

Report to Councillor David Finch, Leader of the Council	Forward Plan reference number: FP/406/02/16
Date of report: 22 nd March 2016	County Divisions affected by the decision: All Divisions in Brentwood Borough
Title of report Essex County Council formal response to the public consultation of the Brentwood Borough Draft Local Plan, February 2016	
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1. Purpose of report

- 1.1. The purpose of this Cabinet Member Action (CMA) is to approve the proposed Essex County Council (ECC) formal response to the public consultation of the Brentwood Draft Local Plan Consultation Document, as set out in Appendix 1.

2. Recommendations

- 2.1 Agree to send the response in Appendix 1 concerning the Brentwood Draft Local Plan Consultation Document, February 2016.
- 2.2 Agree that ECC will continue to work with Brentwood Borough Council (BBC) as it prepares its Local Plan to ensure the full range of infrastructure requirements arising from growth and development options are appropriate and adequately assessed, to ensure the delivery of key services potentially arising from the planned growth. In particular, as highway authority, partnership working with BBC, their highway consultants, and Highways England (HE) will be necessary to review modelling to date, and identify necessary mitigation measures on the strategic (M25/A12/A127), local and wider highway network. ECC, as education authority, will need to undertake further assessments to inform the pre submission Plan, and in particular to maximise sustainable home-to-school travel, and reduce its costs, and to ensure the location of development sites ensure viability to fund necessary new schools on appropriate sites.

The highway authorities, namely ECC and HE, will continue to assist BBC in progressing the Local Plan with regards highway matters of both local and strategic nature. The draft highway modelling report undertaken by BBC, and its consultants, is presently being reviewed by ECC and HE. 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.

3. Background and Proposal

Background and planning policy context

- 3.1 The Government requires local authorities to put in place Local Plans which provide certainty for the supply of housing land for a period up to 10 years, and ideally for up to 15 years, together with proposals for economic growth, infrastructure development and other specific requirements such as the provision of sites for Travellers. The importance of having an up to date Local Plan for the future development and growth of a local authority's area was emphasised by the recent announcement by the Minister for Housing and Planning (Brandon Lewis M.P.) who stated that the Government will intervene in Local Plan preparation, where a local authority has not produced a Local Plan by 2017. It is therefore now necessary for BBC to prepare the next Brentwood Local Plan for 2013 to 2033.
- 3.2 Preparation of the Brentwood Local Plan Consultation first took place in 2009 on the Core Strategy Issues and Options and then the Preferred Options in 2013. During the period of 2009 – 2013 the East of England Plan was revoked and Brentwood BC commissioned updated additional evidence to identify its own housing requirements, its objectively assessed need for housing (OAN) in accordance with the National Planning Policy Framework (NPPF).
- 3.3 As part of the Core Strategy Issues and Options consultation (2009) BBC sought public views on four spatial options to guide future development in the Borough at the levels required by the (then) regional plan, the East of England Plan (175 new homes per year and job growth to match). When identifying available land to meet development needs evidence suggested this could be fully met on brownfield land within urban areas. The four spatial options were:
 - Option 1, Centralised Growth: Focus development in and around the Brentwood urban area.
 - Option 2, Transport Corridor-led Growth: Development in central areas but also areas with strategic transport connections, such as major highways and rail stations.
 - Option 3, Semi-Dispersed Growth: Development in and around Brentwood and main Borough villages.
 - Option 4, Dispersed Growth: Development at all settlements across the

Borough.

Consultation responses suggested a preference for options 1 & 2.

- 3.4 As part of the Your Neighbourhood Consultation (2011) specific sites suggested to the Council for development were made available for public comment. This expanded on the spatial options of 2009 to show where land could be available for development. This was still within the context of the East of England Plan development targets.
- 3.5 The Council's Preferred Options consultation (2013) proposed a spatial strategy that derived from option 2, transport-led growth. This focused growth in Brentwood, Shenfield and West Horndon, along with suitable developed sites in the Green Belt and brownfield development in other villages. Importantly this was a variation on spatial option 2 because, by this time, the East of England Plan had been abolished leaving the requirement to plan for OAN, which evidence suggested were significantly more than the old regional plan target, around 360 new homes per year. Proposed growth was identified at:
- Brentwood and Shenfield Urban Area - 1,800 dwellings,
 - West Horndon – 1,500 dwellings,
 - Villages excluded from the Green Belt (other than West Horndon) – 200 dwellings,
 - Villages in the Green Belt – 0-15 dwellings.
- 3.6 Proportionately more growth at West Horndon was proposed because of the comparative capacity for growth in that location, and less growth in Ingatestone because of capacity and land constraints. The strategy also considered lack of capacity in the Brentwood urban area and north of the Borough in terms of infrastructure such as roads (due to congestion), primary schools, GP facilities and a higher landscape value. Consequently it was proposed that the Borough meet a higher development need than the abolished regional target but, due to capacity constraints, not meet the full objectively assessed housing need.
- 3.7 ECC responded to the 'Preferred Options' consultation with specific concerns regarding:
- Lack of an evidence base to inform the proposed spatial strategy including highways modelling, OAN for housing; Strategic Housing Market Assessment (SHMA); Green Belt Review; Surface Water Management Plan; and other technical documents.
 - Education requirements. An assessment identified a deficit in primary school places and a need for additional early years and childcare places; secondary schools generally had surplus capacity, but this was not consistent across the borough, and has since become a concern to ECC with the potential opening of a new Free School (eg Ongar).
 - Lack of consideration regarding the potential impact of Crossrail.

3.8 BBC's Strategic Growth Options consultation (2015) was prepared in light of lessons learned after summer 2013, such as consideration of consultation representations and a clearer view of Planning Inspectorate decisions on other authority plans regarding housing need.

3.9 The Growth Options document set out the continuing narrative of the spatial options that had gone before but now within the context of meeting full OAN, specifically housing needs of 362 new homes per year. For the purpose of considering approaches to future development the document set out that the whole Borough could be divided into three broad areas drawn up to focus on existing transport corridors. The three areas were distinguished as having different characters and issues for consideration and so could potentially accommodate different approaches to growth. However, it was made clear that each area should not be considered in isolation. The three areas were:

- North of the Borough,
- A12 Corridor,
- A127 Corridor.

3.10 The consultation highlighted the following:

- Need to re-visit the housing target now at 5,500 (or from 175 dwellings pa to 362 pa);
- Only 2,500 homes could be developed on brownfield land in urban areas
- Need to consider the use of Green Belt Land for any housing provision over 2,500;
- An increase in new employment land needed to be identified consistent with the level of housing growth;
- Introduced the Dunton Garden Suburb concept within the Brentwood Local Plan process;
- To present the list of all suggested sites (with no assessment of suitability); and
- The need to undertake further infrastructure modelling.

The size and distribution of growth across the 3 broad areas was not stated within the consultation.

3.11 In responding to the 'Strategic Growth Options' consultation ECC considered that the consultation was a starting point for the development of a Local Plan for the Borough. It was acknowledged that significant evidence was still to be undertaken and published at the time of the consultation. This was considered necessary to enable the full consideration of all reasonable alternative growth options to take place and to inform a preferred spatial strategy. The ECC response highlighted the concern that the Strategic Growth Options had been prepared in advance of this evidence base (including highway modelling) and until the evidence was in place and publicly available, it was not possible for ECC to support any of the Strategic Growth Options.

Dunton Garden Suburb Concept Consultation (6 January – 16 March 2015)

3.12 This was a separate “standalone” concept consultation, between Basildon Borough Council and BBC to jointly explore the concept of a new cross boundary Garden Suburb development located to the west of Laindon and east of West Horndon and A128. This consultation did not form part of the Local Plan preparation process for either authority and a separate joint decision will need to be taken by the authorities on whether or not to progress the concept and, if so, the appropriate Local Plan process.

3.13 The stated concept and principles included:

- 4,000 – 6,000 dwellings (a mixture of sale, rent and affordable housing);
- a mix of industrial and commercial development;
- new/additional infrastructure including the potential for a new railway station;
- a single access onto the A127 utilising the existing A127 Dunton Junction;
- biodiversity and ecology gains including open space and green paths connecting to the two nearby country parks; and
- a wedge of green countryside to be retained between the proposal and the A128 to the west.

3.14 It was recommended that ECC withhold support for any potential cross boundary development at Dunton Garden Suburb until key pieces of evidence were publicly available for consideration. It was acknowledged that significant additional work was required to progress Brentwood Local Plan from its broad spatial growth options to a preferred spatial strategy identifying the overall housing requirement, and its distribution throughout the borough.

Draft Local Plan Spatial Strategy (current consultation)

3.15 The Draft Local Plan proposes to meet its OAN of 7,240 additional dwellings and up to 5,000 jobs over the Plan period. The proposed spatial strategy takes into account the Borough’s character (Borough of villages set amongst countryside, surrounding Brentwood market town and its suburban areas) and infrastructure links (two transport corridors around A12 and A127). It aims to balance local development needs with Borough character. Within this context, four areas are identified when considering how to meet development needs, namely:

- Rural North,
- A12 Corridor,
- Rural South,
- A127 Corridor.

3.16 Growth in the rural north and south will be limited to retain local character, with any growth encouraged via brownfield opportunities to meet local needs in villages or on previously developed land in the Green Belt, but where links are maintained to existing villages. The focus of growth will be directed to the key transport corridors, namely the A12 Corridor at Brentwood and Shenfield, and the A127 Corridor at new strategic allocations at Dunton Hills Garden Village and an employment site at the M25, J29 Brentwood Enterprise Park.

3.17 Provision is made for 7,240 new residential dwellings (net) to be built in the Borough over the Plan period 2013-2033 at an annual average rate of 362 dpa. This is consistent with the OAN figure for the Borough. Of these some 5,185 are new allocations arising from the Strategic Housing Land Assessment/Call for Sites. A sequential approach has been adopted to identify the most sustainable locations for development, and is identified below:

- Extant planning permissions: Ensure planning permissions are taken into account when identifying future supply (**744 dwellings**).

New Allocations

- Urban areas: Prioritise brownfield sites in urban areas and other suitable land (**1296 dwellings**).
- Brownfield sites in Green Belt: Utilise previously developed sites connected to urban areas and within reach of services and infrastructure. i.e.: Sow & Grow Nursery, Ongar Road; and Ingatestone Garden Centre (**97 dwellings**).
- Strategic sites (Green Belt): Larger scale development to form new communities, delivering local services and infrastructure. i.e. Dunton Hills Garden Village (new self-sustaining community with **2,500 new dwellings**); and Brentwood Enterprise Park (new business park 'employment village' on brownfield land at M25 J29).
- Greenfield urban extension sites in Green Belt: As the above does not meet needs fully or quickly enough, urban extensions with clear defensible boundaries are proposed in transport corridors, providing a five year supply of housing as required by Government. i.e. Officer's Meadow, Shenfield; land at Doddinghurst Road either side of A12, Brentwood/Pilgrims Hatch; land at Honeypt Lane, Brentwood; and land at Nags Head Lane, Brentwood (**1292 dwellings**).
- Windfall: Historically high amounts of windfall delivery (development built that had not previously been identified) can be expected to continue (**928 dwellings**).

Of the allocation some **383 dwellings** have been completed between 2013/14 and 2014/15.

3.18 Provision will be made for Gypsy and Traveller sites within the Borough to meet identified needs. Provision will be made for 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 will make provision for 20 pitches. The following temporary sites will 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).

3.19 Policy 5.3 Job Growth and Employment Land makes provision for 5,000 additional jobs at an annual average rate of 250. Job growth will be distributed

primarily through new employment (B-use) allocations but supported by existing employment sites (including those not previously allocated) and appropriate redevelopment where appropriate. Some 19ha of employment land in Brentwood urban area is being redeveloped for residential use, and suitable replacement sites are not available within the urban area. Consequently, some 48.2 ha of employment land will be allocated in the plan, of which some 32.8 hectares of new employment land will be identified outside of the urban area, at the following locations:

- Brentwood Enterprise Park (M25 works site) - 23.41ha (up to 2500 jobs),
- Land adjacent to Ingatestone by-pass (part bounded by Roman Road) - 2.06 ha,
- Childerditch Industrial Estate - 2.34 ha,
- Dunton Hills strategic allocation - 5 ha.

The other additional employment land, some 15.39 ha, is existing employment sites, which are now being formally allocated.

3.20 Policy 5.4: Retail and Commercial Leisure Growth makes provision for 4,844 square metres (net) of comparison retail floorspace and 3,833 square metres (net) of convenience floorspace to be provided at new retail allocations as part of redevelopment opportunities on strategic sites identified in:

- Brentwood Town Centre (William Hunter Way (1.3ha) and Baytree Centre, including public realm (1.34ha),
- Dunton Hills Garden Village – to meet local need,
- West Horndon - to meet local need.

3.21 The full retail floorspace needs cannot be met in Brentwood urban area, Shenfield, Warley Hill and Ingatestone and hence allocations are made within the mixed use allocations at Dunton and West Horndon.

3.22 BBC is preparing a Masterplan for Brentwood Town Centre to establish a vision and consider how to deliver new development that contributes to enhancing the town through improved links, public realm improvements (ie Chapel Ruins) and key gateway development opportunities.

3.23 In order to meet identified need the Local Plan identifies strategic sites, which are considered critical in delivering the Plan's key development objectives. These include:

- Policy 7.1 – Dunton Hills Garden Village – a new Borough village in the A127 Corridor based on garden village principles, which will be self sustaining providing 2500 new homes, at least 5ha employment land, local shops, community facilities, open space, schools and healthcare facilities. A masterplan will be prepared for the development.
- Policy 8.2 – Brentwood Enterprise Park – new employment floorspace at Former M25 Works Site, South of A127 providing 23.5ha of B1-B8 uses of

high quality buildings, and at Land at Codham Hall, North of A127 providing 6.6ha of newly regulated employment land (B1-B8). To be supported by a Green Travel Plan.

- Policy 8.6 – Brentwood Town Centre - William Hunter Way car park will be redeveloped to provide a mixed use scheme of new retail, commercial floorspace and public realm linkages to the High Street, and the Baytree Centre will involve some redevelopment to provide a mixed use scheme of retail, leisure, residential and public realm improvements around the Chapel Ruins.

3.24 New development will be focussed on land within the Borough's Transport Corridors. Growth is directed to the A127 Corridor as CBC considers it provides an opportunity for growth with new services, facilities and infrastructure. These same opportunities are not possible in the A12 Corridor considering the higher impact on existing services and lack of contained land to provide for similar development numbers. It is recognised that the A127 highway is constrained and further work will need to be undertaken with the Highways Authority and Highways England to determine opportunities to improve capacity and traffic flow.

3.25 The Local Plan supports all forms of sustainable transport, and future developments will be located in accessible locations to help reduce the need to Travel. Where travel is necessary public transport (rail, bus, taxi), walking, and cycling will be promoted as an alternative means of transport to the private car. Major generators of travel demand should be located in Brentwood Town Centre and in District Centres. Brentwood Enterprise Park, adjacent to the M25/A12 will need to be supported by a Green Travel Plan linking this site with Brentwood, Shenfield, West Horndon and Dunton Hills Garden Village.

3.26 Crossrail is supported and continued support is provided to secure improvements to the public realm and circulation around Brentwood and Shenfield stations to accommodate increased 'footfall'. BBC will consider the scope for 'park and walk' schemes subject to detailed feasibility studies

3.27 Development proposals in the vicinity of key gateways (Policy 6.5) into Brentwood Borough, will contribute to enhancing a positive impression of the Borough. This may involve innovative architecture, high quality design and materials, public art, sensitive landscaping and planting, enhancing the public realm, and clear signposting. Gateways include:

- Highway junctions,
- Rail stations.

3.28 In order for Brentwood Borough to grow economically and to provide adequate housing for its population, the Local Plan acknowledges that Green Belt land must be made available to meet OAN, and to secure economic growth, primarily at strategic locations.

3.29 Outside of these allocations further development will need to meet the requirements of Green Belt policy in the NPPF, be in accordance with other policies in the Plan, not harm its visual amenities and not compromise the openness of the Green Belt, or increase the risk of urban sprawl. Development Management Policies 9.8 to 9.12 emphasise this stance.

Next stage

3.30 Public consultation on the Draft Local Plan concludes on 23 March 2016. BBC will review all consultation responses, consider the implications of forthcoming evidence and will then prepare and consult on a 'Pre Submission' version of the Local Plan. This consultation is scheduled to take place in Autumn 2016, prior to being submitted to the Secretary of State. ECC can make further representations at that stage and in the meantime ECC and BBC officers' continue to engage actively, constructively and on an on-going basis to inform the preparation of the new Brentwood Local Plan, and ensure ECC interests are appropriately reflected.

3.31 The proposed ECC response to the issues is summarised in Section 4 below, with the detailed response outlined in Annex 1 of this report. There are no defined consultation questions and ECC's comments are set out against the relevant sections of the draft Plan.

3.32 Following receipt of the report reviewing the Draft Highway Modelling Report by the end March 2016, regular meetings will be established to address and recommendations of the report, and progress the modelling to inform the Pre Submission version of the Local Plan.

4. Summary of proposed ECC response

- 4.1 The full response for the consultation is provided in Annex 1 to this report. A summary of key issues is outlined below.
- 4.2 As part of the ECC internal consultation process, relevant functional areas within ECC have considered if there are any implications of the Draft Local Plan and its preferred spatial strategy for Brentwood on their service and if any other issues should be considered by BBC as Local Plan preparation continues. A summary of the response is detailed below, and raises the following issues.
- 4.3 Duty to Cooperate ECC welcomes and 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. Reference should be made, in Policy 10.7, 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.
- 4.4 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.

- 4.5 Housing provision. It is recommended that 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.
- 4.6 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.
- 4.7 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.
- 4.8 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.
- 4.9 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.

- 4.10 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.
- 4.11 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.
- 4.12 Sustainable transport. It is recommended that 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.
- 4.13 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.
- 4.14 School provision. It is recommended that ECC will continue to work with BBC to ensure education needs are appropriate 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.

- 4.15 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.
- 4.16 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.
- 4.17 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).
- 4.18 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.
- 4.19 Early Years and childcare: It is recommended that the Draft Local Plan makes 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.

- 4.20 Community Infrastructure: It is recommended that the emerging Local Plan and supporting evidence clearly addresses 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.
- 4.21 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.
- 4.22 Waste. It is recommended that reference is made 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.
- 4.23 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.

- 4.24 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' (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.
- 4.25 Surface Water Management. It is recommended that ECC support 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.
- 4.26 Natural environment. It is recommended that 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.
- 4.27 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.

5. Policy context and Outcomes Framework

- 5.1 ECC is keen to influence and shape future spatial development strategies and policies delivered by Local Planning Authorities throughout Essex. ECC also aims to ensure that local strategies and policies provide the greatest benefit to deliver a buoyant economy for the existing and future population that live, work, visit and invest in Essex. Involvement is necessary because of the ECC role as:

- a key partner within Essex promoting economic development, regeneration, infrastructure delivery and new development throughout the County; and
- the strategic highway and transport authority, including responsibility for the delivery of the Essex Local Transport Plan and
- the local highway authority; local education authority; Minerals and Waste Planning Authority; and major provider of a wide range of local government services throughout the county of Essex.

5.2 Vision for Essex 2013 – 2017 Sets out the Cabinet’s vision and priorities for the next four years and this will inform the development of a revised corporate strategy designed to,

- increase educational achievement and enhance skills
- develop and maintain the infrastructure that enables our residents to travel and our businesses to grow
- support employment and entrepreneurship across our economy
- improve public health and wellbeing across Essex
- safeguard vulnerable people of all ages
- keep our communities safe and build community resilience and
- respect Essex’s environment.

5.3 The vision for Essex is based on the following principles,

- We will spend taxpayers’ money wisely
- Our focus will be on what works best, not who does it
- We will put residents at the heart of the decisions we make
- We will empower communities to help themselves
- We will reduce dependency
- We will work in partnership
- We will continue to be open and transparent.

5.4 The proposed ECC response outlined in this report is consistent with the above principles because it aims to facilitate working in partnership to deliver the best outcomes for service users.

5.5 Council’s Outcomes Framework for Essex was adopted in February 2014 - a statement of seven outcomes that set out its ambition based on its Vision for Essex 2013-17 (outlined above). The Commissioning Strategies provide a focus for the Council and partners in targeting resources and shaping service delivery.

5.6 The relevant outcome from the framework is, ‘ECC, working with partners, has a key role to play in delivering sustainable economic growth for Essex communities and businesses’.

5.7 To enable growth (those strategic elements that must be firmly in place to support employment and housing growth) ECC will focus on a number of strategic actions,

- Generating a stronger skills base

- Ensuring relevant physical infrastructure is in place and improving local, national and international connectivity
- Delivering quality new homes to meet local need
- Maintaining a relevant business support offer and structures
- Raising aspirations for growth locally
- Improving the inward investment offer and developing our global brand
- Improving partnership working.

5.8 To embed growth (elements required to ensure that growth is sustainable and impacts directly on the communities of Essex) ECC will focus on the following strategic actions,

- Ongoing improvement of business space
- Improving international competitiveness and developing effective innovation capacity
- Establish effective supply chain networks
- Improving the quality of the environment
- Increasing economic participation and reducing worklessness
- Together these actions form the Commissioning Strategy framework.

5.9 The proposed ECC response outlined in this report supports both the enabling and embedding strategic actions.

5.10 The Economic Plan for Essex (2014) is based on the collective ambitions of all local authorities in Essex. It identifies the steps that local partners will take together, alongside the private sector and HM Government to accelerate local growth over a seven year period (2014-2021) and lays the foundation for long-term sustainable growth in the years to follow. The Plan states the capacity of key transport corridors within Essex is a key challenge to securing growth; a challenge that partners are working together to meet.

5.11 In addition there are six issues from the Plan that have relevance to this consultation and are reflected in the proposed ECC response outlined in this report.

- Issue 1: Enhancing the Essex workforce – ensuring there are the right skills to support existing and future employers as well as the needs of businesses in key growth sectors.
- Issue 2: Unlocking growth in Essex’s strategic growth corridors. Investment to enable growth and development in established corridors offers the greater return on investment. Delivering and enabling significant infrastructure developments can help address capacity issues on Essex’s strategic road and rail links that place a limit on potential growth; unlock housing growth – increasing housing supply to help ensure that residents have access to affordable housing; unlock job growth – ensuring key growth sectors have access to the land and premises they need to expand and sustain employment; and make Essex more attractive to investors (at home and overseas), business and the people they employ.

- Issue 3: Enhancing the productivity within the Essex economy - exploiting a competitive advantage in key sectors and to bring about a step change in local innovation and Research and Development investment.
- Issue 4: The reputation of Essex. If Essex is to attract businesses into the county, and attract investment from the UK and overseas, it needs to develop and maintain the right reputation. Research from KPMG suggests that investors focus on a small number of basic criteria when selecting locations: political stability, economic growth, the accessibility of skilled human resources, the quality of education and the availability (and cost) of real estate.
- Issue 5: Resistance to development. Delivering our ambitions will require local partners to achieve an unprecedented level of housing and physical development. While residents across Essex would recognise the general need for more homes and more local jobs, the specific design, location and phasing of development can in some cases, present a challenge for communities. Partners will need to engage with communities and their representatives, demonstrating the powerful case for sustainable growth and the benefits this can bring to our neighbourhoods, villages, towns and cities.
- Issue 6: Public sector partners' capacity to support growth. If partners are to enable the ambition development programme outlined in this document, they will need to work together to consider new delivery mechanisms, new agreements and working practices that support delivery at pace.

5.12 A12 and Great Eastern mainline Heart of Essex corridor - the A12 and the Great Eastern Main Line (GEML) rail services link the key urban centres of Brentwood, Chelmsford, Colchester and Maldon. The corridor has strong links with the London labour market, supporting substantial commuter flows to and from the capital. These links will grow and strengthen as Crossrail is completed, when new services will stop at Brentwood and Shenfield, both of which will benefit from planned improvement works to facilitate these new services.

5.13 A13/A127 – South Essex Growth Corridor - the A127 travels through the south of Brentwood borough and is a major artery of the South Essex Growth Corridor. Within this growth corridor the districts of Basildon, Castle Point and Rochford, along with the unitary authorities of Thurrock and Southend, form South Essex; part of Thames Gateway, the largest regeneration opportunity in Europe. Along this corridor the A13 links the key port infrastructure of Tilbury and London Gateway with London, while the A127 corridor connects the capital to the manufacturing hub of Basildon, and to Rochford, Southend, London Southend Airport and surrounding employment areas.

5.14 Currently, development is constrained by the limited capacity of the strategic road network, particularly J30/31 of the M25 and the dual carriageway stretch of the A13. The A127 also carries a volume of traffic comparable to a motorway in other parts of the country and has significant capacity issues which need to be addressed, particularly around Basildon, London Southend Airport and the Southend Central Area. Southend Borough Council and Essex County Council have developed a joint “A127 Corridor for Growth” economic plan to identify,

plan and coordinate investment decisions and manage the asset. Furthermore, the potential impact of the additional Thames River crossing would be significant on transport routes in this corridor, with one of the two short-listed options being to connect the M2 in Kent with the A13 and the M25 between junctions 29 and 30.

Essex Transport Strategy, the Local Transport Plan for Essex

- 5.15 The Essex Transport Strategy, the Local Transport Plan for Essex (June 2011) states that good transport is a vital factor in building strong and sustainable local communities and a successful economy. The strategy sets the vision for transport, the outcomes we aim to achieve over a 15 year period, our policies for transport and the broad approach to implementing the policies. The strategy includes specific priorities for the Heart of Essex of which Brentwood Borough is located, and South of Essex which adjoins the borough to the South and the A127 is an identified corridor for growth. (There is also a separate ECC and Southend on Sea Borough Council joint report the “A127 Corridor for Growth - An Economic Plan 2014”.)
- 5.16 Strategic transport priorities, which are relevant to Brentwood Borough include:
- Identifying an agreed and deliverable solution to address congestion at the Thames Crossing and adjacent M25 junction 30/31;
 - Lobbying Government for enhancements to the A12;
 - Lobbying Government for additional capacity on the Great Eastern Main Line and West Anglia mainline to accommodate growing commuter demand, the provision of competitive journey times for Essex Thameside services, and an enhanced local role in the rail franchise process.
- 5.17 Countywide priorities of relevance to Brentwood include
- Working with partners to promote a safe and secure travelling environment;
 - Maintaining the Essex highway network and other transport assets;
 - Keeping the transport network safe and operational;
 - Managing the impact of planned works on the highway network.
- 5.18 The relevant priorities for the Heart of Essex of relevance to Brentwood include,
- Providing for, and promoting, sustainable forms of travel;
 - Maintaining and improving public transport links;
 - Tackling congestion and improving journey-time reliability;
 - Improving access to railway stations and improving station facilities;
 - Improving the attractiveness of streets and public spaces;
 - Improving journey time reliability on key routes including the A130;
 - Developing long-term solutions to resolving gaps within the strategic network.
- 5.19 The priorities for the south of Essex of relevance to Brentwood include,
- Providing for and promoting access by sustainable modes of travel to new development areas;

- Improving the availability of sustainable travel choices and raising public awareness of these through travel planning;
- Addressing maintenance, signing and broken links in the cycle network to improve conditions for cyclists and create a safer atmosphere for cycling;
- Improving the attractiveness and ease of use of public spaces to support regeneration;
- Improving journey time reliability on strategic inter-urban routes including the A127, A129, A130 and the A13.

5.20 ECC welcomes working collaboratively with BBC and other relevant stakeholders to deliver joint transport priorities and we aim to ensure that emerging plans and strategies remain consistent.

A127 Corridor for Growth - An Economic Plan March 2014

5.21 The A127 corridor is an absolutely vital artery to economic competitiveness of the South Essex sub-region and indeed to the economy of the County of Essex and beyond. However, the route is not without its issues. This document makes a case for the corridor, demonstrating its essential economic importance and the measures which have to be implemented to ensure that South Essex remains a thriving economic engine of growth.

5.22 This joint strategy between ECC and Southend-on-Sea Borough Council has been adopted to provide greater journey time reliability along the length of the corridor to sustain the economic advantage of the A127, as well as to facilitate future growth and prosperity in the region.

5.23 The ECC Independent Living Programme (May 2015) (previously known as Extra Care) seeks to provide housing for people over the age of 55 whose current home no longer meets their needs. It can work for people with a care and support need, including people with dementia. The housing should seek to maintain a balance of needs within a community, to achieve the best balance dependent upon the scale, location and stated purpose of discrete developments. The size and location of Independent Living communities will be determined by site availability and local demand. It is suggested that communities should be no smaller than 60 units for reasons of affordability and ability to create and support an active community.

5.24 The ECC Developers' Guide to Infrastructure Contributions (Revised Edition 2015) details the scope and range of contributions towards infrastructure ECC may seek from developers and land owners in order to make development acceptable in planning terms. This is a clear and transparent way for the development industry to understand ECC's expectations and how to approach the provision of development should they wish to do business in Essex. In return ECC commit to engage with the planning process – advocating development that is compliant with emerging or adopted local plans and resisting speculative applications that have not demonstrated adequate assessment of their impact in the light of these Local Plans and provided appropriate mitigation to be delivered, by planning obligations (S106) alongside Community Infrastructure Levy (CIL) as appropriate. Developers, both

individually and where appropriate working together, are expected to design infrastructure to complement and sustain growth, to ensure the longer term impacts of the development on ECC infrastructure are comprehensively dealt with.

- 5.25 ECC acknowledge the need to work collaboratively with BBC and other relevant stakeholders to deliver these joint transport priorities, and we aim to ensure that emerging plans and strategies remain consistent.

6. Financial Implications

- 6.1 It is recommended that BCC makes reference 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 (section 4.3 above).
- 6.2 There are no direct financial implications in respect of Essex County Council's response to the consultation

7. Legal Implications

- 7.1 The Duty to Co-operate is contained in the Planning and Compulsory Purchase Act 2004. It requires Local Planning Authorities to ensure that local planning lead strategic planning effectively through their Local Plans addressing social, environmental and economic issues that can only be addressed by effectively by working with other authorities beyond their own administrative boundaries.
- 7.2 Guidance issued on 6th March 2014 stresses that close cooperation between District Councils and County Councils in two tier areas will be critical to ensure that both tiers are effective when planning for strategic matters.
- 7.3 Although a Local Plan may be found unsound on Examination if the Duty to Co-operate has not been properly undertaken, there is not a duty to agree. The County Council is properly carrying out its functions in submitting comments on specific issues of concern or objection in emerging documentation at the various stages of the process.

8. Staffing and other resource implications

- 8.1 No additional staffing resources are required to make a decision on this proposed consultation response. The required decision complies with the employment legislation and relevant Council policies.

9. Equality and Diversity implications

- 9.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires it to have regard to the need to:

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

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

9.3 There is no absolute duty to achieve these outcomes. The decision maker must balance equalities with all other relevant factors.

9.4. BBC will need to undertake an Equality Impact Assessment as part of their statutory duties to demonstrate that the emerging Local Plan will not have a disproportionately adverse impact on any people with a particular characteristic. To date no such EqlA has been published, however the matter of equality is referred to within the Interim SA Report February 2016 (Table 4.1: Sustainability topics and objectives) against which the emerging policies and strategies are considered as below:

Community and Well Being

Efforts are needed to tackle the Borough's high levels of inequality, with a particular focus on those areas suffering from the highest levels of deprivation.

An initial equality impact assessment does not indicate an effect on a protected characteristic by the making of this decision.

10. Background papers

10.1 The following are key documents to this report (web links provided).

- [Brentwood Draft Local Plan \(2013 - 2033\)](#)
- [Local Plan Interim SA Report - February 2016](#)
- [Local Plan Interim SA Report Non Technical Summary - February 2016](#)
- [Site Allocation Maps - January 2016](#)
- [Pattern Books - January 2016](#)
- [Evidence Base Documents](#)

10.2. The following documents have been used to inform ECC's response.

- [Department for Communities and Local Government, National Planning Policy Framework \(2012\)](#)
- [Department for Communities and Local Government, Planning Policy Guidance \(2014\)](#)
- [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](#)
- [Essex Transport Strategy, the Local Transport Plan for Essex \(June 2011\)](#)

ESSEX CC & Related documents

[ECC Vision for Essex 2013 - 2017](#)

[ECC Corporate Outcomes Framework 2014 - 2018 February 2014](#)

[ECC Sustainable Economic Growth for Essex Communities and Businesses Sept 2014](#)

[ECC Economic Growth Strategy 2014](#)

[Essex Transport Strategy the Local Plan for Essex June 2011](#)

[A127 Corridor for Growth - An Economic Plan 2014](#)

[Economic Plan for Essex - Essex County Council 2014](#)

[ECC Developer's Guide to Infrastructure Contributions 2015 Revision Consultation](#)

Role	Date
Director for Corporate Law and Assurance (Monitoring Officer) Approved by Paul Turner (Deputy Monitoring Officer) Terry Osborne	16 th March 2016
Director for Operations: Environment and Economy Approved by Andrew Cook (Director for Operations: Environment & Economy)	18 th March 2016
Executive Director for Corporate and Customer Services (S151 Officer) No approval required Margaret Lee	N/A
I agree the recommendations in this report for the reasons set out in the report.	22 nd March 2016

Cllr David Finch - Leader of the Council	
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**ANNEX 1: ESSEX COUNTY COUNCIL RESPONSE TO BRENTWOOD BOROUGH
DRAFT LOCAL PLAN CONSULTATION (FEBRUARY 2016) – see separate
document**