

Basildon Town Centre  
Masterplan  
Evidence Base  
Planning policy context

**DRAFT**

PREPARED FOR

**BASILDON COUNCIL**

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# 1. Policy Context

## Introduction

In this chapter we set out the existing policy position for the development and vision of the Basildon Town Centre Supplementary Planning Document (SPD). We summarise the key planning policies that should be taken into consideration within the Basildon Town Centre SPD and also have regard to existing strategies for town centre regeneration, economic development and housing growth.

## National Planning Policy

### *National Planning Policy Framework*

The National Planning Policy Framework (NPPF) was updated on 19 February 2019 and sets out the Government's planning policies for England and how these are expected to be applied. The NPPF provides a framework within which locally-prepared plans for housing and other development should be produced.

#### *Achieving sustainable development*

Paragraph 7 of the NPPF confirms "the purpose of the planning system is to contribute to the achievement of sustainable development." Achieving sustainable development means the planning system has three overarching objectives:

**Economic objective** – build a strong, responsive and competitive economy; ensure sufficient land of the right types is available in the right places and at the right time to support growth; and innovation and improved productivity.

**Social objective** – support strong, vibrant and healthy communities; fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

**Environmental objective** – contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 9 states "these objectives should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area."

A presumption in favour of sustainable development (paragraph 11) continues to lie at the heart of the NPPF. For plan-making, plans should positively seek opportunities to meet the development needs of their area and be sufficiently flexible to adapt to rapid change.

Paragraph 11 further adds that strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses (unless any adverse impacts of doing so would significantly demonstrably outweigh the benefits).

#### *Plan-making*

Paragraph 15 of the NPPF states that the planning system should be genuinely plan-led. Paragraph 16 requires plans to:

- a) be prepared with the objective of contributing to the achievement of sustainable development;
- b) be prepared positively, in a way that is aspirational but deliverable;

- c) be shaped by early, proportionate and effective engagement between plan-makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;
- d) contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals;
- e) be accessible through the use of digital tools to assist public involvement and policy presentation; and
- f) serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area (including policies in this Framework, where relevant).

Paragraph 28 sets out that in addition to strategic policies, non-strategic policies should be used by local planning authorities and communities to set out more detailed policies for specific areas, neighbourhoods or types of development. Paragraph 31 explains that the preparation and review of all policies should be underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals.

Paragraph 36 confirms that the tests of soundness will be applied to non-strategic policies in a proportionate way, taking into account the extent to which they are consistent with relevant strategic policies for the area.

#### *Building a strong, competitive economy*

Paragraph 80 confirms the Government's position on how planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Planning policies should set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration. Local Planning Authorities (LPAs) should be flexible in their approach, to accommodate needs not anticipated in the plan, and be able to allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.

Paragraph 82 adds the planning policies (and decisions) should recognise and address the specific locational requirements of different sectors.

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

Paragraph 85 of the NPPF is of particular relevance to town centre planning. Planning policies should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. In particular, planning policies should (inter alia):

- Define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;
- Retain and enhance existing markets and, where appropriate, re-introduce or create new ones;
- Allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary; and
- Recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

Paragraph 86 requires LPAs to apply the ‘town centres first’ sequential approach to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan.

#### *Promoting healthy and safe communities*

Paragraph 91 of the NPPF states that the planning system should aim to achieve healthy, inclusive and safe places which promote social interaction, are safe and accessible and to enable and support healthy lifestyles.

#### *Promoting sustainable transport*

Paragraph 102 sets out that transport issues should be considered from the earliest stages of plan-making and development proposals, so that (amongst other things) opportunities to promote walking, cycling and public transport use are identified and pursued. Additionally, patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places. The planning system should actively manage patterns of growth in support of these objectives.

Paragraph 106 advises that in town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.

#### *Making effective use of land*

Paragraph 117 confirms that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.

Local planning authorities, and other plan-making bodies, should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs, including suitable sites on brownfield registers or held in public ownership, using the full range of powers available to them.

#### *Achieving well-designed places*

Paragraph 124 says that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

To encourage engagement, paragraph 125 of the NPPF sets out that design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area’s defining characteristics. Paragraph 126 states that to provide maximum clarity about design expectations at an early stage, plans or supplementary planning documents should use visual tools such as design guides and codes. These provide a framework for creating distinctive places, with a consistent and high quality standard of design.

Planning policies and decisions should ensure all proposals:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

- are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users<sup>46</sup>; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

### *National Planning Practice Guidance*

The National Planning Practice Guidance (NPPG) is a web-based resource, launched in 2014, which brings together planning guidance on various topics into one place. The guidance is not meant to represent Government policy but provides additional guidance for plan-making and planning decisions.

The NPPG in relation to 'Town centres and retail' was updated in July 2019, together with a range of other guidance papers.

#### *Town centres and retail*

The guidance on 'Town centres and retail' supplements chapter 7 of the NPPF. The guidance is structured around three key aspects; planning for town centre vitality and viability; permitted development and change of use in town centres; and assessing proposals for out of centre development.

Local planning authorities can take a leading role in promoting a positive vision for these areas, bringing together stakeholders and supporting sustainable economic and employment growth. They need to consider structural changes in the economy, in particular changes in shopping and leisure patterns and formats, the impact these are likely to have on individual town centres, and how the planning tools available to them can support necessary adaptation and change.

The guidance adds that a wide range of complementary uses can help to support the vitality of town centres, including residential, employment, office, commercial, leisure/entertainment, healthcare and educational development. The same is said for temporary activities such as 'pop ups'. The revised NPPG highlights that residential development also has an important role to play, providing communities with easier access to a range of services.

The guidance states for local planning authorities to shape and support town centres they should set out a vision and strategy for town centres through the development plan and (if needed) supplementary planning documents.

These strategies should be based on evidence of the current state of town centres and the opportunities that exist to accommodate a range of suitable development and support their vitality and viability. Strategies should primarily establish the realistic role, function and hierarchy of town centres over the plan period. Given the uncertainty in forecasting long-term retail trends and consumer behaviour, this assessment may need to focus on a limited period (such as the next five years) but will also need to take the lifetime of the plan into account and be regularly reviewed.

## Regional Planning Policy

### Essex County Council Local Transport Plan (June 2011)

The Essex County Council Local Transport Plan sets out the aspirations for improving travel in the county, demonstrating the importance of meeting these aspirations to achieving sustainable long-term economic growth in Essex.

The Local Transport Plan is accompanied by more detailed plans, identifying specific investment priorities; this includes area plans for each of the four planning areas of Essex, which set out the specific local priorities for achieving the Essex Transport Strategy outcomes.

The Plan includes two specific policies relating to transport, land-use planning and promoting sustainable travel choices:

Policy 2 – Integrated Planning states that transport and land-use planning will be used together to secure new development at the most appropriate and sustainable locations by locating new developments in areas which are accessible to key services, ensuring new developments provide for sustainable transport and effective travel planning, and requiring new developments to provide appropriate transport infrastructure in line with the Council's current development management policies.

Policy 8 – Promoting Sustainable Travel Choices encourages the use of more sustainable travel by providing infrastructure for sustainable travel, supporting the use of travel plans for new developments and existing work places, schools, and other locations that attract a significant number of people.

The Plan also establishes that the management of all street-based parking across Essex (including parking permits) would be the responsibility of two Essex Parking Partnerships: the South Essex Parking Partnership (between the County Council and Chelmsford Council as the lead council for the area) and the North Essex Parking Partnership (between the County Council and Colchester Council).

## Local Planning Policy

### Basildon District Local Plan Saved Policies 2007

The current Local Plan Saved Policies were approved by the Secretary of State via a Direction issued on 20 September 2007. This followed the formal adoption of the Basildon District Local Plan in March 1998 (with Alterations in September 1999).

The Saved Policies represent the local planning policies currently applied by the Council to inform the determination of planning applications in the borough and enforce planning controls.

#### *Employment*

The Local Plan sets out a series of employment allocations and guidance on development within existing employment areas.

Policy BAS E7 'Alternative Uses of Industrial Premises' states that the development of land or buildings, allocated or in use for business, general industry, and storage or distribution (Use Classes B1-B8) may be approved for uses falling within any other use class, with the exception of retail (Use Class A). Development will be permitted where there is adequate land and premises available elsewhere to meet

the s business needs; the new use shall not lead to a significant net loss of employment; adequate parking is provided; and there are no adverse impacts on surrounding amenity.

Policy BAS E10 'General Employment Policy' broadly sets out the development control criteria appropriate to industrial, business and office development. This policy is designed to ensure that a development is of the highest standard with regard to design, scale, car parking and environmental impact. Car parking should be provided in accordance with the Council's Car Park Standards (however following the Alterations the Council's Car Parking Standards were not saved in the Local Plan).

### *Retailing*

The Local Plan confirms that new retail development will be concentrated within the urban areas of Basildon, Billericay and Wickford, as per Policy BAS SH1 'New Retail Development'.

Policy BAS SH3 'Town Centre Retail Development Sites' allocates a number of opportunity sites for retail development (including class A2 and A3); in particular, Basildon Car Park Two (Great Oaks) and Fodderwick (Basildon) are allocated to enhance the future vitality and viability of the town centre and to improve the range and quantity of shopping facilities already available.

Policy BAS SH4 'Town Centre Shopping Frontages' states the change of use from Use Class A1 to Use Class A2 or A3 at ground level will be permitted within the Primary Shopping Frontages, provided the proposals would not result in the material harm to the retail function or the vitality and viability of the town centre as a whole. The Council has set out a range of factors to assess the harm, including generation of visitors, pedestrian flows, retail appearance and character of the frontage. Additionally, changes of use to Class A3 will not be permitted if a significant detrimental impact upon adjacent occupiers is likely to occur by reason of noise, fumes or smell.

Policy BAS SH5 [NAME?] outlines that in town centres, but outside of the defined Primary Shopping Frontages, change of use proposals from Class A1 to Class A2 and A3 will be generally permissible, subject to the proposed use providing a service to visiting members of the public; contributing to the overall character, variety and activity of the town centre; and not being significantly detrimental to the amenities of adjacent occupiers by reason of noise, fumes or smell.

### *Town Centres*

Chapter 8 sets out the Council's approach to town centres, with development focused within Basildon and other the identified town centres, as per the Council's settlement hierarchy. Within each of the borough's town centres, there exists potential for effective refurbishment and redevelopment that can assist in maintaining the status of the town centres as important shopping areas and centres of employment. However, any redevelopment must be sympathetic in terms of its use, built form, townscape and the materials used.

The District Wide Town Centre Policy (BAS TC1) focuses on the Council's encouragement for retailing, offices, recreational or community facilities and residential development (where it forms an ancillary part of a mixed use scheme) within the town centres, as identified on the Proposals Map. Policy BAS TC1 in particular promotes mixed use developments which ensure a diverse range of attractions and help to promote an evening economy.

The Local Plan comments in paragraph 8.7 that each of the town centres have thriving markets, which provide a valuable supplement to town centre shopping and contribute to the vitality and viability of the town centres. Redevelopment of market sites will only be considered acceptable by the Council providing a suitably convenient alternative location is provided by the developer (policy BAS TC5).

Policy BAS TC6 'Residential Development in Town Centres' acknowledges that residential development can add vitality to a centre by increasing activity, particularly in the evenings and on Sundays. However, this must be set against the importance of maintaining the economic and social viability of the town centre, the maximum use of available sites for primarily economic and social activities, and maintaining the existing shopping frontages.

### *Built Environment*

The Council's development guidelines aim to ensure that only development of a satisfactory design and layout takes place. These standards mostly relate to all new residential development but also other types of development where appropriate. Hence, proposals will be assessed in the following ways: harm to the character of the surrounding area, including the street scene, overlooking, overshadowing or over-dominance, noise or disturbance and traffic danger or congestion.

In addition, Policy BAS BE17 'Shop Fronts' outlines when assessing proposals for new shop fronts, consideration will be given to their scale, design and likely impact on the existing and adjoining premises.

## Supplementary Planning Documents

The Council has adopted several Supplementary Planning Documents (SPDs). The current Basildon Town Centre Masterplan SPD was adopted in December 2012.

### Basildon Town Centre Masterplan 2012

The 2012 Masterplan document was prepared to guide and encourage improvements in order to meet the following objectives:

- A town centre to be proud of that meets modern needs and expectations.
- A high quality environment with emphasis on quality rather than quantity.
- An environment that is diverse, engaging, safe and environmentally conscious.
- A strong sense of unique local identity and civic pride that builds upon and complements Basildon's 'New Town' heritage.
- A town centre that lives up to its economic potential where people are attracted to live, work, relax, visit and invest: now and in the future.
- A destination of choice.
- A vibrant evening economy.

The Masterplan sets out the overall plan and guidance for how development in Basildon Town Centre should occur and helps to inform planning applications within the Masterplan area.

The Masterplan envisages 65,300sqm of commercial leisure and comparison retail floorspace, as well as a new college campus, a new market and 1,500 to 2,000 new homes. This will be supported by enhanced public transport connections and improved integration. Elements of the Masterplan have already been delivered, such as Gloucester Gate and Acacia Park that physically link the town centre with Gloucester Park to the north through a green link, while the new market is due to be completed in 2018 to enable South Essex College's new town centre campus to be built near the station. The redevelopment of East Square and its surroundings with a new cinema and restaurants is also currently underway.

Chapter 6 sets out the Masterplan strategy, summarising the overall concept and preferred approach. The Masterplan is underpinned by a number of overarching and informing principles, including:

- Increase in the town centre residential communities; both in the surrounding transition zones and core;



- An increase in the community that is well connected to the centre and therefore not car dependant when using town centre services;
- A greater diversity and range of uses and offers available within the town centre; that encourage an alternative central use activity profile, such as leisure, education, and town centre living;
- Contraction of the retail circuit and emphasis on a greater balance of uses and better quality of retail within the town centre;
- improve the variety and quality of Basildon's shopping, leisure provision and cultural opportunities enhancing the evening economy;
- Build a new multi-activity centre around St Martin's Square; incorporating a modern, mixed use street market to enhance activity and use of St Martin's Square as a community hub;
- Create new modern vibrant and welcoming gateways to the town centre; in the south at rail and bus stations, in the north at central Broadmayne;
- Creation of a more outward facing town centre;
- Create a network of high quality public spaces and routes that create a coherent easily navigated retail circuit that is well connected to surrounding neighbourhoods, new communities and Gloucester Park;
- Create the opportunities for the development of a new business community within the town centre;
- Transform the ring roads from high speed movement corridors to green urban avenues; with surface level crossings and safe and convenient arrangements for pedestrians and cyclists improving movement quality and connections to new and existing surrounding communities;
- Creation of a better public transport arrival point at Station Square with safer and better integrated transit mall; and
- Maintain the Eastgate Centre as the town centre's prime retail pitch alongside Town Square and promote its evolution to ensure the Town Centre can compete effectively within the region.

## Parking Standards – Design and Good Practice (2009)

This document sets out the maximum parking provision for all land uses, relating specifically to car and cycle parking as well as blue badge provision. The car and cycle parking standards for varying land uses are presented in the table below.

Use	Vehicle Spaces - Maximum	Cycle Spaces - Minimum
A1 - Shops (excl. Food Stores)	1 per 20 sqm	1 per 400 sqm for staff + 1 per 400 sqm for customers
A1 - Shops (Food Stores)	1 per 14 sqm	
A2 (Financial and Professional Services)	1 per 20 sqm	1 per 100 sqm for staff + 1 per 100 sqm for customers
A3 - Restaurant and Cafés (excl. Transport Cafés)	1 per 5 sqm	1 per 100 sqm for staff + 1 per 100 sqm for customers
A3 - Restaurant and Cafés (Transport Cafés)	1 lorry space per 2 sqm	1 per 100 sqm for staff + 1 per 200 sqm for customers
A4 - Drinking Establishments	1 per 5 sqm	1 per 100 sqm for staff + 1 per 100 sqm for customers
A5 - Hot Food Takeaways	1 per 20 sqm	1 per 100 sqm for staff + 1 per 100 sqm for customers
B1 - Business	1 per 30 sqm	1 per 100 sqm for staff + 1 per 200 sqm for visitors
B2 - General Industrial	1 per 50 sqm	1 per 250 sqm for staff + 1 per 500 sqm for visitors
B8 - Storage and Distribution	1 per 50 sqm	1 per 500 sqm for staff + 1 per 1,000 sqm for visitors

B8 - Storage and Distribution (with retail element)	1 per 150 sqm + 1 space per 20 sqm of retail area for customer	
C1 - Hotels	1 per bedroom	1 per 5 staff + 1 per 10 bedrooms
C2 - Residential Institutions		
C3 - Dwellinghouses (1 bedroom)	1 per dwelling	1 secure covered space per dwelling (none if garage/secure area provided within curtilage of dwelling)
C3 - Dwellinghouses (2+ bedrooms)	2 per dwelling	
C3 - Dwellinghouses (Retirement Developments)	1 per dwelling	1 per 8 units (for visitors)
D1 - Non-Residential Institutions (Medical Centres)	1 per full time equivalent staff + 3 per consulting room	1 per 4 staff + 1 per consulting room
D1 - Non-Residential Institution (Crèche/Child Care)	1 per full time equivalent staff + drop off/pick up facilities	1 per 4 staff + 1 per 10 child places
D1 - Non-Residential Institution (Day Care Centre)	1 per full time equivalent staff + drop off/pick up facilities	1 per 4 staff
D1 – Non-Residential Institution (Art Galleries/Museums/Public Exhibitions/Exhibition Halls)	1 per 10 sqm	1 per 4 staff + visitor parking (merit based)
D1 - Non-Residential Institution (Places of Worship/Libraries)	1 per 10 sqm	1 per 4 staff + visitor parking (merit based)
D2 - Assembly and Leisure (Cinema)	1 per 5 seats	10 spaces + 1 per 10 vehicle space

D2 - Assembly and Leisure (Gyms/Sports Halls/Swimming Pools)	1 per 1 sqm of public area	10 spaces + 1 per 10 vehicle space
D2 - Assembly and Leisure (Other Sports Facilities)	Individual merit	Individual merit
D2 - Assembly and Leisure (Other uses)	1 per 20 sqm	10 spaces + 1 per 10 vehicle space
Sui Generis - Nightclubs	1 per 50 sqm	1 per 4 staff
Sui Generis - Theatres	1 per 5 seats	1 per 20 seats
Sui Generis - Taxi/Minicab Hire	1 per full time equivalent staff permanently at base + 1 per 5 registered vehicles	1 per 4 staff
Sui Generis - Rail Stations	Individual merit	20 per peak period service (minor stations), 40 per peak service (major stations)
Sui Generis - Hostels	1 per full time staff equivalent	Individual merit

## Emerging Development Plan Documents

The development plan documents that the Council are preparing include:

- The Basildon Borough Local Plan;
- The South Essex Joint Strategic Plan (JSP); and
- The Basildon Borough Community Infrastructure Levy Charging Schedule.

## Basildon Local Plan 2014 – 2034

Work started in December 2014 on a new Local Plan that will provide the planning framework for the future growth and development of the Basildon Borough area until 2034. The new Local Plan will identify land for housing, businesses, shops and leisure, as well as areas for protection, such as open space and sites important for wildlife.

The Revised Publication Local Plan was submitted to the Secretary of State on 28 March 2019 for the Examination in Public (EiP). The Council responded to the Inspector's request for additional information on 24 July 2019, and it is not now anticipated that the hearing sessions for the EiP will take place before the end of 2019.

The October 2018 Revised Publication Local Plan submitted for examination outlines two significant projects that are underway within the borough that are anticipated to drive change, namely the A127 Enterprise Parks Corridor and the [regeneration of] Basildon Town Centre. Relevant policies are considered below.

### *Strategic Objectives and Policies*

The Council has prepared ten Strategic Objectives in order to deliver the spatial requirements of the Local Plan's Vision for 2034. These include 'Creating Vibrant and Thriving Town Centres', 'Strengthening the Competitiveness of the Local Economy' and 'Capitalising on Local Tourism Opportunities'.

Policy SD2 'Settlement Hierarchy and the Distribution of Growth' defines the borough's strategic approach to sustainable development, where the Council will distribute growth in each of the main settlements including Basildon (Laindon, Pitsea and Noak Bridge).

### *Building a Strong, Competitive Economy*

Chapter 7 outlines the Council's strategic, allocation and development management policies.

Policy E1 'Economic Growth Strategy' presents how the Council aims to deliver a least 20,000 additional jobs. The Council will firstly protect and enhance existing viable employment areas but in order to secure the additional employment land required across the borough, proposals will be supported for the intensification and regeneration of underutilised land within employment areas to provide 22.5ha of employment land.

### *Ensuring the Vitality of Town Centres*

Chapter 8 focuses on the borough's retail and commercial leisure strategy, which is underpinned by the findings of the 2015 Basildon Retail and Commercial Leisure Capacity Study. The Study concluded that the market context for town centres, and retail in particular, is evolving and there has been a renewed focus on the role and function of the high street as a result.

Policy R1 'Retail and commercial leisure strategy' confirms the Council will seek to deliver up to 2,500sqm net additional comparison goods floorspace and up to 700sqm net additional convenience good floorspace by 2021. A further 21,600sqm and 4,200sqm net floorspace respectively will be delivered by the end of the plan period, subject to periodic monitoring and review of economic and market trends. The strategy outlines that the regeneration of Basildon and other town centres is a key priority.

The proposed policy adds that to ensure the long-term vitality and viability of the borough's centres, the 'town centres first' approach will be applied for retail, leisure and other main town uses. The policy states there will be support for proposals for the development and retention of hotel/visitor accommodation and residential, where they could contribute to town centre vitality.

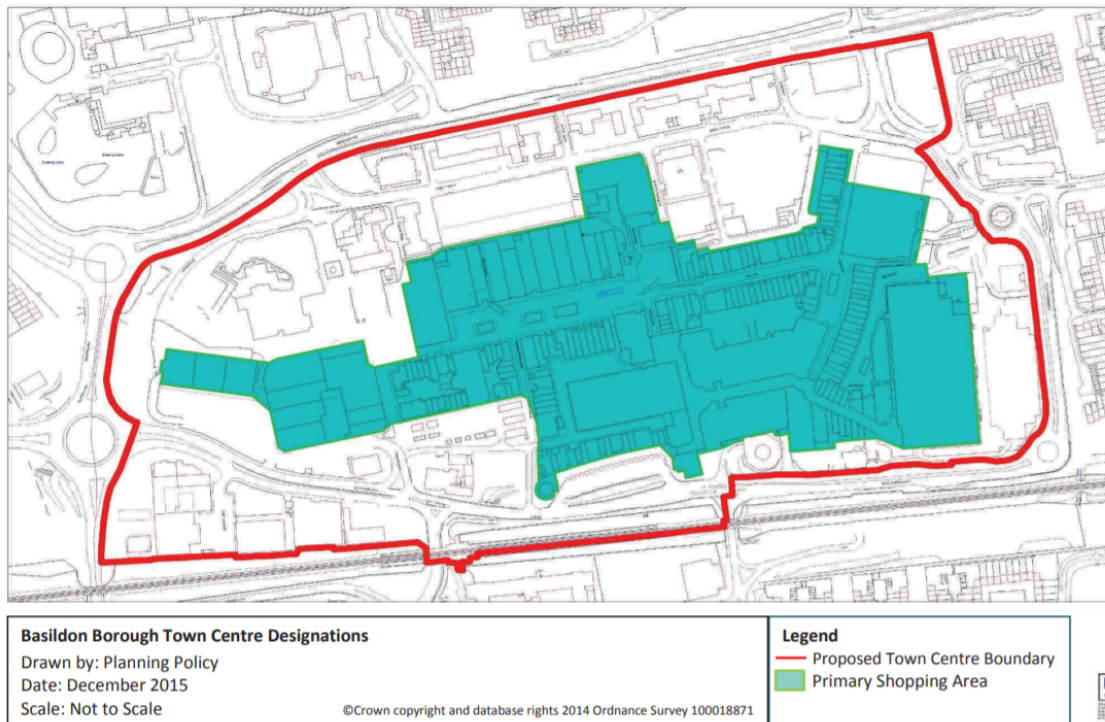
Greater emphasis will be placed on sustainable access to and from the town centres such as walking, cycling and public transport, and appropriate levels of car parking will be provided in key locations and along main movement corridors into the town centres.

Policy R2 'Basildon Town Centre' sets out that Basildon will be the primary focus for all future major retail and leisure development within the Borough, alongside supporting education, cultural and employment uses. Development will be guided through the Town Centre Masterplan and will aim to provide the majority of the additional retail floorspace required for the Borough, alongside leisure and entertainment floorspace, a new hotel, up to around 2,128 residential units, a further education college, and a mix of business, community and open space uses.

The policy addresses the primary shopping area and adds continued support for frontages and the street markets within these designations. The policy also places importance on the need to redevelop and modernise existing premises, while encouraging the diversification of uses and the introduction of a night-time economy.

The Council's Shopping Frontage Review (2015) defines the following components of the town centre:

Figure 1: Proposed Town Centre Boundary



The proposed town centre boundary identifies an area that focuses on the locations of the main town centre uses, excluding primarily residential areas. Within this boundary is a Primary Shopping Area where retail uses are concentrated and which forms the core of the town centre. To maintain the viability of the PSA it is important to maintain at least 50% of shopping units in A1 use. Within the PSA are primary frontages and secondary frontages as set out below:

Figure 2: Proposed Primary Shopping Frontage

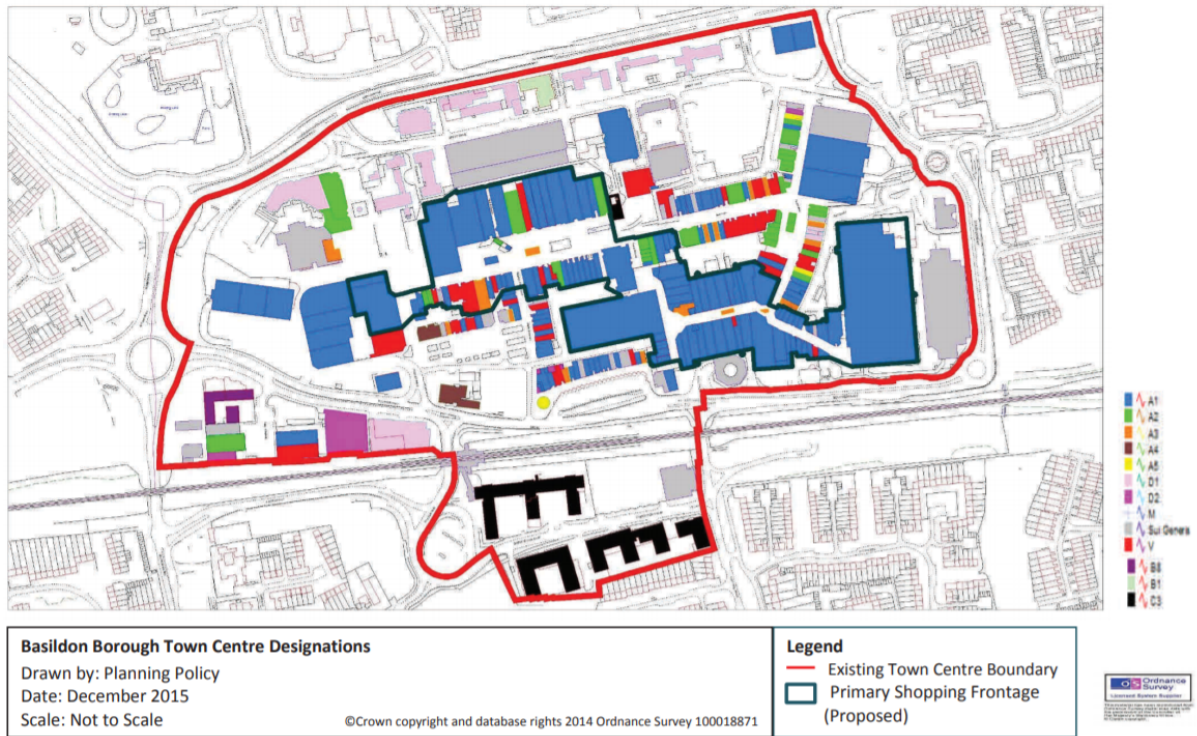
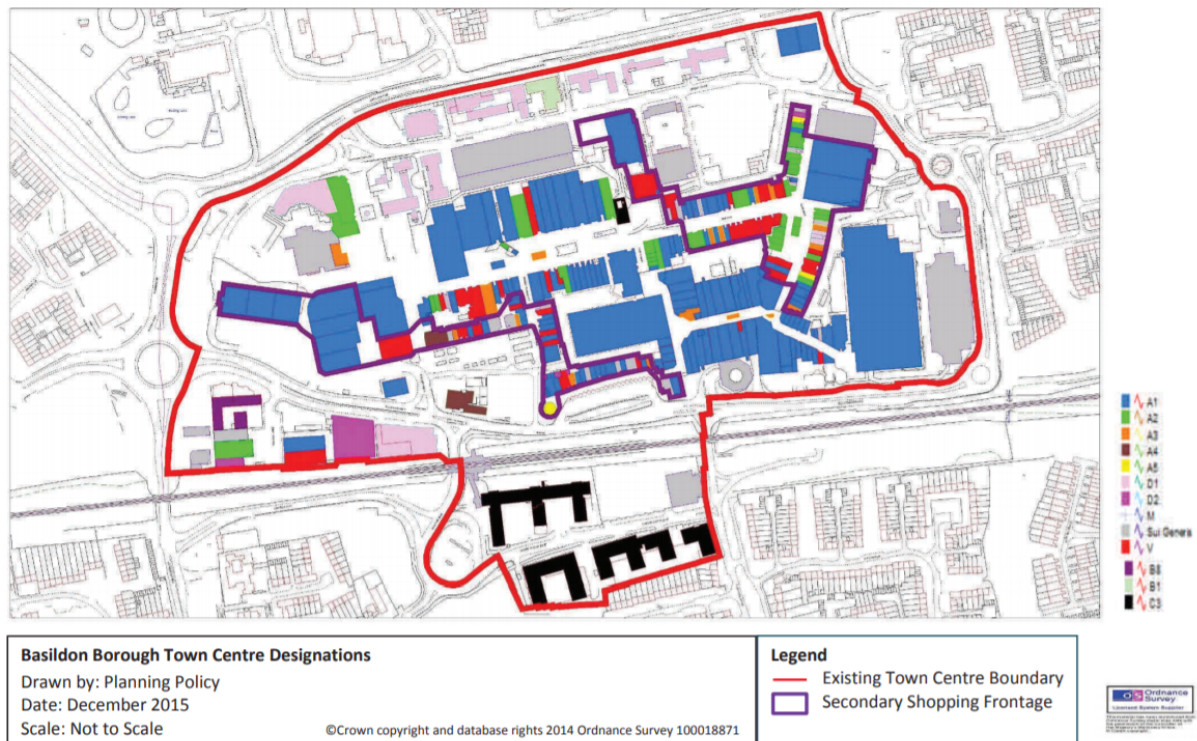


Figure 3: Proposed Secondary Shopping Frontage



The review recommends that 75% and 30% minimum thresholds for A1 uses at ground floor level are needed to support the continued retail function of the primary and secondary shopping frontages respectively. Remaining surplus space can be used for other, compatible town centre uses.

The South Essex Retail Study (2017) identifies Basildon town centre as a regional/major town centre with a strong comparison and convenience offer focusing on the mid-lower end of the market and with a VENUESCORE rank of 97. Growing competition – for example from Stratford City, Bluewater and Chelmsford – is noted. The study identifies needs by 2026 for Basildon local authority area as a whole as 2,028 sqm net of retail floorspace, split into 286 sqm of comparison goods floorspace and 1,742 sqm of convenience goods floorspace.

Policy R13 of the proposed Local Plan 'Locations for Hotel/Visitor Accommodation' identifies that in addition to allocations for hotel provision, Basildon will support additional hotel provision within town centre locations. The Local Plan Options for Meeting Hotel Needs study (2016) reinforces the aspiration for a town centre hotel, albeit that the potential is not immediate.

### *Promoting Sustainable Transport*

Chapter 9 of the proposed Local Plan contains policies relating to transport. Policy T1 'Transport Strategy' outlines how the Council is seeking to deliver improved accessibility to jobs, services and facilities via an enhanced and better integrated transport network. One of the key ways this can be achieved is by ensuring development is situated and designed to minimise the need for travel, while encouraging sustainable travel modes.

Policy T9 'Town Centre, Employment Areas and Railway Station Parking Provision' states the Council will seek to increase the parking provision within town centres, where there is an identified shortfall in capacity.

### *Delivering a Wide Choice of High Quality Homes*

Chapter 11 of the proposed Local Plan reaffirms that Policy SD1 established that during the period of the Local Plan, at least 17,791 homes will be delivered in the Borough. This figure is linked to the objectively assessed need (OAN) calculations in the South Essex Strategic Housing Market Assessment (SHMA) Addendum. Policy SD2 directs 8,747 of these homes to the Main Urban Area of Basildon (including Laindon, Pitsea and Noak Bridge).

Paragraph 11.6 of the proposed Local Plan identifies that the SHMA (2016) illustrates demand amounting to 40% of total supply for smaller units, reflecting the demographic trends of the Borough and the desire amongst younger residents to get on the housing ladder. There is also strong demand (accounting for 40% of need) for 3 bedroom properties reflecting the need of growing families.

In terms of housing land supply, Table 11.1 of the proposed Local Plan identifies capacity of 1,164 units remaining in the town centre. Paragraph 11.15 notes that there is potential within the land supply to achieve a higher rate of delivery than that set out in policy SD1, but that this would need investment in infrastructure to support growth being brought forward.

Policy H1 of the proposed Local Plan sets out Housing Strategy, a key element of which is the encouragement of development in town centres to incorporate residential development on upper floors and in locations on the edge of town centres. In terms of affordable housing, Policy H26 proposes 31% affordable housing provision on all sites of 11 units or more (split between 70% affordable rent accommodation at 60% of market value, and 30% intermediate housing). It is noted that viability assessments will be accepted for affordable housing provisions of less than 31% for flatted and housing developments of around 150 units in Basildon Town and schemes where there are exceptional development costs.



### *Requiring Good Design*

Chapter 12 emphasises the importance of achieving good design; policy DES1 'Achieving Good Design' outlines how the quality and local distinctiveness of the Borough's built environment will be protected and enhanced. This will be delivered by the following:

- Working with partners to deliver regeneration and public realm improvements in the town centres;
- Design guidance, development briefs, masterplans, regeneration strategies, public realm strategies, and design guidance in Supplementary Planning Documents will be prepared, where appropriate; and
- For larger schemes, developers are encouraged to engage in a relevant Design Review process.

The policy includes further principles to guide development proposals, including the requirement to provide well-designed streets and spaces, incorporate a network of multifunctional open spaces, reflect locally distinctive development patterns, and foster an inclusive and accessible environment that functions safely for all.

### **South Essex Joint Strategic Plan**

The South Essex councils of Basildon, Brentwood, Castle Point, Rochford, Southend-On-Sea and Thurrock are working with Essex County Council to make South Essex greater through sharing resources, lobbying government and collaborating with business and residents.

The collaboration is underpinned by a Memorandum of Understanding (MoU) signed in January 2018 creating the Association of South Essex Local Authorities (ASELA). The core purpose of ASELA is to provide place leadership and deliver a vision for South Essex up to 2050, promoting healthy growth for its communities.

According to the Council's adopted Local Development Scheme (2018), the first Draft of this Strategic Plan document will be published for consultation in Quarter 4 of 2019. The full Strategic Plan document is scheduled for adoption in Quarter 4 of 2020.

### **CIL Preliminary Draft Charging Schedule (PDCCS)**

The CIL Preliminary Draft Charging Schedule was the subject of consultation from 1 November 2018 until 17 December 2018. Consultation responses are currently being processed and according to the Council's Local Development Scheme (2018), the CIL Charging Schedule is due to be approved in Quarter 1 of 2020.

The CIL rates set out in the PDCCS are as follows:

Development Type	Location	CIL Charge (£)
Retail (A1)	Out of Town Centres	90
Residential (C3)	Basildon (excl. flatted development)	50
	Basildon (flatted development)*	10
All other uses	All locations	10

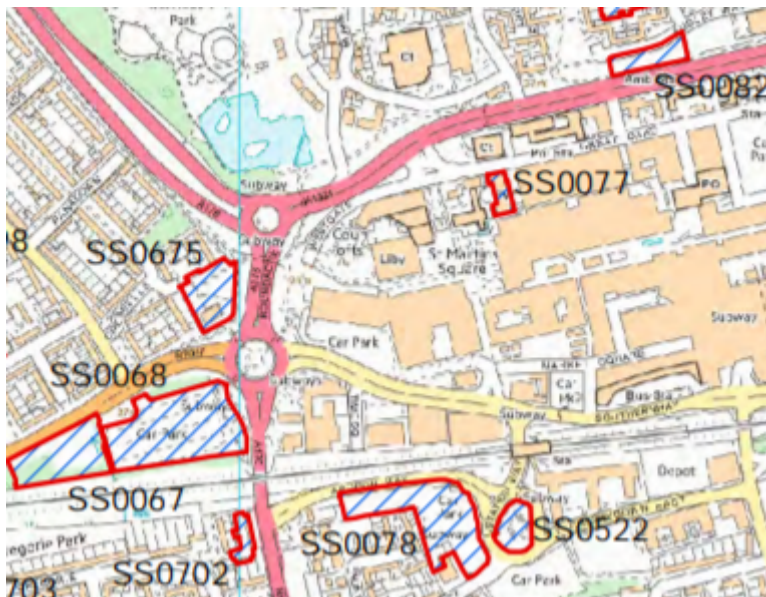
\*Flatted development with known viability issues are to be excluded from paying CIL, according to Paragraph 3.1 of the Draft Preliminary Charging Schedule.

## Additional Evidence Base Documents

### Housing and Economic Land Availability Assessment (2018)

The HELAA was produced to identify a future supply of land which is suitable, available and achievable for housing and economic development over the plan period.

It identified the following sites in and around Basildon town centre in the HELLA Sites Insert Map 13:



A summary of the HELAA analysis for these sites is set out below:

		Development potential								
		Housing			Employment					
Site	Area (ha)	Suitable	Available	Achievable	Suitable	Available	Commentary	Yield	Timing (yrs)	Viable?
SS0067 Land at Laindon Link	0.67 (0.55 net)	Y	Y	Y	Y	N	Site includes land allocated as open space, Could be suitable for housing or B1/B uses	18	<5	Yes
SS0068 Car Park 14	1.35 (1.11 net)	Y	Y	Y	Y	N	Landowner does not want site considered for employment uses	37	<5	Yes
SS0077 Church Walk House	0.11	Y	N	N	Y	N	Could be considered for housing or B1. Landowner preference is for housing.	N/A	N/A	N/A
SS0078 Cherrydown West/Ashdon Way Car Park	1.06	Y	N	N	Y	N	Could be suitable for housing or B1	N/A	N/A	N/A
SS0082 Land opposite 54-84 Audley Way	0.25	Y	Y	Y	Y	N	Includes land allocated as open space. Landowner preference is for residential use	8	<5	Yes
SS0522 Car Park, Station Way	0.24	Y	N	N	Y	Y	Landowner preference does not include residential uses. Could be suitable for B1.	N/A	N/A	N/A
SS0675 Land at Long Lynderswood	0.42 (0.35 net)	Y	Y	N	Y	N	Vacant community club & green space. Landowner preference for residential use	11	<5	No
SS0702 Garages to the N of 86 Paprills	0.28	Y	Y	Y	Y	N	Landowner preference for residential uses	N/A	N/A	N/A

## Basildon Parking Study (2017)

This study noted that the draft Local Plan (January 2016) sets the Council's vision for the development of the Borough to 2034 and the associated patterns of growth. A growth level of 3,840 households in Basildon was taken from the draft Local Plan and informed the assessment of future parking requirements. The analysis forecast that parking demand could grow in Basildon town centre by between 7-21% over the plan period and applied the upper end of this range when identifying the maximum requirements for future demand.

Currently, 5,744 car parking spaces are provided across the town. Overall, around 3% of parking provision is designated for disabled use, with a further 1% provided for parents & child parking. In terms of duration of stay, the highest proportion of vehicles (22%) are currently making very short stay trips into the town centre (less than 30 minutes), with 13% recorded as parking more than 8 hours across the day.

The study summarised estimated current and 2034 peak occupancy levels in the town centre car parks during a typical week, with the results presented as follows:

Car Park		Estimated Spaces	Current Observed Peak Occupancy	Future Predicted Peak Occupancy
BAS01	Towngate	103	Full	Full
BAS02	Great Oaks Multi Storey	1,320	40% to 60%	60% to 75%
BAS03	Great Oaks Surface	361	60% to 75%	85% to 95%
BAS04	Staples	35	85% to 95%	Full
BAS05	Toys R' Us	514	20% to 40%	20% to 40%
BAS06	Asda	1,200	40% to 60%	60% to 75%
BAS07	Eastgate	825	60% to 75%	75% to 85%
BAS08	Market Place	40	Full	Full
BAS09	Westgate	450	85% to 95%	Full
BAS10	Times Square	45	75% to 85%	85% to 95%
BAS11	Ashdown Way	310	75% to 85%	Full
BAS12	Station Way	51	85% to 95%	Full
BAS13	Cherrydown	300	60% to 75%	75% to 85%
BAS14	Clay Hill	190	Less than 20%	20% to 40%
<b>SUB-TOTAL</b>		<b>5,744</b>	<b>58%</b>	<b>73%</b>

(Source: Basildon Parking Capacity Study, JMP Consultants, 2017)

This analysis illustrates that overall peak capacity utilisation on a typical weekday is not significantly high and there are large amounts of underutilised car parking, particularly in the larger multi-storey car parks. The study notes that:

*“the analysis of current and future demand has indicated that a rationalisation of car parking spaces can be achieved. The scale of this reduction will depend upon the detailed development proposals for the town centre, as well as wider transport and accessibility policies; however, a reduction of at least 1,000 spaces is considered manageable. The nature of the town centre road network provides good vehicular access to all car parks and would enable demand to be directed between car parks relatively easily. This offers a certain amount of flexibility in managing the overall supply of parking; although the*

majority of the spare capacity is within the multi-story car parks, including Great Oaks, Toys R Us, and Asda.”

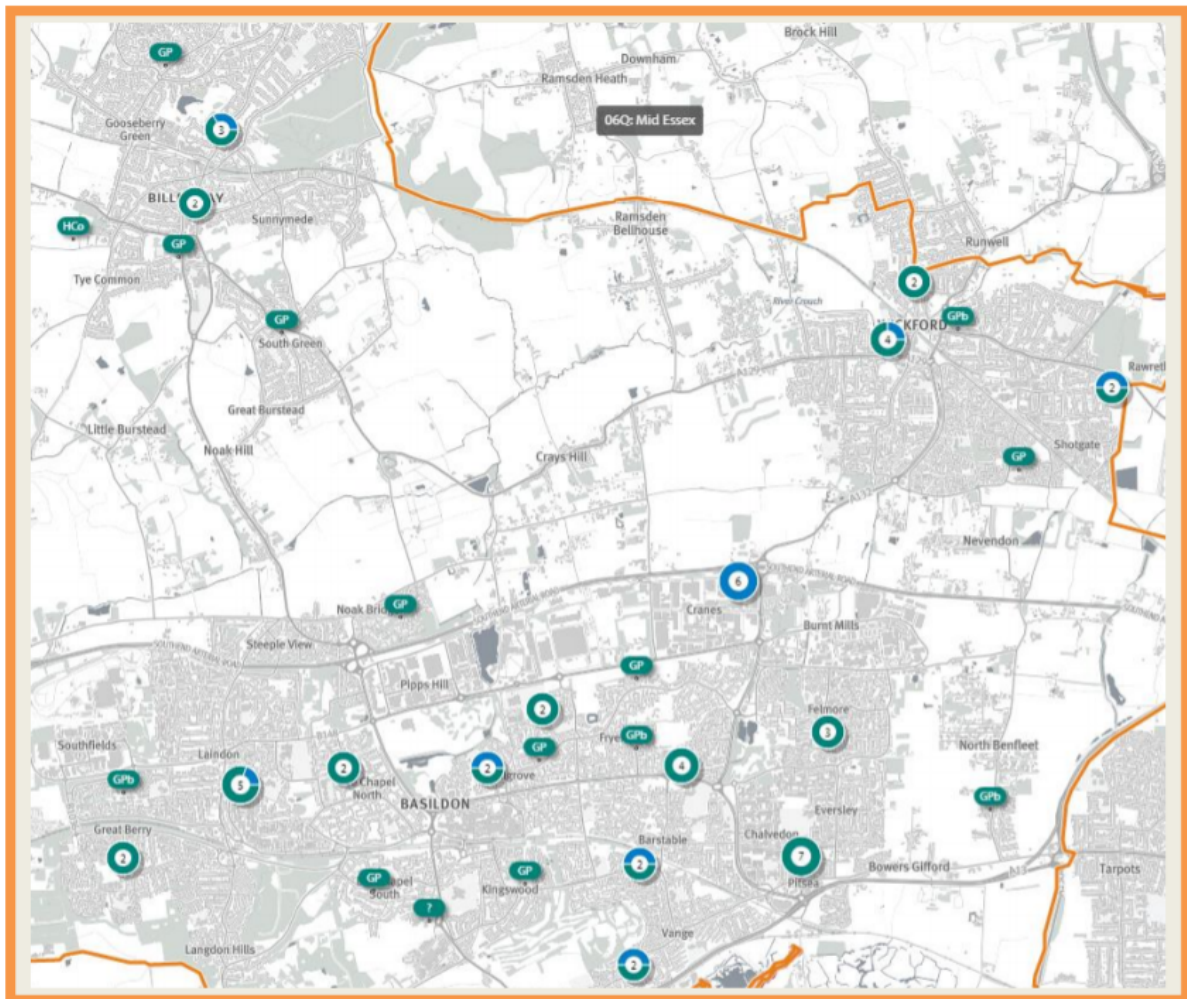
## Basildon Infrastructure Delivery Plan (2018)

This document was produced to reflect the potential future infrastructure requirements across the Borough relating to the Revised Publication Local Plan. Key findings include:

### Health

Existing GP services were mapped in the study and their distribution is shown in the plan below.

Figure 4 - Location of existing GP services in Basildon (Source: Basildon Infrastructure Delivery Plan, 2018)



The study noted that generally NHS policy locally is to seek to accommodate growth where possible in the current premises envelope, though this is likely to require capital investment to achieve, and only to seek new premises where demonstrably necessary. Whilst it was noted that the proposed growth in Basildon Borough may require provision of new health care infrastructure, no specific requirements were identified for the town centre. It was not seen as possible to accurately determine the build cost or size of new health facilities as this is dependent on a large number of factors that can only be resolved at a more advanced stage in the planning process

### *Education*

Forecasts for the next 5 years indicate a need for additional primary school places in Basildon, though no specific requirements were identified for the town centre.

Basildon town currently has a significant surplus of secondary school places. This surplus is forecast to reduce over the next 7 years, as higher pupil numbers feed through from primary schools. The level of new housing development proposed in the Publication Local Plan will require the provision of additional school places either through the expansion of existing schools and/or the establishment of a new school.

The requirement in Basildon central includes the expansions of both Ryedene and Merrylands as identified in the education authority's 'Ten Year Plan', which combined would cost £4.7m. There is also the option of a new 2.1ha school on the new development taking place at Nethermayne which has already been partially secured at £6.3m. The additional need as a result of Local Plan growth would require a new primary school allocated on the site at Gardiners Lane South at a cost of approximately £6¼m.

Development in Basildon Borough as a whole would require the need for one new secondary school to be located to the east of Basildon which would cost in the region of £30m, and when combined with other potential expansions of existing secondary schools in the Borough, could cost in the region of £38.4m in total.

For Early Years and Childcare, the overall requirement is for an additional 343 places. Again several sites are expected to bring forward upwards of 250 dwellings and three additional primary schools have also been identified as being required, which could have EY&C associated with them.

### *Power*

The study notes that National Grid has indicated that specific development proposals within the Basildon Borough area are unlikely to create capacity issues in terms of gas and electricity.

### *Water supply*

Essex and Suffolk Water has indicated that they have sufficient overall water resources available to service the maximum growth levels indicated by the Council. Foul flows from future growth will have an impact on the existing sewerage network which may require network upgrades. The Environment Agency has stated that the level of development in Basildon could be a challenge unless phased correctly to enable necessary upgrades to Water Recycling Centres. The study notes that Basildon town centre has the potential to require upgrades to foul sewerage network capacity and has surface network capacity issues that would need to be addressed through the use of SUDS.

### *Transport*

Basildon Council and Essex County Council commissioned Ringway Jacobs to carry out transport modelling on growth scenarios for the Borough to inform the Publication version of the Basildon Borough Local Plan. This has highlighted potential constraints and mitigations required in the broader strategic road network, though none in the immediate vicinity of the town centre.

In terms of public transport, enhancements to Basildon rail station are identified including the potential for a new second entrance.

### *Broadband*

The study notes that new proposed planning policies are to be put in place to secure broadband infrastructure as part of new developments prior to occupation, to enable new residents and

businesses to be connected to the facility as soon as they move in. This will depend to a degree on the willingness of statutory undertakers to install their networks to the same timescale. Discussions are continuing with broadband providers (principally BT & Virgin) and Superfast Essex to ensure better access can be provided through plan making and intervention. Both Virgin Media and BT Open Reach in their responses to the Council state that provision of broadband is provided wherever there is a demand and BT Open Reach will supply fibre to the premise superfast broadband for free on any development proposals of 30 dwellings or more. This means that the majority of sites contained within the Basildon Borough Local Plan will be provided with Superfast broadband without the need for additional intervention or investment.

#### *Emergency services*

In terms of ambulance services, the East of England Ambulance Service NHS Trust (EEAST) Estates Strategy (2017-22) includes some allowance for population growth but any increase in requirements will require modelling. EEAST are carrying out a review to better understand what resources are needed to meet future patient demand.

#### *Fire service*

The Council has engaged with Essex County Fire and Rescue Service and it is not envisaged that the proposed development plans contained in the Publication Local Plan will place any additional resource requirements on the service or risk to the public at this moment in time.

#### *Police*

The IDP reported that the Council has met with Essex Police to discuss potential growth in the Borough and potential long term plans to share station facilities with other emergency services, However, a formal written response to the Council is awaited in order to determine precise policing requirements.