



Green Belt Appraisal

TURN2US

Land off Rayleigh Road,
Hutton

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1. BACKGROUND AND INTRODUCTION

1.1. Purpose of Report

- 1.1.1. This report has been commissioned by Turn2us to assess the relevance of the existing national and local planning policy relating to Green Belt Land upon the proposed allocation of land off Rayleigh Road, Hutton, Brentwood, for residential development; and its development for housing.

1.2. Site Location

- 1.2.1. The site is located immediately south of Rayleigh Road and immediately east of Hutton Village (road), on approximately 2.4 hectares of pastoral land (herein referred to as “the Site”) as presented at **Appendix 1**. It is roughly triangular in shape, and constrained to the west, south-west, and east by existing development, and to the north by the A129 Rayleigh Road public highway. The southern boundary abuts pastoral (equine) fields, which separate the Site from Hutton Village Nursing Home by a distance of approximately 105m.

1.3. Report Limitations

- 1.3.1. This report is for the sole use of the client. This is a Green Belt Appraisal. A number of references are made to external reports and policies, and this background information should be read in conjunction with this report.

2. PLANNING POLICY AND BASELINE INFORMATION

2.1. National Planning Policy

2.1.1. Chapter 9 of the National Planning Policy framework (NPPF) relates to Green Belt Land. The following statements are made in relation to the definition, role, designation, and protection:

(79) The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

(80) Green Belt serves five purposes:

- *To check the unrestricted sprawl of large built-up areas;*
- *To prevent neighbouring towns merging into one another;*
- *To assist in safeguarding the countryside from encroachment;*
- *To preserve the setting and special character of historic towns; and*
- *To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.*

(81) Once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land.

(82) The general extent of Green Belts across the country is already established. New Green Belts should only be established in exceptional circumstances, for example when planning for larger scale development such as new settlements or major urban extensions. If proposing a new Green Belt, local planning authorities should:

- *Demonstrate why normal planning and development management policies would not be adequate;*
- *Set out whether any major changes in circumstances have made the adoption of this exceptional measure necessary;*
- *Show what the consequences of the proposal would be for sustainable development;*
- *Demonstrate the necessity for the Green Belt and its consistency with Local Plans for adjoining areas; and*
- *Show how the Green Belt would meet the other objectives of the Framework.*

(83) Local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.

(84) When drawing up or reviewing Green Belt boundaries local planning authorities should take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary.

(85) When defining boundaries, local planning authorities should:

- *Ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;*
- *Not include land which it is unnecessary to keep permanently open;*
- *Where necessary, identify in their plans areas of ‘safeguarded land’ between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;*
- *Make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;*
- *Satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and*
- *Define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.*

(86) If it is necessary to prevent development in a village primarily because of the important contribution which the open character of the village makes to the openness of the Green Belt, the village should be included in the Green Belt. If, however, the character of the village needs to be protected for other reasons, other means should be used, such as conservation area or normal development management policies, and the village should be excluded from the Green Belt.

(87) As with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

(88) When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. ‘Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

(89) A local planning authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are:

- *Buildings for agriculture and forestry;*
- *Provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;*
- *The extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;*
- *The replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;*
- *Limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan; or*
- *Limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.*

2.2. Local Planning Policy

Brentwood Replacement Local Plan 2005 (Saved Policies)

- 2.2.1. The Replacement Local Plan is the current adopted planning policy. This Plan was based upon the Planning Policy Guidance (PPG) and predates the release of the National Planning Policy Framework (2012). In 2008 The Secretary of State approved the Council's application to save all but 24 Local Plan policies.
- 2.2.2. Those saved policies relevant to this report are based upon the now superseded PPG2 "Green Belts" and have the following stated overall aim and supporting objectives:

Overall Aim

To maintain the extent, character and openness of the Borough's countryside.

Supporting Objectives

- *To conserve and enhance the character, appearance and ecological value of the countryside;*
- *To resist inappropriate development or that giving rise to unacceptable increases in activity;*
- *To maximise public access to and enjoyment of the countryside for passive and active recreation, compatible with the conservation of its character, appearance and ecological value;*
- *To avoid the loss of the best and most versatile agricultural land; and*
- *To promote opportunities for the development and enhancement of sustainable rural communities and a sustainable rural economy.*

- 2.2.3. The overall aim is endorsed through the following planning policies:

GB1 New Development

Within the green belt, as defined on the proposals map, planning permission will not be given, except in very special circumstances, for changes of use of land or the construction of new buildings or extension of existing buildings, for purposes other than those appropriate to a Green belt, or for the re-use of existing buildings that do not comply with the criteria set out in policies GB15 and GB16.

All proposals will additionally, where they apply, be judged against the other policies in this plan.

GB2 Development Criteria

When considering proposals for development in the Green Belt, the local planning authority will need to be satisfied that they do not conflict with the purposes of including land in the Green Belt and do not harm the openness of the Green Belt. The precedent created by allowing even an individually innocuous or well-merited proposal which cumulatively would undermine Green Belt objectives will be taken into account. Account will also be taken of the following:

- i. The effect of proposals on public rights of way;*
- ii. The need to preserve or enhance existing landscape features; and*
- iii. Any building must be satisfactorily located in respect of the surrounding landscape and any adjoining buildings.*

GB3 Settlements Excluded from the Green Belt

Except as may be allowed for in policies H10, GB4-GB12, GB16 and GB17 new residential development will be restricted to the following settlements excluded from the Green Belt as identified on the proposals map:

Blackmore, Brentwood, Doddinghurst, Herongate, Hook End, Ingatestone, Ingrave, Kelvedon Hatch, Mountnessing, Stondon Massey, West Horndon and Wyatts Green.

2.3. Emerging Draft Local Plan

Policy 9.8 – Green Belt

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

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

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

2.3.1. **Policy DM11** is entitled “**New Development in the Green Belt**”, and states:

“Within the Green Belt, as defined on the Policies Map, changes of use of land, the construction of new buildings or extension or re-use of existing buildings for purposes other than those considered appropriate in the Green Belt will be refused planning permission except in very special circumstances. In assessing proposals for new development in the Green Belt the Council will have regard to the following:

- *The objective of maintaining the openness, function and permanence of the Green Belt;*
- *The protection of the general character and appearance of the rural area;*
- *The effect of the proposal on public rights of way;*
- *Whether the proposal will diminish or support people's quiet enjoyment of the countryside; and*
- *The need to preserve or enhance existing landscape and ecological features.*

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

The expansion or intensification (including extensions) of existing inappropriate development within the Green Belt will be refused. The replacement of existing buildings may be allowed provided the visual mass of the new building does not exceed the mass of existing buildings and the proposal would not lead to an expansion or intensification of activity on the site.

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

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

2.3.2. The Justification for this policy states the following:

(4.39) Brentwood Borough lies entirely within the Metropolitan Green Belt and has largely done so since the outer boundary was first defined in the County of Essex Development Plan, approved in 1957. A review in 1976 extended the Green Belt to cover the northern part of the Borough.

(4.40) Green Belt policy aims to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and permanence. The sensitive wedge

of open countryside in which Brentwood is situated is a good example of the Green Belt's success in halting London's outward spread and protecting the character and setting of Brentwood town. Proximity to the city and attractive countryside means that the Borough experiences considerable development pressure.

(4.41) Uses which are appropriate in the Green Belt include agriculture and forestry buildings, appropriate facilities for outdoor sport outdoor recreation and cemeteries as long as these preserve the openness of the Green Belt. The Council will encourage the beneficial use of the Green Belt, through opportunities to improve access, outdoor sport and recreation; retain and enhance landscapes, visual amenity and biodiversity; or improve damaged and derelict land.

3. SITE APPRAISAL

3.1. Introduction

- 3.1.1. This section reviews the Site and its setting within the Green Belt, in particular focusing upon the contribution that the Site makes to the Green Belt, and how it relates to the policies presented above.
- 3.1.2. This critical evaluation is informed by a detailed desk study and site visit. Relevant baseline data is presented geographically on the plan attached at **Appendix 2**.
- 3.1.3. The Site visit was undertaken on 9 February 2017, and photographic evidence is presented at **Appendix 4** (refer to photo location plan attached at **Appendix 3**).

3.2. Site Location and Landscape Context

- 3.2.1. The Site is located to the north-east of Brentwood, and to the east of Hutton. The site centroid is approximately TQ 6355 9499. It is a well-contained pastoral field well-associated with the existing settlement envelope (Viewpoints 19, 2, and 3, and **Appendix 1**). The defined settlement edge of Hutton¹ abuts the eastern boundary, with the rear gardens of properties on Hutton Village (road) forming part of the south-eastern boundary. The south-eastern corner of the Site adjoins the northern corner of the curtilage of number 64.
- 3.2.2. South of these properties lies Hutton Village Nursing Home, which extends from Hutton Village (road) to the east approximately level with the eastern extent of the Site (Viewpoint 22).
- 3.2.3. To the east lies properties associated with Hutton Court and The Willows – ribbon development that extends along Rayleigh Road around 280m into the Green Belt (Viewpoints 2-10 and 12). These are large, conspicuous properties with little visual containment. These properties lie outside of the settlement extent, located within a 40mph speed limit.
- 3.2.4. The surrounding landscape is a mix of arable and pastoral land (Viewpoints 11, and 13 - 18), although there are a number of urban features such as the school to the east and properties off Church Lane. Church Lane itself is a minor public highway leading south-west from Rayleigh road, connecting to Hutton Village (road) around 500m south of the Site.
- 3.2.5. As stated above, the Site is generally well-contained with limited opportunities to view it from public land. The walkover survey found perforated views available from the abutting road corridors, and some of the surrounding properties. No visual interaction was found from public footpaths

3.3. Site Features

- 3.3.1. The site is currently in use as paddocks and as such, principally comprises pastoral grassland with conspicuous white electrified fencing dividing the site into a number of smaller units (Viewpoint 1). The boundaries are well-established hedges with a good proportion of mature trees – most notable are the pines which form an avenue along Rayleigh Road (Viewpoint 20). These boundaries provide a fair sense of enclosure even in the winter, although the surrounding urban elements are definitive of the setting: visually apparent and reducing the tranquillity with constant traffic noise.
- 3.3.2. The southern boundary is formed by a small copse of trees with little screening at eye level. Beyond is the rear of the nursing home and further equine pasture fields (Viewpoints 21 and 22, and **Appendix 1**).
- 3.3.3. The only structures currently present within the site are timber stable blocks (located close to the southern boundary) and feeding and water troughs.

¹ As identified by the Office of National Statistics (Geography) Built Up Areas 2011

4. APPRAISAL OF PLANNING POLICY IN RELATION TO THE SITE

4.1. Introduction

4.1.1. This section reviews the relevant planning policies pertaining to the Green Belt in relation to the Site. In particular it evaluates the contribution that the Site makes to the character of the designated area, and the potential effects arising from its development.

4.2. National Planning Policy

4.2.1. Paragraph 80 of the NPPF sets out the following five purposes for Green Belt Land:

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

4.2.2. Herein, these purposes are reviewed in context of proposed development of the Site to understand the relevance the national planning policy, and whether development of the Site would be in contravention of the NPPF.

To check the unrestricted sprawl of large built-up areas

4.2.3. The Site lies between the defined settlement edge of Brentwood and ribbon development along the A129 Rayleigh Road. The approach into the settlement of Brentwood is not defined by signage introducing the town, and the speed limit change from 40mph to 30mph occurs adjacent to the Site's northern boundary. The numerous properties immediately east of the Site lie outside of the 30mph limit, well within the Green Belt. Beyond these properties on the northern side of Rayleigh Road is Woodlands School (Hutton Manor).

4.2.4. The Site's relationship with Hutton Village (road), especially the properties to the east that abut the Site, as well as the nursing home to the south, and the presence of the properties to the east of the Site means that this field is highly influenced by the urbanising components surrounding it. Indeed, sandwiched as it is between the settlement edge, Rayleigh Road, and Hutton Court, it is more influenced by the existing urban components than the rural components of the wider landscape. It is therefore considered that this concern does not apply to the Site.

To prevent neighbouring towns merging into one another

4.2.5. As stated, this Site lies between the existing settlement extent of Brentwood and Hutton Court. The latter falls within the confines of the Green Belt; these buildings, together with those further east (into the Green Belt) are highly apparent to commuters between Hutton and Billericay.

Given that the Site lies to the west of these buildings (and others within the Green Belt), there would be no amalgamation of the two settlements, nor would there be a substantial negative effect upon the open countryside arising from development of this Site. Moreover, given the strong association with the existing settlement edge, and the fact that the development of the Site would not represent the furthest reach into open countryside, it is clear that the proposed allocation and development of this Site could occur without effectively causing, nor contributing to, settlement coalescence.

To assist in safeguarding the countryside from encroachment

- 4.2.6. This Site abuts the existing settlement extent, on the outskirts of the Green Belt area. To the east, within the Green Belt, lies a number of large, prominent residential and commercial properties along Rayleigh Road, and beyond these, on the opposite side of Rayleigh Road, lies Woodlands School.
- 4.2.7. The Site occupies a small (2.4 hectares) parcel of land which is roughly triangular, abutting the public highways named Rayleigh Road and Hutton Village. The southern boundary is formed by a sparse copse, with views through to the pastoral land to the south. The rear of Hutton Court Nursing Home is clearly visible.
- 4.2.8. The Site is clearly associated with the edge of the settlement, and the presence of the properties along Rayleigh Road and the nursing home compound this. Viewpoints 2-13 present a sequential representation of the Site as viewed from Rayleigh Road; it shows both the level of containment afforded the Site by the boundary vegetation, and the urban context in which it is set. Viewpoint 18 shows a glimpsed view from Church Lane, across the neighbouring pastoral fields (to the south) to the treed boundary of the Site. This viewpoint is representative of the level of influence that the Site has on views from the south. It is therefore considered that the Site lies within the existing extent of Hutton and that its development would not constitute a substantial encroachment into the countryside.

To preserve the setting and special character of historic towns

- 4.2.9. Along Hutton Village (road) lies a number of Listed Buildings. The following have rear curtilage boundaries that abut the Site:
- Number 52 (Grade II)
 - Numbers 56 & 58 (Grade II)
 - Numbers 60 & 62 (Grade II)
- 4.2.10. The Site abuts the north-eastern corner of the boundary of number 64 Hutton Village, which is also a Grade II Listed Building.
- 4.2.11. Brentwood, Shenfield, and Hutton were, at one time, separate villages within rural Essex. Charles Budge's map of 1799 clearly shows these villages divided by open fields. Now these settlements have merged, and Brentwood has a population of almost 49,500 (ONS 2011 census).
- 4.2.12. The historic core of Brentwood lies around 3.8km to the south-west of the Site – well outside of any influence that the Site may have upon its character – intervening modern architecture notwithstanding.
- 4.2.13. It is fair to say that, given the amalgamation of the three aforementioned settlements, and the extent of growth that Brentwood has seen in the last 300 years, that the “historic character” of the settlement has been eroded to the extent that future development is highly unlikely to further affect the historic settlement pattern.

To assist in urban regeneration, by encouraging the recycling of derelict and other urban land

- 4.2.14. The Replacement Local Plan (2005) states:

“Brentwood is subject to considerable pressure for new development being the first urban settlement encountered along the main lines of communication running north eastwards from London and being adjacent to the M25.”

4.2.15. Given the age of the Replacement Local Plan and the current national housing crisis, it is considered highly unlikely that the housing needs of Brentwood will be met through the regeneration of brownfield land. Indeed, the Borough Council has clearly stated that a review of the Green Belt would be required in order to facilitate the demonstration of the requisite housing land supply

4.3. Local Planning Policy (Current)

Brentwood Replacement Local Plan 2005 (Saved Policies)

4.3.1. The Replacement Local Plan is the current adopted planning policy. This Plan was based upon the Planning Policy Guidance (PPG) and predates the release of the National Planning Policy Framework in 2012. In 2008 The Secretary of State approved the Council's application to save all but 24 Local Plan policies.

4.3.2. Those saved policies relevant to this report are based upon the now superseded PPG2 "Green Belts" and have the following stated overall aim:

"To maintain the extent, character and openness of the Borough's countryside."

4.3.3. This statement is supported by the following Objectives:

- *To conserve and enhance the character, appearance and ecological value of the countryside;*
- *To resist inappropriate development or that giving rise to unacceptable increases in activity;*
- *To maximise public access to and enjoyment of the countryside for passive and active recreation, compatible with the conservation of its character, appearance and ecological value;*
- *To avoid the loss of the best and most versatile agricultural land; and*
- *To promote opportunities for the development and enhancement of sustainable rural communities and a sustainable rural economy.*

4.3.4. The Site will be weighed against the above Objectives to determine its contribution to these criteria, and its capacity to accommodate development without undue harm to the Green Belt.

To conserve and enhance the character, appearance and ecological value of the countryside

4.3.5. Given that the Site is largely enclosed by existing development, and it neither forms part of nor protrudes into the open countryside, its capacity to cause harm to its character is unlikely, provided that development of the Site is sensitive to the setting, and of a scale, massing, and style that is congruous with the existing settlement edge.

4.3.6. The charity who owns the Site, commissioned the undertaking of a Landscape and Visual Appraisal in February 2015, showing a willingness to identify any landscape sensitivities and visual receptors, and positively engage with a process to mitigate these potential negative effects through appropriate mitigation by design.

4.3.7. The Delivery Statement prepared by Strutt & Parker states:

"The materials, architectural design and mix of properties in the surrounding area have formed a platform to develop the proposal for the land adjacent to Rayleigh Road, with the clear intention of providing a scheme that sits in keeping with the Conservation Area."

4.3.8. Similarly, an Ecological Constraints and Opportunities Report was undertaken to identify opportunities to minimise impacts and potentially improve the Site as a biodiversity resource

through considered design. The recommendations of the report were taken forward into the masterplanning stage.

To resist inappropriate development or that giving rise to unacceptable increases in activity

- 4.3.9. The Proposed Site Plan presented in the Delivery Statement reveals an opportunity to locate 60 units on the Site, at a density of 25 dwellings per hectare. This has been informed by the commissioning of baseline reports such as the Landscape and Visual Appraisal, Ecological Constraints and Opportunities Report, and the Arboricultural Constraints and Opportunities Report.
- 4.3.10. The design codes have been informed by the surrounding properties to ensure that the development would be cohesive with its setting and to minimise the effect upon the nearby Listed Buildings.
- 4.3.11. The second point made in the above statement relates to activity within the Green Belt. Clearly the increase in population has the potential to increase activity within the designated area; however this would be no greater than activity within the adjacent residential areas and therefore this is not considered to be an 'unacceptable' increase.

To maximise public access to and enjoyment of the countryside for passive and active recreation, compatible with the conservation of its character, appearance and ecological value

- 4.3.12. This Site is privately owned with no public access currently available.
- 4.3.13. The following statements within the above Objective regarding character and ecological value have been considered above.
- 4.3.14. In relation to the visual effect that the proposed development of the Site would have, it is clear that the development team has considered the potential loss of visual amenity of the residents of a number of properties on Hutton Village (road) that reside opposite the Site. The Proposed layout shows the access road used as a buffer to offset the proposed dwellings from the western boundary, and a strengthening of the screening vegetation. Further planting to the south would impede views from Hutton Village Nursing Home.

To avoid the loss of the best and most versatile agricultural land

- 4.3.15. Natural England's Agricultural Land Classification map for the Eastern region² shows the Site to be within land classified as Grade 3 (Good to Moderate). The development of the Site would therefore not result in the loss of best and most versatile agricultural land.

To promote opportunities for the development and enhancement of sustainable rural communities and a sustainable rural economy

- 4.3.16. The Site lies adjacent to the existing urban extent of Brentwood, and would have a neutral effect upon this Objective.
- 4.3.17. The above Objectives are drawn down into 27 planning policies. Of these, the first three are considered relevant to this Appraisal. These are presented below in the context of the proposed development of the Site.

GB1 New Development

Within the Green Belt, as defined on the proposals map, Planning permission will not be given, except in very special circumstances, for changes of use of land or the construction of new buildings or extension of existing buildings, for purposes other than those appropriate to a Green

² www.publications.naturalengland.org.uk/file/130045

Belt, or for the re-use of existing buildings that do not comply with the criteria set out in policies GB15 and GB16.

All proposals will additionally, where they apply, be judged against the other policies in this plan.

- 4.3.18. As stated, this land contributes little to the principles defined by the National Planning Policy Framework. Indeed, it would not be inappropriate to consider its removal from the Green Belt area, given the Local Planning Authority's inability to demonstrate a 5 year supply of available housing land, and the fact that the objectively assessed housing need cannot be met through development of sites currently outside of the Green Belt, as it was defined in what are now out-of-date plans.

GB2 Development Criteria

When considering proposals for development in the Green Belt, the local planning authority will need to be satisfied that they do not conflict with the purposes of including land in the Green Belt and do not harm the openness of the Green Belt. The precedent created by allowing even an individually innocuous or well-merited proposal which cumulatively would undermine Green Belt objectives will be taken into account. Account will also be taken of the following:

- i. The effect of proposals on public rights of way;*
- ii. The need to preserve or enhance existing landscape features; and*
- iii. Any building must be satisfactorily located in respect of the surrounding landscape and any adjoining buildings.*

- 4.3.19. As presented above, the appropriate development of this Site would not conflict with NPPF principles, nor would it be inappropriate when judged against the Objectives stated in the Replacement Local Plan.

- 4.3.20. To address the listed quotas of this policy individually:

- 1) There are no Public Rights of Way within the Site. The following Viewpoints present the disassociation the Site has from the local Public Rights of Way:
 - a. Viewpoint 15 was taken from bridleway 272 90 to the north-east of the Site;
 - b. Viewpoint 17 was taken from footpath 272 96 #1 to the south-east of the Site.
- 2) The Site is relatively typical pastoral land in an urban context. The only features of note are the mature trees at the boundary, in particular the Corsican pines that line Rayleigh Road. The proposed layout retains these trees.
- 3) The proposed Layout shows consideration towards visual receptors, density of the development, alignment of the dwellings within the Site, and good proportionality.

GB3 Settlements Excluded from the Green Belt

Except as may be allowed for in policies H10, GB4-GB12, GB16 and GB17 new residential development will be restricted to the following settlements excluded from the Green Belt as identified on the proposals map:

Blackmore, Brentwood, Doddinghurst, Herongate, Hook End, Ingatestone, Ingrave, Kelvedon Hatch, Mountnessing, Stondon Massey, West Horndon and Wyatts Green.

- 4.3.21. The Site lies to the east of Hutton. This settlement, like Shenfield, has been amalgamated into the larger Brentwood town, and is excluded from the Green Belt designation.

- 4.3.22. The Site in question lies on the eastern edge of this town, and is currently defined as Green Belt land. However, as presented thus far in this report, the contribution that the Site makes to the principles of Green Belt designation is limited. Given the evidence, there is little justification to retain the Site as such, especially given the limited land available for housing.

4.4. Local Planning Policy (Emerging)

Local Development Plan

- 4.4.1. The Council is currently preparing a new Local Plan for the Borough which, once adopted, will supersede saved policies in the current Replacement Local Plan (2005).
- 4.4.2. The Draft Local Plan includes a map of the Metropolitan Green Belt. No changes appear to have been made to the coverage of this designation, which still appears to include the Site.
- 4.4.3. The following policies pertaining to Green Belt are included within the Draft Local Plan:

Policy 9.8 – Green Belt

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

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

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

- 4.4.4. As presented in Section 4.3, it is the consideration of this report that development of this Site would not contravene the principles of NPPF Green Belt policy.
- 4.4.5. The recommendations of the Landscape and Visual Appraisal have been incorporated into the Development Proposal, as presented in Strutt & Parker's Delivery Statement. It is therefore considered that loss of visual amenity would be limited to those properties overlooking the Site, and commuters passing the Site along the adjacent public highways; the impact upon these receptors would be mitigated as far as possible to ensure that any residual effect would be below the threshold of significance.
- 4.4.6. **Policy DM11** is entitled "New Development in the Green Belt", and states:

"Within the Green Belt, as defined on the Policies Map, changes of use of land, the construction of new buildings or extension or re-use of existing buildings for purposes other than those considered appropriate in the Green Belt will be refused planning permission except in very special circumstances. In assessing proposals for new development in the Green Belt the Council will have regard to the following:

- *The objective of maintaining the openness, function and permanence of the Green Belt;*
- *The protection of the general character and appearance of the rural area;*
- *The effect of the proposal on public rights of way;*
- *Whether the proposal will diminish or support people's quiet enjoyment of the countryside; and*
- *The need to preserve or enhance existing landscape and ecological features.*

Proposals for small scale buildings and facilities required for outdoor sport and recreation will need to demonstrate a justifiable need for such buildings and facilities. Any ancillary social facilities

provided as part of the development should be incidental to the primary use of the site, restricted in size and solely for use of persons participating in the recreational activity on the site and shall be permanently retained as such.

The expansion or intensification (including extensions) of existing inappropriate development within the Green Belt will be refused. The replacement of existing buildings may be allowed provided the visual mass of the new building does not exceed the mass of existing buildings and the proposal would not lead to an expansion or intensification of activity on the site.

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

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

4.4.7. The Justification for this policy states the following:

(4.39) Brentwood Borough lies entirely within the Metropolitan Green Belt and has largely done so since the outer boundary was first defined in the County of Essex Development Plan, approved in 1957. A review in 1976 extended the Green Belt to cover the northern part of the Borough.

(4.40) Green Belt policy aims to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and permanence. The sensitive wedge of open countryside in which Brentwood is situated is a good example of the Green Belt's success in halting London's outward spread and protecting the character and setting of Brentwood town. Proximity to the city and attractive countryside means that the Borough experiences considerable development pressure.

(4.41) Uses which are appropriate in the Green Belt include agriculture and forestry buildings, appropriate facilities for outdoor sport outdoor recreation and cemeteries as long as these preserve the openness of the Green Belt. The Council will encourage the beneficial use of the Green Belt, through opportunities to improve access, outdoor sport and recreation; retain and enhance landscapes, visual amenity and biodiversity; or improve damaged and derelict land.

4.4.8. As presented in Section 4.3, it is the consideration of this report that development of this Site would not contravene the principles of NPPF Green Belt Policy. Furthermore, the inclusion of this parcel of land within the Metropolitan Green Belt fails to recognise the fact that the Site does not contribute to the openness of the landscape.

4.4.9. Paragraph 4.40 (justification) refers to the Green Belt as a "sensitive wedge of open countryside," although the Site and the surrounding landscape is devoid of any and all statutory designations, with the exception of Hutton Park Local Nature Reserve, around 1km to the north. With the exception of a number of fragmented Ancient Woodland Sites and a small number of Biodiversity Action Plan Habitats, (none of which lie within or close to the Site) the landscape between Brentwood and Billericay is also limited in its ecological value.

5. SUMMARY AND CONCLUSION

5.1. Summary of Proposed Development

- 5.1.1. The Site is equestrian pasture land extending to around 2.4ha, located immediately south of Rayleigh Road and immediately east of Hutton Village (road). Owing to its siting adjacent to the existing settlement edge and the presence of residential and commercial properties immediately east of the Site, it is well-contained by the confines of existing development, a fact further enforced by the nursing home to the south, which extends into the Green Belt equally with the Site.
- 5.1.2. The development proposal is for the construction of 60-65 residential dwellings and associated infrastructure. The baseline landscape, ecology, and arboricultural considerations have been taken into account to ensure no net losses in these respects.

5.2. Summary of Compliance with Green Belt Policy

National Planning Policy

- 5.2.1. Paragraph 80 of the NPPF sets out the following five purposes for Green Belt Land:
- To check the unrestricted sprawl of large built-up areas;
 - To prevent neighbouring towns merging into one another;
 - To assist in safeguarding the countryside from encroachment;
 - To preserve the setting and special character of historic towns; and
 - To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 5.2.2. The Site (and proposed development thereof) has been judged against the Green Belt purposes defined by national planning policy. As presented in Section 4.2, this report found that the Site contributes little to the Metropolitan Green Belt in terms of the defined functionality listed above.

Local Planning Policy

- 5.2.3. A review of the local (saved) policies and the emerging policies pertaining to the Metropolitan Green Belt against the baseline evidence has found that there appears to be no justifiable reason to include this Site within the Green Belt Designation.
- 5.2.4. Of the five Objectives in the Brentwood Replacement Local Plan, none appear to be suitably relevant to the Site. A more in-depth review of the saved planning policies reveal that three of the twenty-seven are relevant for consideration. Of these three, none of these are considered to substantially apply when weighed against the Site and the application in question.
- 5.2.5. The Emerging Local Development Plan aligns more effectively with the National Planning Policy Framework in terms of the purposes that Green Belt should serve. It stands to reason, therefore, that the Site and the development thereof would not be aligned against this local planning policy.

5.3. Conclusion

- 5.3.1. A careful review of national and local planning policy relating to Green Belt Land was undertaken in the context of a proposed residential development on the Site. A thorough desk study and background appraisal was undertaken, as well as a site visit to the land parcel in question and the local surrounding area.
- 5.3.2. It is the conclusion of this report that the Site does not perform as Green Belt Land as defined by national planning policy, and is therefore not suited to being included within the geographical extent of the Metropolitan Green Belt.

- 5.3.3. Furthermore, the removal from, or declassification of this land as Green Belt, and its subsequent residential development as described in the Delivery Statement, would not:
- Cause undue harm to the setting of Hutton;
 - Lead to settlement coalescence; or
 - Diminish the wider character of the Metropolitan Green Belt.
- 5.3.4. Paragraph 85 of the NPPF states that when defining boundaries, local planning authorities should, amongst other considerations, “*Not include land which it is unnecessary to keep permanently open*”, and it is the conclusion of this report, having considered the relevant evidence, that the Site should be released from the Green Belt.

Appendix 1: Aerial Photo Site Location Plan

Reference: M16-3126



Legend

Site Boundary

REVISIONS:		
DATE:	VERSION:	INITIALS:



TITLE: **Aerial Photo Location Map**

PROJECT/SITE: **Rayleigh Rd, Hutton**

CLIENT: **Elizabeth Finn Care Trust**

MAP REF: **M16-3126**

VERSION: **1**

DATE: **16/02/17** SCALE: **1:3,000 @A3**

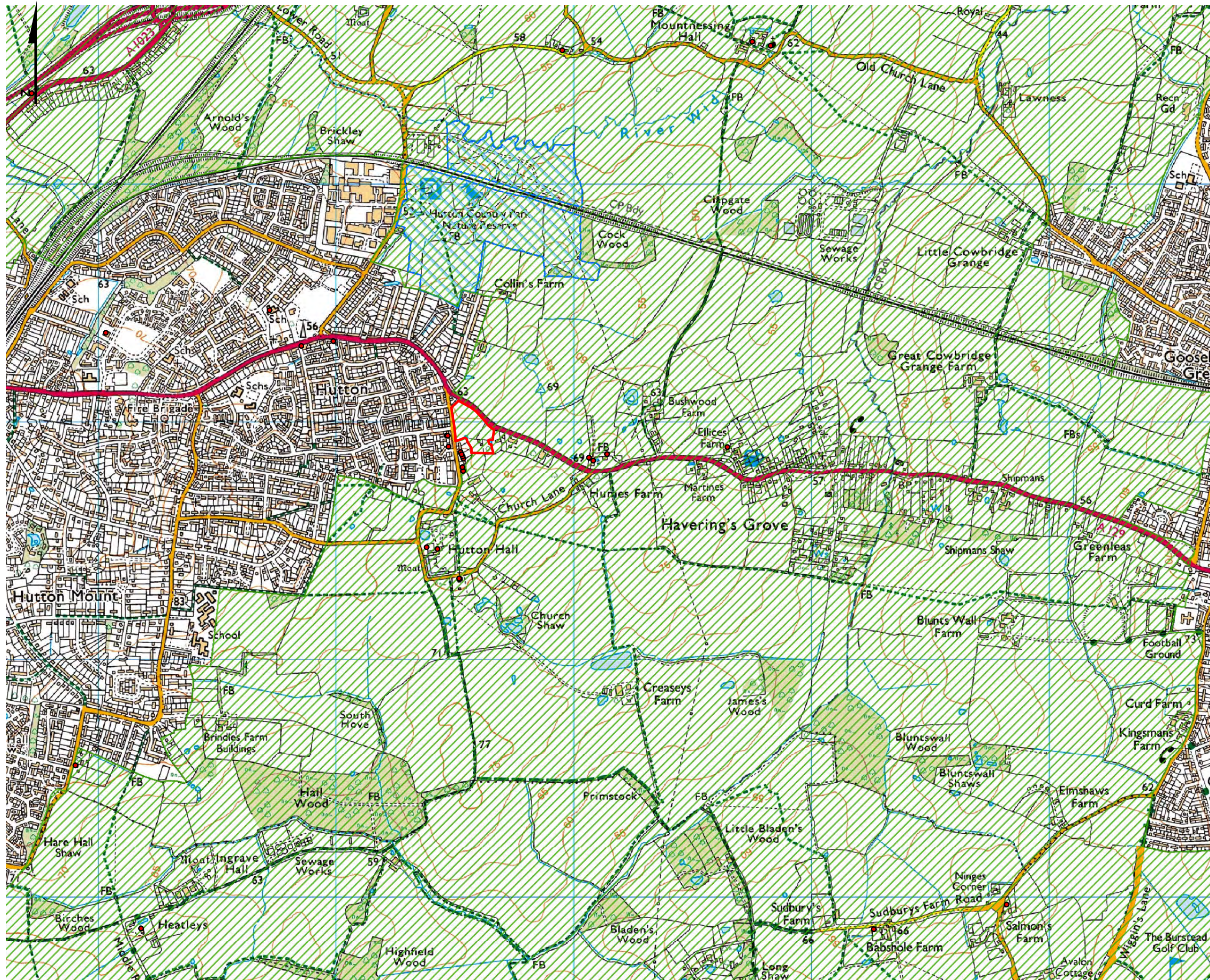
APPROVED BY: **RH** PRODUCED BY: **ACB**

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Appendix 2: Baseline Information Map

Reference: M16-3057



Legend

- Listed Building
- Site Boundary
- Local Nature Reserve
- Open Access Land
- Green belt

REVISIONS:		
DATE:	VERSION:	INITIALS:
TITLE: Baseline Information Map		
PROJECT/SITE: Rayleigh Rd, Hutton		
CLIENT: Elizabeth Finn Care Trust		
MAP REF: M16-3057		
VERSION: 1		
DATE: 08/02/17	SCALE: 1:15,000 @A3	
APPROVED BY: RH	PRODUCED BY: ACB	
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Appendix 3: Photo Location Plan

Reference: M16-3084



Legend:

- Photograph Location Point
- Direction of Photograph

REVISIONS:		
DATE:	VERSION:	INITIALS:



TITLE: **Photographic Location Plan**

PROJECT/SITE: **Rayleigh Rd, Hutton**

CLIENT: **Elizabeth Finn Care Trust**

MAP REF: **3842/01/M16-3084**

VERSION: **v1**

DATE: **22/02/17** SCALE: **1:3,500 @A3**

APPROVED BY: **RH** PRODUCED BY: **SM**

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7 Astley House
Cromwell Business Park
Chipping Norton
Oxfordshire OX7 5SR
01608 648657

Appendix 4: Photographic Record

Ref. 16-3120



Location: View from Hutton Village (road).

Grid Reference: TQ 63493 94932

	
TITLE:	Viewpoint 1
PROJECT/SITE:	Rayleigh Road, Hutton
CLIENT:	Turn2Us
MAP REF:	16-3120
VERSION:	V1
DATE:	15/02/17
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RH	SL
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Location: View of Site from Rayleigh Road.

Grid Reference: TQ 63515 95101

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TITLE:	Viewpoint 2
PROJECT/SITE:	Rayleigh Road, Hutton
CLIENT:	Turn2Us
MAP REF:	16-3120
VERSION:	V1
DATE:	15/02/17
APPROVED BY:	PRODUCED BY:
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Location: View of Site from Rayleigh Road.

Grid Reference: TQ 63547 95085

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TITLE	
Viewpoint 3a	
PROJECTS (E)	
Rayleigh Road, Hutton	
CLIENT	
Turn2Us	
MAP REF	
16-3120	
VERSION	
V1	
DATE	
15/02/17	
APPROVED BY:	PREPARED BY:
RH	SL
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Location: View along Rayleigh Road (past Site) heading south-east.

Grid Reference: TQ 63547 95085

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TITLE: Viewpoint 3b	
PROJECT/SITE: Rayleigh Road, Hutton	
CLIENT: Turn2Us	
MAP REF: 16-3120	
VERSION: V1	
DATE: 15/02/17	
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Location: View along Rayleigh Road (past Site) heading south-east.

Grid Reference: TQ 63602 95043


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TITLE:	Viewpoint 4
PROJECT/SITE:	Rayleigh Road, Hutton
CLIENT:	Turn2Us
MAP REF:	16-3120
VERSION:	V1
DATE:	15/02/17
APPROVED BY:	PRODUCED BY:
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Location: View along Rayleigh Road (past Site) heading south-east.

Grid Reference: TQ 63635 95011

	
TITLE:	Viewpoint 5
PROJECT/SITE:	Rayleigh Road, Hutton
CLIENT:	Turn2Us
MAP REF:	16-3120
VERSION:	V1
DATE:	15/02/17
APPROVED BY:	PRODUCED BY:
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Location: View along Rayleigh Road (past Site) heading south-east.

Grid Reference: TQ 63661 954989


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TITLE Viewpoint 6	
PROJECT(S) ID Rayleigh Road, Hutton	
CLIENT Turn2Us	
MAP REF 16-3120	
VERSION V1	
DATE 15/02/17	
APPROVED BY RH	PREPARED BY SL
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Location: View along Rayleigh Road (past Site) heading south-east.

Grid Reference: TQ 63670 94982

	
TITLE:	Viewpoint 7
PROJECT/SITE:	Rayleigh Road, Hutton
CLIENT:	Turn2Us
MAP REF:	16-3120
VERSION:	V1
DATE:	15/02/17
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Location: View along Rayleigh Road (past Site) facing north-west.

Grid Reference: TQ 63691 94973

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TITLE Viewpoint 8	
PROJECTS (E) Rayleigh Road, Hutton	
CLIENT Turn2Us	
MAP REF 16-3120	
VERSION V1	
DATE 15/02/17	
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Location: View along Rayleigh Road facing north-west.

Grid Reference: TQ 63791 94937


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TITLE Viewpoint 9	
PROJECTS (ID) Rayleigh Road, Hutton	
CLIENT Turn2Us	
MAP REF 16-3120	
VERSION V1	
DATE 15/02/17	
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Location: Existing properties within Green Belt.

Grid Reference: TQ 63918 94882

	
TITLE: Viewpoint 10	
PROJECT/SITE: Rayleigh Road, Hutton	
CLIENT: Turn2Us	
MAP REF: 16-3120	
VERSION: V1	
DATE: 15/02/17	
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Location: View of Rayleigh Road facing north west.

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TITLE Viewpoint 11	
PROJECTS ID: Rayleigh Road, Hutton	
CLIENT: Turn2Us	
MAP REF: 16-3120	
VERSION: V1	
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Location: View from Rayleigh Road facing south-west.

Grid Reference: TQ 63968 94851

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TITLE	Viewpoint 12		
PROJECTS (E)	Rayleigh Road, Hutton		
CLIENT	Turn2Us		
MAP REF	16-3120		
VERSION	V1		
DATE	15/02/17		
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Location: View from Public Bridleway 272 90 of equine pasture fields within the Green Belt.

Grid Reference: TQ 64397 95229

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Viewpoint 13	
Rayleigh Road, Hutton	
Turn2Us	
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V1	
15/02/17	
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Approximate location of Site

Location: View from Public Bridleway 272 90 of arable farmland within Green Belt.

Grid Reference: TQ 64434 95323

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TITLE Viewpoint 14	
PROJECTS (E) Rayleigh Road, Hutton	
CLIENT Turn2Us	
MAP REF 16-3120	
VERSION V1	
DATE 15/02/17	
APPROVED BY RH	PROJECTED BY SL
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Location: View from Public Footpath 272 98 of arable farmland within Green Belt.

Grid Reference: TQ 64323 94830

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TITLE	
Viewpoint 15	
PROJECTS (E)	
Rayleigh Road, Hutton	
CLIENT	
Turn2Us	
MAP REF	
16-3120	
VERSION	
V1	
DATE	
15/02/17	
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Location: View of arable land within Green Belt, from Public Footpath 272 96#1 facing Hutton.

Grid Reference: TQ 64124 94459

TITLE Viewpoint 16	
PROJECTS (E) Rayleigh Road, Hutton	
CLIENT Turn2Us	
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VERSION V1	
DATE 15/02/17	
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Approximate location
of Nursing Home

Approximate location
of Site

Location: View towards the Site from Church Lane.

Grid Reference: TQ 36705 94588

	
TITLE Viewpoint 17	
PROJECTS ID Rayleigh Road, Hutton	
CLIENT Turn2Us	
MAP REF 16-3120	
VERSION V1	
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Location: View across Site from access point on Hutton Village (road) towards Rayleigh Road.

Grid Reference: TQ 63504 94930

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PROJECTS ID: Rayleigh Road, Hutton	
CLIENT: Turn2Us	
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Location: Internal view of site facing north-west.

Grid Reference: TQ 63579 94932

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TITLE: Viewpoint 19	
PROJECT(S) ID: Rayleigh Road, Hutton	
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MAP REF: 16-3120	
VERSION: V1	
DATE: 15/02/17	
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Location: View of southern Site Boundary.

Grid Reference: TQ 63590 94909

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PROJECTS (E): Rayleigh Road, Hutton	
CLIENT: Turn2Us	
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DATE: 15/02/17	
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Boundary with properties on Hutton Village (road)

Location: View of southern Site boundary.

Grid Reference: TQ 63590 94909

	
TITLE	
Viewpoint 20b	
PROJECTS (E)	
Rayleigh Road, Hutton	
CLIENT	
Turn2Us	
MAP REF	
16-3120	
VERSION	
V1	
DATE	
15/02/17	
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Location: View of southern Site boundary.

Grid Reference: TQ 63594 94915

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TITLE	
Viewpoint 21a	
PROJECT(S) ID	
Rayleigh Road, Hutton	
CLIENT	
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Location: View of southern Site boundary.

Grid Reference: TQ 63594 94915

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TITLE	
Viewpoint 21b	
PROJECT(S) ID	
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MAP REF	
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VERSION	
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Location: View of southern Site boundary.

Grid Reference: TQ 63594 94915

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TITLE: Viewpoint 21c	
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