

BRENTWOOD REPLACEMENT LOCAL PLAN

ADOPTED PLAN
25 August 2005

SAVED POLICIES
25 August 2008

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PLANNING & COMPULSORY PURCHASE ACT 2004
DIRECTION UNDER PARAGRAPH 1(3) OF SCHEDULE 8

BRENTWOOD REPLACEMENT LOCAL PLAN – SAVED POLICIES

25 AUGUST 2008

Under the Planning and Compulsory Purchase Act 2004, the adopted Brentwood Replacement Local Plan policies are automatically saved until replaced by Local Development Documents or for 3 years from adoption (i.e. until 24 August 2008), whichever is the earlier. However, it is important that the move towards new Local Development Documents does not lead to any gaps in development plan policy coverage and, therefore, it is possible to seek the Secretary of State's approval to extend the 'saved' period beyond the automatic 3 years.

The Secretary of State approved the Council's application to save all but 24 Local Plan policies beyond the 3 year period, with the addition of deleting 4 further policies (H1, H13, IR7 and IR8). In proposing that a policy should not be saved, it was considered that the policy can either be covered by other saved policies in the Local Plan or that it repeats national planning policy advice (and therefore in either case the policy intent is not lost) or that the policy is no longer necessary due to changing circumstances or the policy having been achieved.

Those policies that have not been saved beyond the 3 year period and therefore as of 25 August 2008 no longer form part of the Local Plan, are listed below.

Schedule of Local Plan policies not saved

H1	Residential Provision 1996-2011
H2	Housing Land Availability Monitor
H13	Permanent Sites for Gypsy Travellers
H18	Satellite Dishes
E3	BT Office Site
E7	Employment in Village Settlements Excluded from the Green Belt
S2	Retail Market
T4	Lorry Traffic in Residential and Other Inappropriate Roads
GB20	Garden Centres
GB21	Cemeteries
GB24	Golf Courses
GB28	Landscape Enhancement
LT7	Provision of Small Scale, Local Recreation, Leisure, Cultural and Entertainment Facilities
LT12	Proposals for Medical Uses
LT13	Footpaths and Cycleways in New Developments
LT14	Recreational Routes
LT17	Transit and Other Picnic Sites
LT18	Caravan/Camp Sites
C1	Sites of Special Scientific Interest
C2	Local Nature Reserves
C13	New Development in the Lakeside Area, Ingatestone
IR1	Utility Providers
IR7	Development in Areas at Risk of Flooding
IR8	Surface Water Run-Off
PC2	Hazardous Substances
PC3	Development in the Vicinity of Hazardous Substances
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INTRODUCTION

1. INTRODUCTION

BRENTWOOD – THE PLACE

Location and Transport Links

- 1.1 The Borough of Brentwood is situated in the south west of the county of Essex, immediately to the east of the Greater London Metropolitan area, and is located entirely within the Metropolitan Green Belt. This proximity to London means that the Borough is well located in relation to the national and regional road and rail networks. The town of Brentwood is separated from Greater London by a narrow gap of open land through which passes the M25 Motorway. The other main route corridors tend to focus on London, with the A12 running through the centre of the Borough between Central London and East Anglia, and the A127 linking Central London to Southend and South Essex. Similarly rail connections link Central London to Ipswich and Norwich (with local stations at Brentwood, Shenfield and Ingatestone) and Southend (with a local station at West Horndon).
- 1.2 This road and rail network also provides easy access to Stansted Airport (via the M11), City airport and Southend Airport, as well as both Gatwick and Heathrow airports via the M25. Connections can also be made with port facilities at Tilbury to the south and the East Coast ports of Harwich and Felixstowe. The Thurrock/Dartford Crossing also provides access to the south coast ports and the continent via the Channel Tunnel
- 1.3 Such locational advantages has meant that Brentwood has been, and will continue to be, an attractive choice for both businesses and housing, and the Borough is subject to considerable pressure for development. The Green Belt, however, acts as a significant constraint.

Housing

- 1.4 The Borough is a relatively affluent area with some 80% of Brentwood's housing being owner-occupied (predominantly 3 bedrooms and over) with the majority having been built since 1945. Much of the older housing has been renovated and there are very few areas of poor quality housing within the Borough. House prices are also relatively high and many cannot afford to buy or rent property within the Borough, as there is a shortage of low-cost housing.

Employment

- 1.5 Employment is also influenced by the Borough's proximity to London and the good transport network. Local jobs are very much concentrated in the service sector, with the town providing an attractive alternative office location to London, particularly in the Town Centre, Brentwood Station Area and Warley Business Park. There are seven employment estates, and numerous other smaller enterprises scattered throughout the Borough. However, over 50% of the resident work force commutes out of the Borough to work, particularly into London, and some 40% of jobs in the Borough are filled by residents from outside the Borough.

Shopping

- 1.6 The main shopping area is Brentwood Town Centre, with many multiples including Marks and Spencer, Sainsbury, Boots and Somerfield represented. It is also the hub of the Borough's cultural and community activities. Shenfield and Ingatestone are smaller, but nevertheless important, shopping centres, which together with a number of smaller shopping parades and village centres provide for the local shopping needs throughout the Borough.

Sport and Leisure

- 1.7 The main venue for sport and leisure is provided at the multi-functional Brentwood Centre at Pilgrims Hatch, which hosts major concerts, conferences and sports attractions. Additionally, there are other significant sports facilities, such as the Clearview Tennis Centre and the Warley Leisure Park, and many local golf courses, all catering for the increasing leisure needs of the area. There are 2 extensive country parks, which have an attraction that extends well beyond the Borough, as does the other main open space area at King George's Playing Field.

Environmental Character

- 1.8 Brentwood's attractive location is enhanced by the quality of the local environment. Less than 20% of the Borough is built-up. Brentwood Town itself has a well-landscaped character, which softens the impact of the built environment and enhances the visual quality of the town. There are a number of important green wedges reaching into the built-up area, two of which extend right to the centre of the town - Hartwood/Shenfield Common, and the Brentwood School/former Anglia Polytechnic University Playing Fields. Thriftwood is also an extensive area of woodland set within the town. The remainder of the Borough is predominantly in agricultural use, but much of the rural area is characterised by an attractive rolling landscape incorporating small woodlands, hedgerows and trees.
- 1.9 The location and character of the Borough of Brentwood, summarised above, plays a large part in determining the scope and detailed content of the policies set out in the Local Plan.

THE BRENTWOOD LOCAL PLAN

What is a Local Plan?

- 1.10 The government requires a local planning authority to prepare and adopt a Local Plan that covers the whole of the authority's area and that sets out detailed policies to guide development ¹. It forms part of a hierarchy of Development Plans and policies and is set within the context of national, regional and structure plan policy guidance. Once adopted the Local Plan is also required to be monitored and reviewed.
- 1.11 The Brentwood Local Plan provides a comprehensive statement of land use policies and proposals for the whole of Brentwood Borough and develops the policies and general proposals of the Essex and Southend on Sea Replacement Structure Plan (RSP) adopted in April 2001. It covers, therefore, the period up to 2011.

The Plan Format

- 1.12 The Plan consists of a Written Statement and Proposals Map. The Proposals Map

¹ *Part II of the Town and Country Planning Act 1990 (as amended by the Planning and Compensation Act 1991) and the Town and Country Planning (Development Plan) Regulations 1999.*

incorporates a number of insets for Brentwood Town Centre, Shenfield Shopping Area, Brentwood Station Area and the other main settlements excluded from the Green Belt. These insets are identified on the Main Borough-Wide Proposals Map, the Brentwood Urban Area Inset Map No. 1 or the Ingatestone Inset Map No. 3. The insets form part of the Proposals Map.

- 1.13 The Written Statement sets out the Policies and Proposals of the Council by reference to a number of chapters dealing with a set of “core policies” together with specific subjects. Each chapter is prefaced by a summary of the relevant national planning policy guidance, Replacement Structure Plan policies and Brentwood Community Plan objectives, which set the context for the detailed policies and proposals. The subsequent policies/proposals are accompanied by a written justification and supporting background information. The policies and proposals are distinguished from the rest of the text by the use of upper case (capital) lettering and bold type. The policies in the Plan only apply in cases where planning permission is required. **In the event of any inconsistency between the written justification and the policy, the policy takes precedence.**
- 1.14 The Written Statement includes a number of appendices generally relating to guidance that has previously been formally adopted by the Council as Supplementary Planning Guidance (SPG). However, there is no provision in the Planning and Compulsory Purchase Act 2004, or the associated guidance and regulations for existing SPG to be formally saved, and new SPG can no longer be adopted. It still remains a material consideration in the determination of planning applications, and is retained as ‘Informal Planning Guidance’ until adopted as ‘Supplementary Planning Documents’ under the new Act.
- 1.15 The Proposals Map illustrates the policies and proposals in the Written Statement on an Ordnance Survey base. The Map identifies sites allocated for development and defines areas where policies will apply. **In the event of any inconsistency between the written statement and the proposals Map, the Written Statement takes precedence.**

POLICY CONTEXT OF THE PLAN

- 1.16 The Local Plan forms part of a hierarchy of Development Plans and planning policy guidance to which it must have regard and conform to unless local circumstances justify otherwise. Summaries of the relevant policy context are set out in each chapter of the Plan.

National Planning Policy Guidance

- 1.17 Central government produces a wide range of policy guidance in the form of primary legislation, planning regulations, circulars, Planning Policy Guidance Notes (PPGs), Planning Policy Statements (PPSs), and other statements. These sources of national policy are the subject of review, amendment and replacement and the most recent statements need to be reflected in the Local Plan.

Regional Planning Guidance

- 1.18 The government produces Regional Planning Guidance which provides a framework for the preparation of development plans at the County and Local level. Regional Planning Guidance for the South East (RPG9), published in 1994 set the basis for the Replacement Structure Plan covering the period up to 2011, including the allocation

for new housing to be accommodated within the County.

- 1.19 A revised version of RPG9 was published in March 2001, which seeks to achieve amore sustainable pattern of development by way of four key development principles:
- Urban Renaissance and Concentrating Development
 - Economy in the Use of land
 - Integrating Land Use and Transport
 - Rural Development
- 1.20 Following a review of regional boundaries, as from 1 April 2001, Essex is included within the East of England Region, and work is currently progressing on new regional guidance for the East of England area (RPG14). With the enactment of the Planning and Compulsory Purchase Act 2004 in September 2004, RPG is to be replaced with Regional Spatial Strategies (RSS). RPG14, therefore, is now referred to as RSS14 or the ‘East of England Plan’ and was published for public consultation between November 2004 and March 2005. An examination in public is proposed to commence in November 2005, with final adoption towards the end of 2006/early 2007.

The County Structure Plan

- 1.21 The Brentwood Replacement Local Plan must conform generally to the Replacement Structure Plan (RSP), which provides the broad strategic framework for land use planning decisions within the Borough. The RSP, covering the period 1996 to 2011, was adopted by both Essex County Council and Southend on Sea Borough Council, the Joint Structure Plan Authorities (JSPAs), on 9 April 2001
- 1.22 The core policies of the RSP set out to address issues such as achieving urban regeneration, promoting economic development and protecting key environmental areas and features. In developing its core policies the RSP sets out specific levels of new housing and employment land to be provided within each of the Districts/Boroughs over the period 1 April 1996 to 31 March 2011. The figures for Brentwood Borough are:
- **Housing:** 1450 dwellings (net) - (RSP Policy H1)
 - **Business/Industry/Warehousing Land:** 1 hectare of additional land (net) - (RSP Policy BIW1)
- 1.23 The RSP identifies **Brentwood Town Centre as a “Principal Town Centre”** in the Strategic Hierarchy of Urban Centres (relating to the consideration of proposals and the provision of retailing and other town centre uses – RSP Policy TCR1).
- 1.24 The RSP identifies priorities for transport investment in support of the regeneration of Priority Areas for Economic Regeneration and other economic policy objectives. The third priority is relevant to the Borough in that it includes:
- **Multi-Modal Improvements** to the inter-urban transport network between **London and Ipswich** to improve access to the Haven Ports and East Anglia and between the main urban centres in this part of the Region

Local Transport Plan

- 1.25 The Local Plan must also conform to the Essex Local Transport Plan, which sets out the transport strategy for the county, and incorporates local strategies for each of the

Districts/Boroughs. Government advice seeks a much closer relationship between land use planning and transport planning. In order to achieve this, the Local Transport Plan and the Local Plan should take account of and complement one another.

The Brentwood Community Plan

- 1.26 It is clear that government is seeking a closer and clearer relationship between the various plans and strategies produced by local authorities. This was made apparent in the Green Paper 'Planning: Delivering a Fundamental Change' (DTLR December 2001) and subsequently incorporated into the guidance published with the 2004 Act which introduced the new 'Local Development Frameworks'; replacing the existing land use Development Plan system (consisting of Structure Plans, Local Plans and Unitary Development Plans).
- 1.27 Brentwood has produced a "Community Plan" for the period 2000 to 2005, "Facing the Future". This is a clear statement of the Council's key ambitions and priorities over the 5-year period. It endeavours to link the Council's Mission and Core Values with service area and work priorities through the new Best value Performance Plan and individual Service Plans.
- 1.28 The Community Plan sets out the key strategic objectives under a number of thematic headings. In order to clearly identify how the Replacement Local Plan relates to these Council-wide corporate objectives, the policy context to each chapter of the Local Plan sets out the relevant strategic objectives. (There are differences between the way in which the Community Plan is divided into thematic headings and the subject headings in the Local Plan. However, positive user feedback on the format of the current Local Plan suggests that the Local Plan headings are better understood by those making development applications and those using the Local Plan and, therefore, have been retained.)
- 1.29 The Council's Mission Statement and core values are:

"The Council's Mission is to serve the needs of local people and work in partnership with the whole community in order to ensure that the Brentwood Borough remains a pleasant and healthy place in which to live, work and relax for the benefit of current and future generations"

In this context, the Council will aim to ensure that quality services are delivered fairly to all sections of the community, having regard to the core values of:

- Putting the needs of the public first
- Ensuring equality of opportunity
- Countering poverty and inequality
- Providing open, responsible and accountable government
- Respecting and protecting the environment and ensuring local sustainable development
- Working in partnership with other organisations
- Ensuring a safe community in which to live, work and relax
- Ensuring a sound economic base for the Borough
- Achieving best value in the delivery and procurement of services
- Observing good employment practices

SUSTAINABLE DEVELOPMENT

- 1.30 One of the key objectives running through all levels of policy advice is the need to achieve sustainable development. Sustainable development is now at the very heart of the planning system. Government planning guidance makes clear the government's commitment to the principles of sustainable development as set out in "Sustainable Development: The UK strategy" (1994).
- 1.31 There are many definitions of "sustainable development" but the most widely used is "Sustainable development is development that meets the needs of the present population without compromising the ability of future generations to meet their own needs". The government's approach to sustainable development is set out in its strategy and is based on four broad objectives:
- Maintenance of high and stable levels of economic growth and employment;
 - Social progress which recognises the needs of everyone;
 - Effective protection of the environment; and
 - Prudent use of natural resources
- 1.32 The government believes that the planning system, and development plans in particular, can make a major contribution to the achievement of the government's objectives for sustainable development (as described further in PPS12). The Council is equally committed to ensuring that the Replacement Local Plan provides for development in a sustainable manner and, thus, linking with and reflecting its other corporate strategies as set out in the Community Plan and the LA21 Strategy "A Better Quality of Life for Brentwood" (February 2001).

The Overarching Aim of the Plan

- 1.33 The Council has adopted an overarching aim for the Replacement Local Plan that integrates the Planning Service's adopted "Mission Statement" with the Council's corporate objectives and the need for sustainable development as follows:

To protect, conserve and enhance the character and appearance of the Borough's natural and built environment whilst promoting the economic, social and cultural well-being of the Borough and seeking to make provision for the development and other needs of the Borough within the context of strategic planning guidelines and the principles of sustainable development.

Sustainability Appraisal

- 1.34 Local Planning authorities are expected to carry out a full environmental appraisal of their development plan at every stage of the development plan process. However, sustainable development is not limited to environmental concerns, and the same methodologies used for environmental appraisal can be applied to social and economic issues. The process enables the environmental, social and economic consequences of plan objectives and policies to be weighed and taken into account in formulating the final plan and thus ensures that development is sustainable.
- 1.35 In order to undertake such an appraisal the Council adopted a set of "Sustainability Principles" by which the Draft Plan policies have been assessed. These are set out in regard to environmental, social and economic issues, as follows:

Sustainability Principles

Environmental:

- To Conserve and Protect Natural Resources
- To Conserve and Protect the Built Heritage
- To Make Best Use of Existing Urban Land and Buildings
- To Minimise the Impact of Pollution on the Environment and upon Public Health & Safety
- To Enhance the Quality of the Urban and Rural Environment
- To Minimise the Need to Travel and the use of Private Vehicles
- To Promote Waste Minimisation and Maximise the Reuse and Recovery of Waste
- To Minimise the Consumption of Energy
- To Maximise Biodiversity

Social:

- To Encourage Choice of Transport Mode, particularly Non-Car Modes
- To Maximise the Choice of Housing
- To Increase Accessibility to Employment, Services, Facilities etc.
- To Increase Accessibility to Open Space
- To Secure a More Accessible Environment for those with Disabilities

Economic:

- To Provide for Local Economic Development
- To Provide Local Employment Opportunities
- To Locate Development in Areas Accessible by a Choice of Transport Modes, particularly Public Transport, Cycling and Walking
- To Improve Infrastructure Provision
- To Enhance the Vitality and Viability of Existing Town Centres

- 1.36 The content and conclusions of the appraisal are set out and published in a separate document “The Sustainability Appraisal of the Draft Replacement Local Plan”

THE REPLACEMENT LOCAL PLAN STRATEGY

- 1.37 The Community Plan set out a number of Core Values of which those relating to Equality of Opportunity, Countering Poverty and Inequality, The Environment and Sustainable Development, Community Safety and Economic Development are directly relevant to and have been reflected in the Replacement Local Plan.
- 1.38 Furthermore, as previously stated, the Community Plan also sets out strategic objectives for the Council in relation to specific areas of the Council’s work and the interrelationship of these with the Replacement Local Plan is identified under each Local Plan Chapter Heading.
- 1.39 The Replacement Local Plan will seek to implement an overall strategy for future development of the Borough based on planning for sustainable development and taking into account these Community Plan Core Values and Strategic Objectives
- 1.40 The strategic aims of the Plan are to:

- **Direct development towards locations that provide the greatest opportunities for the use of transport modes other than the private motorcar**
- **Make best use of previously developed land within urban areas**
- **Seek to improve the quality of public transport and facilities for pedestrians and cyclists**
- **Improve the relationship between where people live and their place of work or their proximity to community facilities and shopping.**
- **Enhance the economic prosperity of the area**
- **Direct shopping development towards the town centre and other shopping areas**
- **Extend equality of opportunity and social integration**
- **Protect the character and openness of the Borough's countryside, together with existing urban open spaces**
- **Enhance the character and quality of the built environment**
- **Help to create sustainable rural communities**
- **Protect the environment and the amenities of those living, working and visiting the area from the potential negative impacts of development**
- **Enhance the quality of life, increase community safety and reduce the fear of crime**

1.41 Achievement of this strategy is not within the sole control of the Council. It will require the Council to work in partnership with other authorities, agencies and bodies as well as the private sector and/or influencing their programmes and investment decisions.

THE LOCAL PLAN PROCESS

Background

- 1.42 This Plan follows from a comprehensive review of the existing Brentwood Local Plan, which was adopted in March 1995 (and subsequently the subject of a First Alteration, which was adopted in 1997).
- 1.43 The first stage of that review was the publication of a Key Issues Consultation Report in July 2000. Whilst the response to the consultation was limited, it provided a wide range of responses, with comments from a broad spectrum of groups and individuals, representing individual local residents, government departments and agencies, parish councils, local interest groups, and planning consultants and agents. Many of the key issues gave rise to varied and, in some cases, conflicting comments with no clear view necessarily taking prominence.
- 1.44 Whilst the numbers of comments were limited, the clearest view put forward was the support for the Council's commitment to protecting the Borough's green belt boundary and maximising the use of existing urban land. There was, however, less support for achieving the latter by reducing car parking provision compared to reducing garden sizes or increasing the numbers of small units. The issue of car parking standards gave rise to differing comments, with no clear view as to whether the government's proposals for maximum rather than minimum levels of provision enjoy general support. On the theme of car parking, there was more support for the continuing use of the William Hunter Way car park for car parking purposes (possibly with some development for other uses) than its redevelopment. Other comments were received with regard to how local employment opportunities could be maximised, how the town centre and existing shopping areas could be further protected and enhanced,

and how the town centre shopping environment could be improved.

- 1.45 The comments received during the 6-week consultation period were considered by the Council, and it was resolved that the Initial Deposit Consultation Draft of the Replacement Local Plan should be prepared taking account of, inter alia, the views received.

The Initial Deposit Draft Plan

- 1.46 The Initial Deposit Draft Plan was published for public consultation in September 2002. Just over 700 representations were duly made during the statutory 6-week consultation period. Following consideration of all of the representations received, the Council agreed to make a number of amendments to the Draft Plan, to meet, in full or in part, the objections set out in some of those representations (objections that were not resolved by the proposed amendments were carried forward to the Local Plan Inquiry). Further changes were made in order to update the plan or correct typographical errors. These amendments were incorporated into the Revised Deposit Draft Plan.

The Revised Deposit Draft Plan

- 1.47 The Revised Deposit Draft Plan was the second statutory stage in the preparation of the Replacement Local Plan. Amendments made to the Initial Deposit Draft Plan were clearly shown with proposed additional wordings highlighted with a grey background and proposed deletions shown crossed through with a horizontal line. Black and white plans were also included to show amendments to notations on the Proposal Map. The consultation document was published in November 2003 and some 125 representations were received. As a result of the Council's consideration of these representations, a 'Proposed Changes' document was published in March 2004.

The Local Plan Inquiry

- 1.48 A Local Plan Inquiry to consider all outstanding objections was held between 2 and 17 June 2004, and the Inspector's report and recommendations were received in January 2005. Following consideration of the Inspector's recommendations, proposed modifications to the Revised Deposit Draft Plan were approved and published for public consultation in May 2005.

Adoption of the Plan

- 1.49 Representations on the 'Proposed Modifications' were considered by the Council at its meeting on 13 July 2005. As no further material modifications requiring public consultation were made to the draft plan, the Council resolved its intention to adopt the Replacement Local Plan at that meeting, and the Plan was formally adopted by notice dated 31 August 2005. The various stages of the plan process are set out in Figure 1.1 below

Fig. 1.1 Brentwood Replacement Local Plan - Programme

Summer 2002	Publication of Initial Deposit Consultation Plan
Autumn 2003	Publication of Revised Deposit Consultation Plan
Summer 2004	Public Local Plan Inquiry
Winter 2004/05	Publication of Inspector's Report
Spring 2005	Publication of Proposed Modifications
Summer 2005	Adoption of Replacement Local Plan

The Previous Adopted Local Plan

- 1.50 With adoption of the Replacement Local Plan, the former adopted Local Plan, consisting of the following documents, is superseded as the statutory development plan for the Borough and no longer has effect:

The Adopted Brentwood Local Plan (March 1995)

The Adopted Brentwood Local Plan First Alteration (July 1997)

CORE POLICIES

2. CORE POLICIES

POLICY BACKGROUND

National Policy Guidance

- 2.1 The Government's Green Paper "Planning: Delivering a Fundamental Change", which was published for consultation in December 2001, set out proposals for the reform of the development plans system. Following consideration of the responses to that consultation, revised proposals were published in a Policy Statement "Sustainable Communities: Delivering through Planning" in July 2002. Subsequently the Planning and Compulsory Purchase Act 2004 enacted the Government's proposals for the abolition of Structure Plans, and the replacement of Unitary Development Plans (UDPs) and Local Plans by Local Development Documents (LDDs).
- 2.2 It is the intention, amongst other things, that LDDs provide a clear strategic vision, are written in a more succinct manner and cut out unnecessary or repetitive policies. To facilitate the achievement of these aims it is intended that LDDs include a core statement of general policies. Whilst the Council will not be moving to the preparation of a LDD for Brentwood until after the adoption of the Replacement Local Plan, the Government has strongly encouraged local authorities to adopt elements of the LDD format within local plan reviews.

Introduction

- 2.3 In the light of the Government's proposals for reform of the development plan system, the opportunity has been taken to incorporate a new section into the Replacement Local Plan setting out a number of "core policies", which would be applicable to the consideration of any proposed development. The policies cover general planning considerations regarding environmental impacts, amenity and design, transportation issues and the provision of infrastructure and community facilities.
- 2.4 Any development proposals will be assessed against the following core policies but, in addition, there may be other specific policies set out in the subject chapters elsewhere in this plan, which are relevant to a development proposal and that set out additional requirements or criteria to be satisfied.

General Development Criteria

- 2.5 New development should make a positive contribution to the quality of the environment. Good design and layout can help to achieve the Government's objectives of making best use of previously developed land and improving the quality and attractiveness of both urban and rural areas. New development of whatever scale should not be viewed in isolation but should have regard to both the immediately neighbouring buildings and the townscape/landscape of the wider area. Proposals should also not result in an unacceptable detrimental impact on the amenities of adjacent occupiers or indeed of the occupiers of the proposed development. The Borough Council will expect a development brief to be prepared for proposals for development on major or sensitive sites.
- 2.6 When considering applications for residential development the Council will have regard to the guidance contained in the Essex Design Guide for Residential and Mixed

Use Developments. The key principles are set out in Appendix 1. Proposals will also need to have regard to the principles set out in Appendices 2, 4 and 5. Brentwood benefits from large areas of residential development containing significant natural landscape features, much of which is contained within the private residential curtilages. Such private open spaces are important as they contribute to the landscape and ecological resources of the Borough and enhance the character and quality of the urban area. There is, however, pressure for intensification through infill development, redevelopment, etc. Government housing objectives emphasise making best use of previously developed land and buildings within existing urban areas by, for example, increasing densities and reviewing car-parking standards. Whilst the Council supports these objectives, not least in reducing the pressure on the Green Belt, and has policies elsewhere in this plan to achieve that end, it also recognises, as does government guidance, the need to protect the quality and character of existing urban areas. The Council will, therefore, seek to protect existing residential areas, such as Hutton Mount and Tor Bryan, from development that would impact detrimentally on the special character of an area. Control of development will take particular account of, for example, the pattern of development, depth of gardens, disposition of trees, ecological value and other important aspects that need to be conserved.

- 2.7 PPS23 and PPG24 set out the Government's approach to pollution control and noise respectively. Industrial or similar commercial uses may give rise to significant levels of pollutants in the form of noise, fumes, vibration, smells, etc., which would be detrimental to the amenities of nearby residents if such uses were allowed in residential areas, and uncontrolled in terms of emissions. The Borough Council will expect development to adopt environmental best practice and pollution prevention measures in relation to groundwater, impacts on health, the environment and amenity to ensure the prevention of adverse impacts. All development proposals should take into account the environmental impact the proposed activities will have, and could have in the future, and take account of this at the design stage and incorporate the necessary control measures. Applications that include methods of sewage disposal other than connections to the public foul sewer will require justification in accordance with Circular 3/99.
- 2.8 Proposals within or near to residential areas for uses which may give rise to unacceptable levels of pollutants will need to be accompanied by an environmental statement, together with details of suitable abatement measures, so that their likely effects on residents can be assessed. If such effects are judged to be unacceptable and cannot be reduced through more sensitive siting or the introduction of pollution abatement technology then permission will not be granted.
- 2.9 The quality and character of the natural and historic environment, and its conservation and enhancement are important factors to be considered in the long-term land use planning of the Borough as they contribute to the amenity, attractiveness and safety of the places in which people live, work and enjoy their leisure time. Despite its close proximity to London, Brentwood retains a relatively rural character with small, charming villages, attractive countryside, parks and woodlands. The Council will endeavour to ensure the protection of the natural and man-made features of the Borough's rural areas and green spaces and the improvement of those areas where past activities have caused environmental damage. Any development proposals must, therefore, take account of the particular character, appearance, biodiversity, history and archaeology of the area.
- 2.10 All development should make satisfactory arrangements for vehicular and pedestrian access into the site and for parking and servicing within the site. In addition the level of traffic generated by the development should be capable of being satisfactorily

accommodated by the transport network and should not give rise to unacceptable highway conditions or safety and amenity concerns as a result of the numbers or size of vehicles.

- 2.11 Finally, whilst, as set out in the Housing Chapter, the Council is satisfied that housing supply adequately meets the Borough's required housing provision figure set in the Replacement Structure Plan, in order to continue to resist pressure for the release of additional land from the Green Belt, it is important that optimum use is made of the existing housing stock. In addition, changes of use from residential in many instances, especially within or adjoining commercial centres, involve the loss of small unit accommodation, for example flats above shops and small terraced units, which make a valuable contribution to the housing stock in terms of housing choice and affordability. Such locations are also sustainable in relation to public transport accessibility and proximity to local services. Furthermore, a residential presence in commercial areas maintains some activity after shops and offices are closed, enhances community safety by engendering a feeling of a more secure environment, and retains the mixed-use character of the Borough's shopping centres. In this context and elsewhere, existing residential units should be retained and the loss of such accommodation to other uses resisted as far as possible.

CP1 General Development Criteria

ANY DEVELOPMENT WILL NEED TO SATISFY ALL OF THE FOLLOWING:

i) THE PROPOSAL WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON VISUAL AMENITY, OR THE CHARACTER AND APPEARANCE OF THE SURROUNDING AREA.

ii) THE PROPOSAL WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON THE GENERAL AMENITIES OF NEARBY OCCUPIERS OR THE OCCUPIERS OF THE PROPOSED DEVELOPMENT BY WAY OF OVERLOOKING, LACK OF PRIVACY, OVERBEARING EFFECT OR GENERAL DISTURBANCE.

iii) THE PROPOSAL SHOULD BE OF A HIGH STANDARD OF DESIGN AND LAYOUT AND SHOULD BE COMPATIBLE WITH ITS LOCATION AND ANY SURROUNDING DEVELOPMENT (AND, IN THE CASE OF ALTERATIONS AND EXTENSIONS, WITH THE EXISTING BUILDING), IN TERMS OF SIZE, SITING, SCALE, STYLE, DESIGN AND MATERIALS.

iv) MEANS OF ACCESS TO THE SITE FOR VEHICLES AND PEDESTRIANS AND PARKING AND SERVICING ARRANGEMENTS ARE SATISFACTORY.

v) THE TRANSPORT NETWORK CAN SATISFACTORILY ACCOMMODATE THE TRAVEL DEMAND GENERATED AND TRAFFIC GENERATION WOULD NOT GIVE RISE TO ADVERSE HIGHWAY CONDITIONS OR HIGHWAY SAFETY CONCERNS OR UNACCEPTABLE LOSS OF AMENITY BY REASON OF NUMBER OR SIZE OF VEHICLES.

vi) THE PROPOSAL SHOULD NOT GIVE RISE TO THE NET LOSS OF A RESIDENTIAL UNIT (EXCEPT AS PROVIDED FOR IN POLICY TC19).

vii) THE PROPOSAL WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON HEALTH, THE ENVIRONMENT OR AMENITY DUE TO THE RELEASE OF POLLUTANTS TO LAND, WATER OR AIR (INCLUDING NOISE, FUMES, VIBRATION, SMELLS, SMOKE, ASH, DUST AND GRIT).

viii) THE PROPOSAL WILL BE EXPECTED TO TAKE FULL ACCOUNT OF THE NEED TO CONSERVE OR ENHANCE THE CHARACTER, APPEARANCE, BIODIVERSITY AND HISTORICAL AND ARCHAEOLOGICAL HERITAGE OF THE SITE AND THE SURROUNDING AREA. WHERE IT IS CONSIDERED THAT THE HARM TO OR LOSS OF THE ENVIRONMENTAL ASSET IS OUTWEIGHED BY THE NEED FOR THE DEVELOPMENT, THE COUNCIL WILL REQUIRE APPROPRIATE COMPENSATORY MEASURES, EITHER ON-SITE OR OFF-SITE.

A Target and Indicator for monitoring criterion (vi) of this policy is set out in Chapter 13

New Development and Sustainable Transport Choices

- 2.12 A key objective of planning for sustainable development is to both reduce the need to travel and maximise accessibility by public transport, cycling and walking. This will not only have environmental benefits but will promote social inclusion. Local authorities can help to achieve this by locating jobs, shopping, leisure facilities and services in locations which are well served by accessible, reliable and convenient public transport and/or are in reasonable walking and cycling distance from residential areas. Major travel generators, therefore, should be located in central locations or where public transport accessibility is greatest.

CP2 New Development and Sustainable Transport Choices

ALL PROPOSALS FOR DEVELOPMENT INCLUDING THE USE OF LAND WILL BE CONSIDERED IN THE CONTEXT OF:

i) ITS IMPACT ON REDUCING THE NEED TO TRAVEL, PARTICULARLY BY CAR

ii) ITS ACCESSIBILITY TO A CHOICE OF TRANSPORT MODES, AND

iii) THE CAPACITY OF THE EXISTING TRANSPORT NETWORK TO ACCOMMODATE THE ADDITIONAL TRAVEL DEMAND GENERATED.

TO THIS END, MAJOR GENERATORS OF TRAVEL DEMAND SHOULD BE LOCATED IN BRENTWOOD TOWN CENTRE AND DISTRICT CENTRES AND NEAR TO PUBLIC TRANSPORT INTERCHANGES OR IN AREAS WELL SERVED BY PUBLIC TRANSPORT ROUTES.

Transport Assessments

- 2.13 In order to consider the transport implications of development proposals, applications for planning permission will need to be accompanied by a Transport Assessment. The extent and content of such an assessment will be dependent on the size of development

proposals, but for major proposals it should illustrate accessibility to the site by all modes, demonstrate the likely modal split of journeys to or from the site, detail the measures to improve accessibility by all modes and measures to mitigate transport impacts. Applicants will be expected to enter into a legal agreement setting out how such measures are to be achieved.

- 2.14 Where appropriate, development proposals should also include a Travel Plan (see Policy T1 in the Transport Chapter).

CP3 Transport Assessments

ALL DEVELOPMENT PROPOSALS MUST INCLUDE SUFFICIENT INFORMATION TO IDENTIFY THEIR IMPACT ON THE TRANSPORT SYSTEM IN ORDER FOR AN ASSESSMENT TO BE MADE OF THE NEED FOR MEASURES TO MITIGATE ANY DETRIMENTAL TRANSPORT IMPACTS, SUCH AS IMPROVEMENTS TO ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING, AND TO REDUCE THE NEED FOR PARKING. PLANNING APPLICATIONS WHICH ARE LIKELY TO GIVE RISE (EITHER IN THEMSELVES OR CUMULATIVELY) TO SIGNIFICANT TRANSPORT IMPLICATIONS WILL NEED TO BE ACCOMPANIED BY A COMPREHENSIVE TRANSPORT ASSESSMENT WHICH, INTER ALIA, WILL:

i) PROVIDE DETAILS OF THE LIKELY MODAL SPLIT OF JOURNEYS TO AND FROM THE SITE

ii) PROVIDE A COMPARISON OF TRANSPORT GENERATION TO AND FROM THE SITE BOTH BEFORE AND AFTER IMPLEMENTATION

iii) SET OUT HOW THE SURROUNDING TRANSPORT NETWORK WILL ACCOMMODATE ALL MOVEMENTS LIKELY TO BE GENERATED BY THE DEVELOPMENT WHILST MAINTAINING OR IMPROVING SAFETY AND NOT GIVING RISE TO ANY SIGNIFICANT DETRIMENTAL IMPACT ON THE AMENITIES OF THE SURROUNDING AREA.

iv) SET OUT DETAILS OF PROPOSED MEASURES TO IMPROVE ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING AND REDUCE THE NUMBERS AND IMPACTS OF JOURNEYS BY PRIVATE CAR AND LORRY.

APPLICANTS WILL BE EXPECTED TO ENTER INTO A LEGAL AGREEMENT SETTING OUT HOW ANY MEASURES REFERRED TO IN THIS POLICY ARE TO BE ACHIEVED.

The Provision of Infrastructure and Community Facilities

- 2.15 It is increasingly recognised that development should contribute to the cost and provision of infrastructure and other facilities arising from it. Planning obligations are negotiated in the context of a planning application and are the means by which to ensure that a developer contributes towards the infrastructure and services that the local authority considers necessary to facilitate the development. The legislation enabling such agreements to be drawn up between the developer and the Local Authority is various - Section 106 of the Town and Country Planning Act 1990; (as amended by the

Planning and Compensation Act 1991); Sections 111 and 139 of the Local Government Act 1972; Section 33 of the Local Government (Miscellaneous Provisions) Act 1982 and Section 278 of the Highways Act 1980.

- 2.16 Such agreements can cover many issues including, inter alia, transportation improvements, public open space, community facilities, education facilities, health facilities, affordable housing, off-site landscaping, car parking and many other matters.
- 2.17 Government Policy (Circular 1/97) sets out a tightly drawn up regime on the use of planning obligations, incorporating a series of policy tests that have collectively become known as “the necessity test”, to determine the acceptability of a planning obligation. The essential principles are that such agreements should be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects. The Borough Council also recognises that brownfield sites may have specific costs associated with their redevelopment that need to be considered in assessing a site’s economic viability and the ability to provide for community benefits.
- 2.18 The Essex Planning Officers Association is currently undertaking work on the means by which the transportation requirements of development will be dealt with by planning obligations.
- 2.19 Essex County Council Learning Services has produced a document entitled ‘Developer Contribution Guidelines’, which sets out the County Council’s approach towards developer contributions to fund additional school places. This document has been reproduced as proposed Supplementary Planning Guidance but will need to be adopted in due course as a Supplementary Planning Document under the new Planning and Compulsory Purchase Act 2004. It is intended that a Supplementary Planning Document, specifically dealing with matters of detail in respect of the delivery of other infrastructure and community facilities, will be developed with the appropriate agencies/bodies involved in their provision.

CP4 The Provision of Infrastructure and Community Facilities

DEVELOPMENT WILL NOT BE PERMITTED UNLESS IT MAKES PROVISION FOR COMMUNITY FACILITIES, PUBLIC SERVICES, TRANSPORT PROVISION, INFRASTRUCTURE, ENVIRONMENTAL WORKS AND ANY OTHER REQUIREMENTS WHICH ARE RELEVANT TO PLANNING AND WHICH ARE MADE NECESSARY BY, AND ARE DIRECTLY RELATED TO, THE PROPOSED DEVELOPMENT.

WHERE APPROPRIATE, DEVELOPMENT PROPOSALS WILL BE EXPECTED TO BE ACCOMPANIED BY A STATEMENT INDICATING HOW SUCH PROVISION IS TO BE MET.

DEVELOPERS WILL BE REQUIRED TO FINANCE THE FULL COST OR, IF APPROPRIATE, A CONTRIBUTION TOWARDS THE FULL COST, OF ALL SUCH PROVISION THAT IS FAIRLY AND REASONABLY RELATED IN SCALE AND KIND TO THE PROPOSED DEVELOPMENT AND ITS IMPACTS ON THE WIDER ENVIRONMENT. THIS PROVISION WILL BE SUBJECT TO PLANNING OBLIGATIONS, WHICH WILL BE SECURED PRIOR TO THE ISSUE OF PLANNING PERMISSION. THESE OBLIGATIONS WILL SPECIFY THE NATURE AND TIMING OF ALL PROVISION, BOTH ON AND OFF A DEVELOPMENT SITE, MADE

NECESSARY BY THE DEVELOPMENT CONCERNED.

HOUSING

3. HOUSING

POLICY BACKGROUND

National Policy Guidance

- 3.1 Government policy guidance on housing is set out in Planning Policy Guidance (PPG) Note 3 “Housing”, published May 2000. It emphasises a greater choice of housing and better mix in terms of size, type and location, recognising the needs of all in the community, including those in need of affordable or special housing, and creating mixed communities. Sustainable patterns of development and the better use of previously developed land, in preference to greenfield sites, are promoted, as is good design.

Replacement Structure Plan

- 3.2 The Replacement Structure Plan (RSP) recognises that sustainable development supports making the best use of existing land and buildings. The provision of residential development, therefore, is to be determined through a sequential approach to the choice of location, with the emphasis being the use of previously developed land within existing large urban areas, and mixed-use schemes.
- 3.3 Brentwood, together with the rest of South Essex, is identified in the Core Strategy, as a heavily urbanised area close to London where strong emphasis will continue to be given to safeguarding the stated purposes of the Metropolitan Green Belt and protecting the area’s natural and built environment. Further long term housing provision up to 2011 is to be strongly constrained. Brentwood’s housing provision figure for the period 1996-2011 is a further 1450 additional dwellings, which the Structure Plan expects would be capable of accommodation within existing built up areas without the requirement for development of sites currently within the Green Belt. This figure is also significantly more than the locally generated figure of 600 dwellings for the same period.

The Brentwood Community Plan

- 3.4 The Community Plan’s strategic objectives that are relevant to the Replacement Local Plan’s Housing Policies are set out under the headings “Housing and Social Inclusion”, which includes:

“To ensure that everyone in the Brentwood Borough has access to appropriate local housing by:

- Optimising the use of Council and privately owned land and property to produce affordable social housing
- Ensuring that sufficient land is available to meet foreseen local housing needs, recognising the need for variety and environmental sensitivity”

THE AIM AND OBJECTIVES FOR THE PLAN’S HOUSING POLICIES:

The Overall Aim

To meet the housing needs of the Borough’s population

Supporting Objectives:

- To ensure that sufficient land is allocated and available to meet foreseen locally generated housing needs
- To encourage the provision of an appropriate range of house types, sizes and tenures which best meet the housing needs of the population, particularly through increasing the availability of low cost private housing and affordable rented housing
- To encourage the retention, improvement and efficient usage of the existing housing stock and, where appropriate, the reuse and conversion of existing buildings for residential purposes
- To make best use of previously developed land and buildings, particularly in sustainable urban locations, whilst protecting the existing amenities and character of the area and minimising the development of both urban and rural greenfield sites.
- To ensure a high quality of design, layout and materials in new residential development
- To ensure that the accessibility needs of persons experiencing mobility difficulties are met in new residential development
- To maintain and improve the environmental quality of residential areas

INTRODUCTION

- 3.5 Brentwood's location close to London, together with other factors such as its good road and rail links and the quality of its urban and rural environment, has resulted in the town and the surrounding villages being highly desirable places in which to live. Demand for new housing has, and will continue to be high. However, the Metropolitan Green Belt places a constraint on the availability of land for development.
- 3.6 The existing housing stock is predominantly recent in construction, with some 70% of private sector properties having been built since 1945 and only 15% pre-dating 1919. The standard of housing is therefore good with only 2% of properties being estimated as unfit (compared with the national average of 6.2%) with some 9% of properties being in disrepair². Detached and semi detached properties, comprising 3, 4 and 5 bedroom family houses, generally predominate. Property prices are generally high, even for the smallest residential units.
- 3.7 All these factors, combined with the decline in the supply of rented accommodation, mean that first-time buyers in particular, and those on lower incomes generally, find difficulty in securing suitable accommodation within the Borough and may be forced to move out. In the long-term an increasing imbalance between the demand for and supply of housing could have wider implications e.g. the local economy may be affected if firms are not able to obtain skilled labour or key workers are unable to find accommodation. There is, therefore, a need to direct housing policies towards making the best use of land that is available for housing and to ensure that an appropriate mix of housing types, sizes and tenures is available within the Borough to meet all needs.

² Brentwood Borough Council Housing Condition Survey 2000

Residential Land Availability

- 3.8 In order to ascertain whether the RSP housing provision figure could be accommodated through the development of previously developed land and buildings within existing urban areas, the Council undertook an “Urban Capacity Study”³, which was published as a separate technical document accompanying the Initial Deposit Draft Plan.
- 3.9 This study concluded that, at a base date of 1 April 2001, there was a discounted capacity within existing urban areas of between 674 and 974 dwellings that would come forward before 2011 (based on a discounted capacity figure derived from two separate density assumptions – an “average” density based on existing average densities throughout the Borough and a “high” density based on the success of new policies aimed at increasing densities, and as achieved in the most recent housing developments). However, these figures, together with the number of residential completions that occurred between 1 April 1996 and 31 March 2001, and the number of residential units on larger sites with unimplemented planning permission at 1 April 2001⁴, were reviewed further and agreed as part of the evidence at the Local Plan Inquiry. The amended figures are set out in Table 3.1 and show that at April 2001 there was a potential supply of between 1596 and 1868 additional dwellings between 1996 and 2011. In addition, since April 2001 the capacity on large sites with and without planning permission has increased by some 420 additional dwellings (i.e. sites at Heybridge Moat House Hotel; St Raphaels Church, Warley Hospital; Farrell Ward, Warley Hospital; Hatch Road, Pilgrims Hatch; Wharf Road, Brentwood; and Beckett House, Baytree Centre).

Table 3.1: Supply of Housing in Brentwood 1996-2011

Urban Capacity Density Assumption	Completion 1996-2001	Outstanding Large Sites with Planning Permission at 1 April 2001	Discounted Urban Capacity Study	Total Supply	Structure Plan Provision 1996-2011
Average	414	611	574	1596	1450
High	414	611	843	1868	1450

- 3.10 It can be concluded, therefore, that there is sufficient housing likely to come forward by 2011 to meet the housing provision figure of 1450 additional dwellings without the need to consider the release of greenfield sites either within the Green Belt or within the existing urban areas.

NEW HOUSING PROVISION

Residential Provision 1996-2011

POLICY H1 (RESIDENTIAL PROVISION 1996-2011) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

³ *An Assessment of Urban Capacity. Brentwood Borough Council. June 2002*

⁴ *Residential Land Availability. Brentwood Borough Council April 2001.*

POLICY H2 (HOUSING LAND AVAILABILITY MONITOR) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Community Uses in Residential Development

- 3.15 Residential development will give rise to the demand for additional community facilities to meet the needs of new residents. The means by which developers provide for such facilities, or contribute to their provision, either on site or through a legal agreement, is dealt with in Policy CP4. However, where it has been identified that there is an existing need for additional community facilities (such as a community hall, medical facilities, shopping provision for example) within a particular area, the opportunity will be taken by the Council to incorporate, through negotiation, such facilities within new residential development proposals as part of a mixed use development. The intention will be, therefore, to provide facilities in locations that are accessible to all surrounding residents, reducing the need to travel and creating equality of opportunity.

H3 Community Uses in Residential Development

IN ADDITION TO THE REQUIREMENTS OF POLICY CP4, WHERE APPROPRIATE, THE COUNCIL WILL SEEK TO INCORPORATE THROUGH NEGOTIATION NEW COMMUNITY FACILITIES WITHIN NEW RESIDENTIAL DEVELOPMENT, WHERE A LOCAL NEED HAS BEEN IDENTIFIED.

Mixed Use Development

- 3.16 Whilst the opportunity will be taken to introduce community uses in to residential development proposals, the Council will also seek to achieve further residential provision as part of mixed use schemes in the Borough's main district shopping areas of Shenfield, Ingatestone High Street and Warley Hill, particularly within areas allocated for residential and commercial uses, but also in any commercial development, if considered appropriate (see also Policy TC3 for Brentwood Town Centre). The introduction of residential development in such areas can provide much needed small unit accommodation in areas well located to public transport and other services and facilities. Residential accommodation can also benefit such areas by providing activity outside normal business hours, both adding to commercial viability and vitality and providing for a more secure feel to the commercial area.

H4 Mixed Use Development

WITHIN AREAS ALLOCATED FOR RESIDENTIAL/OFFICES/SHOPS OR SHOPS/RESIDENTIAL AND IN OTHER APPLICATIONS INVOLVING COMMERCIAL DEVELOPMENT WITHIN THE MAIN DISTRICT SHOPPING AREAS OF SHENFIELD, INGATESTONE HIGH STREET OR WARLEY HILL, THE OPPORTUNITY SHOULD BE TAKEN TO PROVIDE NEW RESIDENTIAL ACCOMMODATION AS PART OF MIXED USE DEVELOPMENT

Changes of Use of Upper Floors

- 3.17 Upper floors above shops or other commercial premises frequently tend to be under-utilised, being either used for storage or in many cases not used at all. This under-use of space not only amounts to a waste of valuable resources but also tends to lead to neglect, a negative impact on the street scene and, ultimately, the deterioration of buildings. The Council, therefore, in line with government policy for making best use of existing urban land and buildings, will seek to promote greater use of such resources.
- 3.18 The use of such accommodation for residential purposes will be encouraged as a means of providing further affordable, small-unit accommodation. The Council is aware that it may be difficult in some cases to achieve all the standards normally required for residential use. Therefore, whilst it will be necessary to ensure that the amenities of prospective occupiers are safeguarded, a more flexible attitude may be adopted in respect of the Council's normal residential standards.

H5 Changes of Use of Upper Floors

THE CHANGE OF USE OF UPPER FLOORS ABOVE EXISTING COMMERCIAL PREMISES TO RESIDENTIAL ACCOMMODATION WILL BE ENCOURAGED, PARTICULARLY TO PROVIDE AFFORDABLE UNITS OF ACCOMMODATION, PROVIDING THE FOLLOWING CRITERIA CAN BE SATISFIED:

i) REASONABLE FACILITIES AND AMENITIES ARE PROVIDED FOR PROSPECTIVE OCCUPIERS

ii) THE DEVELOPMENT DOES NOT RESULT IN DEMAND TO REPLACE STORAGE SPACE LOST

A Target and Indicator for monitoring this policy is set out in Chapter 13

Small Unit Accommodation

- 3.19 The number of small households is increasing nationally due to extended life expectancy, household break up and the increasing number of young people who choose to live alone. The Replacement Structure Plan estimates that within Brentwood Borough there will be 600 locally generated households over the period 1996 to 2011. Generally, newly forming households will be small households requiring smaller units of accommodation. This need can be met by the provision of small, i.e. 1 or 2 bedroom, houses or flats, the conversion of existing large dwellings into smaller flat units or, in the case of older or disabled people, specially adapted accommodation to meet their specific needs.
- 3.20 However, only a small proportion of the existing dwelling stock comprises 1 and 2 bedroom units. Existing small unit accommodation can also be reduced through extensions to provide additional bedrooms or amalgamation to form larger units. A lack of small unit accommodation has and may continue to result in the loss of young economically active sections of the population and lead to an imbalance in the population structure in the longer-term. This is clearly an undesirable situation. New housing development should make a significant contribution to meeting perceived housing need within the Borough by providing for a mix of units. It is clear, therefore,

that there will need to be an emphasis on small-unit provision, particularly on the larger sites. In order that, once provided, smaller units remain available, in appropriate circumstances permitted development rights to extend such properties will be removed by condition on the permission.

- 3.21 In the case of Hutton Mount, however, the development of a mix of units is not considered appropriate since it would be inconsistent with the character of existing development in this area, which consists mainly of large detached houses in substantial grounds.

H6 Small Unit Accommodation

IN A NEW HOUSING DEVELOPMENT THE COUNCIL WILL SEEK THE PROVISION OF A MIX OF UNITS ON SUITABLE SITES OF 6 UNITS AND ABOVE OR ON SUITABLE SITES OF 0.2 OF A HECTARE OR MORE, WITH AT LEAST 50% OF TOTAL UNITS BEING 1 AND 2 BEDROOM PROPERTIES, EXCEPT WHERE IT CAN BE DEMONSTRATED THAT SUCH A MIX OF UNITS WILL BE INCONSISTENT WITH THE CHARACTER OF EXISTING DEVELOPMENT IN THE AREA OR WHERE SUCH PROVISION CANNOT BE ADEQUATELY ACCOMMODATED ON THE DEVELOPMENT SITE.

WHERE:

a) APPLICATION IS MADE FOR PART DEVELOPMENT OF A LARGER RESIDENTIAL SITE IDENTIFIED ON THE LOCAL PLAN PROPOSALS MAP, OR

b) THE PROPOSED RESIDENTIAL DEVELOPMENT SITE IS CONTIGUOUS WITH ONE OR MORE OTHER POTENTIAL RESIDENTIAL DEVELOPMENT SITES,

THE AREA TO BE USED FOR DETERMINING THE APPLICABILITY OF THIS POLICY WILL BE THE LARGER SITE IN RELATION TO (a) ABOVE AND THE AGGREGATE AREA OF SUCH CONTIGUOUS SITES IN RELATION TO (b) ABOVE.

IN APPROPRIATE CIRCUMSTANCES A CONDITION WILL BE IMPOSED ON SUCH SMALLER UNITS TO PREVENT EXTENSIONS PROVIDING ADDITIONAL HABITABLE FLOOR SPACE.

A Target and Indicator for monitoring this policy is set out in Chapter 13

Single Storey Dwellings

- 3.22 Further to the need for small unit accommodation, there is concern with the loss of single storey dwellings in the Borough, many of which are small units of accommodation. In addition, however, they provide for the needs of the elderly or other less mobile residents. Brentwood's population has a high proportion of elderly person's, compared to national statistics, and it is forecast that the numbers of elderly will continue to increase, both in total numbers and as a proportion of the resident population.

- 3.23 Whilst it has to be acknowledged that single storey dwellings can be converted to two storeys, through the provision of rooms in the roof without, in many instances, the need for planning permission, the retention of such accommodation where permission is required is considered justifiable in order to provide for the needs of all age groups and personal circumstances.

H7 Single Storey Dwellings

EXTENSIONS OR OTHER ALTERATIONS TO AN EXISTING SINGLE STOREY DWELLING (INCLUDING RE-ROOFING) WILL BE RESTRICTED TO A SINGLE STOREY.

THE REDEVELOPMENT OF SITES OF EXISTING SINGLE STOREY RESIDENTIAL PROPERTIES WILL ONLY BE PERMITTED WHERE THERE IS NO NET LOSS IN THE NUMBER OF SINGLE STOREY DWELLINGS ON THE SITE.

ALL NEW SINGLE STOREY DWELLINGS AND EXTENSIONS TO EXISTING SINGLE STOREY DWELLINGS WILL HAVE A CONDITION IMPOSED REMOVING PERMITTED DEVELOPMENT RIGHTS FOR ADDITIONS OR ALTERATIONS TO THE ROOF.

Conversions

- 3.24 The conversion of larger units into two or more smaller ones is one way of addressing the problems of under occupancy and the lack of small units of accommodation in Brentwood. Such conversions can provide a valuable housing resource especially to meet the needs of young first-time buyers.
- 3.25 The standard of conversions should be carefully controlled to ensure that adequate facilities are provided to meet the needs of prospective occupiers, to protect the general character of an area and to safeguard the amenities of surrounding residents. Proposals will need to have regard to the principles set out in Appendix 2 (Vehicle Parking Standards) and Appendix 5 (Miscellaneous Residential Design Guidance).

H8 Conversions

WITHIN THE BUILT UP AREA OF THE BOROUGH AS DEFINED ON THE PROPOSALS MAP, CONVERSION OF DWELLING-HOUSES INTO TWO OR MORE UNITS WILL BE ALLOWED WHERE ALL OF THE FOLLOWING CRITERIA ARE MET:

- i) THE NUMBER OF PROPERTIES WHICH HAVE BEEN SUB-DIVIDED OR FOR WHICH PLANNING PERMISSION HAS BEEN GIVEN DOES NOT GIVE RISE TO AN OVER CONCENTRATION OF FLATS WITHIN A PARTICULAR STREET OR AREA RESULTING IN AN UNACCEPTABLE LOSS OF AMENITY OR HARM TO RESIDENTIAL CHARACTER WITHIN THAT LOCALITY**
- ii) THE CONVERSION DOES NOT GIVE RISE TO AN UNACCEPTABLE EXTENSION OR UNACCEPTABLE EXTERNAL ALTERATION TO THE PROPERTY**

iii) WHERE APPROPRIATE, LANDSCAPING SHALL BE PROVIDED AS PART OF THE SCHEME FOR CONVERSION

iv) THE CONVERSION (INCLUDING THE PROVISION OF BALCONIES OR EXTERNAL STAIRCASES) MUST NOT GIVE RISE TO UNDUE OVERLOOKING OF ADJOINING PROPERTIES

See also Appendices 2 and 5.

AFFORDABLE HOUSING POLICY

Affordable Housing on Larger Sites

- 3.26 Affordable housing is a national issue and indeed the subject of government advice as contained in PPG3, which states that affordable housing provision is a material planning consideration when deciding planning applications involving housing. It allows for Local Planning Authorities to include policies in Local Plans seeking an element of affordable housing within larger areas of new housing development, where there is a demonstrable lack of affordable housing to meet local needs. Government advice on affordable housing provision is set out in Circular 6/98 “Planning and Affordable Housing”. The Circular sets out the criteria for establishing the threshold of sites on which it would be appropriate for the Local Planning Authority to negotiate a proportion of affordable housing. In July 2003 the Government issued a consultation paper on proposed changes to the guidance in PPG3 on affordable housing. The affordable housing policies in this Plan are considered to be in general conformity with that advice.
- 3.27 In order to assess the level of housing need in the Borough, the Council commissioned Fordham Research Limited to undertake a housing needs survey in 1998 ⁵. A further revised study has been undertaken in 2004, again by Fordhams, but the results and recommendations of this new study are yet to be formally considered by the Council and will be used to inform an early review of the Council’s affordable housing policies as set out in this Plan. All references to the Housing Needs Survey in this Plan refer, therefore, to the 1998 Study.
- 3.28 Housing affordability is, perhaps, best defined by comparing house prices or rental levels against income. The Housing Needs Survey assessed the cost of private housing, both for sale and rent, and compared these figures with income levels for different groups. The survey concluded that the discrepancy between average annual gross incomes and the lowest house prices and rent levels highlighted the inability of many households to afford market housing. In summary the Housing Needs Survey identified that total housing need in the Borough was made up of the groups set out in Table 3.2.

⁵ *Housing Needs Survey. Fordham Research Ltd. December 1998*

Table 3.2: Total Housing Need in the Brentwood Borough 1998

Existing households in need	1,231
Homeless element	52
Concealed households in need	468
Total Current Need	1,751 households

- 3.29 Whilst the total need at 1998 was 1751 households, the number of households in need will continue to increase, such that the Needs Survey estimated that by the end of the Replacement Structure Plan period, 2011, a total of between 2,500 and 4,000 additional affordable dwellings might be required to meet the need in full. Clearly, such levels of new build are unachievable, and indeed not all of the identified need will require new build housing. The Council will continue to encourage the early re-occupation of vacant properties and the conversion and re-use of suitable commercial premises (including “Living over the Shop”) to provide affordable rented accommodation. In addition, the Council will continue to implement a package of other measures, as referred to in the Council’s Housing Strategy Statement, to attempt to reduce needs to an acceptable level.
- 3.30 However, these measures will, at best, only provide for a small proportion of the identified need and new build will probably remain the most important element of future provision. The degree to which reliance will need to be had on affordable housing being achieved through new build on private housing developments can be judged from the fact that over the last 5 years the Council has been able to provide only 33 units through “purchase and repair” schemes or through “living over the shop” (over the same period 181 units have been purchased through “Right to Buy”). The total level of housing allocation for the Borough in the Replacement Structure Plan for the period 1996-2011 is 1450 new units. Even if all of this new housing were to be allocated for affordable housing, it still would not meet the existing requirement for the Borough. Furthermore, much of the supply of housing development land already has planning permission or consists of small sites, well below the Circular thresholds. Thus the opportunities for further affordable housing will be seriously constrained. In any event, the target for new build affordable housing in the Local Plan must be realistic in order not to deter development coming forward.
- 3.31 The normal threshold that the Circular advice considers appropriate for settlements above 3,000 population is 25 dwellings and above or 1 hectare or more. In Inner London the minimum threshold is 15 dwellings and above or 0.5 hectares or more. Whilst it is accepted that no part of Brentwood equates to the housing situation experienced in the area defined as Inner London in footnote 7 to the Circular, given the significant level of housing need identified in the Housing Needs Survey, the lack of any potential sites of any significant size within the Borough and the constraints of the Metropolitan Green Belt, it is considered that a threshold of 20 dwellings and above or 0.66 hectares or more is justified for the duration of this Local Plan.
- 3.32 The Circular also allows for a threshold below 15 units within settlements below 3,000 population. Whilst the Housing Needs Survey identified the greatest need for affordable housing to be within the town of Brentwood it also showed that there is a significant level of need beyond the urban area of Brentwood. Of the total housing need of 1751 households, some 356 households (20%) were located outside of the town. Housing sites within the villages are generally small scale and difficult to

identify, generally coming forward as windfalls. Historical data on residential land sites within the villages, together with the results of the “Urban Capacity Study” would indicate that opportunities (albeit it still very limited) for achieving affordable housing would only arise if a threshold of 5 dwellings and above or 0.16 hectares or more were adopted.

- 3.33 Apart from the town of Brentwood itself, the only other settlement over 3,000 population is Ingatestone (approx. 4,000 population). However, in terms of settlement size and character and housing site supply, Ingatestone clearly shares greater similarity with the other smaller settlements in the Borough than with the town of Brentwood. Notwithstanding Ingatestone being slightly above the Circular threshold of 3,000 population it is considered justifiable, therefore, to treat it in line with the smaller settlements in the Borough.
- 3.34 The Housing Needs Survey recommended that the Council should seek to negotiate a proportion of at least 30% affordable housing on new development sites. However, the Revision of Regional Planning Guidance for the South East (RPG 9) sets out a provisional indicator of between 18,000 and 19,000 affordable homes a year within the Rest of the South East area (ROSE). This would equate to some 42-44% of the total annual housing provision figure for ROSE (43,000 dwellings). PPG3 advises that estimates for affordable housing set out in RPG should be regarded as indicative and should not be presented as targets or quotas for local planning authorities to achieve. Accepting that a significant proportion of new housing will be provided on sites below the thresholds, to achieve this level of affordable housing provision would indicate the need for a figure well above 40% on sites above the thresholds. However, too high a figure will affect the economics of site development and could prevent sites coming forward. This would be particularly true for brown field sites where development costs would be higher than green field sites.
- 3.35 Taking account of the above and the 1998 Housing Needs Survey, a figure of 30% affordable housing for subsidised rented housing is considered justifiable. Whilst the 1998 Study excluded low-cost market housing from its affordable housing definition, the Council now accepts that increasing difficulties have been felt by key public sector workers, such as health service employees, the police, teachers and local government officers, in affording accommodation in the Borough. Such needs will vary in terms of employment numbers and sectors over time, but they may benefit from the availability of low-cost market housing in addition to subsidised rented accommodation. The Housing Needs Study suggested that any target for shared ownership accommodation should be some 5% and this can be added to the 30% for subsidised rented housing. The Council will therefore seek to negotiate for 35% of the number of dwelling units on suitable sites to be for affordable housing.
- 3.36 The government Circular definition of “affordable housing” encompasses both low-cost market and subsidised housing (irrespective of tenure, ownership - whether exclusive or shared - or financial arrangements). This definition was confirmed by Appendix 2 of ‘Local Housing Needs Assessments: A Guide to Good Practice’, issued by the Secretary of State in July 2000. Notwithstanding, therefore, that the 1998 Fordham research discounted the inclusion of low cost market housing, the government’s wider definition of affordable housing is adopted for the purposes of this Plan.
- 3.37 On all sites above the thresholds the Council will require the developer to complete a legal agreement under Section 106 of the Town and Country Planning Act 1990 which, inter alia, will ensure that: the affordable homes are provided by a Registered

Social Landlord (RSL) or other provider agreed by the Council; that the housing remains affordable in perpetuity; and the proposals are financially viable for the provider to implement and provide rents at affordable levels. The legal agreement will also need to prescribe the mechanisms for providing affordable housing. This will need to be determined in each case.

- 3.38 It is acknowledged that the circumstances on individual sites will differ and the aim will be to achieve successful housing developments that take account, amongst other things, of the economics of site development. It will be for the applicant to justify that such issues lead to 35% affordable housing making a site unviable and, therefore, warrant a reduction in the proportion of affordable housing on a site and/or the unreasonableness of the developer funding the full cost of the affordable provision. In such cases the Council will consider the appropriateness of using other sources of funding, such as housing grant, Section 106 monies and RSL reserves for example, to maximise the affordable housing provision on a site whilst, in all cases, seeking to make the most effective use of the resources available to the Council.
- 3.39 The proportion of affordable housing will generally be provided on site as part of the development and should be distributed in more than one location within larger development sites providing 20 or more affordable units on site. Where circumstances dictate that this would not be appropriate or possible, the Council will agree to the affordable housing being provided part on-site and part off-site or, failing that, wholly off-site, or, exceptionally, a financial sum being provided in lieu of, and to fund affordable housing to be provided elsewhere in the Borough by the Council.

H9 Affordable Housing on Larger Sites

ON SUITABLE SITES FOR HOUSING DEVELOPMENT OF 20 UNITS AND ABOVE OR ON SUITABLE RESIDENTIAL SITES OF 0.66 HECTARES OR MORE WITHIN THE BRENTWOOD URBAN AREA, AND ON SITES OF 5 UNITS AND ABOVE OR ON SUITABLE SITES OF 0.16 HECTARES OR MORE WITHIN THE DEFINED SETTLEMENTS ELSEWHERE IN THE BOROUGH, THE COUNCIL WILL SEEK A PROPORTION OF 35% OF THE NUMBER OF DWELLING UNITS TO PROVIDE FOR AFFORDABLE HOUSING IN A MANNER TO BE AGREED WITH THE COUNCIL AND SUBJECT TO:

i) THE DEFINITION OF “AFFORDABLE HOUSING” BEING BOTH “SUBSIDISED RENTED ACCOMMODATION” AND “LOW COST MARKET HOUSING”.

ii) SATISFACTORY SAFEGUARDS TO LIMIT OCCUPANCY TO LOCAL NEEDS IN PERPETUITY

iii) SUCH ACCOMMODATION BEING PROVIDED TO THOSE HOUSEHOLDS WITHIN THE BOROUGH NOT ABLE TO AFFORD ON THE OPEN MARKET TO RENT OR BUY A DWELLING OF SUFFICIENT SIZE IN THE BOROUGH

iv) THE ECONOMICS OF PROVISION, INCLUDING THE PARTICULAR COSTS ASSOCIATED WITH DEVELOPMENT AND THE REALISATION OF OTHER PLANNING OBJECTIVES

v) THE NEED TO ACHIEVE A SUCCESSFUL HOUSING DEVELOPMENT

THIS POLICY WILL BE APPLIED TO BOTH IDENTIFIED SITES AND TO UNIDENTIFIED WINDFALL SITES.

WHERE:

a) APPLICATION IS MADE FOR PART DEVELOPMENT OF A LARGER RESIDENTIAL SITE IDENTIFIED ON THE LOCAL PLAN PROPOSALS MAP, OR

b) THE PROPOSED RESIDENTIAL DEVELOPMENT SITE IS CONTIGUOUS WITH ONE OR MORE OTHER POTENTIAL RESIDENTIAL DEVELOPMENT SITES,

THE AREA TO BE USED FOR DETERMINING THE APPLICABILITY OF THIS POLICY WILL BE THE LARGER SITE IN RELATION TO (a) ABOVE AND THE AGGREGATE AREA OF SUCH CONTIGUOUS SITES IN RELATION TO (b) ABOVE.

THE AFFORDABLE HOUSING WILL BE PROVIDED ON SITE AS PART OF THE DEVELOPMENT. WHERE THIS WOULD NOT BE APPROPRIATE OR POSSIBLE THE COUNCIL MAY ACCEPT THE AFFORDABLE HOUSING TO BE PROVIDED EITHER IN PART OR IN WHOLE ON ANOTHER SITE.

A Target and Indicator for monitoring this policy is set out in Chapter 13

Affordable Rural Housing

- 3.40 Specific advice on providing for affordable housing in rural areas as an exception to more general restraint policies is set out in Annex B to PPG 3 (as amended in January 2005). The advice states that the issue of affordable housing does not alter the general presumption against inappropriate development in the Green Belt and that an “exceptions policy” is not meant to apply in most Green Belt areas, which are by their nature close to major conurbations where conditions are not typical of the generality of rural areas. The Council, whilst supporting this general principle, is conscious of a need for affordable rural housing within the Borough, and the limited opportunities that will arise in many of the smaller village settlements.
- 3.41 The affordable rural housing policy has been drafted having regard to government advice, and any sites released would be an exception to normal Green Belt policies. General market housing or the inclusion of such in mixed developments used to cross subsidise affordable housing on the same site, will not be appropriate. Any site would have to be located within the confines of an existing settlement, or exceptionally, consideration will be given to the redevelopment or re-use of an existing site where it would have no greater impact than that existing on the openness of the Green Belt and the purposes of including land in it.
- 3.42 It would need to be proven that the need for such housing was justifiable, socially and economically, both in the short and longer term and that no reasonable alternative accommodation already existed. In this regard, the Council will look to the Parish Councils, together with other agencies such as the Rural Community Council, to provide such evidence through, for example, specific local housing needs surveys or wider village appraisals.

It is expected that there will be few sites that satisfy this policy and therefore prospective occupiers will be restricted to long-standing residents or their dependents requiring separate accommodation or people permanently employed in an essential local service. Steps would need to be taken, through legal agreements, to ensure that such accommodation remained available for local needs, in perpetuity. Any potential site for affordable housing will be judged against Policy H10 below.

H10 Affordable Rural Housing

IN VERY SPECIAL CIRCUMSTANCES THE DEVELOPMENT OF SMALL SCALE LOW COST RURAL HOUSING MAY BE PERMITTED IN THE GREEN BELT WHERE ALL THE FOLLOWING CRITERIA ARE MET:

i) THE SITE IS EITHER WITHIN THE CONFINES OF AN EXISTING SETTLEMENT OR, EXCEPTIONALLY, OCCUPIED BY AN EXISTING USE AND/OR BUILDING, THE REDEVELOPMENT OF WHICH WOULD HAVE NO GREATER IMPACT THAN THAT EXISTING ON THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND IN IT

ii) THERE IS A DEMONSTRABLE LOCAL, SOCIAL AND ECONOMIC NEED IN THE SHORT AND LONGER TERM

iii) NO OTHER SUITABLE ALTERNATIVE ACCOMMODATION IS AVAILABLE WITHIN THE BUILT UP AREA

iv) SATISFACTORY SAFEGUARDS EXIST THROUGH A SECTION 106 AGREEMENT TO LIMIT OCCUPANCY TO LOCAL NEEDS IN PERPETUITY

v) SUCH ACCOMMODATION BEING PROVIDED TO THOSE LOCAL HOUSEHOLDS NOT ABLE TO AFFORD ON THE OPEN MARKET TO RENT OR BUY A DWELLING OF SUFFICIENT SIZE IN THE BOROUGH

vi) SUCH ACCOMMODATION BEING RESTRICTED TO THE FOLLOWING CATEGORIES OF PERSON:

1) EXISTING LOCAL RESIDENTS REQUIRING SEPARATE ACCOMMODATION, OR

2) PEOPLE WHOSE WORK PROVIDES AN IMPORTANT AND NECESSARY LOCAL SERVICE, OR

3) CLOSE RELATIVES OF EXISTING LOCAL RESIDENTS WHO HAVE A DEMONSTRABLE NEED TO EITHER SUPPORT OR BE SUPPORTED BY THEM

FURTHERMORE, ANY DEVELOPMENT WOULD NEED TO COMPLY WITH THE FOLLOWING CRITERIA:

vii) THE PROPOSAL WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON OTHER PERSONS ENJOYMENT OF THE COUNTRYSIDE

viii) THE PROPOSAL COMPLIES WITH POLICY H14

ix) APPLICATIONS WILL BE CONSIDERED AGAINST THE CRITERIA SET OUT IN POLICY GB2

IN THE CONTEXT OF THIS POLICY "LOCAL" IS TAKEN TO REFER TO A PARISH OR WARD, OR IN EXCEPTIONAL CIRCUMSTANCES ADJACENT PARISHES/WARDS.

HOUSING FOR SPECIAL NEEDS GROUPS

- 3.44 National and local demographic changes have led to increased demands on social and health care facilities. Central Government policy promotes increased provision of accommodation within the community for the needs of older and disabled persons.
- 3.45 It is important to ensure that people living in elderly persons' homes and other specialised accommodation become part of the community in which they live with access to facilities, like shops, medical services, public transport, etc. However, an over preponderance of such accommodation in a particular locality may have an adverse effect on the character of the area and the balance of the community.
- 3.46 The type of accommodation special needs housing offers means that there is likely to be a high incidence of disability and/or immobility among residents. Proposals need to ensure that all residents and visitors are able to gain access to the building, communal areas and the individual units. Appendix 4 sets out the Council's requirements for the provision of facilities for people with a disability in new developments.

Supported Accommodation

- 3.47 The provision of supported accommodation allows for a degree of independence but with the assurance of help being available should difficulties arise. It may also have the advantage, particularly in regard to older people, of freeing up larger and frequently under-occupied properties.
- 3.48 Provision of special needs housing for sale or rent within the Borough has, since the late 1980s, developed from providing sheltered housing for older people to encompass a much wider client group in need of supported accommodation and more flexibility in the manner in which the support is provided. In addition to providing for the very frail elderly, there is a need to provide for the physically disabled, those with mental health problems, a learning disability, the vulnerable young, and others with special needs.

H11 Supported Accommodation

PROPOSALS FOR SUPPORTED ACCOMMODATION SCHEMES WITHIN THE BUILT UP AREA WILL ONLY BE PERMITTED WHERE THE FOLLOWING CRITERIA ARE MET:

i) THE PROPOSAL IS IN CLOSE PROXIMITY TO FACILITIES E.G. SHOPS, PUBLIC TRANSPORT, HEALTH AND LEISURE FACILITIES

ii) WHERE APPROPRIATE THE SCHEME SHALL PROVIDE SUFFICIENT INTEGRATED ACCOMMODATION TO ALLOW FOR THE LEVEL OF SUPPORT REQUIRED FOR THE CLIENT GROUP FOR WHOM THE

SCHEME IS INTENDED

iii) THE PROPOSAL PROVIDES APPROPRIATE LANDSCAPING AND AMENITY SPACE

WHERE APPROPRIATE, A CONDITION WILL BE IMPOSED RESTRICTING OCCUPATION TO PERSONS REQUIRING SUPPORTED ACCOMMODATION.

See also Appendices 1, 2 and 4.

Residential Homes

- 3.49 Current trends in the provision of medical and social services illustrate a movement away from large public sector facilities and institutions, such as the former Warley Hospital, to smaller units located in the community and increased private sector provision. Residential homes have been central to the Government's philosophy of "care in the community", which aims to promote and foster community care particularly for older people, those with mental health problems and those with learning and physical disabilities.
- 3.50 Under the Town and Country Planning (Use Classes) Order 1987, Class C3 allows the use of a dwelling house by not more than 6 residents living together as a "single household" (including a household where care is provided for residents) without requiring planning consent. Where planning permission is required, applications will be considered in the light of the policy criteria set out below.

H12 Residential Homes

PROPOSALS INCLUDING NEW BUILDINGS OR A CHANGE OF USE FOR RESIDENTIAL HOMES WITHIN THE BUILT UP AREA WILL ONLY BE PERMITTED WHERE THE FOLLOWING CRITERIA ARE MET:

- i) THE PROPOSAL WOULD NOT RESULT IN THE OVER CONCENTRATION OF RESIDENTIAL HOMES IN ANY INDIVIDUAL STREET**
- ii) THE PROPOSAL IS WITHIN AN ESTABLISHED RESIDENTIAL AREA AND WITHIN CLOSE PROXIMITY TO FACILITIES SUCH AS SHOPS, LEISURE AND HEALTH CARE FACILITIES AND, WHERE APPROPRIATE, EMPLOYMENT AND DAY CENTRES**
- iii) APPLICANTS WILL BE EXPECTED TO DEMONSTRATE THE SUITABILITY OF THE PREMISES TO MEET THE PARTICULAR NEEDS OF THE GROUP TO BE HOUSED, IN PARTICULAR TO PROVIDE SOUND INSULATION, MEANS OF ESCAPE AND ACCESS FOR PEOPLE WITH A DISABILITY OR SIMILAR MOBILITY DIFFICULTIES**

WHERE APPROPRIATE A CONDITION WILL BE IMPOSED RESTRICTING OCCUPATION TO SPECIAL NEEDS GROUPS

FOR THE PURPOSES OF THIS POLICY RESIDENTIAL HOMES ARE:

i) NURSING HOMES

ii) COMMUNAL HOUSING FOR PEOPLE WITH A DISABILITY OR OTHER SPECIAL NEEDS GROUPS

See also Appendices 2 and 4.

Permanent Sites for Gypsy Travellers

POLICY H13 (PERMANENT SITES FOR GYPSIES AND TRAVELLERS) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

NEW HOUSING DEVELOPMENT

Housing Density

- 3.54 Government advice is critical of historical levels of housing density as being unsustainable and PPG3 sets out levels of density that should be encouraged. Good design does not preclude high-density development. Imaginative design and layout can achieve more efficient use of land without compromising the quality of the environment.
- 3.55 Better use of existing urban land will clearly help to protect the Borough's Green Belt. The Council will, therefore, aim to avoid any development that makes an inefficient use of land. Densities of at least 30 dwellings per hectare will generally be expected unless deemed inappropriate due to the special character of the area (e.g. a well-landscaped character, which may be considered ecologically and visually worthy of conservation), transport impact or harm to residential amenities. Densities of at least 65 dwellings to the hectare will be expected in locations with good public transport accessibility. These densities are considered to be reasonable minima, and significantly higher densities have been achieved in more recent developments.

H14 Housing Density

THE COUNCIL WILL EXPECT ANY PROPOSAL FOR NEW RESIDENTIAL DEVELOPMENT TO BE OF AN APPROPRIATE DENSITY THAT MAKES EFFICIENT USE OF LAND.

RESIDENTIAL DENSITIES WILL BE EXPECTED TO BE NO LESS THAN 30 DWELLINGS PER HECTARE NET UNLESS THE SPECIAL CHARACTER OF THE SURROUNDING AREA DETERMINES THAT SUCH DENSITIES WOULD BE INAPPROPRIATE.

DENSITIES GREATER THAN 65 DWELLINGS PER HECTARE NET WILL BE EXPECTED IN TOWN AND DISTRICT CENTRES OR OTHER LOCATIONS WITH GOOD PUBLIC TRANSPORT ACCESSIBILITY.

See also Appendices 1, 2, and 5.

Hutton Mount

- 3.56 Hutton Mount is an attractive residential area of over 80 hectares that is characterised by the number of large detached houses generally occupying spacious plots. The low density-residential development is set within well-landscaped gardens served by attractive tree-lined private roads. Generally the dwellings, which are of individual styles, are set well apart, and it is the generous distance between buildings which is a significant factor in contributing to the character of the area.
- 3.57 The low (pre-dating planning control) density of the estate stems from the original building scheme which specified a 60ft. (18.3m) minimum plot frontage with a covenant restricting development to one dwelling per quarter acre plot. In subsequently drafting a policy for the area, the Council considered that it was important to retain these standards, which had been adhered to over time and resulted in the attractive character of the area.
- 3.58 Notwithstanding, therefore, the desire to increase densities generally to make best use of previously developed land; this mature, well-landscaped and spacious residential area has a distinctive character, which is worthy of retention. Over recent years there has been increased pressure for infill development and there is a danger that this character will be eroded if new development is allowed to proceed without careful regard being paid to its compatibility with the existing properties in terms of plot size, frontage, etc. Similarly, the minimum distance required between an extension and the boundary of the property will be greater than elsewhere in the Borough and will apply to both single and two-storey extensions (see Appendix 5).

H15 Hutton Mount

WITHIN HUTTON MOUNT ANY NEW DEVELOPMENT SHALL REFLECT THE CHARACTER AND DENSITY OF THE SURROUNDING AREA AND SHALL HAVE:

a) A MINIMUM NET PLOT SIZE OF 0.1 HECTARES PER DWELLING

b) BUILDING LINE FRONTAGES OF NOT LESS THAN 18.3M

c) NO PART OF ANY BUILDING SHALL BE CLOSER THAN 1.2M TO THE PLOT BOUNDARY

IN THE CASE OF INFILL DEVELOPMENT INVOLVING THE SUB-DIVISION OF EXISTING DWELLING PLOTS, THE PLOT REMAINING WITH THE EXISTING DWELLING(S) WILL BE REQUIRED TO MEET THE CRITERIA FOR NEW DWELLINGS.

Lifetime Homes

- 3.59 Factors such as increasing life expectancy and the government's care in the community policies will increase the need for adaptations to residential properties to accommodate the needs of the frail and disabled. The Joseph Rowntree Foundation document "Building Lifetime Homes" lists a set of design standards for new residential properties that, if incorporated into the original design, help to ensure that

the home is flexible, adaptable and accessible. The benefits of providing, for example, level thresholds and wider doorways, however, are not restricted to the elderly and those with mobility problems but also families with young children. Such properties meet the varying needs of a household as they change over a lifetime and can accommodate the majority of adaptations that may be necessary with maximum ease and minimum cost.

H16 Lifetime Homes

THE DESIGN AND LAYOUT OF ALL NEW RESIDENTIAL PROPERTIES SHOULD SEEK TO INCREASE THEIR FLEXIBILITY, CONVENIENCE, SAFETY AND ACCESSIBILITY SUCH THAT THEY ARE ABLE TO PROVIDE FOR, OR BE EASILY ADAPTED TO, THE CHANGING NEEDS OF HOUSEHOLDS AND/OR AN OCCUPIER'S MOBILITY. TO THIS END, THE "LIFETIME HOMES" DESIGN STANDARDS SET OUT IN APPENDIX 4 SHOULD, WHERE APPROPRIATE, BE INCORPORATED INTO ALL PROPOSALS.

MINOR RESIDENTIAL DEVELOPMENT

- 3.60 As their family circumstances change, people's requirements in terms of housing will also often change. In order to meet these requirements some will move house, whilst others may choose to adapt their existing property to fit their changing circumstances by, for example, extending the property or utilising the roof space or adjoining garage to provide additional living accommodation.
- 3.61 The Council will consider such minor residential development proposals against the core policies. However, additional and more specific policy considerations are set out below for dormer windows and satellite dishes and further informal planning guidance is provided in Appendix 5.

Dormer Windows

- 3.62 Conversion of the loft space to provide additional habitable accommodation normally requires some facilities to provide natural light. This can be achieved through the installation of windows in the gable end or flush to the roof pitch but more usually through the installation of dormer windows which have the added advantage of providing more space and head height. In certain circumstances, dormer windows can be installed without planning consent being required. Where such consent is required, however, careful consideration will be given to the scale and design of the dormer in relation to the roof in which it is to be installed and the street scene generally. Poorly designed dormer windows can appear incongruous and detract from the appearance and profile of the property.

H17 Dormer Windows

DORMER WINDOWS WHICH ARE OUT OF SCALE AND POORLY RELATED IN DESIGN TO THE ROOF IN WHICH THEY ARE TO BE INSTALLED WILL NOT BE PERMITTED. THE DESIGN AND SCALE OF A DORMER WINDOW SHOULD REMAIN A SUBSIDIARY RATHER THAN DOMINANT FEATURE OF THE ROOF, BE SET IN FROM ANY WALL OF THE PROPERTY AND BE BELOW THE RIDGE HEIGHT.

**POLICY H18 (SATELLITE DISHES) WAS NOT SAVED BEYOND 25 AUGUST 2008
AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN**

EMPLOYMENT

4. EMPLOYMENT

POLICY BACKGROUND

National Policy Guidance

- 4.1 PPG4 “Industrial and Commercial Development and Small Firms” advises that local planning authorities, when allocating land for industry and commerce, should aim to ensure that sufficient land is available that is readily capable of development and well served by infrastructure. In addition, a variety of sites should be available to meet the differing needs of business. Business locations should be identified that minimise the length and number of trips, especially by motor vehicle, and encourage the use of more energy efficient modes of transport.
- 4.2 The guidance note promotes mixed-use development through the location of acceptable industry and commerce, particularly small-scale, within primarily residential areas, but advises on the need to separate potentially polluting industry or other uses which may be detrimental to amenity from sensitive land uses.

Replacement Structure Plan

- 4.3 The Replacement Structure Plan seeks to ensure that sufficient employment land is available to meet the needs of business, industry and warehousing enterprises, both to assist local businesses to expand and to attract inward investment. Key objectives of the RSP are to promote urban areas as the main focus for economic development and to redress economic disparities across the Structure plan area.
- 4.4 With particular respect to Brentwood, the RSP recognises that, despite the considerable pressure for further economic development, the town’s established built-up character and internal movement problems limit opportunities for developing new sites within the built-up area, and that peripheral development of the town is strongly constrained by the MGB and other significant environmental constraints.
- 4.5 Structure Plan Policy BIW1, therefore, makes provision for a net addition of only 1 hectare of employment land in the town between 1996 and 2011. This in effect is the residual provision figure remaining from the previous Structure Plan period (1986 to 2001) and reflects the general restraint on development due to the Borough's Green Belt location.

Brentwood Community Plan

- 4.6 The Community Plan’s strategic objectives that are relevant to the Replacement Local Plan Employment Policies are set out under the heading “Economic Development and the Local Economy” and includes:
- “To facilitate the maintenance of a sound economic base for the Brentwood Borough, by:
- Providing where possible for the needs of existing local businesses in order for them to remain viable and competitive
 - Facilitating the creation of new businesses

- Facilitating the development of existing and new businesses”

THE AIM AND OBJECTIVES OF THE PLAN’S EMPLOYMENT POLICIES

Overall Aim

To meet, as far as possible, the assessed employment needs of the Borough

Supporting Objectives

- To maintain, encourage and provide, where possible, for a wide range of local employment opportunities throughout the Borough in order to minimise the need for long distance commuting to work
- To respond to and provide for, where possible, the needs of commercial and industrial enterprises to function efficiently, whilst protecting the character and the amenities of the area
- To seek to meet the service needs of the community
- To ensure that any new industrial or commercial development shall have the minimum possible detrimental impact on the environment and local amenities
- To seek, where possible, to reduce any detrimental environmental impact of existing industrial and commercial development
- To resist employment-generating uses in areas where there is inadequate infrastructure or where there is inadequate accessibility for non-car users

INTRODUCTION

- 4.7 Brentwood's location in relation to London and the strategic road network has enhanced its attraction as a location for business. The M25, together with the A12 and the A127 provide good accessibility by road to London’s airports, and Stansted in particular, and to the ports of Tilbury and Harwich. In addition, there are good rail links into London, which has given rise to a large commuter population in the Borough. In 1991, the number of residents working outside the Borough was 18,480 (55% of the 33,770 residents in work).
- 4.8 The reasons for out-commuting, however, are various, and whilst chiefly stemming from the historic development of the town of Brentwood as a commuter satellite to London, also results from the imbalance between local jobs and resident workforce. In 1991, there were 28,040 local jobs and 35,914 residents of economically active age i.e. 78 jobs per 100 workers (although this was the joint sixth highest ratio in Essex and the fourth highest in terms of numerical difference). This imbalance, however, is compounded by the take up of local jobs by workers from outside the Borough. In 1991, 15,290 local jobs were filled by resident workers (55%) with 12,750 workers commuting into the Borough for jobs. There is also some mismatch between local skills and local jobs. Brentwood has a relatively highly skilled workforce with a large proportion, 46% in 1991, of the resident workforce being in the top five socio-economic groups [i.e. employers, managers, professionals and intermediate non-manual workers (compared to the Essex average of 35%)]. Many of these will be employed outside the Borough.

- 4.9 There will also be the draw of higher wages that some employers outside the Borough will be able to offer, particularly in the City of London. Many therefore choose to travel outside the Borough, although increasing disenchantment with commuting, both by road and car, may well encourage more people to seek employment nearer to home.
- 4.10 Commuting will continue to be a significant factor in Brentwood's employment structure, but, in order to achieve a more sustainable pattern of development, further efforts should continue to be made to reduce the need to commute over longer distances.
- 4.11 Whilst the Borough has a relatively limited industrial base, it has become an increasingly attractive centre for service-based business, such that over the last fifteen years the reduction in local jobs in the industrial/warehousing sector has been more than offset by an increase in local jobs within the service sector. Table 4.1 sets out the changes in the structure of employment in the Borough since 1991. These figures reflect the national trend over this period, with reductions in manufacturing, particularly male full-time jobs, but with an increase in female and part-time jobs in the Service sector.

Table 4.1: Employment Structure in Brentwood 1991-2001							
	1991	1993	1995	1997	1999	2001	Change 1991-01
All Industries	25600	25400	27900	28000	29000	30100	+4500
Agriculture, Forestry & Fisheries	300	300	200	300	200	200	-100
Production & Construction	1300	1300	1400	1700	2300	2100	+800
Manufacturing	4400	1800	3300	2700	2700	2300	-2100
Service Industry	19600	22000	23000	23200	23900	25500	+5900

- 4.12 Overlaying this general trend in the distribution of jobs between the main sectors, the total number of jobs has continued to increase during the 1990's, despite the increasing use of new technology, and Brentwood has consistently maintained a level of unemployment well below the national and county averages (Table 4.2). As set out above, such a situation does not, however, preclude the need to enhance local employment opportunities and reduce, where possible, the level of out commuting.

Table 4.2: Unemployment Rates						
	June 1991		June 1996		June 2001	
	No.	% age	No.	% age	No.	% age
Brentwood	1504	4.1	1411	3.9	323	0.9
Essex	48446	6.8	48541	6.4	16080	2.1

- 4.13 The pressure for further employment development will undoubtedly continue as Brentwood's attraction as a business location grows, particularly with the completion of The Channel Tunnel High Speed Rail Link, the growth of Stansted airport, and the expansion of business with the rest of Europe.

4.14 There will also continue to be a demand for further employment provision within the Borough to respond to:

- **Expansion of Existing Firms.** As existing firms expand and adapt to the changing nature and space requirements of industry and commerce, they may move out of the Borough, unless such demands for additional space can be met within the Borough.
- **Non-Conforming Uses.** There are a number of local businesses that are located in unsuitable locations within residential areas or the Green Belt. Additional employment provision would be invaluable in opening up opportunities for the permanent relocation of such non-conforming uses.
- **Demand for Small-Unit Accommodation.** There is a continuing need within the Borough to provide for small starter units. At present many of these small businesses are either forced out of the Borough or locate on unauthorised sites in the Green Belt or, for example, in lock-up garages in residential areas. The Council's policy for allowing, in the right circumstances, commercial use of rural buildings (see Policy GB15) may well provide for some of this need. However, many of these small businesses would benefit from moving into purpose built units.
- **Increased Local Job Opportunities.** Reference has been made to the disparity between the number of local jobs and numbers of resident workers. Providing more employment locally would have social as well as economic benefits. It would be more efficient for industry and commerce, less time-consuming, stressful and costly for employees and would relieve some pressure on the transport network. Improving the relationship between place of residence and place of work is a fundamental objective of sustainable development.
- **Future of the City of London.** Relatively high levels of rental in the City, congestion, problems of commuting into London and advances in communications technology are all likely to encourage further businesses to look outside the City for floor space.

4.15 However, the potential for further employment development is constrained by the Borough's Green Belt location and the lack of available employment land. Whilst there is limited provision for additional employment land in the Replacement Structure Plan, additional employment opportunities have and can potentially continue to be provided through better use of existing employment land and the change of use/redevelopment of previously developed land. Significant numbers of new jobs have been provided as a result of, for example, the new British Telecom office development on the former St. Faith's Hospital site in London Road, and will be provided on the Kings Road office site.

GENERAL EMPLOYMENT STRATEGY

Areas Allocated for General Employment

4.16 Many applications for development on industrial estates are for mixed uses such as manufacturing, storage and offices. Increased use of micro-technology is blurring the definition of uses and furthermore, the Town and Country Planning (Use Classes) Order 1987, includes light industrial uses, research and development and offices within the same Business Use Class (B1), allowing changes of use between each without requiring permission and indeed the change of use from B2 (General Industry) to B1 and from B8

(Storage and Distribution) to B1 (subject to certain limitations). For this reason, the Plan allocates areas for “general employment” purposes, where mixed uses may be acceptable subject to certain important provisos. Major office uses will be directed to areas allocated specifically for offices uses, particularly in town centre locations with good accessibility to public transport. Within the general employment areas, the suitability of a site for either manufacturing or warehousing/distribution uses will be determined, inter alia, by their particular location/transport requirements, and B1(a) use will generally be acceptable where ancillary to other employment uses.

- 4.17 The Council will be seeking to retain the Borough's existing employment base and where possible widen the range of local job opportunities to give resident workers a greater choice locally. In addition, the Council will seek to provide for the expansion of local firms and small "starter" units. New small businesses spring up regularly. For the small firm, particularly those concerned with service activities such as car repair, suitable premises are rarely, if ever, available in the Borough. At present, many small enterprises wanting space less than 100 sq. m are either forced out of the Borough or use redundant non-conforming sites or domestic properties as the only alternative.
- 4.18 Due to the limited provision for additional employment land it is important to retain existing local employment opportunities and, therefore, existing employment areas and sites will be retained for B1, B2 and B8 uses. However, there are other uses that can be appropriately located within such areas, e.g. vehicle showrooms and vehicle repairs. Such uses will be considered within such areas where it can be shown that they would have no significantly detrimental impact on the existing provision of or the capacity for additional B Class uses. In order to retain the viability and vitality of existing shopping areas, A1 uses will continue to be resisted.
- 4.19 In addition, government policy guidance encourages the development of mixed-use residential/commercial developments in order to promote more sustainable land use patterns. It is considered that the introduction of residential uses within the Borough's main employment areas would not be appropriate, both in terms of retaining the level of employment opportunities within such locations and in terms of residential amenity issues. However, there may be scope on more “free-standing” employment sites for the development of mixed residential/employment uses, if it can be shown that there is no reasonable expectation of development solely for B Class uses going ahead and that the existing level of employment opportunities is retained.

E1 Areas Allocated for General Employment

WITHIN THOSE AREAS ALLOCATED FOR GENERAL EMPLOYMENT USES, THE COUNCIL WILL SEEK TO ACHIEVE AND RETAIN A WIDE RANGE OF JOB OPPORTUNITIES. ACCORDINGLY, SUBJECT TO MEETING THE CRITERIA SET OUT IN POLICY E8, PERMISSION WILL BE GRANTED FOR PROPOSALS FOR B1, B2 AND B8 PURPOSES, WITH ENCOURAGEMENT GIVEN TO SMALL "STARTER" UNITS (E.G. 20-100 SQ.M) AND PROVISION FOR LIGHT AND GENERAL INDUSTRIAL USE (CLASSES B1(c) AND B2). WHERE IT CAN BE DEMONSTRATED THAT THERE IS NO REASONABLE EXPECTATION OF B1, B2 OR B8 USES BEING RETAINED AND THE PROPOSAL DOES NOT GIVE RISE TO A CONCENTRATION OF NON-B1, B2 OR B8 USES, OTHER EMPLOYMENT GENERATING USES, APPROPRIATE TO AN EMPLOYMENT AREA (AND SPECIFICALLY EXCLUDING A1 USES) WILL BE PERMITTED.

WITHIN THE URBAN AREA, OTHER THAN WITHIN THE MAIN

EMPLOYMENT AREAS LISTED BELOW, MIXED CLASS B AND RESIDENTIAL USE DEVELOPMENT WILL BE PERMITTED WITHIN AREAS ALLOCATED OR USED FOR EMPLOYMENT PURPOSES, SUBJECT TO THERE BEING NO REDUCTION IN THE EXISTING LEVEL OF EMPLOYMENT OPPORTUNITIES, IT BEING DEMONSTRATED THAT THERE IS NO REASONABLE EXPECTATION OF DEVELOPMENT SOLELY FOR B1, B2 OR B8 USES, AND CONFORMITY WITH POLICY E8.

**CHILDERDITCH INDUSTRIAL ESTATE
HALLSFORD BRIDGE INDUSTRIAL ESTATE
HUBERT ROAD INDUSTRIAL ESTATE
HUTTON INDUSTRIAL ESTATE
UPMINSTER TRADING PARK
WATES WAY/ONGAR ROAD INDUSTRIAL ESTATE
WEST HORNDON INDUSTRIAL ESTATE**

PROPOSALS FOR B1, B2 AND B8 PURPOSES WILL NOT BE PERMITTED OUTSIDE THE AREAS ALLOCATED FOR GENERAL EMPLOYMENT USES ON THE PROPOSALS MAP, EXCEPT AS MAY BE PERMITTED IN POLICIES E2, E7, GB15, GB17 AND GB18.

A Target and Indicator for monitoring this policy is set out in Chapter 13

Areas Allocated for Office Purposes

- 4.20 Brentwood is a highly sought after office location and has been successful in attracting major companies such as Ford, British Telecom, Amstrad, Standard Life and International Financial Data Services. Brentwood is, however, not a major office location within Essex. The Replacement Structure Plan identifies the sub-regional centres of Basildon, Southend, Chelmsford, Colchester and Harlow as the appropriate location for large-scale office development (more than 4,000 sq. m.). Further office development, therefore, will continue to be restricted to those areas currently used or allocated for offices.
- 4.21 In the town's central areas (Brentwood Town Centre, Shenfield Shopping Area, Brentwood Station Area) and Ingatestone High Street, offices are commonly found occupying an area or buildings with other uses, such as shops, community uses and residential. These other uses provide for essential local services in areas accessible by a choice of means of transport and add to the attraction and activity in these central areas. It is important that a mix of such uses continue to be provided in these central locations and, in view of this, permission for further offices will be not be granted, within those areas allocated for community/offices, shopping/offices, or residential/office/shopping where the proposal would result in the loss of these other uses.

E2 Areas Allocated for Office Purposes

WITHIN AREAS ALLOCATED OR CURRENTLY LAWFULLY USED FOR OFFICE PURPOSES, PERMISSION WILL ONLY BE GRANTED FOR OFFICE DEVELOPMENT (INCLUDING EXTENSIONS AND CHANGES OF USE TO OFFICES), SUBJECT TO MEETING THE CRITERIA SET OUT IN POLICY E8.

ADDITIONALLY, WITHIN AREAS ALLOCATED FOR 'SHOPPING/

OFFICE' OR 'COMMUNITY/ OFFICE' OR 'RESIDENTIAL/ OFFICE/ SHOPPING', OFFICES WILL ONLY BE PERMITTED IF IT DOES NOT GIVE RISE TO THE LOSS OF RESIDENTIAL, SHOPPING (INCLUDING A1, A2, A3, A4 AND A5) OR COMMUNITY USES.

WITHIN THE URBAN AREA, OTHER THAN WITHIN THE WARLEY BUSINESS PARK, MIXED CLASS B1(a), B1(b) AND RESIDENTIAL USE DEVELOPMENT WILL BE PERMITTED WITHIN AREAS ALLOCATED OR USED FOR OFFICE PURPOSES, SUBJECT TO THERE BEING NO REDUCTION IN THE EXISTING LEVEL OF OFFICE EMPLOYMENT OPPORTUNITIES, IT BEING DEMONSTRATED THAT THERE IS NO REASONABLE EXPECTATION OF DEVELOPMENT SOLELY FOR B1(a) OR B1(b) USES, AND CONFORMITY WITH POLICY E8.

PROPOSALS FOR OFFICE DEVELOPMENT (INCLUDING EXTENSIONS AND CHANGES OF USE TO OFFICES) WILL NOT BE PERMITTED OUTSIDE THOSE AREAS ALLOCATED OR CURRENTLY LAWFULLY USED FOR OFFICE PURPOSES, EXCEPT AS MAY BE ALLOWED IN POLICIES E1, E7, GB15, GB17, AND GB18.

Note: For the purposes of Policy E2 "office" means any use falling within Classes B1(a) and B1(b) of the Town and Country Planning (Use Classes) Order 1987.

BT Office Site

POLICY E3 (BT OFFICE SITE) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

EMPLOYMENT LAND SUPPLY

Additional Employment Land

4.23 The RSP provides for 1 hectare of additional employment land over the period 1996 to 2011. The available supply of land for additional employment purposes over this period is as follows:

1) **Land Adjacent the Council's Depot, Warley**

Some 1 hectares of existing employment land remains undeveloped to the east of the Council's Highways Depot, The Drive, and north of the Marillac Hospital. This land remains available to meet the RSP provision figure, possibly in conjunction with the redevelopment of adjacent employment allocated land (see Policy E5). The site's location within the urban area of Brentwood means that it is currently accessible by a variety of transport modes, and with potential for improvements.

2) **Hallsford Bridge Industrial Estate, Stondon Massey**

The Council owns some 0.6 hectares of land to the southeast of the existing industrial estate, which is currently being disposed of to an adjacent occupier. Due to its remote location, the site has accessibility issues, but only has a small

capacity for additional buildings and is likely to facilitate expansion of existing occupiers.

3) **Childerditch Industrial Park**

Scope still exists for some limited new buildings within the area of this estate allocated for general employment purposes (see Policy E6). However, due to its remote location, the site has accessibility issues.

4) **West Horndon Industrial Estate**

Planning permission was granted in outline in 1989 for the refurbishment of some 10 hectares of land within the area allocated for employment purposes of which 1.4 hectares had previously been undeveloped, used for open storage purposes, and remains available. Accessibility by different transport modes is good. West Horndon has a rail station on the Southend to London (Fenchurch Street) line and bus services into Brentwood.

E4 Sites for Additional Employment Land

ADDITIONAL EMPLOYMENT LAND IS ALLOCATED ON THE PROPOSALS MAP AT THE FOLLOWING LOCATIONS:

i) LAND ADJACENT TO THE COUNCIL HIGHWAYS DEPOT, WARLEY (SEE POLICY E5)

ii) HALLSFORD BRIDGE INDUSTRIAL ESTATE, STONDON MASSEY

iii) LAND AT CHILDERDITCH INDUSTRIAL PARK (SEE POLICY E6)

iv) LAND AT WEST HORNDON INDUSTRIAL ESTATE

A Target and Indicator for monitoring this policy is set out in Chapter 13

Land Adjacent the Council Depot, Warley

4.24 This site of approximately 1 hectare is owned by the Council and is located immediately to the east of the Council's Highways Depot and consists largely of an area of scrubland used for the deposit of road sweeping spoil. Access to the land is constrained and development may be achieved in conjunction with the adjacent Council owned land, also allocated for employment purposes. The land is located within the main urban area and is easily accessible by a choice of transport modes.

4.25 Any development would clearly need to take into account both Barrack Wood, a County Wildlife Site, along the eastern boundary, and the Marillac Hospital, immediately to the south of the site, and in particular there would need to be a substantial planting screen along this boundary. In this regard, development for Class B2 and B8 uses is considered inappropriate.

E5 Land Adjacent the Council Depot, Warley

SOME 1 HECTARE OF LAND ADJACENT TO THE COUNCIL HIGHWAYS DEPOT, WARLEY, IS ALLOCATED FOR EMPLOYMENT PURPOSES,

SUBJECT TO THE FOLLOWING:

i) THE SITE SHALL PROVIDE FOR A MIX OF B1(a), B1(b) AND B1(c) USES INCLUDING THE PROVISION OF SMALL STARTER UNITS (E.G. 20-100 SQ.M)

ii) SUBSTANTIAL SCREEN PLANTING AND EARTH MOUNDING SHALL BE PROVIDED TO THE BOUNDARIES, PARTICULARLY ALONG THE SOUTHERN SIDE OF THE SITE AND ANY DEVELOPMENT SHALL TAKE ACCOUNT OF THE ADJACENT MARILLAC HOSPITAL AND THE ECOLOGICAL VALUE OF BARRACK WOOD

iii) ANY PROPOSALS SHALL MEET THE CRITERIA SET OUT IN POLICY E8

Childerditch Industrial Park, Warley

- 4.26 The Childerditch Industrial Park was formerly occupied by a concrete manufacturing company, which commenced operation prior to the introduction of effective planning control. The eastern part of the site has a number of industrial buildings, many of which emanate from the origins of activity on the site, but have since been refurbished. The western part of the site was an area used over many years for the disposal of concrete waste and the storage and curing of concrete products. Planning permissions have been granted over the years for either open storage uses or buildings, dependent generally upon their location within the eastern or western parts of the site.
- 4.27 In the light of this planning history, the Plan allocates the eastern built-up part of the site for employment purposes and the open western part of the site for open storage purposes. There is pressure to extend the current built up part of the site onto the open part, but this is to be resisted. This is the only area within the Borough allocated to specifically meet the demand for open storage uses, and is a preferable alternative location for such uses to other more sensitive Green Belt areas. Additional buildings outside the areas allocated for industrial uses will, therefore, only be permitted if ancillary to the open storage area.
- 4.28 The site is situated on a plateau in an elevated position on the rising ground forming part of the Thames Valley. Although it is screened on the southern and western boundary by existing agricultural buildings and landscaping, it can be seen from the surrounding Green Belt area. It is also located within a Special Landscape Area and the Thames Chase Community Forest. In order to lessen the visual impact of the open storage area, a height restriction will be imposed on any new permission. In addition, new permissions will require substantial re-enforcement to the landscaping bounding the site. Although improvements have previously been undertaken to the A127 access, further improvement may be required subject to the conclusions of a transport assessment that may be required as part of any proposals.

E6 Childerditch Industrial Park, Warley

CHILDERDITCH INDUSTRIAL PARK IS ALLOCATED PARTLY FOR OPEN STORAGE USES AND PARTLY FOR EMPLOYMENT PURPOSES AS IDENTIFIED ON THE PROPOSALS MAP, SUBJECT TO THE FOLLOWING ADDITIONAL REQUIREMENTS:

i) WITHIN THE OPEN STORAGE AREA NO BUILDINGS WILL BE PERMITTED EXCEPT FOR ANCILLARY BUILDINGS CONSIDERED ESSENTIAL TO THE PROPER FUNCTIONING OF THE OPEN STORAGE USE OF THE SITE

ii) WHERE PLANNING PERMISSION IS REQUIRED USE OF THE OPEN STORAGE AREA WILL BE SUBJECT TO A HEIGHT RESTRICTION OF 6 METRES

iii) ANY DEVELOPMENT ABUTTING THE BOUNDARY OF THE SITE WILL REQUIRE FURTHER SUBSTANTIAL SCREEN PLANTING TO THE BOUNDARY

iv) IN ANY REDEVELOPMENT OF THE AREA ALLOCATED FOR GENERAL EMPLOYMENT PURPOSES, THE COUNCIL WILL SEEK A MIX OF USES IN ACCORDANCE WITH POLICY E1

v) ANY PROPOSALS SHALL MEET THE CRITERIA SET OUT IN POLICY E8

CONTROL OF EMPLOYMENT USES

Employment in Village Settlements Excluded From the Green Belt

POLICY E7 (EMPLOYMENT IN VILLAGE SETTLEMENTS EXCLUDED FROM THE GREEN BELT) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Employment Development Criteria

- 4.31 All employment development needs to be controlled in a manner that will protect the amenities of surrounding residents. The transport impacts of all proposals will need to be assessed to ensure that the transport network can cope with the level of demand and that traffic does not have a detrimental impact on surrounding residents. Parking and servicing needs to be provided within the site in a manner that does not result in problems on adjacent roads. Proposals that are likely to increase congestion or result in unacceptable levels of traffic on roads that were not designed for such purposes will be refused. Employment development should be located in areas accessible by public transport, walking and cycling.
- 4.32 Industrial and commercial buildings can be of significant size and bulk and can therefore detract from the visual amenities of adjacent residents by being overbearing and unsightly. Landscaping and screening will be required in appropriate circumstances.
- 4.33 Industrial or similar commercial uses may give rise to significant levels of pollutants in the form of noise, fumes, vibration, smells, and other air-borne organic matter, which not only affect immediate neighbours but can carry large distances. Proposals within or near to residential areas for uses which may give rise to unacceptable levels of pollutants will need to be accompanied by an environmental impact study so that their likely effects on residents can be assessed. If such effects are judged to be unacceptable and cannot be reduced by the introduction of pollution abatement technology then

permission will not normally be granted.

- 4.34 These and other relevant factors (for example, hours of operation) will be taken into account in determining applications for employment development both within and outside allocated employment areas. Whilst the majority of these considerations are covered in the core policies, a number of additional, more specific criteria are set out in the following Policy E8.
- 4.35 In addition to the identified main employment areas, there are other commercial/business uses located either within the built-up area or within the Green Belt. Most of the uses are fairly innocuous and do not give rise to any particular problems and, indeed, add to the supply of local employment opportunities. Where problems do arise, in the majority of cases the use will have established itself over a period of time and be immune from planning enforcement. Whilst the Council will continue to seek ways of dealing with problem sites, it is not suggested that action would normally be taken to force relocation. However, the Local Authority does have control over the intensification and expansion of such sites. Pressure for further development has been and will continue to be resisted and permission will not be granted for proposals that fail to meet the criteria in the core policies or Policy E8. In addition, sites in the Green Belt will be considered against Policy GB18.

E8 Employment Development Criteria

ANY DEVELOPMENT FOR EMPLOYMENT (B1, B2 OR B8) PURPOSES WILL NEED TO SATISFY ALL THE FOLLOWING CRITERIA:

- i) IT WILL BE OF A SCALE AND NATURE APPROPRIATE TO THE LOCALITY**
- ii) IT IS ACCESSIBLE BY PUBLIC TRANSPORT, WALKING AND CYCLING**
- iii) ROAD ACCESS WILL AVOID USING NARROW RESIDENTIAL STREETS AND COUNTRY LANES AND AVOID SIGNIFICANT TRAFFIC MOVEMENTS WITHIN RURAL AREAS**
- iv) APPROPRIATE LANDSCAPING AND SCREENING SHALL BE PROVIDED.**

See also Policies CP1, CP3 and T1 and Appendix 2

SHOPPING

5. SHOPPING

POLICY BACKGROUND

Government Policy Guidance

- 5.1 The main government policy guidance on new retail developments is set out in Planning Policy Statement 6: 'Planning for Town Centres' (March 2005). In relation to retail proposals the guidance sets out the government's objectives to sustain and enhance the vitality and viability of town centres, to maintain an efficient, competitive and innovative retail sector and to ensure that such services and facilities are available and have easy access by a choice of means of transport.
- 5.2 The sequential approach to retail development locations is emphasised, with town centres the preferred location for developments that attract many trips. Policies should enable town, district and local centres to meet the needs of residents, and safeguard and strengthen existing local centres, which offer a range of everyday community, shopping and employment opportunities.

Replacement Structure Plan

- 5.3 The RSP identifies a strategic hierarchy of shopping centres, comprising Sub-Regional Town Centres, Principle Town Centres (including Brentwood Town Centre), Smaller Town Centres, District Centres and Local Centres. Policy TCR1 of the RSP advises that development must be appropriate to the function, size and character of the centre concerned and reinforces this in Policy TCR2 by advocating a sequential approach to the location of retail and other town centre developments, working down from the higher order centres to the smallest local centre.

Brentwood Community Plan

- 5.4 The Community Plan's strategic objectives that are relevant to the Replacement Local Plan Shopping policies are set out under the heading "Economic Development and the Local Economy" and includes:

"To facilitate the maintenance of a sound economic base for the Brentwood Borough, by:

- Providing where possible for the needs of existing local businesses in order for them to remain viable and competitive
- Facilitating the creation of new businesses
- Facilitating the development of existing and new businesses"

THE AIM AND OBJECTIVES OF THE PLAN'S SHOPPING POLICIES

Overall Aim

To improve shopping provision in the Borough

Supporting Objectives

- To maintain and enhance the viability and vitality of existing shopping areas within the Borough
- To facilitate the provision and maintenance of, where possible, a range, quality and amount of retail floor space to satisfy the needs of the local catchment area
- To ensure that non-retail uses do not detract from the vitality and viability of the shopping areas
- To provide a safer and more attractive environment for the users of shopping areas
- To encourage access to and within the shopping areas by alternative modes of transport to the private car
- To seek to achieve and retain adequate neighbourhood shopping facilities

INTRODUCTION

- 5.5 There is a wide range of shopping facilities within the Borough, encompassing Brentwood Town Centre itself, the main shopping area serving a catchment population of approximately 70,000; the important local centres of Hutton Road, Shenfield, Ingatestone High Street and the Warley Hill Area around Brentwood Station; and the many smaller parades and individual shops serving the local residential areas and villages. Each has an important role to play in providing essential local services for residents of the Borough.
- 5.6 However, retailing has an important function not only in providing local services and facilities for residents, but in generating income and other economic benefits, and offering further sources of local employment opportunities.
- 5.7 Retail patterns have changed significantly in recent years and shoppers' expectations of their shopping environment have increased, with demands for improved shopping facilities and new types of shopping e.g. food superstores and retail warehouse, easy access and car parking in close proximity. There is also an increasing prevalence for mixed-use trips, with leisure playing a greater part in shopping visits to main shopping areas.
- 5.8 Brentwood is surrounded by four major sub-regional centres, within a 20-minute drive time, i.e. Romford, Basildon and Chelmsford and the new Lakeside Centre in Thurrock. Accessibility is also relatively easy to other shopping facilities in Central London and the most recent development at Bluewater in Kent. Such centres are able to offer a greater range, choice and quality of shopping to that in Brentwood. The success and continued viability of the existing shopping facilities within the Borough is dependent in the long-term on the Borough being able to withstand competition from these surrounding centres and minimise the outflow of expenditure. As these nearby centres continue to expand and improve the range of shops and other facilities offered, so shopping facilities within the Borough must continue to develop in ways that will maintain their attraction and encourage Brentwood residents to choose to shop within the Borough.
- 5.9 The Council is committed, therefore, to ensuring that current shopping opportunities in Brentwood are maintained and enhanced.

ADDITIONAL SHOPPING PROVISION

New Major Retail Development

- 5.10 In line with national and strategic policies the Plan will continue to support the viability and vitality of existing shopping centres within the Borough, and thus policies will seek to enhance existing shopping centres by directing new retail provision to these areas and by looking to achieve new investment and general improvements in the shopping environment. The larger shopping centres (Brentwood Town Centre, Shenfield Shopping Centre, The Brentwood Station Area and Ingatestone High Street) are specifically identified for shopping purposes on the Proposals Map. Smaller local shopping centres and individual shops are not so allocated, but are over-washed with the residential notation. In order to implement a sequential approach to the location of new retail provision and reflect the hierarchy of centres, any new major retail provision will only be permitted within those areas allocated for shopping purposes or as may be allowed in any future consideration of uses for the William Hunter Way Car Park in Brentwood Town Centre (see Policy TC10). Other retail development will be permitted provided it satisfies the sequential test set out in PPG6 and the proposal is of a size that is appropriate to the scale and character of the centre or area within which it is to be located.
- 5.11 Furthermore, new retail development will need to show that the associated travel demand can be satisfactorily accommodated by the transport network, which it is of a high standard of design and does not give rise to any detrimental impact on the amenities of the surrounding area. Proposals will also need to show how travel by more sustainable forms of transport than the private car is to be encouraged and facilitated.
- 5.12 For the above reasons, including the need to protect the viability and vitality of all existing shopping centres, and due to the limited provision made for new employment land, retail development will not be permitted within areas allocated or used for employment purposes. Large new stores will, therefore, only be allowed in areas allocated for shopping and where no adverse impact will result on existing centres, the transport network, local environment, etc.

S1 New Major Retail Developments

MAJOR RETAIL DEVELOPMENT* WILL ONLY BE PERMITTED WITHIN BRENTWOOD TOWN CENTRE AND THE BOROUGH'S OTHER DISTRICT CENTRES WHERE IT IS WITHIN AN AREA ALLOCATED FOR SHOPPING PURPOSES OR WITHIN THE CONTEXT OF POLICY TC10. OTHER RETAIL DEVELOPMENT WILL BE PERMITTED IF IT IS OF A SIZE APPROPRIATE TO THE SCALE AND CHARACTER OF THE CENTRE OR AREA IN WHICH IT IS TO BE LOCATED AND SATISFIES THE SEQUENTIAL APPROACH IN PPG6. ALL RETAIL PROPOSALS SHOULD SATISFY THE FOLLOWING:

i) THE PROPOSED DEVELOPMENT WILL NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON THE VITALITY AND VIABILITY OF BRENTWOOD TOWN CENTRE OR ANY OTHER LOCAL DISTRICT SHOPPING CENTRE AS A WHOLE

ii) THE PROPOSED DEVELOPMENT IS EASILY ACCESSIBLE BY PUBLIC TRANSPORT, FOOT AND CYCLE

See also Policies CP3 and T1

***Proposals with a floor space of 2,500 sq.m. or more**

Retail Market

POLICY S2 (RETAIL MARKET) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Petrol Filling Station Retail Facilities

- 5.16 It is increasingly common for petrol filling stations to provide additional shop facilities. Such facilities are also developing beyond the provision of car related products, newspapers and sweets to a much wider range of grocery products, videos etc., particularly with the emergence of some of the major food store operators now becoming involved.
- 5.17 Whilst the principle of more widely available local shopping facilities is to be supported, the activity associated with such expansion of uses should not give rise to a loss of amenity to surrounding residents or unnecessarily add to the clutter of advertisements or in any other way impact harmfully on the visual amenities of the area.
- 5.18 The Council will also be concerned that the location of such development and the level of provision are such that they would not have a detrimental impact on the viability of established shopping centres or indeed on a more sustainably sited shopping facility.

S3 Petrol Filling Station Retail Facilities

RETAIL FLOOR SPACE ASSOCIATED WITH PETROL FILLING STATIONS WILL ONLY BE PERMITTED WHERE THE PROPOSED DEVELOPMENT WILL NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON THE VIABILITY OF AN EXISTING SHOPPING CENTRE, LOCAL SHOPPING PARADE OR A MORE SUSTAINABLY LOCATED SHOPPING FACILITY

WHERE RETAIL PROPOSALS ARE NOT CONSIDERED ANCILLARY TO THE MAIN USE AS A PETROL FILLING STATION, THE NEED FOR THE RETAIL ELEMENT AND A SEQUENTIAL APPROACH WILL BE APPLIED.

CHANGE OF USE OF EXISTING SHOPS

- 5.19 Existing shopping within the Borough is provided within a hierarchy of centres. Brentwood Town Centre is the principal shopping area, followed by the district centres in the Brentwood Station Area, Shenfield Station Area and Ingatestone High Street, then the other local parades, and lastly the individual shop units. Whilst it is imperative to enhance the attractiveness and competitiveness of the Borough's main town and district shopping centres, it is equally important that a full range of shopping facilities is maintained throughout the Borough in order to meet all local shopping needs. An

important contribution to this is made by the small local parades and individual shops within the villages and residential areas of the town providing for the day-to-day needs of residents within the immediate locality. Such facilities provide for the needs of the elderly and people without access to private transport who often rely on facilities being available locally, but also provide all local residents and workers with a convenient and sustainable choice of shopping facilities within walking distance.

Brentwood Town Centre

- 5.20 The change of use of shops within the town centre is dealt with in Paras.12.37 to 12.40 and Policy TC7 in the Town Centre Chapter.

Non-Retail Uses within Local Shopping Centres and Parades

- 5.21 Commercial pressure continues for the conversion of retail premises to non-retail uses, usually Class A2, financial and professional services e.g. banks, estate agents; Class A3, restaurants and cafes; Class A4, drinking establishments; and Class A5, hot food takeaways (as defined in the Town and Country Planning Use Classes Order 1987). Such uses are both appropriate and beneficial to local shopping centres by attracting people to the area for services and entertainment. They can thereby play a positive role in the function of such commercial areas.
- 5.22 Banks and building societies provide financial services that are often linked to a shopping trip. Restaurants and fast food takeaways can provide a buoyant appearance, contribute to the attractiveness and vitality of the area and provide variety and activity outside normal business hours. Central Government advice underlines this and indicates that planning policies should be sufficiently flexible to accommodate the variety that these uses offer.
- 5.23 However, the over-concentration of groups of adjacent non-retail uses remains a concern in terms of the appearance and character of the frontage and, most importantly, because of the loss of retail floor space which may reduce the attractiveness of the centre and thus affect its viability. There is a need, therefore, to strike a balance between these potentially competing uses, by applying a policy that sets out defined criteria, which offers clear guidance to developers and allows for consistency in decision-making.
- 5.24 Local shopping centres and parades will normally have residential accommodation above the premises and/or in the immediate vicinity. A3, A4 and A5 uses may give rise to possible problems of noise, smell, etc., for adjacent residents and permission will only be granted where such potential problems can be overcome satisfactorily, e.g. by the imposition of planning conditions.
- 5.25 The following policy deals with both individual parades as well as the Borough's secondary district shopping centres. For ease of applying the criteria, the shopping centres of the Brentwood Station Area, Shenfield and Ingatestone are divided into specified blocks. The equivalent policy for Brentwood Town Centre is set out in Policy TC7.

S4 Non-Retail Uses within Local Shopping Centres and Parades

WITHIN THE GROUND FLOOR OF PREMISES IN LOCAL SHOPPING CENTRES AND PARADES (OTHER THAN THE TOWN CENTRE) A FURTHER A2, A3, A4 OR A5 USE WILL BE PERMITTED ONLY WHERE:

i) IT WOULD RESULT IN NO MORE THAN TWO ADJACENT NON-RETAIL USES, AND

ii) IN THE CASE OF SHOPPING PARADES IT WOULD RESULT IN NO MORE THAN 40% OF UNITS WITHIN ANY PARADE BEING USED FOR NON-RETAIL USES OR, IN THE CASE OF THE FOLLOWING BLOCKS OF SHOPS, IT WOULD RESULT IN NO MORE THAN 40% OF UNITS WITHIN ANY BLOCK BEING USED FOR NON-RETAIL USES:

BRENTWOOD STATION AREA

a) 78-92 AND 93-99 KINGS ROAD

b) 104-130 AND 137-167 KINGS ROAD

c) 2-26 AND 1-33 WARLEY HILL, 2-10 VICTORIA ROAD AND 1-3 CRESCENT ROAD

SHENFIELD

d) 138-250 AND 65-105 HUTTON ROAD

INGATESTONE

e) 3-57 HIGH STREET (INCLUDING 1-5 SPREAD EAGLE PLACE) AND 26-108 HIGH STREET (INCLUDING 1-7 MARKET PLACE)

f) 118A-122 AND THE CROWN - THE LIBRARY, HIGH STREET

WHERE A3, A4 OR A5 USES MEET THE ABOVE CRITERIA, PLANNING PERMISSION WILL ONLY BE GRANTED WHERE THE IMPOSITION OF CONDITIONS REGARDING, INTER ALIA, HOURS OF OPENING, CONTROL OF NOISES AND SMELLS CAN PROTECT THE AMENITIES OF ADJACENT RESIDENTS AND THE SURROUNDING AREA. APPLICANTS WILL BE REQUIRED TO SUBMIT DETAILS OF EXTRACTION, FILTRATION, REFRIGERATION OR AIR CONDITIONING UNITS WITH THEIR APPLICATION.

APART FROM CHANGES OF USE TO A2, A3, A4 AND A5 IN ACCORDANCE WITH THE POLICY SET OUT ABOVE, CHANGE OF USE TO ANY OTHER NON-RETAIL USES WILL NOT BE PERMITTED.

Note:

(1) The identification of the above blocks does not in any way imply that a further A2, A3, A4 or A5 use can be accommodated at the present time.

(2) For the purpose of calculating the above percentages, account will be taken of any outstanding unimplemented planning permissions

For the Town Centre see Policy TC7.

Non-Retail Use of Local Individual Shops

5.26 Whilst the Council will seek to retain local shops, in exceptional cases, where the Local Planning Authority can be reasonably satisfied that no demand for the retail unit exists, consideration may be given to its conversion to a non-retail use, but only in circumstances where it is not harmful to the amenities of nearby residents and where the proposed use would serve other needs of the local community.

5.27 Proposals affecting local shops and similar important local community facilities will be

considered against the criteria set out in Policy LT11.

TRANSPORT

6. TRANSPORT

POLICY BACKGROUND

National Policy Guidance

- 6.1 The Government's strategy for sustainable development, "Sustainable Development: The UK Strategy" (1994), sets out the role of the planning system to shape new development patterns in a way which minimises the need to travel. Travel is, however, often unavoidable and policies, therefore, need to ensure that the necessities of travel and transportation to economic and social development are undertaken within a choice of sustainable transport modes, that the environmental impacts are minimised and that transport choice and the environment in general is accessible to all.
- 6.2 PPS1 sets out the Government's basic objectives with regard to sustainable development. Specifically in relation to land use and transportation it states local authorities should integrate their transport programmes and land use policies to help:
- To reduce growth in the length and number of motorised journeys
 - Encourage alternative means of travel which have less environmental impact; and hence
 - Reduce reliance on the private car
- 6.3 These general objectives in relation to land use and transportation are repeated in PPG3 "Housing", PPS6 "Planning for Town Centres" and PPG13 "Transport". In addition and more specifically, these government advice notes also advise that LPAs should:
- Seek to reduce car dependence by facilitating more walking and cycling, by improving linkages by public transport between housing, jobs, local services and local amenity, and by planning for mixed use
 - Manage both access by car and parking as part of an overall strategy for town centres;
 - Promote improvement in the quality and convenience of less environmentally-harmful means of transport so that they provide a realistic alternative to the car; and
 - Meet the access and mobility needs of disabled people.
 - Promote more sustainable transport choices for both people and for moving freight;
 - Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
 - Reduce the need to travel, especially by car
- 6.4 At a national/regional level there have been a number of multi-modal studies undertaken or on-going on behalf of the Government, some of which are relevant and have significant potential transportation and environmental impacts on the Borough.
- 6.5 Consultants undertaking the London to Ipswich Multi Modal Study (LOIS) have recommended a balanced package of measures to address both rail and road congestion within the London to Ipswich corridor over the next 30 years. The Government has asked the Highways Authority to carry out further work to bring forward proposals for improvements to the A12/M25 junction and for the upgrade of

the A12 (M25 to Chelmsford) to dual 3 lanes, with completion by 2013. Other proposals being appraised further include quality bus and coach corridors and priority including the A12 between London and Colchester and Great Eastern Mainline enhancements.

- 6.6 The M25 London Orbital Transport Study (ORBIT) has made recommendations to tackle congestion and unreliable journeys on the M25. As a result the Government is seeking to progress the widening of the M25 between junctions 27 (M11) and 31 (Dartford Crossing) to dual 4 lanes, again to be completed by 2013. Development of an orbital coach system is also to be encouraged and the Government is considering the ORBIT recommendation for further examination of the case for a multi-modal Lower Thames Crossing.
- 6.7 In addition, the London to Southend Movement Study includes investigation of improvements to the A127 and to the London (Liverpool Street) to Southend (Victoria) rail line.

Replacement Structure Plan

- 6.8 The RSP Transport Strategy focuses on managing the demand for travel and distribution, achieving integration with land use planning, and the implementation of sustainable transport choices. Policies promote, therefore, investment priorities in support of regeneration within designated areas, accessibility, public transport, walking and cycling, and traffic management.
- 6.9 However, policies also identify the need to develop and maintain key road corridors as identified by the County-wide road hierarchy in order to achieve economic prosperity, optimise safety and capacity, and discourage the use of less suitable routes. At the more local level, the road network will be managed, improved and maintained to support access to the strategic roads, facilitate major development proposals, support sustainable forms of transport, contribute to environmental improvements and allow safe and efficient local trip making.

Local Transport Plan

- 6.10 In the Essex Local Transport Plan (LTP), the Essex-wide Transport Strategy is set out in relation to urban areas, rural areas and inter-urban movement. In urban areas the LTP advises that a balance needs to be struck between the need to manage car use and the need to maintain the commercial viability of town centres. This will continue to be achieved through the existing package approach applied to all large towns, including Brentwood, whereby schemes and measures are implemented which encourage alternative modes of travel to the car, especially at peak times i.e. provision of bus priorities, footpaths and cycle-ways, car parking availability and pricing.
- 6.11 In rural areas the distances between settlements and the lack of both local employment and a full range of community services means that the role that can practically be played by public transport, walking and cycling is limited, and demand for car travel will continue to grow. In some cases limited local highway improvements will be needed, aimed mainly at improving safety and the environment, but public transport will be maintained through conventional and innovative means for the social needs of rural communities.
- 6.12 An increase in demand for inter urban travel by road, passenger transport and rail freight is to be catered for, although the strategy states it may not be possible to cater

for the full increase in demand for road based traffic.

- 6.13 The Borough and County Council have, in partnership, developed and prioritised a 10-year programme of transport measures upon which the Brentwood element of the LTP's 5-year plan proposals is based.
- 6.14 The highest priority is the "High Street Area Study". Proposals for High Street Improvements have been agreed by Essex County Council, and work is to be progressed on the design process.
- 6.15 The second priority is the decriminalisation of parking enforcement. Development control policies to reduce car use, such as maximum parking standards, are unlikely to be effective unless the Local Authority has sufficient control over on-street parking.
- 6.16 Finally, the Borough Council has also been able to negotiate significant amounts of funding for transport measures through planning agreements, which will be directed towards the projects with the highest priority in the agreed Strategy with the County Council. The LTP sets out the agreed Capital Programme of Schemes for the County, and an Integrated Transport Capital Programme for each Borough/District is updated on an annual basis.
- 6.17 In support of the LTP, the Council has adopted a Transport Strategy that places emphasis on the following core areas:
- Overall reduction in the number, length and time of journeys
 - More travel by rail, bus, cycling or walking
 - Less dispersed development pattern
 - Rail and road networks more closely aligned to the emerging development pattern
 - Improved accessibility of town centres
 - More closely integrated public transport networks and services, with private transport and with cycling and walking facilities
 - Less local, area-wide and global environmental damage caused by transport provision
 - Reducing the dangers associated with travel
 - More socially and geographically equitable accessibility

Brentwood Community Plan

- 6.18 The Community Plan's strategic objectives that are relevant to the Replacement Local Plan Transport Policies are set out under the heading "Transportation" and includes:
- "To encourage the use and development of transport facilities which have less reliance on cars and less impact on the environment, by:
- Reducing the number, length and time of journeys
 - Encouraging more travel by rail, bus, cycling and walking
 - Improving accessibility to local facilities and services, including health services
 - Achieving a better integration of public transport facilities with private transport and cycling and walking facilities
 - Reducing the dangers associated with travel"

THE AIM AND OBJECTIVES OF THE PLAN'S TRANSPORT POLICIES

Overall Aim

To encourage sustainable travel patterns and reduce the need to travel

Supporting Objectives

- To assist in the provision of an integrated, energy efficient, safe and convenient transport system for people and goods without unacceptable detrimental impact upon people, the environment or the local economy
- To integrate land use and transport in order to reduce the need to travel and minimise the possible detrimental impact of traffic on the environment and local amenities
- To minimise conflict between different modes of travel
- To encourage alternative forms of transport to the private motor car and lorry

INTRODUCTION

The Brentwood Road Network

- 6.19 Brentwood is well located in relation to both the regional and national transport network. The M25 generally forms the western boundary of the Borough with the A12 Colchester/Ipswich Road passing through the centre and the A127 Southend Arterial Road running through the south of the Borough. Both the M25 and the A12 are part of the Trans European Highway Network.
- 6.20 However, by contrast the local road system is poor and has had no major expenditure at all since the 1960s. This has meant that Brentwood faces considerable local transport problems. High car ownership and the fact that Brentwood High Street is the main through route and a Principle Urban Distributor as well as the main shopping centre give rise to heavy congestion, particularly at peak times, in the town centre. These problems in Brentwood Town Centre and on the principle roads leading in to the centre are further exacerbated by a combination of employment and school traffic (there are a significant numbers of schools on the periphery of the town centre).
- 6.21 In addition, traffic levels on the M25 at peak times have far exceeded the original forecast flows. Greater use is also being made of the A12 (commuter and east coast port traffic) and the A127 (commuter and South Essex industrial traffic) to link into the national motorway network via the M25 and also to Central London. When these roads become slow moving or stationary, due to some incident or simply the volume of traffic, drivers (often including those of heavy goods vehicles) use alternative routes through the centre of Brentwood and adjacent residential streets causing additional noise, pollution and congestion in these areas.

The Rail Network

- 6.22 Brentwood has good rail links with the Liverpool Street to Norwich, Liverpool Street to Southend Victoria, and the Fenchurch Street to Shoeburyness lines all passing through the Borough. There are four stations within the Borough at Ingatestone,

- 6.23 The presence of these rail links encourages high levels of out-commuting and many of the rail users arrive at the station interchanges by car during the morning peaks when the numbers of trips being undertaken is already high.

Car Ownership and Car Usage

- 6.24 Brentwood is an area of high car ownership, with levels above the Essex average and significantly higher than the National averages in 2001 (see Table 6.1). The level of car usage is correspondingly high with the worst problems being experienced in the a.m. peak. Journeys to work give rise to significant traffic movements, including trips to rail stations, but journeys to school are also significant, with the average distance increasing and with fewer children making their own way to school.

Table 6.1: Car Ownership (%) 2001 Census			
Cars per Household	Brentwood	Essex	England & Wales
No Car	15.97	19.31	26.79
One Car	43.85	43.30	43.80
Two Cars	31.26	28.78	23.53
Three or more Cars	8.92	8.61	5.89
Total	100.0	100.0	100.0

- 6.25 The result of these combined traffic movements is congestion, noise, pollution and increased risk of accidents especially during the morning and evening peaks. Whilst, however, the worst problems occur during the peak travel period, off peak is now also a cause for concern¹.
- 6.26 Such problems are anticipated to worsen in the future. Car ownership has continued to increase since 1991 (Essex Travel Diary figures for 1999/2000), as has the associated level of traffic flow. Traffic growth in Brentwood is forecast to increase by 6-18% between 1998 and 2011⁶. Whilst this is the lowest forecast increase in Essex it is clearly significant in terms of the existing high levels of car usage in the Borough.

NEW DEVELOPMENT AND TRANSPORT

Travel Plans

- 6.27 The Council will promote the widespread use of Travel Plans (Green Transport Plans, Company Travel Plans, School Travel Plans) by businesses, schools, hospitals and other organisations within the Borough. Such plans should set out how it is proposed to reduce car usage, increase the use of public transport, cycling and walking and provide for more environmentally friendly delivery and freight movements. Travel Plans should be submitted alongside planning applications for major commercial and leisure developments or smaller developments in sensitive locations, new or expanded school facilities, and where they may address local traffic problems which would otherwise have led to a refusal of permission. Such plans should have measurable

⁶ Essex Local Transport Plan – The Essex Approach to Transport. July 2000

outputs, which relate to Local Transport Plan targets and arrangements for enforcement, in the event that agreed targets are not met. Applicants will be expected to enter into a legal agreement setting out how such measures are to be achieved.

T1 Travel Plans

THE COUNCIL WILL EXPECT BUSINESSES, SCHOOLS, HOSPITALS AND OTHER USES TO ADOPT TRAVEL PLANS. ALL APPLICATIONS FOR PROPOSALS WHICH ARE LIKELY TO GIVE RISE TO SIGNIFICANT TRANSPORT IMPLICATIONS (EITHER OF THEMSELVES OR IN CONJUNCTION WITH OTHER PROPOSALS) WILL BE REQUIRED TO PROVIDE A TRAVEL PLAN INCORPORATING, FOR EXAMPLE, MEASURES TO REDUCE TRAVEL TO AND FROM THE SITE BY CAR, PROVISION OF ON SITE FACILITIES FOR CYCLISTS, CONTRIBUTIONS TO THE IMPROVEMENT OR EXPANSION OF PUBLIC TRANSPORT PROVISION, AND THE PROMOTION OF SAFE CYCLE AND PEDESTRIAN ROUTES.

APPLICANTS WILL BE EXPECTED TO ENTER INTO A LEGAL AGREEMENT SETTING OUT HOW ANY MEASURES REFERRED TO ABOVE ARE TO BE ACHIEVED

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Impact on the Transport Network

- 6.28 Whilst policies aimed at achieving sustainable development seek to change the emphasis and priorities between different modes of transport, the car will continue to be an important means of transport for many journeys, and may in rural areas continue to be the only real option for travel. It will also be important to continue to invest in the existing highway network to ensure that travel, whether by private car, public transport, cycling or on foot, is safe and efficient.
- 6.29 Development proposals giving rise to levels of traffic that would have an adverse effect on highway safety, prejudice the free flow of traffic, increase congestion to an unacceptable extent or give rise to adverse environmental conditions, and which cannot be overcome by mitigation measures, will not be granted permission.

T2 New Development and Highway Considerations

PLANNING PERMISSION WILL NOT BE GRANTED FOR PROPOSALS WHERE:

i) AN ASSESSMENT OF THE PROPOSAL INDICATES AN UNACCEPTABLE DETRIMENTAL IMPACT ON THE TRANSPORT SYSTEM WHICH CANNOT BE RESOLVED BY AGREED MITIGATION MEASURES

ii) IT DOES NOT COMPLY WITH THE CURRENT COUNTY HIGHWAY AUTHORITY'S GUIDANCE AS SET DOWN IN THE FOLLOWING PUBLICATIONS:

a) "THE ESSEX DESIGN GUIDE FOR RESIDENTIAL AND MIXED USE AREAS – SERVICE AND ACCESS"

b) "THE HIGHWAY ASPECTS OF DEVELOPMENT CONTROL"

TRAFFIC MANAGEMENT

Traffic Management

- 6.30 The Council is committed to implementing traffic management measures as a means of promoting more sustainable forms of travel, enhancing local amenity, reducing congestion and improving road safety. The introduction of additional lanes on approaches to junctions and the introduction of mini roundabouts, for example, have been seen as particularly effective. Congestion on the main road network inevitably leads to environmental problems in adjacent residential streets as drivers seek alternative routes or "rat-runs" to avoid the delays. In order to control traffic movement in residential areas and provide safer and more pleasant conditions, the Council has, and will continue to, implement traffic calming measures to deter through traffic, decrease vehicle speeds and provide greater pedestrian safety. The design and layout of the Clements Park development on the Warley Hospital site has sought, through road narrows, humps and other measures, to achieve a 20 mph zone.
- 6.31 The Transport Act 2000 makes provision for local traffic authorities to designate "Home Zones" and "Quiet Lanes". A home zone can consist of one or more residential streets (or part of one) in which the living environment clearly predominates over the provision for traffic. Through innovative street design, landscaping and highway engineering, the intention is to control traffic flow speeds to allow pedestrians to move about or children to play in safety, whilst still allowing for vehicle access. Similarly, quiet lanes, which should have a rural character, would incorporate measures to control vehicle speeds in order to encourage their use by pedestrians, cyclists and horse riders.
- 6.32 The Council will seek to identify appropriate opportunities for the designation of home zones and quiet lanes, subject to the agreement and funding by the local traffic authority. The Council will ensure that Traffic Management proposals reflect the needs and views of the local area through proper consultation with residents and local businesses.

T3 Traffic Management

SUBJECT, WHERE APPROPRIATE, TO HIGHWAY AUTHORITY AGREEMENT AND FUNDING, TRAFFIC MANAGEMENT MEASURES WILL BE INTRODUCED WITHIN THE BOROUGH TO:

i) IMPROVE HIGHWAY SAFETY THROUGH TRAFFIC CALMING (INCLUDING THE USE OF 20 MPH ZONES) PARTICULARLY IN MORE SENSITIVE AREAS SUCH AS RESIDENTIAL AREAS, SHOPPING AREAS, NEAR SCHOOLS AND RURAL LANES

ii) PROVIDE FOR THE CREATION OF "HOME ZONES" AND "QUIET LANES"

iii) PROMOTE SAFE WALKING AND CYCLING

iv) GIVE PRIORITY TO PUBLIC TRANSPORT

v) MANAGE ON-STREET PARKING IN A MANNER COMPATIBLE WITH THE SUSTAINABLE CAR PARKING STRATEGY SET OUT IN POLICY T8

vi) IMPROVE THE QUALITY AND ATTRACTIVENESS OF THE URBAN ENVIRONMENT

vii) HELP TO AVOID OR MANAGE TRAFFIC CONGESTION IN CENTRAL AREAS

Lorry Traffic in Residential Streets

POLICY T4 (LORRY TRAFFIC IN RESIDENTIAL AND OTHER INAPPROPRIATE ROADS) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

PARKING

General

- 6.34 Previous policies of the Local Plan required that any new development, including extensions, etc, should be accompanied by adequate parking provision in order to prevent additional traffic generated by such developments parking in nearby residential streets, or within car parks intended for use by shoppers. In considering whether provision for parking in connection with any proposal for development was adequate, regard was had to the Council's car parking standards, which set out the level expected to be provided as a minimum. However, more recent Government guidance, which seeks to achieve sustainable development, has fundamentally changed the attitude to parking provision.
- 6.35 The availability of car parking is a major influence on the choices people make on the means of transport for journeys. Reducing the amount of parking associated with development proposals is seen by Government as a significant component of a package of planning and transport measures aimed at promoting sustainable transport choices.
- 6.36 PPG13 advises that parking policies should be coordinated with parking controls and charging set out in the Local Transport Plan, and should complement land use policies on the location of development.
- 6.37 As set out above, sustainability is at the heart of the planning and transport processes. With regard to car parking, PPG3, PPS6 and PPG13, in particular, translate the thrust of sustainability into a need to minimise the amount of car parking provision in order to discourage the use of the car and encourage the use of more sustainable transport modes. Government guidance requires local planning authorities to set out standards for parking as maxima rather than minima, indeed, the guidance precludes minimum standards other than for disabled parking.
- 6.38 This fundamental change in the way in which parking standards are expressed has been incorporated into the recently revised vehicle parking standards for Essex published by the Essex Planning Officers Association, and adopted by Essex County

Council. These standards provide the basis for the standards to be adopted in this Borough, as set out in Appendix 2.

T5 Parking – General

ANY PROVISION FOR VEHICLE PARKING WILL BE EXPECTED TO COMPLY WITH THE PARKING STANDARDS SET OUT IN APPENDIX 2

Public Car Parking Strategy

- 6.39 The policies that are adopted by an authority for the provision of car parking for private development proposals should also be compatible with the authority's wider car parking strategy.
- 6.40 In the light of the advice set out in PPG13, the Council's revised car parking strategy is, in broad terms, to:
- i) Seek to maintain existing levels of short stay car parking in existing shopping areas in order to maintain their commercial viability;
 - ii) Reduce the levels of long stay provision (other than existing commuter car parking at the Borough's rail stations); and
 - iii) Critically assess proposals for any additional car parking against the Plan's overall objective for achieving sustainable development.
- 6.41 It is important that the detailed policies of the car parking strategy are complemented by a wider set of transport policies and proposals aimed at providing improvements to the transport network that facilitate or at least encourage greater use of non-car modes of transport. The Council does not have direct control over public transport provision and will need to work with and encourage the public transport operators to undertake the required improvements to infrastructure and services. However, the Council can seek to facilitate such improvements through "Green Travel Plans" and traffic management measures that promote walking, cycling and public transport.

T6 Public Car Parking Strategy

EXISTING AND FUTURE PROVISION OF PUBLIC CAR PARKING WILL BE BASED ON THE FOLLOWING GENERAL STRATEGY:

- i) EXISTING LEVELS OF SHORT TERM CAR PARKING IN THE BOROUGH'S SHOPPING AREAS WILL BE MAINTAINED IN ORDER TO RETAIN THEIR ECONOMIC VIABILITY.**
- ii) LONG STAY CAR PARKING PROVISION WILL BE CRITICALLY ASSESSED AND, WHERE APPROPRIATE, REDUCED**
- iii) PROPOSALS FOR ANY ADDITIONAL CAR PARKING WILL BE CRITICALLY ASSESSED AS PART OF POLICY OBJECTIVES TO ENCOURAGE THE DEVELOPMENT AND USE OF ALTERNATIVE MODES OF TRANSPORT TO THE PRIVATE CAR.**

Off-Street Public Car Parking

- 6.42 Good quality secure parking is important to maintain the vitality and viability of town centres, and to enable retail and leisure to flourish. PPG13 warns that parking strategies should not create perverse incentives for such development to locate away from town centres, or threaten future levels of investment in town centres through the application of car parking policies. The guidance states that, whilst there will be greater opportunities for reducing levels of parking in areas with good accessibility to non-car modes, local authorities should be cautious in prescribing different levels of parking between town centres and peripheral locations.
- 6.43 Existing levels of short stay parking to retain commercial viability is, therefore, to be retained in the Borough's main shopping centres. PPG13 advises that local planning authorities should ensure that the scale of parking is in keeping with the size of the centre. Additional short stay parking should clearly, therefore, be assessed against the objectives of sustainable development. Greater use of shared car parking is to be encouraged where peak levels of use do not coincide.
- 6.44 The provision of additional long stay parking is clearly contrary to government planning policy guidance and is to be discouraged. Existing long stay spaces may be justified until improvements in alternative modes of transport have been achieved – but consideration needs to be given to their replacement by other uses and/or their transfer to short-term spaces where this can be justified.
- 6.45 There are also initiatives that the Council can use to limit the need for long-stay parking and to encourage more sustainable travel, such as car sharing, through promoting the adoption of Travel Plans by businesses, schools, etc. and through the use of planning obligations, in appropriate cases, when granting permission for new development. [These are considered further elsewhere in this Plan.]
- 6.46 Short-stay parking has been particularly limited within Ingatestone village centre. Some additional parking was provided recently on land to the rear of the Bell Public House, together with the development of a new doctors' surgery. Additional land to the south of the surgery had been allocated in the existing adopted Local Plan for further car parking and is subject to an extant planning permission, but reappraisal of the use of this land, taking account of the guidance on parking in PPG13 and the identified need for affordable housing within the village, has led the Council to re-allocate this land for housing purposes. If it is found that there is a continuing unmet demand for additional public car parking provision in Ingatestone village centre, any proposal will need to comply with the policies in this Plan.

T7 Off-Street Public Car Parking

THE COUNCIL WILL PRIORITISE THE USE OF PUBLIC CAR PARKS FOR SHORT-STAY PARKING THROUGH ITS MANAGEMENT AND PRICING POLICIES. EXISTING SHORT-STAY PUBLIC CAR PARKING LOCATED IN BRENTWOOD TOWN CENTRE AND THE BOROUGH'S DISTRICT SHOPPING CENTRES WILL BE RETAINED WHILST LONG-STAY PUBLIC PARKING WILL BE CRITICALLY ASSESSED AND, WHERE APPROPRIATE, REDUCED. ANY ADDITIONAL SHORT-STAY PUBLIC PARKING PROVISION WILL BE CONSIDERED IN THE CONTEXT OF:

i) ITS IMPORTANCE IN ENHANCING THE VIABILITY AND VITALITY OF EXISTING SHOPPING CENTRES

ii) ITS POTENTIAL FOR PROVIDING FOR SHARED SHORT-STAY USE

iii) THE LEVEL OF EXISTING OR POTENTIAL CONGESTION

iv) ITS IMPACT ON ENCOURAGING SUSTAINABLE TRANSPORT CHOICES

v) ITS IMPACT UPON THE AMENITIES OF THE SURROUNDING AREA

THE QUALITY OF SHORT-STAY PUBLIC CAR PARKING WILL BE ENHANCED, WHERE POSSIBLE, THROUGH IMPROVED LANDSCAPING, PEDESTRIAN ACCESS, SECURITY, LIGHTING, SIGNING AND PUBLICITY, MANAGEMENT AND MAINTENANCE

On-Street Parking

- 6.47 The Council recognises the importance of short-term on-street parking facilities to both local shopkeepers and shoppers by catering for passing trade and those customers wishing to make short visits. However, on-street parking tends to hinder the circulation of traffic within the immediate area and can give rise to safety concerns.
- 6.48 Outside the immediate shopping areas, on-street parking, which results from overspill parking from local shops and other businesses or from the rail stations, can be a cause of nuisance to local residents.
- 6.49 All day parking in residential streets by people who work nearby or who commute to work elsewhere may prevent residents from gaining access to their property. Cars continually parked along the street can also be a serious detriment to the visual amenity. In an attempt to overcome these problems, residents' parking schemes have already been introduced in some areas (mainly at present within the Town Centre and Brentwood Station Area) and the possibility of extending such schemes to other areas will be considered in appropriate circumstances.
- 6.50 Such problems may well increase as a consequence of the use of maximum parking standards. PPG13 advises that local authorities should adopt on-street measures to complement land use policies. The Council will be faced with the practical and financial implications of dealing with this, although PPG13 advises that it would be appropriate to negotiate contributions towards the costs of introducing on-street parking controls from a developer in the vicinity of their site. On-street waiting restrictions, parking enforcement and residential parking schemes will need to be considered in appropriate locations to respond to problems of on-street parking

T8 On-Street Parking

SHORT-TERM ON-STREET PARKING WILL BE RETAINED IN CLOSE PROXIMITY TO EXISTING LOCAL SHOPPING AREAS OUTSIDE BRENTWOOD TOWN CENTRE TO ASSIST THE ECONOMIC VIABILITY OF THE RETAIL UNITS IN THOSE AREAS. ELSEWHERE, RESTRICTIONS UPON ON-STREET PARKING WILL BE INTRODUCED, WHERE APPROPRIATE, TO IMPROVE HIGHWAY SAFETY, REDUCE TRAFFIC CONGESTION, PROTECT THE AMENITIES OF ADJACENT RESIDENTS AND ACHIEVE THE OBJECTIVES OF THE PARKING STRATEGY SET OUT

IN POLICY T6.

WHERE APPROPRIATE, DEVELOPERS WILL BE EXPECTED TO ENTER INTO A LEGAL AGREEMENT REGARDING THE MAKING OF A CONTRIBUTION TOWARDS THE COST OF INTRODUCING ON-STREET PARKING CONTROLS IN THE VICINITY OF THEIR SITE, AND, WHERE APPROPRIATE, CLAUSES MAY BE INSERTED INTO THAT AGREEMENT TO RESTRICT DEVELOPMENT UNTIL SUCH TIME AS A PARKING CONTROL SCHEME HAS BEEN IMPLEMENTED.

THE INTRODUCTION OF RESIDENTS' PARKING SCHEMES OR ALTERNATIVE PARKING RESTRICTIONS WILL BE CONSIDERED IN APPROPRIATE STREETS.

Commuter Car Parking

- 6.51 The present level of commuting out of the Borough is high. It is important, therefore, that adequate car parking is provided at the stations for commuters and that any parking provided is retained as such. PPG13 advises that whilst parking provision at rail stations can increase the potential catchment population for rail services, it can at the same time exacerbate road congestion. The level of parking provision at railway stations is a balance of these considerations. On the positive side, commuter parking may encourage “park and ride” to longer distance destinations, thereby reducing the length of car journeys and taking traffic off the roads. However, it may also have the negative impact of discouraging travellers from using local bus services and increasing local road congestion in the vicinity of the station. Lack of commuter parking, though, may potentially increase “kiss and ride” and also have an unwanted impact on congestion.
- 6.52 Whilst retaining existing levels of commuter car parking, therefore, proposals for additional parking will be carefully assessed in the context of the Council’s overall car parking strategy and in particular the impact on promoting more sustainable transport choices. Rail and bus operators will be encouraged to improve interchange facilities to promote greater use of public transport, cycling and walking as a means of access to rail stations. Opportunities for incorporating other appropriate uses on station car parks, as part of a mixed-use development, will also not be precluded.

T9 Commuter Car Parking

THE EXISTING COMMUTER CAR PARKS AT BRENTWOOD, SHENFIELD, INGATESTONE AND WEST HORNDON RAILWAY STATIONS SHALL BE RETAINED. HOWEVER, CONSIDERATION WILL BE GIVEN TO PROPOSALS FOR MIXED USE OF THE SITES FOR CAR PARKING AND OTHER APPROPRIATE USES, SUBJECT TO NO REDUCTION IN THE AMOUNT OF COMMUTER PARKING AND SUBJECT TO OTHER APPROPRIATE POLICIES IN THIS PLAN. ANY PROPOSALS FOR ADDITIONAL COMMUTER CAR PARKING WILL BE CONSIDERED IN THE CONTEXT OF THE COUNCIL’S CAR PARKING STRATEGY AS SET OUT IN POLICY T6, AND IN PARTICULAR TO ITS IMPACT ON ENCOURAGING SUSTAINABLE TRANSPORT CHOICES.

NETWORK RAIL WILL BE ENCOURAGED TO IMPROVE STATION FACILITIES FOR THOSE ARRIVING ON FOOT OR BY BICYCLE AND TO WORK WITH PUBLIC TRANSPORT OPERATORS AND OTHERS TO

IMPROVE TRANSPORT MODE INTEGRATION THROUGH SUCH MEASURES AS IMPROVED INTERCHANGES, INTEGRATION OF SERVICES, THROUGH TICKETING AND COMPREHENSIVE TRAVEL INFORMATION.

Short Stay Parking Demands at School Sites

- 6.53 Schools generate (mainly short-stay) parking demands in local areas and in many cases no provision is available for car parking on site. Because of the considerable increase in second-car ownership, many local problems have been generated due to parents dropping off and picking up children by car.
- 6.54 The proposed new car parking standards restrict even further the amount of on-site parking to be provided on education sites. It will, therefore, be necessary to encourage, and require where appropriate, schools and other such uses to adopt green travel plans aimed at increasing travel to and from the site by means other than the motorcar, e.g. “walking buses”, improved cycling facilities, etc.

Parking for Disabled Persons

- 6.55 The one area of parking standards where authorities are encouraged to increase the provision (apart from cycle/motor cycle parking) is for the disabled persons. The availability and accessibility of parking spaces is especially important for those persons with mobility problems. The Council will be seeking to provide appropriate levels of well-located, convenient, accessible and safe parking bays for people with disabilities.

T10 Access for Persons with Disabilities

THE COUNCIL WILL SEEK TO PROMOTE AN ENVIRONMENT WHICH IS ACCESSIBLE TO ALL THROUGH:

i) THE PROVISION OF APPROPRIATE NUMBERS AND SUITABLY DESIGNED CAR PARKING SPACES FOR DISABLED PERSONS WHICH ARE EASILY ACCESSIBLE TO PEOPLE WITH LIMITED MOBILITY, AND IN CLOSE PROXIMITY TO SHOPS AND OTHER FACILITIES.

ii) ENSURING THAT DEVELOPMENTS, INCLUDING TRANSPORT INFRASTRUCTURE, ARE ACCESSIBLE TO AND FUNCTIONAL FOR DISABLED PEOPLE, AND

iii) THE PEDESTRIAN ENVIRONMENT IS LAID OUT AND DESIGNED TO FACILITATE SAFE ACCESS FOR DISABLED PEOPLE, PARTICULARLY THOSE WHO ARE BLIND OR PARTIALLY SIGHTED OR HAVE LIMITED MOBILITY.

See also Appendix 2

PUBLIC TRANSPORT

- 6.56 The deregulation of bus services and privatisation of the rail network has brought many changes in the level of services offered. The Council is committed to increasing travel by public transport by supporting measures to increase the quality and lower the cost

of these services. The Borough Council has little direct influence over the provision of services, but it will, in consultation with the County Council, Rail Track and the bus and rail operators, continue to support the retention of existing services as a minimum level of provision and, wherever possible, encourage the provision of additional services. The need for improvements to inter-urban and rural passenger transport facilities is particularly evident, and the Borough Council will continue to consider and support community transport schemes in rural areas.

- 6.57 Substantial funding for public transport improvements has been negotiated as part of major development proposals at Clements Park on the former Warley Hospital site, Sainsbury food store and the BT office development on the former St. Faiths Hospital, and the Council will continue to explore further opportunities for funding through major development proposals.

Bus Services

- 6.58 The Council has in the past assisted bus services by the provision of, for example, bus shelters, lay-bys and bus turnaround facilities. It will continue to assist in the provision and improvement of these facilities for the bus operators and their passengers wherever possible.
- 6.59 It will also seek to work with the bus companies to develop Quality Bus Partnerships with the aim to provide service improvements such as lower vehicle floor heights to improve accessibility, new bus stops, electronic information etc.

T11 Bus Services

THE COUNCIL, IN CONSULTATION WITH THE COUNTY COUNCIL AND BUS OPERATORS, WILL CONTINUE TO SEEK, AS A MINIMUM, THE RETENTION OF EXISTING SERVICES AND, WHERE POSSIBLE, TO ENCOURAGE THE INTRODUCTION OF IMPROVED AND NEW SERVICES THROUGH QUALITY BUS PARTNERSHIPS. THE COUNCIL WILL ALSO SEEK TO ACHIEVE, WHEREVER POSSIBLE, THE PROVISION OF TRANSPORT INTERCHANGE IMPROVEMENTS AND OTHER ADDITIONAL FACILITIES, INCLUDING THE PROVISION OF BUS SHELTERS, LAY-BYS AND BUS TURNAROUND FACILITIES.

WHERE APPROPRIATE, CONTRIBUTIONS WILL BE SOUGHT TOWARDS THE IMPROVEMENT OF BUS SERVICES AND FACILITIES IN ASSOCIATION WITH PLANNING PERMISSION FOR NEW DEVELOPMENT

Rail Services

- 6.60 The Borough is served by two rail lines, London (Liverpool Street) to Norwich and London (Fenchurch Street) to Southend, with four stations at Brentwood, Shenfield, Ingatestone and West Horndon. Rail travel, particularly commuter travel into London, is an important element of the Borough's transport network. The Council will continue to discuss with Rail Track the need for improvements to the rail stations within the Borough, in order, for example, to increase accessibility, extend the range and quality of passenger facilities and improve modal integration and interchange facilities. Such proposals are often associated with further property development and whilst this would not necessarily be precluded, account would need to be taken of the general constraints on development close to congested railway station sites (see also Policy T9 regarding

commuter parking).

- 6.61 For a number of years, proposals have been discussed for a new rail link between east and west London, referred to as Crossrail, and previously involving both Brentwood and Shenfield stations. Transport for London and the Strategic Rail Authority are working in partnership through Cross London Rail Links Ltd, which has been allocated a budget to carry out feasibility work, and to determine the optimum route, stations and service pattern. In July 2003, the Government authorised work to proceed on a public consultation prior to a draft hybrid Bill being put before Parliament for construction of the rail link. The Secretary of State for Transport introduced the hybrid Bill into Parliament in February 2005, and also issued Directions under the Town and Country Planning (General Development Procedure) Order 1995 safeguarding the route and associated works for the Crossrail project. These are not proposals of the local planning authority and will not be determined through the development plan process, but will be considered in Parliament under the hybrid Bill procedures, which provide opportunities for petitions to be made by those directly affected by the scheme. The extent of the 'Safeguarded Area' is shown on the Proposals Map.
- 6.62 Whilst the Council is supportive of the principle of Crossrail, this must be subject to the case being made for an overall improvement in rail services for the Borough and subject to the Council being assured that there will be no detrimental environmental or transport impacts, particularly in the vicinity of the rail stations, as a consequence.

T12 Rail Services

THE COUNCIL, IN CONSULTATION WITH NETWORK RAIL, THE TRAIN OPERATORS AND OTHERS, WILL CONTINUE TO SEEK, AS A MINIMUM, RETENTION OF EXISTING SERVICES AND, WHERE POSSIBLE, ENCOURAGE THE INTRODUCTION OF IMPROVED AND NEW SERVICES. SUPPORT AND ENCOURAGEMENT WILL BE GIVEN TO THE REFURBISHMENT OF RAIL STATION BUILDINGS AND OTHER IMPROVEMENTS IN FACILITIES FOR RAIL PASSENGERS INCLUDING TRANSPORT INTERCHANGE IMPROVEMENTS.

THE COUNCIL WILL SUPPORT THE DEVELOPMENT OF CROSSRAIL, SUBJECT TO THE CASE BEING MADE FOR AN OVERALL IMPROVEMENT TO RAIL SERVICES FOR THE BOROUGH, AND SUBJECT TO NO UNACCEPTABLE ENVIRONMENTAL OR TRANSPORT IMPACTS AS A CONSEQUENCE OF THE PROPOSALS.

WHERE APPROPRIATE, CONTRIBUTIONS WILL BE SOUGHT TOWARDS THE IMPROVEMENT OF RAIL SERVICES AND FACILITIES IN ASSOCIATION WITH PLANNING PERMISSION FOR NEW DEVELOPMENT

Taxis

- 6.63 Where bus services have been lost altogether or run less frequently, alternative forms of transport have become more important for those people who have no access to private transport. Taxis can assist in filling this need. The Council will, therefore, continue to improve taxi facilities particularly in the shopping areas and at rail interchanges.

T13 Taxis

THE COUNCIL WILL SEEK TO ACHIEVE ADDITIONAL TAXI FACILITIES WITHIN THE BOROUGH, WHERE APPROPRIATE.

OTHER TRANSPORT MODES

Cycling

- 6.64 Encouragement and support for greater use of cycling as a mode of transport is an important element of a more sustainable transport strategy. Cycles take up less road space, reduce congestion and do not give rise to the pollutants associated with motor vehicles. Cycling is not only environmentally friendly but has recreational and health benefits. Brentwood currently has low cycle usage, with the number of cyclists in Brentwood representing approximately a third of the national average, and few cycle routes. Opportunities for encouraging cycling by improving facilities for cyclists at, for example, rail stations and within shopping areas as well as through developing more safe cycle routes will be pursued.
- 6.65 Although the Council first produced a Cycle Strategy in 1996, Essex County Council was unable to fund any of the projects. In 1998 the Brentwood Cycle Strategy was updated so as to be greatly more proactive in providing cycling facilities, and aims to double the amount of cycling in Brentwood by 2002. During 2000/2001 the Council allocated £40,000 towards cycle development. Additional funding has also been made available in conjunction with major development proposals. In 1998 Sainsbury funded a segregated cycle facility along the western side of the site between North Road and William Hunter Way. British Telecom's development of the St. Faith's hospital site provided funding for two new routes, a segregated on-road cycle lane between the site and the London Road/Mascalls Lane junction and a shared cycle and pedestrian route through St. Faith's Park linking London Road to Weald Road. A new route is planned through the open space at Warley Hospital, which would link Crescent Road (and the Brentwood Rail station) with Mascalls Lane (and the Rural network), and connect with the cycle network through the new residential development at Clements Park. Proposals for redevelopment of the Transco site, off St. James Road, will also include provision for cycle ways linking to London Road.
- 6.66 New routes, primarily bridleways, are being developed in conjunction with Essex County Council and the Thames Chase Project team linking Warley to Tyler's Common and Cranham. These "Greenways" will primarily be recreational routes. Modifications to routes through Donkey Lane Plantation, Hartswood and Little Warley Common have recently been carried out.
- 6.67 These and other proposed improvements and additions to the cycle network are shown on the Proposals Map and listed in Policy T14. Cycling will also be encouraged wherever possible through other measures associated with development proposals, green transport plans, initiatives such as "Safer Routes to School" and, with the agreement and funding from the Highway Authority, implementation of rural traffic calming measures and the creation of "Quiet Lanes", and other traffic management proposals.

T14 Cycling

CYCLING WILL BE PROMOTED AS AN ALTERNATIVE MEANS OF TRANSPORT TO THE PRIVATE CAR, IN CONJUNCTION WITH THE

BRENTWOOD CYCLE STRATEGY, THROUGH:

i) THE PROVISION OF IMPROVED CYCLE PARKING AND OTHER FACILITIES AND NEW CYCLE ROUTES AS PART OF HIGHWAY INFRASTRUCTURE IMPROVEMENTS/TRAFFIC MANAGEMENT MEASURES AND, WHERE APPROPRIATE, IN ASSOCIATION WITH PLANNING PERMISSION FOR NEW DEVELOPMENT. PARTICULAR ATTENTION WILL BE GIVEN TO THE FOLLOWING PROPOSED CYCLE ROUTES AS INDICATED ON THE PROPOSALS MAP:

- (a) LONDON ROAD, MASCALLS LANE TO BT OFFICE SITE**
- (b) BT OFFICE SITE, LONDON ROAD TO WEALD ROAD**
- (c) LA PLATA, LONDON ROAD TO ST JAMES ROAD/KAVANAGHS ROAD**
- (d) A129 ONGAR ROAD**
- (e) A1023 BROOK STREET TO CHELMSFORD ROAD**
- (f) B1002 ROMAN ROAD, MOUNTNESSING**
- (g) NORTH ROAD**
- (h) WESTERN ROAD/WESTERN AVENUE**
- (i) PARK ROAD/WEALD ROAD**
- (j) HART STREET/CROWN STREET /COPTFOLD ROAD**
- (k) KAVANAGHS ROAD/ CROMWELL ROAD/VICTORIA ROAD**
- (l) MIDDLETON HALL LANE**
- (m) CROSSWAYS**
- (n) ROSE VALLEY/KING EDWARD ROAD**
- (o) CRESCENT ROAD, THROUGH CLEMENTS, PARK TO MASCALLS LANE**

ii) THE IMPLEMENTATION, SUBJECT TO HIGHWAY AUTHORITY AGREEMENT AND FUNDING, OF A PROGRAMME OF RURAL TRAFFIC CALMING SCHEMES AND THE CREATION OF “QUIET LANES”

ii) THE ACHIEVEMENT OF A SAFER ENVIRONMENT BY INTRODUCING ACCIDENT REMEDIAL SCHEMES, ROAD SAFETY INITIATIVES AND MORE SECURE CYCLE PARKING

iii) THE PROVISION OF IMPROVED AND NEW CYCLE PARKING AND OTHER FACILITIES FOR CYCLISTS IN THE MAIN SHOPPING AREAS, AT PUBLIC RECREATION AND LEISURE FACILITIES, AT PUBLIC BUILDINGS, SCHOOLS AND IN THE WORKPLACE.

iv) THE ENCOURAGEMENT OF IMPROVED CYCLE PARKING AND FACILITIES AT PUBLIC TRANSPORT INTERCHANGES AND BETTER ACCOMMODATION FOR CYCLES ON PUBLIC TRANSPORT.

See also Policies GB27, LT13 and LT14

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Pedestrian Facilities

- 6.68 Walking, as a recreational activity, can be an end in itself but is generally a means to an end i.e. getting from one place to another (home to work/shop) or as part of a multi modal journey whether it be to or from the car or to the rail station or bus stop. Invariably walking is only an alternative transport mode for the shortest journeys.

However walking can be encouraged and facilitated through the design and layout of developments, the location of services and facilities, and through mixed use and higher density developments. Walking can also be encouraged through safe and securely designed footpaths and through the use of surface treatments and detailing to help the mobility impaired.

- 6.69 Promoting walking as a means of transport will increase social equality, improve health and reduce pollution.
- 6.70 The opportunity will be taken, therefore, to improve facilities for pedestrians as part of development proposals, through the use of traffic calming measures and pedestrian priority at junctions, promoting “Safer Routes to School”, and, subject to Highway Authority agreement and funding, the creation of “Homes Zones” and “Quiet Lanes”.

T15 Pedestrian Facilities

THE COUNCIL WILL PROMOTE WALKING AS AN ALTERNATIVE TO THE USE OF THE CAR, PARTICULARLY FOR SHORTER TRIPS, THROUGH:

i) THE PROVISION OF SAFE AND CONVENIENT PEDESTRIAN ROUTES

ii) IMPROVED CONDITIONS FOR PEDESTRIANS BY, FOR EXAMPLE, INCREASING PEDESTRIAN PRIORITY, WIDENING FOOTPATHS, IMPLEMENTING TRAFFIC CALMING MEASURES AND RESTRICTING VEHICULAR ACCESS

iii) PROMOTING HIGH DENSITY AND MIXED USE DEVELOPMENTS IN CENTRAL AREAS AND NEAR TO MAJOR TRANSPORT INTERCHANGES

iv) PROTECTING EXISTING LOCAL SHOPPING FACILITIES AND OTHER SERVICES WITHIN EASY WALKING DISTANCE OF RESIDENTIAL AREAS

v) PROMOTING THE SAFER JOURNEYS TO SCHOOL STRATEGY

vi) THE CREATION OF “HOME ZONES” AND “QUIET LANES”, SUBJECT TO HIGHWAY AUTHORITY AGREEMENT AND FUNDING.

WHERE APPROPRIATE, CONTRIBUTIONS WILL BE SOUGHT TOWARDS THE IMPROVEMENT OF PEDESTRIAN FACILITIES AND ROUTES IN ASSOCIATION WITH PLANNING PERMISSION FOR NEW DEVELOPMENT

See also Policy GB27, LT13 and LT14

GREEN BELT AND THE COUNTRYSIDE

7. GREEN BELT AND THE COUNTRYSIDE

POLICY BACKGROUND

National Policy Guidance

- 7.1 Government advice on Green Belts is contained in PPG2 “Green Belts” (Revised January 1995). It sets out the purposes and objectives of the Green Belt and advises on the definition of Green Belt boundaries, including taking account of the need to promote sustainable patterns of development. Particular guidance is given on the categories of appropriate development, including the re-use of rural buildings, and the future of major existing developed sites.
- 7.2 The government’s policy guidance for the countryside in general is set out in PPS7 “Sustainable Development in Rural Areas” (August 2004). As the title indicates, the guiding principle in the countryside is the achievement of sustainable development i.e. the integration of development necessary to sustain economic and social activity in rural communities with the protection of the countryside for the sake of its beauty, the diversity of its landscape and historic character, the wealth of its natural resources and its ecological, agricultural, recreational and archaeological value.

Replacement Structure Plan

- 7.3 RSP Policies C1 and C2 restate the guidance set out in PPG2 regarding the purposes of the MGB and the presumption against inappropriate development other than in very special circumstances. In South Essex, which includes Brentwood in the County Strategy, the RSP regards the main strategic functions of the MGB as checking the outward spread of London, protecting strategic gaps of open land to prevent the coalescence of urban areas, protecting wider areas of countryside from urban encroachment, preserving the special character and setting of historic towns such as Brentwood, and encouraging urban regeneration.
- 7.4 RSP Policy C3 advises that boundaries around town and villages will be defined by reference to the foreseen long term expansion of their built up areas acceptable in the context of the stated purposes of the Green Belt and the provisions of the RSP, and Policy C4 refers to a review of those inner Green Belt boundaries having regard to the principles set out in Policy C3.
- 7.5 Policies in the RSP dealing with the rural economy provide for the development of rural settlements (RE1), the re-use of rural buildings (RE2) and proposals for Major Developed Sites in the countryside (RE3).

Essex Rural Strategy

- 7.6 Essex County Council, in partnership with the district authorities and other organisations, has produced a Rural Strategy for Essex, which examines the problems and issues of rural areas in more detail. The overall aim of the strategy is to work towards “an environmentally and economically sustainable countryside which is both beautiful, environmentally healthy, diverse, accessible and thriving”. An annual action plan has been produced, which is to be updated as a result of continuous review.

Brentwood Community Plan

7.7 The Community Plan's strategic objectives that are relevant to the Replacement Local Plan's Green Belt Policies are set out under the heading "Sustainable Development and the Local Environment" and includes:

“ To seek to make provision for appropriate housing, employment and other development to meet the needs of the Borough, whilst conserving and maximising resources and enhancing the character and environmental quality of the Borough for the benefit of current and future generations, by:

- Promoting the conservation and sustainable use of natural resources both inside and outside the Council's sphere of operation
- Promoting the conservation and enhancement of the natural and built environment”

THE AIM AND OBJECTIVES OF THE PLAN'S GREEN BELT AND COUNTRYSIDE POLICIES

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

INTRODUCTION

7.8 The whole of the Borough lies within the Metropolitan Green Belt (MGB) and, for the most part, has done so since the outer boundary was first defined in the County of Essex Development Plan, approved in 1957. The Green Belt was extended to cover the northern part of the Borough in the subsequent Review, approved in 1976.

7.9 The sensitive wedge of open countryside in which Brentwood is situated is a good example of the Green Belt's success in halting the outward spread of London's built-up area. 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.

- 7.10 Brentwood's countryside is predominantly in agricultural use, although in common with rural areas elsewhere, agriculture is undergoing significant changes and there is pressure for diversification of the rural economy and the need for alternative employment opportunities to cater for the needs of the smaller village settlements and the dispersed residential development. There are, however, scattered areas of commercial development, which pre-date the designation of the Green Belt.
- 7.11 Opportunities for both informal and formal recreation are an important feature of the Borough's countryside, with two sizeable country parks, many open recreational areas, and an extensive network of public rights of way.
- 7.12 The structure of the urban area of Brentwood is characterised by a number of significant wedges of open land, included within the Green Belt, which dissect the built up area, and in the case of Shenfield Common and the Merrymeade areas, extend right into the heart of the town. These areas, including the open space associated with the former Warley and St. Faiths Hospitals, provide a strategic function, giving easy access from large areas of the town to both informal and formal recreation areas and providing corridors of access to the wider countryside and the network of public rights of way. These "green wedges" contain a number of sites of ecological value, which should be protected, and also act as wildlife corridors. Within these areas the Council has and will continue to seek to increase the provision of public open space and other opportunities for enhancing informal recreation and public accessibility.
- 7.13 Large parts of the Borough's countryside are considered to be areas of special landscape value and important in terms of nature conservation.

THE EXTENT OF THE GREEN BELT

Inner Green Belt Boundary Review

- 7.14 The inner Green Belt boundary around the town of Brentwood was first defined on the Town Map of the 1957 County Development Plan. The 1976 Approved Review of the County Development Plan (ARDP) significantly amended that boundary and also defined boundaries around the other main settlements
- 7.15 The adopted 1995 Brentwood Local Plan defined first time boundaries around the smaller built up areas of Blackmore, Hook End, Stondon Massey and Mountnessing. At the same time, the ARDP boundary was reviewed in detail to ensure consistency and logic, and minor amendments were made to reflect planning consents and to comply with specific criteria.
- 7.16 PPG2 states that detailed Green Belt boundaries defined in adopted local plans or earlier approved development plans should be altered only exceptionally. It further states that where existing local plans are being revised and updated, existing Green Belt boundaries should not be changed, unless alterations to the structure plan or other exceptional circumstances exist, which necessitate such revision.
- 7.17 In undertaking a full review of the adopted Local Plan, and in compliance with the RSP (see paragraph 7.4 above), the inner Green Belt boundaries have again been reviewed. As a consequence of the conclusions of the "Urban Capacity Study" referred to Paragraphs 3.8 to 3.10 of the Housing Chapter, there is no requirement to undertake any significant amendments to the Green Belt boundary to provide for the development provisions of the Replacement Structure Plan up to 2011. The housing provision figure of 1450 new dwellings can be comfortably accommodated within the existing urban areas identified in

the earlier adopted plan.

Safeguarded Land

- 7.18 PPG2 also states that local planning authorities should satisfy themselves that Green Belt boundaries will not need to be altered at the end of the plan period, and that they will endure in the longer term. This will in some cases mean safeguarding land between the urban area and the Green Belt, which may be required to meet longer-term development needs. The PPG advises that the issues involved and any such requirement should first be identified in the structure plan. The Replacement Structure Plan makes no such statement. At present, there is no distribution of development requirements by District/Borough for the post 2011 period on which to base any assessment of the need or otherwise for “safeguarded land”. This is a matter to be considered in an early review of the RSP. However, the Borough-wide Urban Capacity Study does identify additional capacity to respond to needs beyond 2011. It is considered, therefore, that the previously defined Green Belt boundaries have and will continue to provide long term boundaries beyond the current plan period to 2011. In the light of the above arguments it is not proposed as part of this plan review to identify “safeguarded land” to provide for any post 2011 development requirements.
- 7.19 In addition to this “strategic” assessment of the Borough’s Green Belt boundaries a more detailed review has again been undertaken to ensure that the alignment of the boundaries is logical, that they conform to the Council’s criteria for detailed definition, and take account of any changes in circumstances, for example the grant of planning permission, since their last review. As a consequence, a number of amendments have been to the boundaries, generally of a minor nature. However, more significant amendments have been made to reflect the development of the former Warley and St. Faiths Hospital sites.

DEVELOPMENT IN THE GREEN BELT

New Development

- 7.20 In line with the guidance set out in PPG2 and as reiterated in RSP Policy C2, inappropriate development within the Green Belt will only be allowed in very special circumstances (Policy GB1). Policy GB2 is directed at development that is appropriate in the Green Belt and provides the basis against which such appropriate development will be considered. The criteria in Policy GB2 would also apply in cases of inappropriate development where it was considered that very special circumstances existed. The policy is not to be read as seeking to create exceptions to the general Green Belt restraint policy. Policy GB2 should be read in conjunction with Policy GB1 and other policies in this Plan.

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

A Target and Indicator for monitoring this policy is set out in Chapter 13.

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

iii) ANY BUILDING MUST BE SATISFACTORILY LOCATED IN RESPECT OF THE SURROUNDING LANDSCAPE AND ANY ADJOINING BUILDINGS.

Settlements Excluded from the Green Belt

- 7.21 In order to achieve sustainable patterns of development and to conserve and protect the Green Belt, new residential development will be directed to those existing settlements excluded from the Green Belt. [As referred to above, the boundaries around these settlements have been defined by reference to a number of specific criteria and have been the subject of a comprehensive review as part of the preparation of the Replacement Local Plan.]
- 7.22 PPG3 refers to the national target that, by 2008, 60% of additional housing should be provided on previously-developed land and through the conversion of existing buildings (by definition this is generally, but not wholly, within existing urban areas). As a result of the application of the Council's Green Belt policies, Brentwood has been achieving comparable figures of some 90% in recent years.

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

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Sustainable Rural Communities

- 7.23 Sustainable development is the cornerstone of both the Government's rural policies and its planning policies. Sustainable development includes, amongst other things, seeking to ensure the viability of existing rural communities. This can be achieved by reversing the decline in rural services, promoting the rural economy through rural diversification and other suitable local employment opportunities, the provision of affordable housing and a mix of house types, the retention of local services and community facilities and improvements in local public transport and other sustainable forms of travel. In this way rural communities will be sustained through the achievement of an appropriate mix of age, income and occupation and the provision of necessary viable local services.
- 7.24 The Council will seek to encourage and promote sustainable rural communities, directly and indirectly, through the policies in this plan, its other corporate policies and plans and through its partnership with other relevant bodies and agencies.

RESIDENTIAL DEVELOPMENT

Established Areas of Development

- 7.25 Within the Green Belt there are many established clusters of dwellings. There is a continuing pressure for "infill" development to take place between existing dwellings in such areas. If this pressure were acceded to, the character of the Green Belt within and around these areas would be markedly altered over time. The Council will, therefore, continue to resist strongly pressure to allow future new development in those established clusters. However, there are a very few limited and well defined areas within the Green Belt where tight knit frontage ribbon development already exists which is sufficiently urban in character to allow some relaxation of Green Belt policy. Outside these specifically defined areas residential development will only be allowed in accordance with other policies in this Section.

GB4 Established Areas of Development

WITHIN THE ESTABLISHED AREAS OF FRONTAGE RIBBON DEVELOPMENT INCLUDED WITHIN THE GREEN BELT LISTED BELOW PLANNING PERMISSION FOR CHANGE OF USE TO RESIDENTIAL, NEW RESIDENTIAL DEVELOPMENT ON GENUINE INFILL PLOTS, REPLACEMENT OF EXISTING DWELLINGS, OR EXTENSIONS TO EXISTING DWELLINGS WILL BE ALLOWED SUBJECT TO THE CRITERIA SET DOWN IN POLICY GB2 AND CP1 BEING SATISFIED. THE RELEVANT SETTLEMENTS ARE:

169-293 CHELMSFORD ROAD; 39-47, 51-109 COXTIE GREEN ROAD; 1-19 BELLHOUSE LANE; BETWEEN COPPERSFIELD AND GREENOAKS, DODDINGHURST ROAD (PARKWOOD); 1-13 (EXCLUDING 2), 21-56 (EXCLUDING 24, 26) NAGS HEAD LANE; THE THORNS/THE BRIARS, ONGAR ROAD; 54-88 BILLERICAY ROAD; 554-664 RAYLEIGH ROAD.

Extensions to Residential Properties

- 7.26 PPG2 states that the construction of new buildings inside a Green Belt is inappropriate unless for one of a list of appropriate purposes. One of the appropriate purposes is the

limited extension or alteration of existing dwellings, provided that it does not result in disproportionate additions over and above the size of the original building. It is clearly necessary to consider the effects of extensions to residential properties against the purposes of the Green Belt. Extensions to properties can lead to urbanisation, increases in population and activity in the Green Belt, and a loss of small dwellings. Policy GB5 below has been successfully implemented by the Council since 1982, and has been supported many times on appeal. It is a policy that is clearly understood, that has been consistently applied and is equitable. It has avoided previous inconsistencies and claims of "unfairness" which inevitably result when different sized extensions are allowed in what was often seen by the public as a haphazard and illogical way.

- 7.27 The policy defines a "limited" extension by allowing for an increase in floor space of up to 37 sq.m. over and above the original dwelling house (this limitation is also applied to conservatories). It is not intended that the policy should dictate the size of dwelling families should occupy, rather it would allow a degree of flexibility to cater for changing family needs. An extension of 37 sq.m could comprise a two-storey extension, the upper floor providing two bedrooms approximately 3m x 3m each and the ground floor providing a good size living room approximately 6m x 3m or being divided to offer dining room and kitchen or similar. This policy should cover reasonable requirements and should not need to be breached in any foreseeable circumstances. The policy is intended to apply equally to residential buildings of Special Architectural or Historic Interest (subject to proper consideration of the effect of development upon the character and appearance of the building and its setting).
- 7.28 A condition will be imposed to prevent the 37 sq.m. limitation being exceeded through the use of permitted development rights.
- 7.29 In order to limit the impact of buildings converted to residential use under the terms of Policy GB16, extensions to dwellings formed under that policy will not be permitted.

GB5 Extensions to Dwellings

THE EXTENSION OF DWELLINGS WITHIN THE GREEN BELT (OTHER THAN IN THOSE AREAS IDENTIFIED IN POLICY GB4) WILL BE RESTRICTED IN SIZE. THE TOTAL SIZE OF THE DWELLING AS EXTENDED (INCLUDING CONSERVATORIES) SHALL NOT EXCEED THE ORIGINAL HABITABLE FLOOR SPACE BY MORE THAN 37 SQ.M.

IN THE CASE OF EXTENSIONS TO REPLACEMENT DWELLINGS, THESE WILL ONLY BE PERMITTED WHERE THE HABITABLE FLOOR SPACE OF THE REPLACEMENT DWELLING AND THE TOTAL HABITABLE FLOOR SPACE OF ANY EXTENSIONS PERMITTED TOGETHER WITH THAT APPLIED FOR WOULD NOT BE GREATER THAN 37 SQ.M. ABOVE THE ORIGINAL HABITABLE FLOOR AREA OF THE PREVIOUS DWELLING WHICH HAD BEEN REPLACED.

APPLICATIONS WILL BE CONSIDERED AGAINST THE CRITERIA SET OUT IN POLICY GB2.

WHERE APPROPRIATE A CONDITION WILL BE IMPOSED WHICH WILL PREVENT THIS HABITABLE FLOOR SPACE LIMITATION FROM BEING EXCEEDED THROUGH THE PRIOR IMPLEMENTATION OF PERMITTED DEVELOPMENT RIGHTS.

EXTENSION OF A DWELLING RESULTING, UNDER POLICY GB16, FROM THE CONVERSION OF A RURAL BUILDING WILL NOT BE PERMITTED

As a matter of clarification, the “original habitable floor space” relates to the floor space of the dwelling as it was first erected on the site, save for those dwellings erected before the first appointed day of the Town and Country Planning Act (i.e. 1st July 1948), in which case the original habitable floor space will be the floor space as existed on that date. For the purposes of calculating floor space, gross internal measurements are used in all cases. This means that measurements are taken from the inside of the external walls and include the area of the internal partitions, but exclude any stairwell area above the ground floor.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Replacement Dwellings

- 7.30 The list of appropriate purposes for new buildings in the Green Belt also includes the replacement of existing dwellings, provided that the new dwelling is not materially larger than the dwelling it replaces. A policy allowing for replacement dwellings in the Borough’s Green Belt has been successfully operated and supported on appeal since 1982. In the same way as the Council allows for the extension of residential properties in the Green Belt (see Policy GB5), the floor space of replacement dwellings may be up to 37sq.m. greater than the original habitable floor space. Subsequent further extensions to a replacement dwelling will only be allowed where this additional 37 sq.m. was not provided to the full at the time the replacement dwelling was built. It is considered that this allowance provides the opportunity to design a building that meets the aspirations for additional accommodation whilst ensuring that its overall visual mass is no greater than that of the original dwelling.
- 7.31 The policy also sets out detailed criteria for replacement dwellings and substantial rebuilds. These criteria are necessary to limit the amount of urbanisation that takes place in the Green Belt through increased occupancy potential and the inevitable increase in visual impact resulting from redevelopment and the use of modern building materials. In the interests of amenity, certain permitted development rights will, where appropriate, be removed by a condition attached to the permission. These include the erection of walls/fences and outbuildings. When a (probably ageing, often low-key) property is rebuilt, the investment involved is very likely to spread into the renewal of boundary treatment, the provision of garages, etc. These, in turn, would have a strongly urbanising effect if not controlled.
- 7.32 There are a number of buildings within the Borough that, although they may be, or may have been, in use at some stage for residential purposes, would, if allowed to consolidate through replacement and increased floor space, represent an unjustifiable increase in activity and impact within the Green Belt. The footnote at the bottom of Policy GB7 is intended to clarify the type of dwellings to which it refers.
- 7.33 In order to retain the integrity of the criteria applied to the re-use of rural buildings, the replacement of a dwelling formed under Policy GB16 will not be permitted

GB6 Replacement Dwellings

OUTSIDE THE SETTLEMENTS AND ESTABLISHED AREAS OF DEVELOPMENT LISTED ABOVE IN POLICY GB3 AND GB4, THE REPLACEMENT OR SUBSTANTIAL REBUILDING OF PERMANENTLY OCCUPIED DWELLINGS WILL ONLY BE ALLOWED SUBJECT TO THE FOLLOWING CRITERIA:

(i) WHERE THE EXISTING DWELLING HAS NOT BEEN PREVIOUSLY EXTENDED OR WHERE IT HAS BEEN EXTENDED BY LESS THAN 37 SQ.M. ABOVE THE ORIGINAL HABITABLE FLOOR SPACE:

THE FLOOR SPACE OF THE REPLACEMENT DWELLING WILL BE NO LARGER THAN 37 SQ.M. ABOVE THE ORIGINAL HABITABLE FLOOR SPACE, OR

(ii) WHERE THE EXISTING DWELLING HAS BEEN EXTENDED BY MORE THAN 37 SQ.M. ABOVE THE ORIGINAL HABITABLE FLOOR SPACE:

THE FLOOR SPACE OF THE REPLACEMENT DWELLING WILL BE NO LARGER THAN THE EXISTING HABITABLE FLOOR SPACE

(iii) THE VISUAL MASS OF THE REPLACEMENT DWELLING SHOULD BE NO GREATER THAN THAT OF THE EXISTING DWELLING. WHERE THE EXISTING DWELLING IS A BUNGALOW IT SHOULD BE REPLACED BY A BUNGALOW

(iv) ANY REPLACEMENT DWELLING WILL BE EXPECTED TO BE LOCATED IN THE POSITION OF THE EXISTING DWELLING EXCEPT WHERE THE LOCAL PLANNING AUTHORITY CONSIDER AN ALTERNATIVE SITING TO BE MORE APPROPRIATE IN GREEN BELT OR AMENITY TERMS

(v) APPLICATIONS WILL BE CONSIDERED AGAINST THE CRITERIA SET OUT IN POLICY GB2

WHERE APPROPRIATE, A CONDITION WILL BE IMPOSED REMOVING PERMITTED DEVELOPMENT RIGHTS TO EXTEND THE BUILDING, TO USE THE ROOF SPACE FOR HABITABLE PURPOSES, TO ERECT WALLS/FENCES AND TO ERECT FURTHER OUT-BUILDINGS

THE REPLACEMENT OF A DWELLING RESULTING, UNDER POLICY GB16, FROM THE CONVERSION OF A RURAL BUILDING, WILL NOT BE PERMITTED.

As a matter of clarification, in the case of the replacement of a dwelling erected before the first appointed day of the Town and Country Planning Act (i.e. 1st July 1948), “the original habitable floor space” relates to the floor space as it existed on that date. In the case of the replacement of a dwelling erected after 1st July 1948, the “original habitable floor space” relates to the floor space as it was first erected on the site. For the purposes of calculating floor space, gross internal measurements are used in all cases. This means that measurements are taken from the inside of the external walls and include the area of the internal partitions, but exclude any stairwell area above the ground floor.

This policy is not intended to apply to the replacement or substantial rebuilding of "mobile homes", holiday chalets, or similar temporary or insubstantial buildings; to unauthorised dwellings or unauthorised extensions erected since 1 July 1948; to buildings which, because of their construction or condition, are not capable of normally acceptable permanent occupation; to sites of previously demolished dwellings.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Garages, Swimming Pools/Enclosures and Outbuildings

- 7.34 The erection of ancillary buildings within the curtilage of a dwelling, such as garages, swimming pool enclosures, sheds and other outbuildings potentially have a significant visual impact in rural areas. In many instances, these buildings may be erected as permitted development, but where planning permission is required, it is important that such structures are appropriately sited, designed and controlled. Where appropriate, a condition will be imposed preventing the use of such buildings for habitable purposes, and thus controlling the level of activity within the Green Belt.

GB7 Garages, Swimming Pools and Outbuildings

WHERE REQUIRED, PERMISSION FOR DETACHED GARAGES, SWIMMING POOLS/ENCLOSURES AND OUTBUILDINGS WILL ONLY BE GRANTED WHERE THE PROPOSALS ARE LOCATED WITHIN THE DOMESTIC CURTILAGE. ALL APPLICATIONS WILL BE CONSIDERED AGAINST POLICY GB2.

WHERE APPROPRIATE A CONDITION WILL BE IMPOSED TO PREVENT THE CONVERSION OF ANY SUCH BUILDINGS TO HABITABLE USE.

See also Appendix 2

Extensions to Gardens

- 7.35 In addition to extending habitable floor space of dwellings in the Green Belt, there is often a desire to enlarge gardens. The extension of domestic curtilages into the Green Belt leads to further urbanisation through construction of hardstandings, walls, sheds, etc., as well as increased general activity and change from rural to suburban character, which are contrary to the aims of the Green Belt. Garden extensions will, therefore, not be allowed in the Green Belt.

GB8 Extensions to Gardens

APPLICATIONS TO ALLOW EXTENSIONS OF A DOMESTIC CURTILAGE INTO THE GREEN BELT WILL NOT BE ALLOWED.

Haverings Grove

- 7.36 This is the most "established" of the Borough's areas of former plotland. It is an area of predominantly low-profile, single-storey, small-scale properties. However, prior to

1974 ad hoc reconstruction and extensions had taken place including the formation of some two-storey dwellings, and applications for new pitched roofs had also been frequently made in an attempt to increase the size of habitable accommodation. Together, these developments had tended to urbanise the area. In order to prevent these few previously approved developments being used as a precedent, which, if accepted, would have resulted in a full-scale change in the character of the area, a policy has been adopted to make it clear that new developments must be single-storey and low in profile. This established policy of the Council has helped to retain the more open sporadic plotland character of the area and avoided further urbanisation.

GB9 Haverings Grove

EXCEPT FOR EXISTING TWO-STOREY PROPERTIES WITHIN HUNTER'S CHASE, FOXES GROVE AND TALLY-HO DRIVE, THE DESIGN OF A REPLACEMENT DWELLING OR EXTENSION (INCLUDING RE-ROOFING) OF AN EXISTING DWELLING WILL BE RESTRICTED TO A SINGLE-STOREY WITH A LOW RIDGE HEIGHT AND LOW PITCH WHICH WOULD PHYSICALLY PRECLUDE THE FORMATION OF ROOMS IN THE ROOF. APPLICATIONS WILL BE CONSIDERED AGAINST THE CRITERIA SET OUT IN POLICY GB2 AND, AS APPROPRIATE, POLICIES GB5 AND GB6.

Subdivision of Dwellings

- 7.37 There continues to be a demand for small units of accommodation within the Borough. Policies contained within the Housing Section encourage the provision of small units in the urban area.
- 7.38 Where existing dwellings in the Green Belt are now too large for the accommodation of one family, proposals to convert these buildings into small units of accommodation will be permitted subject to other policies in the plan

GB10 Subdivision of Dwellings

WITHIN THE GREEN BELT THE SUB-DIVISION OF LARGE HOUSES INTO UNITS SUITABLE FOR SMALL HOUSEHOLDS WILL BE PERMITTED SUBJECT TO POLICY GB2 AND THE CRITERIA IN POLICY H8 BEING SATISFIED, EXCEPT THAT ANY EXTENSION TO FACILITATE THE CONVERSION OR ANY SUBSEQUENT APPLICATION TO EXTEND THE NEWLY CREATED SMALL UNITS WILL NOT BE PERMITTED

DEVELOPMENT ASSOCIATED WITH AGRICULTURE

Accommodation For Agricultural Workers

- 7.39 Given the settlement pattern in Brentwood it would normally be expected that agricultural workers live in nearby towns and villages. There may, however, be circumstances where a full-time agricultural worker requires accommodation on an agricultural holding. Green Belt policy allows for this, but in order to prevent the proliferation of new residences, strict criteria will need to be satisfied. Annex A to PPS7 "Sustainable Development in Rural Areas" (August 2004) sets out Government advice on the issues involved.

- 7.40 In considering any proposal, the existing stock of agricultural workers dwellings or other dwellings nearby will be taken into account. A functional test will be necessary in all cases to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. Continuing viability of the enterprise in the long-term will need to be established, and in this regard a business plan will be required. All proposals will need to be considered in the light of Policy GB2.

Temporary Siting of Mobile Homes

- 7.41 In cases where a new farm business is being established the Council will not normally grant planning permission for the erection of a permanent dwelling. In such cases, temporary consent for a mobile home may be given where the Council is satisfied that the functional test is fulfilled. It will also be necessary to establish that the stated intentions for the development of the enterprise are genuine, are reasonably likely to materialise, and that the need relates to a full-time agricultural worker, or one who is primarily employed in agriculture, and does not relate to a part-time requirement. Capital investment in the business should already have been made.
- 7.42 In relation to these matters, the Local Planning Authority will require from the Applicant the submission of additional information to demonstrate his/her experience, ability and intention, the proposed markets for the goods produced, together with evidence of any existing capital investment and future investment intentions. Three years is considered to be a reasonable period of time in which to assess whether or not a viable enterprise is able to be established on a site. Accordingly, the period for such temporary consents will not normally exceed 3 years.
- 7.43 An application for a mobile home will not be permitted where a dwelling or mobile home, previously in the control of the applicant and with the potential to serve the agricultural/horticultural enterprise, has been sold or let separately from agricultural land in the previous four years,
- 7.44 Mobile homes will be expected to be sited in unobtrusive and well-screened locations, close to any farm buildings on the site.

GB11 Temporary Siting of Mobile Homes

APPLICATIONS FOR TEMPORARY MOBILE HOMES REQUIRED IN THE GREEN BELT FOR AGRICULTURAL OR ALLIED PURPOSES, WILL NEED TO SATISFY THE CRITERIA SET OUT IN PPS7, ANNEX A, AND THE CRITERIA SET OUT IN POLICY GB2

THE OCCUPATION OF THE MOBILE HOME SHALL BE RESTRICTED TO THAT OF THE APPLICANT AND HIS/HER FAMILY.

Permanent Dwellings for Agricultural Workers

- 7.45 A permanent dwelling may be considered where all the criteria in Policy GB12 can be satisfied. In order to limit the impact of development in the Green Belt, and to ensure that the dwelling is no larger than that required to meet the functional requirements of the business, the size of the dwelling will be restricted to a maximum of 167 sq.m, or 204 sq.m if the proposal incorporates the additional 37 sq.m allowed under Policy GB5 (in which case a condition will be attached to the permission removing permitted development rights for further floor space).

- 7.46 Planning permission for a permanent dwelling will be subject to an occupancy condition to ensure that accommodation remains available to meet the needs of the locality (in the case of a mobile home, occupation will be limited to the Applicant and his/her family) and the applicant will also be expected to enter into a legal agreement restricting occupancy.

GB12 Permanent Dwellings for Agricultural Workers

APPLICATIONS FOR PERMANENT DWELLINGS REQUIRED IN THE GREEN BELT FOR AGRICULTURAL OR ALLIED PURPOSES, WILL NEED TO SATISFY THE CRITERIA SET OUT BELOW:

i) ANY DEVELOPMENT WILL HAVE TO SATISFY THE CRITERIA IN PPS 7, ANNEX A, IN PARTICULAR PARAGRAPHS 3 TO 11.

ii) WHERE A PERMANENT DWELLING IS ALLOWED FOLLOWING THE TEMPORARY USE OF A MOBILE HOME THE OWNER SHALL REMOVE THE MOBILE HOME FROM THE SITE ON OCCUPATION OF THE NEW DWELLING

iii) ANY DEVELOPMENT WILL HAVE TO SATISFY THE CRITERIA SET OUT IN POLICY GB2. THE SIZE OF THE DWELLING SHOULD BE OF A SIZE COMMENSURATE WITH THE ESTABLISHED FUNCTIONAL REQUIREMENT. THE FLOOR SPACE OF DWELLINGS APPROVED FOR BONA FIDE AGRICULTURAL WORKER OCCUPATION SHALL NOT EXCEED 167 SQ. M. HOWEVER, IF THE APPLICANT WISHES TO ERECT A DWELLING THAT INCORPORATES AT THE OUTSET, THE 37 SQ.M. ADDITIONAL FLOOR SPACE ALLOWABLE UNDER POLICY GB5, THEN A CONDITION WILL BE IMPOSED TAKING AWAY PERMITTED DEVELOPMENT RIGHTS TO EXTEND THE FLOOR SPACE ANY FURTHER

THE OCCUPATION OF THE DWELLING SHALL BE LIMITED TO A PERSON SOLELY OR MAINLY WORKING, OR LAST WORKING, IN THE LOCALITY IN AGRICULTURE OR IN FORESTRY, OR A WIDOW OR WIDOWER OF SUCH A PERSON AND TO ANY RESIDENT DEPENDANTS

WHERE APPROPRIATE A CONDITION WILL BE IMPOSED REMOVING PERMITTED DEVELOPMENT RIGHTS FOR DEVELOPMENT WITHIN THE CURTILAGE OF A DWELLING HOUSE.

THE OWNER WILL ALSO BE EXPECTED TO ENTER INTO A LEGAL AGREEMENT PREVENTING THE DISPOSAL OF THE DWELLING SEPARATE FROM THE AGRICULTURAL HOLDING.

Removal of Agricultural Occupancy Condition

- 7.47 Changes in the scale and character of farming may affect the longer-term requirements for dwellings for which permission has been granted, subject to an agricultural occupancy condition. Such dwellings should not be kept vacant, nor should their present occupants be unnecessarily obliged to remain in occupation simply by virtue of planning conditions restricting occupancy, which have outlived their usefulness.

Paragraph 17 of Annex to PPS7 “Sustainable Development in Rural Areas” (August 2004) requires local planning authorities to set out in Local Plans their policy approach to the retention or removal of agricultural occupancy conditions. Such a policy should be based on an up-to-date assessment of the demand for farm dwellings in the area, bearing in mind that it is the need for a dwelling for someone solely, mainly or last working in agriculture in an area as a whole, and not just on a particular holding, that is relevant in the case of farm workers’ dwellings. A policy satisfying these requirements is set out below.

GB13 Removal of Agricultural Occupancy Condition

PERMISSION WILL ONLY BE GIVEN FOR THE REMOVAL OF A CONDITION LIMITING OCCUPATION OF A DWELLING TO SOMEBODY LOCALLY EMPLOYED IN AGRICULTURE WHERE IT IS PROVEN THAT THERE IS NO LONGER A NEED FOR DWELLINGS FOR AGRICULTURAL WORKERS ON THAT FARM OR IN THE LOCALITY, AND WHERE BOTH OF THE FOLLOWING CRITERIA ARE MET:

i) THE PROPERTY HAS BEEN ON THE MARKET, AT A PRICE THAT REFLECTS ITS OCCUPANCY CONDITION, FOR A SUFFICIENT PERIOD (NOT LESS THAN 18 MONTHS) TO ASCERTAIN DEMAND. AS PART OF THE MARKETING, THE PROPERTY SHALL BE ADVERTISED IN LOCAL NEWSPAPERS AND AT LEAST TWO NATIONAL AND REGIONAL PERIODICALS THAT SPECIALISE, AMONG OTHER THINGS, IN ADVERTISING FARM PROPERTY FOR SALE.

ii) THE PROPERTY HAS BEEN OFFERED TO ALL FARMERS AND HORTICULTURALISTS HAVING HOLDINGS WITHIN AT LEAST A 3 KILOMETRE RADIUS FROM THE BOUNDARY OF THE HOLDING ON WHICH THE DWELLING IS SITUATED

Agricultural Buildings

- 7.48 Modern farm buildings are designed for economy and utility and, as a result, are less attractive than the older timber/brick barns. Farming has traditionally been given a wide exemption from planning control. Permitted development rights conferred by the General Permitted Development Order have made many agricultural buildings and operations exempt from planning control. However, there are no permitted development rights for new buildings on holdings of less than 5 hectares or, inter alia, above a certain size. In addition, in certain circumstances, permitted development rights for agricultural or forestry buildings on holdings above 5 hectares can not be exercised without first allowing the local planning authority to determine whether their prior approval is required for certain details i.e. siting, design and external appearance. Where permission or prior approval is required, the Authority will ensure that the siting, design and materials of the building do not result in it being obtrusive and are appropriate to its setting. In addition, further landscaping may be needed to soften the impact of the proposed development. Where planning permission is required, the Authority will additionally need to be satisfied that a building of the size proposed is justified having regard to the agricultural holding on which it is situated.

GB14 Agricultural Buildings

THE DESIGN, EXTERNAL APPEARANCE AND COLOUR OF NEW BUILDINGS FOR USE IN CONNECTION WITH AGRICULTURE SHALL BE APPROPRIATE WITHIN THEIR SETTING. ALL NEW DEVELOPMENT SHALL BE SITED SO AS TO HAVE THE MINIMUM IMPACT AND MUST TAKE ACCOUNT OF THE PROVISIONS OF GB2.

RE-USE AND ADAPTATION OF RURAL BUILDINGS

- 7.49 Government advice on the re-use and adaptation of existing rural buildings, as set out in PPG2 and PPS7, takes a positive attitude to the re-use of rural buildings for business uses, identifying an important role in meeting the commercial and employment needs of rural areas, providing for tourism, sport and recreation, whilst reducing the demands for new buildings.
- 7.50 In line with the guidance set out in these documents, the conversion of a rural building will be acceptable in principle subject to other considerations such as the attractiveness, construction and permanence of the building, it not requiring extensions or additional buildings, it not requiring alterations detrimental to its character or appearance, and it not having an adverse effect on its surroundings. However, particular care will be taken in considering applications for the conversion of buildings erected under agricultural permitted development rights and permission will not be granted for the change of use of any such building within ten years of its substantial completion.

Small-Scale Employment, Tourism, Leisure and Community Uses

- 7.51 There are fewer opportunities for employment in rural areas and the conversion of rural buildings can provide new job opportunities and boost the rural economy. Furthermore, there is a lack of small commercial premises in the Borough as a whole and the conversion of these buildings can offer an opportunity to provide for these needs. Small-scale tourism and leisure facilities can also provide additional opportunities for agricultural diversification. The Council will allow, therefore, the conversion of rural buildings in the Green Belt to small-scale commercial enterprise, tourism, leisure and community uses but subject to strict criteria.
- 7.52 When consideration is given to allowing exceptions to the general presumption against development in the Green Belt care must be taken to protect local amenities and the natural environment. It is, therefore, essential to have information on traffic generation and precise details of the proposed use in order for an application to be properly considered. Where appropriate, permissions initially may only be given for a limited period to allow for the impact of the new use to be assessed.
- 7.53 The conversion of a rural building to accommodate some alternative use may significantly affect the character of the building. It is important to ensure that the building retains its rural character and remains an attractive feature in its rural setting after it is converted. Where appropriate, a condition will be attached to a permission removing permitted development rights allowing, for example, new buildings and structures (including walls and fences) to be erected. (For consideration of retailing and farm shops see Policy GB19).

GB15 Re-use and Adaptation of Rural Buildings for Small-scale Employment, Tourism, Leisure and Community Uses

THERE WILL BE A PRESUMPTION IN FAVOUR OF THE RE-USE OR ADAPTATION OF RURAL BUILDINGS FOR SMALL-SCALE EMPLOYMENT, TOURISM, LEISURE OR COMMUNITY USES PROVIDED THE FOLLOWING CRITERIA ARE MET:

(i) THERE IS NO MATERIALLY GREATER IMPACT THAN THE ORIGINAL USE UPON THE OPENNESS OF THE GREEN BELT;

(ii) THE BUILDING IS OF PERMANENT AND SUBSTANTIAL CONSTRUCTION AND IS CAPABLE OF CONVERSION WITHOUT MAJOR OR COMPLETE RECONSTRUCTION AND WITHOUT MAJOR ALTERATION TO ITS EXTERNAL APPEARANCE – CONDITIONS MAY BE IMPOSED UPON ANY PLANNING PERMISSION FOR PROPOSED STRUCTURAL CHANGES TO SECURE AN IMPROVEMENT IN THE APPEARANCE OF THE BUILDING AND ITS IMMEDIATE SURROUNDINGS;

(iii) THE NEW USE SHOULD NOT REQUIRE EXTENSION OF THE BUILDING OR ADDITIONAL “OPEN ELEMENTS” WHICH MIGHT CONFLICT WITH THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND WITHIN IT;

(iv) THERE IS NO UNACCEPTABLE DETRIMENTAL IMPACT UPON THE SURROUNDING COUNTRYSIDE, AND ITS LANDSCAPE OR WILDLIFE;

(v) THE USE WOULD BE UNLIKELY TO GIVE RISE TO FUTURE REQUIREMENTS FOR FURTHER SUBSTANTIAL AREAS OF OPEN LAND AND OPERATIONAL DEVELOPMENT TO BE ADDED TO THE RE-USED BUILDING AND ITS IMMEDIATE SURROUNDINGS FOR INAPPROPRIATE DEVELOPMENT.

WHERE APPROPRIATE, CONDITIONS WILL BE IMPOSED, INTER ALIA, TAKING AWAY PERMITTED DEVELOPMENT RIGHTS TO EXTEND THE PROPERTY, TO ALTER THE EXTERNAL APPEARANCE, TO CONSTRUCT BUILDINGS OR STRUCTURES (INCLUDING WALLS/FENCES) WITHIN THE CURTILAGE, AND TO CHANGE THE USE

PERMISSION WILL NOT BE GRANTED FOR THE RE-USE OF AN AGRICULTURAL BUILDING ERECTED UNDER CLASS A OF PART 6 OF SCHEDULE 2 OF THE GENERAL PERMITTED DEVELOPMENT ORDER 1995 WITHIN 10 YEARS OF ITS SUBSTANTIAL COMPLETION

Buildings granted permission for re-use under this policy will not be allowed to be replaced at any future date

Residential Conversions

- 7.54 The Council will generally apply a presumption in favour of employment generating uses and a presumption against residential uses in proposals for the re-use of rural buildings.

- 7.55 The Borough's location on the fringe of London has resulted in a more intensive scattering of rural buildings than other areas due to the fragmented size of farm holdings and the variety of uses attracted to the edge of the Metropolitan Area. The main settlements are also more closely spaced, resulting in the Green Belt areas between settlements being more sensitive to development. Residential re-use is, therefore, a matter of some concern due to the large number of potential properties involved and the impact that could result on the rural character of the Green Belt.
- 7.56 Furthermore, in order to provide adequate habitable standards, a residential conversion requires significantly greater alteration to the existing building than does a commercial use. Residential conversions, therefore, can often have a detrimental effect on the fabric and character of a rural building. The introduction of features such as new windows and door openings and the need to meet building regulation requirements can lead to changes unsympathetic to the character of the building. It is considered that rarely can a rural building be converted to residential use without the character of the site changing
- 7.57 For the foregoing reasons, a residential conversion will only be permitted where every reasonable effort has been made to secure a suitable business use, or the residential use is a subordinate part of a business re-use, or the use is required for an agricultural or forestry worker.
- 7.58 Except in the case of agricultural or forestry worker accommodation, the re-use of rural buildings, of no architectural or historic interest, for residential use will not be permitted if those buildings occupy isolated sites in the Green Belt located away from defined settlements.
- 7.59 Where a residential conversion is justified it will be essential to ensure that a residentially converted rural building does not have the appearance of a new dwelling and does not set a precedent for new residential development in the Green Belt. In addition, the building must be capable of conversion without the creation of a residential curtilage having a harmful effect on both the building and the surrounding countryside due to the unacceptable intrusiveness of increased activity and various domestic additions such as garaging, sheds, clothes lines, play equipment, walls and fences, patios and hardstandings. Residential re-use, therefore, will be restricted to a building within a group so as to enable the intrusiveness to be minimised by using, where possible, the buildings to provide for such purposes or to screen such development.
- 7.60 A dwelling also enjoys substantial permitted development rights, in relation to both the building and its curtilage. Where appropriate a condition will be attached to a planning permission removing permitted development rights to extend, to alter the external appearance of the premises and to construct buildings and structures within the curtilage (including walls and fences).

GB16 Residential Conversions

THE CONVERSION OF RURAL BUILDINGS TO RESIDENTIAL USE WILL ONLY BE PERMITTED WHERE THE PROPOSAL COMPLIES WITH ALL THE APPROPRIATE CRITERIA OF POLICY GB15 AND ADDITIONALLY ONLY WHERE THE FOLLOWING SPECIAL JUSTIFICATIONS APPLY:

i) THE APPLICANT IS ABLE TO DEMONSTRATE THAT EVERY REASONABLE EFFORT HAS BEEN MADE TO SECURE A SUITABLE

BUSINESS RE-USE; OR

ii) THE RESIDENTIAL USE IS A SUBORDINATE PART OF A SCHEME FOR BUSINESS RE-USE; OR

iii) THE USE IS ESSENTIAL TO ENABLE A FARM OR FORESTRY WORKER TO LIVE AT OR NEAR THEIR PLACE OF WORK;

IN THE CASE OF EITHER (i) OR (ii) ABOVE, THE FOLLOWING TWO CRITERIA MUST ALSO BE MET:

a) THE BUILDING PROPOSED FOR CONVERSION MUST BE LOCATED WITHIN OR DIRECTLY ADJOINING A SMALL GROUP OF BUILDINGS, AND

b) THE BUILDING MUST BE CAPABLE OF CONVERSION WITHOUT RESULTING IN UNACCEPTABLY INTRUSIVE DOMESTIC ELEMENTS SUCH AS NEW CURTILAGES, GARAGING, SHEDS, WALLING/FENCES, CLOTHES LINES, PLAY EQUIPMENT, DOMESTIC STORAGE AND HARDSTANDINGS. FURTHERMORE, THE PROPOSED RE-USE SHOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON THE FABRIC AND CHARACTER OF THE BUILDING DUE TO UNSYMPATHETIC CHANGES TO, OR THE INTRODUCTION OF, FEATURES SUCH AS WINDOWS, DOOR OPENINGS AND CHIMNEYS.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Conversion or Change of Use of Listed Buildings

- 7.61 It is accepted that where the preservation of a building of special historic or architectural interest is essential, this may justify the relaxation of other planning policies. However, the Local Planning Authority will need to be satisfied that any proposed change of use will not give rise to an unduly increased level of activity within the Green Belt. It will be expected, therefore, that possible conversion to uses generating a lower level of activity will first be investigated before considering more intense uses for listed buildings. For all applications involving changes of use, detailed plans will be required in accordance with Policy C17.
- 7.62 In relation to the conversion of listed barns to dwellings, Essex County Council have revised their supplementary planning guidance in the form of a document entitled "Historic Barn Conversions - A Way Forward", which now emphasises the great difficulties encountered when attempting such conversions and indeed presumes against this type of development. In the process of conversion to residential use, the concerns expressed in relation to residential conversions referred to above in Policy GB16 are all the more critical i.e. new openings made into the walls and roofs to accommodate doors and windows and unsuitable internal partitions. Suburbanisation in the form of fences, drives and external lighting, for example, further detract from the setting of the original listed barn as well as impacting on the Green Belt. Sensitive commercial conversions of barns, however, can use the large open space to advantage and can achieve renovation with relatively little alteration.

GB17 Conversion or Change of Use of Listed Buildings

WHERE THE COUNCIL IS SATISFIED THAT THE PRESENT USE OF A LISTED BUILDING LOCATED WITHIN THE GREEN BELT IS NO LONGER VIABLE, AS A MEANS OF ENSURING ITS ADEQUATE MAINTENANCE, PERMISSION MAY BE GRANTED FOR CONVERSION OR CHANGES OF USE WHERE ALL THE FOLLOWING CRITERIA ARE MET:

i) THE HISTORIC OR ARCHITECTURAL CHARACTER OF THE BUILDING WILL BE RETAINED AFTER SUCH CONVERSION

ii) EXTENSIONS OR INAPPROPRIATE ALTERATIONS ARE NOT NECESSARY TO FACILITATE THE NEW USE

iii) THE PROPOSAL WILL NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON OTHER PERSONS' ENJOYMENT OF THE COUNTRYSIDE

iv) PROPOSALS MUST TAKE ACCOUNT OF THE PROVISIONS OF GB2, C15, C16 AND C17

WHERE APPROPRIATE, A CONDITION WILL BE IMPOSED REMOVING PERMITTED DEVELOPMENT RIGHTS TO EXTEND THE BUILDING, TO ERECT WALLS/FENCES AND TO ERECT OUTBUILDINGS.

COMMERCIAL AND OTHER DEVELOPED SITES

Existing Inappropriate Development Sites

(i) Commercial Sites

- 7.63 In line with the advice in PPG2, the Council has undertaken an assessment and concluded that there are no sites within the Green Belt that are appropriate for identification as 'Major Developed Sites' (as defined in Annex C of PPG2). However, there are clearly a number of existing sites that are used for purposes inappropriate in the Green Belt. Sites exist on which commercial activity is taking place without the benefit of a specific allocation or permission but has become established over a long period of time. Little can be done to remove such uses as relocation to an alternative site in the built up area is constrained by the availability of land and is usually prohibitively expensive. There are two large inappropriate development sites in the Borough at Thoby Priory, Mountnessing and the Clapgate Estate, Stondon Massey.
- 7.64 Thoby Priory comprises 4.1 hectares of land off Thoby Lane. Although the site is relatively well screened, access is via a narrow road, unsuitable for intensive traffic use, and results in heavy traffic having to travel through the village of Mountnessing. The site does not contain any significant building mass and it is subdivided in tenure. There has been pressure for development but it has been Council practice consistently to resist any new buildings on the site.
- 7.65 The Clapgate Estate is an extensive plotland area including a number of commercial uses and access to the estate is poor. Pressure for further development has been consistently and successfully resisted.

7.66 Any consolidation or extension of these sites would cause further problems and be incompatible with the Council's Green Belt Strategy.

7.67 Some commercial use sites provide small low cost premises for which a known demand exists. In some cases businesses are being carried out in substandard accommodation where the replacement of the existing buildings could be an improvement in Green Belt terms. Expansion or intensification of commercial uses would, however, be incompatible with Green Belt policy and will not be allowed, whilst the reasonable replacement of existing buildings will be subject to exacting criteria. It is not intended, however, that the policy allows for the redevelopment of an existing commercial site for a completely new commercial use unrelated to the existing use, unless there are very special circumstances, such as an improvement to the local environment. Neither is it intended that this policy shall relate to rural buildings previously granted planning permission for conversion to commercial use.

(ii) Institutional Sites

7.68 In addition to commercial sites, there are a number of existing institutions within the Borough's Green Belt. PPG2 advice has deleted institutions from the list of appropriate uses in the Green Belt (such uses include, inter alia, nursing homes or other similar residential homes, hospitals and educational establishments). New institutional development, therefore, is no longer acceptable in the Green Belt. Therefore, any proposal for new institutional development, including extensions to an existing institution will need to be justified by very special circumstances. Such circumstances may arguably exist in the case of, for example, a school which is providing for a very specific need in the immediate locality and which needs to cater for the demand for school places or to make provision for improved facilities. In other instances, an institution may be able to argue a requirement to provide additional "essential facilities" to meet, for example, the needs for the disabled or works required to meet other specific legislation. Where very special circumstances cannot be shown, extensions to existing institutions will normally be refused.

7.69 Any development proposals for existing commercial sites, institutional sites or other inappropriate development sites in the Green Belt will be considered against the criteria set out in Policy GB18.

GB18 Existing Inappropriate Development Sites

THE EXPANSION OR INTENSIFICATION (INCLUDING EXTENSIONS) OF EXISTING INAPPROPRIATE DEVELOPMENT WITHIN THE GREEN BELT WILL BE REFUSED. HOWEVER, THE REASONABLE REPLACEMENT OF EXISTING BUILDINGS MAY BE ALLOWED SUBJECT TO POLICY GB2 AND WHERE THE FOLLOWING CRITERIA ARE MET:

i) THE PROPOSAL WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON PEOPLE'S ENJOYMENT OF THE COUNTRYSIDE

ii) THE VISUAL MASS OF THE NEW BUILDING SHOULD BE NO GREATER THAN THE MASS OF THE EXISTING BUILDINGS

iii) THE PROPOSAL WOULD NOT LEAD TO AN EXPANSION OR INTENSIFICATION OF ACTIVITY ON THE SITE

PROPOSALS FOR COMMERCIAL SITES MUST ALSO COMPLY WITH THE CRITERIA IN POLICY E8.

N.B. This policy is not intended to relate to uses that have been created via the re-use of rural buildings.

Farm Shops And Retailing

- 7.70 Demand for commercial outlets associated with agricultural/horticultural holdings is high, particularly with the advent of agricultural diversification. When only produce grown on the holding is being sold planning permission is not required. A very small amount of other produce may also be sold without planning permission. However, frequently farm shops not only retail produce grown on the holding but import quantities of other produce to supplement their trade. The sale of produce not grown on the holding will only be permitted where this supports the seasonality of “own grown” produce. The sale of items from an existing farm business producing goods on the premises may also be supported.
- 7.71 The Council recognises the support to a farm's income that a retail outlet can give but at the same time would not want to see a proliferation of unrelated retail businesses in the countryside or an undue increase in activity in the Green Belt. Council policy seeks to protect and enhance the retail pattern in the Borough, including the safeguarding of traditional village shops, in order to retain such rural services and in locations more accessible to a choice of transport mode.
- 7.72 The construction of new buildings for the sale of farm produce will not be allowed. Advertising associated with any farm shop will be controlled having regard to the policies set out in the Conservation and Protection of the Environment Chapter. Due to the sensitivity of advertising in the Green Belt, these policies will be strictly applied.

GB19 Farm Shops and Retailing

CHANGE OF USE OF EXISTING FARM BUILDINGS FOR THE SALE OF FARM PRODUCE GROWN ON THE HOLDING OR PRODUCTS ARISING FROM AN EXISTING FARM BUSINESS WILL BE SUPPORTED, SUBJECT TO NO UNACCEPTABLE DETRIMENTAL IMPACT ON EXISTING VILLAGE SHOPS, SALE OF PRODUCE NOT GROWN ON THE HOLDING WILL ONLY BE PERMITTED WHERE THIS SUPPORTS THE SEASONALITY OF PRODUCE GROWN ON THE HOLDING. PROPOSALS INVOLVING THE CONSTRUCTION OF NEW BUILDINGS WILL NOT BE ALLOWED.

Garden Centres

POLICY GB20 (GARDEN CENTRES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

POLICY GB21 (CEMETERIES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

SPORT AND RECREATION IN THE GREEN BELT

- 7.76 The use of land for outdoor sport is one of the appropriate uses of land within the Green Belt. Two of the objectives set out in PPG2 for the Green Belt are to provide opportunities for access to the open countryside for the urban population and to provide opportunities for outdoor sport and outdoor recreation near urban areas. With farmers looking to diversify beyond the agricultural industry in order to supplement their incomes, sport and recreation provides an additional source of income and employment in rural areas. Proposals such as golf courses may, in principle, be considered a reasonable alternative use for farm land that is taken out of production, but it should be borne in mind that once agricultural land is developed, even for such 'soft uses', its return to best quality agricultural use is seldom practicable.
- 7.77 Some uses, such as golf driving ranges, tennis courts and all weather pitches, often involve the erection of high fences that would generally intrude in the Green Belt. In addition, floodlighting is often a required facility but can be an alien element within the Green Belt. Floodlighting will only be permitted, therefore, where its impact is made acceptable through sensitive siting and the inclusion of amelioration measures (see Policy C25). These matters, together with access and impact on the transport network, will need to be taken into account when considering whether an outdoor sports proposal is acceptable.
- 7.78 Special care will need to be taken where any new recreational facilities are to be located in or in the vicinity of Sites of Special Scientific Interest, County Wildlife Sites or in "Areas of Special Landscape."

GB22 Outdoor Sports Facilities

PROPOSALS FOR THE USE OF LAND FOR OUTDOOR PARTICIPATORY SPORT AND RECREATION, WILL ONLY BE ALLOWED IN THE GREEN BELT WHERE ALL THE FOLLOWING CRITERIA ARE MET:

- i) THE PROPOSAL WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON OTHER PERSONS ENJOYMENT OF THE COUNTRYSIDE**
- ii) IT WOULD NOT RESULT IN THE PERMANENT LOSS OF THE BEST OR MOST VERSATILE AGRICULTURAL LAND IN ACCORDANCE WITH POLICY IR3**
- iii) IT WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON A SITE OF SPECIAL SCIENTIFIC INTEREST, A COUNTY WILDLIFE SITE OR AN AREA OF SPECIAL LANDSCAPE**
- iv) IT WOULD NOT REQUIRE UNACCEPTABLY PROMINENT ANCILLARY FACILITIES E.G. FENCES, FLOODLIGHTING, CAR PARKING, ETC.**

APPLICATIONS WILL BE CONSIDERED AGAINST THE CRITERIA SET OUT IN POLICY GB2

Ancillary Buildings

- 7.79 PPG2 allows the construction of new buildings for essential facilities for outdoor sport and recreation and other uses which preserve the openness of the Green Belt and which do not conflict with the purposes of including land within it. Whilst small changing rooms, toilets, first aid facilities, etc., will often need to be provided, other non-essential facilities will be refused. Any social facilities provided should be solely for those participating in the recreational activities taking place on the site. The scale of the proposed buildings will be considered in relation to environmental factors such as the physical characteristics of the landscape, impact on the transport network, etc.

GB23 Ancillary Buildings

PROPOSALS FOR SMALL SCALE BUILDINGS AND FACILITIES REQUIRED FOR OUTDOOR PARTICIPATORY SPORT AND RECREATION WILL ONLY BE ALLOWED WHERE THERE IS A JUSTIFIABLE NEED FOR SUCH BUILDINGS AND FACILITIES. ANY SOCIAL FACILITIES INCIDENTAL TO THE PRIMARY USE OF THE SITE WILL BE RESTRICTED IN SIZE AND WILL BE SOLELY FOR USE OF PERSONS PARTICIPATING IN THE RECREATIONAL ACTIVITY ON THE SITE AND, SHALL BE PERMANENTLY RETAINED AS SUCH. WHERE ANY PROPOSAL IS ACCEPTABLE IN PRINCIPLE THE APPLICATION WILL BE JUDGED AGAINST THE REQUIREMENTS SET OUT IN GB2.

Golf Courses

POLICY GB24 (GOLF COURSES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Riding Schools and Livery Stables

- 7.82 A problem frequently associated with the urban fringe is the growing demand for horse keeping facilities. An advantage of this type of activity on farmland is that natural features, hedgerows and trees are not “grubbed out” in order to promote greater efficiency, thus a natural habitat survives and variety in the landscape is retained. However, the paraphernalia that goes with riding schools, and conglomeration of unneighbourly buildings and uses makes the siting of such establishments particularly sensitive. Traffic generation associated with such uses also needs to be the subject of careful consideration. The attraction of horseboxes, etc, to such sites is inevitable, and these vehicles tend to dominate the landscape and create damage to verges, detracting from the character of the Green Belt. The most satisfactory proposals are likely to be those that are focused on groups of existing buildings, such as a former farm complex. In considering the siting of such facilities regard will also need to be given to the potential safety problems both to the horse and rider and other road users arising from the possible necessity of exercising horses on narrow, winding rural lanes. In this respect, proximity to the bridleway system would be advantageous and the creation of new bridleways will be encouraged.

- 7.83 Permission will not be granted for a new dwelling as part of any proposal. Consideration may be given to the provision of overnight accommodation where this can be justified.

GB25 Riding Schools and Livery Stables

DEVELOPMENT REQUIRED IN CONNECTION WITH RIDING SCHOOLS AND LIVERY STABLES WILL ONLY BE PERMITTED WHERE ALL THE FOLLOWING CRITERIA ARE MET:

i) ANY BUILDINGS REQUIRED SHOULD GENERALLY BE PROVIDED BY THE RE-USE OF EXISTING BUILDINGS. ANY ADDITIONAL BUILDINGS SHOULD BE SMALL IN SCALE

ii) THE PROPOSAL WILL NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON OTHER PERSONS' ENJOYMENT OF THE COUNTRYSIDE

iii) IT WOULD NOT RESULT IN THE PERMANENT LOSS OF THE BEST OR MOST VERSATILE AGRICULTURAL LAND IN ACCORDANCE WITH POLICY IR5

iv) PROPOSALS MUST TAKE ACCOUNT OF THE PROVISIONS OF GB2

v) THE DEVELOPMENT MUST NOT GIVE RISE TO ADVERSE HIGHWAY SAFETY CONDITIONS INVOLVING HORSE TRAFFIC AND IN THIS RESPECT CONSIDERATION WILL BE GIVEN TO THE PROXIMITY OF THE PROPOSAL TO THE BRIDLEWAY NETWORK AND/OR THE PROVISION OF NEW BRIDLEWAY LINKS.

PERMISSION WILL NOT BE GRANTED FOR A NEW DWELLING AS PART OF ANY PROPOSAL.

Other Stables

- 7.84 There are frequent demands for the provision of private (i.e. non-livery) stables, usually associated with an existing dwelling. Whilst the erection of such stables within or immediately adjoining domestic curtilages is often acceptable, their siting in locations unrelated to a residential curtilage gives rise to the proliferation of building activity in the Green Belt.

GB26 Other Stables

OTHER THAN THOSE REFERRED TO IN POLICY GB25, PLANNING PERMISSION WILL NOT BE GRANTED FOR THE ERECTION OF NEW STABLES UNLESS SITED WITHIN OR, EXCEPTIONALLY, IMMEDIATELY ADJOINING THE CURTILAGE OF A DWELLING.

Access To The Countryside

- 7.85 Brentwood is a Borough with most of its population concentrated in one urban area

and several minor settlements surrounded by a substantial rural area maintained its Green Belt designation. This is served by an extensive network of footways, bridleways, byways and minor local roads providing access to, and informal enjoyment of, the countryside. This proximity of the countryside to town dwellers also provides an opportunity by recognising the importance of this relationship to those who live or work there, and also in providing the nearest and most accessible countryside to urban residents. Paragraph 26 of PPS7, “Sustainable Development in Rural Areas” (August 2004) requires Local Plans to address the particular land use issues and opportunities to be found in the countryside around all urban areas. Planning authorities should aim to secure environmental improvements and maximise a range of beneficial uses of this land, whilst reducing potential conflicts between neighbouring land uses. This should include improvement of public access (e.g. through support for the country parks and community forests) and facilitating the provision of appropriate sport and recreation facilities.

7.86 The Council will undertake to safeguard the existence and the amenity of these rights of way. Development proposals likely to have a detrimental effect on a footpath, bridleway or byway will not be permitted. Before accepting diversions of any rights of way, the Council will consider whether the intended diversion provides a suitable alternative in terms of amenity and interest value and that it would not have an adverse effect on the right of way network as a whole. Many footpaths have become overgrown through under use. The Brentwood Countryside Management Service works to improve the standard of these rights of way including the maintenance of stiles and bridges, waymarking and clearance of vegetation. Furthermore, where a right of way has been ploughed up or obstructed the appropriate action will be taken against the offenders, and the right of way reinstated.

7.87 The local authority can also assist landowners in maintaining and improving their land in the Green Belt by working together with them through the Brentwood Countryside Management Service, with voluntary organisations and with the statutory bodies such as the Countryside Agency and the Forestry Commission. The aim should be to enhance especially those areas of land within the Green Belt that are suffering from disuse or neglect, while possibly improving access to these areas by voluntary agreement. This is particularly important in areas that are close to existing urban development, which can be especially vulnerable to neglect or damage. Access to the countryside is also a core objective of the Thames Chase Community Forest and the Council will continue to work with and support the project team to improve access to the countryside within the Forest area.

GB27 Access to the Countryside

THE COUNCIL WILL SAFEGUARD THE EXISTENCE AND AMENITY OF RIGHTS OF WAY INCLUDING FOOTPATHS, BRIDLEWAYS, BYWAYS AND MINOR RURAL ROADS AND WILL, THROUGH ITS COUNTRYSIDE MANAGEMENT SERVICE AND ENCOURAGEMENT OF LOCAL LAND OWNERS, SEEK TO IMPROVE ACCESS TO THE COUNTRYSIDE THROUGH ESTABLISHMENT AND MAINTENANCE OF FOOTPATHS AND BRIDLEWAYS AND THROUGH VOLUNTARY AGREEMENTS TO MANAGE GREEN BELT LAND ON OR NEAR THE RURAL-URBAN FRINGE.

See also Policies T15, LT13 and LT14

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Landscape Enhancement

POLICY GB28 (LANDSCAPE ENHANCEMENT) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

SPORT & LEISURE, TOURISM AND COMMUNITY SERVICES

8. SPORT & LEISURE, TOURISM AND COMMUNITY SERVICES

POLICY BACKGROUND

National Planning Guidance

- 8.1 Government guidance on sport and recreation is set out in PPG17 “Planning for Open Space, Sport and Recreation” (July 2002). PPG17 sets out the Government’s main objectives for sport and recreation as promoting sustainable patterns of development, promoting social inclusion, health and well being, and supporting an urban renaissance and a rural renewal. It significantly extends the scope of the previous guidance in regard to open space. The guidance emphasises the importance of sport and recreational facilities, advising planning authorities to adopt a strategic approach to the provision and enhancement of facilities, based on a proper understanding of local needs and existing provision.
- 8.2 The government wishes to see a strong protection of existing open space; accessible sport and recreation facilities by a choice of modes; and the provision of good quality facilities as an integral part of new communities.
- 8.3 Government guidance on tourism is set out in PPG21 “Tourism” (November 1992). The guidance sets out the issues that development plans should consider. Tourism is a major contributor to the national economy, both in urban and rural areas. Planning policies should consider ways in which the economic and potential regeneration benefits of tourism can be developed whilst dealing with the implications for the transport system, the impact on the environment and the need to protect key tourism assets, including characteristic landscapes, sites of biodiversity value, historic buildings and townscapes etc.

Replacement Structure Plan

- 8.4 Policies in the RSP seek the retention of existing open space and preclude its displacement into the adjacent countryside. Sports grounds and playing fields are to be protected and joint use of local authority owned premises encouraged.
- 8.5 Policies also state that sites for sports and leisure centres should be located within or adjoining urban areas identified in local plans; support the provision of outdoor recreational facilities, landscape improvements and access within Thames Chase (subject to Green Belt policies); advise on the location of large scale or intensively used formal countryside recreation facilities; and advise that local plans should provide for the creation of new or extended country parks and the safeguarding of existing informal outdoor countryside recreation areas and the rights of way network.
- 8.6 Policies in the RSP direct large scale tourism development to within or adjoining the main urban areas or seaside resort towns, and only elsewhere if open in character, but in all cases subject to a number of criteria aimed at justifying the location in terms of need and taking due account of the considerations set out above in PPG advice.
- 8.7 The RSP also advises on the provision of tourist accommodation, again directing new accommodation to existing settlements and emphasising the need to have regard to green belt policies and environmental and other designations outside the development boundaries of settlements.

Brentwood Community Plan

- 8.8 The Community Plan's strategic objectives that are relevant to the Replacement Local Plan's Sport & Leisure, Tourism and Community Services Policies are set out under the headings "Leisure and Culture", "Sustainable development and the Local Environment" and "Health and Welfare", and include:

"To improve the availability of high quality and accessible leisure, recreational and cultural opportunities by:

- Ensuring that sport and leisure activities and facilities are accessible to everyone, including people who are frail, elderly and those with disabilities.
- Developing a wide and varied range of leisure activities and facilities in order to provide the community with the opportunity to enjoy their leisure time"

"To seek to make provision for appropriate housing, employment and other development to meet the needs of the Borough, whilst conserving and maximising resources and enhancing the character and environmental quality of the Borough for the benefit of current and future generations, by:

- Preserving the environment and the amenity of the Borough through the appropriate maintenance of parks, trees, verges and open spaces"

"To ensure that the people of the Borough have a healthy life and general environment by:

- Removing or controlling those adverse factors affecting the health and welfare of local people in both the living and working environments, by educating, advising and enforcing statutory duties and discretionary powers
- Seeking to ensure that the fullest range of health services are available to meet the needs of Brentwood's residents"
- Working in partnership with other organisations and agencies to promote and improve health and social care in the borough, and to assist where possible the needs of the frail, the elderly and people with disabilities."

THE AIM AND OBJECTIVES OF THE PLAN'S SPORT & LEISURE, TOURISM AND COMMUNITY SERVICES POLICIES

Overall Aim

To develop social, cultural, educational, health and recreational facilities in the Borough

Supporting Objectives

- To maintain and improve the range, quantity and quality of social, cultural, educational, health and recreational facilities
- To increase the Borough's attraction to visitors whilst conserving and enhancing the Borough's natural and built heritage

- To protect and enhance public and private open space and other land of recreational, conservation, wildlife, historical or amenity value
- To facilitate the provision of a range of overnight accommodation within the Borough
- To encourage the joint use of educational buildings and sports facilities
- To assist the Health Authorities, County Social Services and other relevant Agencies in the provision of a desirable distribution and quality of health and welfare facilities to meet the needs of the local population
- To ensure that the accessibility needs of persons experiencing mobility difficulties are met whether living, working, shopping or undertaking leisure or social activities in the Borough

SPORT, LEISURE AND COMMUNITY FACILITIES

Introduction

- 8.9 The Council recognises the importance and value of sport and recreation and leisure pursuits to the health and well-being of people and the contribution that open spaces can make to the attractiveness of urban areas and their settings. Sports facilities and open spaces can also contribute to achieving sustainable patterns of development, and through the provision of a range of facilities in accessible locations can promote social inclusion. However, land use planning is invariably concerned with seeking a balance between the demands on land for a wide range of uses and interests. In the countryside the demand for sport and recreation may need to be reconciled with the needs of agriculture, nature conservation and the amenity of those living within the rural area. In urban areas high land values and pressure for housing and commercial development mitigate against open space and recreational uses. It is, therefore, particularly important to safeguard existing open space and recreational facilities from such development and provide additional facilities whenever the opportunity arises.
- 8.10 Brentwood as a whole is generally well provided with formal and informal recreational and leisure facilities and open space. Being set entirely within the Metropolitan Green Belt has the benefit of access, via the rights of way network, to extensive open areas for informal recreation. In addition, the Borough has two extensive Country Parks in South Weald and Thorndon, providing some 324 hectares of informal open space, together with other publicly accessible playing fields, parks, and woodlands. The main public indoor sports and recreation facilities are the Brentwood Centre, which caters for an extensive range of recreational activities as well as providing a popular venue for major cultural events such as concerts or sporting competitions, and the Shenfield Sports Centre, a joint use school facility. There are also a number of privately run sport and leisure facilities, such as the Clearview Tennis Centre, the Warley Leisure Park, and many golf courses.
- 8.11 Smaller scale local facilities provide for multiple uses, catering for not only recreation and leisure but also providing for other local community use such as play groups, local clubs, social activities and public meeting space.
- 8.12 Facilities in the Borough are not only used by the local population but also by people from surrounding districts and parts of London due to its accessibility by road and rail.

Brentwood's location in relation to the motorway network, Central London, Stansted Airport, City Airport and the east and south coast ports also make it attractive to visitors, both in terms of tourism and business trips. It is very likely that such visitors will also make use of the local sport and leisure facilities as well as other attractions within and outside the Borough.

- 8.13 In setting out policies to retain and enhance the provision of sport, recreation, leisure, community and tourism facilities in the Borough, regard will continue to be given to other corporate plans and programmes such as the Community Strategy, the Recreation and Cultural Strategy and the LA21 Strategy.

OPEN SPACE

- 8.14 Public open space can be broadly divided into two categories: informal open space and formal open space. Informal open spaces are those sites where maintenance is minimal and as a result have a natural or “wild” appearance. Formal open spaces are those sites that have a high degree of maintenance and as a result have a “manicured” appearance.

Strategic Public Open Space

- 8.15 The recent revision of PPG17 (July 2002) identifies the ability for informal open space to perform multiple functions, one of which is a “strategic function”, defining and separating urban areas; better linking town and country; and providing for recreational needs over a wide area.
- 8.16 Within the wedges of open land referred to in paragraph 7.12 the Council has been able to acquire significant areas of public open space to add to that previously held, thus providing large areas of strategic public open space abutting the edge of the built up area of the town.. These areas will be managed and improved to provide for greater public access and further opportunities for informal recreation for the general benefit of residents of the town and surrounding areas. As opportunities arise and funds are made available, the quality of existing provision will be enhanced and additional open space provided.

LT1 Strategic Public Open Space

AREAS OF STRATEGIC PUBLIC OPEN SPACE AT THE FORMER WARLEY AND ST. FAITHS HOSPITAL SITES, MERRYMEADE PARK AND HUTTON COUNTRY PARK SHALL BE MANAGED AND IMPROVED TO PROVIDE FOR GREATER PUBLIC ACCESS AND FURTHER OPPORTUNITIES FOR INFORMAL RECREATION

Development of Existing Open Spaces

- 8.17 Open spaces provide sports pitches and other formal sports facilities for active recreation and opportunities for informal or passive recreation. In these respects they serve wide catchment areas that may extend beyond the Borough’s boundaries. They also provide local residents, particularly young children, with nearby recreation opportunities. However, in addition to their recreation value, open space (both public and private sites) also has value for amenity, pollution attenuation, moderation of the urban microclimate, and supporting biodiversity. These contribute towards human well-being and have positive economic effects.

- 8.18 Open spaces, therefore, add considerably to the landscape character, visual amenity and biodiversity value of the urban landscape. Together with the protection of other natural features and landscaping within the urban area (see also Policies C3 and C5), the retention of such areas will help to safeguard the well landscaped character of the town as well as continuing to provide for the recreational needs of residents and encourage ecological variety.
- 8.19 Development of existing urban open spaces will, therefore, not be permitted, although proposals for buildings on existing open space related to the main open use of the land, which do not involve major ground coverage, may be considered favourably.

LT2 Development of Existing Urban Open Spaces

WITHIN THE BUILT-UP AREAS OF THE BRENTWOOD BOROUGH, PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT OF LAND ALLOCATED ON THE PROPOSALS MAP AS PROTECTED URBAN OPEN SPACE OR OTHER PREVIOUSLY UNDEVELOPED LAND.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Areas Deficient in Open Space

(1) Informal Open Space

- 8.20 In 1996 English Nature adopted the following standards for the provision of Accessible Natural Greenspace: -
- No person should live more than 300m from their nearest area of natural greenspace with this normally being greater than 0.25 ha;
 - Provision should be made for at least 2 ha of Local Nature Reserves per 1000 population;
 - There should be at least one accessible 20 ha site within 2km from home;
 - There should be one accessible 100 ha site within 5km;
 - There should be one accessible 500 ha site within 10km.
- 8.21 As referred to earlier, within the Borough of Brentwood there is a good level of provision of larger sites close to the edge of the urban centre. As well as established sites such as Thorndon and Weald Country Parks (which are in excess of 100 ha.) and Hartswood there are the new countryside sites such as Hutton Country Park Local Nature Reserve, most of which are over 20ha. The Borough also contains a number of small urban sites, primarily remnant ancient woodland. Further informal recreation facilities are also expected to be provided through the continuing development of the Thames Chase Community Forest, which covers a substantial part of the southern half of the Borough (see Policy C11).
- 8.22 The clearest area of deficit in the Borough is the shortfall in Local Nature Reserve (LNR) provision. The first site to be designated is Hutton Country Park LNR in 2001, which has an area of 35 ha. To meet the recommended target approximately 100 ha. of suitable sites need to be designated (this issue is discussed in Paras. 9.15 & 9.16 and Policy C2).
- 8.23 Although there is good overall provision of larger sites on the urban fringes

consideration will be given to providing additional areas within the urban area. These should ideally be of at least 0.25 ha, and can comprise of a range of habitats, for example, woodland, natural grassland or ponds.

(2) Formal Open Space

- 8.24 It has been a long standing recommendation of the National Playing Fields Association (NPFA) that the minimum standard for outdoor playing space is 2.43 hectares per 1000 population (referred to as the "NPFA 6 acre standard"). Such space is defined as "being safely accessible and available to the general public, and of a suitable size and nature, for sport, active recreation or children's play" e.g. pitches, tracks, courts, playgrounds, etc. This definition does not include open space for informal recreation, ornamental gardens, commons, woodlands, golf courses, etc. The standard has recently been the subject of a review by the NPFA and considered to continue to be relevant⁷. The standard is divided into two sub categories
- Outdoor Sport – 1.6 ha. (including 1.2 ha. for pitch sports)
 - Children's Playing Space – 0.8 ha.
- 8.25 At present, there is no comprehensive assessment of existing outdoor playing space in the Borough to compare against the NPFA standards. It is intended that further work be undertaken to assess current provision, but available information would indicate that there is an under-provision and an uneven distribution over the Borough. However, the NPFA recognises that the standard is not necessarily achievable in all areas, but it can be used as a target for local provision and should be met in all new developments.
- 8.26 Provision of formal open space, in general, is largely concentrated in the Pilgrims Hatch, Warley, Hutton North and Ingatestone and Fryerning areas, with under provision in central Brentwood and central and east Hutton areas.
- 8.27 Children's Playing Space is sub-divided further in the NPFA standards into Local Area for Play (LAP), Local Equipped Area for Play (LEAP) and Neighbourhood Equipped Area for Play (NEAP), as set out in Table 8.1.
- 8.28 There is under provision across all three sub-categories in the Borough. In relation to LAPs, in an area such as Brentwood, where minimum private garden areas are often 100 sq. m, it is considered that this form of provision may be suitably provided in this manner. Small public play areas can, in reality, be a source of nuisance to adjoining residents and be unpopular. However, the provision of further LAPs may be appropriate in higher density flat and terraced areas (including, potentially, through more innovative means such as "Home Zones").

⁷ *The Six Acre Standard: Minimum Standards for Outdoor Playing Spaces. NPFA 2001*

Table 8.1: Children's Playing Spaces			
Facility	Walking Distance	Minimum Size	Characteristics
Local Area for Play (LAP)	100m	100 sq.m	Small, low-key games area
Local Equipped Area for Play (LEAP)	400m	400 sq.m	5 types of play equipment, small games area
Neighbourhood Equipped Area for Play (NEAP)	1000m	1000 sq.m	8 types of play equipment, opportunities for ball games or wheeled activities

- 8.29 An assessment of the provision of larger play areas (LEAPs and NEAPs) has been undertaken. Whilst in terms of the NPFA standards there is an under provision across the Borough, the distribution of sites provides most areas with reasonable access to a site. The main areas lacking accessibility to play facilities (i.e. more than 400m from a LEAP and 1000m from a NEAP) are parts of central Brentwood, Shenfield and central Hutton, Ingrave and Herongate (south), Navestock and part of central Ingatestone. However an analysis of the qualitative aspects of existing site provision show only a minority of sites meeting the NPFA standards.
- 8.30 This under provision may, in the short term, be worsened by existing problems of lack of funds for refurbishment, compounded by problems of maintenance and vandalism. The Council is currently assessing these issues and may be forced to consider closing existing sites until the problems can be overcome.
- 8.31 The Council is, therefore, concerned to achieve improvements to existing and additional provision. The Council will continue to require residential development proposals to provide for the open space requirements reasonably required as a consequence of the increase population and explore other opportunities for open areas to be made accessible to the public, particularly in areas identified as deficient in open space. The proposed development of the Transco site on Wharf Road, for example, will provide an opportunity for extending the provision of public open space, including play space, in this area.
- 8.32 The Council will also continue to expand, wherever possible, the joint use of educational facilities during the times when they are not required by the schools.

LT3 Areas Deficient in Open Space

IN AREAS DEFICIENT IN OPEN SPACE FACILITIES THE COUNCIL WILL SEEK TO ACHIEVE ADDITIONAL PROVISION THROUGH, INTER ALIA, ACQUISITION OF LAND, JOINT USE OF EXISTING FACILITIES AND DEDICATION OF EXISTING PRIVATE OPEN SPACE FOR PUBLIC USE BY NEGOTIATION WITH LANDOWNERS.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Provision of Open Space arising from New Developments

- 8.33 In proposals for new residential developments, the Council will normally require

provision and/or a contribution towards public open space and play areas for small children. Appendix 5 sets out the requirements for such provision and contributions. The proportion of any site to be set aside (or the contribution to be made for off-site provision) will be assessed with regard to the extent, nature and accessibility of existing provision, the suitability of the site and the form of the proposed development. Where it is accepted that on site provision would be inappropriate, a commuted payment will be expected for provision in a more appropriate location (more accessible or otherwise more sustainable) either through the enhancement of existing open space or through the provision of a new site. On larger housing areas, the Council will normally require at least 15% of the site to be set aside for public open space. In areas deficient in open space the Council will wish to maximise the amount of open space that could be reasonably required in a development. In addition, in developments where private open space is limited, greater emphasis will be put upon the provision of public open space. In new development providing specialised accommodation for the elderly such as sheltered housing, the Council will only require the provision of private amenity space as part of the scheme.

- 8.34 Where open space is provided as part of a development proposal the Council will also expect the developer to make a contribution to the laying out and provision of play equipment and to its future maintenance.

LT4 Provision of Open Space in New Development

PROPOSALS FOR RESIDENTIAL DEVELOPMENT OR REDEVELOPMENT, SHALL MAKE PROVISION FOR PUBLIC OPEN SPACE THAT IS MADE NECESSARY BY AND IS FAIR AND REASONABLY RELATED TO THE PROPOSED DEVELOPMENT. SUCH PROVISION SHOULD BE MADE ON SITE UNLESS THE PAYMENT OF A COMMUTED SUM FOR PROVISION TO BE MADE IN A MORE APPROPRIATE LOCATION IS CONSIDERED ACCEPTABLE, AS SET OUT IN APPENDIX 5.

THE PROPORTION OF THE SITE AREA TO BE SET ASIDE FOR PUBLIC OPEN SPACE WILL BE ASSESSED WITH REGARD TO THE GUIDELINES SET OUT IN APPENDIX 5, TO IDENTIFIED LOCAL NEEDS AND THE SUITABILITY OF THE SITE IN TERMS OF SIZE, LOCATION AND CHARACTER AND THE FORM OF THE PROPOSED DEVELOPMENT.

ALL OPEN SPACE SHOULD BE LAID OUT AND EQUIPPED, AS APPROPRIATE, AT THE DEVELOPER'S EXPENSE AND, WHERE PRINCIPALLY OF BENEFIT TO THE DEVELOPMENT ITSELF, DEDICATED TO THE COUNCIL WITH A FINANCIAL CONTRIBUTION TO ONGOING MAINTENANCE

See also Appendix 5.

Displacement of Open Space

- 8.35 Development of existing open space sometimes may be sought, by attempting to justify its replacement elsewhere. Open space should, however, be located close to the residential areas it is intended to serve. This, coupled with existing deficiencies in open space provision, dictates that such displacements of open land uses into the green belt will not be acceptable.

LT5 Displacement of Open Space

DISPLACEMENT OF OPEN LAND USES FROM WITHIN BUILT-UP AREAS INTO THE GREEN BELT TO PROVIDE FOR FURTHER BUILDING WILL NOT BE PERMITTED.

Formal Outdoor Recreation Facilities

- 8.36 Formal private and publicly owned facilities for active recreation, such as golf courses, sports pitches, horse riding establishments, etc., provide important recreational opportunities not only for local residents but also for people from neighbouring districts where there may be a shortfall of such provision. Wherever possible, encouragement will be given to outdoor recreation being provided as close as possible to the population it serves. The nature and land requirements of such activities often require them to be located in the Borough's green belt and Policies GB22-GB25 provide the criteria against which such proposals will be judged.

INDOOR RECREATION, LEISURE, CULTURAL AND OTHER COMMUNITY FACILITIES

The Brentwood Centre

- 8.37 The ideal distribution of recreation and leisure facilities is considered to be a large centrally situated centre supported by a number of smaller facilities catering for local requirements. The Brentwood Centre serves the central function for the Borough. Although not in the town centre, it is located close to the main area of population and provides for a wide range of sport, leisure and cultural activities. It provides a large sports hall, enabling multi-functional use for sports or events such as concerts, major competitions or exhibitions, and the Borough's public swimming pool facilities. In addition there are squash and tennis courts, weight training facilities, a health suite, bar and restaurant.
- 8.38 The extensive open areas attached to the built complex include a football arena, which is intended as the first step in the provision of facilities for a wider range of activities.
- 8.39 Whilst the sequential test set out in PPS6 states that the preferred preference for additional leisure facilities should be the town centre, it does allow that wherever there is a clearly defined need for major travel-generating uses that cannot be accommodated in or on the edge of an existing centre, it may be appropriate to combine them with existing out-of centre developments linked to improvements to public transport accessibility. The compact and restricted nature of Brentwood Town Centre and the significant leisure facilities already provided at the Brentwood Centre justify, it is considered, further developments, which are needed, to be located at the Brentwood Centre.
- 8.40 Various additional facilities have been considered for extending and improving the sport and leisure provision at the Brentwood centre, but implementation will be dependent on both planning permission and funding. Siting further uses at the Brentwood Centre would have the considerable advantage of being linked to an existing facility with the possibility of shared resources while not eroding too significantly the public open space facility that the site provides.
- 8.41 Although the Brentwood Centre is located within the Green Belt, the Council recognises

that it has served an important local and Borough-wide recreation function for many years. Its location has also to be balanced against the desire to provide a wide range of leisure facilities at a high standard for the local population. This is not only functionally easier and better for the user but also more economical if such facilities are concentrated on one site rather than dispersed throughout the Borough. Development is also more “sustainable” if provided on a single site because of “multi-purpose” trips and the viability of providing, in the longer term, public transport and improved cycle/pedestrian facilities to the site.

- 8.42 In considering major proposals for extending the Brentwood Centre, traffic generation and impact on the transport network will need to be taken into account as will access and parking arrangements. To this end, where appropriate, development proposals will need to be the subject of a Transport Assessment and include a Green Travel Plan. The design of any extensions will need to be carefully considered along with appropriate landscaping to reflect its Green Belt location. Proposals will need to have regard to the principles set out in Appendix 2.

LT6 The Brentwood Centre

ANY EXTENSIONS TO THE BRENTWOOD CENTRE FOR RECREATIONAL/LEISURE FACILITIES WILL ONLY BE PERMITTED SUBJECT TO THE FOLLOWING CRITERIA BEING SATISFIED: -

i) ADDITIONAL AND APPROPRIATE LANDSCAPING BEING PROVIDED

ii) PROPOSALS MUST TAKE ACCOUNT OF THE PROVISIONS OF GB2

See also Appendix 2.

Provision of Small Scale, Local Recreation, Leisure, Cultural and Entertainment Facilities

POLICY LT7 (PROVISION OF SMALL SCALE, LOCAL RECREATION, LEISURE, CULTURAL AND ENTERTAINMENT FACILITIES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Use of Redundant Institutional, Recreational and Community Buildings

- 8.48 In a Green Belt Borough such as Brentwood the availability of development land is strictly limited. Institutional buildings such as schools, hospitals, and residential homes, or recreational, leisure and community buildings are often of considerable size and set within extensive grounds. Once lost, such uses would be difficult to replace within the urban area because of high land values and pressure for residential and commercial development, and are inappropriate in the Green Belt.

- 8.49 Therefore, whilst recognising that such buildings can become surplus to requirements or no longer viable, and that owners will be seeking maximum value from their disposal, unless the site has been identified as a major housing site, the Council will seek to retain such buildings for alternative community use i.e. community halls, health facilities, educational facilities, religious buildings etc and only where such needs are met, for local housing needs. It is recognised, however, that some buildings may have particular economic constraints on conversion or re-use that may necessitate a commercial use.

Where the building itself is worthy of retention, although not necessarily listed, and it is located within an accessible and otherwise sustainable location, a wider range of new uses may be considered.

LT8 Use of Redundant Institutional, Recreational and Community Buildings

OTHER THAN THOSE SITES IDENTIFIED AS MAJOR HOUSING SITES ON THE PROPOSALS MAP, PERMISSION FOR THE CHANGE OF USE OR REDEVELOPMENT OF EXISTING SCHOOLS, HOSPITALS OR BUILDINGS OF A SIMILAR INSTITUTIONAL CHARACTER, OR EXISTING RECREATIONAL, CULTURAL, LEISURE OR OTHER COMMUNITY FACILITIES, SHALL ONLY BE GRANTED WHERE THE PROPOSED USE ADDRESSES LOCAL COMMUNITY NEEDS AND, WHERE THESE NEEDS ARE MET OR WHERE THE EXISTING COMMUNITY USE CAN BE SUITABLY ADEQUATELY RELOCATED ON AN APPROPRIATE ALTERNATIVE SITE, HOUSING NEEDS.

WHERE THE BUILDING IS WORTHY OF RETENTION, AND IS SITUATED IN A SUSTAINABLE LOCATION, OTHER USES MAY BE CONSIDERED.

ANY PROPOSALS MUST COMPLY WITH THE CRITERIA SET OUT IN POLICY LT10

Highwood Hospital Site

- 8.50 A number of existing institutional sites are known to be redundant for their existing purpose or will be declared to be during the plan period and have been specifically allocated for residential development, including the provision of affordable housing. One of the sites that is likely to be declared redundant, certainly in part, is the Highwood Hospital site. It is understood that some medical facilities will continue to be provided on this site, and this is to be encouraged and supported. However, the larger part of the site is considered suitable for re-use for residential purposes, although the opportunity should also be taken for assessing the need for additional local community facilities that could be provided on this site.
- 8.51 The hospital site was recently designated as a conservation area, a reflection of its original use and the particularly attractive layout of buildings and open spaces. Any re-use should retain those buildings and spaces of value, whilst replacement of other buildings or new buildings will need to be undertaken in a manner sensitive to the site's conservation area designation.

LT9 Highwood Hospital Site

THE SITE OF THE ORIGINAL HIGHWOOD HOSPITAL IS ALLOCATED FOR A MIXED USE COMPRISING MEDICAL, COMMUNITY AND RESIDENTIAL USES. ANY DEVELOPMENT PROPOSALS WILL NEED TO RESPECT THE SITE'S CONSERVATION AREA DESIGNATION, RETAINING THOSE BUILDINGS AND SPACES OF VALUE.

Changes of Use or New Buildings for Institutional Purposes

- 8.52 By their nature institutional uses can generate considerable traffic and other activity.

The siting of such a facility, therefore, needs to be carefully considered in terms of traffic generation and other impacts on the transport network, parking requirements (see Appendix 2) and its impact on neighbouring properties. Any site should be easily accessible, particularly by public transport, walking and cycling. The residents or users of such buildings, whether they be elderly or infirm, students or patients and their visitors, may benefit from them being located close to other social or community facilities (e.g. shops, post office, medical facilities, and community halls).

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

LT10 Changes of Use or New Buildings for Institutional Purposes

PROPOSALS INVOLVING THE CHANGE OF USE TO OR NEW BUILDINGS FOR INSTITUTIONAL PURPOSES WITHIN THE BUILT-UP AREA WILL BE PERMITTED ONLY WHERE BOTH OF THE FOLLOWING CRITERIA ARE MET: -

i) THE PROPOSAL IS IN CLOSE PROXIMITY TO APPROPRIATE SOCIAL FACILITIES

ii) THE SITE IS EASILY ACCESSIBLE BY PUBLIC TRANSPORT, WALKING AND CYCLING.

See also Appendix 2.

Retention of Existing Local Community Facilities

- 8.54 There has been increasing public concern with the loss of small local community facilities and services as a result of redevelopment proposals. Facilities such as local shops, public houses, and community halls often provide essential local services and leisure/social facilities that are easily accessible, especially by foot or cycle; particularly important for the elderly or those without the use of a private car. The provision of such facilities within residential neighbourhoods and smaller rural settlements help to create sustainable communities, reduce the need for journeys by car, promote social inclusion and enhance social interaction leading to safer, friendlier and more cohesive communities. Every effort, therefore, shall be made to retain such uses, and any proposed re-use will be critically assessed.

LT11 Retention of Existing Local Community Facilities

THE CHANGE OF USE OR REDEVELOPMENT OF LOCAL SERVICES, INCLUDING SHOPS, PUBLIC HOUSES, COMMUNITY HALLS, PETROL FILLING STATIONS, AND MEDICAL FACILITIES WILL NOT BE PERMITTED UNLESS IT CAN BE CLEARLY DEMONSTRATED THAT THE USE IS NOT VIABLE AND THAT THERE IS NO INTEREST FROM AN ALTERNATIVE SIMILAR COMMUNITY USE OR IT IS TO BE REPLACED BY MORE SUITABLE FACILITIES ELSEWHERE WITHIN THE LOCAL AREA.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Changes of Use from Residential to Medical Use

POLICY LT12 (PROPOSALS FOR MEDICAL USES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

PUBLIC RIGHTS OF WAY NETWORK

Footpaths and Cycleways in New Developments

POLICY LT13 (FOOTPATHS AND CYCLEWAYS IN NEW DEVELOPMENT) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Recreational Routes

POLICY LT14 (RECREATIONAL ROUTES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

TOURISM

- 8.64 Brentwood is only 30 minutes train journey from London and has good road/rail links with the Channel and East Coast ports and airports at Southend, Stansted, City, Gatwick and Heathrow. The comparatively high cost of hotel accommodation in the capital makes the Borough an attractive location for holiday visitors.
- 8.65 In recent years Brentwood has experienced a significant increase in commercial and office floor space. With many leading companies represented within the Borough, such as Ford and British Telecom, with European and other international connections, there is a continuing demand for conference facilities as well as business accommodation.
- 8.66 Brentwood also has much to offer in the way of local attractions and facilities. The Brentwood Centre has become a nationally known venue for sports, concerts, conferences and other forms of entertainment, and has recently become the home venue for the London Leopards National Basketball Team. The Clearview Tennis Centre is being privately developed as a major tennis-training venue. There are two country parks and a number of internationally laid out golf courses (indeed Brentwood boasts the longest par 5 hole in the world!). The extensive footpath network and the historic interest represented by the many hundreds of buildings listed as being of Special Architectural or Historic Interest and conservation areas gives rise to more informal leisure and tourist interest.
- 8.67 The Borough needs, therefore, to be able to cater for the demands of holidaymakers and business tourists, who wish to stay overnight as well as casual visitors. Tourist accommodation is a source of local employment with economic benefits for related services such as shopping and places to eat.

Hotel Accommodation in the Urban Area

- 8.68 Over the last 10 years there has been a significant increase in the provision of hotel accommodation within the Borough, responding to an under supply identified in the previously adopted Local Plan. Most of the local hotels have, during that period, extended their accommodation and, in some cases, other facilities (see Table 8.2). There are also outstanding planning permissions for a 150-bed hotel on the site of the existing car breakers yard and café at the Mountnessing Roundabout on the A12 and a 43-bed hotel at the Halfway House on the A127.
- 8.69 Whilst occupancy rates continue to be high, indicating further pressure for additional accommodation, particularly in the budget end of the market, it is now considered that the supply of accommodation meets the Borough's needs to the extent that it is no longer considered to justify the flexible attitude to new hotel accommodation in the green belt previously adopted by the Council.

Table 8.2: Hotel Accommodation in Brentwood				
Hotel	No. of Rooms 1990	No. of Rooms 2001	Price (Weekday Single Occupancy)	Conference Facilities
Holiday Inn	117	145	£119-£150	8 Rooms
Marygreen Manor	38	54	£115-£170	3 Rooms
New World Hotel	43	39	£74-£84	4 Suites
Heybridge Hotel	23	22	£92-£129	4 Rooms
Forte Travelodge	20	32	£49.50	
Brick House Hotel		10	£40-£45	Function Room
Total (Existing)	241	302		
Proposed Mountnessing		150		
Proposed Halfway House		43		
Total (Existing and Proposed)	241	495		

- 8.70 Any further demand for hotel accommodation should be directed towards existing or new sites within the urban areas. New hotels may be permitted subject to a number of criteria including the impact on the transport network and on the neighbourhood and residents' amenities. Redevelopment or change of use to a hotel will not be allowed if it would result in the loss of existing residential units or an essential community facility or service.

LT15 Hotel Accommodation in the Urban Area.

PROPOSALS FOR NEW HOTELS, MOTELS OR GUEST HOUSES OR EXTENSIONS TO EXISTING PREMISES WILL BE ALLOWED WITHIN THE URBAN AREA OF BRENTWOOD AND OTHER DEFINED SETTLEMENTS SUBJECT TO BOTH OF THE FOLLOWING CRITERIA BEING SATISFIED: -

i) THEY DO NOT RESULT IN THE LOSS OF AN ESSENTIAL COMMUNITY FACILITY OR SERVICE

ii) THE SITE IS EASILY ACCESSIBLE BY PUBLIC TRANSPORT

Bed and Breakfast and Self-Catering Accommodation

- 8.71 Visitors should be able to choose from a range of overnight accommodation types, and particularly in terms of economy. Bed and Breakfast and self-catering accommodation could go some way to meeting this demand.
- 8.72 The Council is aware of 16 addresses where bed and breakfast is provided (a total of 49 rooms), generally in private homes and consisting of small-scale facilities with up to 3 rooms available. These are located primarily within the urban area.
- 8.73 Planning permission has been granted for 2 units of self-catering accommodation at the Leather Bottle P.H. in Blackmore and there may be limited opportunities for the development of further self-catering accommodation in the town or smaller settlements.
- 8.74 In 1996, 13 units of self-catering accommodation were granted planning permission at the Weald Park Golf Club through the conversion and re-use of existing buildings. In the green belt such development is inappropriate where it requires new buildings. However, the change of use of existing buildings in the green belt for self-catering accommodation may be acceptable, subject to strict criteria (see Policy GB15).

LT16 Bed & Breakfast and Self-Catering Accommodation.

WITHIN THE URBAN AREA OF BRENTWOOD AND OTHER DEFINED SETTLEMENTS PROPOSALS FOR BED & BREAKFAST AND SELF CATERING ACCOMMODATION MAY BE PERMITTED WHERE THE NUMBER OF PROPERTIES WHICH ARE ALREADY IN USE FOR BED & BREAKFAST AND SELF CATERING ACCOMMODATION OR FOR WHICH PLANNING PERMISSION HAS ALREADY BEEN GIVEN DOES NOT GIVE RISE TO AN OVER CONCENTRATION OF SUCH USES WITHIN A PARTICULAR STREET OR AREA

PROPOSALS FOR CHANGE OF USE TO SMALL SCALE BED & BREAKFAST AND SELF CATERING ACCOMMODATION IN THE GREEN BELT MAY BE PERMITTED WHERE ALL THE CRITERIA OF POLICIES GB2 AND GB15 ARE MET.

See also Appendix 2.

Roadside Service Facilities

- 8.75 Within Brentwood Borough, the key locations for the provision of roadside service facilities are (on the A127) at the Halfway House and (on the A12) at Brook Street, where there is a petrol filling station and restaurant, and at the Mountnessing roundabout (southern side), where there is an existing petrol filling station and restaurant.
- 8.76 As previously mentioned there is an outstanding planning permission for a hotel on the northern side of the Mountnessing roundabout, and this includes a restaurant. These facilities, together with the proximity of comprehensive service facilities on the A12 at Boreham, north-east of Chelmsford, and on the M25 at Thurrock and South Mimms, has led the Council to the view that there is no justification for any further roadside service facilities in the Borough, which would, of necessity, require a green field site in the Green Belt.

Transit and Other Picnic Sites

POLICY LT17 (TRANSIT AND OTHER PICNIC SITES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Caravan/Camp Sites

POLICY LT18 (CARAVAN/CAMP SITES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

ACCESS FOR PEOPLE WITH A DISABILITY

- 8.82 The Council considers it as an important function of this Plan to provide a policy framework that pays full regard to the needs of people with a disability in the planning of the environment. Equality of opportunity and the reduction of all forms of social exclusion are important social aspects of sustainable development. Government statistics estimate that around one household in seven in Great Britain includes someone who is disabled in one or more ways. Over 2% of the population are confined to a wheelchair. In Brentwood it is estimated that some 4000-5000 people are physically disabled in addition to others with disabilities such as sensory impairments, walking difficulties, etc. Such disabilities make it difficult to use an environment primarily designed for the able bodied and those in good health. Indeed in many cases lack of appropriate access effectively bars disabled people from using facilities most people take for granted e.g. visiting shops, banks, leisure facilities or even just friends.
- 8.83 An accessible environment not only enables people with a disability to participate in normal activities, it also benefits the public as a whole, for example parents with prams, the elderly, people carrying heavy shopping, etc. It an important objective of sustainable development to promote equal opportunities and social inclusion.

Accessibility to Premises to which the Public are Admitted and to Employment Generating Developments

- 8.84 It is the duty of the Council and developers to ensure proper provision people with a disability, particularly for buildings to which the public are admitted. The requirements of disabled people are generally controlled under the building regulations. However, under the terms Circular 10/82 “Disabled Persons Act 1981” the Council can condition a planning permission to make appropriate provision for disabled persons, or indeed can refuse permission where essential provision has not been made. It is important therefore to consider the needs of people with a disability early on in the design process and applicants are encouraged to consult the Planning Authority on appropriate provision.
- 8.85 Guidelines to access provision are given in Appendix 4 and attention is also drawn to BS 8300:2001 and various design guidance notes published by the Centre on Environment for the Handicapped and the Access Committee for England. Proposals will need to have regard to accessible parking space standards set out in Appendix 2.
- 8.86 A change of use of a building frequently requires work to be undertaken to suit the requirements of the new user. This clearly is an appropriate time to incorporate modifications to make the premises accessible to disabled persons. In proposals for a change of use to premises to which the public are to be admitted, the Council will expect appropriate access arrangements to be made.
- 7.87 Shops, offices and factory premises are treated as public buildings to which Policy LT19 will apply. In addition, the Disabilities Discrimination Act requires all employers other than the Armed Forces to provide reasonable facilities for their disabled employees. In considering planning applications for employment generating developments the Council will expect appropriate access and sanitary accommodation arrangements to be made not only to public reception areas but also to working areas.

LT19 Accessibility to Premises to which the Public are Admitted and to Employment Generating Developments

PROPOSALS FOR THE DEVELOPMENT OF, EXTENSION TO, OR CHANGE OF USE, TO PREMISES TO WHICH THE PUBLIC ARE ADMITTED, (E.G. OFFICES, SHOPS, COMMUNITY BUILDINGS, ETC.) WILL BE EXPECTED TO INCLUDE PROPER EXTERNAL AND INTERNAL ACCESS ARRANGEMENTS AND TOILET FACILITIES FOR PEOPLE WITH A DISABILITY, INCLUDING MARKED CAR PARKING SPACES. FURTHERMORE, THE COUNCIL WILL EXPECT ALL EMPLOYMENT GENERATING DEVELOPMENTS TO MAKE SUCH PROVISION FOR PEOPLE WITH A DISABILITY (BOTH EMPLOYEES AND VISITORS). REGARD SHOULD BE HAD TO THE STANDARDS SET OUT IN APPENDICES 2 AND 4.

Note: Where a building is being extended, the number of accessible parking spaces will be calculated in relation to the total number of parking spaces for the building as a whole, not just the extension. See also Appendix 2.

Housing

- 8.88 The internal layout of dwellings lies outside the sphere of planning control. However, the Council is concerned to extend the range of housing opportunities available to

disabled people and others with mobility difficulties.

- 8.89 As referred to earlier in Para. 8.82, it is estimated that one in fourteen persons in the Borough is physically disabled in addition to others with disabilities such as sensory impairments, walking difficulties etc. 19.4% of the population is over retirement age with 7.5% over 75 years⁸. The likelihood of suffering some form of disability increases with age and Brentwood's population is an ageing one with the proportion of elderly people expected to continue to rise. Many individuals will also suffer some form of temporary incapacity at some time in their lives. The Council wish to ensure that adequate and appropriate housing provision is made for all and, therefore, encourages the development of accommodation to "Lifetime Homes" standards (see Policy H16) and Appendix 4.

⁸ *Office for National Statistics: Resident Population Estimates Mid-2000*

CONSERVATION AND PROTECTION OF THE ENVIRONMENT

9. CONSERVATION AND PROTECTION OF THE ENVIRONMENT

POLICY BACKGROUND

National Policy Guidance

- 9.1 Government guidance on the policy issues pertinent to conservation and protection of the environment are set out in a number of Planning Policy Guidance Notes. PPG9 “Nature Conservation” advises on conservation of the natural heritage and of the diversity of wildlife. PPG15 “Planning and the Historic Environment” sets out government policy guidance on the identification and protection of historic buildings, conservation areas, and other elements of the historic environment. PPG16 “Archaeology and Planning” advises on policies for archaeological remains on land, and how they should be preserved or recorded both in the urban setting and in the countryside. Finally PPG19 “Outdoor Advertisement Control” provides guidance on the how the display of outdoor advertisements can contribute positively to the appearance of the environment.
- 9.2 All of these guidance notes embody the government’s commitment to sustainable development.

Replacement Structure Plan

- 9.3 Core Strategy Policy CS2 of the RSP encompasses the generality of government guidance in seeking to protect the natural and built environment. This policy is supported by a range of more specific policies set out in the “Natural Resources”, and “Heritage Conservation” sections of the RSP.

Brentwood Community Plan

- 9.4 The Community Plan’s strategic objectives that are relevant to the Replacement Local Plan’s Conservation and Protection of the Natural and Built Environment Policies are set out under the headings “Sustainable Development and the Local Environment” and “Community Safety”, which include:

“ To seek to make provision for appropriate housing, employment and other development to meet the needs of the Borough, whilst conserving and maximising resources and enhancing the character and environmental quality of the Borough for the benefit of current and future generations, by:

- Promoting the conservation and sustainable use of natural resources both inside and outside the Council’s sphere of operation
- Promoting the conservation and enhancement of the natural and built environment

And

“ To keep Brentwood safe and make it an even safer place in which to live, work and relax by reducing priority crime and disorder problems, by:

- Working in partnership with all organisations that have a role in reducing crime and disorder and their causes

- Continuing to involve the community and consult with it on Crime and Disorder issues”

THE AIM AND OBJECTIVES OF THE PLAN’S CONSERVATION AND PROTECTION OF THE ENVIRONMENT POLICIES

Overall Aim

To maintain the quality of the Borough’s natural and built environment

Supporting Objectives

- To maintain and enhance the character, appearance and ecological value of the Borough’s urban and rural areas
- To maintain the historical, architectural and archaeological heritage of the Borough
- To seek a high quality of design and materials in new development
- To promote the improvement of both the natural and built environment in the Borough
- To resist and, where possible, reduce the unnecessary proliferation of advertisements and to improve the quality of advertisements and shop fronts

INTRODUCTION

- 9.5 The quality and character of the environment, and its conservation and enhancement are important factors to be considered in the long-term land use planning of the Borough as they contribute to the amenity, attractiveness and safety of the places in which people live, work and enjoy their leisure time.

THE NATURAL ENVIRONMENT

Nature Conservation

- 9.6 Local Authorities have statutory powers as well as obligations to ensure effective conservation of the landscape, its wildlife and natural resources while making adequate provision for necessary development. The Conservation (Natural Habitats) Regulations 1994 (The Habitats Regulations) requires Planning Authorities to have regard to nature conservation when determining planning applications.
- 9.7 Due to various, often conflicting demands in terms of housing, industry, commerce, transport, farming etc., many natural features and wildlife habitats have already been lost or have deteriorated due to neglect or misuse. Control is in many cases beyond the scope of Local Planning Authorities. Nevertheless it is essential to preserve what remains and indeed improve the countryside where damage has occurred and restore natural features wherever possible.
- 9.8 For this reason many areas of nature conservation or landscape value have been designated as Sites of Special Scientific Interest, County Wildlife Sites, Special Landscape Areas (to be replaced in time with Landscape Character Assessment Areas)

and Local Nature Reserves, or identified in Biodiversity Action Plans, where the Council will endeavour to ensure their protection and enhancement. In addition to the designated areas, it is also important to safeguard features such as trees, hedges, ponds, watercourses, lanes and verges etc., within the wider countryside, as these provide the necessary links between them. English Nature has published guidelines on the availability of natural green space to centres of population. This Council will seek to ensure that it meets these targets.

- 9.9 Conservation of the natural environment cannot be achieved solely by site protection. It also depends on wise management of such features and land and water resources as a whole. To achieve this requires communication and co-operation between those whose activities change the character of the environment and those who seek to conserve its most valuable elements. Brentwood Countryside Management Service was set up in 1988 to achieve this aim by managing existing features, carrying out new habitat creation schemes and working with local landowners and voluntary organisations to provide them with the necessary advice and support.
- 9.10 With continuing pressure for expansion of urban areas, changes in the agricultural economy and the encouragement of diversification, along with greater demands for access to the countryside for recreation, it is also necessary to have a better understanding of its natural character. A Habitat Survey was completed in 1993, which recorded those features considered to be of key importance locally. This has been an important aid to objective and informed decision-making as well as to the appropriate management of the environment.

Sites of Special Scientific Interest

POLICY C1 (SITES OF SPECIAL SCIENTIFIC INTEREST) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Local Nature Reserves

POLICY C2 (LOCAL NATURE RESERVES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

County Wildlife Sites, Other Habitats and Natural Features of Local Value

- 9.17 Following completion of the habitat survey referred to in paragraph 9.10, County Wildlife Sites (formerly Sites of Importance for Nature Conservation) were identified. County Wildlife Sites are those sites that are regarded as being the best example of semi-natural habitats in the Borough and form an essential part of the area's natural heritage. Some of these may be suitable for designation as LNRs. However, the Borough is endowed with many other natural features of conservation interest, including commons, public and private woodlands, tree belts, ponds and rivers, hedgerows, and a number of protected lanes, all of which should be appropriately managed and, wherever possible, enhanced.
- 9.18 Successful conservation of biodiversity relies on retention of natural and semi-natural vegetation and the limitation of activities on land and water that are harmful to wildlife

and its habitats. However, where possible, the Borough's natural features should be used as recreational resources for informal countryside activities where compatible with the retention of their landscape value and biodiversity. Certain "recreational" activities such as combat games are considered unsuitable in the more sensitive, natural and quieter rural areas, and, where necessary and appropriate, the Council will seek approval for Article 4 Directions to prevent such uses. The Council will have regard to the detailed information available in the Habitat Survey and the County Wildlife Sites that were identified in order to ensure their protection. When the Habitat Survey is reviewed any amendments will be incorporated into the Local Plan.

- 9.19 Development (including changes of use) likely to have an adverse effect on a Local Nature Reserve, County Wildlife Site, or other natural feature of major importance for wild fauna or flora will not be permitted unless it can be shown that the reasons for the development outweigh the need to retain the features.
- 9.20 Where appropriate the authority will consider the use of conditions and/or planning obligations to provide appropriate compensatory measures.
- 9.21 Many species of plants and animals are protected by law and it is an offence to kill or otherwise harm them. For some species, for example bats, badgers and water voles, it is also an offence to damage their habitat. There is a duty on any developer to survey the application site to ensure that the development proposals do not detrimentally affect such species. In some cases it may be necessary to request an ecological survey to be provided by the developer. The Borough Council will consult with English Nature on issues relating to protected species. In 1999 the Essex Biodiversity Action Plan was produced. This set out a range of species and habitats that were felt to be of special significance in the County. For each species and habitat a number of actions are detailed that need to be achieved to ensure its long-term survival.
- 9.22 In order to provide a more detailed plan at a local level, a Brentwood Biodiversity Action Plan is currently being developed. This will identify those habitats and species considered to be of primary importance within the Borough. This draws on the Essex Biodiversity Action Plan and is being developed in co-operation with those organisations with a role to play in enhancing biodiversity in the area.

C3 County Wildlife Sites, Local Nature Reserves and Other Habitats and Natural Features of Local Value

DEVELOPMENT, INCLUDING CHANGES OF USE, THAT WOULD HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT, DIRECTLY OR INDIRECTLY, UPON A COUNTY WILDLIFE SITE, LOCAL NATURE RESERVE OR ANY OTHER SITE OR NATURAL FEATURE OF CONSERVATION INTEREST (AND THEIR INTER-RELATIONSHIPS WITH EACH OTHER) WILL NOT BE PERMITTED UNLESS IT CAN BE CLEARLY DEMONSTRATED THAT THERE ARE REASONS FOR THE PROPOSAL WHICH OUTWEIGH THE NEED TO SAFEGUARD THE SUBSTANTIVE NATURE CONSERVATION VALUE OF THE SITE OR FEATURE. IN ALL CASES WHERE DEVELOPMENT IS PERMITTED, SUCH DAMAGE WILL BE KEPT TO A MINIMUM. WHERE APPROPRIATE, THE AUTHORITY WILL REQUIRE APPROPRIATE MITIGATION AND COMPENSATORY MEASURES TO BE PROVIDED. THE COUNCIL WILL ENCOURAGE THE ENHANCEMENT AND MANAGEMENT OF SUCH SITES AND NATURAL FEATURES, AND, WHERE DESIRABLE, THEIR USE FOR INFORMAL

RECREATION.

DEVELOPMENT THAT WOULD AFFECT A HABITAT OR SPECIES IDENTIFIED IN THE ESSEX BIODIVERSITY ACTION PLAN AND/OR BRENTWOOD BIODIVERSITY ACTION PLAN WILL ONLY BE PERMITTED WHERE THE COUNCIL IS SATISFIED THAT IT WOULD HAVE NO UNACCEPTABLE IMPACT ON THAT HABITAT OR SPECIES.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Management of Woodlands

- 9.23 The Borough contains a large number of woodlands of various types, sizes and functions. Most are important for their ecological value, some for their recreational uses, timber production, historical significance or visual impact, or a combination of these. It is essential to preserve woodlands for the benefit of present and future generations, but to retain, and where possible enhance, their value they need to be properly managed. The Borough Council will maintain a general presumption against the conversion of woodland and trees to other uses and to protect ancient and semi-natural woodlands.
- 9.24 Advice is available to woodland owners from the Essex Farming and Wildlife Advisory Group, Essex County Council, Thames Chase Project Team or the Forestry Commission as to the most appropriate management of their sites. Woodland management must comply with the UK Forestry Standard and follow the practices laid down in the Forestry Commission's Environmental Guidelines. In any new woodland planting scheme, the Council will seek the planting of tree and shrub species that are suited to the sites and aims of the scheme. Where conservation is the primary objective, there will be a presumption in favour of native species. The Forestry Commission is the Statutory Authority with powers to provide grant aid and issue Felling Licences. The Forestry Commission is also charged with the administration of the Environmental Impact Assessment (Forestry) Regulations (1999).
- 9.25 Activities within woodlands that are likely to have a damaging effect on the flora and fauna of such areas will be discouraged.

C4 Management of Woodlands

EXISTING WOODLANDS SHOULD BE RETAINED WITH MANAGEMENT APPROPRIATE TO AGE, USE, LOCATION AND SCIENTIFIC INTEREST. IN ANY MANAGEMENT SCHEME IT IS ESSENTIAL THAT THE VISUAL AMENITY, HISTORICAL AND ECOLOGICAL VALUES OF THE WOODLAND ARE SAFEGUARDED, AND, WHERE POSSIBLE, ENHANCED.

Retention and Provision of Landscaping and Natural Features in Development

- 9.26 The Council recognises that the retention of existing trees, woodlands and other natural features may prevent the achievement of the maximum development value of a site. However, appropriate site design can in many cases incorporate such features without causing nuisance to future occupiers from loss of light or the spread of roots. Indeed their retention helps to soften the built form and convey a more mature appearance to a

new development as well as sustaining wildlife. The Environment Agency is in general opposed to the culverting of watercourses because of the adverse ecological, flood defence and other effects likely to arise. In addition, wherever practical, the Environment Agency will seek to have culverted watercourses restored to open channels.

- 9.27 Planning applications, therefore, should include a site survey, identifying the exact position and size of existing trees, levels, other natural features etc. This information should also show which of these features are to be retained. Appropriate steps must be taken to protect these during construction works to prevent "accidental" damage. Regard should be had to BS 5837:1991 "Guide for – Trees in relation to construction".
- 9.28 Particular attention will need to be given to any trees protected by a Tree Preservation Order (see Policies C6 and C7). Hedgerows may be covered by the Hedgerow Regulations 1997, and a developer should ensure that their proposals comply with the requirements.
- 9.29 In new development, the Council regards landscaping as an essential element of scheme design. It should form an integrated part of the overall development proposal to ensure that its future impact is maximised. All development applications must therefore, where appropriate and practicable, be accompanied by a planting scheme. Any such planting scheme should include the use of native plants rather than non-indigenous species, where appropriate.

C5 Retention and Provision of Landscaping and Natural Features in Development

IN PROPOSALS FOR DEVELOPMENT, EXISTING TREES, HEDGES, WOODS, PONDS, WATERCOURSES AND OTHER NATURAL FEATURES SHOULD BE RETAINED, WITH NEW LANDSCAPE WORKS REQUIRED TO ENHANCE ANY NEW DEVELOPMENT.

SATISFACTORY MEASURES MUST BE TAKEN PRIOR TO THE START OF ANY DEVELOPMENT TO PROTECT LANDSCAPE FEATURES DURING DEVELOPMENT.

ALL DEVELOPMENT SCHEMES MUST BE ACCOMPANIED BY:

(i) A SITE SURVEY SHOWING EXISTING LANDSCAPE AND NATURAL FEATURES AND EXISTING GROUND LEVELS

(ii) A PLAN SHOWING ALL THE EXISTING TREES AND LANDSCAPE AND NATURAL FEATURES TO BE RETAINED AND ANY TREES OR FEATURES PROPOSED TO BE FELLED OR OTHERWISE AFFECTED BY THE DEVELOPMENT

(iii) A PLAN SHOWING PROPOSALS FOR ALL NEW TREE PLANTING OR OTHER LANDSCAPING WORK, INCLUDING PROPOSED FINISHED GROUND LEVELS

(iv) A METHOD STATEMENT FOR ARBORICULTURAL WORK ON SITE

DEVELOPMENT SCHEMES SHOULD ALSO CONSIDER OPPORTUNITIES FOR ADDITIONAL HABITAT CREATION IN ANY PROPOSALS.

Tree Preservation Orders and Works to Preserved Trees

- 9.30 Individual trees, groups of trees or woodlands, which are of amenity value, will be protected by Tree Preservation Orders (TPO) to ensure their retention. Trees that are within or affected by a development site will, as part of the consideration of the development proposals, be considered for preservation. Where it is considered that the tree or trees are healthy and of amenity value a TPO will be served. Similarly, where the Council is made aware that a tree or trees are at risk of felling or damage, consideration will be given to serving a TPO.
- 9.31 Permission is required to carry out works to a preserved tree unless it is dying, dead or dangerous. Works to uproot, fell, lop or top a preserved tree will only be granted consent where there is a specific arboricultural justification or other very special circumstances. Applications for works to a preserved tree or trees that are based on concern over the impact of the tree or trees on buildings or property will need to be accompanied by detailed information to substantiate the extent to which damage has been or will be caused by the tree(s), including the submission of a surveyors report.

C6 Tree Preservation Orders and Works to Preserved Trees

THE COUNCIL WILL SEEK TO PROTECT TREES AND WOODLANDS THAT CONTRIBUTE TO THE AMENITY OF AN AREA BY SERVING TREE PRESERVATION ORDERS, IN PARTICULAR WHERE IT IS CONSIDERED THAT SUCH TREE(S) OR WOODLAND MAY BE AT RISK OF FELLING OR DAMAGE. APPLICATIONS FOR WORKS TO, OR FOR THE REMOVAL OF, PRESERVED TREES WILL ONLY BE GRANTED CONSENT WHERE THERE IS A SPECIFIC ARBORICULTURAL JUSTIFICATION OR OTHER VERY SPECIAL CIRCUMSTANCES.

Development Affecting Preserved Trees, Ancient Woodlands and Trees in Conservation Areas

- 9.32 As with works to preserved trees, any development proposals that would require the removal of a preserved tree will only be permitted where good arboricultural practice or the development itself clearly outweighs the amenity value of the tree.
- 9.33 In addition to the visual and amenity value of urban and rural trees, consideration also needs to be given to their historic value. Trees in conservation areas may be the subject of tree preservation orders, but in view of the contribution that trees can make to the character and appearance of conservation areas, the planning legislation provides protection to non-preserved trees in conservation areas. Subject to certain exceptions, 6 weeks notice is required to be given to the Council for works to any tree within a conservation area. The Council is then able to assess whether the tree should be made the subject of a TPO.
- 9.34 Ancient woodlands are a finite resource, the loss of which clearly cannot be replaced. As such, the areas of ancient woodland within the Borough, which are relatively scarce, have been identified as County Wildlife Sites, which, although having no statutory protection, highlight the sites' value to biodiversity. Any development

proposals that would necessitate the removal of a tree or trees within an ancient woodland will only be permitted in the interests of good silvicultural practice, or where the development clearly outweighs the nature conservation value of the tree(s).

C7 Development Affecting Preserved Trees, Ancient Woodlands and Trees in Conservation Areas

DEVELOPMENT THAT WOULD DAMAGE, DESTROY OR THREATEN THE FUTURE SURVIVAL OF TREES PROTECTED BY A TREE PRESERVATION ORDER, OR TREES WITHIN AN AREA IDENTIFIED AS ANCIENT WOODLAND OR IN A CONSERVATION AREA WILL NOT BE PERMITTED UNLESS THE REMOVAL OF THE TREE WOULD BE IN THE INTERESTS OF GOOD ARBORICULTURAL/SILVICULTURAL PRACTICE OR THE DEVELOPMENT CLEARLY OUTWEIGHS THE AMENITY AND/OR NATURE CONSERVATION VALUE OF THE TREE.

A Target and Indicator for monitoring this policy is set out in Chapter 13.

Special Landscape Areas

- 9.35 The Countryside Conservation Plan (1986), published by Essex County Council, described and identified “Special Landscape Areas” as valuable high quality landscapes which are the result of a combination of natural features such as vegetation cover, relief and presence of water. Substantial parts of the Borough are designated as Special Landscape Areas, as shown on the Proposals Map:

Childerditch: Area South of Brentwood to the A127 including Thorndon Park and an area East of the A128.

Weald: Weald Park area.

Highwood & Hanningfield: Area from Mountnessing eastwards.

Roding Valley: Area North and West of Kelvedon Hatch towards Stondon Massey, Ongar and Stapleford Abbots.

- 9.36 The conservation and/or restoration of these areas is important both to the particular locality and to the County's natural heritage in terms of their special character and visual quality. These areas, therefore, shall be protected from development that detracts from their character. However, more recently, the Countryside Agency and English Heritage, with the help of English Nature, have published “The Character of England - Landscape, Wildlife and Natural features”. This has established a nationally consistent framework for more detailed local analysis of landscape character, and PPS7 encourages LPAs to carry out landscape character assessments for their areas. Brentwood Council, together with other Essex Authorities, are committed to undertaking such an assessment, which once completed will supersede the Special Landscape Area designations.

- 9.37 Until such a local landscape assessment for Brentwood has been completed, the Special Landscape Areas, as defined in this Local Plan, will be taken to identify areas where the conservation or restoration of existing landscape character will be given high priority.

C8 Special Landscape Areas

A LANDSCAPE CHARACTER ASSESSMENT SHOULD BE PREPARED FOR THE BRENTWOOD BOROUGH COUNCIL ADMINISTRATIVE AREA, IDENTIFYING THE PARTICULAR CHARACTER OF DIFFERENT LOCALITIES WITHIN THE COUNTRYSIDE. UNTIL SUCH AN ASSESSMENT HAS BEEN COMPLETED, SPECIAL LANDSCAPE AREAS, WHERE THEY ARE DEFINED IN THIS LOCAL PLAN, WILL BE TAKEN TO IDENTIFY AREAS WHERE, IN THE INTERIM, CONSERVATION OR RESTORATION OF EXISTING CHARACTER SHOULD BE GIVEN HIGH PRIORITY.

Ancient Landscapes and Historic Parks and Gardens

- 9.38 Ancient landscapes are tracts of land containing a significant assemblage of visible features. These can be man-made e.g., archaeological features or ornamental gardens etc., or semi-natural e.g., woodland, but in either case these features should be of pre-1600 origin. Essex is rich in such ancient landscapes and Essex County Council has been undertaking their identification and designation. Any ancient landscapes that are designated in the Brentwood Borough will need to be protected from development that would adversely affect the nature or physical appearance of the landscape feature. Currently the only designated ancient landscape within the Borough is a small part of the Forest of Writtle in the Mill Green area to the north of Ingatestone and Fryerning.
- 9.39 A Register of Parks and Gardens of Special Historic Interest in England was compiled by English Heritage and published in the mid-1980s. The entries are graded in the same way as Listed Buildings but do not as yet carry any statutory protection.
- 9.40 Brentwood Borough has three registered parks and gardens, Warley Place and Weald Park (both Grade II) and Thorndon Park which is Grade II*. In order to reflect their importance and to conserve their character and appearance these sites have been designated as Conservation Areas. Since 1991, the Woodland Trust, Essex County Council and Thames Chase have been carrying out work at Thorndon Park (The Olde Park and Old Thorndon Pastures) to begin restoring the landscape based on historic designs for the area.

C9 Ancient Landscapes and Historic Parks and Gardens

THE COUNCIL WILL SEEK TO CONSERVE, ENHANCE AND MANAGE ANCIENT LANDSCAPES AND DESIGNATED PARKS AND GARDENS OF SPECIAL HISTORIC INTEREST. DEVELOPMENT WHICH WOULD DAMAGE THE CHARACTER OR APPEARANCE OF AN ANCIENT LANDSCAPE, OR OF A PARK OR GARDEN OF SPECIAL HISTORIC INTEREST OR ITS SETTING WILL NOT BE PERMITTED.

Protected Lanes

- 9.41 Certain lanes have historic and landscape value and they are important to the character of the county. It is the policy of Essex County Council to preserve their traditional character by avoiding disturbance to the banks, ditches and verges wherever possible. Some verges contain unusual plant species, which should be safeguarded and

encouraged through appropriate management. The protection of lanes and verges, including trees and hedges alongside them, will be pursued in co-operation with adjoining landowners and the Highways Authority, using traffic management measures where this is appropriate.

C10 Protected Lanes

DEVELOPMENT PROPOSALS THAT WOULD ADVERSELY AFFECT THE PHYSICAL APPEARANCE OF THE PROTECTED LANES OF HISTORIC OR LANDSCAPE VALUE OR GIVE RISE TO A MATERIAL INCREASE IN THE AMOUNT OF TRAFFIC USING THESE LANES AND ROADS WILL NOT BE PERMITTED.

Thames Chase Community Forest

- 9.42 The Council, in partnership with the Countryside Agency, the Forestry Commission, Essex County Council, and neighbouring Local Councils, and together with the Environment Agency, English Nature, the Sports Council, Interest Groups, the voluntary sector and the private sector, has been developing the Thames Chase Community Forest, which extends over the southern part of the Borough, since 1991. The area of the Forest within the Borough was extended in 1999 to include Shenfield Common and the previously excluded parts of Warley up to Brook Street and London Road. These areas contain sites that are important for their amenity, wildlife and recreation value, especially with regard to the public open space on the former Warley Hospital site.
- 9.43 The Community Forest concept involves enhancing the landscape and improving recreational opportunities within its area through creating new woods and other habitats and developing new recreational sites linked by improved Greenways. It involves extensive tree planting and other improvement works on both publicly and privately owned land, and provides opportunities for sport and recreation, wildlife conservation and timber production, as well as agriculture.
- 9.44 Development proposals within the Community Forest area will be assessed against their impact and contribution towards the successful implementation of the Thames Chase Plan. Inclusion of works such as landscaping, provision/upgrading of footpaths or bridleways, conservation works, etc., would, for example, be viewed as a positive contribution towards achieving the objectives of Thames Chase. However, any such benefits would not be considered as a justification for allowing development in the green belt that would otherwise not be acceptable.

C11 Thames Chase Community Forest

THE COUNCIL SUPPORTS THE DEVELOPMENT OF THAMES CHASE WITHIN THAT PART OF THE BOROUGH AS IDENTIFIED ON THE PROPOSALS MAP. WITHIN THE AREA OF THE FOREST THE COUNCIL WILL ENCOURAGE GREATER PUBLIC ACCESS AND RECREATION, LANDSCAPE ENHANCEMENT, WILDLIFE CONSERVATION AND TIMBER PRODUCTION AS APPROPRIATE.

IMPLEMENTATION WILL BE EFFECTED IN CONJUNCTION WITH THE BRENTWOOD COUNTRYSIDE MANAGEMENT SERVICE AND THROUGH THE CO-OPERATION OF LOCAL LANDOWNERS. ANY DEVELOPMENT PROPOSALS WITHIN THE COMMUNITY FOREST AREA WILL BE

EXPECTED TO MAKE A POSITIVE CONTRIBUTION TOWARDS ITS IMPLEMENTATION AND COMPLY WITH THE POLICIES CONTAINED IN THIS PLAN. WITHIN THE GREEN BELT PROPOSALS WILL ALSO NEED TO COMPLY WITH THE CRITERIA SET OUT IN POLICY GB2.

Landscape Improvements

- 9.45 Despite the general attractiveness of the rural parts of the Borough there are also some areas of poor landscape quality. Reasons for this are varied, and include industrial activities, farming practices, loss of trees through development, Dutch Elm disease and other natural events, or simply neglect, in some cases because owners hope that unsightly parts of the Green Belt may then be released for development.
- 9.46 In particular, the area of the Borough south of the A127, as shown on the Proposals Map, has been identified as a Landscape Improvement Area, primarily because of the impact of urban intrusion into the countryside, coupled with the considerable loss of trees as a result of Dutch Elm disease. For this reason this area has also been included within Thames Chase. Woodland planting has made a positive enhancement to the landscape within this area.
- 9.47 The Council through its Countryside Management Service is seeking, in co-operation with landowners and voluntary organisations, to improve such rural as well as urban areas by providing advice on developing landscape improvement schemes.

C12 Landscape Improvements

THE COUNCIL WILL, IN CONJUNCTION WITH ITS COUNTRYSIDE MANAGEMENT SERVICE, SEEK TO ENCOURAGE LOCAL LAND OWNERS TO IMPLEMENT SCHEMES TO IMPROVE THE ENVIRONMENT THROUGH PLANTING, HABITAT CREATION, IMPROVED PUBLIC ACCESS, MANAGEMENT AGREEMENTS AND OTHER MEASURES, WHILST ALSO IMPLEMENTING ITS OWN PROGRAMME OF ENVIRONMENTAL IMPROVEMENT SCHEMES THROUGHOUT BOTH THE URBAN AND RURAL AREAS OF THE BOROUGH.

WITHIN THE LANDSCAPE IMPROVEMENT AREA, AS DEFINED ON THE PROPOSALS MAP, ANY DEVELOPMENT PROPOSALS WILL BE EXPECTED TO CONTRIBUTE POSITIVELY TOWARDS THE RESTORATION OF ITS ORIGINAL CHARACTER.

Policies GB27, GB28 and C4 also apply.

Redhouse Lake, Ingatestone

POLICY C13 (NEW DEVELOPMENT IN THE LAKESIDE AREA, INGATESTONE) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

HERITAGE CONSERVATION

- 9.49 Sustainable development requires a commitment to the conservation and protection of the historic environment, in order that future generations can benefit from the maintenance of these elements from our past. They are fundamental to our sense of place, the development of economic and social forms, and local identity. Many features are of aesthetic and amenity importance, and provide opportunities for leisure, tourism and education and should form part of the Borough's economic prosperity.
- 9.50 However, such sites and buildings that make up the area's historic heritage may be fragile and sensitive to change and will require careful management to ensure that they are not damaged or destroyed. New development and transport proposals can have a significant impact on the historic environment and need to be controlled to avoid or minimise any detrimental impacts.

CONSERVATION AREAS

Development Affecting Conservation Areas

- 9.51 Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, imposes a duty on local planning authorities to designate as Conservation Areas any "Areas of Special Architectural or Historic Interest the character or appearance of which it is desirable to preserve or enhance". Local planning authorities should also "review their areas from time to time to consider whether further designation is called for". Such reviews should also consider cancellation of a designation where an area is no longer considered to possess the special interest that led to its original designation.
- 9.52 Some parts of the Borough are of significant townscape value worthy of special protection. These areas are usually characterised by groups of buildings of particular architectural or historic interest (many of which have been listed), the spaces between them and their general setting and character. Designation of such areas as Conservation Areas provides additional statutory powers to control the demolition of buildings and prevent the loss of trees. The design of new development will be carefully controlled to protect and preserve the character of these areas.
- 9.53 A total of 13 Conservation Areas have been designated so far within the Borough: Blackmore, Brentwood Town Centre, Fryerning, Great Warley, Herongate, Highwood Hospital, Hutton Village, Ingatestone Village Centre, Ingatestone Station Area, South Weald, South Weald Historic Park, Thorndon Historic Park and Warley Place.
- 9.54 The Council not only has greater power to control development within Conservation Areas but also has a duty to devise schemes to preserve and enhance the character and appearance of the area. The Council will, therefore, seek to carry out Conservation Area character appraisals, in accordance with PPG15, in order to clearly assess and define their character, allowing informed planning decisions and identification of what should be preserved and enhanced.
- 9.55 Within Conservation Areas it is necessary to carefully assess the design and materials of any new development proposals. This assessment plays an essential part in determining whether or not a scheme is acceptable in principle. Therefore, in order to ensure a high standard of design and materials, detailed schemes rather than outline applications will normally be required.

C14 Development Affecting Conservation Areas

WHEN CONSIDERING APPLICATIONS FOR DEVELOPMENT WITHIN AND IN THE VICINITY OF CONSERVATION AREAS, SPECIAL ATTENTION WILL BE GIVEN TO THE NEED TO PRESERVE OR ENHANCE THEIR CHARACTER OR APPEARANCE. DEVELOPMENT PROPOSALS WILL BE PERMITTED ONLY WHERE THE COUNCIL IS SATISFIED THAT:

(i) THE PROPOSALS PRESERVE OR ENHANCE THE TOWNSCAPE CHARACTER OF THE AREA

(ii) THE MATERIALS TO BE USED ARE SYMPATHETIC TO THE SURROUNDING BUILDINGS AND APPROPRIATE TO THE AREA

(iii) THE MASS OF THE BUILDING IS IN SCALE AND HARMONY WITH THE ADJOINING BUILDINGS AND THE AREA AS A WHOLE

(iv) THE DESIGN OF THE BUILDING IS SUCH THAT THE PROPORTIONS OF THE PARTS RELATE SATISFACTORILY TO EACH OTHER AND TO ADJOINING BUILDINGS

(v) THE PROPOSAL DOES NOT AFFECT ANY BUILDINGS, OPEN SPACES, TREES, VIEWS OR OTHER ASPECTS WHICH CONTRIBUTE TO THE SPECIAL CHARACTER OF THE AREA

(vi) WHERE DEMOLITION IS PROPOSED, THE STRUCTURE TO BE DEMOLISHED MAKES NO MATERIAL CONTRIBUTION TO THE CHARACTER OR APPEARANCE OF THE AREA, AND THERE ARE SATISFACTORY PROPOSALS FOR THE RE-USE OF THE SITE INCLUDING ANY REPLACEMENT BUILDING OR OTHER STRUCTURE

(vii) WHERE A CHANGE OF USE IS PROPOSED, THE NEW USE WILL NOT REQUIRE ANY CHANGES IN THE APPEARANCE OR SETTING OF THE BUILDING OTHER THAN THOSE WHICH WILL PRESERVE OR ENHANCE ITS CONTRIBUTION TOWARDS THE CHARACTER OR APPEARANCE OF THE AREA

(viii) WHERE AN ALTERATION IS PROPOSED, IT IS APPROPRIATE AND SYMPATHETIC IN DESIGN, SCALE, MATERIALS AND COLOUR TO THE REST OF THE BUILDING.

OUTLINE PLANNING PERMISSION WILL NOT BE GIVEN FOR NEW BUILDINGS IN A CONSERVATION AREA.

LISTED BUILDINGS

- 9.56 Buildings of Special Architectural or Historic Interest (Listed Buildings) are included in a list compiled by the Secretary of State. Following a comprehensive re-survey, a new list (the fourteenth list of Buildings of Special Architectural and Historic Interest) was published for the Borough in December 1994. The information contained within it greatly aids the Council's ability to conserve the Borough's built heritage.

- 9.57 There are other buildings within the Borough, which whilst not of sufficient national value to warrant listing, are considered to be of local importance. The Council will seek to compile a list of buildings of local or historic interest. Such buildings will be assessed using defined criteria and are likely to be good examples of a particular design, type of construction, the work of a noted local architect or a building associated with an important local figure. The list will form the basis of a material consideration in determining planning applications, in an effort to retain important original features and fabric, and controlling alteration or extension to maintain the character of the building.

Demolition, Alterations or Extensions

- 9.58 It is essential that buildings that have been listed are preserved and safeguarded from physical damage and unsympathetic change. Works such as demolition, alterations (both internal and external) or extensions that would affect its character as a building of special architectural or historic interest will require Listed Building Consent.
- 9.59 Proposals to alter, extend or convert a listed building must meet a high standard of design, use appropriate materials and be in keeping with the character of the existing building. Special care is also required in considering proposals affecting the setting of a listed building, including development within its curtilage.
- 9.60 Owners have a legal responsibility to look after listed buildings properly. However, in order to prevent deterioration and damage and maintain the stock of listed buildings in good repair, the Council can and will, where appropriate, intervene using the powers conferred to it in the Planning (Listed Buildings and Conservation Areas) Act 1990, including the issuing of an “Urgent Works Notice” or a “Repairs Notice”.

C15 Demolition, Alterations or Extensions

THE DEMOLITION OR PARTIAL DEMOLITION OF A LISTED BUILDING WILL ONLY BE ALLOWED IN THE MOST EXCEPTIONAL CIRCUMSTANCES. ALTERATIONS OR EXTENSIONS WILL ONLY BE PERMITTED SUBJECT TO THE FOLLOWING CRITERIA:

(i) THE PROPOSAL DOES NOT DETRACT FROM THE CHARACTER OR SETTING OF THE LISTED BUILDING

(ii) THE PROPOSAL IS APPROPRIATE AND SYMPATHETIC IN TERMS OF DESIGN, SCALE AND MATERIALS

(iii) THE PLANS SUBMITTED TAKE INTO ACCOUNT THE REQUIREMENTS OF THE FIRE OFFICER, BUILDING CONTROL, ENVIRONMENTAL HEALTH AND OTHER LEGISLATION, IN ORDER THAT THE FULL IMPACT OF THE PROPOSAL MAY BE CONSIDERED

A Target and Indicator for monitoring this policy is set out in Chapter 13.

C16 Development within the Vicinity of a Listed Building

PROPOSALS FOR DEVELOPMENT IN THE VICINITY OF A LISTED BUILDING WILL NOT BE PERMITTED WHERE THE PROPOSALS WOULD BE LIKELY TO DETRACT FROM ITS CHARACTER OR SETTING.

Change of Use of a Listed Building

- 9.61 Generally the best way of securing the upkeep of historic buildings is to retain them in active use. Many listed buildings, however, are no longer required or suitable for the purpose for which they were built. Alternative uses can in many cases secure the continued maintenance of such buildings. It is essential, however, to ensure the conversion or change of use does not detract from the architectural or historic interest of the building.

C17 Change of Use of a Listed Building

CHANGES OF USE OF A PART, OR THE WHOLE OF A LISTED BUILDING WILL ONLY BE PERMITTED IF IT RESULTS IN THE CHARACTER AND FEATURES OF SPECIAL ARCHITECTURAL OR HISTORICAL INTEREST BEING PRESERVED OR ENHANCED. PROPOSALS SHOULD INCORPORATE DETAILS OF ALL THE INTENDED ALTERATIONS TO THE BUILDING AND ITS CURTILAGE INCLUDING DETAILED PLANS TAKING INTO ACCOUNT THE REQUIREMENTS OF THE FIRE OFFICER, BUILDING CONTROL, ENVIRONMENTAL HEALTH AND OTHER RELEVANT LEGISLATION.

For listed buildings in the Green Belt Policy GB17 also applies.

ANCIENT MONUMENTS AND ARCHAEOLOGICAL SITES

- 9.62 Archaeology is a finite and non-renewable resource. In many cases it is highly fragile and vulnerable to damage or destruction. Archaeological evidence provides information about our past. It is part of our sense of place and can play a valuable role in education, leisure and tourism. As a result it is important to ensure that it is not needlessly or thoughtlessly destroyed by future development.
- 9.63 The Essex Heritage Conservation Record (EHCR) maintained by Essex County Council shows that there are 456 sites of known archaeological interest in the Borough (December 2001). This includes isolated discoveries like Stone Age flint axes, below ground evidence of prehistoric, Roman, Saxon and medieval occupation and upstanding post medieval and modern structures like industrial buildings, landscaped parks, cinemas and Cold War monuments. Of these, 12 are protected as Scheduled Ancient Monuments under the Ancient Monuments and Archaeological Areas Act 1979 including St. Thomas-a-Becket Chapel, Mill Green Roman Villa and the medieval moat at Brizes. It is important to remember that the archaeology recorded on the EHCR represents only a small fraction of that which may survive but is still undiscovered and unrecorded. For example, a recent assessment of historic settlements in Brentwood (by Essex County Council on behalf of the Borough Council) has revealed a wealth of new information through historic map research.
- 9.64 In order to ensure that archaeology is properly considered in the planning process, it is recommended that applicants consult the local planning authority and, as appropriate, Essex County Council's Heritage Conservation Group at an early stage. When a proposed development is likely to disturb known archaeological remains, the Council will seek to ensure that it is fully informed about the nature of the archaeology and its setting. Strategies for protecting and investigating the archaeology will be devised using the procedures set out in PPG 16 "Archaeology and Planning" and as outlined in

the following policy.

C18 Ancient Monuments and Archaeological Sites

WHERE IMPORTANT ARCHAEOLOGICAL SITES AND MONUMENTS, WHETHER SCHEDULED OR NOT, AND THEIR SETTINGS ARE AFFECTED BY A PROPOSED DEVELOPMENT, THERE WILL BE A PRESUMPTION IN FAVOUR OF THEIR PRESERVATION IN SITU. IN SITUATIONS WHERE THERE ARE GROUNDS FOR BELIEVING THAT THE PROPOSED DEVELOPMENT WOULD AFFECT IMPORTANT ARCHAEOLOGICAL SITES AND MONUMENTS, DEVELOPERS WILL BE REQUIRED TO ARRANGE FOR AN ARCHAEOLOGICAL FIELD ASSESSMENT TO BE CARRIED OUT BEFORE THE APPLICATION CAN BE DETERMINED THUS ENABLING AN INFORMED AND REASONABLE PLANNING DECISION TO BE MADE. IN CIRCUMSTANCES WHERE PRESERVATION IS NOT POSSIBLE OR FEASIBLE, THEN DEVELOPMENT WILL NOT BE PERMITTED UNTIL SATISFACTORY PROVISION HAS BEEN MADE FOR A PROGRAMME OF ARCHAEOLOGICAL INVESTIGATION AND RECORDING PRIOR TO THE COMMENCEMENT OF THE DEVELOPMENT.

COMMUNITY SAFETY

- 9.65 Section 17 of the Crime and Disorder Act 1998 places a duty on a local authority "...to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to prevent, crime and disorder in its area". The need to take account of community safety is, therefore, a material consideration for the local planning authority in adopting policies for the use of land and determining proposals for development.
- 9.66 The design and layout of proposed development can help to create a safer environment and increase the quality of life for individuals and the community at large. This is considered further in Policy C19 below. However, other policies in this plan will also contribute to a safer environment. Policies aimed at retaining and providing residential accommodation within central areas through, for example, mixed use development or by encouraging the use of empty floor space above commercial properties for residential use (Policies TC1-TC4), will increase activity in commercial areas, particularly outside business hours, and provide better surveillance of public areas, which can reduce crime and anti-social behaviour. Better lighting and design of foot and cycle ways (Policies T14 and T15), pedestrian areas (Policy TC13) and car parks (Policy T7), can also reduce people's fear of crime and increase the feeling of security.

Secured by Design

- 9.67 Good design and layout should take account of public health, crime prevention and community safety considerations and contribute to the achievement of an environment that imparts a feeling of public safety and security. The Council will have regard, therefore, to the advice and principles set out in the Association of Chief Police Officers document "The Secured by Design Award Scheme", and will consult with the Police Architectural Liaison Officer on all appropriate applications for development. Whilst the emphasis of the advice on "secured by design" is focused on residential development, it is relevant, together with other aspects of community safety, to all proposals for development

C19 Secured by Design

ALL NEW DEVELOPMENT WILL BE EXPECTED TO ASSIST IN ACHIEVING GREATER COMMUNITY SAFETY THROUGH THE CREATION OF A MORE SAFE AND SECURE ENVIRONMENT. THE LAYOUT AND DESIGN OF NEW DEVELOPMENTS SHOULD, INTER ALIA, INCORPORATE:

i) A MIX OF DWELLINGS

ii) CLEAR, DIRECT AND ATTRACTIVE ROUTES FOR ALL FORMS OF MOVEMENT WHICH BALANCE THE DESIRE FOR PERMEABILITY WITH THE NEED FOR APPROPRIATE DEFENSIBILITY.

iii) SECURE VEHICLE PARKING

iv) ADEQUATE AND WELL DESIGNED LIGHTING OF COMMON AREAS

v) UNOBSTRUCTED VIEWS OF BOTH COMMUNAL AREAS AND NEIGHBOURING PROPERTIES WHILST RETAINING THE NEED FOR INDIVIDUAL PRIVACY

vi) APPROPRIATELY DESIGNED WALLS, FENCES AND HEDGES BETWEEN PUBLIC AND PRIVATE AREAS

vii) LANDSCAPING THAT ALLOWS FOR NATURAL SURVEILLANCE AND SAFETY

Further guidance is set out in the Association of Chief Police Officers' document "The Secured by Design Award Scheme".

ADVERTISEMENTS AND SHOP FRONTS

Shop Fronts

- 9.68 Advertisements, shop fascias and shop front designs make a collective impact on the visual quality of a shopping area, and are, therefore, an important part of the appearance and character of commercial areas, contributing either positively or negatively to a centre's attraction. The main purpose of the shop front was to display the goods for sale but has increasingly become a means by which a view of the interior of the shop can be achieved. Large fascia boards and modern display windows are often out of keeping with the architectural integrity of the building of which they form part, as well as the scale and character of the surrounding area. This is particularly the case in Conservation Areas that frequently contain a number of listed buildings, often small in scale.
- 9.69 A good quality existing shop front that contributes positively to the character of the building and its setting should be retained wherever possible rather than be replaced. Often the cheapest solution is to retain and refurbish what already exists. However, in some cases, the existing shop front may not be capable of retention or it might be positively desirable to encourage the replacement of the existing shop front.

- 9.70 Sometimes original features survive under later work and can be revealed, greatly enhancing the appearance of the shop front. However, the fact that a shop front is not contemporary with the building is not of itself a necessity for its removal. Buildings evolve over time and successive additions can add character to a building
- 9.71 As a basic principle, the design of a shop front must relate to the architectural design and proportions of the building into which it is to fit. It must be designed to achieve uniformity between the ground and upper floors and should take account of the scale, form, colour etc. of adjacent buildings. A number of existing shop fronts exhibit fascias of excessive depth and are unrelated to adjacent properties; lack proportion and balance and are out of scale with the building in which they are set or with adjacent shop fronts; and exhibit inappropriate materials, colours etc.
- 9.72 Eighteenth and nineteenth century shop fronts were based, albeit sometimes loosely, on classical principles that were successful in achieving satisfactory relationships between shop fronts and the buildings. These principles still hold good. Within Conservation Areas or on listed buildings it will generally be more appropriate to seek a more traditional style of shop front.
- 9.73 In order to promote and encourage good shop front design, additional advice is set out at Appendix 3. Whilst the design principles have been written to reflect the classical design principles of historic shop fronts relevant to Conservation Areas and listed buildings, regard should be had to the principles throughout the Borough.

C20 Shop Fronts

THE DESIGN OF NEW SHOP FRONTS, INCLUDING THE NEED FOR SECURITY MEASURES, WILL BE EXPECTED TO TAKE ACCOUNT OF THE GUIDANCE SET OUT IN APPENDIX 3.

Illuminated Advertisements

- 9.74 Control over advertisements is set out in the Town & Country Planning (Control of Advertisements) Regulations 1992.
- 9.75 By virtue of the Regulations, certain advertisements and signs can be displayed with deemed consent and thus do not require the consent of the Council. Where consent is required, the Council will consider carefully the number, size, location and illumination of such advertisements.
- 9.76 The degree of advertisement display granted deemed consent should satisfy the majority of needs. However, some additional flexibility over and above the specific material allowed by Regulation 4B (i.e. the business carried on or the name/qualifications of the person carrying out the business and the goods sold or services provided on the premises) is accepted. Thus, where an applicant wishes to display alternative or additional material on a fascia or box sign, the Council will normally grant consent where it would not be detrimental to the amenities of the area or the character or appearance of the building on which it is to be displayed.

C21 Illuminated Advertisements

OTHER THAN THOSE ADVERTISEMENTS WITH DEEMED CONSENT, ILLUMINATED ADVERTISEMENTS WILL NOT BE ALLOWED. THE

DISPLAY OF ADDITIONAL ADVERTISEMENT MATERIAL ON A FASCIA OR BOX SIGN ALLOWED BY THE REGULATIONS WILL BE PERMITTED, PROVIDED THAT IT WOULD NOT BE UNACCEPTABLY DETRIMENTAL TO PUBLIC SAFETY, THE AMENITIES OF THE AREA OR THE CHARACTER OR APPEARANCE OF THE BUILDING ON WHICH IT IS TO BE DISPLAYED.

ALL PROPOSALS WILL BE EXPECTED TO TAKE ACCOUNT OF THE RELEVANT SECTIONS OF THE ADVERTISEMENT AND SHOP FRONT DESIGN GUIDANCE SET OUT IN APPENDIX 3.

Conservation Areas and Listed Buildings

- 9.77 Particular control is to be exercised in Conservation Areas and on listed buildings, such that internally illuminated advertisements will normally be resisted (exceptions to this will be considered in the Brentwood Town Centre Conservation Area as set out in Policy TC14). Traditional materials should be used for shop fronts and advertisements within Conservation Areas or on listed buildings, and further detailed guidance is given in Appendix 3.

C22 Signs within Conservation Areas and on Listed Buildings

WITHIN CONSERVATION AREAS (EXCEPT FOR BRENTWOOD TOWN CENTRE) AND ON LISTED BUILDINGS, INTERNALLY ILLUMINATED SIGNS WILL NOT BE ALLOWED.

SIGNS SHOULD BE PAINTED TIMBER AND OF A SIZE TO PRESERVE OR ENHANCE THE CHARACTER OF THAT BUILDING AND THAT OF THE CONSERVATION AREA AS A WHOLE.

ALL PROPOSALS WILL BE EXPECTED TO TAKE ACCOUNT OF THE RELEVANT SECTIONS OF THE ADVERTISEMENT AND SHOP FRONT DESIGN GUIDANCE SET OUT IN APPENDIX 3.

WHERE EXPRESSED CONSENT IS REQUIRED, PROJECTING BOX SIGNS, WHETHER ILLUMINATED OR NOT, WILL NOT BE ALLOWED ANYWHERE WITHIN A CONSERVATION AREA.

Externally Illuminated Hanging Signs

- 9.78 Advertisements above fascia level would not normally be acceptable but in some instances exceptions may be made, for example hanging signs such as those on public houses.

C23 Externally Illuminated Hanging Signs

EXTERNALLY ILLUMINATED HANGING SIGNS MAY BE ALLOWED IN PLACE OF FASCIA SIGNS OR PROJECTING BOX SIGNS ABOVE FASCIA LEVEL PROVIDED THEY ARE OF A SIZE, DESIGN AND MATERIALS TO COMPLEMENT THE CHARACTER OF THE BUILDING.

Non-illuminated Advertisements

- 9.79 Given the predominantly residential or rural character of the Borough, the Council's policies and practice have generally sought to restrict the proliferation of advertisement material. The Council is concerned to avoid a proliferation of advertising hoardings and free-standing advertisements. As well as being detrimental to the appearance of an area, they can distract motorists, thereby creating a highway hazard. The Council recognises the particular needs of certain commercial premises, such as petrol filling stations. There is no deemed consent for illuminated free-standing signs, such as pole signs/gantries and other advertisements on such premises. Applications for such advertisements will be considered having regard to the general provisions of the policies in this Plan and their effect on amenity and public safety.

C24 Non-illuminated Advertisements

OTHER THAN THOSE ADVERTISEMENTS WITH DEEMED CONSENT, NON-ILLUMINATED ADVERTISEMENTS, INCLUDING FREE STANDING ADVERTISEMENTS AND ADVERTISEMENT HOARDINGS, WILL NOT BE ALLOWED.

Floodlighting and Other Forms of Illumination

- 9.80 In addition to advertisements there will be various other proposals that involve floodlighting or other forms of illumination that require planning permission. Floodlighting of sports facilities such as golf driving ranges, tennis courts, sports pitches, etc., enables their use to continue for longer periods of the day, or when daylight is poor. Illumination of car parks or commercial premises, for example, may require external lights for security purposes or for the convenience of people using them. However, such lighting close to roads can dazzle and distract drivers and therefore be a highway hazard. Within the built-up area floodlights can be an intrusion upon surrounding properties, whilst in the countryside such illumination can, in addition, be an alien and inappropriate feature. In many instances, such lights are required to be mounted high above the ground, and this can lead to the structures themselves giving rise to visual or other amenity problems.
- 9.81 The Council is, therefore, concerned to control carefully the location, form and level of such illumination. Light sources should be screened and angled to avoid light spillage in order to minimise amenity problems, and this should apply to both replacement lighting as well as new proposals. In order to enable an informed assessment on the appropriateness of any floodlighting or other illumination, planning applications will need to include a full lighting scheme, giving details of the proposal.

C25 Floodlighting and Other Forms of Illumination

DEVELOPMENT PROPOSALS INVOLVING FLOODLIGHTING OR ANY OTHER MEANS OF ILLUMINATION (OTHER THAN ADVERTISEMENTS) WILL ONLY BE PERMITTED PROVIDED THAT:

THE PROPOSAL WILL NOT APPEAR UNACCEPTABLY INTRUSIVE WITHIN THE LOCALITY IN TERMS OF THE LIGHT SOURCE, THE DISTRIBUTION OF LIGHT, THE AURA CREATED BY THE OVERALL ILLUMINATION AND BY THE APPEARANCE OF ANY STRUCTURES UPON WHICH THE LIGHTS ARE MOUNTED

APPLICANTS WILL NEED TO SUBMIT A FULL LIGHTING SCHEME INCLUDING DETAILS OF THE LIGHTS, THEIR POWER AND TYPE, THE OVERALL LEVEL AND DISTRIBUTION OF ILLUMINATION AND TIMES OF OPERATION

INFRASTRUCTURE AND RESOURCES

10. INFRASTRUCTURE AND RESOURCES

POLICY BACKGROUND

National Policy Guidance

- 10.1 Government guidance on matters related to infrastructure and resources are set out in various PPGs and circular advice.
- 10.2 PPG8 “Telecommunications” (Revised August 2001) sets out Government policy advice aimed at facilitating the growth of new and existing telecommunications systems whilst keeping the environmental impact to a minimum. Similarly PPG10 “Planning and Waste Management” (September 1999) sets out the objectives for providing for waste management and the needs of business, whilst having regard to the need to protect designated areas and minimise the environmental impacts. Decision-making based on the principles of regional self-sufficiency, the proximity principle and a waste hierarchy are highlighted.
- 10.3 PPS22 “Renewable Energy” (2004) sets out the Government’s advice on developing renewable energy sources and the considerations that should apply, including the environmental implications.
- 10.4 Finally PPG25 “Development and Flood Risk” (July 2001) explains how flood risk should be considered at all stages of the planning and development process in order to reduce future damage to property and loss of life. It sets out the importance that the Government attaches to the management and reduction of flood risk in the land use planning process, to acting on a precautionary basis and to take account of climate change.
- 10.5 Advice on the use of planning obligations is contained in Circular 1/97.

Replacement Structure Plan

- 10.6 The RSP includes a number of policies aimed at conservation of resources and infrastructure requirements, including ensuring the provision of infrastructure and community facilities through planning obligations (Policy BE5), telecommunications development (Policy BE8), Renewable energy schemes (Policy EG2), energy efficient power schemes (Policy EG3), and energy conservation (Policy EG4).

Brentwood Community Plan

- 10.7 The Community Plan’s strategic objectives that are relevant to the Replacement Local Plan’s Infrastructure and Resources Policies are set out under the heading “Sustainable Development and the Local Environment” and includes:
- “ To seek to make provision for appropriate housing, employment and other development to meet the needs of the Borough, whilst conserving and maximising resources and enhancing the character and environmental quality of the Borough for the benefit of current and future generations, by:
- Promoting the conservation and sustainable use of natural resources both inside and outside the Council’s sphere of operation

- Promoting the minimisation, reuse and recycling of waste and the sustainable disposal of waste from all sources”

THE AIM AND OBJECTIVES OF THE PLAN'S INFRASTRUCTURE AND RESOURCES POLICIES

Overall Aim

To ensure that development is sustainable in its use of and impact on resources and infrastructure

Supporting Objectives

- To take account of the availability of resources when formulating proposals
- To relate development to the capacity of the environment and infrastructure and to resist any development for which there is inadequate capacity
- To encourage and promote the efficient use of resources through energy conservation and efficiency, investment in efficient and renewable energy supply technology, the use of non-polluting materials, conservation of non-renewable resources, minimisation of waste and maximisation of re-use and recovery of waste

INTRODUCTION

- 10.8 One of the over-arching aims of modern land-use planning, as set out in government policies and reflected in this Plan, is the need to achieve sustainable development. The continuing availability of scarce and finite resources and the provision of sufficient capacity in infrastructure to cope with the necessary essential needs of the population are vitally important considerations in the achievement of sustainable development. New development should provide for the reasonable needs of existing and potential occupiers in a manner that does not compromise the quality of life of those already living in the area or future generations of residents.
- 10.9 Wherever possible new development should seek to make the best use of land and other resources. Every effort should be made to employ techniques and technologies that will encourage energy and water efficiency, minimise waste and allow for recycling. The resources of the Borough need to be used responsibly, and wherever possible, be conserved and enhanced.

INFRASTRUCTURE

General

- 10.10 Government advice set out in PPG12 and PPS12 makes it clear that so far as is practicable, the policies and proposals in local plans should be realistic with regard to the likely availability of resources and states that "...plans should take account of national economic policies, the financial policies of the various implementing agencies and the likely availability for use of land, labour and other material resources."
- 10.11 One of the basic resources that the Plan should concern itself with is the provision and capacity of infrastructure. Infrastructure includes services such as education and health

and other community facilities as well as transport facilities, water supply and drainage, and other utilities. In considering proposals for development the Council will, in particular, need to be satisfied that adequate provision can be made for water supply and waste water treatment.

- 10.12 It is important to co-ordinate new development with infrastructure demands. Unfortunately, the pace of development can often outstrip the provision of infrastructure. When the infrastructure is unable to cope with the demands made upon it, development proposals will either have to be restricted until the additional capacity is available or the developer is willing to advance infrastructure programmes by undertaking or funding the necessary improvements to meet the needs of their development (see also Policy CP4).

Utilities Providers

POLICY IR1 (UTILITY PROVIDERS) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Telecommunications

- 10.15 Modern telecommunications are seen as an essential and beneficial part of everyday life as well as having importance for the national economy. Much of the telephone network is long established, but new technology is fast expanding to meet the growing demand for better communications in all aspects of life. The proliferation of masts within the Borough is, however, of great concern to the Council and the public at large both in terms of visual amenity and the continuing public concerns regarding the perceived health risks from electromagnetic fields.
- 10.16 PPG8 sets out the Government's general policy on telecommunications, which is to facilitate the growth of new and existing systems, whilst being fully committed to environmental objectives and well-established policies for protecting the countryside (including Green Belts), urban areas and public health.
- 10.17 In Green Belts telecommunications development is likely to be inappropriate unless it maintains openness, and very special circumstances need to be demonstrated for inappropriate development to proceed.
- 10.18 A good deal of new telecommunications equipment may be installed as "permitted development". All masts over 15m in height, however, require planning permission and some telecommunications development, including masts below 15m in height, are subject to a procedure whereby the developer must apply to the local planning authority for its determination as to whether prior approval will be required to the siting and appearance of the proposed development.
- 10.19 As set out in PPG8, in making an application for planning permission or prior approval, operators will be expected to provide adequate evidence to justify the need for the proposed development. All new proposals for telecommunication equipment should have regard to the sensitivity of the location and the visual and other impacts upon the amenities of the area within which it is to be located. Planning permission or prior approval will be refused where it is considered that the proposed development would have a detrimental impact on visual amenities or on an environmentally sensitive area or building.

- 10.20 Wherever practical and where it represents the optimum environmental solution, operators will be expected to investigate the possibility of sharing masts and sites or installation on an existing building or structure. In all cases the proposals will be expected to exhibit the use of sympathetic design and incorporate the provision of appropriate landscaping and screening to minimise visual impact.

IR2 Telecommunications

APPLICATIONS FOR TELECOMMUNICATIONS DEVELOPMENT WILL BE APPROVED PROVIDED THAT:

(i) ADEQUATE EVIDENCE HAS BEEN SUBMITTED WITH THE APPLICATION TO JUSTIFY THE NEED FOR THE PROPOSED DEVELOPMENT

(ii) WHERE APPROPRIATE, ADEQUATE EVIDENCE IS PROVIDED TO SHOW THAT THERE IS NO REASONABLE POSSIBILITY OF UTILISING EXISTING MASTS OR OTHER STRUCTURES OR BUILDINGS OR OTHER TELECOMMUNICATION SITES

(iii) WHERE APPLICABLE, THERE IS NO UNACCEPTABLE DETRIMENTAL IMPACT TO THE APPEARANCE OF THE BUILDING UPON WHICH THE EQUIPMENT IS TO BE SITED

(iv) IT WOULD NOT HAVE AN UNACCEPTABLE DETRIMENTAL IMPACT ON THE GREEN BELT, SITES OF SPECIAL SCIENTIFIC INTEREST, COUNTY WILDLIFE SITES, SPECIAL LANDSCAPE AREAS, PARKS AND GARDENS OF SPECIAL HISTORIC INTEREST, OR OTHER ENVIRONMENTALLY SENSITIVE AREAS OR BUILDINGS

(v) WHERE APPROPRIATE A SCHEME OF PLANTING AND SCREENING HAS BEEN AGREED

WHERE TELECOMMUNICATION EQUIPMENT HAS BEEN ERECTED UNDER PERMITTED DEVELOPMENT, IN A MANNER THAT THE COUNCIL CONSIDERS HAS NOT BEEN SITED SO AS TO MINIMISE ITS EFFECT ON THE EXTERNAL APPEARANCE OF THE BUILDING ON WHICH IT IS INSTALLED, THE COUNCIL MAY SERVE A BREACH OF CONDITION NOTICE REQUIRING THE RE-SITING OF THE ANTENNAE.

ENVIRONMENTAL RESOURCES

- 10.21 The Council clearly recognises the importance of the prudent use and good management of resources and the effective protection of the environment. The policies contained elsewhere within this Plan aim to conserve and manage vulnerable elements in the environment, including the protection of historic buildings and ancient monuments, open spaces and important habitats, and minimise the impact of environmental pollution. The Green Belt countryside is also a major resource, the protection and enhancement of which this Plan addresses.
- 10.22 In addition to these matters, the Council will encourage and implement other measures such as the recycling of waste, the conservation of resources through good design and energy efficient means of transport. The policies below set out guidelines by which

these aims can be pursued.

Protecting The Best and Most Versatile Agricultural Land

- 10.23 As part of the overall aim to achieve sustainable development it is important to protect the best and most versatile agricultural land. Paragraphs 28 and 29 of PPS7 set out government advice on the matter.
- 10.24 Agricultural land grades 1, 2 and 3a are the best and most versatile land. They are a national resource and, like other non-renewable resources, need to be protected. Brentwood contains areas of land in grades 2 and 3a. Where there is a choice between sites of a different classification, development should be directed towards land of the lowest possible classification, unless sustainability or other material issues suggest otherwise. Once agricultural land is developed, even for "soft" uses such as golf courses, it is seldom practicable to return the land to best quality agricultural use. Development of the best and most versatile agricultural land will only be permitted, therefore, where there is a need for the development that cannot be met within existing settlement boundaries or on other previously developed land or on lower grade land or where there are other over-riding considerations.

IR3 Protecting The Best and Most Versatile Agricultural Land

DEVELOPMENT OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND WILL ONLY BE PERMITTED WHERE IT CAN BE SHOWN THAT NO ALTERNATIVE DEVELOPMENT SITE EXISTS WITHIN EXISTING SETTLEMENT BOUNDARIES OR ON OTHER PREVIOUSLY DEVELOPED LAND. WHERE DEVELOPMENT OF AGRICULTURAL LAND IS REQUIRED, SUCH DEVELOPMENT SHOULD SEEK TO USE AGRICULTURAL LAND OF THE LEAST VALUE UNLESS SUSTAINABILITY OR OTHER CONSIDERATIONS SUGGEST OTHERWISE.

A Target and Indicator for monitoring this policy is set out in Chapter 13

Recycling Facilities

- 10.25 Essex is rapidly running out of landfill sites for waste disposal, which has historically been the method of dealing with the large amounts of waste produced by society. Government and European Union targets require increasing levels of recycling and waste minimisation and promote self-sufficiency in dealing with waste. The Government Waste Strategy document (June 2000) defined the minimum targets as:
- By 2006 recovery by recycling and/or composting of 25% of household waste
 - By 2010 recovering value from 30% of municipal waste and reducing biodegradable municipal waste to landfill by 75% of the 1995 level
 - By 2015 recovering 2/3 of our municipal waste, at least half of which should be recycling or composting
- 10.26 Brentwood Borough is achieving good domestic recycling rates, which in 2004/2005 is likely to reach 25%, which is 8% above the national average. There is clearly much more that needs to be done. The Borough contains a number of sites that accept glass; food and drink cans; textiles & shoes; newspapers & magazines; and cardboard. In addition to these facilities the Council also operates a fortnightly kerbside collection

scheme for newspapers and magazines and green waste and, from April 2005, a dedicated kerbside glass collection. The Council is working towards a “three-stream” strategy of separate kerbside collection of compostables, dry recyclables and residual waste.

- 10.27 In order to achieve the Government targets, the Borough Council will need to work in partnership with the County Council as the waste disposal authority. There is also a need to increase information and education particularly in raising awareness of the “Waste Hierarchy”, which identifies the first priority as waste minimisation, followed by re-use or repair, and then recycling. Landfill should be the last resort.

IR4 Recycling Facilities

WHERE APPROPRIATE, THE COUNCIL WILL SEEK THE PROVISION OF RECYCLING FACILITIES IN ASSOCIATION WITH DEVELOPMENT PROPOSALS ON SITES CONVENIENT TO THE PUBLIC.

UNDER THE TERMS OF POLICY CP4, A DEVELOPER CONTRIBUTION MAY BE SOUGHT TOWARDS SUCH PROVISION

Energy and Water Conservation in New Development

- 10.28 In view of the need to achieve sustainable forms of development, energy and water conservation and efficiency of use are increasingly important considerations in the design and layout of development. Achieving higher standards of thermal efficiency in insulation and utilising passive solar gain can help conserve energy. In addition the design and orientation of buildings, avoidance of overshadowing and the effective use of landscaping and landform to reduce wind chill can aid greater energy conservation and efficiency. The use of energy from renewable sources should also be promoted.
- 10.29 Water conservation can be achieved through increased recycling of used water (grey water) and the use of on-site biological systems to treat used water and sewage. The quality and quantity of surface water run off can also be enhanced by, for example, minimising the amount of non-porous surfaces, providing balancing ponds, providing for rainwater collection, and using reed beds to treat contaminated water. Such features are promoted by the Environment Agency in a new approach to drainage referred to as Sustainable Drainage Systems (SUDS), which aim to reduce water pollution and flood risk relative to conventional urban drainage systems.

IR5 Energy and Water Conservation and the Use of Renewable Sources of Energy in New Development

NEW DEVELOPMENT PROPOSALS, INCLUDING THE CONVERSION OR RE-USE OF EXISTING BUILDINGS, SHOULD:

(i) INCORPORATE THE PRINCIPLES OF ENERGY CONSERVATION AND EFFICIENCY IN THE DESIGN, MASSING, SITING, ORIENTATION, LAYOUT AND USE OF MATERIALS

(ii) ENCOURAGE THE USE OF RENEWABLE SOURCES OF ENERGY

(iii) ENCOURAGE WATER CONSERVATION

Renewable Energy Schemes

- 10.30 Government guidance on renewable energy is set out in PPS22, which states that the development of renewable energy, alongside improvements in energy efficiency and the development of combined heat and power, will make a vital contribution to the aims of cutting carbon dioxide emissions by some 60% by 2050, and to maintain reliable and competitive energy supplies. The government has set a target to generate 10% of UK electricity from renewable sources by 2010 and an aspiration to double this figure to 20% by 2020.
- 10.31 PPS22 includes in its key principles for renewable energy that development plans should contain policies designed to promote and encourage, rather than restrict, the development of renewable energy sources. However, it also acknowledges that, when located in the Green Belt, elements of many renewable energy projects will comprise inappropriate development and, as appropriate, developers will need to demonstrate very special circumstances, which may include the wider environmental benefits.
- 10.32 The following policy, based on RSP Policy EG2, will provide an interim policy until such time as an up-to-date analysis of regional provision has emerged through the preparation and adoption of the emerging Regional Spatial Strategy for the East of England.

IR6 Renewable Energy Schemes

PROPOSALS FOR RENEWABLE ENERGY SCHEMES WILL BE PERMITTED PROVIDED THERE IS NO UNACCEPTABLE DETRIMENTAL IMPACT ON:

(i) HEALTH, THE ENVIRONMENT OR AMENITY BY REASON OF POLLUTION, ODOUR AND NOISE;

(ii) VISUAL AMENITY OR THE CHARACTER AND APPEARANCE OF THE SURROUNDING AREA;

(iii) THE LOCAL HIGHWAY NETWORK INCLUDING THE CONVENIENCE AND SAFETY OF ROAD USERS;

(iv) TELECOMMUNICATIONS NETWORKS, RADAR INSTALLATIONS AND FLIGHT PATHS FOR AIRCRAFT;

(v) STATUTORILY PROTECTED NATURE CONSERVATION SITES, LANDSCAPE CHARACTER, HISTORIC SETTLEMENTS, OR BUILDINGS/AREAS OF ARCHITECTURAL, HISTORIC OR ARCHAEOLOGICAL IMPORTANCE.

WHERE APPROPRIATE, ANY SCHEMES WILL NEED TO COMPLY WITH POLICES GB1 AND GB2.

Development in Areas at Risk of Flooding

POLICY IR7 (DEVELOPMENT IN AREAS AT RISK OF FLOODING) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Surface Water Run Off

POLICY IR8 (SURFACE WATER RUN-OFF) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

POLLUTION CONTROL

11. POLLUTION CONTROL

POLICY BACKGROUND

National Policy Guidance

- 11.1 PPS23 “Planning and Pollution Control” (2004) gives advice on the relationship between controls over development under planning law, on the one hand, and under pollution control legislation on the other. Separate annexes deal, inter alia, with air quality, water quality, waste management and contaminated land. More recent advice on some of these aspects has been set out in Circular advice.
- 11.2 PPG24 “Planning and Noise” (September 1994) provides guidance to local planning authorities on the use of planning powers to minimise the adverse impact of noise

Replacement Structure Plan

- 11.3 The RSP includes policies aimed at controlling polluting, hazardous and noisy developments (Policy BE6) and minimising the impact of pollution (BE7).

The Brentwood Community Plan

- 11.4 The Community Plan’s strategic objectives that are relevant to the Replacement Local Plan’s Pollution Control Policies are set out under the heading “Health and Welfare” and includes:

“To ensure that the people of the Borough have a healthy life and general environment by:

- Removing or controlling those adverse factors affecting the health and welfare of local people in both the living and working environments, by educating, advising and enforcing statutory duties and discretionary powers”

THE AIM AND OBJECTIVES FOR THE PLAN’S POLLUTION CONTROL POLICIES:

The Overall Aim

To minimise environmental pollution

Supporting Objectives:

- To control development that involves potentially hazardous or polluting activities
- To ensure that sensitive uses are not subject to unacceptable levels of noise, air or other forms of pollution
- To ensure adequate controls are exercised in the use of land known or suspected of being contaminated by previous uses

INTRODUCTION

- 11.5 Many aspects of pollution control in relation to air, water and land resources are outside the formal control of the planning system and are the responsibilities of other agencies, such as the Environment Agency. However, whilst separate, the planning and pollution control systems are complementary. The planning system needs to consider whether a proposed development is an acceptable use of land, and the potential for pollution is a material consideration.

Environmental Assessment

- 11.6 The most effective way of achieving conservation and enhancement of the environment is to prevent the creation of pollution or nuisances at source, rather than subsequently trying to counteract their effects. It is essential, therefore, to take account of the effects of development on the environment at the earliest possible stage.
- 11.7 The Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 sets out advice on the assessment of the effects of certain development projects on the environment, in respect of projects which require planning permission. The Regulations make the distinction between Schedule 1 projects which require environmental assessment in every case and Schedule 2 projects which require environmental assessment if they are "likely to have significant effects on the environment by virtue of factors such as their nature, size or location."
- 11.8 The type of projects included within Schedule 1 cover major developments of national importance such as crude-oil refineries; thermal power stations; the storage or disposal of radioactive waste; integrated chemical installations; waste-disposal installations, motorway construction; airports and long-distance railway lines; trading ports and inland water ways and asbestos related processes.
- 11.9 Schedule 2 covers a much more extensive list of development as defined in the legislation and Circular 2/99⁹. Upon the submission of an application that falls within Schedule 2, the Council will give a "screening opinion" as to whether or not it considers an environmental assessment is required.

HAZARDOUS SUBSTANCES

Land Contaminated by Hazardous Substances

- 11.10 If it is known or strongly suspected that a development site is contaminated to an extent which would adversely affect the proposed development or infringe statutory requirements, an investigation of the hazards by the developer and proposals for any necessary remedial measures required to deal with the hazards together with a validation scheme normally will be required before the application can be determined. If a developer believes that the land is contaminated then they are strongly advised to consult the Council as early as possible before an application is submitted.
- 11.11 Suspicion of contamination will generally arise from information on previous land uses provided as part of the application for development, or from the Council's own records. Contaminated land also poses a significant threat to, inter alia, aquifers, ground water and surface water. For the reasons set out above, before implementation of any planning permission, the Council, in consultation with the Environment Agency will

⁹ Circular 2/99 – Environmental Impact Assessment

need to be satisfied that appropriate measures have been or will be taken to deal with any contamination.

PC1 Land Contaminated by Hazardous Substances

WHERE DEVELOPMENT IS PROPOSED ON LAND WHICH IS SUSPECTED OF BEING CONTAMINATED BY HAZARDOUS SUBSTANCES ARISING OUT OF PREVIOUS LAND USES SUCH AS INDUSTRY, GAS WORKS, WASTE TIPS OR LANDFILL SITES, AN ENVIRONMENTAL SURVEY ASSESSING THE NATURE AND EXTENT OF THE CONTAMINATION WILL BE REQUIRED TO ACCOMPANY THE APPLICATION. WHERE APPROPRIATE, DEVELOPMENT WILL ONLY BE PERMITTED WHERE THE APPLICANT CAN ENSURE, TO THE COUNCIL'S SATISFACTION, THAT THE LAND IS CAPABLE OF BEING DECONTAMINATED AND RECLAIMED FOR BENEFICIAL USE IN ACCORDANCE WITH AN AGREED REMEDIATION AND VALIDATION SCHEME PRIOR TO THE GRANT OF PLANNING PERMISSION; AND APPROPRIATE MEASURES TO DEAL WITH CONTAMINATION OF THE DEVELOPMENT SITE ARE UNDERTAKEN BEFORE THE IMPLEMENTATION OF ANY PLANNING PERMISSION.

Hazardous Substances and Notifiable Installations

POLICY PC2 (HAZARDOUS SUBSTANCES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

POLICY PC3 (DEVELOPMENT IN THE VICINITY OF HAZARDOUS SUBSTANCES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

POLLUTION

Noise

- 11.14 The impact of noise can be a material consideration in the determination of a planning application. Noise sensitive developments such as housing, hospitals and schools should be located away from existing sources of significant noise such as heavily trafficked roads and railways. Conversely, potentially noisy developments should be located away from existing or proposed noise-sensitive developments. When assessing a proposal for residential development near a source of noise, the noise exposure category (NEC), as defined by PPG24, will be determined and the appropriate guidance for a particular NEC shall normally be followed
- 11.15 For development falling within NEC "A", noise is unlikely to be a determining factor. On sites likely to be in NEC "B" or "C", applicants will need to ascertain which NEC the site falls into and thus have regard to this when considering the layout and design of the development. Regard should be had to BS 8233:1999 "Sound Insulation and Noise Reduction for Buildings – Code of Practice".
- 11.16 Residential development should be designed so as to achieve a good standard of indoor

ambient noise levels in bedrooms and living rooms i.e. 30dB_{Aeq,T}. Anything above this level should be justified within the planning application. Noise sensitive developments within the NEC “D” will not be permitted.

- 11.17 Applications for developments that have the potential to have a detrimental impact on noise levels experienced by existing or proposed occupiers will need to detail noise attenuation methods to be employed and demonstrate that the resultant noise levels will not have a detrimental impact on nearby occupiers. Normally the applicant will need to demonstrate that noise levels resulting from the proposed development will be at least 5dB below the existing background noise level at the facade of the nearest noise sensitive building.

PC4 Noise

RESIDENTIAL AND OTHER NOISE-SENSITIVE DEVELOPMENT, SUCH AS SCHOOLS AND HOSPITALS, WILL NOT BE PERMITTED WHERE THE OCCUPANTS WOULD EXPERIENCE EITHER SIGNIFICANT INTERNAL OR EXTERNAL NOISE DISTURBANCE. EQUALLY, NOISE- GENERATING DEVELOPMENT WILL NOT BE PERMITTED IF IT WOULD HAVE A SIGNIFICANT UNACCEPTABLE DETRIMENTAL IMPACT ON THE NOISE LEVELS EXPERIENCED BY THE OCCUPIERS OF EXISTING OR PROPOSED RESIDENTIAL OR OTHER NOISE-SENSITIVE DEVELOPMENT. IN ASSESSING THE ACCEPTABILITY OR OTHERWISE OF ANY PROPOSALS, REGARD WILL BE HAD TO THE STANDARDS SET OUT IN PLANNING POLICY GUIDANCE NOTE 24.

See also BS 8233:1999 “Sound Insulation and Noise Reduction for Buildings – Code of Practice”

Traffic Noise

- 11.18 Traffic is a major source of noise pollution. An overall increase in the level of traffic within the Borough generally will give rise to increased noise levels. Any noise disturbance experienced is likely to be as much a problem at night as during the day since monitoring evidence suggests that night time levels do not fall away as much as might be expected. Disturbance from heavy lorries is a particular problem early in the morning.
- 11.19 The problem of noise is particularly acute adjacent to the A12, which if it were a new or altered road, the noise levels being experienced by sufficiently affected premises would entitle them to noise protection facilities under the Noise Insulation Regulations. On existing roads, however, the only form of noise protection available is that which the Department of Transport may provide to reduce adverse effects due to the existence of a highway.
- 11.20 Sound barriers have, in recent years, been provided by the Department of Transport on certain sections of the A12. However, in order to protect residential amenity, the Council will continue to make representations to the Department of Transport and implement its own schemes where possible to ensure that additional adequate noise protection is introduced along the A12 corridor and elsewhere within the Borough where traffic noise is a problem (including planting belts and tree screens).

PC5 Traffic Noise

THE COUNCIL WILL CONTINUE TO MAKE REPRESENTATIONS TO THE DEPARTMENT OF TRANSPORT AND IMPLEMENT ITS OWN SCHEMES WHERE POSSIBLE TO ENSURE THAT ADEQUATE NOISE PROTECTION (INCLUDING PLANTING BELTS AND TREE SCREENS) IS INTRODUCED ALONG THE A12 CORRIDOR AND ELSEWHERE WITHIN THE BOROUGH WHERE TRAFFIC NOISE IS A PROBLEM.

Transport Pollution

- 11.21 In addition to the disturbance from noise, traffic gives rise to air borne pollutants. The Council's Air Quality Review and Assessment has identified that there are no significant non-traffic sources of specified pollutants within the Borough. The main sources of relevant air pollutants are from heavily trafficked roads, in particular the M25, A12, A127, A128 and the A1023 (See paras.10.25 to 10.28).
- 11.22 Lighting associated with the main road network can also give rise to visual pollution as a result of light spillage, direct points of light and general glare. Such lighting should be so designed as to minimise the detrimental impacts and incorporate appropriate mitigation measures, including, for example, on-site and off-site planting and screening.

PC6 Transport Pollution

ALL NEW TRANSPORT PROPOSALS AND IMPROVEMENTS TO EXISTING TRANSPORT INFRASTRUCTURE AND SERVICES WILL BE ASSESSED AGAINST THEIR IMPACT ON AIR QUALITY, NOISE LEVELS AND VISUAL AMENITY, AND WILL NEED TO BE DESIGNED SO AS TO MINIMISE ANY NEGATIVE IMPACTS AND, WHERE NECESSARY, INCORPORATE REASONABLE AND APPROPRIATE MITIGATION MEASURES

Areas of Poor Air Quality

- 11.23 Part IV of the Environment Act 1995 requires each local authority to periodically review air quality. The Air Quality Regulations 2000 prescribe air quality objectives and the dates for meeting them. The Government periodically reviews the air quality objectives and they are therefore subject to change.
- 11.24 For each objective the local authority has to consider present and likely future air quality and assess whether the objectives are likely to be achieved by the relevant deadline. Where these objectives are not likely to be achieved, the authority must designate those areas as Air Quality Management Areas (AQMA).
- 11.25 At present seven areas of the Borough have been designated as AQMAs. Further detailed work is being undertaken and in due course it is intended that an action plan will be produced with a strategy to improve air quality in these areas.
- 11.26 The areas affected are in close proximity to the M25 or the A12 and one area is in the town centre around Wilson's Corner (the junction of the A128 and A1023). The appropriate maps can be viewed at the Town Hall (Environmental Health Services).

- 11.27 It is not intended that these areas will remain sterile in development terms but developers would be expected to minimise the effects of poor air quality as far as possible and have regard to PPS23 “Planning and Pollution Control” and “Local Air Quality Management Policy Guidance LAQM.PG(03) (defra). Large developments within an AQMA or in such close proximity as to affect the air quality within an AQMA would be expected to carry out an environmental assessment of the likely air quality effects of the development.
- 11.28 It is highly recommended that developers arrange pre-application discussions with Council Planning and Environmental Health Officers so that the implications of air quality can be dealt with.

PC7 Areas of Poor Air Quality

IN IDENTIFIED AIR QUALITY MANAGEMENT AREAS DEVELOPMENT FOR RESIDENTIAL OR OTHER SENSITIVE USES SHOULD HAVE REGARD TO PPS23 ‘PLANNING AND POLLUTION CONTROL’ AND ‘LOCAL AIR QUALITY MANAGEMENT POLICY GUIDANCE LAQM.PG(03)’. COMMERCIAL DEVELOPMENTS LIKELY TO HAVE SIGNIFICANT DETRIMENTAL IMPACTS ON AIR QUALITY IN THESE AREAS WILL NOT BE PERMITTED.

BRENTWOOD TOWN CENTRE

Note:

The policies in this Section should be read in conjunction with the policies set out in the Borough-Wide Sections of the Plan. In cases of conflict, site-specific policies take precedence over the other policies in the Plan.

12. BRENTWOOD TOWN CENTRE

POLICY BACKGROUND

National Planning Guidance

- 12.1 Government guidance is set out in PPS6 “Planning for Town Centres” (March 2005). Emphasis is placed on the sequential approach to selecting sites for development, for retail, employment, leisure and other key town centre uses. It also promotes mixed-use development (particularly the incorporation of residential uses) and the retention of key town centre uses. The importance of a coherent town centre parking strategy is emphasised in order to maintain urban vitality and good design is promoted.

Replacement Structure Plan

- 12.2 The objectives of the RSP in respect of town centres are to promote their vitality as the main focus for new retail, leisure, entertainment, cultural and other investment through the sequential approach, diversity of activity and an attractive environment, and to encourage access to and within shopping areas by alternative modes of transport to the private car.
- 12.3 The RSP policies set out a hierarchy of urban centres within which retailing and other uses attracting large numbers of people will be located and the sequential basis on which such developments should be determined. Policies also set out how the viability of town centres will be strengthened and maintained, through improving the range and quality of facilities to encourage a vital and vibrant environment, increasing the diversity and quality of facilities and employment opportunities to meet the needs of the local population, increasing residential accommodation, improving access and the transport network and facilities for all modes, and supporting the conservation and enhancement of the historic character and townscape of town centres.

Brentwood Community Plan

- 12.4 The strategic objectives set out in the Community Plan are Borough-wide and, therefore, there are no specific objectives pertaining to Brentwood Town Centre. The strategic objectives referred to in the previous policy chapters are all, as appropriate, relevant to the Replacement Local Plan’s Town Centre Policies.

THE AIM AND OBJECTIVES OF THE PLAN’S TOWN CENTRE POLICIES

Overall Aim

To develop the role of Brentwood Town Centre as the community focus for the Borough, providing for shopping, cultural, leisure and commercial activities as well as a place to live and work

Supporting Objectives

- To safeguard and enhance the economic viability and vitality of the town centre and protect its position in the shopping hierarchy
- To facilitate the provision and maintenance of, where possible, a sufficient range,

quality and amount of retail floor space to meet the needs of the local catchment area

- To ease pedestrian/vehicular conflict and achieve environmental improvements by removing unnecessary through traffic from the High Street
- To encourage access to the town centre by alternative modes of transport to the private motor car
- To retain and enhance the character and quality of the town centre environment
- To ensure that non-retail uses do not detract from the viability and vitality of the shopping area
- To encourage the provision of cultural, entertainment and leisure facilities
- To retain existing residential accommodation within the town centre and seek, where possible, to provide additional residential accommodation, particularly small unit accommodation

INTRODUCTION

- 12.5 Brentwood Town Centre is the social focus of the Borough. It is not only the major shopping area, but also a centre for cultural, leisure and community facilities, attracting visitors from both within and from outside the Borough itself. It is also a centre for employment, particularly for service sector jobs (offices and retailing etc.), but also, on the Wates Way Estate for example, in other areas of employment.
- 12.6 The town centre area is also an area where people live, immediately adjacent to, but also within, the commercial core along the High Street and adjoining roads.
- 12.7 In addition, the centre is the hub of the town's road network. The High Street (A1023) is a Primary Distributor Road, providing an important east-west link through the town, whilst the A128 (Ongar Road/Ingrave Road) provides a similar heavily used route north-south. Both these roads become heavily congested, particularly when problems are experienced on the A12 and the M25.
- 12.8 The mixed and relatively intensive nature of uses within the town centre gives rise to benefits in terms of the wider choice of uses in close proximity to one another and accessibility by choices of transport, but also disbenefits due to congestion, pedestrian/traffic conflicts and conflicts between uses. There is clearly competition for the use of land, and the Plan, therefore, seeks to achieve an appropriate balance of mixed uses that meets the needs of residents living in the town centre, as well as the needs of those working, shopping and visiting the town centre, in a manner that safeguards the character of the centre.

Brentwood Town Centre Partnership

- 12.9 Following from one of the recommendations of the URBED Study¹⁰ into the future of Brentwood Town Centre, in January 2000 the Brentwood Town Centre Partnership held its inaugural meeting. The Partnership Board is made up of representatives from the business community, the Council and other local interest groups and individuals and has

¹⁰ "Brighter Brentwood: Strategy for Continued Success". URBED January 1999

adopted a mission statement as follows:

“Working in partnership, to co-ordinate, develop and implement town centre management initiatives which will maintain and enhance the attractiveness, vitality and economic viability of Brentwood for the benefit of retailers, residents, businesses, workers and visitors.”

12.10 The Partnership has also adopted a set of objectives:

- To ensure quality in every aspect of retailing by improving the shopping experience
- To develop a distinctive programme which builds civic pride through strong branding and promotes Brentwood Town centre as a focus for all the community, and for people of all ages
- To secure the appropriate, sustainable use of under-utilised land and buildings, thereby diversifying the town’s attractions
- To seek out new means of resourcing town centre initiatives including external funds such as lottery, landfill tax and conservation grants

12.11 In seeking to achieve these objectives the Partnership has identified a set of key tasks, and a 5-year plan and annual programme of projects. The Partnership has already, in its short period of existence, been highly successful in securing additional funding, sponsoring and encouraging a wide range of environmental, community safety and promotional projects and raising the public profile of the town centre.

12.12 The Partnership Board is an important consultee in taking the Replacement Local Plan through to adoption and will be a significant partner with the Council, in achieving the Plan’s aims and objectives for the town centre.

HOUSING

New Residential Accommodation

12.13 It is necessary to make the best use of existing development land, not only to achieve sustainable patterns of development but also to respond to the constraints on new development imposed by the Borough’s Green Belt location. The town centre is an area where higher density development would be appropriate and would meet the need for smaller and relatively cheaper accommodation.

12.14 Furthermore, given current levels of traffic congestion in the town centre (particularly during the morning and evening peak times) it is a desirable location for residential use, with its lower level of traffic generation and limited need for parking (due to the accessibility to non-car modes of transport and proximity to services and facilities).

12.15 In addition to the need to retain existing housing, therefore, it will also be an objective to increase the number of housing units within the town centre when redevelopment takes place (both in mixed-use schemes and solely residential proposals). There will be opportunities to provide additional residential accommodation when existing non-residential uses are redeveloped. In some instances, a mixed-use redevelopment may be appropriate.

12.16 The following policies for new residential accommodation have regard to the existing

mix of uses and other policy objectives of this Plan.

TC1 Vacant and Redevelopment Sites within Residential Allocated Areas

WITHIN THOSE AREAS ALLOCATED FOR RESIDENTIAL PURPOSES ON THE TOWN CENTRE INSET PLAN ANY VACANT SITE OR SITE TO BE REDEVELOPED WILL BE CONSIDERED ONLY FOR HOUSING PURPOSES

TC2 Residential Replacement

ANY REDEVELOPMENT PROPOSALS FOR A SITE WHICH INCLUDES EXISTING RESIDENTIAL UNITS WILL BE EXPECTED TO INCORPORATE, AS A MINIMUM, THE REPLACEMENT OF THOSE UNITS

TC3 Mixed Use Development

WITHIN THE AREA ALLOCATED FOR RESIDENTIAL/OFFICES/ SHOPS AND IN ANY OTHER REDEVELOPMENT PROPOSALS INVOLVING COMMERCIAL DEVELOPMENT OUTSIDE THE RESIDENTIAL/OFFICES/SHOPS ALLOCATION, THE OPPORTUNITY SHOULD BE TAKEN TO PROVIDE NEW RESIDENTIAL ACCOMMODATION AS PART OF A MIXED USE DEVELOPMENT.

Use of Upper Floors above Commercial Premises

- 12.17 For the reasons already stated in Paragraphs 12.13 and 12.14 above, the Council will also look favourably upon the change of use to residential of upper floors above existing commercial development. Residential may also provide a use for under-used or unused floor space that can lead to neglect and deterioration of a building. Some residential accommodation has previously been achieved through the “Living over the Shop” scheme (LOTS) and the Council will wish to pursue further opportunities, particularly for affordable housing in partnership with a registered social landlord.
- 12.18 The use of such accommodation for residential purposes will, therefore, be encouraged as a means of providing further small unit accommodation. The Council is aware that it may be difficult in some cases to achieve all the standards normally required for residential uses. Therefore, whilst it will be necessary to ensure that the amenities of prospective occupiers are safeguarded, a more flexible attitude may be adopted in respect of the Council's normal residential standards for private amenity space. However, there may well be occasions where residential uses are unsuitable and therefore in such circumstances, other uses may be considered subject to compliance with other policies in the Plan.

TC4 Use of Upper Floors above Commercial Properties

CHANGES OF USE OF UPPER FLOORS ABOVE EXISTING COMMERCIAL PREMISES TO RESIDENTIAL ACCOMMODATION WILL BE ENCOURAGED WITHIN THE TOWN CENTRE, PARTICULARLY TO PROVIDE AFFORDABLE UNITS OF ACCOMMODATION, PROVIDING THE FOLLOWING CRITERIA CAN BE SATISFIED:

i) REASONABLE FACILITIES AND AMENITIES ARE PROVIDED FOR PROSPECTIVE OCCUPIERS

ii) THE DEVELOPMENT DOES NOT RESULT IN DEMAND TO REPLACE STORAGE SPACE THAT MAY BE LOST

WHERE THE COUNCIL IS SATISFIED THAT RESIDENTIAL USES ARE UNSUITABLE, ALTERNATIVE USES MAY BE CONSIDERED APPROPRIATE SUBJECT TO OTHER POLICIES IN THE PLAN.

A Target and Indicator for monitoring this policy is set out in Chapter 13

Type of Accommodation

- 12.19 The town centre is a particularly suitable location for higher density, smaller units and lower cost housing. In the town centre, therefore, new housing should normally be one or two person units catering for the need for small, low-cost accommodation for single persons, starter homes, or people with limited mobility.

TC5 Type of Accommodation

ALL NEW HOUSING WITHIN THE TOWN CENTRE INSET PLAN AREA SHOULD BE IN THE FORM OF ONE OR TWO PERSON UNITS

A Target and Indicator for monitoring this policy is set out in Chapter 13

SHOPPING

- 12.20 Brentwood is one of 21 “Principal Town Centres” identified in the RSP, which are defined as “generally convenience shopping centres but also with a good range of comparison goods shops as well as service trades, public and community facilities. As a result they have more than a local role in the provision of shopping and retail services across the Structure Plan area”. The catchment area of the town centre equates generally to the Borough itself, a population of just over 70,000.
- 12.21 Brentwood Town Centre offers a wide range of shops and other facilities but faces considerable competition from surrounding centres, particularly Chelmsford, Romford, Basildon, Thurrock (Lakeside) and more recently the Bluewater development at Dartford. These are all sub-regional centres which serve an extensive area, offering a range of specialist shopping in comparison goods and a wide choice of retail outlets including multiples and department stores as well as service trades, entertainment and recreational facilities.
- 12.22 The proximity and attraction of these centres encourages people who live in Brentwood to travel elsewhere to shop and has resulted in an outflow of expenditure, on both convenience and comparison goods. It is necessary, therefore, to continue to enhance the attraction of Brentwood Town Centre in order that it remains viable and retains as much retail expenditure as possible within the Borough.
- 12.23 There are many factors that contribute to the attractiveness of the shopping area besides the range and quality of shopping. The quality of the shopping environment plays an

important role in encouraging people to shop in a particular centre and may have an impact in the long-term on its viability. Brentwood High Street is a Conservation Area and the Council continues to look to improve and enhance the character of the area in partnership with other bodies such as the Chamber of Commerce and the Town Centre Partnership. Previous large-scale environmental improvement schemes have improved the surface treatment in the High Street and St Thomas' Road, and provided improved street furniture and signage and enhanced the planting.

The Prime Shopping Area

- 12.24 The prime shopping area is defined on the Proposals Map and covers the area of 25-73A High Street, 14-54 High Street and The Baytree Centre shopping precinct. The area is identified as the main focus of the Shopping Centre, where the major multiple retail operators and services are located. The area is characterised by generally higher levels of pedestrian activity and the high demand for sites in this location leads generally to higher rental levels. (The new Sainsbury food store is a main retail attraction within the town centre, but is divorced from the identified prime shopping area.)
- 12.25 The attractiveness of the area as a prime location may lead to demand from services like banks, building societies, fast food restaurants, etc., which are in a position to afford the higher rental levels to locate there. These uses may restrict the availability of prime shopping floor space needed to attract retailers not presently represented and, therefore, further non-retail uses will be resisted.

New Shopping Development

- 12.26 Brentwood Town Centre will need to continue to extend the range and quality of shopping outlets in order to respond to and compete with the continuing development of other retail centres. Consideration, therefore, needs to be given to what opportunities exist for enhancing the provision of shopping.
- 12.27 Prior to the development of the Sainsbury food store on the former Thermos site to the north of the High Street, Brentwood had no superstore or other large modern food store either within or outside the town centre. There was, therefore, a large outflow of expenditure on convenience goods. The new Sainsbury store has now significantly added to convenience shopping provision in the town centre, both quantitatively and qualitatively. However, the other main food shopping provision in the town centre is of limited size i.e. the Somerfield store in The Baytree Centre, Iceland and the food department of the Marks and Spencer store. There is evidence that the Sainsbury store is over-trading and that there continues to be scope for further convenience food floor space in the town centre.
- 12.28 Not unexpectedly in a centre the size of Brentwood, the range of comparison shops is limited and a large outflow of expenditure is experienced. The land requirement for a large comparison store would, however, be significant. An out of town centre location for a large comparison store would be contrary to PPS6 and would require an unacceptably large incursion into the Green Belt on a "green-field site", with undoubted local transport implications and a detrimental effect on existing centres.

Proposed Retail Strategy

- 12.29 In assessing the potential for further retail provision within the town centre, there are only two sites of any significant size that can be identified at the present time: The Baytree Centre and the William Hunter Way Car Park.

- 12.30 The Baytree Centre provides an important opportunity for improving shopping provision in the town centre. The centre has long been criticised as unwelcoming, poorly designed and in need of improvement. The study undertaken by URBED referred to the centre as “the hole in the heart of Brentwood”. Proposals for the refurbishment of the centre, which include some 2,500 sq.m. of new retail floor space, the re-use of Beckett House for residential, and new leisure use are expected to be completed in 2005.
- 12.31 The William Hunter Way Car Park is the only large open site left within the town centre. There are clearly a number of competing uses for the site, and it would be difficult, if not impossible, to meet all the potential demands. At present though the surface car parking provides an important function, contributing to in the attraction and viability of the town centre.
- 12.32 The Council is of the view that, in strategic terms, the most appropriate location for further retail improvements within the town centre, be it food or non-food, would be on the south side of the High Street and that the priority should be for the development of The Baytree Centre site as opposed to the William Hunter Way Car Park. The reasons behind this view are:
- The previous poor state of The Baytree Centre and the resulting negative impact that this has on the centre as a whole.
 - The need to balance the effect that the Sainsbury store has had on the “centre of gravity” of the shopping area, by developing retail provision on the southern side of the High Street.
 - The existing major contribution that the William Hunter Way Car Park makes to the viability of the centre through its role as the most important town centre surface car park.
- 12.33 This view does not preclude the consideration of the William Hunter Way Car Park for redevelopment, in whole or part, for a mix of uses (whether it be shopping or other uses) should proposals come forward, or indeed the consideration of any proposal to enhance shopping provision in the town centre.

The William Hunter Way Car Park

- 12.34 The policy for this site is set out under the “Transport” section later in this chapter (see Policy TC10), as it is intended to retain the site for short stay parking, whilst, as stated above, not precluding consideration of any proposals that may come forward for a mixed use development in the future.

Small Scale Shops

- 12.35 Small shops on the periphery of the main shopping area are important to the town centre since they provide a source of retail accommodation at relatively cheaper rents than a prime High Street unit, and allow small independent retailers to set up in business offering goods and services, often more diverse than those available in the High Street. Such areas in Brentwood Town Centre are Hart Street, Crown Street, Ongar Road, Kings Road and The Arcade. It is important for the continued viability of these areas and to the overall attraction of the centre (due to the wider choice provided for shoppers) that these small shops are maintained, as far as possible. In considering any development proposals in these areas the Council will seek to maintain the size and character of the existing shop units. The Council's control is, in practice limited, as, for example, the amalgamation of adjoining shop units to provide for a single larger outlet

would not normally require planning permission. Nevertheless, in any redevelopment proposals the Council would wish to see small shop units retained.

- 12.36 The conversion of the existing residential units to retail use in Crown Street is to be resisted in the light of the need to retain residential properties, particularly small units, within the town centre area (as outlined in the Housing Chapter of this Plan).

TC6 Small Scale Shops

CROWN STREET, ONGAR ROAD, THE ARCADE AND KINGS ROAD ARE ALLOCATED FOR SMALL-SCALE SHOPS AS DEFINED ON THE PROPOSALS MAP. LARGER SHOP UNITS WILL NOT BE ALLOWED IN THESE AREAS.

Non-Retail Uses

- 12.37 Retail uses compete with a range of other uses for a presence within the main commercial frontages. Some of these other uses, e.g. building societies, banks, estate agents, restaurants, takeaways etc, are both appropriate and beneficial to the centre by attracting people into the area for services and entertainment. Banks and building societies provide financial services that are often linked to a shopping trip. Restaurants, takeaways and public houses can provide a buoyant appearance, contributing to the attractiveness and vitality of the area, and providing variety and activity outside normal business hours. However, too great a concentration of such uses can be detrimental to the overall role of the town centre for retailing, leading to a reduction in the range and choice of retail goods available within the centre, and may potentially isolate some retail premises from the main shopper/pedestrian flows that will ultimately reduce their viability. It is important that non-retail uses continue to make greater efforts to incorporate window displays and overcome any potential problem for the creation of “dead frontages”.
- 12.38 Uses such as public houses and takeaways can, however, have adverse effects on neighbouring properties, particularly residential accommodation, due to noise, smells and litter and other anti-social behaviour. This has been a particular problem with the increase in public houses and restaurants/takeaways at the western end of the High Street. Whilst there is a markedly more buoyant character to this end of the town centre, the Council is working with the owners of premises and landlords, the police and others to overcome the unfortunate anti-social, late night problems that have arisen. The Council has also decided to rescind its more relaxed policy to A3 uses (as defined prior to 21 April 2005) in this area and bring it in line, once again, with the rest of the town centre.
- 12.39 To avoid an over-concentration of non-retail uses within the town centre and reduce potential problems, Policy TC7 aims to strike a balance between these potentially competing uses, ensure a broad range of shopping opportunities, provide for a reasonable dispersal of uses throughout the centre and achieve the integration of non-retail uses into the general shopping environment (the one exception to this policy is St. Thomas Road - Policy TC8). As stated in paragraph 12.25, no further non-retail uses will be allowed in the Prime Shopping Area.
- 12.40 The Arcade will also be subject to a greater restriction on the provision of A2, A3, A4 and A5 uses due to the particular character of this enclosed shopping area in terms of the size of units and its perceived vulnerability to an over-concentration of non-retail

TC7 Non-Retail Uses

(i) WITHIN THE GROUND FLOOR OF PREMISES IN EACH OF THE FOLLOWING BLOCKS A FURTHER A2, A3, A4 OR A5 USE WILL BE ALLOWED ONLY WHERE:

(1) IT WOULD RESULT IN NO MORE THAN TWO ADJACENT NON-RETAIL USES, AND

(2) IT WOULD RESULT IN NO MORE THAN 40% OF UNITS IN ANY OF THE BLOCKS BEING USED FOR NON-RETAIL USES,

- a) 52-76 ONGAR ROAD, 4 NORTH ROAD AND 49-71 ONGAR ROAD**
- b) 1-23 AND 2-12 HIGH STREET, 1-11 AND 2-6 INGRAVE ROAD, BANK CHAMBERS, 3-25, 2,4,6,14,14A AND 16 ONGAR ROAD**
- c) 2-30, 60 & 62 AND 5-31 CROWN STREET, AND 1-7 HART STREET**
- d) 21-51, 36-48 KINGS ROAD**
- e) 56-114 AND 75-137 HIGH STREET**
- f) 120, 141-159 HIGH STREET AND 2 WEALD ROAD**

(ii) WITHIN THE BRENTWOOD ARCADE A FURTHER A2, A3, A4 OR A5 USE WILL BE ALLOWED ONLY WHERE:

(1) IT WOULD RESULT IN NO MORE THAN TWO ADJACENT NON-RETAIL USES, AND

(2) IT WOULD RESULT IN NO MORE THAN 25% OF UNITS BEING USED FOR NON-RETAIL USES,

(iii) WITHIN THE PRIME SHOPPING AREA (DEFINED AS 25-73A AND 14-54 HIGH STREET, AND THE BAYTREE CENTRE) NO FURTHER A2, A3, A4 OR A5 USES WILL BE ALLOWED.

WHERE A3, A4 OR A5 USES MEET THE ABOVE CRITERIA, PLANNING PERMISSION WILL ONLY BE GRANTED WHERE THE IMPOSITION OF CONDITIONS REGARDING, INTER ALIA, HOURS OF OPENING AND CONTROL OF NOISES AND SMELLS CAN PROTECT THE AMENITIES OF ADJACENT RESIDENTS AND THE SURROUNDING AREA. APPLICANTS WILL BE REQUIRED TO SUBMIT DETAILS OF EXTRACTION, FILTRATION, REFRIGERATION OR AIR CONDITIONING UNITS WITH THEIR APPLICATION.

APART FROM CHANGES OF USE TO A2, A3, A4 AND A5 IN ACCORDANCE WITH THE POLICY SET OUT ABOVE, CHANGE OF USE TO ANY OTHER NON-RETAIL USES WILL NOT BE ALLOWED.

Note:

(1) The identification of the above blocks does not necessarily imply that a further A2 or A3 use can be accommodated at the present time.

(2) For the purpose of calculating the above percentages, account will be taken of any outstanding unimplemented planning permissions.

A Target and Indicator for monitoring this policy is set out in Chapter 13

EMPLOYMENT

- 12.41 There is only one area allocated for General Employment purposes within the town centre, Wates Way, off Ongar Road. Any proposal for this area would be considered in the light of the Borough-wide Employment Policy E1.
- 12.42 The Town Centre is an important location for office uses, either purpose built free standing office buildings or as part of mixed-use premises. The recent 4360 sq.m (gross) office development on the Kings Road frontage to the south of Hart Street is the first speculative office development to be built since 1990 and, together with the recent British Telecom office development on the former St. Faiths Hospital site on the western edge of the town centre, indicates the continuing attraction of Brentwood as an office centre.
- 12.43 Any further office proposals within the town centre will be considered against the Borough-wide Employment Policy E2.

Professional and Financial Office Developments

- 12.44 In addition to commercial office developments, there are also professional and financial office uses consisting of banks, building societies, solicitors, estate agents, employment agencies, etc. These are grouped together within the Town and Country Planning (Use Classes) Order 1987 as Class A2 uses. As discussed above in relation to the Town Centre's shopping function, these uses generally provide a local service, are small in scale and may have a recognised relationship with the retail function of the shopping area and in certain circumstances be appropriate to a retail frontage. Such uses are well represented in all major shopping centres and Brentwood is no exception. However, as stated previously, the Council is concerned to control within reasonable limits the proliferation of such uses within the shopping frontages (and this is dealt with in Policy TC7 above).
- 12.45 Since Brentwood is reasonably well represented with Class A2 uses in the town centre (and there remains some further opportunities for such uses within shopping frontages in accordance with Policy TC7), the areas specifically allocated for Class A2 uses are limited. There is a concentration of estate agencies along part of St. Thomas' Road which arose largely from changes which took place prior to the implementation of the Council's policies and it is considered appropriate that this particular stretch of frontage should be retained specifically for A2 uses.
- 12.46 Elsewhere in the town centre, such uses shall be confined to areas allocated for residential/office/shops outside the Prime Shopping Area (as set out in the Policy TC7) and other areas allocated or used for offices.

TC8 Professional/Financial Office Uses

NOS. 1-17 AND 16-26 ST. THOMAS' ROAD AS IDENTIFIED ON THE PROPOSALS MAP ARE ALLOCATED FOR CLASS A2 USES. OUTSIDE OF THIS SPECIFIC AREA FURTHER CLASS A2 USES WILL ONLY BE ALLOWED IN THE TOWN CENTRE AREA AS SPECIFIED IN POLICY TC7 OR WITHIN THOSE AREAS ALLOCATED OR USED FOR OFFICE PURPOSES.

The Telephone Exchange

- 12.47 The existing telephone exchange building is, due to its height, a very prominent but visually unattractive building. It is also underused with a number of the floors unoccupied. Should the site be redeveloped or re-used then it is considered that, given its location, a mixed-use development including either residential uses or some form of leisure or recreational use or commercial office use, would be appropriate. It is considered that the potential for retail uses would be constrained by the site's backland location. Any non-residential use would need to consider the amenities of residents of Brentwood Place and the problems of access and traffic generation

TC9 The Telephone Exchange

ANY PROPOSALS FOR REDEVELOPMENT/RE-USE OF THE TELEPHONE EXCHANGE SHALL INCLUDE A MIX OF USES INCLUDING RESIDENTIAL, LEISURE/ RECREATIONAL, AND B1 USES.

TRANSPORT

- 12.48 The town centre is an area of mixed uses, a place where people live, work, shop and socialise. This mix of functions and uses give rise to heavy flows of traffic within the town centre area and a high demand for parking spaces. Congestion is a particular problem within the town centre, particularly at the peak periods when those travelling to and from work are joined by large numbers of vehicle movements to and from the many schools surrounding the central area. The High Street is also a Principal Distributor Road and attracts large numbers of vehicles passing through the centre. Road congestion is significantly worsened if problems occur on either the A12 or M25.
- 12.49 In addition to those visiting or passing through the centre in private cars there is clearly a need to provide for larger vehicles visiting and servicing the commercial premises within the town centre. If the situation continues unchecked, it could result in the town centre becoming so congested and parking so difficult that people would be unwilling to come into the centre to shop and use the other facilities, and its viability would suffer in the long term. Similarly, the quality of environment for residents living in the town centre area would deteriorate.
- 12.50 A High Street Transportation Study has been undertaken and Essex County Council has agreed to proceed with improvements to the town centre highway network.
- 12.51 At the same time, as set out in the main Transport Chapter, the Council will seek to reduce the levels of car usage and encourage more sustainable modes of transport, critically assess new car parking proposals in the town centre and elsewhere, and undertake measures to increase highway safety.

Parking

(i) Long-Stay

- 12.52 Government policy is to reduce the provision of long-stay car parking. The availability of long-stay parking within the town centre at present is limited. Many of the existing commercial uses do not have adequate staff parking on site and this causes problems

when people who work in the town centre park all day in nearby residential streets. The use of maximum car parking standards is likely to exacerbate this problem. Residents parking schemes and on-street parking controls have been gradually implemented and will continue to be examined in appropriate locations to help combat this problem (see Policy T8).

(ii) Short-Stay

- 12.53 Whilst Government policy seeks to encourage greater use of public transport, cycling and walking, it recognises that in order to maintain the viability of shopping centres there will continue to be a justification for appropriate levels of short-stay shoppers' car parking. It is necessary to ensure that the economic viability of the town centre and its ability to continue to compete with other shopping centre is not undermined by the inability of shoppers being able to find a secure, safe, well laid out parking space in reasonably close proximity to the shops.
- 12.54 Any proposals for car parking within the town centre will be considered against the Council's parking strategy and policies set out in the Transport Chapter and the parking standards in Appendix 2.

Site of the William Hunter Way Car Park

- 12.55 Convenient surface car parking is considered to be very important to the continuing viability of the centre and this car park is a very important asset within the town centre for short-stay parking. It is proposed for the time being that this land continues to be used for surface car parking with the number of spaces being maintained and its lay out improved. The area also has a potential for the provision of other important town centre uses and its retention for short stay parking does not preclude its consideration, in whole or part for redevelopment for a mix of uses (whether it be shopping, residential or leisure), should proposals come forward. However, it is felt that any decision on the future of this important site should be taken in the context of proposals for The Baytree Centre (see discussion on retail strategy in Paras.12.29 to 12.33).

TC10 Site of the William Hunter Way Car Park

WHILST NOT PRECLUDING CONSIDERATION OF ANY PROPOSALS THAT MAY COME FORWARD FOR THE REDEVELOPMENT OF THE LAND, IN WHOLE OR PART, FOR A MIXED USE DEVELOPMENT, THE SITE OF THE WILLIAM HUNTER WAY CAR PARK IS TO BE RETAINED AND IMPROVED FOR SHORT STAY SHOPPERS' CAR PARKING IN LINE WITH POLICY T6. EXISTING LONG STAY PARKING WILL BE CRITICALLY ASSESSED AND, WHERE APPROPRIATE, REDUCED.

THE LONGER TERM FUTURE USE OF THE SITE WILL BE RECONSIDERED IN THE LIGHT OF THE CONCLUSIONS OF THE HIGH STREET AREA TRANSPORTATION STUDY AND AN ASSESSMENT OF SHOPPING DEMAND FOLLOWING THE COMPLETION OF THE REFURBISHMENT OR REDEVELOPMENT OF THE BAYTREE CENTRE

Traffic in the High Street

- 12.56 Proposals for High Street improvements have been agreed by Essex County Council, and work is to be progressed on the design process. Whilst the Borough Council is

generally supportive of the improvement measures it has formally resolved not to support the proposal for a link road between Kings Road and the High Street as part of the High Street Improvement Scheme but supports an alternative scheme incorporating a double mini roundabout. The Borough Council would also wish to see the scheme designed to retain bus routes through the High Street.

TC11 Traffic in the High Street

THE COUNCIL WILL SEEK THE IMPLEMENTATION OF PROPOSALS TO REMOVE UNNECESSARY THROUGH TRAFFIC IN THE HIGH STREET TOGETHER WITH OTHER AGREED PROPOSALS RESULTING FROM THE CONCLUSIONS OF THE HIGH STREET AREA TRANSPORTATION STUDY

TOWNSCAPE

Archaeology and Conservation

- 12.57 The historic core of the town (which comprises principally the High Street between Ongar Road/Ingrave Road and Kings Road/Weald Road) is the subject of an archaeological assessment as part of a study of historic towns in Essex by the County Council¹¹, which has been adopted as Informal Planning Guidance. Any development proposals within the town centre will be considered against the information and assessment methodology set out in that document. Where appropriate, developers will be required to fund an archaeological assessment of their development sites.
- 12.58 Because of its historic character and the presence of a number of Buildings of Special Architectural and Historic Interest (Listed Buildings) the town centre has been designated as a Conservation Area. The extent of this area is shown on the Proposals Map and development proposals will be considered against the criteria set out in Policies C14-C17 to protect and preserve the character of the Conservation Area and all listed buildings.

Landscaping in the Town Centre

- 12.59 Because of high land values there is always pressure to develop every available space in a town centre location and to extract maximum value from a site through high-density development. Such forces can easily lead to the permanent loss of open spaces and neglect of landscaping in developments. Collectively such tendencies inevitably result in a stark and unattractive urban environment for residents and visitors alike. Whilst, therefore, it follows sound sustainable principles to maximise the use of previously developed land, it is equally important to retain and enhance the quality of the urban environment through the provision of well maintained and laid out open spaces and planting. (See Policy TC17).
- 12.60 In addition to protecting existing open space and amenity areas, the Council will seek to encourage more tree planting and other landscaping works within the town centre area whilst also carrying out planting schemes on publicly owned land themselves. Much has been achieved recently through the Borough's involvement in "Anglia in Bloom" and its own "Brentwood in Bloom" competitions, and this and other initiatives will continue to be progressed through the Council's Countryside Management.

¹¹ *Essex Historic Towns. Essex County Council 1999*

TC12 Landscaping in the Town Centre

EXISTING LANDSCAPING AND PLANTED AMENITY AREAS WILL BE RETAINED AND ENHANCED AND NEW PLANTING WILL BE ENCOURAGED ON BOTH PRIVATELY AND PUBLICLY OWNED LAND, PARTICULARLY WITHIN VISUALLY PROMINENT OR PUBLIC LOCATIONS.

Borough-Wide Policies C5, C7 and C12 also apply.

Pedestrian Areas

- 12.61 Extensive improvement works have been carried out in the High Street in recent years, including surface treatments in the High Street and St Thomas Road, the provision of new street furniture and signage, an improved lighting and landscaping. Further proposals will seek to build upon and further enhance the works already carried out. It is the intention of the Council to undertake further improvement works in surrounding areas to generally enhance the town centre environment and improve pedestrian routes between residential, commercial and shopping areas. Particular attention will be given to the Hart Street area and the pedestrian links to the northern side of the High Street and to The Baytree Centre. (Borough-wide Policy LT13 also applies.)

TC13 Pedestrian Areas

EVERY OPPORTUNITY WILL BE TAKEN WITHIN THE TOWN CENTRE TO ENHANCE THE ENVIRONMENTAL QUALITIES OF EXISTING PAVED AND HARD SURFACED AREAS THROUGH THE USE OF APPROPRIATE MATERIALS AND SURFACE TREATMENTS, DESIGN, STREET FURNITURE AND PUBLIC ART. IMPROVEMENTS WILL BE PARTICULARLY SOUGHT WITHIN HART STREET/CROWN STREET, THE BAYTREE CENTRE REFURBISHMENT AND WITHIN THE PEDESTRIAN LINKS TO THE NORTH OF THE HIGH STREET AS PART OF ADJACENT DEVELOPMENT PROPOSALS OR THROUGH HIGHWAY IMPROVEMENT SCHEMES.

Advertisements and Shop Fronts

- 12.62 All proposals for advertisements and shop fronts will be judged against the Borough-wide policies set out in the Conservation and Protection of the Environment Chapter (Policies C20-C24). Policy C22, however, specifically excludes the Town Centre Conservation Area as the Council recognises that the commercial nature of this area requires a more flexible attitude to advertisements than should apply in other Conservation Areas.
- 12.63 Generally, the policy for Brentwood Town Centre seeks to discourage the use of plastic fascias and box signs with internally illuminated advertisements. It is recognised that there are examples of existing internally illuminated signs within the High Street. The majority of these are within the prime shopping area in the central and eastern end of the High Street. Most of these advertisements are illuminated letters only on a non-illuminated background or freestanding letters, which are less harmful in their impact than a fully illuminated fascia. However, most of the shop units still have either

external illumination or no illumination. It has also been evident that recent occupiers are choosing to install better quality shop front designs, with more traditional materials and no internal illumination of advertisements.

- 12.64 The use of plastic fascias and projecting box signs associated with internally illuminated advertisements are generally an unattractive feature and will normally be out of place in historic shopping streets, and specifically on listed buildings. Painted timber fascias, therefore, will normally be required throughout the town centre Conservation Area. However, the design and materials of some of the more modern buildings (post 1950s) would allow, in principle, for a fascia incorporating an internally illuminated advertisement but only where it would not be detrimental to the character of that building or its shop front design. In order to control their impact, in such cases the fascia should have a matt finish, lettering should be flush with the fascia background and internal illumination should be letters only. On pre-1950s buildings within the High Street any illumination should be external only.
- 12.65 Elsewhere in the town centre Conservation Area, outside the High Street, internally illuminated signs will not normally be allowed. These areas are of a different character to the High Street, being narrower, the scale of development is generally smaller and there are a greater variety of uses, including residential.
- 12.66 On more modern buildings within the town centre, the design and materials may make it more difficult to create a shop front in keeping both with the more traditional design and with the upper floor. In such cases, a compromise may well be necessary to achieve an acceptable solution but, nevertheless, the design of such shop fronts should respect the design principles of scale, proportion etc., which would be sought elsewhere.

TC14 Advertisements and Shop Fronts

WITHIN THE BRENTWOOD TOWN CENTRE CONSERVATION AREA INTERNALLY ILLUMINATED ADVERTISEMENTS WILL ONLY BE ALLOWED ON MODERN BUILDINGS* WITHIN THE HIGH STREET IN CIRCUMSTANCES WHERE THE DESIGN AND MATERIALS OF SUCH ADVERTISEMENTS WOULD NOT BE UNACCEPTABLY DETRIMENTAL TO THE CHARACTER OF THAT BUILDING AND THE DESIGN OF THAT SHOP FRONT. IN SUCH CASES, FASCIAS SHOULD:

(i) HAVE A MATT FINISH

(ii) INCORPORATE LETTERING AND SYMBOLS WHICH ARE FLUSH WITH THE FASCIA BACKGROUND

(iii) HAVE INTERNALLY ILLUMINATED LETTERS ONLY ON AN UNILLUMINATED NON-TRANSLUCENT BACKGROUND; AND

(iv) COMPLY WITH THE RELEVANT CONDITIONS AND LIMITATIONS SET OUT IN CLASS 4B OF THE 1992 ADVERTISEMENT REGULATIONS¹

ON ALL OTHER BUILDINGS IN THE HIGH STREET AND ON ALL BUILDINGS BEYOND THE HIGH STREET INTERNAL ILLUMINATION WILL NOT BE ALLOWED. ON THESE BUILDINGS SIGNS SHOULD BE PAINTED TIMBER AND OF A SIZE TO PRESERVE OR ENHANCE THE CHARACTER OF THAT BUILDING AND THAT OF THE CONSERVATION AREA AS A WHOLE.

ALL PROPOSALS IN THE CONSERVATION AREA WILL BE EXPECTED TO TAKE ACCOUNT OF THE RELEVANT SECTIONS OF THE ADVERTISEMENT AND SHOP FRONT DESIGN GUIDANCE SET OUT IN APPENDIX 3.

WHERE EXPRESSED CONSENT IS REQUIRED, PROJECTING BOX SIGNS, WHETHER ILLUMINATED OR NOT, WILL NOT BE ALLOWED ANYWHERE WITHIN THE CONSERVATION AREA.

*** Buildings generally post World War II**

¹ The Town and Country Planning (Control of Advertisements) Regulations 1992

Shop Fronts facing William Hunter Way

- 12.67 The Council is keen to attract users of the Sainsbury food store and the surface car parks on William Hunter Way into the High Street commercial area with and to encourage pedestrian flows between them. This can be enhanced not only by improving the existing pedestrian links between the High Street and William Hunter Way, but also by encouraging the provision of double fronted units, subject to due regard to highway and pedestrian safety in William Hunter Way.

TC15 Shop Fronts facing William Hunter Way

ON PREMISES FRONTING THE NORTH SIDE OF THE HIGH STREET, THE PROVISION OF AN ADDITIONAL SHOP FRONT ON TO WILLIAM HUNTER WAY WILL BE ENCOURAGED, SUBJECT TO COMPLYING WITH POLICY C20. IN ANY REDEVELOPMENT PROPOSALS AFFECTING SUCH PREMISES, THE COUNCIL WILL SIMILARLY ENCOURAGE THE PROVISION OF DOUBLE FRONTED SHOP UNITS.

Non-Illuminated Advertisements fronting William Hunter Way

- 12.68 Where a shop front is formed on to William Hunter Way, the property is able to take advantage of the deemed consent allowed under the Advertisement Regulations to display an illuminated sign. However, few shops have, to date, created a double frontage on to William Hunter Way and many units are constrained from achieving this due to the nature of the rear of the High Street, with many businesses having rear service yards/parking areas, untidy single storey outbuildings or rear projections or indeed, in some cases, no rear access at all. Many High Street properties, therefore, do not have the ability to take advantage of deemed consent, which restricts advertisements to no higher than 4.6 m above ground level (or the bottom of the first floor windows, whichever is the lower).
- 12.69 In order to attract users of the Sainsbury store and the adjoining surface car parks into the High Street, the Council will allow non-illuminated advertisements above 4.6 m on the rear elevation of properties fronting the north side of the High Street, where it is considered that it would not be detrimental to the amenities of the area or the character and appearance of the building.

TC16 Non-Illuminated Advertisements fronting William Hunter Way

A NON-ILLUMINATED ADVERTISEMENT WILL BE ALLOWED ON THE REAR ELEVATION OF HIGH STREET PROPERTIES FACING WILLIAM HUNTER WAY ABOVE 4.6 METRES FROM GROUND LEVEL, PROVIDED THAT IT WOULD COMPLY WITH THE CRITERIA IN POLICY CP1

LEISURE, COMMUNITY AND HEALTH SERVICES

Public Open Space/Amenity Areas

POLICY TC17 (OPEN SPACE/AMENITY AREAS) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Cultural, Entertainment And Leisure Facilities

POLICY TC18 (NEW CULTURAL, ENTERTAINMENT OR LEISURE USES) WAS NOT SAVED BEYOND 25 AUGUST 2008 AND THEREFORE NO LONGER FORMS PART OF THE LOCAL PLAN

Medical/Health Uses

- 12.76 There are, typically, two options for the location of doctors' or dentists' surgeries, and other medical/health uses. These are either within residential areas, close to the population they serve, or in town or district centres, where they are accessible to a greater number of people by a variety of transport modes.
- 12.77 Within the town centre area, the Council has for many years maintained a specific allocation for medical and related uses at Nos. 17-31 Shenfield Road. This has provided a useful and suitable location for these uses, but its capacity for further uses is limited. Whilst the Council's policies seek to retain (and indeed increase) residential accommodation within the town centre, it is recognised that the demand for a wider range of medical-type uses will continue. As a balance between these potentially conflicting requirements, changes of use from residential to medical and paramedical use will be allowed within 17-33 Shenfield Road, but elsewhere proposals will need to comply with all of the criteria in Policy CP1.

TC19 Medical/Health Uses

PROPOSALS FOR PRIMARY AND COMMUNITY BASED HEALTHCARE USES (SUCH AS GENERAL PRACTITIONERS, DENTISTS, CHIROPODISTS, PHYSIOTHERAPISTS AND SIMILAR MEDICAL/HEALTH USES) WILL BE ALLOWED WITHIN 17-31 SHENFIELD ROAD. ELSEWHERE SUCH PROPOSALS WILL NEED TO CONFORM TO THE CRITERIA IN POLICY CP1.

IMPLEMENTATION AND MONITORING

13. IMPLEMENTATION AND MONITORING

IMPLEMENTATION

- 13.1 The Local Plan sets out a framework for development within the Borough over the period of the Plan i.e. to the year 2011. The levels of development and the particular policies and proposals are very much a product of national, regional and Structure Plan guidance being interpreted and defined at the local level. The Borough's Green Belt location and the continuing identification of the area as one of restraint on development in the Replacement Structure Plan Countywide Strategy means that there are no major developments, proposed or envisaged. The policies and proposals of the Brentwood Replacement Local Plan are, in the main, directed at ensuring that the location, scale, type and design of development is appropriate in order to protect and conserve the character of the Borough and the amenities of those living, working and visiting the Borough.
- 13.2 Effective implementation of the Plan's policies is not wholly within the control or the responsibility of the local planning authority, but requires the co-operation and input from other public authorities and private organisations. The current financial limits upon Local Government dictate that, in general, development will be reliant upon the private sector and implementation will generally, therefore, be managed through the development control process. Effective on-going consultation will be necessary with the service and utility providers to ensure that as far as possible their investment programmes provide for the development needs of the Borough.
- 13.3 Apart from the development control process, the Council will also implement the Local Plan through its other corporate programmes and strategies, either existing or in the course of preparation. These include:
- The Community Plan
 - The Housing Strategy
 - The Local Agenda 21 Strategy
 - The Sports and Recreation Strategy
 - The Cultural Strategy
 - The Transportation Strategy (as part of the Local transport Plan)
 - The Road Safety Strategy
 - The Cycling Strategy
 - The Economic Development Strategy
 - The Crime and Disorder Reduction Strategy
 - The Community Safety Strategy
 - The Waste Management Strategy
 - The Recycling Strategy
- 13.4 In addition, during the course of the Plan, further work will be undertaken to bring forward detailed programmes of works for consideration and prioritisation to achieve, for example, environmental improvement and landscaping schemes and, subject to Highway Authority agreement and funding, proposals in furtherance of the concepts of "Home Zones" and "Quiet Lanes".
- 13.5 The uncertainties of the economy, private investment and business confidence, site availability and infrastructure capacity, together with Central Government restraints on

public spending make it difficult to anticipate timing with any degree of confidence. Where appropriate, the Council will endeavour to aid early implementation of proposals through partnership with the private sector and other agencies. In general the Council will seek to achieve through its own programmes, and through encouragement of the private sector and other public bodies, a steady and managed implementation of development to meet the needs of the Borough over the whole of the Plan period and will monitor the Plan to ensure that this is achieved.

MONITORING

The Government Requirement for Plan Monitoring

- 13.6 The Government is committed to a plan-led system of development control. This is given statutory force by section 38(6) of the Planning and Compulsory Purchase Act 2004. Where an adopted or approved development plan contains relevant policies, Section 38(6) requires that an application for planning permission or an appeal shall be determined in accordance with the plan, unless material planning considerations indicate otherwise. Conversely, applications that are not in accordance with the relevant Plan policies should not be allowed unless material planning considerations justify granting planning permission.
- 13.7 These statutory requirements are repeated in PPS1 and PPS12, which also add that the plan-led system can only be successful and command public confidence if plans are in place and kept up to date. Part II of the 2004 Act requires local planning authorities to keep all matters under review that are expected to affect the development of the area, or the planning of its development. PPS12 also states that, as far as possible, policies and proposals of all development should be expressed in a form that will facilitate monitoring and review and that the reasoned justification should include an indication of how monitoring and review are to be carried out, emphasising the critical features upon which the plan is based.
- 13.8 Specific reference to the need for monitoring is set out in PPG3 “Housing”, which encourages the “plan, monitor and manage approach” to the provision of future housing. The guidance advises that housing requirements and the means by which they are met need to be kept under constant review, and, as appropriate, policies and proposals amended to reflect any changes in circumstances. This principle can be applied to other policies and proposals in the plan.
- 13.9 Government advice provides further guidance on the approach to be taken to monitoring and review and states that local planning authorities should publish regular monitoring reports. The government publication “Development Plans – A Good Practice Guide” (DETR 1992) provides examples of good practice.

Monitoring of the Replacement Local Plan

- 13.10 The Replacement Local Plan, therefore, must be part of a process that ensures that it is responsive to change and continues to be up to date and thereby remains effective, relevant and realistic.
- 13.11 The plan itself needs to show how the aims, objectives and policies are measured and evaluated throughout the plan period in order to assess the successful achievement of the intended outcomes. To this end, where considered appropriate, a set of output indicators and targets are identified for the Plan’s policies. These targets and indicators are set out in full at the end of this chapter and are all relevant to the assessment of the Plan’s

progress in achieving Sustainable Development (and are set out in the Sustainability Appraisal Report against the main sustainability principles appropriate to each target).

- 13.12 Whilst monitoring these “performance” targets and indicators is a continual process, it is intended that the results of the monitoring will be published annually in a formal report. This report will also enable the targets and indicators themselves to be monitored and reviewed in relation to their usefulness and appropriateness, such that they, themselves, may be amended over the period of the Plan. Many policies are not set targets either because they are not appropriate or the means of effective monitoring is not available. Greater development of information technology in the monitoring process may improve on the Council’s ability to assess the performance of some of the Plan’s policies and, therefore, future monitoring reports may add to the list of targets and indicators. As with implementation, achievement of the plan’s targets requires a partnership of action between all of the various organisations and bodies, public and private, involved in the sustainable social, economic and environmental development of the Borough.
- 13.13 Monitoring the Replacement Local Plan will not only involve an assessment of the plan’s policies and proposals but also changes to external factors affecting the Plan.
- 13.14 The Replacement Local Plan is set within the context of a hierarchy of Development Plan policies as detailed in:
- (i) National planning policy – Acts of Parliament, Statutory Regulations, Government Circulars, Planning Policy Guidance Notes and Planning Policy Statements,
 - (ii) Regional Planning Guidance, and
 - (iii) Structure Plan policies.

These documents are the subject of periodic review and update and, therefore, require monitoring to ensure that the Local Plan remains up to date in terms of its conformity with such plans and policy guidance. As set out in the Planning Green Paper “Planning – Delivering a Fundamental Change” the government has undertaken a radical review of the current Development Plan arrangements with the replacement of the Structure Plan/UDP/Local Plan system with a new Local Development Framework and is reviewing and replacing Planning Policy Guidance Notes with Planning Policy Statements. Likewise new regional planning guidance, now to become the Regional Spatial Strategy, is currently being prepared for the East of England (RSS14).

- 13.15 Other bodies and agencies responsible for the provision of public services, transport and community services publish their own programmes for future investment, which may be revised in relation to availability of funding, priorities, scale and timing. Such changes may have implications for development proposals in the Replacement Local Plan.
- 13.16 There is much information available on future social and economic trends and forecasts that are published by a variety of sources, including government departments and agencies, charitable organisations and academic institutions. Information that will become available with the publication of the 2001 Census on demographic and social patterns will, in particular, need to be assessed. Such changes have a direct effect on housing and public services. Shifts in employment, recreation and retail patterns lead to demands for new facilities and others becoming redundant.
- 13.17 The Council will also continue to carry out its own surveys on, for example, urban capacity, residential land availability, the occupiers on the main employment areas and the availability of vacant industrial, warehousing, office and shop premises.

- 13.18 In addition, policies may lose public or political support over time. It is important, therefore, to continually involve the public in the on-going process of monitoring and reviewing the Plan in order that it can take account of, and respond as necessary, to any changes in the views of the public. Feedback from the public through elected representatives and through questionnaires and the Best Value process will enable the Council to monitor changing needs and attitudes.
- 13.19 Whilst it is not envisaged at this time that there will be any requirement for a fundamental change to the adopted Replacement Local Plan during the period of the Plan, the continuous monitoring of the Plan will be used to inform decisions on the need, scope and timing of a Plan review. Such a review would be carried out in accordance with the statutory procedures.
- 13.20 As referred to previously, an Annual Monitoring Report will be produced and the Local Plan will be reviewed as deemed necessary, and a full review will be undertaken at least every 5 years.
- 13.21 The Plan's policies will be monitored in detail against the following Targets and Indicators:

DETAILED POLICY TARGETS AND INDICATORS

Core Policies

Policy	CP1(vi) Retention of Existing Residential Accommodation
Target	No overall net loss in the number of existing residential units
Indicator	Planning permissions for change of use/redevelopment involving existing residential properties

Housing

Policy	H5 Changes of Use of Upper Floors
Target	Year on year increase in the number of residential units above commercial premises in the Borough's main shopping areas
Indicator	Residential completions as a result of change of use above commercial premises

Policy	H6 Small Unit Accommodation
Target	At least 50% of units on relevant sites being 1 or 2 bedroom properties
Indicator	Mix of residential unit sizes in planning permissions for residential development

Policy	H9 Affordable Housing on Larger Sites
Target	At least 35% Affordable Housing on all suitable sites
Indicator	Affordable Housing numbers granted planning permission as a proportion of total site provision

Policy	H14 Housing Density
Target	Densities of not less than 65 dwellings per hectare in central areas or other location with good public transport accessibility, and not less than 30 dwellings per hectare elsewhere.
Indicator	Percentage of planning permissions for residential development meeting the target

Employment

Policy	E1 Areas Allocated for General Employment
Target	Wider choice of employment opportunities through the provision of additional B1(c), B2 and B8 uses
Indicator	Net change in floor space for B1(a), B1(b), B1(c), B2 and B8 as a result of Planning Permissions, including changes of use.

Policy	E4 Sites for Additional Employment Land
Target	1 hectare of net additional employment land being achieved by 2011 within the Borough
Indicator	Net change in employment land provision as a result of Planning Permissions for B1, B2 and B8 purposes

Transport

Policy	T1 Travel Plans
Target	To promote the adoption of Travel Plans
Indicator	Number of Travel Plans agreed each year

Policy	T14 Cycling
Target	To improve cycle facilities
Indicator	Length of additional cycle ways provided each year

Green Belt and the Countryside

Policy	GB1 New Development
Target	To restrict inappropriate development in the Green Belt
Indicator	Number of permissions granted for development in the Green Belt not in accordance with Green Belt policy

Policy	GB3 Settlements Excluded from the Green Belt
Target	At least 90% of all new housing development to be located on previously developed land or through the conversion of existing buildings
Indicator	Permissions for new housing on previously developed land or through the conversion of existing buildings

Policy	GB5 Extensions to Dwellings
Target	To restrict the size of residential extensions in the Green Belt to 37 sq.m above the original habitable floor space
Indicator	The number of permissions for residential extensions above the 37 sq.m limit

Policy	GB6 Replacement Dwellings
Target	To restrict the size of replacement dwellings in the Green Belt to 37 sq.m above the original habitable floor space
Indicator	The number of permissions for replacement dwellings that exceed the 37 sq.m limit

Policy	GB16 Residential Conversions
Target	To restrict the re-use of rural buildings for residential purposes
Indicator	Number of planning permissions for residential re-use of rural buildings

Policy	GB27 Access to the Countryside
Target	To enhance and extend the Borough's rural public rights of way
Indicator	Length of improved and new rural public rights of way

Sports & Leisure, Tourism and Community Services

Policy	LT2 Development of Existing Urban Open Spaces
Target	To restrict the loss of Urban Open Space
Indicator	Number of permissions for development involving the loss Urban Open Space Net amount of Urban Open Space lost as a result of development

Policy	LT3 Areas Deficient in Open Space
Target	To reduce deficiencies in formal and informal open space, play areas and play equipment
Indicator	Net increase in formal and informal open space, play areas and play equipment

Policy	LT11 Retention of Existing Local Community Facilities
Target	To restrict the loss of local community facilities
Indicator	Number of permissions for redevelopment or change of use resulting in the loss of existing local community facilities

Conservation and Protection of the Environment

Policy	C3 County Wildlife Sites, Local Nature Reserves and Other Habitats and Natural Features of Local Value
Target	To prevent harm to protected flora, fauna and their habitats and to sites of nature conservation value
Indicator	Number of permissions for development adversely affecting species and habitats covered by the Essex or Brentwood Biodiversity Action Plans Number of permissions for development adversely affecting a County Wildlife Site or Local Nature Reserve

Policy	C7 Development Affecting Preserved Trees, Ancient Woodlands and Trees in Conservation Areas
Target	To prevent the loss of preserved trees
Indicator	Number of preserved trees lost through development proposals

Policy	C15 Demolition, Alterations or Extensions
Target	To maintain the Borough's listed buildings
Indicator	Number of consents for demolition of a listed building

Infrastructure and Resources

Policy	IR3 Protecting The Best and Most Versatile Agricultural Land
Target	To restrict the loss of the Best and Most Versatile Agricultural Land
Indicator	Number of permissions for development on Grade 2 and 3a Agricultural Land

Town Centre

Policy	TC4 Use of Upper Floors above Commercial Properties
Target	To provide further residential accommodation above commercial premises within the town centre
Indicator	Number of permissions for residential accommodation above commercial premises within the town centre

Policy	TC5 Type of Accommodation
Target	All new residential accommodation in the town centre to be one or two person properties
Indicator	Percentage of permissions involving residential accommodation within the town centre that are one or two person properties

Policy	TC7 Non-Retail Uses
Target	To retain an appropriate balance of retail units within the town centre shopping areas
Indicator	Number of permissions granted for non retail uses beyond the thresholds

APPENDICES

Informal Planning Guidance

Appendix 1: Extracts from the Essex Design Guide for Residential and Mixed Use Areas

[Appendix 2 (Vehicle Parking Standards) has been removed and is replaced by Essex County Council Parking Standards: Design and Good Practice SPD (September 2009), agreed at Policy Performance and Resources Board on 9 March 2011]

Appendix 3: Advertisements and Shop Front Guidance: Additional Advice to Applicants
[Also see Shopfront Guidance for Brentwood Town Centre SPD]

Appendix 4: Access for Disabled Persons

Appendix 5: Miscellaneous Residential Design Guidance

Additional Information

Appendix 6: List of Abbreviations

APPENDIX 1: EXTRACTS FROM THE ESSEX DESIGN GUIDE FOR RESIDENTIAL AND MIXED USE AREAS

The principles listed below are selected as key points to consider in design and layout, but should not be considered as the only parts of the new Guide to which the Council refer, and should be read in conjunction with the appropriate text, as indicated by page numbers in parentheses. This guidance should also be read in the context of the Local Plan policies.

The Principles of Spatial Organisation (Page 5)

The aim of fitting in with the character of traditional towns and villages requires for its fulfilment, the enclosure of space, whether by buildings or by landscape.

Traditionally there are two ways of organising space and buildings:

- (i) Rural System - Buildings are set in landscape space
- (ii) Urban System - Buildings containing the space

Site Appraisal (Page 6)

The applicant should carry out an appraisal of the site before designing the scheme. In the case of sites larger than 1 hectare (2.5 acres) this site appraisal must precede or accompany the planning application.

Sustainability (Page 9)

Sustainability requirements will need to be addressed in the following respects:

- (i) The development should be located in proximity to a town centre or similar set of facilities, and to public transport access. The suitability of location is a Local Plan function.
- (ii) The development has a mix of residential and employment uses, tenures and dwelling sizes in order to reduce the need to travel. The Urban Villages concept is commended to developers in this connection.

Any residential development larger than 500 dwellings must incorporate some mixed-use development of an employment and/or retail nature.
- (iii) The development is laid out in such a way as to maximise proximity to facilities and public transport and to encourage walking and cycling instead of the use of cars.
- (iv) The development is laid out in such a way as to safeguard the existing ecology, improve the natural habitat and minimise heat loss from buildings.

Sustainability issues must be addressed for development sites larger than 1 hectare (2.5 acres).

Permeability and Legibility of the Layout (Page 10)

The layout structure on development sites larger than 1 hectare (2.5 acres) must be both permeable and legible.

A street layout that encourages walking and cycling is permeable, in that it is well connected and offers a choice of direct routes to all destinations. It is also legible, in that it is structured by a distribution of distinctive places and spaces so that it can be 'read' and is thus easy to find one's way round.

Public Open Space (Page 15)

All open space in a development should be obviously useful and visually pleasant.

Whilst parks should be the key open space provision, there is a role for additional, smaller, more localised open space in order to create a more varied townscape.

Where there are a number of family dwellings with less than 100 sq. m. gardens, DOE Circular 79/72 recommended provision of play space on the basis of 3 sq. m. per child bed space would result in 3-4 per cent of the site being given over to children's play space.

Continuity of Frontage (Page 27)

In order to enclose spaces and create continuous pedestrian routes, as much continuity of built frontage as possible should be achieved.

Relationship of House to Road (Page 28)

In order to enclose space effectively, buildings will normally be sited at the back edge of the public footway. This will require car parking to be sited between houses, beneath upper storey structures, or within garages to the rear. This has the advantage of reducing the visual impact of on-site parked cars. It also has the advantage of increasing the amount of site area available for private rear gardens.

Internal Privacy (Pages 29 and 31)

(i) Front Privacy

It is recommended that designers return to the traditional format of vertically proportioned windows and houses set forward to the back edge of the footway, or, exceptionally, set back behind eye level hedged or walled front gardens.

(ii) Rear Privacy

As a minimum every effort should be made to avoid overlooking of rear-facing living room windows. This may be achieved (a) by remoteness or (b) by design, or by a combination of the two.

Daylight and Sunlight (Page 30)

Housing layouts should be designed to maximise daylight and sunlight to dwellings as far as possible but not to the exclusion of other considerations, such as privacy or the achievement of an attractive streetscape.

Rear Privacy (Page 33)

As a minimum every effort should be made to avoid overlooking of rear-facing living room windows. This may be achieved (a) by remoteness, or (b) by design, or by a combination of the

two. Usually privacy achieved by design is more effective.

(The Council will normally require an “eye-to-eye” distance of at least 35 metres where a living room is overlooked from an opposing dwelling, but this may be reduced where privacy can be achieved by design).

Where new housing backs on to the rear of existing housing, existing residents are entitled to a greater degree of privacy to their rear garden boundary, and therefore where the rear faces of the new houses are approximately parallel to the existing, the rear of new houses may not encroach any closer than 15 metres to an existing rear boundary, even though with a closer encroachment 35 metres between the backs of houses would still be achieved

Private Sitting Out Areas (Page 33)

All houses should have a private sitting out area not overlooked by adjacent or opposite living rooms or sitting out areas. This area should extend at least 3 metres and be screened from adjacent properties by walls or fences above eye level from a potential vantage point.

Garden Size (Page 33)

Most types of houses shall require a minimum private (i.e. rear) garden area of 100 sq.m.

Circumstances under which the insistence on a minimum 100 sq.m. garden area is inappropriate are:

(a) Houses:

- (i) Houses of one or two bedroom size
- (ii) Walled patios or private courtyards - minimum garden areas of 50 sq. m. will be acceptable provided a private sitting out area for each house can be achieved, unoverlooked by any window either at ground or first floor.
- (iii) Houses facing, backing onto, or adjacent to a substantial area of well landscaped and properly maintained communal open space.
- (iv) Houses performing a particular role in the layout e.g. houses which turn external corners or perform a townscape role.

(In practice, the Council may accept garden sizes of 75 sq. m. in the case of two bedroom properties and 50 sq. m. for one-bedroom dwellings.)

(b) Flats

- (i) For two or more bed-roomed flats a communal residents' garden area must be provided on the basis of a minimum area of 25 sq. m. per flat, or
- (ii) A balcony or terrace over 5 sq. m. will count towards the total garden provision for the flats. In an urban situation such a balcony or terrace would be acceptable as the outdoor amenity space for a flat.

Accessibility for Disabled People to Dwellings (Page 35)

It is good practice to design for all new dwellings to be able to be visited unassisted by disabled

people as far as the entry to the dwelling at least.

Internal Space Provision (Page 40, Appendix A)

The range of dwelling sizes recommended in the Parker Morris report “Homes for Today and Tomorrow”, is a good indication of desirable space standards.

Extendable Homes (Page 40)

For all two-bedroom and smaller houses, applicants must indicate whether or not the house is extendable. If the house is not extendable the initial planning consent will be conditional on the withdrawal of the householder’s right to extend within the limits of the General Permitted Development Order. If the house is extendable the applicant must indicate, as part of the initial planning application, how the house may in future be extended without problems to neighbouring dwellings and curtilages or unacceptable loss of garden area.

Appropriate Use of Materials (Page 47)

Facing and roof materials should be selected from the range of regional materials characteristic of Essex, or, of that part of Essex where the project is located.

Services to Dwellings (Page 51)

Supply and disposal services to dwellings are to be provided in a manner that is technically and visually satisfactory i.e. both inconspicuously and accessibly.

Pedestrian and Cycle Movement (Page 53)

Within new residential areas pedestrian and cycle movement should be convenient, safe and pleasant. Pedestrian routes should be mainly along residential roads, with occasional short links to give pedestrians and cyclists a preferential direct route. Wherever possible pedestrian and cycle routes should be overlooked by the front of dwellings.

Vehicular Movement (Page 54)

Within new residential areas, vehicular movement should be convenient, safe and pleasant, but vehicular access is to be provided for in a way as to be consistent with the achievement of an attractive environment and the needs of the pedestrian or cyclist who share the same space.

Through traffic is to be excluded from new residential areas, and the layout and attractiveness of the environment should be such as to discourage the use of the car for local trips and encourage walking and cycling.

All new residential areas should be divided up into elements not exceeding 700 dwellings. Each of these elements, and any new developments less than 700 dwellings in size and containing a road over 100 metres in length is to be served entirely by roads of a design speed of under 20 miles per hour (30 km per hour).

Car Parking (Page 74)

Car parking should be provided for both residents and visitors at an adequate level and in such locations as to be reasonably convenient, visually inconspicuous and limit opportunities for car related crime.

Adoption and Maintenance of Roads, Footpaths and Open Space (Page 104)

The Local Authority may adopt and maintain those public areas essential to the functioning and appearance of residential development.

Where public adoption is not practical, alternative arrangements shall be required to ensure the proper maintenance of such areas.

Attention is also drawn to Appendix D of the Design Guide (page 106), which sets out a list of planning conditions that the Council, together with other design conditions, would normally attach to the grant of planning permission, as appropriate.

APPENDIX 2: VEHICLE PARKING STANDARDS

This appendix has been removed and is replaced by Essex County Council Parking Standards: Design and Good Practice SPD (Sep 2009), agreed at Policy Performance and Resources Board on 9 March 2011

APPENDIX 3: ADVERTISEMENTS AND SHOP FRONT DESIGN: ADDITIONAL ADVICE TO APPLICANTS

In addition to this guidance please also refer to Shopfront Guidance for Brentwood Town Centre SPD, agreed at Policy Performance and Resources Board on 9 March 2011

1. General

The aim of this advice is to promote and encourage good shopfront design. Whilst the design principles have been written in the main for Conservation Areas and listed buildings, regard should be had to the principles throughout the Borough.

The main purpose of the shopfront was to display the goods for sale but has increasingly become a means by which a view of the interior of the shop can be achieved. However, in either case, the shopfront projects an image of the shop. A poorly designed shopfront will project a poor image and vice versa. Some modern shopfronts have been criticised because of their use of inappropriate or garishly coloured materials; overly large fascias which have lead to the loss or concealment of original detailing; and ignorance of the basic rules of scale and proportion.

Eighteenth and nineteenth century shopfront designs were based on principles that were noticeably successful in achieving satisfactory relationships between the shopfronts and the buildings. These principles still hold good. This guidance is intended to give an outline of the principles of good shopfront design. However, it is not meant to be prescriptive or exhaustive.

- Shopfronts should be of a size, design, scale and materials to satisfactorily relate to the building in which the shopfront is to be installed and to adjacent premises.
- The shopfront should satisfactorily relate to the upper floors of the building in structural concept, proportion, scale and vertical alignment. However, within Conservation Areas, on poorly designed buildings, the emphasis should be on achieving a shopfront that enhances its Conservation Area setting.
- Corporate house styles may need to be modified to suit the location and character of the premises on which they are installed.
- Large areas of unrelieved glass should be avoided. This can be achieved by introducing vertical mullions and glazing bars, pilasters and stallrisers. (see Fig. 3.1)

2. Stallriser

The stallriser was a vital part of the historic shopfront, providing protection to the lower part of the shop window and visual stability to the building. The stallriser will vary in height according to the style adopted. A stallriser is also an advantage from the point of view of security in physically strengthening the shopfront.

- A stallriser will normally be required.
- Suitable finish materials for a stallriser are painted panelled timber, render and, in some cases, brick.

- A timber stallriser should sit on a stone or brick plinth to prevent rotting of the timber.
- Entrance doors should be part glazed with a lower timber panel to reflect the height of the stallriser.

3. Fascia

Most shopfronts incorporate a fascia to denote the name and/or type of shop. Additional advertising is generally confusing and serves only to detract from the shopfront. The design of the fascia should be appropriate to the character and period of the building, and in particular, to the shopfront.

- Excessively deep fascias should be avoided. The size and design should be in proportion to the design of the shopfront and the height of the building. A fascia usually requires a visual “cap” in the form of a projecting cornice. Most traditional fascias do not exceed 380 mm in depth. As a guide, the fascia and cornice element of the shopfront should be less than one quarter of the height of the whole shopfront (see Fig.3.1)
- The construction of fascias of a common depth, which link two or more buildings that have separate architectural identities, should be avoided even if internally they are all part of one shop.
- The fascia should not be applied over an existing one and must not obstruct other significant elements of the building. The top of the fascia or the cornice should be clear of any first floor window cills.
- In Conservation Areas and on listed buildings the fascia should be made of hand painted softwood timber.

4. Materials

The selection of materials for a shopfront should always take account of the style and design of the proposed front, the building in which it is to be fitted and its setting. Generally, too many different materials should be avoided.

- Facing materials in Conservation Areas should be matt and non-reflective. Glossy surfaces such as acrylic sheeting and perspex, aluminium or plastic will not normally be acceptable.
- In the case of Listed Buildings, rustic stonework, ceramics, marble, plastic, anodised or plastic coated metals will not normally be acceptable
- Timber was the standard shop front material of historical shop fronts and is the most appropriate material for all situations, but particularly in Conservation Areas and on Listed Buildings. Painted timber will be generally preferred to stained hardwood. Non-sustainable hardwoods are strongly discouraged as not only environmentally unsound but alien to the historic street.

5. Lettering

The use of appropriate lettering can provide decorative interest and add to the character of the shopfront. Considerable artistic effect can be achieved by using a competent signwriter.

- Whilst the choice of lettering can reflect the use and character of both the shop and the

building, in general, serif letters will be preferred.

- Individual letters can be useful especially where there is no fascia but should neither be too widely spaced or too close together. Where used with a fascia they should be well proportioned to the length and depth of the fascia.
- The actual size of lettering should be determined by the need to be legible, but not unduly intrusive in relation to the building facade, and be integrated with other elements in the street scene.
- Colours are important; gilding or strong tones on a dark background reflect light and are clearly visible at night.

6. Illumination

It is generally preferable to illuminate the window display rather than the shop front itself. Shop signs do not need special illumination if the level of street lighting and light from shop windows is adequate. The highlighting of significant buildings and pedestrian spaces is the key to a lively and safe night-time environment.

- Internally illuminated fascias will not be permitted in Conservation Areas (apart for the exceptions in Brentwood High Street referred to in Policy TC14) and on listed buildings. Elsewhere internal illumination should be restricted to letters only.
- Normally, where lighting is appropriate, it should take the form of discreetly hidden external illumination e.g. concealed behind a “false” cornice. The use of lanterns or fittings that are obtrusive on the face of the building should be avoided.
- External illumination of signs of a spot light type should not be located in any position where they are likely to cause a traffic hazard.
- It will not generally be appropriate to illuminate hanging signs unless they belong to public houses, restaurants or similar late-opening premises.

7. Projecting Signs

There is a long tradition of hanging signs dating back through guild signs to Roman times. They are an apt way of conveying information to the pedestrian, particularly in an enclosed situation such as an arcade. Where a fascia is undesirable, a hanging sign might be a useful alternative.

- Within Conservation Areas hanging signs are the most appropriate form of projecting sign and should take the form of a free-swinging board hanging from a wrought iron bracket.
- Hanging signs should, in all cases, be of a high quality of design and should relate to the size and scale of the building and not be overly intrusive.
- There should normally be no more than one hanging sign per building and it should usually be located above and clear of the fascia and cornice and in any event at such a height and overall projection that would not be liable to cause hazard to either vehicular or pedestrian traffic. Positioning of the sign on or near to party walls will usually be preferable to central positions
- Where expressed consent is required, projecting box signs will not normally be permitted in Conservation Areas or on listed buildings whether internally illuminated or not. In other

areas, projecting box signs, where permitted, should be located no higher than the top of the fascia or cornice.

8. Canopies and Blinds

Canopies and blinds have a practical purpose in that they provide shelter and protect the shop display from damage due to direct sunshine. They should not be introduced as a form of advertising space.

- The use of plastic, wet-look or stretch fabrics, garish or fluorescent colours for blinds will not normally be permitted.
- Dutch blinds or “balloon” canopies are inappropriate since their open form and the shape of the housing are unlikely to relate well to the shop front and they tend to obstruct the fascia.
- Blinds should not normally be required on north facing elevations or in narrow streets. Where fitted they should be retractable so that the fascia is not permanently obscured.
- Careful thought needs to be given as to how the blind box can be integrated within the overall shop front design. Incorporation within a fascia cornice was a traditional solution.

9. Residential Conversions

Early shops were incorporated into the ground floor of residential town houses. Where conversion of the ground floor of an existing residential property is proposed the design of the shopfront should be sympathetic to the original residential use.

- Shop fronts should be of a scale and design to compliment such residential buildings and retain the original features wherever possible, e.g. pilasters, transom lights.
- The installation of additional or enlarged windows or other major alterations will not normally be acceptable.
- The use of external cladding or render should be avoided on buildings constructed in faced brickwork.

10. Access

Shops, like all other buildings open to the public should be accessible to all. Detailed guidance is set out in the Council’s “Access for the Disabled” supplementary planning guidance.

- New shop fronts should accommodate the needs of disabled persons and others with impaired mobility.
- As a general principle, steps should be avoided and doors be made wide enough and capable of being opened by people in wheel chairs.
- Frameless glass doors within extensive areas of glazing should be avoided as they cause difficulties for the partially sighted

11. Shop Front Security

External solid metal shutters will only be permitted in exceptional circumstances, having regard, inter alia, to the types of goods sold/displayed, but equally having regard to the potentially

detrimental and deadening effect of such shutters on the character and appearance of the area.

- The following are recommended as alternatives in order of preference:
 - i) Laminated security glass – this will not change the appearance of the shop front.
 - ii) Internal grilles – these can be fitted discreetly behind the shop window, are retractable or removable and would (in any event) not normally require consent, as is the case of i) above.
 - iii) External mesh grilles – if storage is available, removable grilles preclude the necessity for a box housing on the fascia and are preferable to roller grilles. This type of protection should allow a window display to be viewed without the necessity for internal lighting i.e. that the grille openings need to be of sufficient size, but it is important that the fixings and materials used are integrated into the design of the shop front. On Listed Buildings, permission will only be given if the grille does not detract from the special interest of the building and its shop front. Similarly, in Conservation Areas, planning permission will only be given where development will not detract from the character or appearance of both the shop front and the area as a whole.

Either as an alteration or an addition to the above, appropriately designed and located bollards which do not give rise to a highway obstruction should be considered.

- Attention to the finishing details of a shutter or grille can soften their impact and prevent the “raw” industrial image of galvanised steel.
- The finish must be durable. Appropriate treatments include powder coating and coloured anodised aluminium.
- Wherever possible, shutter/grille boxes and tracks should be recessed behind the fascia of the shop front or at least be removable during opening hours.
- As a general rule, when designing a new shop front, a sufficiently high and solid stall-riser is an efficient means of deterring or preventing ram raiders.

For further details see the Essex County Council booklet “Conservation in Essex No.5: Shop Fronts” and the English Historic Towns Forum booklets “Shop Fronts and Advertisements in Historic towns” and “Book of Details and Good Practice in Shop Front Design”

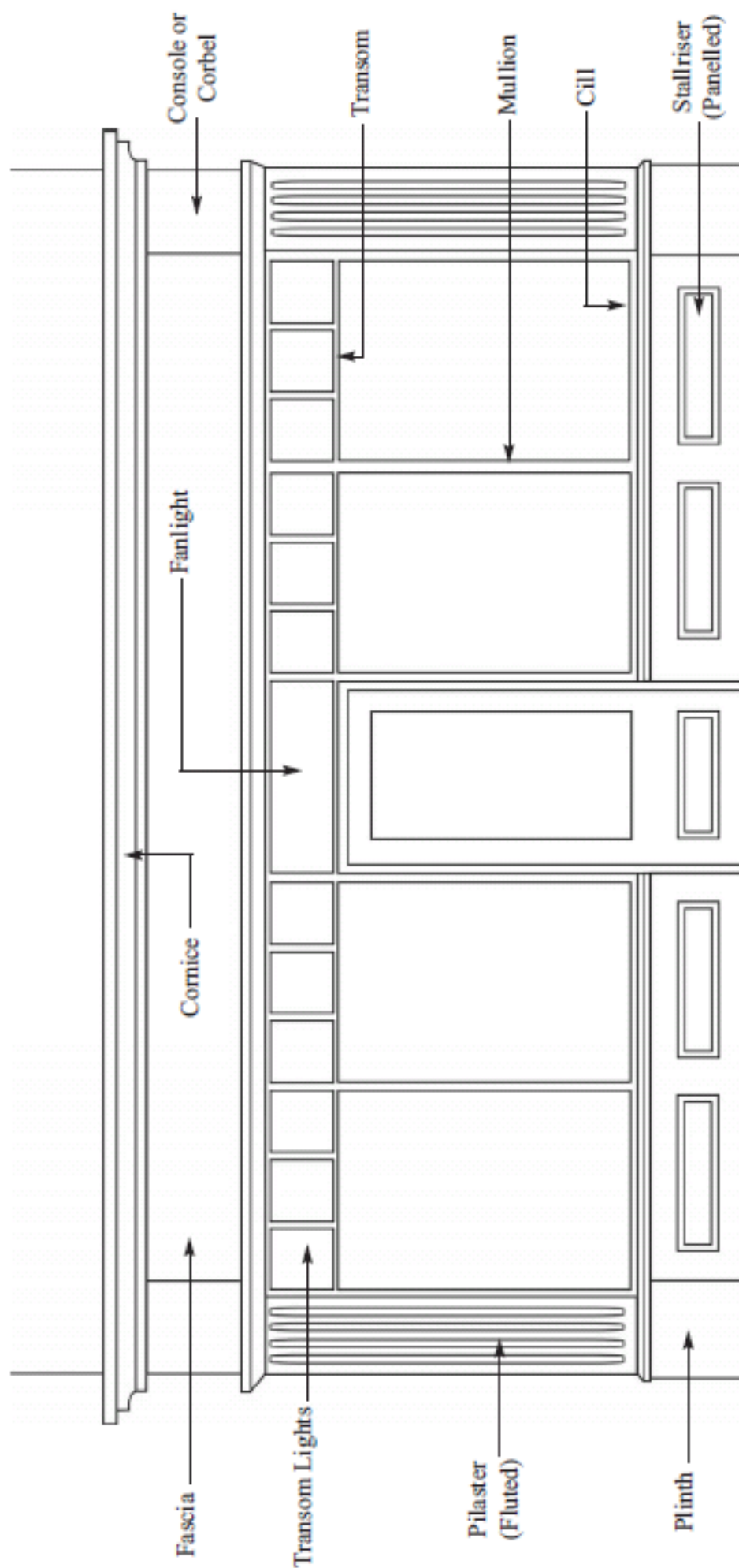


Figure 3.1: Elements of a Traditional Shop Front

APPENDIX 4: ACCESS FOR DISABLED PERSONS

1. ACCESS TO BUILDINGS TO WHICH THE PUBLIC ARE TO BE ADMITTED

(i) External Features

Car Parking

Car parking requirements are set out in Appendix 2.

Pavements and Paths

- To be firm and even with a minimum width of 1.8m for intensive use, 1.5m for moderate use, and 1.2m for rarely used routes.
- A dropped and blistered textured surface at road crossing points helps wheelchair users as well as blind or partially sighted people.

Ramps

- Preferred ramp gradient to be between 1:20 and 1:12.
- Non-slip handrails on both sides of ramps and steps between 900mm and 1.0m above pitch line. These should extend for 300mm on the level at either end of the steps and ramps.
- Level landing at least 1.2 sq.m outside entrance door.

External Doors

- Doors should have a minimum clear opening width of 800mm, and should be easy to open by people with limited strength. Automatic doors are desirable.
- Glazed doors to be clearly identifiable as such.
- Other doors should include a visibility panel.
- All doors should be provided with a kicking plate.
- Ironmongery should be about 1m above the ground, be easily usable and clearly identifiable.
- Thresholds should be flush. If raised thresholds are necessary, maximum height 15mm.

(ii) Internal Features

Lobbies

- Doors to be sited for easy, unobstructed approach.
- Lobbies should be of adequate size to allow for wheelchair manoeuvre.

- Sanitary facilities should be located such that a wheelchair user should not have to travel more than 1 storey.

Lifts

- A well-lit clear space in front of lift doors to be a minimum of 1500 x 1500mm.
- Lift doors to be a minimum clear width of 800mm.
- Minimum internal lift dimension is 1400 x 1100mm.
- Raised floor/level numerals, touch light controls with embossed digits and both illuminated and audible systems inside lift and at landings.
- Lift control buttons to be located between 900mm and 1.2 m above floor level.

Corridors

- Corridors and circulation spaces to be unobstructed, with adequate turning space and a minimum width 1200mm.
- Projecting objects and surfaces hazardous to blind people to be avoided.

Internal Doors

- Minimum clear opening width of each leaf to be 750mm.
- Corridor doors require vision panels
- Sited for easy, unobstructed approach.
- Door handle height of 1.0m preferred.

Sanitary Accommodation

- Male and female or a unisex sanitary accommodation would require minimum internal dimensions 2000 x 1500mm and should be appropriately fitted out.

These notes are for general guidance only. For further, more detailed design guidance, the following publications should be consulted:

British Standard Code of Practice for Design of Buildings and their Approaches to meet the needs of Disabled People, BS 8300: 2001 British Standards Institution.

2. LIFETIME HOMES STANDARDS

New properties built to Lifetime Homes Standards incorporate 16 design standards, set out below, which help to ensure that the home is flexible, adaptable and accessible, and add to comfort, convenience and safety. Such properties meet the varying needs of a household as they may change over a lifetime or can accommodate the majority of adaptations that may be necessary with maximum ease and minimum cost.

1. Access

- Where car parking is adjacent to the home, it should be capable of enlargement to attain 3.3 metres width.
- The distance from the car parking space to the home should be kept to a minimum and should be level or gently sloping.
- The approach to all entrances should be level or gently sloping. (Gradients for paths should be the same as for public buildings in the Building Regulations).
- All entrances should be illuminated and have level access over the threshold, and the main entrance should be covered.
- Where homes are reached by a lift, it should be wheelchair accessible.

2. Inside the Home

- The width of the doorways and hallways should accord with the Access Committee for England's standards.
- There should be space for the turning of wheelchairs in kitchens, dining areas and sitting rooms and adequate circulation space for wheelchair users elsewhere.
- The sitting room (or family room) should be at entrance level.
- In houses of two or more storeys, there should be space on the ground floor that could be used as a convenient bed space.
- There should be a downstairs toilet, which should be wheelchair accessible, with drainage and service provision enabling a shower to be fitted at any time.
- Walls in bathrooms and toilets should be capable of taking adaptations such as handrails.
- The design should incorporate provision for a future stairlift and a suitably identified space for potential installation of a house lift (through-the-floor lift) from the ground floor to the first floor, for example to a bedroom next to the bathroom.
- The bathroom/bedroom ceiling should be strong enough, or capable of being made strong enough, to support a hoist at a later date. Within the bathroom/bedroom wall provision should be made for a future floor to ceiling door, to connect the two rooms by a hoist.
- The bathroom layout should be designed to incorporate ease of access, probably from a side approach, to the bath and WC. The washbasins should also be accessible.

3. Fixtures and Fittings

- Living room window glazing should begin at 800mm or lower, and windows should be easy to open/operate.
- Switches, sockets and service controls should be at a height usable by all (i.e. between

600mm and 1200mm from the floor)

Copies of the Joseph Rowntree Foundation leaflet “Building Lifetime Homes”, which sets out further advice and information, is available from Planning Services.

Detailed Guidelines can be found in:

Building Lifetime Homes – Joseph Rowntree Foundation Feb. 1997

Part M of the Building Regulations

BS 8300: 2001 – Design of Buildings and their Approaches to meet the needs of Disabled People
– Code of Practice

APPENDIX 5: MISCELLANEOUS RESIDENTIAL DESIGN GUIDANCE

In addition to the following guidance, attention is also drawn to Policy H17, and the accompanying paragraph 3.62, dealing with ‘Dormer Windows’, and Policy H18, and the accompanying paragraphs 3.63 and 3.64, dealing with ‘Satellite Dishes’, set out on pages 3.21 and 3.22 of this Local Plan Written Statement.

Proposals for residential development should have regard, where appropriate, to the following:

New Build or Conversions to Flats and Apartments

- Readily accessible private amenity space shall be provided at a standard of 50 sq.m for each unit. Where provided communally a minimum of 100 sq.m private amenity space shall be provided for up to 4 flats.
- Each unit, excluding communal circulation areas, shall have a total floor area of not less than 40 sq. m. where one-bedroom units are provided and not less than 52 sq. m. where two-bedroom units are provided.
- The units should be self-contained, with full domestic facilities, and have individual room sizes to at least accord with the recommendations of the environmental health officer. The creation of houses in multiple-occupation, where amenities and facilities are shared by the occupants, will not normally be allowed.
- The internal layout of each unit of accommodation should generally allow each individual bedroom to be entered independent of another bedroom. Furthermore, bedrooms should not be placed next to or beneath kitchens, living rooms, bathrooms or heavily used circulation spaces of adjoining dwellings unless a satisfactory soundproofing scheme is submitted.

Extensions

- As a guide, single-storey front extensions should not normally project more than 1.3m in front of the main front wall of the dwelling unless there are particular circumstances, such as where properties are staggered.
- Where the proposed extension is more than one-storey in height:
 - (a) The extension shall not be erected closer than 1m to the boundary of the property. (A greater distance may be required where appropriate.) This criterion will also apply to extensions over existing ground floor extensions that abut the boundary.

In Hutton Mount, a minimum distance of 1.2m shall apply to all extensions (including single-storey).

(b) The extension should be restricted in size and siting such that the projection would not form an angle greater than 45° from the nearest ground floor window to a habitable room of the adjacent property. This rule will not be applied to a flank window or to a non-habitable room (e.g. bathroom, hallway).

(Note – this restriction would also apply to the siting of a new dwelling and its relationship to existing adjacent properties)

Porches

- The porch shall be compatible in size and design with the existing dwelling
- The porch shall have a pitch roof
- The porch where seen as part of the front elevation should be of such proportions as to ensure it is an incidental feature of the overall appearance of the building. In order to achieve this, the width and projection of porches will be restricted in size. As a guide, the width should not normally exceed one-third of the width of the building or be no more than 3m wide, whichever is less, and should not normally project more than 1.3m in front of the main front wall of the dwelling, unless there are particular circumstances, **such as where properties are staggered.**
- The porch shall not detract from the amenity of adjoining occupiers

Walls, Gates and Fences

- Walls, gates, fences and other means of enclosure shall be of a design and scale commensurate with the street scene and/or character of the area and shall be constructed of materials and of a colour that are in keeping with the locality

Dustbin Enclosures

- Dustbin enclosures, where necessary, should be provided at a distance of not more than 25m from the carriageway

Open Space Provision

- Developers of residential sites of less than 0.4 ha. (or 20 units) will normally be required to make a financial contribution towards the provision of a Local Area of Play (LAP), a Local Equipped Area of Play (LEAP) and a Neighbourhood Equipped Area of Play (NEAP)
- Developers of residential sites of between 0.4 and 1.0 ha. (or 20 to 50 units) will normally be required to provide a LAP with a minimum area of 100 sq.m (either on-site or off-site) and make a financial contribution towards the provision of a LEAP and a NEAP.
- Developers of residential sites greater than 1.0 ha. (or 50 units) will normally be required to provide a LEAP with a minimum area of 400 sq.m and 5 types of play equipment (either on-site or off-site) and at least 1 LAP on-site with a minimum area of 100 sq.m and make a financial contribution towards the provision of a NEAP. [A NEAP should have a minimum area of 1000 sq.m and 8 types of play equipment]
- The precise amount of the contribution will depend on the nature and extent of existing provision in the locality, the type and scale of development proposed and specific site circumstances. In all appropriate cases the contribution will include the provision of equipment and the ongoing future maintenance of the site.
- Within larger housing areas (sites of 50 units and above) at least 15% of the site area should be set aside for public open space, part of which should be suitably hard surfaced. In areas deficient in open space or having higher densities and/or smaller gardens more open space will be sought.

APPENDIX 6: LIST OF ABBREVIATIONS

ALP	Adopted Local Plan
AQMA	Air Quality Management Area
ARDP	Approved Review to the County Development Plan
BAP	Biodiversity Action Plan
BCMS	Brentwood Countryside Management Service
db	Decibels
Dept.	Department
DETR	Department of the Environment, Transport and the Regions
DEFRA	Department of the Environment, Food and Rural Affairs
DTLR	Department of Transport, Local Government and the Regions
EA	Environment Agency
ECC	Essex County Council
EHCR	Essex Heritage Conservation Record
EPOA	Essex Planning Officers Association
ES	Environmental Statement
EWT	Essex Wildlife Trust
ft.	Foot (length)
GO-East	Government Office for the Eastern Region
GP	General Practitioner
GPDO	General Permitted Development Order
ha.	Hectares
HSE	Health and Safety Executive
JSPAs	Joint Structure Plan Authorities
LAP	Local Area of Play
LDD	Local Development Document
LDF	Local Development Framework
LEAP	Local Equipped Area of Play
LNR	Local Nature Reserve
LOIS	London to Ipswich Multi Modal Study
LPA	Local Planning Authority
LTP	Local Transport Plan
m.	Metre
mm.	Millimetre

MGB	Metropolitan Green Belt
NEAP	Neighbourhood Equipped Area of Play
NPFA	National Playing Fields Association
ORBIT	The M25 London Orbital Transport Study
PPG	Planning Policy Guidance Note
PPS	Planning Policy Statement
ROSE	Rest of the South East
RPG	Regional Planning Guidance
RSL	Registered Social Landlord
RSP	Replacement Structure Plan
RSS	Regional Spatial Strategy
Sect. 106	Section 106 of the Town and Country Planning Act1990
SHG	Social Housing Grant
SPD	Supplementary Planning Document
SPG	Supplementary Planning Guidance
sq.m	Square Metres
SSSI	Site of Special Scientific Interest
SuDS	Sustainable Drainage System
TIA	Traffic Impact Assessment
TPP	Transport Policies and Programmes
TPO	Tree Preservation Order
UDP	Unitary Development Plan