be a presumption against the demolition of buildings or other features that positively contribute to the character or appearance of a Conservation Area, in the absence of detailed and acceptable proposals for replacement development. Use of non-traditional materials, where inappropriate, will not be permitted on, or in proximity to, Listed Buildings or in Conservation Areas. For advice on this matter, applicants should consult local expertise and refer to published guidance, such as Valuing Places: Good Practice in Conservation Areas (2011) by English Heritage.
420. In order to ensure a high standard of design and materials, detailed schemes rather than outline applications will be required.

POLICY DM27: ANCIENT MONUMENTS AND ARCHAEOLOGICAL REMAINS

Planning permission will not be permitted for development which would adversely affect a Scheduled Monument, or other locally or nationally important sites and monuments, or their settings.

A full Archaeological Assessment must be included with any planning application affecting areas of known or suspected archaeological importance to ensure that provision is made for the preservation of important archaeological remains.

Where proposals affect archaeological sites and other designated assets, preference will be given to preservation in situ unless it can be shown that archaeological mitigation through recording, assessment, analysis report and deposition of archive is more appropriate.

Any development that may affect archaeological remains will need to demonstrate the likely impact upon the remains and the proposed mitigation to reduce that impact.

The desirability of preserving a Scheduled Monument or their equivalent and its setting is a material consideration in the determination of planning applications.

421. Heritage assets are defined by their historic, archaeological, architectural or artistic significance. As a finite and non-renewable resource, archaeology can become highly fragile and vulnerable to damage or destruction. The Council

will adopt a presumption against proposals which would harm the setting of archaeological remains of national or local importance, whether scheduled or not.

422. In cases where development will impact upon sites of known archaeological interest or potential, the results of a field evaluation/assessment will be necessary prior to the determination of the application. Applicants will be required to arrange for an archaeological investigation setting out appropriate measures of protection, management or mitigation including excavations and recording prior to development.
423. Within Brentwood, there are 636 sites of known archaeological interest. Of these, 12 sites are protected as designated Scheduled Monuments, maintained by the Secretary of State under Section 1 of the Ancient Monuments and Archaeological Areas Act 1979, ensuring ultimate responsibility for the preservation, treatment, repair and use of each monument. For applications affecting a scheduled monument and its setting, early stage consultation with English Heritage will be required to gain scheduled monument consent. For non-statutory historic environment assets applicants should consult the Council and as appropriate, Essex County Council Historic Environment advisors, regarding the nature, setting and management of the Borough's historic environment.

Archaeological Heritage

424. The historic environment of Brentwood has developed through a history of human activity that spans over 450,000 years. Much of the resource lies hidden beneath the ground in the form of highly sensitive and non-renewable archaeological deposits. Other elements such as the historic landscape, the pattern of field, farms, woods and historic settlements which characterise the Borough are a highly visible record of millennia of agriculture, industry, settlement and commerce. Brentwood has a large number of sites of archaeological importance that are worthy of preservation for the future.

10. Quality of Life and Community Infrastructure

Covering a wide range of issues around infrastructure, community facilities, sport & leisure, flood risk & drainage, telecommunications and utilities.

SO11	Protect and nurture existing leisure, cultural and recreational assets such as the Borough's Country Parks for residents and visitors to the Borough and promote and enhance social inclusion, health and wellbeing
SO12	Improve public transport, cycling and walking facilities and encourage sustainable transport choices
SO13	Secure the delivery of essential infrastructure, including transportation schemes and community facilities in order to support new development growth throughout its delivery

425. This chapter covers a range of issues because of the amount of things that need to be considered when planning for the infrastructure that links communities and ensuring the quality of life for those who live and work in the Borough is always improving.

Sustainable Transport

426. Sustainable transport is a key component of sustainable development. Sustainable transport refers to any means of transport which reduces the impact on the environment, and includes non-motorised transport, ie walking and cycling, public transport, low emission vehicles, vehicle charging points and car sharing.
427. Many aspects of transport and travel need to be considered, including encouraging walking and cycling to reduce dependency on car travel and improvements to public transport. The arrival of Crossrail will provide an improved and more frequent service to those who live and work in the Borough as well as a better link to London and beyond for those visiting. Other public transport services will need to follow suit if the wider development needs of south east England are to be sustainably provided.
428. It is also important that we consider car ownership and be realistic about the fact that most homes in the Borough will own a car. While public transport links into London are good for Brentwood town and other areas in transport corridors, villages are more remote with less good access. Therefore, acceptance of car travel and parking considerations will be important for Brentwood as we consider the future.

POLICY CP13: SUSTAINABLE TRANSPORT

The Council will work with partners to facilitate and promote sustainable transport. This includes improving accessibility, creating opportunities for 'active travel' and reducing congestion and pollution.

Future developments will be located in accessible locations to help reduce the need to Travel. Where travel is necessary public transport (rail, bus, taxi), walking, and cycling will be promoted as an alternative means of transport to the private car. Major generators of travel demand should be located in Brentwood Town Centre and in District Centres.

Applications for large scale development proposals will need to be accompanied by a Transport Assessment. For smaller scale developments a Transport Statement will be required. Advice should be sought from the Highway Authority on the requirements of any Transport Assessment or Statement.

Sustainable transport links will be extended and improved. Developer contributions will be sought to improve links from new development to key destinations and the wider network. This will include new or improved infrastructure, services and promotion to support walking, cycling and public transport, including Quality Bus Partnerships. Sustainable travel will be encouraged through the requirement for residential travel plans and packs for major developments, employers and institutions, including provision of charging points for electric vehicles.

The Council, in consultation with partners, will seek the retention of existing bus and rail services and, where possible, encourage improved and new services. Support will be given to the refurbishment of rail station buildings and other improvements in facilities for public transport users including transport interchange improvements. The Council will seek additional taxi facilities for the Borough, where appropriate.

Traffic and car parking will be carefully managed to encourage sustainable travel.

Cycling will be promoted through the provision of improved cycle parking and other facilities and new cycle routes as part of highway infrastructure improvements/traffic management measures and, where appropriate, in association with planning permission for new development.

Development close to schools and Early Years & Childcare facilities should facilitate an attractive public realm that is safe for children and encourages walking and cycling as opposed to school run traffic.

GREEN TRAVEL ROUTE

In order to provide better Borough links for strategic development allocations outside Brentwood urban area, a Travel Plan will be required. A Green Travel Route linking Brentwood Town Centre with strategic allocations in the A127 Corridor will provide improved links and public transport choices.

CROSSRAIL

The Council support the development of Crossrail, maximising the potential for an overall improvement to Borough rail services, and mitigating any environmental or transport impacts as a consequence of the proposals through improving and encouraging sustainable transport. The Council will work with other stakeholders to secure funding for improvements to the public realm and circulation around both Brentwood and Shenfield Crossrail stations given the potential increased usage and footfall expected to arise from Crossrail. The Council will consider the scope for 'park and walk' schemes where the demand and impacts are assessed within a detailed feasibility study.

429. This policy aims to ensure that new development reduces the need to travel, gives priority to pedestrians and cyclists and convenient access to jobs, homes, shops, public transport and services, such as education, healthcare, recreational facilities and open space.
430. While the aim will be to offer a choice of transport, reducing dependency on the car will improve resilience in the face of future fuel shortages or price rises. Securing public transport improvements and better provision for walking and cycling will reduce pollution, make it safer and easier for people to travel to jobs and services and lead to better health, less congestion and more pleasant streets. The Government's Active Travel Strategy (Dept of Health and Dept for Transport, 2010) aims to get more people walking and cycling in recognition of the many benefits these bring. As the Strategy notes, walking or cycling can be quicker and cheaper than driving or taking public transport for many short trips and are an easy way to become more physically active thereby improving health and wellbeing.
431. To better link strategic allocations in the A127 Corridor, it is proposed that a Green Travel Route will link these areas to Brentwood Town Centre. This will provide improved links and public transport to Brentwood Town Centre and Crossrail station. Discussions with Essex County Council are ongoing regarding more detail in terms of bus services and supporting infrastructure; projected demand for any service; potential costs and deliverability, partners, funding and sustainability over the long term.
432. The arrival of Crossrail will provide benefits to local residents and businesses in terms of improved service and connections. The Council will encourage improvements to the public realm surrounding Brentwood and Shenfield stations, and look to improve access and parking provision. The Council will consider Park and Ride or Park and Walk schemes to improve access to the stations, a detailed feasibility study will be required.

433. Aims to reduce pollution levels from transport can also be linked to Policies DM30 Green Infrastructure and DM31 Air Quality.

Figure 10.1: Green Travel Route

Figure 10.2: Crossrail Park & Walk Option

Sustainable Construction and Energy

434. As we look to plan for the future of the Borough it will be essential to consider how we more efficiently use resources.
435. There is increasing recognition that reducing carbon is important in reducing and adapting to the impacts of climate change, reducing dependence on private cars and locating new development in sustainable, accessible, locations, increasing energy efficiency, or by increasing the use of renewable or low carbon energy sources.
436. It is important to ensure that we adapt to the inevitable changes to future climate. This applies to the built development, its location, design, layout and proposed land uses.

POLICY CP14: SUSTAINABLE CONSTRUCTION AND ENERGY

The Council will require all development proposals, including the conversion or re-use of existing buildings, to:

- a. maximise the principles of energy conservation and efficiency in the design, massing, siting, orientation, layout and use of materials;
- b. incorporate water conservation measures;
- c. incorporate suitable Sustainable Urban Drainage Systems (SuDs), such as green roofs and rainwater attenuation measures;
- d. submit a Water Sustainability Assessment;
- e. submit details of measures that increase resilience to the threat of climate change, including but not limited to summertime overheating; and
- f. incorporate the reduction in the use of mineral resources, including an increase in the re-use of aggregate.

The Council will expect:

- g. the provision of commercial and domestic scale renewable energy and decentralised energy as part of new development, new build or conversions of 500sqm or more, or one or more residential units to incorporate on-site renewable energy systems to reduce predicted CO2 emissions by at least 20%; and

h. if 20% CO₂ emissions are technically unfeasible or unviable, off site generation may be considered.

Where it is not possible to meet these standards, applicants must demonstrate compelling reasons and provide evidence, as to why achieving the sustainability standards outlined above for residential and non residential developments would not be technically feasible or economically viable.

RENEWABLE ENERGY SCHEMES

Proposals for renewable, low carbon or decentralised energy schemes will be supported provided they can demonstrate that they will not result in unacceptable harm to the local environment, including cumulative and visual impacts which cannot be satisfactorily addressed. Renewable and low carbon energy development proposals located within the Green Belt will need to demonstrate very special circumstances.

ALLOWABLE SOLUTIONS

Only where on-site provision of renewable technologies is not appropriate, new development can meet the requirements through off-site provision by making 'allowable solutions contributions' via section 106 or CIL. These funds will then be used for energy efficiency and energy generation initiatives or other measure(s) required to offset the environmental impact of the development.

Climate Change and Emissions

437. Climate change is recognised as a significant environmental challenge. The burning of fossil fuels (oil, coal and gas) releases greenhouse gases into the atmosphere, particularly carbon dioxide (CO₂), and is the main cause of climate change. Most sources of energy, domestic, industrial or transport are fossil fuel based.
438. Ignoring climate change could have severe adverse economic, social and environmental consequences. Brentwood residents are likely to experience increased frequency and severity of flooding, water shortages, hotter summers, rising energy costs and increased risk of damage to homes, health and infrastructure. We need to plan for development that will help slow the rate of, and be resilient to the effects of, climate change by minimising our carbon emissions.
439. Among the practical benefits of reducing dependency on fossil fuels are fuel security, thermal comfort (for example, warmer homes that are cheaper and easier to heat) and less pollution. The policy aims to ensure that the Borough's built environment can help to mitigate and adapt to climate change, influence the quality of development proposals and promote energy efficiency and sustainable sources of energy supply. The policy sets out a supportive framework for delivering low and zero carbon energy infrastructure which will assist Brentwood in reducing CO₂ emissions and in moving towards a low carbon economy.

440. The Climate Change Act (2008) legislates for a 34% reduction in greenhouse gas emissions against 1990 levels by 2020, and an 80% reduction by 2050. Incorporating renewable energy generation and energy efficiency measures into new development will be essential in order to achieve these targets. The Council's Environmental Policy (December 2009) acknowledges that its operations have an impact on our local and global environment and sets out actions to manage and monitor our environmental impacts. In 2007, the Council signed the Nottingham Declaration on Climate Change, a commitment to reduce its own emissions and encourage all sectors of the local community to do so. Local grant schemes for home insulation have proactively reduce energy use in the home.

Renewable Energy and Low Carbon Development

441. The Renewable Energy Study for Brentwood Borough Council 2014 provides evidence that the boroughs carbon emissions have fallen between 2007 and 2014, in line with national trends, with low emissions from a small commercial and industrial sector. Domestic emissions are broadly similar to national domestic emissions. However, transport emissions are higher than the national average due to increased car ownership and access to vehicles.
442. Over the period of the Plan energy use and carbon emissions may increase by 10% following a "business as usual" trajectory. The available technologies for renewable energy sources are: standalone, district schemes and building technologies. It is acknowledged by the Council that large scale wind turbines and photovoltaic arrays could produce the most significant source of energy, however development would occur within and could impact on the Green Belt and would also be constrained by proximity to suitable connection to the national electricity grid.
443. Building technologies can be included in new development or retro-fitted to existing units. The strategic new development sites are the most promising in terms of district energy schemes, combined with heat and power plants, as they would be more cost effective than retro-fitting. The greatest potential being rooftop solar technologies and biomass boilers in the commercial and industrial sector.
444. From 2013, the European Performance Building Directive-2 (EPBD) will establish minimum energy performance requirements for all heating, cooling, ventilation, hot water and lighting demands from new buildings. A significant proportion of residual regulated energy will come from renewable energy sources provided either on site or nearby.
445. The Government originally set targets to ensure all new homes are zero carbon by 2016 and 2019 for new non-domestic buildings. Improvements in resource efficiency to meet this target will be made further through Part L Building Regulations. Progress towards 'zero carbon' development will be made through progressive tightening of the Building Regulations. Over time these changes are replacing the energy related elements of the Code for Sustainable Homes standards (with the Code for Sustainable homes already withdrawn) and the Building Research Establishment Environmental Assessment Method (BREEAM) standards for non-domestic buildings.

Allowable Solutions

446. As part of the Government's policy for achieving zero carbon performance, the policy seeks to establish realistic limits for carbon compliance (on site carbon target for buildings) and allows for the full zero carbon standard to be achieved through the use of "allowable solutions". These are envisaged as mainly near site or off site carbon saving projects which would compensate for carbon emissions reductions that are difficult to achieve on site. Local authorities can explore opportunities for using carbon offset funds and community energy funds as a way of delivering the concept of allowable solutions in their areas.

Sustainable Design and Construction

447. Consideration of sustainable design and construction issues should take place at the earliest possible stage in the development process. This will provide the greatest opportunities for a well designed and constructed development and at the same time enable costs to be minimised. Therefore the Local Planning Authority and developer should consider sustainable construction issues in pre-application discussions. Necessary policy requirements should be captured within a sustainability statement, which can form part of the design and access statement. The need for such a statement should also be discussed at the pre-application stage.

Water Conservation

448. Brentwood Scoping and Outline Water Cycle Study 2011 identifies the Borough as lying within an area of Serious Water Stress. A semi-arid climate and succession of dry winters, can lead to groundwater levels within Brentwood being susceptible to multi-season droughts. The quality of the Borough's watercourses is generally poor, while sewerage infrastructure in the north of the Borough is operating at full capacity. The study recommends requiring all new developments to submit a water sustainability assessment and developers to demonstrate that they will achieve the water consumption reduction to Level 3/4 of the Code for Sustainable Homes for all residential developments and for non residential developments to achieve BREEAM 'Very Good' standard for water consumption targets. As the Code for Sustainable Homes has been withdrawn, water conservation measures will be required to ensure a 110 litres per person per day limit, at the level formerly considered at Level 3-4 in line with the Scoping and Outline Water Cycle Study 2011.
449. Legislation, policy and technology is continually changing in this area. Therefore the Council will review and update this Policy as and when required.
450. For details on flood risk measures, please refer to Policy DM33.

Design and Public Realm

451. An important part of making high quality places is to ensure that new buildings are well designed. This means making buildings attractive in their own right, appropriate in their setting and fit for purpose. The Borough's good quality and distinctive character needs to be reinforced by any new development

proposal. It is also important that buildings are designed in an adaptable way to ensure flexibility in their potential use and function.

POLICY CP15: DESIGN

The Council will require all new development to be high quality and well designed in its own right. New development should acknowledge and be sympathetic to its context, reinforcing local distinctiveness and sense of place. All development proposals must be fit for their purpose, appropriate for and responsive to their site and setting, be adaptable and responsive for long term use and create successful relationships with existing development. Exemplary contemporary design will be encouraged.

Layout, density, design and landscaping should contribute positively towards the creation of high quality, attractive development where people choose to live, work and visit, by making places that are legible with a mix of uses where appropriate, and safer by design. Requirements, including parking, cycling and recycling facilities, green space and landscaping must form an integral part of the design process.

All new development must be based on a thorough site and context appraisal which demonstrates how the above criteria will be met.

POLICY CP16: PUBLIC REALM

The Council will require the layout and design of all new development to create well designed high quality places, where people enjoy living, working and visiting. New development must be based on a thorough site and context appraisal and be sensitive to its context incorporating:

- a. legible and well planned routes, enhancing linkages between buildings and spaces;
- b. high quality, well designed blocks and spaces to an appropriate scale;
- c. integrated residential, commercial and community activity;
- d. safe, convivial public spaces and pedestrian routes;
- e. clearly defined public and private spaces; and
- f. attractive buildings and landscaped spaces that integrate into existing neighbourhoods.

452. Also known as public space or public domain, the public realm comprises features such as streets, paths, squares and urban green spaces. The success of places is ultimately judged by how enjoyable they are to use or visit. In the public realm the space between buildings matters as much as the buildings themselves. How buildings and adjacent spaces function and relate to each other has a strong bearing on how safe, convenient and attractive a

place looks and feels as a whole. These qualities matter in development of all sizes.

453. Successful development will connect people and places, integrating a high quality environment with local distinctive character. Opportunities to reconnect key spaces in the Borough's urban areas will be encouraged, providing a public realm for everyone that is safe, pedestrian-friendly and encourages walking and cycling. Well designed public realm is fundamental to health and well-being. Applying the principles of this policy will help ensure that new development positively enhances the public realm, securing improvements where needed for the Plan period and beyond.

POLICY DM28 HIGH QUALITY DESIGN PRINCIPLES

Successful design is founded upon an understanding and respect for an area's unique built, natural and cultural context. New development in Brentwood Borough will be expected to complement and enhance the character of its context through sensitive siting, layout and high quality design. All new development will be required to meet high design standards. Where development is in the vicinity of any of the Boroughs distinctive natural or historic assets, delivering high quality design that complements the asset will be essential.

New development proposals should:

- a) reflect the requirements of Brentwood boroughs Masterplan requirements, where applicable;**
- b) be designed to deliver high quality safe, attractive, durable and healthy places to live and work in. Development of all scales should be designed to improve the quality and appearance of an area and the way it functions;**
- c) deliver buildings, places and spaces that can adapt to changing social technological, economic and environmental conditions;**
- d) support the efficient use of land and infrastructure, through appropriate and uses, mix and density/development intensity;**
- e) contribute positively to an area's character and identity by creating or land uses, mix and density/development intensity reinforcing local distinctiveness and respecting local topography and landscape features, including skylines, valley floors, significant trees, historic boundaries, landmarks, features or views, and within conservation areas and their setting;**
- f) conserve, sustain and enhance designated and non designated 'heritage assets' (as defined in the national policy and guidance) including buildings, features, archaeology, conservation areas and their settings, and ensure new development is sensitively sited and integrated in accordance with advice in accordance with national policy and guidance. Proposals for development that affect non-designated heritage assets will be considered taking account of the scale of any**

- harm or loss and the significance of the heritage asset as set out in accordance with national policy and guidance. Renewal proposals that make sensitive use of heritage assets, particularly where these bring redundant or under used buildings or areas, especially any on English Heritage's At Risk Register, into appropriate use will be encouraged;
- g) include information on heritage assets sufficient to assess the potential impact of the proposal on their significance. Where archaeological potential is identified this should include an appropriate desk based assessment and, where necessary, a field evaluation;
 - h) respect the traditional, existing pattern of routes, spaces, blocks, plots, enclosures and the form, scale and massing of buildings. Development should be designed to integrate with existing streets and public spaces, and buildings configured to create clearly defined active public frontages;
 - i) reflect or, in a contemporary design response, re-interpret local distinctiveness, including elements of construction, elevational detailing, windows and doors, building and surfacing materials, mass, scale and colour palette;
 - j) promote permeable, accessible and easily understandable places by creating spaces that connect with each other, are easy to move through and have recognisable landmark features;
 - k) demonstrate a holistic approach to the design of the public realm to create high quality and multi-functional streets and places that promotes pedestrian movement and integrates different modes of transport, parking and servicing. The principles set out in The Manual for Streets should be followed;
 - l) consider the amenity of both existing and future development, including matters of privacy, outlook, natural lighting, ventilation, and indoor and outdoor space;
 - m) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation;
 - n) be compatible with up to date urban design principles, including Building for Life, and achieve Secured by Design accreditation;
 - o) consider sustainable design and layout at the earliest stage of design, where building orientation and the impact of microclimate can be considered within the layout;
 - p) incorporate energy efficient design and sustainable construction techniques, whilst ensuring that the aesthetic implications of green technology are appropriate to the context enhancement features where possible. Well designed landscape schemes should be an integral part of development proposals to support improvements to biodiversity, the micro climate, and air pollution and provide attractive places that improve people's health and sense of vitality; and
 - q) use locally sourced sustainable materials where possible.

454. The design of all new development will need to be informed by an analysis of the context, together with an explanation and justification of the principles that have informed the design rationale. This should be demonstrated in the Design and Access Statement that accompanies the planning application. The Council expects all the issues within this policy to be positively addressed through the explanation and justification in the Design & Access Statement.
455. The Council will require design to be addressed in the pre-application process on major developments and in connection with all heritage sites. For major sites/strategic sites and complex developments, Design Codes will need to be prepared in conjunction with the Council and local stakeholders to ensure appropriate character and high quality design is delivered throughout. Reference to existing Masterplans must be made, as applicable. Design Codes will usually be prepared between outline and reserved matters stage to set out design principles for the development of the site. The level of prescription will vary according to the nature of the site.

Infrastructure and Community Facilities

456. The term 'infrastructure' covers a wide range of services and facilities required to support new development which includes community infrastructure and services. All development, regardless of size and scale, places additional demands on services and facilities which will affect their ability to meet the needs of the community. Timely delivery of necessary infrastructure that supports and mitigates the impact of new development is therefore essential to support the Borough Council's spatial strategy.

POLICY CP17: INFRASTRUCTURE AND COMMUNITY FACILITIES

The Council will require all new development to meet on and off-site infrastructure requirements necessary to support development proposals and mitigate their impacts.

Planning obligations secured through Section 106 agreements will be used to provide necessary site related infrastructure requirements such as new access arrangements, provision of open space and other community infrastructure, local highway/transportation mitigation and environmental enhancements.

Necessary off-site infrastructure will continue to be secured through the pooling of contributions secured through Planning Obligations and, once adopted, according to the Council's Community Infrastructure Levy (CIL) Charging Schedule.

457. Planning Obligations will include specific infrastructure requirements made necessary by individual developments. Section 216 of the Planning Act (2008) sets out the broad types of infrastructure which CIL can be used for. This includes transport facilities, flood defences, schools, medical facilities, recreational facilities, open spaces and affordable housing. Further information regarding requirements will be set out in the Council's Infrastructure Delivery Plan.

458. The Council's is preparing a CIL Charging Schedule alongside the Local Plan. Until this is adopted, the Council will assess all development proposals and seek the provision of, or contributions to, necessary on or off-site infrastructure to be secured through planning obligations.
459. Infrastructure includes, but is not limited to, the following examples:
- Utilities and Waste: Water supply, foul water sewerage, waste and recycling, energy generation, telecommunications and broadband.
 - Transport: Highways, rail, bus, pedestrian and cycle network.
 - Social and Community: Hospital, GP, dentist, children's centres, schools, further education, emergency services, libraries, youth centres, leisure centres, community halls, local convenience store, theatres, public realm, public house.
 - Green Infrastructure: Waterways, parks, natural and semi natural spaces, outdoor sports facilities, allotments, play areas, wildlife corridors/footpaths, green roofs.

Environmental Wellbeing

460. Brentwood's existing sport, leisure, public and private open spaces are important valued assets serving communities and visitors. This is reflected in strategic objective SO11.
461. Access to good quality open space is essential for health and well-being. The ability to access local open space across the Borough varies with a lack of provision in some areas. Provision with new development is therefore particularly important in areas where a deficiency has been identified or where new development would give rise to a deficiency.
462. 'Green infrastructure' is a term that refers to the network of multi-functional green space, urban and rural. This network is capable of delivering a wide range of environmental and quality of life benefits for local communities, such as improving air quality. The Borough has numerous wildlife sites, open spaces and outdoor recreational facilities. Appropriate access to, and linkages between, these assets need to be maximised. Formal and informal open space provision varies between areas and the quality and accessibility of green spaces differs.

POLICY DM29: OPEN SPACE IN NEW DEVELOPMENT

New development proposals are expected to provide functional on-site open space and/or recreational amenities or where appropriate, financial contributions towards new or improved facilities nearby. The amount and type of provision required will be determined according to the size, nature and location of the proposal; quantity and type of open space needed; and existing provision accessible to the proposal. All payments will be in line with the Policy CP17 Infrastructure and Community Facilities.

A commuted sum will only be accepted for:

- a. **proposals where strategic open space requirements cannot be met within the site;**
- b. **local and strategic open space in developments of single person households or of dwellings for the elderly (where however some compensating increase in private amenity space may be required); or**
- c. **a town/district/village centre location within Brentwood or where it is justified by an outstanding urban design approach based on site constraints and opportunities.**

All open space provision should be fully equipped to meet the needs of users as agreed by the Council, reflecting acceptable distance and minimum size criteria for different types of open space as set out in the Council's Open Space Standards (provided in Figures 10.3 and 10.4). Maintenance Plans should be submitted at planning application stage for all new facilities provided for exercise or recreation purposes. This is to secure quality over the long term and clarify responsibilities from the outset.

- 463. The proportion of any site to be set aside (or the contribution to be made for off-site provision) will be assessed with regard to the extent, nature, quality and accessibility of existing provision, the suitability of the site and form of the proposed development.
- 464. On larger residential and/or commercial schemes of 50 units and above, the Council will seek at least 15% of the site to be set aside for public open space. Developments providing specialised accommodation for the elderly, such as sheltered housing, will only require the provision of private amenity space as part of the site.
- 465. In some central urban locations site constraints may make new provision difficult, in which case a contribution towards providing or enhancing open space facilities nearby may be acceptable. Open space should, however, form an integral part of large scale redevelopment proposals.
- 466. The Council will require a contribution towards the laying out, provision and future maintenance of play equipment, where open space is provided as part of the overall development. An Infrastructure Delivery Plan and CIL Charging Schedule, will provide further detail on arrangements for securing commuted payments and ongoing maintenance through planning obligations, in line with Policy CP17 Infrastructure and Community Facilities.

POLICY DM30: OPEN SPACE, COMMUNITY, SPORT AND RECREATIONAL FACILITIES

Within the Borough's urban areas, permission will not be granted for development of land allocated on the Proposals Map as protected Open Space or Local Green Space unless it can be demonstrated:

- i) that alternative and improved provision can be created in a location well related to the functional requirements of the relocated use and existing and future users;**
- ii) the proposal would relate to the enhancement of the open space, contributing to both the character and amenity of the area; or**
- iii) the provision of new open space creates no additional displacement within the Green Belt.**

All proposals, including the designation of new Local Green Space and landscaping, must be accompanied by a maintenance plan to ensure long-term quality and scheme viability.

There will be a presumption against any development that involves the loss of open space, community, sport, recreation or play facilities, including allotments, except where it can be demonstrated that there is an excess of provision, or where alternative facilities of equal or better quality and convenience will be provided as part of the development.

Where appropriate, the Council will seek provision of community and recreational facilities through the acquisition of land, joint use of existing facilities or by entering into negotiation with private landowners.

- 467. Policy DM30 is concerned with ensuring good provision of high quality, accessible open space to meet the needs of the local community. Set entirely within the Metropolitan Green Belt, Brentwood has direct access, via the rights of way network, to extensive open areas for informal recreation. Country Parks including Hutton, South Weald and Thorndon provide 324 hectares of informal open space, together with other publicly accessible playing fields, parks, woodlands and wider sporting facilities. The Council aims to retain and enhance existing facilities unless a case can be made for alternative provision to be provided which is equivalent or better in terms of the type of open space, accessibility, quality and convenience.
- 468. All proposals, where appropriate, will be required to comply with the Council's open space standards. These take account of recommendations in open space and sports facilities evidence, Brentwood Open Space Strategy (2008-2018) and Children's Play Strategy (2010). Standards are set out in Figure 10.1.

Figure 10.3: Open Space Standards

Outdoor Sport – 3.15 ha (per 1000 population)
Children's Playing Space – Between 0.13 – 0.17 ha per 1000 population
Allotments and Community Gardens – 0.18 per ha per 1000 population

469. With regard to Children’s Play Space, the Council will seek proposals which meet the Fields in Trust minimum standards as set out in Figure 10.2.

Figure 10.4: Fields in Trust Children’s Play Space Standards

Local Area for Play (LAP)
Characteristics: Small, low-key games area
LAP area: Walking Distance (100m) / Minimum Size (100 sqm)
Local Equipped Area for Play (LEAP)
Characteristics: Five types of play equipment and a small games area
LEAP area: Walking Distance (400m) / Minimum Size (400 sqm)
Neighbourhood Equipped Area for Play (NEAP)
Characteristics: Eight types of play equipment with opportunities for ball games or wheeled activities
NEAP area: Walking Distance (100m) / Minimum Size (1000 sqm)

470. The creation of new LEAPs will be prioritised at the Newham Estate, in line with the Borough’s Play Area Strategy.

POLICY DM31: GREEN INFRASTRUCTURE

Development should adopt an integrated approach towards the provision of Green Infrastructure which enhances the Borough’s network of multi functional green space including open space, parks, sport, recreational and play opportunities, flood storage, green roofs, habitat creation, woodlands, street trees, allotments, private gardens, footpaths, bridleways and cycleways, food growing and climate change mitigation.

New development will be required to maximise opportunities for the creation, restoration, enhancement, expansion and connection of Green Infrastructure and connection of the development site to the local Ecological Network. All major development proposals should seek to include elements of Green Infrastructure and Ecological Networks, such as but not limited to SuDS, allotments, street trees, green roofs, recreational areas, areas of new and existing natural habitat, green corridors through the site and waterbodies, and existing networks including Thames Chase Forest.

Where this is not possible, financial contributions to facilitate improvements to the quality and extent of existing Green Infrastructure in Brentwood Borough will be sought.

471. There is a need to better link formal and informal open spaces in the Borough to improve their wider use and value, as highlighted by the Brentwood Green Infrastructure Strategy 2015. Existing green infrastructure should be protected and enhanced and where opportunities arise, eg in conjunction with new development, additional provision made.
472. It is vital that the right infrastructure is in place to support future growth in the Borough, and this includes green infrastructure. There is a growing and compelling body of evidence substantiating the potential for green

infrastructure to contribute to the economic, social and environmental well being of individuals and society. It can help facilitate high quality accessible landscapes, and bring the natural world into every neighbourhood, providing benefits for individuals, community health and wellbeing.

473. Policy DM31 focuses on protecting and improving access to outdoor sports and recreational facilities, as well as accessible greenspace and provision of new facilities where needed. It is widely acknowledged that green infrastructure and open space has a major role to play in mitigating against and adapting to climate change, for example, urban cooling, encouraging sustainable travel choices and flood alleviation. Through the provision of green corridors the policy can help overcome habitat fragmentation and improve the ability of the natural environment to adapt to climate change and habitat loss by improving ecological connectivity.
474. The Council will promote local food growing by encouraging development proposals to include spaces for residents to grow their own food, safeguarding allotments and encouraging community gardens for food growing. Promoting local food growing in the Borough will have many benefits for residents. It will reduce the carbon footprint of food production by minimising CO2 emissions from transporting food and be beneficial for air quality by helping to reduce pollution. It supports healthy living by enabling residents make more sustainable food choices, protects local ecosystems and fosters community spirit and enterprise. The wider benefits of growing produce are identified in Brentwood Open Space, Sport and Leisure Assessment 2016 which highlights that providing opportunities for people to grow their own food contributes to sustainability, health and social inclusion.

POLICY DM32: AIR QUALITY

The Council will promote measures to improve air quality, particularly within designated Air Quality Management Areas, and will expect development proposals to reduce sources of air pollution.

Where the Council considers that air quality objectives are likely to be prejudiced or proposals fall within an Air Quality Management Area, applicants will be required to submit a detailed air quality assessment which sets out the impact the proposed development would have upon air quality. Planning permission will not be granted for development where there is likely to be a significant adverse impact on air quality.

Air Quality Management Areas are shown on the Proposals Map.

475. All types of air pollution have the potential to harm the natural environment and human health. The Council has a responsibility for monitoring air quality within their area and where air pollution exceeds national standards, can designate Air Quality Management Areas (AQMA). When an AQMA is designated, the Council will produce an Air Quality Action Plan, which sets out what it intends to do about poor air quality. There are problems with air pollution in the Borough, particularly transport generated emissions. There are currently seven AQMAs in Brentwood Borough.

476. Monitoring data of air pollution in 2015 has shown that the air quality standard for nitrogen dioxide has been met since 2008 and so four of these seven areas no longer require an AQMA designation. The areas that will remain as AQMAs are: M25/Brook Street Roundabout; A12/Warescot Road/Hurstwood Avenue/Ongar Road; and A128/A1023 Junction (Wilson's Corner).
477. The Council will seek to ensure that new development, particularly commercial, industrial and traffic generating uses do not result in unacceptable levels of air pollution. Developers should arrange pre-application discussions with the Council to ensure that air quality issues will be addressed when designing their proposals.
478. The Council promotes the use of renewable energy technologies to help tackle climate change, as set out in Policy CP14 Sustainable Construction and Energy. Where biomass or CHP is proposed, the Council will require an emissions assessment prior to submission of a planning application. The emissions assessment must demonstrate that the plant would not significantly contribute to the deterioration of local air quality. The assessment must also demonstrate that other forms of renewable technology have been compared and assessed for their impact on local air quality.

POLICY DM33: FLOODLIGHTING AND ILLUMINATION

Development proposals involving floodlighting or any other means of illumination (other than advertisements) will only be permitted where the scheme:

- a. is appropriate for the intended use;**
- b. is energy efficiency efficient;**
- c. provides the minimum level of light necessary to achieve its purpose;**
- d. minimises losses to the night sky and does not give rise to any increase in sky glow; and**
- e. ensures the appearance of the installation when unlit is acceptable.**

Proposals must demonstrate adequate protection from glare and light spill, particularly in sensitive locations, such as residential areas, sites of nature conservation interest, and have no adverse effect on amenity, highway safety, landscape or historic character.

Applicants will need to submit a full lighting strategy, proportionate to their application, specifying details of lights, their power and type, overall level and distribution of illumination and times of operation. Conditions may be imposed to restrict lighting levels and hours of use or require measures to be taken to minimise adverse effects.

479. External lighting can contribute to a healthy, safe environment, enhance the appearance of buildings and extend hours of operation of some activities eg

sports, Insensitive or excessive illumination can, however, have a harmful impact on the local area and on the enjoyment of the night sky, particularly in open countryside. Excessive lighting can be detrimental to residential amenity, health and, in some circumstances, can be a statutory nuisance. Light pollution represents a wasteful use of energy, contrary to the aims of sustainable development.

480. Whilst local residents acknowledge that street lighting for safety reasons is important (Brentwood Strategic Growth Options, 2015), they place a high value on being able to see the night sky and avoid unnecessary lighting (Brentwood Neighbourhood Consultation, 2011). Proposals for lighting or floodlighting of buildings, sport, leisure or other facilities should take into account the effect of light and lighting columns on the character and amenity of the surrounding area. They should also consider the effect of lighting in terms of sky glow, glare and light trespass, effect on wildlife, and any possible disturbance arising from the associated use. Proposals should be unobtrusive in terms of the light source and distribution of light, the aura created by the overall illumination and appearance of any structures upon which lights are mounted.
481. Where appropriate, the Council will control the location, form, timing and level of all external lighting and illumination.
482. Applicants should refer to the Institute of Lighting Engineers' guidance when considering the development and installation of lighting schemes. The Council will require a lighting strategy to accompany all full planning applications.
483. Lighting installations on Listed Buildings that materially affect their character, or illumination of some types of outdoor advertisements, will also require consent.

Flood Risk and Drainage

484. Incidences of flooding have grown regionally as a result of increased development on flood plains, the use of impermeable surfacing, obsolete infrastructure and incidences of high rainfall, which are forecast to increase in number and intensity as a result of climate change. Developing inappropriately in areas at risk from flooding, can put property and lives at risk and therefore this policy seeks to ensure this does not happen.
485. Flood risk in Brentwood Borough is not extensive and largely limited to areas in very close proximity to local watercourses. Most flooding within the Borough is the result of rapid surface water runoff and ponding in areas with low lying roads. This means that drainage is equally important for avoiding flooding.

POLICY DM34: FLOOD RISK

The Council will work in partnership with the Environment Agency, the Lead Local Flood Authority (Essex County Council) and the Internal Drainage Boards to manage and mitigate flood risk. All development proposals in areas at risk of flooding will need to submit a Flood Risk Assessment (FRA) in

accordance with Sustainable Drainage Policy DM34, commensurate with the scale of the flood risk and recognising all likely sources of flooding.

Proposed development will be required to avoid where possible flood risk to people and property and manage any residual risk, taking account of the impacts of climate change by:

- a. applying the Sequential Test, directing development to areas at lowest risk of flooding;
- b. if necessary, applying the Exception Test;
- c. safeguarding land from development that is required for current and future flood management;
- d. using opportunities offered by new development to reduce the causes and impacts of flooding; and
- e. demonstrating that the applicant has contacted the sewerage provider to identify whether the sewerage network has adequate capacity both on and off site to serve the development and to assess the need to contribute to any additional off site connections for the development. Where capacity is identified as insufficient, development will only be permitted if it is demonstrated that improvements will be completed prior to occupation of the development.

In areas designated as functional flood plains, development will only be permitted in accordance with national policy and guidance, and then only if:

- a. proposals are located in the lowest appropriate flood risk zone with regard to guidance set in the Brentwood Strategic Flood Risk Assessment as part of the sequential test;
- b. development would not constrain the natural function of the flood plain, either by impeding flow or reducing storage capacity; and
- c. development is constructed so as to remain operational even at times of flood through resistant and resilient design.

Where development is permitted within flood risk areas it must demonstrate that, where required, it will reduce fluvial and surface water flood risk and manage residual risks through appropriate flood mitigation measures including emergency planning and response.

These measures may include, but are not restricted to:

- a. land management, landscape and planting measures;
- b. SuDS, including source control techniques;

c. **strategic water storage;**

d. **flow diversion and attenuation;**

e. **Property Level Protection.**

486. The Sequential Test applies a hierarchical approach to avoiding and managing flood risk. In the first instance, this aims to locate development in a way that avoids flood risk to people and property, and manage any residual risk, taking account of the impacts of climate change.
487. The Brentwood Strategic Flood Risk Assessment (2010) maps flood risk zones in the Borough, with surface water flooding shown most notably on the A12 north west of Brentwood and on roads around Ingatestone. Incidences of fluvial (river) flooding are recorded along the eastern boundary of the River Wid and from Stondon Hall Brook and the River Roding to the north of the Borough. Areas at risk of fluvial flooding are mainly rural, and include low lying areas south of the A127 west and east of West Horndon.
488. The Surface Water Management Plan for Brentwood Borough (2015) used historical flood data from the flood risk assessment to determine the overall surface water flooding hotspots and then further modeling was carried out to understand the flooding mechanism and risks in more detail. The models were run with 30, 100 and 200 year rainfall events of various durations and the effects of climate change were investigated using the 100 year event. This identified a number of key areas as having significant flood risk which might benefit from mitigation options. Possible mitigation measures have been discussed and indicative costings provided.
489. Where a site-specific Flood Risk Assessment (FRA) is required this should be approved by the Environment Agency in line with criteria set by national policy and guidance. Development should be guided towards areas of lower flood risk through application of the Sequential Test and where applicable, an Exception Test will be required. The assessment will show the risk to the site in greater detail and advise on mitigation measures necessary.
490. Developers are encouraged to refer to the Environment Agency's Flood Risk Standing Advice for planning applicants and early pre-application discussion with the Council, lead local flood authority, and Environment Agency is advised.

POLICY DM35: SUSTAINABLE DRAINAGE

All developments should incorporate appropriate Sustainable Drainage Systems (SuDS) for the disposal of surface water, in order to avoid any increase in flood risk or adverse impact on water quality.

Applications should meet the following standards:

- a) **QUANTITY-** on brownfield developments SuDS features will be required so as to achieve a reduction from the existing runoff rate but must at least, result in no net additional increase in runoff rates. In all cases, including on

brownfield sites, runoff should where possible be restricted to the greenfield 1 in 1 year runoff rate during all events up to and including the 1 in 100 year rainfall event with climate change. If it is deemed that this is not achievable, evidence must be provided and developers should still seek to achieve no increase in runoff from greenfield sites and a 50% betterment of existing runoff rates on brownfield sites (provided this does not result in a runoff rate less than greenfield); and

b) sites over 0.25 hectares in Flood Zone 1 will be required to submit a drainage impact assessment. Larger sites over 1 hectare in Zone 1 or all schemes in Flood Zone 2 and 3 must be accompanied by a Flood Risk Assessment (FRA).

c) QUALITY - the design must follow the SuDS surface water management train, maximise source control, provide the relevant number of 'treatment stages' and identify how the 'first flush' will be dealt with, where feasible, through appropriate attenuation measures. Source control techniques such as green roofs, permeable paving and swales should be used so that rainfall runoff in events up to 10mm does not leave the site.

d) AMENITY AND BIODIVERSITY - SuDS should be sensitively designed and located to promote improved biodiversity, an enhanced landscape and good quality spaces that benefit public amenities in the area.

e) Redeveloped brownfield sites should disconnect any surface water drainage from the foul network.

The preferred hierarchy of managing surface water drainage from any development is through infiltration measures, secondly attenuation and discharge to watercourses, and if these cannot be met, through discharge to surface water only sewers.

When discharging surface water to a public sewer, developers will be required to provide evidence that capacity exists in the public sewerage network to serve their development.

491. Sustainable Drainage Systems (SuDS) are the primary means by which increased surface run-off can be mitigated. They can manage runoff flow rates to reduce the impact of urbanisation on flooding, protect or enhance water quality and provide a multi-functional use of land to deliver biodiversity, landscape and public amenity aspirations. They do this by dealing with runoff and pollution as close as possible to its source and protect water resources from point pollution. SuDs allow new development in areas where existing drainage systems are close to full capacity, thereby enabling development within existing urban areas.

492. Wherever possible, sustainable drainage systems techniques must be utilised to dispose of surface rainwater so that it is retained either on-site or within the immediate area, reducing the existing rate of run-off. Such systems may

include surface water storage areas, flow limiting devices and infiltration areas or soakaways. This approach is commonly known as the 'surface water management train' or 'source-to stream'.

493. The Brentwood Strategic Flood Risk Assessment (2011) recommends all sites in Flood Zone 1 over 0.25 hectares, be supported by a drainage impact assessment and for applications greater than 1 hectare, and all development within Flood Zones 2 and 3, be accompanied by a Flood Risk Assessment (FRA). The Brentwood Water Cycle Study (2011) recommends post development rates of runoff should not exceed pre-development runoff rates on all brownfield sites.
494. The Environment Agency introduced a new classification system in 2011 enabled by The European Water Framework Directive. This system allows for more rigorous and accurate assessment of water quality. Some water bodies will never achieve good ecological status, however, because they have been physically altered for a specific use, such as navigation, recreation, water storage or flood protection
495. The Flood and Water Management Act 2010 designates Essex County Council as the Lead Local Flood Authority and regional SuDS approval body. The mechanism for this process will be established between Brentwood Borough Council and the County Council. Applicants will need to prove compliance with the above drainage hierarchy as set out in the policy and ensure sustainable drainage has been adequately utilised, taking into account potential land contamination issues and protection of existing water quality, in line with national policy and guidance.
496. The applicability of SuDS techniques for use on potential development sites will depend upon proposed and existing land-uses influencing the volume of water required to be attenuated, catchment characteristics and the underlying site geology. Developers are encouraged to refer to the Strategic Flood Risk Assessment (which maps areas with potential for SuDS) and guidance provided by the Construction Industry Research and Information Association (CIRIA) for design criteria, technical feasibility and to ensure the future sustainability of the Borough's drainage system. Essex County Council have produced a SuDS Design Guide (2015) to help steer what is expected from development to complement national requirements and prioritise local needs.

Contaminated Land and Hazardous Substances

497. The Council wishes to ensure that sustainable development is achieved primarily through the regeneration and the redevelopment of previously developed sites. When considering the development of such sites the Council will consider the risk of pollution arising from contamination and the impact on human health, property, biodiversity and the wider environment. Contamination is not, however, restricted to previously developed land but also occurs on greenfield sites and can arise from natural sources as well as from human activities.

POLICY DM36: CONTAMINATED LAND AND HAZARDOUS SUBSTANCES

Development proposals involving the use, movement or storage of hazardous substances will only be permitted within Employment Areas and planning permission will only be granted for development on, or near to land which is suspected to be contaminated, where the Council is satisfied that:

- a. there will be no threat to the health of future users or occupiers of the site or neighbouring land;**
- b. there will be no adverse impact on the environment and quality of local groundwater or surface water quality; and**
- c. there would be no unacceptable adverse impacts on property.**

The Council will require applicants proposing development on or near known or potentially contaminated land to submit a detailed site characterisation and tiered risk assessment and to identify any remedial measures that need to be carried out (including remedial treatment and monitoring arrangements), provided in a detailed Remediation Scheme. Evidence of remediation should be to the satisfaction of the relevant statutory regulators.

Planning permission will not be permitted for development on sites that lie near or adjacent to a hazardous substance site or notifiable installation, if the safety of the future occupiers of the development could be adversely affected by the normal permitted operations of the existing uses.

498. Where sites are known to be contaminated or where contamination is subsequently discovered, the Council will require any planning application to be accompanied by a detailed report appraising the levels and extent of contamination together with measures that will mitigate the contamination.
499. Where insufficient information is submitted with a planning application for a contaminated, potentially contaminated or suspected contaminated site, the Council will take a precautionary approach when making a decision.
500. In the context of development management, the Essex Contaminated Land Consortium's Land Affected by Contamination - Technical Guidance for Applicants and Developers (2014), provides detailed information on how to deal with land contamination. This provides guidance on how planning conditions may be used to secure suitable remediation when dealing with planning applications where contaminated land is identified.
501. The Planning (Hazardous Substances) Act 1990 aims to prevent major accidents and limit the consequences of such accidents. In considering any planning applications for development which may involve hazardous substances the Council will therefore need to be completely satisfied that the proposal will not constitute a hazard to existing communities or the local environment. Similarly, existing consents will be an important consideration in the determination of sensitive uses such as housing. In appropriate cases the Council will therefore consult and liaise with the Health and Safety Executive to minimise potential risks.

502. Hazardous substances are defined by the Planning (Hazardous Substances) Regulations 1992. The Council is required to ensure that land use policies maintain and secure appropriate distances between establishments where hazardous substances are present and residential areas, areas of public use and areas of national sensitivity or interest. The Council considers that it would be inappropriate to locate new development on or near to establishments where hazardous substances are present where this would harm public safety.
503. Similarly, it would be inappropriate to grant planning permission for development proposals to expand existing sites handling or processing hazardous substances where this would harm public safety. Should a developer have reason to believe a development site is contaminated then they must consult the Council as early as possible before an application is submitted.
504. Certain sites and pipelines are designated as notifiable installations by virtue of the quantities of hazardous substance stored or used. Where development is proposed within the consultation distance of notifiable installations, the Council is required to consult the Health and Safety Executive on the suitability of that development in relation to the risks that the notifiable installation might pose to the surrounding population.

Vehicle Parking

505. Vehicle parking standards aim to ensure an appropriate level and location of car parking provision that also contributes to the public realm.

POLICY DM37: PARKING

The Council will refer developers to the latest Vehicle Parking Standards adopted by Brentwood Borough Council. Schemes should comply with design standards and provision levels for uses and transport modes specified. The level of parking provision required will depend on the location, type and intensity of use.

506. It is important that appropriate parking standards are applied at all developments. For residential uses, a minimum of one car parking space should be provided for each 1-bedroom dwelling or two car parking spaces for each dwelling of 2 or more bedrooms, in addition to 0.25 spaces per dwelling for visitors. A lower standard may be acceptable or required where there is a high level of access to services, such as a town centre location. Cycle parking will be required for all developments. Adequate provision must be made for disabled and motorcycle parking.
507. Brentwood Borough Council adopted Essex Planning Officers Association vehicle parking standards as a Supplementary Planning Document (SPD) in March 2011 and will expect these standards to apply until such time as they are revoked or superseded by other standards.
508. For non-residential uses maximum parking standards will be applied for cars with minimum standards for cycles, powered two wheelers and disabled.

Institutional Buildings

509. An important element of creating sustainable communities is the provision of institutional uses such as schools, medical centres, hospitals and places of worship close to where people live and work. The potential impact of new facilities or the loss of existing ones needs careful consideration.
510. Infrastructure for communications is an important facet of a thriving community in the 21st Century, however the Council wish to ensure that the provision of essential telecommunication infrastructure is sympathetically installed, particularly in the Boroughs sensitive areas.

POLICY DM38: BUILDINGS FOR INSTITUTIONAL PURPOSES

Redevelopment, change of use or new buildings for Institutional Purposes will be permitted where the Council is satisfied that:

- a. the proposal is in close proximity to appropriate social facilities;**
- b. the site is easily accessible by public transport, walking and cycling;**
- c. the proposal will not have unacceptable adverse impacts on the transport network and parking provision is adequate; and**
- d. the type, scale and character of the proposed development would be appropriate in the context of the surrounding area.**

511. By their nature institutional uses can generate considerable traffic and other activity. The siting of such a facility, therefore, needs to be carefully considered in terms of impact on the transport network and on neighbouring properties. Any site should be easily accessible, particularly by public transport, walking and cycling. Residents or users of such buildings may benefit from being near social or community facilities, eg. shops, post office, medical facilities, and community halls.

512. As with other development or changes of use, there should be no loss of existing residential accommodation.

Communications Infrastructure

513. The Council recognises the growing importance of modern, effective telecommunications systems to serve local business and communities and their crucial role in the national and local economy. There is a Borough wide commitment to securing rural broadband. However, by its nature, telecommunications development has the potential to have a significant impact on the environment and raises issues of visual and residential amenity. Mast and site sharing, using existing buildings and structures and a design led approach, disguising equipment where necessary, can help address these concerns.

POLICY DM39: COMMUNICATIONS INFRASTRUCTURE

Planning permission will be granted or prior approval given for essential telecommunication masts, equipment and associated development provided:

- a. they are sited and designed in a manner that respects the character and appearance of the area and is not harmful to visual amenity;**
- b. evidence is provided to demonstrate, to the Council's satisfaction, that the possibility of mast or site sharing has been fully explored;**
- c. evidence is provided to show, to the Council's satisfaction, that there are no suitable alternative sites for telecommunications development available in the locality including the erection of antennae on existing buildings or other suitable structures; and**
- d. evidence is provided to confirm that the proposals conform to the latest national/international guidelines on radiation protection and would cause no harm to highway safety.**

514. The objective of this policy is to ensure the right balance is struck between providing essential telecommunications infrastructure and protecting the environment and local amenity. Planning applications must be accompanied by detailed supplementary information which provides the technical justification for the proposed development including the area of search, details of any consultation undertaken, the proposed structure and measures to minimise its visual impact.

515. Although the impact from telecommunications equipment on health is a source of public concern, the Government has indicated that the planning system is not the place to determine health safeguards. However, the Council will nevertheless require all applicants to demonstrate their proposed installation complies with the latest national and international guidelines. This currently requires applicants to demonstrate they comply with the International Commission of Non-Ionizing Radiation Protection (ICNIRP) which should take into account the cumulative impact of all operators' equipment located on the mast/site.

to Epping

to Chelmsford

to London

to Basildon

to Thurrock

Settlement Hierarchy

- Main Town
- Village Service Centre
- Larger Villages
- Smaller Villages

Strategic Development

- ⊛ Housing-led development
- ⊛ Employment-led development
- ⊛ Retail-led development

New Development

- 🏢 Employment land
- 🏠 Housing in urban areas
- 🏠 Housing urban extensions
- ▨ Brownfield Green Belt
- ▨ Greenfield Green Belt

- ▨ Green Belt
- Urban areas
- ⚓ Railway
- 🚉 Railway station
- 🚆 Crossrail
- Main roads
- ➡ Key gateways
- ⋯ New public transport links
- ➡ New green infrastructure links
- ➡ Green wedges

