

## **ANNEX 1: ESSEX COUNTY COUNCIL RESPONSE TO BRENTWOOD BOROUGH DRAFT LOCAL PLAN CONSULTATION (FEBRUARY 2016) FP/406/02/16**

### **1. INTRODUCTION AND SUMMARY OF ECC RESPONSE**

Essex County Council (ECC) supports the preparation of a new Local Plan for Brentwood Borough Council (BBC) and welcomes the opportunity to comment on the Brentwood Draft Local Plan Consultation Document (public consultation from 10 February to 23 March 2016).

A Local Plan by setting out a vision and policies for the long-term planning and development of the borough should provide a platform from which to secure a sustainable economic, social and environmental future to the benefit of its residents, businesses and visitors. A robust long-term strategy will provide a reliable basis on which ECC may plan future service provision and required community infrastructure for which it is responsible. ECC will also use its best endeavours to assist Brentwood BC on strategic and cross-boundary matters under the Duty to Cooperate, including engagement and co-operation with other organisations for which those issues may have relevance.

### **2. DUTY TO CO-OPERATE**

In accordance with the duty to cooperate, as established in the Localism Act 2011, ECC will contribute cooperatively to the preparation of the Brentwood Local Plan, particularly within the following broad subject areas,

- ECC assets and services. Where relevant, advice on current status of assets and services and the likely impact and implications of proposals in emerging Local Plans for the future operation and delivery of ECC services.
- Evidence base. Guidance with assembly and interpretation of the evidence base both for strategic/cross-boundary projects, for example, education provision and transport studies and modelling.
- Policy development. 'Critical friend' contributions on the relationship of the evidence base to structure and content of emerging policies and proposals.
- Sub-regional and broader context. Assistance with identification of relevant information and its fit with broader strategic initiatives, and assessments of how emerging proposals for the borough may impact on areas beyond and vice-versa.
- Inter-relationship between Local Plans. Including the Essex Minerals Local Plan and Essex and Southend-on-Sea Waste Local Plan.

ECC welcomes the preparation and publication of updated and additional evidence base documents to inform and justify and positively prepare a Local Plan.

The duty to cooperate (the duty) was introduced by the Localism Act in November 2011. The Act inserted a new Section 33A into the Planning and Compulsory

Purchase Act 2004. This placed a legal duty on all local authorities and public bodies (defined in regulations) to 'engage constructively, actively and on an ongoing basis' to maximise the effectiveness of local and marine plan preparation relating to strategic cross boundary matters, and in particular with County Councils on strategic matters.

ECC acknowledges and supports the production of a new Local Plan by BBC ensuring an up-to-date Local Plan. This can facilitate new job opportunities, attract investment in new and improved infrastructure, protect the environment and ensure new homes meet the needs of a growing population, which are sustainably located, and achieve the right standards of quality and design.

The NPPF provides detail on how strategic planning matters should be addressed in local plans (paragraphs 178-181). Local planning authorities are expected to work 'collaboratively with other bodies to ensure that strategic priorities across local authority boundaries are properly coordinated and clearly reflected in local plans' (paragraph 179). 'Strategic priorities' to which local planning authorities should have particular regard are set out in paragraph 156 of the NPPF.

Specific guidance on how the duty should be applied is included in the PPG. This makes it clear that the duty requires a proactive, ongoing and focussed approach to strategic matters. Constructive cooperation must be an integral part of plan preparation and result in clear policy outcomes which can be demonstrated through the examination process.

The PPG makes it clear that the duty to cooperate requires cooperation in two tier local planning authority areas and states 'Close cooperation between district local planning authorities and county councils in two tier local planning authority areas will be critical to ensure that both tiers are effective when planning for strategic matters such as minerals, waste, transport and education.' (Paragraph: 014, Reference ID: 9-014-20140306)

BBC has already undertaken some work with ECC under the Duty to Co-operate during the preparation of the Draft Local Plan with regards highway matters, education, minerals and waste, and other areas of responsibility of the County Council.

ECC welcomes and supports paragraph 2.22 of the consultation document which refers to the need for BBC to cooperate with ECC, local authorities and other statutory bodies (including Highways England) in preparation of the Local Plan. Some issues where partnership working is necessary includes, but is not limited to:

- Transport Boards (i.e Heart and Haven);
- Review of Highway Modelling undertaken by PBA, and future partnership working to identify necessary mitigations, and their costing;
- Joint working with BBC and Highways England on strategic cross boundary infrastructure (eg A12 3 lane widening, M25);
- Route management and investment in the strategic road network including the A127 Corridor and protecting the corridor, including key junctions, for future growth across South Essex;

- ECC Independent Living Programme;
- ECC role as the 'Lead Local Flood Authority' (LLFA);
- Reference to the adopted Essex Minerals Local Plan (July 2014), adopted Essex and Southend Waste Local Plan (September 2001);
- Waste Local Plan – Pre Submission Plan (2016);
- Compliance with Policy S8 of the Adopted Essex Minerals Local Plan 2014 regarding mineral consultation and safeguarding areas;
- Refresh the 2014 Gypsy Traveller Accommodation Assessment (GTAA) in the light of proposed changes to Government Policy (Planning and Travellers, DCLG, Sept 2014);
- Potential impacts arising from the Further Alterations to the London Plan;
- Need for additional education related infrastructure requirements for primary, secondary and early years and childcare dependent on the preferred locations of growth;
- Future infrastructure requirements, their funding, and delivery (e.g strategic and local road infrastructure);
- Implications arising from Lower Thames Crossing consultation, including the route and any junction upgrades;
- Joint working with Basildon BC to consider the potential provision of a cross boundary 'garden suburb' in the area around Dunton, and any necessary linkages; and
- Joint working with Basildon BC to consider the provision of primary and secondary education requirements arising from Dunton Hills Garden Village and Policy H10 – West of Basildon Urban Extension.

The Interim SA Report (February 2016), paragraph 6.2.9 provides a summary of the ECC response to the Strategic Growth Options consultation, which highlighted the 'importance of full supporting evidence should the plan promote large scale development', and the limited capacity with regards primary school capacity'.

Consequently, partnership working with ECC will be necessary to progress the Local Plan through to examination including review the 'Brentwood Local Plan, Development Options – Highway Modelling Draft, February 2016', future joint working to identify necessary mitigation measures on the strategic and local highway network, and the need to accommodate additional school and early years and childcare places, amongst other matters. Given the proximity of key transport interchanges on the M25 and A12 it is considered essential that Highways England is actively engaged to ensure that any strategic impacts arising from growth in the LDP, and wider growth is considered. Regular joint liaison meetings between PBA (Peter Brett Associates), HE, BBC and ECC should be established to progress the plan regarding highway matters. It will also be necessary to identify the requirements for infrastructure and other planning mitigation measures with regards individual sites, and especially those regarded as 'strategic' in nature.

Reference should be made to the Heart and Haven Strategic Transport Boards, which have now been established by ECC to oversee the forward planning of transport infrastructure for growth, which in the future is likely to take the lead from the growth-based planning in emerging Local Plans.

These Boards will jointly agree the major transport improvements needed in their areas and bring together the following organisations and agencies:

- Lead Highway authority: Essex County Council
- Planning Authorities: City, District and Borough Councils
- Neighbouring Counties: Cambridgeshire, Hertfordshire, Suffolk, London Boroughs
- Essex Unitaries: Southend and Thurrock
- Agencies: Highways England and Network Rail
- Bus Operators: larger operators in Essex or representatives of Coach and Bus Council
- Key ports and airports, London Stansted and Southend Airports; Ports of London Gateway, Tilbury and Harwich
- Rail Franchise Operators

It is envisaged that the primary role of the Transportation Boards will be to determine infrastructure priorities, encourage partnership working on transport and growth issues, and fulfil the duty to co-operate on transport planning and delivery in the context of Local and National Plans. The significant growth planned along the A127/A12 and A13 growth corridors in emerging Local Plans (such as this Draft Local Plan) are reliant on new and improved strategic infrastructure of regional and national importance (including the Lower Thames Crossing) to deliver this growth, as well as securing the protection of the A127 corridor for improvement.

Paragraph 162 of the NPPF states that LPAs should work with other authorities and providers to assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk, and its ability to meet forecast demands. An Infrastructure Delivery Plan (IDP) will need to be prepared to support the emerging Brentwood Local Plan, and identify infrastructure required. The Local Plan should make clear, for at least the first five years, what infrastructure is required, who is going to fund and provide it, and how it relates to the anticipated rate and phasing of development. For the later stages of the plan period less detail may be provided as the position regarding the provision of infrastructure is likely to be less certain. If it is known that a development is unlikely to come forward until after the plan period due, for example, to uncertainty over deliverability of key infrastructure, then this should be clearly stated in the draft plan. As a provider of key services and subject to statutory responsibilities, for example minerals and waste; highways, education, ECC is keen to assist the Borough Council in the preparation of the IDP.

### **3. ECC RESPONSE TO BRENTWOOD BOROUGH DRAFT LOCAL PLAN CONSULTATION DOCUMENT (FEBRUARY 2016)**

The ECC response to the Brentwood Borough Draft Local Plan Consultation Document is set out below and corresponds to the format and issues set out in the consultation document itself by chapter.

A summary of the response is detailed below, and raises the following issues:

- Duty to Cooperate. ECC supports paragraph 2.22 of the consultation document regarding the need for BBC to cooperate with ECC, local authorities and other statutory bodies (including Highways England) in the preparation of the Local Plan. In accordance with the provisions of the Localism Act 2011 ECC offers to contribute cooperatively with BBC in the preparation of the emerging Local Plan through to examination. BBC has undertaken some work with ECC under the Duty to Co-operate during the preparation of the Draft Local Plan with regards to highway matters, education, minerals and waste, and other areas of responsibility of the County Council. In meeting its requirements for duty to co-operate BBC is considering the strategies contained in ECC's Minerals and Waste Local Plans, and duty to co-operate meetings have been undertaken with regards to the emerging Waste Local Plan. The Waste Local Plan pre-submission consultation will be undertaken between 3 March – 14 April for a period of 6 weeks. In moving forward, a focus will be the further assessment of the transport and highway network, and the impact on early years and childcare, primary and secondary school provision. An Infrastructure Delivery Plan (IDP) will need to be prepared to support the pre-submission Local Plan, to identify the infrastructure required, and how and when it will be funded and delivered. As a provider of key services and subject to statutory responsibilities, for example minerals and waste, highways and education, ECC is keen to assist BBC in the preparation of the IDP.

In progressing the Local Plan significant partnership working will be necessary with BBC, its consultants and Highways England (HE) in reviewing and progressing the 'Brentwood Local Plan, Development Options – Highway Modelling Draft Report (February 2016)', including the identification of necessary mitigation measures on the strategic (M25/A12/A127 Corridor), local and wider highway network. Strategic issues will be further considered through the Heart and Haven Strategic Transport Board, including the above, and the A13 and Lower Thames Crossing. Regular joint liaison meetings between relevant bodies will be established to progress the Plan regarding highway matters.

- Housing provision. ECC acknowledges BBC's work that seeks to meet housing needs in full over the plan period (7,240/362 dpa) and supports the 20 year Plan period (2013 – 2033). This would deliver the borough's housing need in full, and support the projected number of jobs/workers forecast in the Plan period. ECC supports the prioritisation of bringing forward brownfield sites and all appropriate land within existing urban areas, and through maximising density where appropriate. This will direct development towards existing settlements, particularly those that already benefit from access to a range of services and access to sustainable transport modes. However, in doing so any strategy will need to demonstrate that the level of growth can be accommodated by the existing and new social and physical infrastructure.

With regards the draft spatial strategy ECC seeks further clarification on a number of issues highlighted in the Draft Local Plan including;

- how the A127 Corridor provides more opportunities for growth than the A12 Corridor;

- identification of any cross border implications of the spatial strategy given its role as highway, education, minerals and waste authority; and
- identification of what infrastructure is necessary to deliver the spatial strategy, strategic and individual site allocations.

Reference to the ECC Independent Living programme and its role in housing delivery should be considered in progressing the Plan. ECC acknowledges BBC is seeking to meet its identified needs (84 pitches between 2013 and 2033), as identified in the Essex Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) (July 2014). Reference should be made to the need to work with ECC and partner local authorities to identify and deliver at least two publicly provided transit sites in the Greater Essex area by 2033 with between 10 and 15 pitches per site.

- Economic growth. ECC supports the proposed strategy of providing a range of employment and business development, through new employment (B use) land and existing employment sites, and their redevelopment where appropriate. Other sectors, such as retail, hotel and leisure will also be provided. The new Brentwood Enterprise Park is to provide a significant proportion of new employment land in the Plan. ECC, and HE, would seek additional evidence regarding any impact of this development on the strategic junction, local road network, and any necessary mitigation requirements. The location is not favourable to sustainable transport measures and additional clarification will be required regarding opportunities for such measures. The preparation of a Brentwood Town Centre Masterplan is supported.

The importance of telecommunications and broadband as an infrastructure requirement and its links to economic growth is welcomed. However, Policy 8.1 should be strengthened by making reference to the need for collaborative working with ECC, communication operators and providers for high quality communications infrastructure in all new and existing development.

- Metropolitan Green Belt. Whilst the emerging Local Plan is not informed by a comprehensive review of the Green Belt, the sensitive nature of the Borough and the need to balance growth with retaining local character is acknowledged. The Borough Council will need to be satisfied that it has identified its preferred spatial strategy, which includes significant Green Belt release, based on a range of proportionate evidence. In so doing, BBC will need to be able to demonstrate that it has considered all reasonable locations for future growth against the criteria outlined in Policy 9.8 Green Belt, and demonstrate the most appropriate sites have been identified for allocation.
- Highway Modelling. As highway authority ECC acknowledges the following strategic objectives, namely SO1 – (growth in transport corridors); SO2 – (growth accommodated by existing or proposed infrastructure) and SO13 – (secure delivery of transportation and community infrastructure) in the Draft Local Plan. To satisfy these objectives ECC, as highway authority is reviewing the draft highway modelling report, this is acknowledged by BBC in its draft modelling report. In progressing the report, joint working will be established between relevant partners to identify necessary mitigation at relevant

junctions; consider the cumulative impact of growth within the Borough; and consider the impact of wider planned growth (i.e. A127 Corridor authorities) on the local and strategic route network. Regular meetings are to be established between ECC, HE, BBC, and Peter Brett Associates (its highway consultants) to ensure this work is progressed to inform the Pre Submission Local Plan and inform the Infrastructure Delivery Plan (IDP). The IDP will need to identify the mitigation required, their costings, priorities and timescales for delivery, and phasing in relation to housing delivery.

- Sustainable transport. ECC supports proposals promoting sustainable transport and the identification of a range of measures and priorities including strategic pedestrian and cycle connectivity, public transport and bus based transit. ECC would support the consideration for passenger transport in large scale developments at the earliest opportunity, which should be considered to be the responsibility of the developer.

In addition, ECC supports the aspiration to improve the public realm and circulation arrangements around Brentwood and Shenfield stations given the impact from Crossrail. In addition similar improvements may be necessary at Ingatestone and West Horndon stations to encourage sustainable travel and mitigate growth. For all stations (not just Brentwood and Shenfield), park and walk, or park and ride sites, are potential tools that could form part of an overall parking and access strategy. Policy 10.2 refers to the adopted Essex Planning Officers Association (EPOA) Vehicle Parking Standards. These are currently being reviewed, and will be subject to public consultation in March 2016 for a period of 6 weeks.

- School provision. ECC will continue to work with BBC to ensure education needs are appropriately and adequately assessed as preparation of the new Local Plan continues. ECC will undertake a further assessment of the potential delivery and resource requirements for accommodating anticipated pupil growth to inform the pre submission Plan, and its supporting IDP. Sustainable home-to-school travel and transport and the location of development sites to ensure viability to fund schools will need further consideration.

Existing primary schools, especially in the Brentwood urban area are generally close to capacity, with limited space on site to expand, but there is generally a high level of capacity at secondary schools. To accommodate planned growth it will be necessary to provide a site for a new 2 form entry (420 – place) primary school as a minimum. It is presently unclear if a suitable site could be made available given the location and relatively small scale of proposed site allocations in the A12 corridor. Some additional capacity will also need to be provided through the replacement of existing temporary accommodation with permanent accommodation. Growth at West Horndon and Dunton Garden Village will require the provision of up to an additional 4- 4½ forms of entry – 900 places, and further consideration will need to be given to the number/size/timing of the expansion of primary schools in this area.

Significant surplus capacity exists for additional pupils in the Brentwood urban area in respect of secondary education, and further assessment is required

regarding the impact that the opening of the Ongar Academy will have on this capacity. ECC considers that the proposed growth at Dunton Garden Village and West Horndon is the absolute minimum required to sustain a secondary school of sufficient size, to be educationally and financially viable. It is considered unlikely that a new secondary school could be opened until the later stages of the Dunton Garden Village development. If this proved to be the case, then all secondary aged pupils moving onto the early phases of the new developments in West Horndon and Dunton Garden Village would need to be transported to and from the existing secondary schools located in Brentwood/ Shenfield. ECC will need to consider the potential cross boundary issues involving the Basildon West Urban Extension in the Basildon Borough Draft New Local Plan Consultation Document, January 2016, and the provision of pupil places arising from the proposed Dunton Garden Village development.

Reference to providing an attractive public realm at schools and early years facilities that is safe for children and encourages walking and cycling is supported (Policy 10.1).

ECC considers appropriate consideration, in Green Belt Policy 9.9, should be given to allowing the expansion of existing primary schools and potentially new schools in the Green Belt to meet an identified local need and to minimise unnecessary additional home-to-school journeys on the congested road network at peak times.

- Early Years and childcare. The Draft Local Plan should make reference to the early years and childcare requirements arising from the planned growth. A high level assessment has identified the need for up to 2 new 56 place facilities in the Brentwood urban area; a new 56 place facility at West Horndon; and up to 4 new 56 place facilities at Dunton. ECC will undertake a further assessment of the potential delivery and resource requirements for accommodating anticipated childcare requirements to inform the pre submission Plan, and its supporting IDP.
- Community Infrastructure. The emerging Local Plan and supporting evidence clearly needs to address the viability and deliverability of the Local Plan, including the provision, commitment and timing of infrastructure. It is imperative that the costs of providing infrastructure as a direct result of development proposals, particularly those related to early years and childcare, primary and secondary schools, and highways, for which ECC has a statutory responsibility, are included in the viability assessment from the outset, to ensure provision is guaranteed. It would not be acceptable to only secure land for education purposes without the necessary and full financial contributions to supply the infrastructure as it is deemed unviable. The mitigation should not be at the cost of ECC as a service provider.
- Minerals safeguarding Areas and Consultation. ECC as Minerals Planning Authority will continue to work with Brentwood BC to address the requirements of defined Mineral Safeguarding Areas (MSAs) and Mineral Consultation Areas (MCA's) within the Local Plan in accordance with policy S8 of the Adopted Essex Replacement Minerals Local Plan. There are areas around



the urban area of Brentwood that are covered by a MSA for sand and gravel. A high level assessment concludes that some proposed allocations in the Draft Local Plan are within MSAs for sand and gravel. However, these are either located within the defined urban area or are less than the 5ha threshold, as stated in Policy S8. However, ECC withholds the right to review any allocations which will be included in the Pre Submission Plan.

- Waste. The Local Plan should refer to ECC's role as the Waste Planning Authority and to the emerging Waste Local Plan. The draft Local Plan contains limited reference to waste management facilities, and in particular advice for their provision in the proposed Development Management Policies. Some advice is provided in line with European, National and Planning Practice Guidance, which seeks the promotion of the waste management hierarchy within sustainable development. In particular, ECC recommends reference is made in Policies 8.3 and 8.4 to enable the provision of waste management facilities in employment areas, by referring to 'any associated employment generating sui generis uses' in these policies. ECC supports reference to renewable energy schemes and sustainable construction in Policy 10.3. ECC as Waste Planning Authority will continue to work with BBC to ensure closer working between the two local planning authorities on waste issues.
- Sustainability Appraisal (SA). ECC acknowledges that the SA of the 6 reasonable options / alternatives identified, offer a very thorough and useful assessment of those options, and that the options selected for this part of the spatial strategy are comprehensive. However, it is noted that the SA seeks to develop 'reasonable alternatives' for strategic level growth arising from the Strategic Growth Options/Dunton Garden Village consultations, rather than the overall SA process. Consequently, it is unclear what options have been considered regarding the level of proportionate growth in rural areas with regards scale of growth, as the Draft Plan does not allocate growth in rural areas.

The (Pre-) Submission SA will need to explore those spatial strategy options that were considered by the Council in 2009-2011 as part of their work towards a Core Strategy DPD (2009) and as stated in the Draft Local Plan 2016, paragraph 5.4, or at least offer some explanation as to why these alternatives are now not considered 'reasonable' if indeed this is considered the case. This could be explored (or re-explored) as part of a comprehensive audit trail of alternatives that have been considered and subject to SA throughout the plan-making process and should detail the reasons for rejecting and progressing alternatives at each stage. In addition, the cumulative assessment of the 'givens' (paras 6.3.5 – 6.3.7 of the Interim SA) for the purposes of satisfying the requirements of SA should be presented, alongside the cumulative impacts of these with the preferred strategic option.

- Surface Water Management. ECC supports the reference to flooding and surface water management issues, as well as the need for proposals to incorporate sustainable drainage systems. The approach and use of supporting evidence is considered to be consistent with ECC's requirements in its role as the Lead Local Flood Authority. ECC welcomes reference to the

Brentwood Surface Water Management Plan. ECC has undertaken a high level assessment of the proposed sites identified in Figure 7.2 – Housing Land Allocations (page 78) and this is included as Appendix 4. The adopted SuDs Design Guide should be used with regards to appropriate standards for mitigation measures.

- Natural environment. The overall strategy is supported, however further suggested changes are recommended on specific policies in respect of ecology and biodiversity issues to improve consistency with national biodiversity conservation policy and best practice. To assist in reviewing the policies, please find enclosed ECC Place Services latest revised version of “Model Policies for Local Plans” as set out in Appendix 2 and 3.
- Historic environment. To assist in reviewing the policies, please find enclosed ECC Place Services latest revised version of “Model Policies for Local Plans” as set out in Appendix 2 and 3.

## **Chapter 2 - Context**

ECC welcomes reference to County Policy (paragraph 2.7).

It is recommended that the following documents are included and referred to within paragraph 2.7 for the wider “county” context and delivery proposals.

- Vision for Essex 2013-2017
- ECC Outcomes Framework, Sustainable Economic Growth for Essex Communities and Businesses (Commissioning Strategy) (2014)
- Economic Plan for Essex (2014)
- A127 Corridor for Growth - An Economic Plan 2014
- Independent Living Programme

Details of these Strategies and their relevance for context is set out in section 5 (Policy Context and Outcomes Framework) of the attached Cabinet Member Action Report.

### Minerals and Waste

Paragraph 2.7 of the Draft Local Plan refers to various strategies produced by ECC, including minerals and waste policy. Figure 2.1 provides the Local Plan Policy Context.

Local Plans are defined in the Town and Country Planning (Local Planning) (England) Regulations 2012. These are the main planning policy documents produced by Brentwood Borough Council (BBC) and form part of the Statutory Development Plan for the area. The development plan for Brentwood Borough should also refer to the ECC Minerals and Waste Local Plans.

### Minerals Local Plan

The current Essex Minerals Local Plan was adopted on 8 July 2014 and replaces the 1996 Minerals Local Plan. The Plan provides up-to-date planning policy for minerals development in Essex until 2029. In particular, it gives certainty as to the location of future minerals development by identifying sites and locations for the extraction of mineral deposits. There are also procedures to reduce the demand for primary mineral use, recycle more aggregate and safeguard mineral resources, reserves and important facilities. There are deposits of sand and gravel within the Borough which are subject to a Minerals Safeguarding policy within the Minerals Local Plan (Policy S8). The safeguarding policy requires the minerals planning authority (ECC) to be consulted on development proposals covering 5 hectares or more within the minerals safeguarding area. The Minerals Safeguarding Areas within Brentwood Borough should be shown on the Policies Map to support the Pre Submission plan. Regard should be had to the requirements of the Minerals Local Plan where a development of 5 hectares or more falls within one of these areas.

There are areas around the urban area of Brentwood that are covered by a MSA for sand and gravel. A high level assessment concludes that some proposed allocations in the Draft Local Plan are within MSAs for sand and gravel. However, these are either located within the defined urban area or are less than the 5ha threshold, as stated in Policy S8 of the Minerals Local Plan. However, ECC withholds the right to review any allocations which will be included in the Pre Submission Plan.

### Waste Local Plan

ECC is the waste planning authority for the Borough, and is responsible for preparing planning policies, and also for assessing applications for waste management development. The Essex and Southend-on-Sea Waste Local Plan (2001) is a statutory Development Plan which should be read alongside the Local Plan. It sets out where and how waste management developments can occur, and is the planning policy against which waste management development planning applications are assessed against. A Pre Submission Plan was approved for public consultation by ECC's Full Council on 9<sup>th</sup> February 2016, and the policies and allocations therein carry some weight in the determination of policy and planning applications. It is planned to undertake pre submission consultation between 4 March – 14 April 2016 for a period of 6 weeks, and adopt the plan later in 2016/17. It will cover the period from 2017 to 2032.

The emerging Essex and Southend-on-Sea Waste Local Plan does not allocate any strategic waste management allocations in the Borough. The Waste Local Plan also identifies Areas of Search to meet the need for additional small scale waste management facilities. It identifies two Areas of Search within Brentwood Borough. These Areas of Search are existing industrial estates at Childerditch Industrial Estate and West Horndon, and are located away from residential and other uses sensitive to amenity impacts such as schools, retail, leisure and office development. The Replacement Waste Local Plan would seek to focus any new proposals for waste management facilities, which support the local housing and economic growth, within these Areas of Search.

### Sustainability Appraisal

Paragraph 2.17 indicates that SA has been carried out at various stages of the plan making process, and which have informed the Draft Local Plan. The purpose of the SA is to consider the likely effects of the draft plan, and alternatives, with a view to avoiding and mitigating adverse effects and maximising the positives.

ECC acknowledges that the SA of the 6 reasonable options / alternatives identified, offer a very thorough and useful assessment of those options, and that the options selected for this part of the spatial strategy are comprehensive

Chapter 6 – Developing the Reasonable Alternatives indicates that the interim report focuses on work undertaken in 2015/early 2016 to develop ‘reasonable alternatives’ for strategic level growth rather than the overall SA process. The SA only considered previous consultation documents titled ‘Strategic Growth Options’ and ‘Dunton Garden Suburb’ consultations. Consequently, this implies that no options of growth have been considered regarding a level of proportionate growth in rural areas with regards scale of growth, as the Draft Plan does not allocate growth in rural areas. The Draft Plan does not appear to allocate any growth in the Settlement Category 3 – Larger Villages and 4 – Smaller Villages, so BBC will need to ensure that it has considered such options moving forward.

Paragraphs 6.3.5 to 6.3.7 of the SA state that ‘givens’ have been established regarding brownfield sites identified and assessed in the Council’s SHLAA and through residual housing needs being met in part through A12 urban extension allocations. Whilst the SHLAA exists as evidence to support the inclusion of brownfield sites, it is unclear from the SA whether the cumulative impacts of their selection have been explored (and in combination with A12 urban extensions). In addition, by stating that selection is ‘given’, it is unclear whether the SA of the brownfield sites and A12 urban extensions could have influenced their selection. It is understood however that these sites have been subject to SA, but have been omitted from the SA at this stage. Despite this, it would be useful to see the cumulative impacts of each strategic option in line with the ‘givens’ presented.

Paragraph 9.2.4 of the SA acknowledges additional detail will be required to support and be considered within the SA report to inform the pre submission. ECC acknowledges that the process of the assessment of sites that are suitable, available and deliverable for development is on-going, and this will need to be considered moving forward.

ECC recommends that the (Pre-)Submission SA explores those spatial strategy options that were considered by the Council in 2009-2011 as part of their work towards a Core Strategy DPD (2009) and as stated in the Draft Local Plan 2016, paragraph 5.4, or at least offer some explanation as to why these alternatives are now not considered ‘reasonable’ if indeed this is considered the case. This could be explored (or re-explored) as part of a comprehensive audit trail of alternatives that have been considered and subject to SA throughout the plan-making process and should detail the reasons for rejecting and progressing alternatives at each stage. In addition, the cumulative assessment of the ‘givens’ for the purposes of satisfying the requirements of SA should be presented, alongside the cumulative impacts of these with the preferred strategic option.

## **Vision and Strategic Objectives (Chapter 3 and 4)**

ECC welcomes the inclusion of a clear and concise vision and strategic objectives within the Local Plan. It is recognised that BBC is seeking to ensure the strategic objectives are consistent with the national planning guidance through managing growth; creating sustainable communities; seeking economic prosperity; protecting and enhancing the environment; and improving quality of life and providing community infrastructure. This is consistent with Planning Practice Guidance, DCLG; Paragraph: 001 Reference ID: 12-001-20140306. The NPPF highlights the three dimensions to sustainable development, it refers to the social role “creating a high quality built environment, with accessible local services that reflect the community needs and support its health, social and cultural well-being” (paragraph 7).

The strategic objectives clearly send the message that the purpose of the new plan will be to align key infrastructure with sustainable growth, the development and resilience of health and wellbeing, creating a prosperous economy, whilst protecting the environment. ECC welcomes the anticipated benefits of this approach.

Many of these aspects are consistent with the current vision and priorities in the Vision for Essex (2013 – 2017) and Corporate Outcomes Framework adopted in 2014, which will help target ECC resources and shape service delivery.

Following the consultation regarding the Preferred Options (2013) consultation, an additional strategic objective has been added to reflect the importance of the economy in rural areas within the borough, namely:

*Objective SO8 – Promote and support a prosperous rural economy*

This is welcomed in relation to providing new homes and businesses with telecommunications, including superfast broadband, as set out in the NPPF (Section 5). ECC considers this is important in unlocking new development and contributing to a prosperous economy in attracting new businesses and jobs, and ensuring the connectivity of residents to key services, and should be more reflected in Policy 8.5 – Supporting the Rural Economy. An additional criterion should be added to encourage the provision of telecommunications, which are essential for rural businesses.

*‘Include provision for connection to broadband and mobile phone coverage across the site.’*

## **Chapter 5 – Spatial Strategies**

ECC acknowledges BBC’s approach to deliver sustainable growth to meet the economic ambitions for 5,000 new jobs and for 7,240 new homes to meet the objectively assessed housing need in full. With regards the ‘Sequential Land Use’ ECC supports the prioritisation of bringing forward brownfield sites and all appropriate land within existing urban areas, and through maximising density where appropriate. This will direct development towards existing settlements, particularly those that already benefit from access to a range of services and access to sustainable transport modes. However, in doing so any strategy will need to demonstrate that the level of growth can be accommodated by the existing and new

social and physical infrastructure. An Infrastructure Delivery Plan (IDP) will need to be prepared to support the emerging Brentwood Local Plan, and identify infrastructure required. The Local Plan should make clear, for at least the first five years, what infrastructure is required, who is going to fund and provide it, and how it relates to the anticipated rate and phasing of development. For the later stages of the plan period less detail may be provided as the position regarding the provision of infrastructure is likely to be less certain. As a provider of key services and subject to statutory responsibilities, for example minerals and waste; highways, education, and early years and childcare. ECC is keen to assist BBC in the preparation of the IDP.

In order for a Local Plan to be found 'sound' it is required to be based on a strategy which seeks to meet the full objectively assessed needs for market and affordable housing in the housing market area (NPPF, para 47), provision is made for necessary infrastructure (NPPF, para 162) and is based on proportionate evidence (NPPF, para 158). Planning Practice Guidance (PPG) emphasises that evidence needs to inform what is in the plan and shape its development rather than being collected retrospectively. ECC acknowledges BBC's ambition to fully meet its 'objectively assessed need'.

ECC agrees that the Local Plan will be critical for making sure Brentwood has the right infrastructure, at the right time, to accommodate the new jobs and homes needed in the future. ECC considers that large scale housing developments will need to include appropriate infrastructure such as schools, community facilities and improvements to the roads. Small scale development should also fund improvements to existing services and facilities. ECC note that infrastructure provision is likely to have a major impact on the phasing and deliverability of development.

The ECC response refers to the principal services and facilities that ECC would seek to ensure are appropriately considered within the Local Plan including surface water flooding, highways and transportation, social and community including early years and child care, primary and secondary schools, minerals and waste. In responding to this consultation ECC shall provide a high level assessment of requirements, where possible, regarding those areas of infrastructure it is responsible for, primarily education, early years and childcare and Independent Living. It is not presently possible to provide additional requirements arising from the growth given the need for additional evidence to be completed.

In preparing the Local Plan BBC has undertaken a number of stages of consultation including the Core Strategy Issues and Options (2009), Your Neighbourhood Consultation (2011), the Preferred Options consultation (2013) and the Strategic Growth Options (January 2015). These iterations have been informed by emerging evidence base, representations from interested parties (including neighbouring authorities) and have been subject to significant changes in national policy (eg NPPF/PPG etc). The emerging Local Plan will need to be consistent with national policy and be informed by a proportionate evidence base.

It is acknowledged that the Draft Local Plan is an emerging document, and the Sustainability Appraisal, paragraph 8.2.10, acknowledges that on-going commissioning and publication of evidence base is necessary to inform the next iteration of the Plan. The SA identifies six alternative spatial strategies for appraisal

based on its 'objectively assessed need' of 7,240 dwellings or above. These spatial strategies have been derived for the purpose of enabling and facilitating discussion regarding important issues.

ECC acknowledges that the Borough Council will need to be satisfied that the Local Plan is supported by a proportionate evidence base and that all reasonable alternatives have been considered. As part of 'duty to cooperate' ECC would seek further clarification on a number of issues highlighted in the Draft Local Plan including;

- how the A127 Corridor provides more opportunities for growth than the A12 Corridor;
- identification of any cross border implications of the spatial strategy given its role as highway, education, minerals and waste authority; and
- identification of what infrastructure is necessary to deliver the spatial strategy, strategic and individual site allocations.

ECC consider the phasing of development and funding of infrastructure will be crucial for effective delivery and this will need to be reflected in the evidence base as Local Plan preparation progresses, and its supporting Infrastructure Delivery Plan. This is highlighted by the Interim SA, paragraph 13.1.9 recommendation to Policy 10.16 – Buildings for Institutional Purposes, which suggests the policy should make reference to when institutional buildings (including schools) will be encouraged (i.e. when relevant development exceeds a certain number of homes). This is essential to ensure that sufficient educational facilities are provided to meet the pupil demand arising from the development. Any proposed strategy is of particular importance to ECC as it will need to be satisfied that the impact of any planned scale and distribution of growth can be accommodated by ECC areas of responsibility, or identify what additional facilities or mitigation is required to make the strategy sustainable in social, economic and environmental grounds. ECC welcomes the opportunity for engagement with BBC to assist in the preparation of the Local Plan.

BBC acknowledge that additional work is required with regards highway modelling, both with regards the impact of individual sites, their cumulative impact, impacts on strategic routes, and wider impacts of growth. The assessment of land availability is, according to the Government's PPG (Ref ID: 3-001-20140306), an important step in the preparation of Local Plans and a requirement of the National Planning Policy Framework (NPPF). It ensures that all land is assessed together as part of plan preparation to identify which sites or strategic locations are the most suitable and deliverable for a particular use. These sites will then be able to inform the detailed highway modelling of the Draft Plan, as indicated above.

### Metropolitan Green Belt

ECC is committed to working closely with its local authorities to meet the increasing demand for housing and infrastructure that meets the needs of residents, drives economic prosperity and protects and enhances the local environment. Paragraph 83 - 85 of the NPPF identifies that Local Planning Authorities should establish Green Belt boundaries that ensure consistency with the Local Plan strategy for meeting identified housing requirements in sustainable locations, and any review should be undertaken as part of the Local Plan preparation.

The Draft Plan Spatial Strategy seeks to maximise development on brownfield sites within existing urban areas, including the redevelopment/allocation of employment sites for residential use. Given the finite availability of these sites in the Brentwood/Shenfield urban area, and lack of such sites to meet the objectively assessed need, significant growth will be required on green belt sites. The Draft Local Plan contains two 'strategic objectives' (SO9 and SO10), which seek to safeguard the Green Belt from inappropriate development and to protect and enhance valuable landscapes, and the natural/historic environment. The Borough is covered by 89% Green Belt, along with a wide range of other environmental constraints including distinct landscape types of relatively high sensitivity to change; two large Country Parks at Thorndon Park and Weald Park. Other designations include SSSI's, Local Nature Reserves, biodiversity habitats, and Thames Chase Community Forest.

Whilst the emerging Local Plan is not informed by a comprehensive review of the Green Belt, the sensitive nature of the Borough and the need to balance growth with retaining local character is acknowledged. The Borough Council will need to be satisfied that it has identified its preferred spatial strategy, which includes significant Green Belt release, based on a range of proportionate evidence. In so doing, BBC will need to be able to demonstrate that it has considered all reasonable locations for future growth against the criteria outlined in Policy 9.8 Green Belt, and demonstrate the most appropriate sites have been identified for allocation.

### Highway Modelling

As highway authority ECC acknowledges the following strategic objectives, namely SO1 – (Growth in transport corridors); SO2 – (Growth accommodated by existing or proposed infrastructure) and SO13 – (secure delivery of transportation and community infrastructure) in the Draft Local Plan. In order that these are met it is imperative that timely and appropriate highway modelling is undertaken.

BBC has commissioned Peter Brett Associates (PBA) to assess the impact of options for strategic development within the Borough in the coming years. The draft Report sets out the approach of PBA to highway modelling, the results of the modelling and junction assessments and highlights those worse performing junctions that may require mitigation, to enable the development sites to come forward.

The 'Brentwood Borough Local Plan Development Options – Highway Modelling' has been published in draft form in order to transparently share information swiftly as part of the plan making process. It acknowledges that the draft Report has not yet been fully considered by Highways England or ECC as local highway authority. This work will be further developed in partnership with highways authorities, under 'duty to cooperate', before a final version is published.

The draft Report is being reviewed by ECC, as highway authority, and Highways England (HE) to ensure the approach undertaken by PBA is robust, and in particular with regards the modelling methodology (Omnitrans for trip distribution), approach to spreadsheet modelling, junction modelling and assessments, modelling results at baseline scenario and development options; high level assessment of strategic M25



junctions (28/29); and key conclusions regarding 'worst performing' junctions. The highway authorities will continue to assist BBC in progressing the Local Plan with regards highway matters of both local and strategic nature. Regular meetings will be established to consider the outcome of this work, and to progress future modelling as indicated above. In so doing, this will enable all parties to consider the implications of proposed growth on the local and strategic highway network, and to ensure necessary mitigation is identified to inform the Infrastructure Delivery Plan (IDP). The IDP will need to identify the mitigation required, their costings, priorities and timescales for delivery, and phasing in relation to housing delivery.

In progressing the highway modelling consideration will need to consider the impact of the growth in the preferred strategy, and the identification of necessary mitigation at relevant junctions; the cumulative impact of growth; and the impact of wider planned growth (ie A12 and A127 Corridor authorities) on the local and strategic route network. In addition, consideration will need to be given to the modelling undertaken to support the emerging Basildon Local Plan, and in particular 'common junctions' at West Mayne / Lower Dunton Road and A127/ Dunton interchange). Regular meetings are to be established between ECC, HE and BBC/PBA to ensure this work is progressed to inform the Pre Submission Local Plan.

The Draft Plan Spatial Strategy (Policy 5.1) seeks to focus new development on land within the Borough's two key Transport Corridors, namely the A12 Corridor at Brentwood and Shenfield, and supported by strategic allocations in the A127 Corridor, bringing forward both new homes and jobs. The Draft Local Plan spatial strategy will have a significant impact on these key transport corridors (A12 and A127), and in particular key junctions within these corridors M25 (Junctions 28/29) and the A12 junction at Brook Street and Mounnessing – J12, and junctions along the A127. Despite recent improvements there are still a number of locations on the local strategic road network where journeys are unreliable or improvements will be required to support significant numbers of additional homes.

The Government released its Road Building Strategy in December 2014 which includes commitments to the A12, which seek to improve its long term reliability and capacity. Commitments include:

- A12 M25 to Chelmsford – widening to three lanes between the M25 and the Chelmsford bypass (junctions 11 to 15), improving a road, which is a patchwork of smaller-scale improvements, to a modern, safe standard. (post 2021).
- M25 Junction 28 improvement – upgrade of the junction between the M25 and the A12 in Essex, potentially including the provision of dedicated left-turn lanes and improvement of the gyratory system.– Late Road Period (2021).
- A12 whole-route technology upgrade – a major upgrade to technology applied to the A12 between the M25 and Ipswich, including vehicle detection loops, CCTV cameras and driver information signs, to allow better information to drivers and active management of traffic on the route.

ECC welcomes the identification of the above commitments by government and their role in assisting with the funding of enabling infrastructure. ECC is actively engaged

with the Department for Transport / HE on progressing the detailed scope and timetable for any projects within these commitments.

Other national infrastructure projects of relevance:

### Lower Thames Crossing

A range of potential Implications / Opportunities need to be assessed, following the recent Highways England consultation containing three possible routes within “Option C, which commenced on 26 January 2016 for 8 weeks to 24 March 2016. The next stage will be a ministerial announcement in late 2016. All three proposals include a new junction on the A13, however;

- routes 2 and 3 proposed a new direct connection to the M25, between junctions 29 and 30;
- route 4 proposed a north-south route to connect to the A127 in the vicinity of the A127/A128 (Halfway House) with A127 improvements between the M25 and A127/A128.

In respect of modelling Highways England, acknowledge within their consultation that further modelling is required, and this is strongly supported by ECC.

ECC strongly agrees with the proposal for a new Crossing at Location C, east of Gravesend and Tilbury. A new crossing at this location will provide economic benefits, improved network resilience of the crossing and strategic road network; and provide strategic transport benefits through releasing capacity at Dartford and elsewhere on the Strategic Route Network. ECC strongly supports the proposed ‘route 3’, connecting junction 1 of the M2 to the M25 between junctions 29 and 30, subject to the need for further modelling and consideration given to undertaking further environmental assessments in order to minimise environmental implications.

In providing a formal consultation response ECC will be working with other local authorities within Essex, and other County Councils, and businesses to form a consensus around the best location and route for the LTC within Essex in terms of strategic traffic movements.

The impacts of the solutions of the Lower Thames Crossing (LTC) proposals will need to be assessed and factored in to the further modelling in support of the Brentwood Local Plan, regardless of the LTC route to be announced by Ministers later this year. It is considered the LTC would have an impact / and opportunities on the Brentwood Borough as well as the wider transport network across South Essex and beyond. Regardless of the selected route, a new Lower Thames Crossing will fundamentally change the dynamic of strategic transport movements within and across Brentwood and Greater Essex. For example potential funding for the A127 improvements as defined in the A127 Corridor for Growth an Economic Plan (a joint ECC and SBC strategy) which is now being refreshed; or potential solutions in respect of the A127/A130 Fairglen interchange; which could influence the preferred transport mitigation and cost implications. These highway improvements have been identified in advance of any announcement on the Lower Thames Crossing and it is noted that these will need to be re-visited.

The Draft Local Plan identifies significant strategic housing and employment growth in the A127 Corridor, which is a PR1 Strategic Route. Specific reference should be made to the “A127 A Corridor for Growth: an Economic Plan” (2014), which recognises the importance of the A127 to support economic growth both within Brentwood and as a strategic corridor for South Essex, and proposes a range of improvements including the safeguarding of the A127 corridor. This Corridor is an ageing corridor, but one that is a vitally important primary route for the South Essex area which connects the M25, Brentwood, Basildon and Southend (including London Southend Airport). A major aim of ECC is to improve journey time reliability along this route. There is significant growth planned along the A127 Corridor in adopted and emerging Local Development Plans along its entire route, which will need to be considered in any highway modelling in terms of capacity, key junctions and access from direct and access to side roads, if necessary.

In addition, highway modelling will also need to clearly demonstrate and consider the potential impacts on other relevant “local roads” such as the A128.

Proposed Amendment to Policy 5.1, criterion b – ECC supports reference to development having no significant impact on transport, but this should be widened to refer to impact on:

*‘...transport (highway safety, capacity and congestion)’*

## **Chapter 6 – Managing Growth**

Policy 6.3 (criteria c) – General Development Criteria seeks to ensure that the transport network can accommodate the travel demand generated by growth in terms of highway capacity and safety, which is supported by ECC, and consistent with NPPF, paragraph 32.

In acknowledging the importance of the provision of the infrastructure in the appropriate locations and at the right times, the policy should be expanded to have regard to the right location in respect of the current highway network and proposed improvements, with an emphasis on co-ordinating the provision of infrastructure to minimise disturbance to both utilities service provision and highway network, without imposing significant increase in costs, by virtue of the need to re-align the utilities in addition to delivering the highway improvements.

ECC proposes an amendment to the policy, which seeks to ensure the potential wider implications of the installation of new utility services in the vicinity of the highway network or proposed new highway network take account of the Highway Authority’s land requirements, so as to not impede or add to the cost of the highway mitigation schemes.

*‘The location and route of new utility services in the vicinity of the highway network or proposed new highway network should take account of the Highway Authority’s land requirements’*

Policy 6.4 – Effective Site Planning – criterion a) - is identified twice, but is intended to be a single criterion

Paragraph 6.18 - reference should be made to Transport Assessments being necessary for all major development proposals to assess the impact and identify mitigation of the proposals

### Policy 6.5 – Key Gateways

As worded it is unclear what this policy is seeking to achieve with regards highway junctions and rail stations. The policy identifies the following ‘aims’, which need clarification in planning terms. These aims are identified as ‘enhance a positive impression’; ‘understanding of the Borough’s character’ and distinctive and clear entry’.

Figure 6.1 – Key Gateways – further clarification should be provided with regards the criteria for defining the locations as key gateways, and what role each location plays as a gateway to the borough.

Highway Junctions – identifies that local area landscaping should be prioritised, but this should not be to the detriment of highway safety or capacity, especially if mitigation is required to accommodate the planned growth.

## **Chapter 7 – Sustainable Communities**

### Policy 7.1 – Dunton Hills Garden Village

ECC previously provided comments to a joint ‘stand-alone’ high level Concept consultation by Basildon Borough Council and BBC between January – March 2015 for a cross boundary 4,000 – 6,000 dwelling development, now referred to by BBC as ‘Dunton Hills Garden Village’. This consultation had no local plan “status” within the preparation of both councils’ local plans.

Development is being proposed for a new self-sustaining community for 2,500 new homes, 5 ha employment land, local shops, schools etc. in the Draft Local Plan, but is no longer being progressed as a cross boundary development to meet the housing needs of both local authorities. However, ECC considers that, given the proximity of the site to Policy H10 – West of Basildon Urban Extension (around 1,000 homes) in the Basildon Borough New Draft Local Plan (2014-2034), both local authorities should be in discussion concerning the potential synergies between development, potential for shared evidence base, and the consideration of the cumulative impact on primary and secondary education, and early years and childcare provision, key highway junctions and the wider network (see below). In addition, the Draft Basildon Local Plan also notes that it is intended that additional land to the west of Basildon (with the notation H10b) will be safeguarded for the provision of a further 1,350 homes.

In isolation, ECC recommends that growth identified in the Basildon Local Plan at West of Basildon (Policy H10) would require a minimum of a 2 forms of entry (420-place) primary school. The 2,500 dwellings identified in the Brentwood Local Plan at Dunton Hills Garden Village could require the provision of at least one large (3½ forms of entry - 735-places), or more probably two smaller ( 1 x 2 forms of entry (420-

places) and 1 x 1½ form of entry (315-places) new primary schools. The precise requirement would be dependent on the housing mix agreed for the development. A further 150 primary school places would be required to accommodate the pupils generated by the 500 homes identified for West Horndon. Some of this additional demand could probably be accommodated by an expansion of West Horndon Primary School but some of the growth may need to be accommodated in the new primary schools on the Dunton Garden Village development.

ECC considers that the proposed growth at West Horndon and Dunton Hills Garden Village is the absolute minimum required to sustain a new secondary school serving the area. Additional secondary aged pupils from the proposed housing developments to the west of Basildon would increase the size of the proposed new school, increasing its long term educational and financial viability. However, there would be a need to establish safe walking/ cycling routes between the two developments to enable this to occur. Given the range of options for primary and secondary provision to serve these developments, ECC considers it essential that joint working between relevant partners is progressed to ensure that the appropriate economies of scale with regards to new primary and secondary school provision can be achieved.

ECC provided the following comments to the joint `Concept Consultation in 2015, and these comments remain pertinent. The proposal is at an early stage, but there is limited evidence and information available to comment on its appropriateness, including Strategic Green Belt Review; transport modelling and highway impact assessments; infrastructure requirements (including education/early years and childcare); and environmental issues (ie landscape impacts; surface water management). Some potential issues are identified below:

a) Highway & Transportation

ECC notes draft modelling is being undertaken by Peter Brett Associates to support the Brentwood Draft Local Plan. ECC, as highway authority, and Highways England, will need to be satisfied with the approach to highway modelling given the strategic location of the proposal, and in particular the following:

- strategic M25 junctions (especially J29);
- potential impact of the approved Lower Thames Crossing route, which is currently on consultation;
- Impact on the neighbouring local road network, in particular the A128, and the A13 in neighbouring Thurrock;
- Cumulative identified housing growth along the A127 Corridor for Growth from other Local Plans;
- Road Building Strategy (December 2014) - M25 Junction 28 improvement (E12) – upgrading the interchange with the A12 to provide dedicated left turn slip lanes and improvement of gyratory system – Late Road Period (2021);

Other highway issues include:

- Access to the A127 – the original Concept plan only indicated a single access to the A127 junction at Dunton. Consideration should be given to an additional access to the A128 Half Way House junction, as it is generally regarded that

any development greater than 700 dwellings requires more than a single access.

- Connectivity within the new suburb and neighbouring areas to key services and facilities by walking, cycling and passenger transport.
- Potential need for secondary school transport and any cost implications (see Education response).

b) Metropolitan Green Belt

See comments regarding 'Concept Consultation' above.

c) Education Requirements

See section regarding Education (includes primary, secondary and early years and childcare).

d) Brentwood Surface Water Management Plan (January 2015)

ECC as the Lead Local Flood Authority (LLFA) seeks to ensure Local Plan and development proposals are in compliance with and contribute positively towards delivering the aims and objectives of water management plans affecting the area. ECC, as the LLFA, will be able to assist and provide advice should this proposal be taken forward to seek opportunities to alleviate existing flooding.

A significant part of this site is at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the Environment Agency Updated Flood Map for Surface Water. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.

ECC's comments on the Flood and Water Management Assessment in relation to the identified sites are at Appendix 4.

e) Historic Environment

The Interim SA, para 14.1.1 highlighted concerns raised by Historic England regarding cumulative effects (urbanisation) and harm to 'various heritage assets' from development at West Horndon and Dunton. ECC would seek early consultation regarding any proposal to consider any impacts on designated and non-designated heritage assets, as identified in the Historic Environment Record (HER). Consideration should also be given with regards below ground heritage assets.

f) Ecology and Country Parks

In progressing any allocation further strategic and project level assessment will be necessary. The Interim SA, paragraph 11.1.2 identifies existing issues regarding potential impact on habitats and designations (Living Landscapes; Ancient Woodland, SSSI etc) which will need to be considered in progressing this allocation. Any future assessment should be in accordance with best-practice guidelines

(reference is recommended to ECC's Biodiversity Validation Checklists which provides a useful guide to relevant legislation and best-practice). In addition, ECC own considerable areas of Thorndon Park SSSI and Basildon Meadows SSSI; and the Country Parks service are responsible for the day-to-day management of Thorndon Country Park. Appropriate engagement with the Parks Services will need to be undertaken to inform any design of future assessment/mitigation studies for ecology and green infrastructure. ECC request further investigation into Enhancement Measures, in line with paragraph 117 of the NPPF; and ECC note that the strategic allocation is located between three living landscape areas which presents significant opportunities to establish a strategic framework to ensure the "concept" delivers a positive contribution to the local ecological network and habitat species.

In progressing an allocation strategic consideration should be given to additional mitigation measures, these could include planning for the provision of 'off-site' compensatory habitats to address likely residual impacts upon Priority Habitats and Species, and long-term financial support to land managers of nearby Green Infrastructure that may be subject to significant additional recreational pressure

g) Waste Planning and waste management Facilities

ECC as Waste Planning Authority will seek early consultation on any proposal to ensure that there are sufficient opportunities to meet the identified needs of an area for the management of waste and to apply and promote the waste management hierarchy within sustainable development. ECC as Waste Planning Authority requests consideration is given to the provision for waste management uses as an employment activity within any proposed commercial or industrial employment areas. If a development of this scale is progressed then considerations should also be given to the potential for integrated land uses and low carbon heating / power systems.

h) Garden Cities Principles & Urban Design

ECC recommends that consistency is provided with regards the definition of the proposed allocation at Dunton, which is phrased as:

- Policy 7.1 Dunton Hills Garden Village
- Paragraph 7.5 - 'will provide a new settlement'
- Hierarchy of Place, paragraph 5.30 - 'a new self sustaining village' within Settlement Category 2: Village Service Centre.

ECC advise that if the allocation is being proposed as a 'Garden Village' it is recommended that consideration should be given to applying the Garden City principles as outlined in the NPPF (paragraph 52) and the 2013 Town and Country Planning Association's publication "Creating garden cities and suburbs today".

It is noted that a masterplan will be produced with regards the 'form, mix and siting of development' moving forward, and will also need to consider the issues identified above.

Policy 7.2: Housing Mix, Types and Tenures

The amount and distribution of housing to be delivered in the Borough between 2013-2033 is established through Policy 5.2. Policy 7.2 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. Paragraph 7.67 refers to older people wishing to remain in their own home; be provided with a choice of living arrangements; feel part of a community; and have access to facilities via walking/public transport. This is supported by ECC.

In order to meet the statutory obligations as the provider of adult social care, control the costs of adult social care and improve the lives of residents, ECC is committed to influencing the provision of a range of housing options for the older population. Consequently, ECC is keen to support and enable older people to live independently.

At present a gap exists in the provision of Independent Living housing across Essex. There are not sufficient numbers of Independent Living units to relieve pressure for residential care placements. A programme has been developed by ECC to increase the supply of Independent Living units across Essex. A Strategic Business Case was approved by the ECC Housing Board (January 2015) to tackle non-capital barriers and explore alternative means of capital delivery, and the following programme was approved,

- An appraisal of the various delivery methods by which ECC can assume greater control of the delivery of Independent Living units. The programme recommends the establishment of a developer-provider framework to facilitate this.
- Research into and an options appraisal of the approach taken towards the commissioning of care.
- A list of the known potential Independent Living Schemes, along with relevant data such as developer, size, location, likelihood of delivery, projected delivery date.
- An updated application process for grant funds and all supporting documentation.

In addition to the above, the ECC Housing Board identified that greater awareness and better, more consistent information and intelligence regarding Independent Living units be provided to Local Planning Authorities to enable them to produce planning policy frameworks and make development control decisions that enable the increased supply of Independent Living units. An Independent Living Working Group, made up of ECC officers, Registered Providers, and officers from a number of Districts has been established to move this forward. An Independent Living Planning Briefing Note is being prepared by ECC to identify how the Independent Living programme is to be delivered, and identify the land use and planning aspects that need to be considered (i.e. design, layout, locations etc.). A copy will be circulated to BBC when finalised.

A target of 2,500 Independent Living units (available as either social/affordable rented units or shared ownership units) has been set to be delivered by 2020 in the County. Not including units either in development or completed, there are 1,943 units remaining to be delivered across Essex. Within Brentwood, it is estimated that there



are 267 eligible social care clients amongst the 27,041 persons aged 55 or over. By 2020, 134 units are required; 26 units are already provided, which leaves 108 still to be provided by 2020 (split 50/50 social rented/shared ownership).

ECC is establishing a Developer-Provider Framework to enable Independent Living schemes on land owned and/or made available to public sector organisations to be brought forward for development efficiently and effectively. In addition, ECC has set aside a capital grant allocation of £27.7m to support the delivery of 1,800 units of Independent Living. This budget is available to spend on schemes developed between 2015/16 – 2021/22. Schemes requiring grant support can be those coming forward through the Developer-Provider Framework or by developers with their own sites.

#### Policy 7.4 – Housing Land Allocations

The Draft Spatial Strategy proposes sites for some 5,155 additional dwellings up to 2033, which will be located in existing urban areas; brownfield sites in the Green Belt, Strategic Site in the Green Belt, and greenfield sites in the Green Belt.

In preparing the Draft Local Plan a high level assessment has been undertaken with regards to the potential impacts of the planned growth of the preferred spatial strategy on primary and secondary education. The assessment has not considered those sites with extant planning permission since these have been incorporated in the 5 year ahead pupil forecasts. The Draft Local Plan identifies an allowance of 928 (46 per annum) for windfall sites given historical delivery rates. In accordance with NPPF, para 48, the Borough Council will need to evidence that this is a reliable source of supply in the future. Windfall sites have not been considered because it is not possible to assess where they may occur. However, it should be noted that these 928 dwellings have the potential to generate up to an additional 275 primary places, well in excess of an additional form of entry. This will add further pressure on the available primary school places. However, the estimates of pupil numbers provided for specific sites are maximum numbers and it will be the case that a proportion of the dwellings granted planning permission will be designed for the elderly or single persons with no children.

ECC withholds the right to reconsider any requirements as the plan progresses, and more details are known regarding specific housing mix on individual sites.

#### Primary and Secondary

Where growth is to be located it will be essential to ensure the delivery of education facilities is undertaken in a timely and phased manner. Additional school places can be provided either by the expansion of existing schools/ academies or the opening of new “free schools” or academies. Existing schools and academies can only be expanded if they have sufficient site area to do so. In many cases existing school/ academy sites are restricted and cannot, therefore, be expanded easily without the provision of additional land. This is often impracticable in urban areas as schools are located within the existing built up area. In many rural areas schools are on restricted sites but there may be land adjacent to the existing school/ academy site that could be utilised to enable expansion.

Whilst faith schools and academies may have sufficient site area to expand this would need the agreement of the Anglican Diocese of Chelmsford/Roman Catholic Diocese of Brentwood/ the academy trusts responsible for these schools/ academies. This is particularly relevant as a significant proportion of schools/ academies located within the borough are faith schools.

The NPPF (para 72) stresses the importance on ensuring sufficient and choice of school places to meet existing and future needs. Local planning authorities are required to work collaboratively to meet such needs and widen the choice in education through the provision of new schools, and/or the expansion/alteration of existing schools.

As indicated, ECC can identify those locations, particularly in rural areas, where scope exists to expand existing schools/ academies without the provision of additional land. In those areas where expansion opportunities are limited, sites for new schools should be identified within or close to the proposed developments. If existing schools cannot be expanded or growth is insufficient to provide a new school, it will be necessary for ECC to seek contributions from developers towards meeting the cost of providing transport between homes and schools.

Each year ECC publishes the Commissioning School Places in Essex document, and the current issue covers the period 2015-2020. This document sets out the number of places available at each school and the number of pupils that currently attend each. Using historic births data, current GP registrations, historic admissions patterns and current numbers on roll the demand for places five years hence is forecast. Longer range forecasts are produced but are less reliable as data on future birth rates is projected rather than based on actual births.

It will be important that in considering the housing applications which will come forward that the interests of schools should be taken fully on board. This is likely to involve reserving suitable sites on new developments for new schools. Details of the site areas required are provided in the ECC “Developers’ Guide Education Supplement” (currently the 2010 version).

The scale of expansion of existing schools/academies is also important. The majority of primary schools are organised in classes of 30 pupils to comply with infant class size limits. It is easier, more cost effective and better from an organisational perspective to expand primary schools by a full form of entry (30 pupils per year group) or half a form of entry (15 pupils per year group) than it is to accommodate a smaller number of pupils. On this basis it is often easier and more cost effective to ensure that there is a sufficient supply of school places for larger scale housing developments than it is for relatively small scale developments, particularly in rural areas.

Reference is made to education and schools in paragraphs 2.47 – 2.49, and indicates that primary schools, especially in the Brentwood urban area are generally operating at close to capacity, with limited space on site to expand, but there is generally a high level of capacity at secondary schools.

The Draft Local Plan does not refer to early years and childcare requirements.

### Assessment

#### Primary Pupil Forecast Planning Groups

- a) Brentwood Primary Forecast Planning Group 1 (Brentwood Town).

The sites listed below are located within the area covered by the Brentwood Primary Forecast Planning Group 1 (Brentwood Town). The primary schools included within this forecast planning group are as follows: Bentley St Paul's CE (VA) Primary School, Hogarth Primary School, Holly Trees Primary School, Hutton All Saint's CE Primary School, Ingrave Johnstone CE (VA) Primary School, Larchwood Primary School, Long Ridings Primary School, St Helen's Catholic Junior School Academy, St Helen's Catholic Infant School, St Joseph The Worker Catholic Primary School, St Mary's CE (VA) Primary School, Shenfield; St Peter's Primary School, South Weald; St Thomas of Canterbury CE (VA) Infant School, St Thomas of Canterbury CE (VA) Junior School, Warley Primary School and Willowbrook Primary School.

Sites: 001A, 001B, 003, 005,013B, 039, 040, 041, 044 and 178, 081, 099, 100, 010, 022, 023, 032, 034, 087and 235.

ECC Comments: There is currently very little surplus capacity in the Brentwood Town group of primary schools and the current forecasts indicate a deficit of 94 permanent places by the school year 2019-20, once the figures are adjusted to take account of new housing. This figure takes into account the current expansion of Larchwood Primary School from 210 - 420 places.

Recent feasibility studies relating to the possible expansion of other existing primary schools in the Brentwood town group of schools have indicated that there is limited scope to do so. Many of the sites of existing schools are either restricted or would be constrained by the "green belt" or land designated as "special landscape areas" or "conservation areas". However, a recent decision has recently taken place to expand Hogarth Primary School from its current capacity of 240 places to 420 places in September 2017 to accommodate the current forecast growth in pupil numbers in the Brentwood urban area.

Given the Plan is proposing significant release of Green Belt to meet its housing need, ECC considers appropriate consideration should be given to allowing the expansion of existing primary schools and potentially new schools in the Green Belt to meet an identified local need and to minimise unnecessary additional home-to-school journeys on the congested road network at peak times.

Policy 9.9 - New Development, Extension and Replacement of Buildings in Green Belt - seeks to ensure the cost of losing some Green Belt is repaid through significant benefits to new and existing communities. 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. ECC considers the expansion of existing schools into the Green Belt to meet identified need is a benefit to new and existing communities.

Up to 2,000 dwellings identified for sites located within the area covered by the schools in the Brentwood Primary Forecast Planning Group 1 (Brentwood Town) could produce up to 600 additional primary aged pupils, the equivalent of up to 2½ - 3 additional forms of entry. As indicated, it is difficult to accommodate this level of growth via the expansion of existing schools and it would be prudent to identify a site for a new 2 form of entry (420-place) primary school to accommodate this growth within the Local Plan. This would require a site of 2.1 ha (to include Early Years provision). Some existing temporary accommodation at schools within the group would also need to be replaced with permanent accommodation to accommodate this level of growth.

b) Brentwood Primary Forecast Planning Group 2 (Ingatestone/ Mountnessing).

The sites listed below are located within the area covered by the Brentwood Primary Forecast Planning Group 2 (Ingatestone/ Mountnessing). The primary schools included within this forecast planning group are as follows: Ingatestone Infant School, Ingatestone and Fryerning CE (VA) Junior School, and Mountnessing CE (VC) Primary School.

Sites: 042, 098, 128 and 079A.

ECC Comments: The three schools located in Ingatestone/ Mountnessing are all currently operating at close to capacity and are forecast to continue to do so for the foreseeable future. The limited amount of new housing identified for sites in this area could produce up to 38 additional pupils. This level of growth could probably be accommodated within the existing schools by the replacement of the existing temporary accommodation with permanent accommodation. However, a significant level of “windfall” sites in this area would require an expansion of provision.

c) Brentwood Primary Forecast Planning Group - Other – not grouped.

The only primary school serving this area is West Horndon Primary School.

Sites: 020,021,152 and 200.

ECC Comments: This area is a predominantly rural area with only a single settlement, West Horndon, of any significant size. As a consequence this area is currently served by a single primary school, West Horndon Primary School. This school currently has a capacity of 105 places (½ form of entry) and is currently operating at capacity and is forecast to continue to do so for the foreseeable future.

Some 500 dwellings identified for sites on land at the West and East Horndon industrial estates, Childerditch Lane and Station Road, West Horndon could produce up to 150 additional primary aged pupils.

West Horndon Primary School currently has the site capacity to enable it to expand beyond its current size. However, part of the current site is leased to a scout group until 2020. It may be possible to acquire some additional land to the rear of the

school to enable a more significant expansion than could be accommodated on the current site.

The 2,500 dwellings identified as the Dunton Garden Suburb could produce up to 750 primary aged pupils. This level of growth would require the provision of at least one large (3½ forms of entry - 735-places), or more probably two smaller ( 1 x 2 forms of entry (420-places) and 1 x 1½ form of entry (315-places) new primary schools. The precise requirement would be dependent on the housing mix agreed for the development and the scale of the expansion that could be accommodated by West Horndon Primary School. As there is only a single primary school located in this area with limited scope for expansion it would be imperative for a primary school site to be made available as early as possible on the Dunton Garden Village site.

#### Secondary Pupil Forecast Planning Groups

##### a) Brentwood Secondary Forecast Planning Group 1 (Brentwood/ Shenfield).

The sites listed below are located within the area covered by the Brentwood Secondary Forecast Planning Group 1 (Brentwood/ Shenfield). The secondary schools included within this forecast planning group are as follows: Becket Keys Church of England Free School, Brentwood County High School; Brentwood Ursuline Convent High School, Shenfield High School and St Martin's School.

Sites: 001A & 001B, 003, 005, 013B, 039, 040, 041, 044 & 178, 081, 099, 100, 010, 200, 020, 023, 032, 034, 087 & 235

ECC Comments: Some 5,000 dwellings identified for sites located within the area covered by the schools in the Brentwood Secondary Forecast Planning Group 1 (Brentwood/Shenfield) could produce up to 1,000 additional secondary aged pupils. There is currently a significant level of surplus secondary school places in the Brentwood/ Shenfield area; over 1,000 places in the school year 2014-15. Whilst the level of surplus is forecast to fall over the course of the next 5 years as Becket Keys Church of England Free School fills there will still be a significant level of surplus places, nearly 900 places by the school year 2019-20, that could be utilised to accommodate growth generated by new housing in the Brentwood/ Shenfield area. The impact of the opening of the new secondary "free school" in Chipping Ongar on the intakes of the secondary schools in the Brentwood/ Shenfield area is yet to be determined but it is possible that it will lead to an increase in the level of surplus places at one or more of the schools in the Brentwood/Shenfield area. Conversely, this might be offset by increasing numbers of parents applying for places at schools in Brentwood/ Shenfield from outside the area, as has happened in the past.

It should be noted that there is no secondary school located within reasonable safe walking distance of West Horndon/ Dunton. New housing development in this area would, therefore, require all secondary aged pupils to be transported to and from the existing schools located in Brentwood/ Shenfield , all of which are located over 4 miles away, until such time as a new secondary school was opened on the development. If no new secondary school was opened on this development ECC would face significant ongoing home-to-school transport costs. Whilst there are secondary schools in Basildon that are geographically closer to West Horndon/

Dunton than those located in Brentwood any surplus places at these schools are likely to be utilised by pupils residing in Basildon if, as appears likely, significant new housing allocations are made by Basildon Borough Council to the west of Basildon town.

ECC is concerned that Policy 7.1 – Dunton Hills Garden Village, which describes the allocation as a ‘new self-sustaining community’ and paragraph 7.5, that implies that the scale of development ‘allows the necessary critical mass to provide for local services and infrastructure’ may not prove true in respect of the provision of a new secondary school to serve this development.

The ‘Education Contribution Guidelines Supplement (July 2010)’ notes that new secondary schools are only likely to be required to serve large green field sites. Four forms of entry, or 600 pupils in the 11 to 16 age range, is the absolute minimum secondary school size recommended by the Department for Children Schools and Families. This is the maximum number of pupils that it is anticipated would be generated by a development of around 3,000 houses. In the planning context for new secondary schools Essex County Council would aim to establish a school of at least six forms of entry (900 pupils in the 11 to 16 age range). To achieve this size, and to integrate communities, it is desirable that such a school should serve a wider area than a new housing development. A joint or linked development with Basildon Borough Council in this area would provide the critical mass of pupils required to sustain a new secondary school in this area. It would also obviate in the medium to long term the need to transport pupils to secondary schools elsewhere.

b) Brentwood Secondary Forecast Planning Group Other – not grouped.

The only secondary school included within this forecast planning group is the Anglo-European School.

Sites: 042, 098, 128 and 079A.

ECC Comments: The Anglo-European School draws its pupils from a very wide area in addition to Ingatestone, Mounnessing and Margaretting. As the school gives priority in terms of admissions to local children it should be in a position to accommodate the growth in pupil numbers produced by the limited new housing. Approximately 130 dwellings are allocated within the area covered by the Anglo-European School would only produce up to 26 additional secondary aged pupils, and could be accommodated within the school’s existing capacity.

Policy 10.1 states that “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”.

Section 508A of the Education Act 1996 places a general duty on ECC to promote the use of sustainable travel and transport to and from schools and academies. The duty applies to children and young people of compulsory school age who travel to receive education or training in the County Council’s area.

The Act defines sustainable modes of travel as those that the County Council considers may improve the physical well-being of those who use them, the environmental well-being of all or part of the County Council's area, or a combination of the two.

ECC would wish to see the location of new housing promote the principle of sustainable travel and transport to and from schools/ academies. This is because the sustainable school travel duty should have a broad impact, including providing health benefits for children, and their families, through active journeys, such as walking and cycling. It can also bring significant environmental improvements, through reduced levels of congestion and improvements in air quality to which children are particularly vulnerable. Creating safe walking, cycling and travel routes and encouraging more pupils to walk and cycle to school are some of the best ways to reduce the need for transport and associated costs.

As previously indicated, ECC is concerned that the developments at West Horndon and Dunton Hills Garden Village are likely to generate a significant amount of additional traffic in the form of home to school travel at secondary level until such time as a new secondary school is opened to serve these developments. This would be at significant cost to the County Council. Further consideration will, therefore, need to be given as to how the costs of home to school transport can be met prior to the opening of the proposed new school. A further concern is whether the developments would be sufficient to generate the critical mass of pupils required to sustain a new secondary school in this area.

### Early Years and Childcare

ECC has a duty to ensure, as far as reasonably practicable, that there is sufficient childcare across Essex to meet the needs of parents. This is called childcare sufficiency. Termly sufficiency meetings are conducted and a termly childcare sufficiency assessment is produced. This gives a picture of the supply and demand for childcare and identifies any barriers to families accessing childcare.

ECC will be seeking new, preferably co located facilities with new primary schools, where appropriate, and which will be funded through developer contributions. ECC has provided an assessment of potential 'maximum' requirements of the Draft Local Plan in that all potential new development will be houses. Existing capacity at settings has been considered by ward rather than settlement, and hence the available capacity by setting has not been translated into the number of dwellings that each settlement can accommodate. A more detailed assessment will be undertaken to inform the Pre Submission Local Plan.

The assessment has not included sites completed since the base date, those with permission; or the significant 'windfall' allowance, as their location is unknown. The preferred strategy is likely to require the following additional 56 place early years and childcare facilities to accommodate between 450-500 additional places:

- Brentwood North - 1 new 56 place facility – present lack of suitable allocated site in capacity terms to provide facility.

- Strategic Site – Dunton Hills Garden Village (2500 dwellings) - 4 new 56 place facilities
- West Horndon (500 dwellings) – 1 new 56 place facility – allocated site of appropriate scale (500 dwellings)
- Shenfield – 1 new 56 place facility – potential to allocate facility at the Officers Meadow, Alexander Lane (600 dwgs)

ECC would seek co-location with new primary schools, where possible, which may prove problematic given the lack of any suitable sites for the required new 2fe primary school. Sufficient early years and childcare provision also needs to be considered alongside other essential services and infrastructure. It may prove necessary to locate new early years and childcare facilities close to major new employment locations, where demand is identified.

In summary education requirements include:

### Primary

#### Brentwood Primary Forecast Planning Group 1 (Brentwood Town)

- Identification of a 2.1 ha site for a new 2 form of entry (420-place) primary, with associated early years provision.
- Replacement of existing temporary accommodation at schools within the group with permanent accommodation.

#### Brentwood Primary Forecast Planning Group 2 (Ingatestone/ Mountnessing).

- Replacement of existing temporary accommodation at schools within the group with permanent accommodation.

#### Brentwood Primary Forecast Planning Group - Other – not grouped.

- Expansion of West Horndon Primary School on site, or through the acquisition of additional land to enable a more significant expansion than could be accommodated on the current site.
- Dunton Garden Village - provision of at least one large (3½ forms of entry - 735-places), or more probably two smaller ( 1 x 2 forms of entry (420-places) and 1 x 1½ form of entry (315-places) new primary schools.

### Secondary

- Dunton Garden Village - all secondary aged pupils to be transported to and from the existing schools located in Brentwood/ Shenfield until such time as a new secondary school can be established on this development.

### Early Years and Childcare

- Brentwood North - 1 new 56 place facility – suitable site to be identified.
- Dunton Hills Garden Village (2500 dwellings) - 4 new 56 place facilities.
- West Horndon (500 dwellings) – 1 new 56 place facility.



- Shenfield – 1 new 56 place facility – potential to allocate facility at the Officers Meadow, Alexander Lane (600 dwellings).

Reference to site/off-site related infrastructure being secured through planning obligations/section 106 agreements in Policy 10.7 is welcomed. At present the Draft Local Plan does not identify where necessary primary and early years and childcare infrastructure will be located or funded in relation to particular allocations. This will be essential in order to meet the following SA Objective (Community and well-being:

‘As the number of young people grows there will be a need to ensure that there is sufficient provision of education facilities across the Borough’

Under duty to co-operate on-going discussion and assessment will be progressed between ECC, BBC and interested parties (existing schools, developers, land promoters) to inform the Pre Submission Plan. It will be necessary to identify the location of new premises and cost these requirements to inform the Infrastructure Delivery Plan, which will accompany the Pre Submission Local Plan (Autumn 2016). This will enable the following strategic objectives to be met, namely SO2 – (Growth accommodated by existing or proposed infrastructure); SO12 – (improve public transport, cycling, walking and sustainable transport choices) and SO13 – (secure delivery of transportation and community infrastructure).

#### Policy 7.10 Gypsy and Traveller Provision

ECC acknowledges Brentwood BC seeking to meet its identified needs, which amounts to a minimum of 84 pitches between 2013 and 2033. This is consistent with the Essex Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) (July 2014). Dunton Hills Garden Village is identified as a broad location for 20 pitches. The following temporary sites are also to be allocated, namely Hope Farm, Horsemanside, Navestock (3 pitches); Plot 4 Orchard View, Horsemanside, Navestock (1 pitch) And The Willows, Place Farm Lane, Kelvedon Hatch (2 pitches). It is noted the latter will secure these sites for the existing communities.

Reference should be made to the need to work with ECC and partner local authorities to identify and deliver at least two publicly provided transit sites in the Greater Essex area by 2033 with between 10 and 15 pitches per site.

### **Chapter 8 – Economic Prosperity**

ECC welcomes and supports the ambition for economic growth in Brentwood Borough, and notes the additional evidence base since the Preferred Option (2013) consultation namely;

- Economic Futures 2015-2030 (December 2014)
- Retail and Commercial Leisure Study (December 2014)

Reference should be made to the Brentwood Economic Development Strategy 2014. The Strategy sets out a shared vision and framework to steer the interventions of the Council and partner organisations to deliver optimum economic benefits for the Borough to 2030. It forms a key part of the integrated strategic approach of the

Council bringing together key strategies and delivery plans for economic development. Any proposals should be considered against the key objectives within the Strategy.

<http://www.brentwood.gov.uk/pdf/17122014103623u.pdf>

### Policy 8.1 – Strong and Competitive Economy

This Policy sets out the intention “...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.” This is supported by ECC. However, the policy does not outline ways in which the Council will support applications for knowledge-based employment developments. It is recommended that this is done through support of measures such as requiring high-speed Broadband for key areas, such as Warley Business Park, the proposed Brentwood Enterprise Park (detailed in Policy 8.2 Brentwood Enterprise Park), or Brentwood Town Centre. Suggested wording could be:

*‘High quality communications infrastructure will be provided by working collaboratively with Essex County Council, communications operators and providers, and supporting initiatives, technologies and developments which increase and improve coverage and quality throughout the Borough.’*

Criteria a) - ECC supports the ambition to capitalise on the economic benefits which will arise from Crossrail and the potential increased footfall to the surrounding area. However, it would be helpful to understand what this could amount to, how the economic benefits will be capitalised and understand what the Council believe the economic benefits to be for the area. An economic impact study would identify these issues

Criteria b – i) - Whilst the policy and outline proposals are supported, it would be beneficial to understand how these will be delivered in the short, medium and longer term in light of land infrastructure constraints.

Reference should be made to “any associated employment generating sui generis uses” in Policies 8.3 and 8.4 to enable the provision of waste management facilities in employment areas (see Chapter 2 – Context).

### Policy 8.2 Brentwood Enterprise Park

Criterion di) - reference is made to the need for a ‘Green Travel Plan’. Amend to read ‘Travel Plan’, and to be consistent with Policy 8.3, criterion f.

ECC acknowledges the significant contribution this allocation would make to meeting the employment needs of the borough over the plan period. However, its location, in close proximity to the M25 and A127, which is presently over capacity, provides primarily car based connections to service centres, and potential sources of employees. At present there is limited evidence regarding any potential connectivity of the proposed development via sustainable transport measures. ECC, and HE, would seek further clarification of these opportunities, and the output of any impact

on the strategic junction, local road network, and potential mitigation requirements. The potential impact on the above would also depend on the mix of B1, B2 and B8 uses proposed on the site.

### Policy 8.3 – Employment Development Criteria

#### Waste Management Facilities

ECC supports the ambition to deliver 5,000 additional jobs (Policy 5.3 – Job Growth and Employment Land) in the plan period at new employment sites supported by the existing employment sites and redevelopment where appropriate. Reference is made to securing these jobs through B use class employment. Policy 8.3 Employment Development Criteria also outlines specific criteria for employment uses B1, B2 or B8, and Policy 8.4 – Employment Land Allocations identifies an ambition to ‘achieve and retain a wide range of employment opportunities’, but imposes restrictions on the development of non Class B uses.

The provision of industrial land in Essex plays an important role in providing appropriate locations for waste management facilities and aggregate recycling plants. The emerging Essex and Southend-on-Sea Waste Local Plan (Waste Local Plan) encourages these types of development to be located on industrial land where they don’t come forward on Preferred Site allocations (ie Areas of Search – Childerditch and West Horndon). ECC considers the existing policies are too restrictive and the provision for “any associated employment generating sui generis uses” within these policies and respective employment areas should be permitted. The approach to “sui generis uses” is consistent with National Planning Policy Statement for Waste (October 2014) and the PPG (paragraph ID 28-010-2014016), to locating waste related developments within appropriate employment areas, and this is further detailed below.

ECC recommends the following Draft Local Plan Policy be amended accordingly:

‘Development for employment uses (Class B1, B2 or B8) and any associated employment generating sui generis uses will be encouraged provided the proposal:’

Criterion d) – reference is made to ensuring vehicular access avoids residential streets and country lanes. This criterion is too restrictive and is not supported by ECC, as highway authority. It is reasonable to expect some sites needing to access such roads, and this would be acceptable subject to ensuring they are not detrimental to highway safety and capacity.

Paragraph 8.26 – reference to ‘within environmentally sensitive areas’ should be deleted.

### Policy 8.4 – Employment Land Allocations

ECC recommend that cross reference is made to Policy 10.2 – Parking, to ensure appropriate levels and design standards of parking are considered regarding new allocations, redevelopment and changes of use.

ECC welcomes reference to the ambition to achieve and retain a wide range of employment opportunities on employment sites identified in Table 8.3, through new employment allocations, existing sites not previously allocated, and existing allocated sites. ECC considers uses should not be restricted to B use classes on allocated employment sites. ECC recommends the policy is amended to read:

‘Within those areas allocated for general employment and office development list in Figure 3 (ie. B1 – 8 and any associated employment generating sui generis uses)....’

#### Policy 8.5 – Supporting the Rural Economy

ECC supports the Councils objective to enhance economic growth in the rural area, in particular sympathetic diversification schemes which support this sector. ECC recommend reference is made to the ‘Essex Rivers LEADER programme’ which offers grants to farmers, producers, foresters, rurally-located businesses or community organisations working in a rural area. The initiative is aimed at supporting micro and small businesses and farm diversification which meet one of the following objectives:

- boost rural tourism
- increase farm productivity
- increase forestry productivity
- provide rural services
- provide cultural and heritage activities.

Projects must also be able to demonstrate that they are contributing to economic growth and/or job creation and provide match funding.

ECC welcomes reference in paragraph 2.55, which acknowledges the ECC superfast Essex infrastructure upgrade. The new Local Plan needs to take into consideration the need for new homes and businesses to be suitably provided with telecommunications, including superfast broadband. ECC considers this is important in unlocking new development and contributing to a prosperous economy in attracting new businesses and jobs, and ensuring the connectivity of residents to key services.

An additional criterion should be added to Policy 8.5 to encourage the installation of broadband in rural areas, and could read:

*‘High quality communications infrastructure will be provided by working collaboratively with Essex County Council, communications operators and providers, and supporting initiatives, technologies and developments which increase and improve coverage and quality throughout the Borough.’*

#### Additional Broadband Policy

In addition, a specific policy is recommended for inclusion in the new Local Plan, which will support issues raised including enabling the provision of broadband into new development. Its provision will have a wider impact on growth and productivity, as increased broadband coverage will support businesses and attract investment to

Essex. It also has the potential to increase opportunities for home-working and remote-working, reducing the demand on travel networks at peak periods. The importance is demonstrated by recent census returns which show that the biggest change in journey to work patterns in the last 20 years has actually been the increase in people working from home.

Some issues to be considered with regards installing new and improving existing communications infrastructure include, but is not exhaustive:

- a need to make provision for the necessary and supporting communications infrastructure in the appropriate locations, and at the right times, to meet the needs of the community and businesses;
- identify and plan for the telecommunications network demand and infrastructure needs from first occupation;
- include provision for connection to broadband and mobile phone coverage across the site on major developments;
- the location and route of new utility services in the vicinity of the highway network or proposed new highway network should take account of the Highway Authority's land requirements so as to not impede or add to the cost of the highway mitigation schemes;
- ensure the scale, form and massing of the new development does not cause unavoidable interference with existing communications infrastructure in the vicinity. If so, opportunities to mitigate such impact through appropriate design modifications should be progressed including measures for resiting, re-provision or enhancement of any relevant communications infrastructure within the new development;
- demonstrate that the siting and design of the installation would not have a detrimental impact upon the visual and residential amenity of neighbouring occupiers, the host building (where relevant), and the appearance and character of the area;
- seek opportunities to share existing masts or sites with other providers;
- conform to the International Commission on Non-Ionising Radiation Protection (ICNIRP) guidelines, taking account of the cumulative impact of all operators equipment located on the mast/site where appropriate (ie . prevent location to sensitive community uses, including schools);
- will not cause significant and irremediable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest;
- sympathetic design and camouflage, having regard to other policies in the Local Plan; and
- BBC may utilise Community Infrastructure Levy (CIL) or seek an equivalent developer contribution, toward off-site works that would enable those properties access to superfast broadband, either via fibre optic cable or wireless technology in the future. This is covered by Policy 10.7 – see below.

Criterion f) – refers to having 'no unacceptable effect' on water quality or flooding, watercourses, biodiversity or important wildlife habitats. However it is not clear what would be considered unacceptable. ECC recommends the policy refers to the SuDs Design Guide with regards appropriate standards.

### Policy 8.6 - Borough Centres

ECC acknowledges the need to enhance the Town Centre given the recent number of retail unit closures. ECC welcomes the Brentwood Economic Futures Study 2015 – 2030, as additional evidence of demand, which updates the Employment Land Review 2010.

ECC welcomes the commitment to progress a Brentwood Town Centre Masterplan, which will consider options to boost the Town Centre offer and improve the linkages across the wider area. The linking of the High Street, William Hunter Way, Crown Street and other parts of the Town Centre (potentially to include Warley Hill) to enhance the current offer and look to extend the duration of visitor stays (and therefore spend) should be a key aim of any strategy.

### Policy 8.7 Local Centres

Reference is made in paragraph 8.47 in maximising the opportunity to invest in improving Shenfield's retail offer, as it is to be the terminus for Crossrail. However, the Local Plan also identifies the need for new retail and commercial leisure development to be fully integrated with the existing shopping area and to not result in the subdivision of an existing large retail unit (Policy 8.8, points e. and h. respectively). However, it is recommended that flexibility is allowed for concerning point h. (subdivision of large retail units), in case it is found at a later date that Crossrail leads to a number of consumers travelling elsewhere due to the range of services available.

Paragraph 8.14 - the LDP recognises that the trend in flexible working and increased self-employment is expected to continue in future with more remote and home working. A dedicated Enterprise Centre would support this local need. Reference should be made to the recent study undertaken to introduce a Centre for Enterprise in Brentwood (part funded by ECC) which would encourage small and micro businesses to start and establish themselves and enable more flexible working. The study identified that the Centre should target businesses and enterprise activity that is most likely to stimulate local economic growth and supply chain benefits for the Borough, therefore focusing on Knowledge Intensive Businesses, rather than all business sectors.

Paragraph 8.20 – ECC supports the ambition to develop new key strategic employment sites but this needs to be set within the wider context of Brentwood's Spatial Strategy, and any location is consistent with the criteria in Policy 8.3 – Employment Development Criteria and Policy 10.1 – Sustainable Transport, which seeks to ensure future developments are located in accessible locations reducing the need to travel.

Paragraph 8.21 – the proposed business park at the M25 works site should offer high quality, fit for purpose and well connected business premises. ECC welcomes the proposed separate master planning for the site which should focus on identifying the business use, demand, floor space requirement and connectivity levels to ensure the premises are relevant for the Borough.

Paragraph 8.62 – reference to the adopted Shopfront Guidance DPD is supported. BBC could investigate possible grants available to improve shop fronts (such as the previous Heritage Lottery Fund, DCLG’s High Street Innovation Fund etc), to assist improving the appearance of the high street.

#### Policy 8.8 – New Retail and Commercial Leisure Development

ECC recommend reference should be made to the need to prepare a Transport Assessment and Travel Plan for new development, as referenced in Policy 8.3, criterion f.

### **Chapter 9 – Environmental Protection and Enhancement**

#### Policy 9.4: Thames Chase Community Forest

ECC supports reference to the above, and the Thames Chase Plan, to which ECC actively engages with its preparation and implementation.

### **Chapter 10 – Quality of Life and Community Infrastructure**

#### Policy 10.1: Sustainable Transport

The Essex Transport Strategy sets out an overall vision for transport provision in Essex. It aims to deliver “a transport system which supports sustainable economic growth and helps deliver the best quality of life for the residents of Essex”. In relation to sustainable transport this strategy seeks to:

*Provide sustainable access and travel choice for Essex residents to help create sustainable communities.*

ECC supports the promotion of sustainable transport in Policy 10.1 by a range of measures including public transport (rail, bus, taxi), walking, cycling, travel planning and packs, charging points for electric vehicles, and improved cycle parking and routes. ECC would support the consideration for passenger transport in large scale developments at the earliest opportunity, which is the responsibility of the developer.

Policy 10.1 also proposes attractive public realm close to schools and early years and childcare facilities for sustainable modes as opposed to school run traffic, and is supported.

ECC acknowledges reference in the consultation document to seeking to improve and provide new public transport links. In order to help limit impact on the local public transport networks, rail and bus providers will need to be involved in the identification and planning of any new or improved services. An informative note on matters to consider as part of Passenger Transport is provided as Appendix 1.

ECC provides financial support for nearly 200 bus services either in full or for certain journeys to meet particular needs. These generally run in the evenings, on Sundays and in rural locations. They do include some school services and some services linking towns. Most buses running through Essex are provided commercially,

meaning that ECC does not fund them and does not determine how or when they run.

To help promote the use of sustainable transport, the new Local Plan should also consider the creation of additional cycle/pedestrian paths linking new developments with key locations and community facilities, as well as connections between existing developments; this could be secured as part of the development through a Section 106 agreement.

Other measures that contribute to sustainable travel and warrant consideration as part of a Travel Plan for larger development sites/locations include:

- implementation of car sharing schemes (either development or area based - [www.essexcarshare.com](http://www.essexcarshare.com));
- creation of car clubs - larger residential developments in the district could include provisions for car clubs in the form of designated parking spaces, and the District Council could also consider the creation of a district-wide car club;
- inclusion of public transport vouchers or discounts schemes for residents of new developments (in conjunction with any new bus services/routes);
- shuttle bus services for employment travel (a possible alternative for residents living and working within the borough);
- All new employment sites (above 50 staff members) will require the development of a Workplace Travel Plan. This is also true of extensions to any existing sites;
- All new school sites will require the development of a School Travel Plan (ideally for both staff and students);
- Residential developments of between 1 and 249 dwellings will require a Residential Travel Information Pack, with those developments of 250+ dwellings a full Residential Travel Plan is needed.

Other issues that could be considered with regards sustainable transport include:

- Consideration should be given to a Cycle Point/Hub at Brentwood Railway Station, much like the model in Chelmsford and Colchester.
- Active travel – ensure the facilities and infrastructure are available to support everyday short journeys to be undertaken by walking or cycling.

Paragraph 3 – reference to residential travel plans should be amended to refer to `travel plans`, as these need to refer to all types of development

Paragraph 6 – ECC recommend the deletion of `where appropriate` as cycle improvements will be necessary in the majority of new development.

Paragraph 7 – the paragraph refers to new development close to schools/early years facilitating a public realm. In addition, the development of new schools/early years facilities also need to consider walking and cycling connectivity. Reference to `school run traffic` should be deleted.

### Crossrail

ECC supports the aspiration to improve the public realm and circulation arrangements around Brentwood and Shenfield stations given the impact from



Crossrail. In addition similar improvements may be necessary at Ingatestone and West Horndon stations to encourage sustainable travel and mitigate growth. For all stations park and walk, or park and ride sites, are potential tools that could form part of an overall parking and access strategy.

### Policy 10.2 Parking

The 'Parking Standards: Design and Good Practice Guide' were adopted in 2011, following partnership work with Essex Planning Officers Association (EPOA), and was adopted as a Supplementary Planning Document (SPD). The Parking Standards are being reviewed, and will be subject to public consultation in March 2016.

### Policy 10.3 Sustainable Construction and Energy

ECC welcome the inclusion of ECC's earlier comments in respect of Climate Change and support the positive approach by BBC to consideration the risks from a changing climate and the need for mitigating and adaptive actions and to keep the Climate Change Policy, in accordance with section 10 of the NPPF.

Policy 10.3 (and paras 10.20 -10.26) - ECC as the Waste Planning Authority welcome and support the approach to renewable energy infrastructure, which is considered consistent with National Planning Policy for Waste (October 2014) (NPPW) and the PPG. The NPPW and PPG seek closer working between LPA's and waste planning authorities, to enable the integration of the need for waste management with other spatial concerns in the preparation of Local Plans. The aim is to ensure that there are sufficient opportunities to meet the identified needs of an area for the management of waste and to apply and promote the waste management hierarchy within sustainable development.

### Delivering the Waste Hierarchy through Local Plans

The National Policy for Waste (October 2014), European Union Waste Framework Directive (2008/98/EC), DCLG, December 2012' and Planning Practice Guidance provides advice for issues that should be considered in the preparation of Development Management policies. Some of these are outlined below:

PPG (paragraph ID 28-010-20141016) states (inter-alia) that waste management issues to be considered include:

- integrating local waste management opportunities in proposed new development
- considering, where relevant, the likely impact of proposed, non-waste related development on existing waste management sites and on sites and areas allocated for waste management
- promoting sound management of waste from any proposed development, such as encouraging on-site management of waste where this is appropriate, or including a planning condition to encourage or require the developer to set out how waste arising from the development is to be dealt with
- including a planning condition promoting sustainable design of any proposed development through the use of recycled products, recovery of on-site material and the provision of facilities for the storage and regular collection of waste.

PPG (Paragraph: 018, Reference ID: 28-018-20141016) refers to:

- The integration of local waste management opportunities in new development should be integral to promoting good urban design.
- Facilitating the co-location of waste sites with end users of waste outputs such as users of fuel, low carbon energy/heat, recyclates and soils.

National Policy for Waste, paragraph 8 of the NPP for Waste also clarifies the position and requirements of local planning authorities when determining non-waste related developments, in which they should (to the extent appropriate to their responsibilities), ensure that,

- The likely impact of proposed, non-waste related development on existing waste management facilities, and on sites and areas allocated for waste management, is acceptable and does not prejudice the implementation of the waste hierarchy and/or the efficient operation of such facilities.
- New, non-waste development makes sufficient provision for waste management and promotes good design to secure the integration of waste management facilities with the rest of the development and, in less developed areas, with the local landscape. This includes providing adequate storage facilities at residential premises, for example by ensuring that there is sufficient and discrete provision for bins, to facilitate a high quality, comprehensive and frequent household collection service.
- The handling of waste arising from the construction and operation of development maximises reuse/recovery opportunities, and minimises off-site disposal.

#### Policy 10.7: Infrastructure and Community Facilities

Reference to site/off-site related infrastructure being secured through planning obligations/section 106 agreements, and once adopted Community Infrastructure Levy in Policy 10.7 is welcomed. In addition, ECC welcomes the definition of 'infrastructure', as identified in paragraph 10.40, and reference to utilities and waste; transport; social and community; and green infrastructure. Reference should be made to the adopted ECC Developers Guide to Infrastructure Contributions (2015), in relation to the level of contributions required from new development for the provision of essential infrastructure by ECC.

#### Policy 10.13: Flood Risk

Paragraph 1 - Reference to Internal Drainage Boards should be removed as there are none in Essex.

The Brentwood Strategic Flood Risk Assessment (SFRA) was produced in 2011. Since then, ECC has produced the Brentwood Surface Water Management Plan and the Environment Agency has also produced an Updated Flood Map for Surface Water Flooding (2015 and 2013 respectively). ECC recommends that development proposals should take into account this evidence in conjunction with the procedures and guidelines outlined in the Brentwood SFRA.

Paragraph - 'Where development is permitted within.....' – ECC recommends that in addition to the categorization of developments into different flood risk zones as outlined in the Brentwood SFRA, development proposals should also be viewed in terms of the location of the proposed development within a Flooding Hotspot as identified in the Brentwood SWMP. The Brentwood SWMP builds on the SFRA as outlined below

This SWMP adds greater detail to the assessment of flood risk than previously available in the SFRA, and explores initial approaches to tackling this flood risk, with an emphasis on sustainability, cost effectiveness and viability. (Brentwood SWMP, p11). These hotspots have been outlined for the purposes of identifying a range of structural and non-structural measures for alleviating the surface water flood risk in these areas. Therefore if a development has been identified as being within a known Flooding Hotspot, BBC should take full account of the surface water, ground water and ordinary watercourse flood risk and adopt proactive strategies to mitigate the risk in accordance with the Brentwood SWMP.

With regards the supporting text to Policy 10.13:

Paragraph 10.70 - where a flood risk assessment is required for development within flood zone 1, specifically looking at surface water and ground water flood risk, the Flood Risk Assessment should be approved by the Lead Local flood Authority(LLFA), namely ECC, as part of our role as a statutory consultee to the planning process. Furthermore, a drainage strategy should be approved for all major development within the borough to ensure that development will not increase flood risk to the site or surrounding areas.

ECC's comments on the Flood and Water Management Assessment in relation to the identified sites are at Appendix 4.

#### Policy 10.14 – Sustainable Drainage

Criterion a) - allowable brownfield discharge rates are confusing. Reference to discharge at current brownfield rates should be deleted.

Criterion b) - a drainage strategy should be submitted for any site over 0.1 ha

Criterion c) - current best practice now requires developers to use an index based approach when managing water quality rather than requiring a specific number of treatment. This section of the policy should be updated and should refer developers to chapter 26 of the updated CIRIA SuDS Manual for more information about this approach.

In addition, ECC would expect only the first 4-5mm of any storm event to be managed within the site. A requirement of 10mm may be considered too onerous for many developers to achieve especially onsite where infiltration potential is very low.

Paragraph 10.74 - a drainage strategy should be submitted for any site over 0.1 ha.

Paragraph 10.76 - updates to the legislation mean that schedule 3 of the Flood and Water Management Act (FWMA) was not implemented, and therefore the LLFA did not become the SuDS approval body. Instead the LLFA was made a statutory consultee to the planning process and will provide advice to the local planning authority about the suitability of proposed drainage schemes.

#### Policy 10.15 - Contaminated Land and Hazardous Substances

The policy refers to 'no unacceptable adverse impacts' effect on water quality or flooding, watercourses, biodiversity or important wildlife habitats. However it is not clear what would be considered unacceptable. ECC recommends the policy refers to the SuDs Design Guide with regards appropriate standards.

ECC has undertaken a high level assessment of the proposed sites identified in Figure 7.2 – Housing Land Allocations (page 78), with regards the following:

- is allocation located within a 'Flooding Hotspot' identified in the SWMP,
- is the allocation located within a 'UFMfSW' - Updated Flood Map for Surface Water Flooding by Environment Agency,
- is a risk from surface water flooding as indicated by the UFMfSWF,
- if so, what is the know description of flood risk.

#### Policy 10.16 – Buildings for Institutional Purposes

ECC supports reference in paragraph 10.86 in providing institutional uses, such as schools close to where people live and work. Paragraph 10.88 also acknowledges that such uses generate high levels of traffic and should be 'easily accessible by public transport, walking and cycling' (criterion b).

The policy should include reference to ensuring that children and young people can walk or cycle to school safely on designated safe routes through new developments. Such routes should be planned from the outset of development and not retrofitted into a scheme's design:

*'regard should be given as to how residents will access the nearest primary and secondary school provision by foot, ensuring that the route is safe and convenient.'*

#### Policy 10.11 – Air Quality

Paragraph 10.57 states that the following junctions remain designated as Air Quality Management Areas, namely M25/Brook Street Roundabout; A12/Warescot Road/Hurstwood Avenue/Ongar Road; and A128/A1023 Junction (Wilson's Corner).

This Policy states that any development within an Air Quality Management Area (AQMA) will require a detailed air quality assessment. The policy also states that any development which is determined to have a significantly adverse impact on air quality will be rejected. The policy does not however make explicit reference to traffic congestion, which is often the leading contributor to local air pollution. ECC supports

the recommendation of the Interim SA (para 10.1.6) that reference is made to Policy 10.1: Sustainable Transport, to encourage this link.

## **Chapter 10 Quality of Life and Community Infrastructure**

### Historic and Natural Environment

ECC supports strategic objective SO10, which seeks to *‘protect and enhance valuable landscapes and the natural and historic environment’*.

The historic environment is a finite and non-renewable resource. Historic buildings and places play an increasingly important role in the delivery of a range of public benefits, including sustainable development, education, urban and rural regeneration, improved competitiveness, cultural development, and providing facilities for local communities. The historic environment underpins many successful projects aimed at improving people's quality of life, transforming failing areas, empowering local people and creating a better and more sustainable environment. The value of the historic environment is recognised in UK legislation and in our being a signatory to various international charters and conventions, including the Valletta Convention, which is at the heart of the way in which the historic environment is managed through the planning process in the UK and throughout the EU.

To assist in reviewing the policies, please find enclosed ECC Place Services latest revised version of “Model Policies for Local Plans” as set out in Appendix 2 and 3.

## APPENDIX 1: NOTES ON PASSENGER TRANSPORT FOR LOCAL PLANS

The following is provided for information only to support Local Plan preparation.

### Supporting evidence

A number of bodies have issued papers addressing passenger transport's role in development. These include the Institute of Highways and Transportation's 'Planning for Public Transport in Developments' from 1999 and The Commission for Integrated Transport (CfIT) guide 'Planning for Sustainable travel 2009'. These appear to remain field leaders, despite their age. Basic Principles of passenger transport provision for developments

1. The demand for Passenger Transport (PT) is broadly 'derived'; that it is created by demand for the ability to access another good or service (classically for health, work, education, shopping or leisure purposes) rather than by a desire for passenger transport in itself. These might be termed 'personal demands' since they are generated as a result of the desires of individuals for these goods and services.
2. However PT can also help address secondary derived demands, stemming from the impact of the development itself, such as congestion reduction and environmental protection (i.e. reducing CO<sub>2</sub> and other pollutant emissions) These might be termed 'mitigation demands'.
3. In turn this leads to the question of 'sustainability'. This has two principle foci, 'Environmental Sustainability' (EvS) - the contribution PT can make to ensuring development is environmentally sustainable - and 'Economic Sustainability' (EcS) – the ability of the service to operate in the long term without public financial support.
4. As such when looking at developments it is important to bear in mind that simply providing 'a bus service' will not necessarily address either issue. To survive beyond the S106 funding period a bus will need to carry enough passengers to make it commercially viable. To contribute toward environmental sustainability a service must not only have sufficient loft capacity to actually be able to make a difference to congestion levels, but also form part of a wider integrated strategic approach to minimise the demand for car journeys, by promoting sustainable travel of all types – walking, cycling and public transport. In effect this means 'normalising' sustainable travel modes within the minds of the developments population through a range of 'hard measures' (infrastructure and bus service provision) plus 'soft measures' (travel planning, promotion, incentives etc.).
5. On this basis it is possible to identify three key factors that determine the longer sustainability of bus service linked to developments which are examined in turn below. These are:
  - A. Scale of development.

- B. Location of development.
- C. Design and design philosophy of developments.

A. Scale of developments

- In general the larger the development, the greater the potential passenger use and the chances of service being economically viable. There is a tipping point at which a development becomes a viable base for a bus service. This will vary according to location (see below) and demographic profile. (For example developments aimed attracting older people, the less well-off and younger families will by large have a higher bus use potential than those aimed at other groups).
- Similarly a larger development means a greater opportunity to develop environmentally sustainable travel patterns, since it allows the efficient development of sustainable travel design features and policies such as discounted fares, regular advertising, route branding, cycling and walking access.
- In general therefore, when thinking in terms of passenger transport sustainability ECC favours larger focused developments rather than widely distributed small case developments, where low numbers make sustainable passenger transport an unlikely prospect.

B. Location of development

- The underlying costs of providing transport services are determined by the investment required in site, vehicles, infrastructure, drivers and other variable costs such as fuel. Logically these costs will be minimised where a new service is operating on the marginal costs of extending existing operations rather than setting up from new.
- For this reason it makes sense, from a passenger transport viewpoint to base development around existing settlements that already have with a strong public transport network. This means they will be able to take advantage of existing infrastructure and marketing and the efficiency of a concentrated passenger transport network, by for example extending an existing service to serve the development (with some extra resources). It also makes sense where possible to site developments near, or ensure strong links to transport hubs such as rail stations, bus stations or similar, to allow maximum connectivity to the rest of the network.
- This said there are cases of really large developments, (for example recent national proposals on garden cities) where it makes more sense to locate these according to other factors and build a new transport network into the development as the disadvantages of trying to spatchcock two dense urban networks together can be disadvantageous (i.e. through cross settlement congestion effects). Conversely, if the developments are very small – aimed for example at preserving the viability of pre-existing rural settlements, it may

be better to accept that these will rely on car travel as the principle mode of longer distance transport and focus on minimising short distance car use through walking and cycling schemes than spend money on poorly used unsustainable bus services.

- In general therefore, when thinking in terms of passenger transport sustainability ECC s favours developments located as part of existing rather than independent sites to take advantage of the economies of scale this offer, unless there are clear strategic factors that militate against it.

### C. Design and design philosophy of developments

In some ways this is the most important feature of the council's approach to developments. From a passenger transport viewpoint, the design of a development should allow for easy access by passenger transport services.

Design includes,

- Wide, easily negotiable roads with through access, not requiring the bus to run around or retrace its route to serve the development. If turning is unavoidable a sufficiently wide, well placed turning circle, protected from street working is necessary.
- All sites within the development to have stops within an agreed distance of a public transport service route.
- Good infrastructure with stops, kerbs and shelters including RPTI appropriately sited and accessible walking routes to stops.
- Where appropriate access to transport hubs like rail stations allowing passenger queueing and bus turning/layover as a priority.

Design philosophy includes,

- Building sustainable transport into the design from the start to create an environment that promotes sustainable travel, including the design of stops and shelters as part of the overall zeitgeist of the development.
- Adopting it as a core selling point to potential users and funding measures to promote it, including travel planning and introductory PT travel offers, etc.
- Including easy access to services and amenities.
- Reducing the need to travel (eg through high speed Broadband availability).
- Locating developments appropriately to allow this to occur.
- In general therefore, when thinking in terms of passenger transport sustainability ECC favours developments that are designed to accommodate



and promote passenger transport use as part of their fundamental design profile and oppose those that do not.

#### D. Specifying levels of service

- Information about the appropriate minimum level of service that a settlement should expect, based on settlement size is included in the current Essex Road Passenger Transport Strategy that is available on the ECC website. These are not prescriptive and are not applicable in all cases although they do offer some guidance. They are likely to be reviewed as part of the wider 'Getting Around in Essex' passenger transport review currently underway (as of February 2015).
- Levels of service will clearly depend on the size and location of the settlement, but should be of an appropriate scale and capacity appropriate to the outcome desired for the development in terms of achieving both economic and environmental sustainability.
- In general, but particularly in the case of larger developments (where a development or series of developments will result in the construction of 800 or more homes in one location), it is strongly recommended that developers contact local bus and other public transport operators at the earliest possible stage to establish whether the public transport services for a settlement will be commercially viable and what measures need to be agreed to make this possible. This will save a lot of work later and the greater freedoms of commercial businesses in regard to transport arrangements makes it easier for them to work with commercial (and indeed third sector) service providers.
- A size of 800 homes is chosen because practical experience suggests that developments of this scale or larger are the most likely to result in a sustainable long term commercial service. Below this scale commerciality may be possible if the service can be set up as a low cost adaption of an existing service, or if the development has a special sustainable character, such as severe restrictions parking or car ownership through covenants etc. In general developments in an area that will total below 200 homes seem unlikely to generate sufficient passengers to make a route commercially viable unless very straightforward adaptations can be made to existing services and alternative amelioration measures should be considered.

#### 6. In conclusion

- The provision of 'a bus service' by a developer should not be seen as a passport to 'sustainability' in and of itself, regardless of the initial funding offered. Such a service must be shown (preferably with support from a commercial bus operator) to be commercially viable and to have the desired outcome in terms of environmental sustainability (for instance in picking up modal share for generated journeys).
- Another aim is to avoid the creation of 'white elephant services', where services exhaust their S106 or CIL funding but, while possibly carrying a

substantial number of passengers are not commercially viable, leaving the County Council with the decision about their future.

- The onus on developers should therefore be to show how their proposals are viable from both sustainability perspectives and will continue after the limited developer funding period ends. The concomitant onus on planning authorities is to ensure that their demands for public transport are designed to create a sustainable (in both contexts) public transport network that will meet its desired outcomes, while not being unduly costly to achieve. The early involvement of commercial operators in the process will act as a reality check and a solid base for negotiations.

## **APPENDIX 2: BIODIVERSITY - RECOMMENDED LOCAL PLAN POLICY WORDING**

### **INTRODUCTION**

The following policies contain recommended wording for development management policies in Local Plans. They will assist the local authority to meet their obligations under Section 11 (Conserving and enhancing the natural environment) of the National Planning Policy Framework (NPPF) and achieve no net loss of biodiversity. The policies cover every aspect of ecology that must be considered in the development management process.

The policies reflect the criteria-based and hierarchical approach that should be taken to protected sites, as required under paragraph 113 of the NPPF. They reflect the need to plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure required under paragraph 114. They meet the requirements for planning policies set out in paragraph 117 and those for determination in paragraph 118.

Each recommended policy can be tailored to a specific Local Planning Authority. The policies can be kept separate, or similar policies (for example, for priority habitats and species) could be combined. Each policy should be accompanied by 'supporting text/justification' prepared by the local authority, explaining the need for the policy, any relevant legislation or national policy, and any species, habitats, features or local designations of particular importance to the local authority that may need specific consideration.

### **RECOMMENDED POLICIES**

#### **1. Legally Protected Sites and Irreplaceable Habitats**

Proposals likely to have an adverse effect on Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites as shown on [Map X], will require a full assessment in line with European legislation. Development proposals affecting Sites of Special Scientific Interest (SSSIs) and National Nature Reserves (NNR) as shown on [Map X] 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.

#### **2. Local Sites**

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 [X District/Borough].

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.

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.

### **3. Priority Habitats and Hedgerows**

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, off-site compensation will be required so that there is no net loss in quantity and quality of Priority habitat in [X District/Borough].

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

### **4. Legally Protected Species**

Where there is a confirmed presence, or reasonable likelihood, of a legally protected 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.

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

### **5. Priority Species**

Where there is a confirmed presence or reasonable likelihood of Priority species being present on a development site, the developer will be required to demonstrate that an adequate mitigation plan is in place to ensure there is no net loss of Priority species.

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

**6. Biodiversity Offsetting**

In order to achieve no net loss of biodiversity the Council expects that the Defra Biodiversity Offsetting metric will be used to quantify the impacts of all development proposals upon habitats in ‘credits’.

Where residual impacts are calculated to remain after the application of on-site mitigation, Biodiversity Offsetting should be used to deliver the required compensation. The use of Biodiversity Offsetting will be secured through planning obligations where necessary.

**7. Green Infrastructure and Ecological Network**

Development proposals 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. Where this is not possible, financial contributions to facilitate improvements to the quality and extent of existing Green Infrastructure in [X District/Borough] will be sought.

**8. Living Landscapes**

The extents of the Living Landscapes in [X District/Borough] are identified on [Map X], these are:

- ...
- ...
- ...

Within each Living Landscape, opportunities for the preservation, restoration and re-creation 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.

## GLOSSARY

The following terms are recommended for inclusion in the Local Plan glossary.

**Ancient woodland:** an area that has been wooded continuously since at least 1600 AD.

**Avoidance:** Action taken to avoid a possible impact by either re-locating the works to an area that will not have an impact or timing them to avoid the impact i.e. outside of the bird breeding season, amphibian mating season, etc.

**Biodiversity Offsetting:** A standardised system – using conservation credits – to measure residual impacts of development and compensate by providing new wildlife habitat off-site.

**Compensation:** Measures provided to offset residual adverse impacts that remain after the application of mitigation. This can be the provision of an area of like-for-like habitat directly or providing financial contributions to achieve it.

**Green Infrastructure:** A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

**Important Hedgerow:** a hedgerow meeting the criteria set out in the Hedgerow Regulations 1997.

**Irreplaceable Habitats:** Habitats which is it not possible to re-create, due to their age and/or condition and/or composition. Includes Ancient Woodland and Veteran Trees in Essex.

**Legally Protected Species:** Those species protected under: The Protection of Badgers Act 1992, the Wildlife and Countryside Act 1981 (as amended) or the Conservation of Habitats and Species Regulations 2010 (as amended).

**Living Landscape:** Living Landscapes are large landscape-scale areas of the countryside, such as river valleys, estuaries, forested ridges, and grass and heath mosaics, which form ecological networks. The networks allow wildlife to move through them and increase their resilience to threats such as climate change, floods, drought, sea-level rise and development pressure. There are 80 Living Landscapes within Essex.

**Major proposal:** a major development proposal as defined by Article 8(7) of The Town and Country Planning (General Development Procedure) Order 1995.

**Mitigation:** Action taken to reduce the severity of adverse impacts. Mitigation can include minimising impacts by limiting the degree or magnitude of an action, or rectifying impacts by restoring, rehabilitating, or repairing the affected environment or reducing or eliminating impacts over time.

**Priority Species and Habitat:** Species and Habitats of Principal Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.

**Ramsar sites:** Wetlands of international importance, designated under the 1971 Ramsar Convention.

**Site of Special Scientific Interest:** Sites designated by Natural England under the Wildlife and Countryside Act 1981.

**Special Areas of Conservation:** Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Conservation of Habitats and Species Regulations 2010.

**Special Protection Areas:** Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.

**Veteran tree:** a tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.

## **USEFUL LINKS**

The following web-links provide further information.

[CIEEM - Chartered Institute of Ecology and Environmental Management](#)

[Natural England Standing Advice](#)

[Protected or designated wildlife areas](#)

[Natural England Green Infrastructure Guidance](#)

[Biodiversity Offsetting](#)

[Local Wildlife Sites](#)

[Standing Advice for Ancient Woodland and Veteran Trees](#)

## **APPENDIX 3: GENERAL POLICIES APPLICABLE TO LOCAL DISTINCTIVENESS, AND LINK BETWEEN BIODIVERSITY, DESIGN OF THE BUILT ENVIRONMENT AND THE HISTORIC ENVIRONMENT**

The following policies on local distinctiveness highlight the link between landscape, biodiversity, design of the built development, and the historic environment. The policies are provided for consideration of BBC as it prepares its Local Plan, and can be adapted to suit local circumstances.

### **1. General development criteria**

#### **Local distinctiveness**

Development will sustain the distinctive quality, character and diversity of environmental assets through:

- a) high quality sustainable design which reinforces the character and legibility of built environment and creates attractive places,
- b) the efficient use and conservation of natural resources of land, water and energy,
- c) the preservation and enhancement of the distinctive qualities of natural landscape, supporting opportunities identified within landscape character areas. Within the Area of Outstanding Natural Beauty, the primary objective will be to protect the special environmental qualities of that landscape and its setting,
- d) the protection and enhancement of designated sites of national and local biodiversity and geodiversity importance. Development will support opportunities for protecting and enhancing species populations and the restoration, recreation, enhancement and linking of habitats to contribute toward the delivery of Biodiversity Action Plan targets, and
- e) the preservation and enhancement of cultural and historic environment, and the protection of sites, buildings, areas and features of recognised national and local importance.

Development will be permitted provided that for sites containing or adjacent to Trees, Open Spaces and Woodlands:

- a) it retains woodlands and mature trees and tree belts, particularly where such trees form a distinctive edge, ridge or canopy or provide an important enclosure for public spaces;
- b) it respects the setting and character of natural areas and viewpoints;
- c) it does not have a detrimental impact upon the character of parks or other open spaces.



## **Broad locations for residential development**

In all cases the design of buildings should contribute positively to those attributes of a particular street which distinguish it, including building materials, height, roof form, fenestration, site coverage, car parking arrangements, spacing of buildings, retention of front and rear gardens, tree cover and other vegetation.

## **Suburban heartlands**

The Council will maintain and seek to enhance the quality of the Borough's environment by ensuring that all new development within the residential heartlands respects the positive features of suburban character, reinforcing local distinctiveness and a sense of identity. Where the residential area is more mixed in character or currently presents a lower quality environment, the Council may adopt a more flexible approach, requiring that new development is of a high quality that creates its own distinctive character.

## **General sustainable development principles**

Development should:

- a) be of a high standard of design, architecture and landscaping, respect and enhance the character of its surroundings and be in accordance with the Environmental Character of the area;
- b) create a strong sense of place by strengthening the distinctive historic and cultural qualities and townscape of the towns and villages through its design, landscaping and use of public art;
- c) conserve and enhance the landscape character, historic landscape, designated built environmental assets and their settings, and biodiversity of the environment making reference to the Environmental Character Assessment and Green Infrastructure Strategy.

## **2. Natural and built environment**

### **Natural environment**

The District Council will work with partners such as the Wildlife Trust and the community to protect and enhance the natural and historic environment in the District.

Proposals for development are expected to retain and add to local distinctiveness, retain tranquillity, avoid fragmentation of habitats and seek to enhance wildlife corridors and networks.

In addition, proposals should conserve and contribute towards the enhancement of the landscape character, biodiversity and geodiversity of the District, including those features listed below:

- a) the visual setting
- b) the Historic Parks and Gardens and their settings
- c) habitats and species
- d) sites and features in the emerging Action Plan
- e) locally recognised sites of biodiversity and geodiversity importance, including County Wildlife Sites, Local Nature Reserves and Regionally Important Geological/Geomorphological sites
- f) wildlife and green corridors.

### **Environmental assets**

The Council will conserve and improve the environmental assets of the District by requiring:

- a) the conservation and enhancement of the Area of Outstanding Natural Beauty and its setting
- b) the implementation of the objectives of national and local biodiversity action plans
- c) the protection of open spaces and action to address deficiency in open space
- d) the identification, retention and enhancement of green infrastructure assets, including the development of green corridors and networks
- e) the conservation and enhancement of landscape character, with reference to national and county-level landscape character assessments and, where appropriate, landscape character defined in more detail at local level
- f) the preservation or enhancement of historic environments (and, where appropriate, their settings) through the identification, protection and/or appropriate management of heritage assets
- g) The conservation and enhancement of watercourses, water bodies and their settings for their landscape character, biodiversity and recreational value – especially the River Thames and its valley corridor and the District's chalk streams.
- h) The prevention of inappropriate sub-division of agricultural land to avoid degradation of land of amenity value.

### **Good urban design and heritage**

The Council will seek to ensure that development:

- a) respects the local context and distinctive local character;
- b) creates a sense of welcome by promoting legible places through the development of landmark buildings, public realm features, landscape and public art.

The Council will designate and seek to preserve or enhance heritage areas in the Borough, designated as Conservation Areas or Areas of Special Local Character, and the statutory and local list of buildings.

### **The natural and built Environment and Green Belt**

Subject to the District's need to plan for new greenfield development, the landscape character of the whole District will be protected and where appropriate enhanced.

Where criteria based planning policies cannot provide the necessary protection, local landscape designations will be identified:

- a) to protect the high quality of the landscape which is important to the setting of the towns;
- b) to protect those 'green wedges' in town which are an important part of its character and distinctiveness;
- c) to protect appropriate green space within the main built up areas.

### **Ensuring the vitality of town centres**

Refer to paragraph 23 from NPPF. New development should aim to be well connected to existing town centres and not to impact negatively on the current trading/businesses activities.

### **Supporting a prosperous rural economy**

Refer to paragraph 28 from NPPF. Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.

### **Promoting sustainable transport**

When choosing the location for new development this policy in its entirety should be considered.

Sustainable transport is crucial in order to create a good quality environment on new developments, whether it involves creating new infrastructure, linking with existing or improving the current infrastructure. Green links and green infrastructure form part of the transport network.

### **Promoting healthy communities**

In addition to this NPPF policy, the developer will be asked to provide an adequate amount of green public open spaces, green routes, avenues or street tree planting within the development. The bigger the development, in terms of density and population, the higher the green open space provision will have to be. High density development will require bigger green open spaces.

### **Meeting the challenge of climate change, flooding and coastal change**

New developments should have a proactive approach to minimise energy consumption and to promote renewable energy. This is closely connected to NPPF policy 'Requiring good design' and it has a great impact on the landscape in the short and long term.

### **3. Landscape specific**

#### Protection and enhancement of the landscape

The landscape of the District will be protected for the sake of its own intrinsic beauty and its benefit to the rural character and in the interests of biodiversity, geodiversity and historic conservation. Development should have particular regard to maintaining the aesthetic and biodiversity qualities of natural and man-made features within the landscape, including a consideration of individual or groups of natural features such as trees, hedges and woodland or rivers, streams or other topographical features.

The release of land will have regard to the findings of the Council's Landscape Character Assessment (LCA) and Settlement Fringe Landscape Assessment to ensure land is released, where appropriate, in areas where the impact on the landscape is at a minimum.

Development should also be designed to be sympathetic to landscape character, and informed by the LCA.

High protection will be given to the landscape, reflecting its role as a regionally significant green infrastructure asset. Proposals within the Landscape Character Areas will not be permitted where these would result in harm to key visual features of the landscape type, other valued components of the landscape, or where proposals would result in a change in the landscape character.

High protection will also be given to the River Valleys and Chalk Rivers as identified in the Landscape Character Assessment, recognising their defining natural features, rich biodiversity and the undeveloped character of their shallow valleys.

The Council expects all development within the District to be of the highest design quality in terms of both architecture and landscape. It should have regard to good practice in urban design and fully consider the context within which it sits. It should embrace opportunities to enhance the character and appearance of an area and contribute to creating a sense of local distinctiveness.

### **Landscape character**

Development will be permitted where it protects and/or conserves and/or enhances the key characteristics of the landscape character area in which it is located, including:

- a) the development pattern of the area, its historical and ecological qualities, tranquillity and sensitivity to change;
- b) the pattern of woodlands, fields, hedgerows, trees, waterbodies and other features; and
- c) the topography of the area.

### **Priority Habitats and Hedgerows**

Refer to Appendix 2.

### **Legally Protected Species**

Refer to Appendix 2.

### **Priority Species**

Refer to Appendix 2.

### **Biodiversity Offsetting**

Refer to Appendix 2.

### **Living Landscapes**

Refer to Appendix 2.

## **4. Green infrastructure**

A net gain in green infrastructure will be sought through the protection and enhancement of assets and the creation of new multi- functional areas of green space that promote recreation and tourism, public access, green education, biodiversity, water management, the protection and enhancement of the local landscape and historic assets and mitigation of climate change, along with green economic uses and sustainable land management.

Sub-Regional Green Infrastructure corridors will connect locations of natural and historic heritage, green space, biodiversity or other environmental interest. They will be safeguarded through:

- a) Not permitting development that compromises their integrity and therefore that of the overall green infrastructure framework;
- b) Using developer contributions to facilitate improvements to their quality and robustness;

- c) Investing in enhancement and restoration where the opportunities exist, and the creation of new resources where necessary.

Development will contribute towards the establishment, enhancement or ongoing management of a series of local corridors linking with the sub-regional corridors. Priorities for investment will be those areas where net gains in the range of functions can be improved, particularly those that improve access to the urban core and rural service centres and remedy local deficiencies in open space provision and quality.

Green infrastructure of local and strategic importance will be protected and enhanced. All new development will be expected to contribute towards the provision of additional green infrastructure and the protection and enhancement of the district's existing green infrastructure. The Council will when allocating sites for development in subsequent Development Plan Documents have full regard to the protection and enhancement of the quantum and/or function of green infrastructure. The Council will set out specific requirements within subsequent Area Action Plans and/or other Development Plan Documents for the protection or enhancement of green infrastructure on allocated development sites.

Through its layout and design, new development should respond to the location of existing green infrastructure and should support appropriate uses and functions.

Through the Development Management process where it is considered that the development will have a detrimental effect on the quantum or function of existing green infrastructure then the development will not be permitted unless replacement provision is made that is considered to be of equal or greater value than that which will be lost through development.

In enhancing existing green infrastructure, development should seek to provide physical/functional linkages between different elements of green infrastructure, and introduce an appropriate multi-functional use of spaces and linkages. This may be achieved in part through the improvement of the function of existing green infrastructure.

On-site provision and/or off-site contributions will be sought. Such provision will be required in accordance with adopted policies and strategies relating to green infrastructure and biodiversity network provision.

Where compensatory provision is to be made for the loss of existing green infrastructure the provision of new and/or enhancement of green infrastructure will be required in addition to any compensatory provision. Where appropriate, in accordance with adopted standards, the Council will seek to secure via planning obligations provision for the future management and/or maintenance of green infrastructure.

### **Green infrastructure and ecological network**

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

## **5. Development in the countryside**

### **Development in the villages and rural areas**

The relationship between the natural and built features of the landscape will be preserved, enhanced and, where necessary, restored, this being the principal determinant of the character of rural area. Development will maintain the local distinctiveness of particular localities.

### **Developing tourism**

The Council will promote and enhance tourism development in the District by:

- a) encouraging agricultural diversification to create quiet recreation and small scale
- b) sensitively designed visitor attractions and accommodation in the District's countryside;
- c) promoting new walking and cycling routes including long-distance routes and linkages to national networks.

### **Rural settlements and the rural areas**

The rural settlements and rural areas of the District will be sustained by:

- a) ensuring new development respects the particular character and sense of place of villages and hamlets;
- b) strictly controlling development in the open countryside;
- c) protecting and enhancing the environmental assets of the rural areas.

## **6. Design quality**

Development proposals will be expected to conform to the following design principles:

- a) demonstrating a scale and layout appropriate to the site and its surroundings;
- b) conserving or enhancing the quality and distinctiveness of the built environment and local landscape character.

## **Delivering a wide choice of high quality homes**

Policy linked with Landscape; high quality development is linked with good landscape design/strategy in order to provide the maximum environmental benefits.

## **Requiring good design**

The design of the built environment is connected to the natural environment. In recent years, building materials and techniques have improved dramatically and in particular in relation to renewable energy in buildings. It is now possible to deliver affordable low-carbon energy housing.

## **Landscape and Visual Impact Assessment (LVIA)**

For some developments, a LVIA will be required. LVIA may be carried out either formally, as part of an Environmental Impact Assessment (EIA), or informally, as a contribution to the 'appraisal' of development proposals and planning applications.

When is LVIA carried out?

- LVIA as part of EIA

LVIA applies to all projects that could require a formal EIA. EIA has been formally required in the UK for certain types of projects and/or in certain circumstances. It applies not only to projects that require planning permission but also to those subject to other consent procedures like use of agricultural land for intensive agricultural purposes, irrigation and land drainage requirement or reclamation of land from the sea.

- LVIA in the 'appraisal' of development proposals

The principles and processes of LVIA can also be used to assist in the 'appraisal' of forms of land use change or development that fall outside the requirements of the EIA Directive and Regulations. Applying such an approach in these circumstances can be useful in helping to develop the design of different forms of development or other projects that may bring about change in the landscape and in visual amenity. Reference is sometimes made to the 'appraisal' of landscape and visual effects when such work is carried out outside the requirements of the EIA Directive and Regulations, and Local Planning Authorities may ask for such 'appraisals' where planning applications raise concerns about effects on the landscape and/or visual amenity.

## **Landscape Character**

Landscape Character Assessment has been carried out for the whole county. An assessment can be made of the effects of a proposed development on that landscape character to determine the landscape impact. A landscape character assessment can also be used as a tool for landscape conservation.



## APPENDIX 4

### BRENTWOOD LOCAL PLAN CONSULTATION – FLOOD AND WATER

#### MANAGEMENT ASSESSMENT

##### SITE SPECIFIC COMMENTS

Site number	Location	Area (Ha)	Maximum Number of Dwellings	Within Flooding Hotspot	Within EA UFMfSW
001A and 001B	Land north of Highwood Close including St Georges Court, Brentwood	0.47 and 0.81	52	No	001B (Yes)
003	Wates Way Industrial Estate, Ongar Road, Brentwood	0.96	80	No	No
005	Essex County Fire Brigade HQ, Rayleigh Road, Brentwood	1.26	50	Brent-H	Yes
013B	Warley Training Centre, Essex Way, Warley	0.66	50	No	Yes
020,021 and 152	West Horndon Industrial Estates, Childerditch Lane and Station Road, West Horndon	6.39, 9.84 and 0.83	500	020 and 021-Horn-C	Yes
039	Westbury Road Car Park, Westbury Road, Brentwood	0.27	22	No	Yes
040	Chatham Way/ Crown Street Car Park, Brentwood	0.33	26	No	No
041	Land at Hunter House, Western Road, Brentwood	0.22	22	No	Yes
042	Land at Bell Mead, Ingatestone	0.22	16	No	Yes

044 and 178	Land at Priests Lane, Brentwood	4.45 and 0.9	130	Brent-E	No
081	Council Depot, The Drive, Warley	1.71	68	No	No
098	Ingleton House, Stock Lane, Ingatestone	0.26	10	No	No
099	Victoria Court, Victoria Road, Brentwood	0.5	40	Brent-D	No
100	Baytree Centre, Brentwood	1.34	200	No	No
010	Sow and Grow Nursery, Ongar Road, Pilgrims Hatch	1.2	37	No	No
128	Ingatestone Garden Centre, Roman Road, Ingatestone	3.25	60	No	Yes
200	Dunton Hills Garden Village	237.49	2,500	No	Yes
022	Land at Honeypot Lane, Brentwood	10.9	250	No	Yes
023	Land off Doddinghurst Road, either side of A12, Brentwood	7.2	250	No	Yes
032	Land east of Nags Head Lane, Brentwood	5.8	150	No	No
034, 087 and 235	Officer's Meadow, Alexander Lane/Chelmsford Road, Shenfield	20.4, 1.73 and 1.36	600	Brent-A	Yes
079A	Land adjacent to Ingatestone by-pass (part bounded by Roman Road)	1.39	42	Ingate-B	No

<b>Site</b>	<b>Within 'Flooding Hotspot'</b>	<b>At risk from surface water flooding</b>	<b>Description of flood risk</b>
001B	No	Yes	The north eastern portion of this site is shown to be at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
005	Yes	Yes	The southern tip of this site is at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. In addition, this site falls entirely within the Brent-H flooding hotspot and 6 properties are at risk of internal flooding in a 1:20 year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
013B	No	Yes	The centre of this site is at risk of flooding in a 1 in 100 event from surface water according to the EA Updated Flood Map for Surface Water. It is strongly recommended

			that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
020,021 and 152	Yes	Yes	Significant parts of these sites are at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. In addition, 020 and 021 fall entirely within the Horn-C flooding hotspot and 159 properties are at risk of internal flooding in a 1:20 year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
039	No	Yes	The northern tip of this site is at risk of flooding in a 1 in 100 event from surface water according to the EA Updated Flood Map for Surface Water. In addition, this site falls entirely within the Brent-H flooding hotspot and 6 properties are at risk of internal flooding in a 1:20 year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
041	No	Yes	The northern tip of this site is at risk of

			<p>flooding in a 1 in 100 event from surface water according to the EA Updated Flood Map for Surface Water. In addition, this site falls entirely within the Brent-H flooding hotspot and 6 properties are at risk of internal flooding in a 1:20 year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.</p>
042	No	Yes	<p>A significant part of this site is at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.</p>
044 and 178	Yes	No	<p>These sites fall entirely within the Brent-E flooding hotspot. 1 residential property is at risk of internal flooding in a 1:20 year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.</p>
099	Yes	No	<p>This site falls entirely within the Brent-E flooding hotspot. 15 residential properties</p>

			are currently at risk of internal flooding in a 1:20 year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
128	No	Yes	The eastern portion of this site at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
200	No	Yes	A significant part of this site is at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
022	No	Yes	A significant portion of this site is at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. It is strongly recommended that any

			development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
023	No	Yes	The southern tip of this site is at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
034, 087 and 235	Yes	Yes	The western and northern portions of these sites are at risk of flooding in both 1 in 30 and 1 in 100 events from surface water according to the EA Updated Flood Map for Surface Water. In addition, sites 087 and 235 fall entirely within the Brent-A flooding hotspot and there are currently 13 residential properties at risk of flooding in a 1 in 20 year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
079A	Yes	No	This site falls within the Ingate-B flooding hotspot. 17 residential properties are currently at risk of internal flooding in a 1:20

			year event. It is strongly recommended that any development actions on this site do not exacerbate the existing risk of surface water flooding on this site and flood management infrastructure should be installed to accommodate any additional development.
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**Evidence base**

- Brentwood Surface Water Management Plan (2015)
- Environment Agency Updated Flood Maps for Surface Water Flooding (2013)