

# Basildon Borough Council

## Draft Local Plan

January 2016



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## Draft Local Plan

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## Contents

## Foreword

The Local Plan is critical to shaping the future of the borough. We've set out a clear ambition to create a prosperous economy here, so that everybody can achieve their ambitions and succeed locally.

The Local Plan is a critical element of how we shape that borough and create those opportunities. It sets out how we will create enough employment and infrastructure to deliver our ambitions, and how and where we will deliver enough homes to ensure future generations can continue to live and prosper here.

If we want a borough where businesses can thrive, jobs are readily available to local people, and our children and their children have a future where they can succeed and raise their families here, then we have to create that environment – it will not happen by itself.

It is about finding a balance.

A balance between development and protecting as much of our green space as we can. Development to ensure enough homes to house a growing population and allow local businesses to grow, balanced with providing those families and employees with great open spaces and a place where they want to spend their time.

But this Local Plan is about far more than homes, and I would urge you to look at it in a wider context. It is about the bigger picture. It is about securing land for our local businesses to grow and to attract new ones. It is about improving the road and transport network so we can welcome that economic growth. And it is about providing enough homes to ensure generations to come can continue to live in the borough and take advantage of all the opportunities we are creating.



**Councillor Phil Turner, Leader of Basildon Borough Council**

## Preparing a New Local Plan

This document sets out an initial draft of a new Local Plan for Basildon Borough. It has been prepared for the purposes of consultation under regulation 18 of the *Town and Country Planning (Local Planning) (England) Regulations 2012*. Regulation 18 requires different policy options to be made available for consultation purposes in order to ensure that the final plan is the most appropriate. As such, this document includes some sections and text that will not be included within the finalised version of the Local Plan. In particular, this section entitled *Preparing a new Local Plan* will not feature in the version of the plan which is submitted for examination. It is included within this version in order to provide a context for the consultation. Additionally, the grey *Alternative Options* boxes which follow each proposed policy will also be omitted from the submission version.

### Why have we prepared a new Local Plan?

The role of planning is to ensure that all development, including homes, offices, roads and community facilities are located in the right place, at the right time.

By law, Councils have to prepare Development Plans that set out a long-term blueprint for the future of their area; typically over a period of 15 to 20 years. These plans set out planning policies to determine which sites or areas can be developed and which should be protected from development. The current Development Plan for Basildon Borough consists of the 2007 Saved Policies from the *Basildon District Plan*, adopted in 1998, as well as Saved Policies from the *Essex and Southend-on-Sea Waste Local Plan* (2001) and the recently adopted *Essex Minerals Local Plan* (2014). The Council is now preparing a new Local Plan to replace the policies in the 1998 document and set out an overall framework for the development of the Borough up to 2034.

### What is the structure of the Local Plan?

The Local Plan will comprise the full suite of strategic policies, allocation policies and development management policies. This is a departure to the approach the Council was taking prior to December 2014. Previously, the Council was preparing separate documents for each type of policy.

This document has been structured to follow the thematic approach set out in the *National Planning Policy Framework (NPPF)* (2012). The vision and objectives for development and change within Basildon Borough are followed by an initial suite of policies that set out the strategic approach to growth and the distribution of development across the Borough in order to achieve a sustainable pattern of development. Thereafter, the chapters are arranged thematically to replicate the chapters in the *NPPF*, where they apply in the Borough. Within each chapter, strategic policies are followed by allocations policies (where appropriate), and then development management policies.

The **strategic policies** set out how the Council, in partnership with others, will respond to the vision and objectives for development and change within the Borough in the period to 2034. These policies set the framework for joint working and development management. They will also provide a borough-wide approach for guiding development to designated parts of the Borough, and put in place mechanisms for delivering infrastructure and protecting and enhancing the Green Belt and other key features of the environment.

The **allocation policies** meanwhile will identify the specific locations where development and change will occur. In order to ensure that development occurs in a way which supports the vision and objectives, criteria have been developed for each allocation, setting out the types of development which may occur, and any mitigation and infrastructure provision necessary to support development.

The **development management policies** are intended to be applied through the development management (planning application) process. They set out how development will be managed to ensure that it contributes towards the vision and objectives, via the strategic framework put in place by the strategic policies.

The policies in the Local Plan may be supported by **Supplementary Planning Documents (SPD)** which will provide further local guidance on specific elements of development (such as the application of Vehicle Parking Standards, and the design of Sustainable Drainage Systems), or may assist in managing development in specific areas (such as town centres or Conservation Areas).

In addition, over the plan period, the Local Plan may be further supplemented by **Neighbourhood Plans**, prepared by Parish, Village or Town Councils, or Neighbourhood Forums, in accordance with the *Localism Act 2011*. These will set out additional planning policies for the management of development in smaller, distinctive localities, in accordance with the Local Plan.

## How has the Local Plan got to this point?

In December 2014, the Council's Cabinet agreed to commence work on a Local Plan for the Borough. Prior to that, the Council had been working on the preparation of a Local Development Framework comprising a suite of three documents: A Core Strategy; a Site Allocations and Development Management Policies Document; and a Gypsy, Traveller and Travelling Showpeople Policies Document. At that time, work had only been undertaken on the Core Strategy.

The Core Strategy was intended to set out the borough-wide strategy for the coordination of development until 2031. It set out the Council's Spatial Vision and Strategic Objectives, and the Spatial Strategy and Strategic Policies for delivering these. The Core Strategy had been through several iterations, the most recent of which was the *Core Strategy Revised Preferred Options Report*. This was the subject of consultation from January to March 2014.

The consultation on the *Core Strategy Revised Preferred Options Report* gave rise to over 10,000 consultation comments addressing a range of issues. A key issue arising from these comments was the need for more detail to be provided around the allocation of land to meet the need for development and change going forward, and the infrastructure required to support such growth. A comprehensive approach to plan-making which incorporated not only the preparation of a spatial strategy and strategic policies, but also the allocation of land and the preparation of development management policies was identified as a mechanism by which this additional detail could be provided to the satisfaction of consultees. This gave rise to the change of approach taken in December 2014.

It was also initially proposed that policies regarding the accommodation needs of gypsies, travellers and travelling showpeople would be set out in a separate document. However, it could be considered that this would constitute discrimination, and could potentially be contrary to the public equality duty set out in the *Equalities Act 2010*. As such, policies relating to meeting the needs of gypsies, travellers and travelling showpeople are also included within the Draft Local Plan.

## How has the Draft Local Plan been prepared?

Whilst the Council has changed its approach to plan preparation, much of the work done to prepare the Core Strategy remains relevant, and consequently has been used to inform the preparation of this Draft Local Plan. However, due to the additional detail required to allocate specific sites and to prepare development management policies, additional work on the evidence base has been necessary to provide the detail necessary to inform these policies. Furthermore, due to the passage of time, some evidence base work has had to be updated in order to ensure it still provides sufficient justification for the strategic approach being taken and the overall need and distribution of growth. A schedule of the evidence that has been collected to inform the Draft Local Plan is included at Appendix 1.

The Draft Local Plan has been prepared having regard to this evidence base, seeking to identify policies and site allocations which are best justified by the evidence, and most likely to be effective in delivering the development and change required in a sustainable way. That being said, it must be recognised that national planning policy set out in the *NPPF*, and the Government's interpretation of this, as set out in the *Planning Practice Guidance (PPG)*, provide direction and limitations to the scope of local planning policies, and are consequently reflected in the Draft Local Plan also.

The Council is under a statutory duty, introduced by the *Localism Act 2011*, to cooperate with other specified public sector bodies to address strategic cross-boundary matters through the plan-making process. This is known as the Duty to Cooperate (DtC). Consequently, early discussions on the content of this plan and its approach to cross-boundary matters such as housing growth, employment growth, infrastructure provision and the accommodation needs of gypsies, travellers and travelling showpeople have taken place with relevant public sector partners. These discussions have informed the approach to policies in the Draft Local Plan.

## Supporting documents to the Draft Local Plan

In addition to the evidence base, the Draft Local Plan is accompanied by four key supporting documents:

- **Sustainability Appraisal** as required by the *Planning and Compulsory Purchase Act 2004*. This includes a Strategic Environmental Assessment of the plan as required by European Directive, and English Regulations. The purpose of the Sustainability Appraisal is to ensure that the Local Plan is the most appropriate plan having regard to likely sustainability and environmental outcomes;
- **Habitat Regulations Assessment** of the potential impact of the plan on Natura 2000 sites, which are ecological habitats designated for their international and European importance, as required by European Directive and English Regulations. The purpose of the Habitat Regulations Assessment is to ensure that the Local Plan does not have significant adverse impacts on Natura 2000 sites;
- **Service Impact Assessment** appraising the effect of the new Local Plan on people with protected characteristics, and those experiencing social or economic disadvantage, as required by the *Equalities Act 2010*; and
- **Infrastructure Delivery Plan** setting out the infrastructure required to support development and change within Basildon Borough over the plan period, and proposals on how such infrastructure will be delivered. It identifies potential funding sources, delivery partners and phasing requirements. It is currently in draft form, and will be further developed as the Local Plan is progressed to submission. Upon adoption of the Local Plan, the Infrastructure Delivery Plan will become a live document that is updated and revised as both development and infrastructure are delivered, reflecting the dynamism within the development sector.

Alongside the Draft Local Plan, the Council is also consulting on a Preliminary Draft Community Infrastructure Levy (CIL) Charging Schedule. CIL is a mechanism through which Council's can seek a contribution for funding from developers for community infrastructure to support the growth arising from their development. It is charged on a per square metre basis, and can used to fund any infrastructure projects identified for funding from CIL on what is known as the Regulation 123 List. The *CIL Regulations 2010 (as amended)* require that the charge set does not render the majority of development within an area unviable. As a consequence, it is unlikely that CIL alone will be able to fund all the infrastructure requirements within the Basildon Borough. It is just one source of funding that will be identified in the Infrastructure Delivery Plan.

## What effect will the Draft Local Plan have on the Saved Local Plan Policies 2007?

For now, the saved policies of the *Basildon District Local Plan (1998)* remain part of the Development Plan until such time as they have been superseded by adopted policies in the new Local Plan. The new Local Plan will not be adopted until such time as it has been through an Examination in Public and found sound by a Planning Inspector. Adoption is scheduled to take place in the Spring of 2018.

## What is the role of this consultation?

The consultation on the Draft Local Plan will run from the **28 January to the 24 March 2016**. The purpose of this consultation is to seek the views of residents, businesses and other stakeholders on the draft policies and allocations set out in the Draft Local Plan, and any reasonable alternatives to these policies and allocations as identified in the *Alternative Options* boxes. Any comments received at this time will be used to ensure that the most appropriate options have been selected for each policy area, and to identify any outstanding issues that need to be addressed before the plan is finalised for submission to the Planning Inspectorate for Examination in Public.

The consultation is being carried out in accordance with Regulation 18 of the *Town and Country Planning (Local Planning)(England) Regulations 2012*, as amended, and the *Basildon Borough Statement of Community Involvement*.

## How can you engage with this consultation?

The Draft Local Plan follows this introductory section. It can be viewed online at: [www.basildon.gov.uk/localplan](http://www.basildon.gov.uk/localplan). Alternatively, copies of the document can be viewed at the Council Offices and in local libraries during normal opening hours. There will also be a series of exhibitions where residents can find out more about the Draft Local Plan. A programme of these meetings can be viewed online at: [www.basildon.gov.uk/localplan](http://www.basildon.gov.uk/localplan).

The easiest way to comment is online at: [www.basildon.gov.uk/localplan](http://www.basildon.gov.uk/localplan).

Alternatively, comments can be submitted by email to: [planningpolicy@basildon.gov.uk](mailto:planningpolicy@basildon.gov.uk) or by post to:

Planning Policy  
Basildon Borough Council  
Basildon Centre  
St Martins Square  
Basildon  
SS14 1DL

When making comments by email or post you **must** supply your name, a contact email or contact address, and your postcode. Comments which do not include these details will not be accepted. Please indicate clearly the policy or policies to which your comments refer. All comments must be received by the Council by **midnight on the 24 March 2016**.

## What are the next steps for the Local Plan?

Following this consultation, the responses received will be considered and used, where appropriate, to amend the Draft Local Plan. A final version of the Local Plan will be prepared for submission to the Planning Inspectorate for Examination in Public. This will be subject to a further period of consultation prior to submission, in accordance with Regulation 19 of the *Town and Country Planning (Local Planning) (Regulations) 2012*. The comments received at that time will be used by the Planning Inspector to set the structure of the Examination in Public, and determine the matters to be considered in assessing the soundness of the plan. The current programme for progressing the new Local Plan is set out in the *Local Development Scheme* adopted in December 2014, and is as summarised below:

Stage	Timescale
Draft Local Plan Consultation (Regulation 18)	January to March 2016
Publication Consultation (Regulation 19)	Winter 2016
Submission to the Planning Inspectorate	Spring 2017
Examination in Public	Summer 2017
Adoption	Spring 2018

### PLEASE NOTE:

THE FOLLOWING DRAFT LOCAL PLAN IS WRITTEN IN THE PRESENT TENSE TO MAKE IT EASIER FOR RESIDENTS AND OTHER STAKEHOLDERS TO UNDERSTAND WHAT THE FINAL DOCUMENT COULD LOOK LIKE.

AS THIS IS A CONSULTATION DOCUMENT ONLY, AT THIS TIME NO CHANGES HAVE BEEN MADE TO ANY OF THE PLANNING BOUNDARIES IN THE BOROUGH, AS IDENTIFIED IN THE BASILDON DISTRICT LOCAL PLAN 1998.

ANY POLICIES AND ALLOCATIONS SET OUT IN THIS DOCUMENT ARE DRAFT ONLY, AND ARE SUBJECT TO CHANGE AS THE PLAN IS PROGRESSED TOWARDS SUBMISSION.

# Chapter 1: Introduction

- 1.1** Basildon Borough Council has prepared this plan in order to set out how the development and growth requirements of Basildon Borough for the period 2014 to 2034 will be met. It also sets out the policies that will be applied to ensure that individual development proposals contribute positively towards this plan. It covers all planning matters with the exception of waste and minerals development which are planned for separately by Essex County Council as the waste and minerals planning authority. This plan, along with the current *Essex Minerals Local Plan* and *Essex and Southend-on-Sea Waste Local Plan*, form the Development Plan for Basildon Borough. Policies in this plan will replace the 2007 Saved Policies from the *Basildon District Local Plan* adopted in 1998.
- 1.2** This document comprises the full suite of strategic policies, allocation policies and development management policies. The vision and objectives for future development and change within the Basildon Borough are accompanied by policies that set out the strategic approach to growth and distribution of development across the Borough in order to achieve a sustainable development. Thereafter, the chapters are arranged thematically to replicate the order and format of the *NPPF*. Within each chapter, strategic policies are followed by allocation policies (where appropriate), and then development management policies.
- 1.3** The **strategic policies** set out a strategic framework of how the Council, in partnership with others, will respond to the vision and objectives for development and change within the Borough in the period to 2034. These policies set the framework for joint working, managing development and supporting service provision. They also provide a borough-wide approach for guiding development to designated parts of the Borough, and put in place mechanisms for delivering infrastructure and protecting and enhancing the built and natural environment, including the Green Belt.
- 1.4** The **allocation policies** meanwhile identify the specific locations where development and change will occur. In order to ensure that development occurs in a way which supports the vision and objectives, criteria have been developed for each allocation, setting out the types of development which may occur, and any mitigation and infrastructure provision necessary to support development, including phasing its delivery.
- 1.5** The **development management policies** are intended to be applied through the development management (i.e. planning application) process. They set out how development will be managed to ensure that it contributes towards the vision and objectives, via the strategic policies.
- 1.6** The policies in the Local Plan may, in turn, be supported by **Supplementary Planning Documents (SPD)** which will provide further local guidance on specific elements of development (such as the application of Vehicle Parking Standards or the use and design of Sustainable Drainage Systems), or may assist in coordinating or managing development in specific areas, such as Town Centres or Conservation Areas. An SPD can be prepared at any time to supplement the Local Plan and its delivery.
- 1.7** In addition, over the plan period, the Local Plan may be further supplemented by **Neighbourhood Plans**, prepared by Local Councils or Neighbourhood Forums, in accordance with the *Localism Act 2011*. These could set out additional planning policies for the management of development in smaller, distinctive localities, in accordance with the Local Plan. Where they exist Neighbourhood Plans are part of the statutory Development Plan for the Borough.
- 1.8** In order to ensure that this plan is robust and responds positively to local issues, an evidence based approach has been taken in its preparation. This evidence includes studies and assessments undertaken in order to understand both the needs for development and growth, their likely impact, and the physical constraints on development and growth in Basildon Borough.
- 1.9** The evidence for this Local Plan also consists of the work undertaken on, and the consultation responses to the Basildon Borough Local Plan Core Strategy which was previously under preparation between 2007 and 2014. Over 10,000 consultation responses were received to the

*Core Strategy Revised Preferred Options Report.* This has helped the Council prioritise issues associated with accommodating development alongside appropriate infrastructure, and to better understand the value residents place on distinct features of the local built and natural environment.

- 1.10** It is clear from the evidence that there is need for sustainable development to take place in Basildon Borough in order to support a growing local population, and to ensure an active and vibrant local economy. There are also added pressures for growth in Basildon Borough due to its proximity to Greater London which is key driver for economic regeneration, and also gives rise to an additional need for housing as people move out of London to live.
- 1.11** Evidence also reveals where there are constraints on growth in the Borough, including areas of specific nature conservation value, areas of higher landscape value and areas at risk of flooding. Basildon Borough's settlements are also enveloped by a substantial swathe of Green Belt that has worked positively to maintain the separation between towns within and beyond the Borough. The retention of strategic corridors of Green Belt continues to present a constraint on development and how future growth can reasonably be accommodated.
- 1.12** Whilst there are notable constraints to development within the Borough, sufficient sites have been identified for inclusion within this plan to meet the development needs identified. This requires some land which was identified by the *Basildon District Local Plan 1998* as falling within the Green Belt to be reallocated for development purposes. In reallocating such land great care has been taken to identify sites which are less environmentally sensitive and which allow for the strategic corridors of Green Belt to continue to fulfil their important and valued function. Having regard to the concerns raised in response to the consultation on the *Core Strategy Revised Preferred Options Report* in 2014, the Council has identified, and expects to secure through this plan, new and improved transport infrastructure and community facilities alongside new housing and employment development.

# Chapter 2: Policy Context

## Legislative Context

- 2.1** This Draft Local Plan has been prepared by the Local Planning Authority in accordance with the requirements of the *Town and Country Planning Act 1990* (as amended), and the *Town and Country Planning (Local Planning) (England) Regulations 2012*.
- 2.2** Since 2010, the Government has been reforming the planning system, major changes of which were brought into effect by the *Localism Act 2011*, and subsequent Regulations. Through the *Localism Act*, communities have been given the power to have a greater influence over what happens to the areas where they live and work. They can bring forward Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders, which must conform to the Local Plan and national planning policy, but do allow for communities to have a greater say over managing development.
- 2.3** The planning system has also been reformed to reduce the administrative burden of planning on businesses and households, and increase the supply of housing by reusing existing buildings. Amendments have been made to the General Permitted Development Rights Order and the Use Classes Order negating the need for planning permission for certain alterations to business premises, certain alterations to residential dwellings and certain changes of use.

## National Policy Context

- 2.4** The *National Planning Policy Framework (NPPF)* was published in March 2012, and sets out the Government's planning policies for achieving sustainable development, plan making and taking decision on planning applications. Local Plans are seen as key to delivering sustainable development and must therefore be prepared in accordance with the principles and policies set out in the *NPPF*.
- 2.5** In accordance with the *NPPF*, Local Plans should reflect the vision and aspirations of the local community and seek to achieve each of the economic, social and environmental dimensions of sustainable development. In particular, they should include strategic policies to deliver:
- The homes and jobs needed in the area;
  - The provision of retail, leisure and other commercial development;
  - The provision of infrastructure for transport, telecommunications, waste management, water supply, waste water, flood risk and coastal change management, and the provision of energy (including heat);
  - The provision of health, security, community and cultural infrastructure and other local facilities;
  - Climate change mitigation and adaption, conservation and enhancement of the natural and historic environment, including landscape.
- 2.6** The *NPPF* requires that Local Plans are prepared positively, and preferably cover a timescale of 15 years or longer. Local Plans should identify allocations for development as well as identifying those areas where development may be restricted for good reason. Local Plans should be prepared using a proportionate evidence base, and should address issues that cross administrative boundaries. There is a duty on local planning authorities, and other public bodies, to cooperate on such strategic or cross boundary matters.
- 2.7** The section of the *NPPF* which addresses achieving sustainable development provides policy on a range of specific themes including economic growth, town centres, housing, Green Belt and flooding. The requirements of these policies and how they are to be applied locally will be drawn out throughout this plan.

- 2.8** Alongside the *NPPF* the Government published a separate *Planning Policy for Traveller Sites (PPTS)* in March 2012, which was amended in August 2015. As with the *NPPF*, this document sets out the requirements for local planning authorities when preparing Local Plans and taking decisions on planning applications in relation to Gypsies, Travellers and Travelling Showpeople. The requirements of the *PPTS* will be drawn out in the housing chapter of this plan.
- 2.9** To provide more information and support policies set out in the *NPPF*, national *Planning Practice Guidance (PPG)* was published in March 2014. This guidance sets out further details, including technical requirements, that should be considered when preparing plans and making decisions on planning applications.

## The South East Local Enterprise Partnership

- 2.10** To bridge the gap between the national and local levels, business-led Local Enterprise Partnerships (LEPs) have been established across the country. The South East LEP (SELEP) includes the Basildon Borough and comprises the areas of Essex, Kent and East Sussex. Whilst the LEP has no statutory land use planning powers, it is responsible for determining local economic priorities and undertaking activities to encourage economic growth and local job creation.
- 2.11** In July 2014, the SELEP agreed a "Growth Deal" with the Government which aims to contribute to the LEP's *Strategic Economic Plan (2014)*, helping to renew the physical and intellectual capital of the South East of England. The Growth Deal focuses initially on transport infrastructure and meeting the skills capital requirements identified by the LEP, but also lays the foundations for increased growth across the SELEP area. It gives renewed impetus to the delivery of new jobs and homes in the Thames Gateway and in other key growth locations. The key features of the deal are:
- The creation of up to 45,000 new jobs;
  - The building of 23,000 new homes;
  - The potential to generate a further £700m public and private investment;
  - Significant new investment along key road and rail routes, improving journey times and opening up new sites for jobs and homes - along the A414 and A127 in Essex, Bexhill in East Sussex, and a number of town centre schemes in Kent and Medway. On the back of these investments the SELEP will come forward with proposals to deliver jobs and homes in other places – at Purfleet, Folkestone; and other coastal towns;
  - Development of new business parks;
  - Investment in colleges and other training providers, helping to raise skill levels and ensure that local people can compete for jobs in a fast-changing economy;
  - Support for the development of new and growing businesses through new business environments in Southend, Rochester, Bexhill and Eastbourne by providing a simpler and more streamlined service to help them grow and prosper.
- 2.12** Within the Growth Deal, and in the associated *Strategic Economic Plan*, South Essex is identified as a federated area where a significant proportion of the SELEP's growth is expected to be met.

## The County Policy Context

### Integrated County Strategy

- 2.13** The *Greater Essex Integrated County Strategy (ICS) (2010)* provides a shared vision for Essex, Southend-on-Sea and Thurrock to identify priorities needed to retain and increase economic growth. The *ICS* was prepared on behalf of the Essex Chief Executives Association with agreement of all 15 unitary, county and local authorities within Greater Essex. The *ICS* aims to ensure that available funding is invested towards priorities which are most likely to generate long-term economic growth. Its priority themes are:
- i. **Town Centres** - delivering regeneration of town centres in large urban centres and important towns such as Basildon town centre;

- ii. **Neighbourhood Regeneration** - tackling significant regeneration needs in key neighbourhoods, improving housing quality, choice and encouraging growth;
- iii. **Sustainable Growth** - creating a balanced pattern of development which promotes housing choice, provides affordable housing, and ensures housing is matched with jobs and services with appropriate transport provision to create prosperous places;
- iv. **Economic Base** - creating improved employment space at key locations in Essex, encouraging more Research and Development (R&D) companies, and providing more quality office space;
- v. **Skills** - equipping young people and adults with world class skills to meet business needs and enable growth of a sustainable economy;
- vi. **Sustainable Connectivity** - improving connectivity within and between our main towns to support economic growth; and
- vii. **Key sectors** - supporting the growth of key sectors, particularly renewable energy, ports and logistics, creative industries, R&D, healthcare and advanced manufacturing.

**2.14** The *ICS* has formed the starting point for discussions relating to the devolution of central powers and funding to local level public bodies across the Greater Essex area.

### **Essex Local Transport Plan**

**2.15** The *Essex Local Transport Plan (2001)* consists of the *Essex Transport Strategy (2011)* sets out the 15 year vision to improve travel in the county and underlines the importance of the transport network in achieving sustainable, long term economic growth and enriching the life of residents. It is supplemented by delivery strategies for public transport, highways, cycling and public rights of way.

### **Essex Minerals Local Plan**

**2.16** The *Minerals Local Plan (2014)* is a statutory Development Plan and should be read alongside the Local Plan. It identifies sites and locations for the extraction of mineral deposits within Essex. There are no identified extraction sites within Basildon Borough. However, there are deposits of sand and gravel within the Borough which are subject to a Minerals Safeguarding policy within the *Minerals Local Plan*. The safeguarding policy requires the minerals planning authority - Essex County Council - to be consulted on development proposals covering 5 hectares or more within the minerals safeguarding area. The Minerals Safeguarding Areas within Basildon Borough are shown upon the Policies Map. Regard should be had to the requirements of the *Minerals Local Plan* where a development of 5 hectares or more falls within one of these areas.

### **Essex and Southend-on-Sea Waste Local Plan**

**2.17** Essex County Council is the waste planning authority for the Borough, and is responsible for preparing planning policies, and also for assessing applications for waste management development. The *Essex and Southend-on-Sea Waste Local Plan (2001)* is a statutory Development Plan which should be read alongside the Local Plan. It sets out where and how waste management developments can occur, and is the planning policy against which waste management development planning applications are assessed against. A *Replacement Waste Local Plan* is currently being prepared and should be adopted in 2016/17. It will cover the period from 2017 to 2032.

**2.18** The adopted *Essex and Southend-on-Sea Waste Local Plan* allocated six Strategic sites for "Integrated Waste Management Facilities" across the plan area, of which one (IWMF 3) is located within the Borough of Basildon at Courtauld Road. A significant proportion of the site has now been developed, with the grant of planning permission, for a Mechanical Biological Treatment Facility, (known as Tovi EcoPark, Basildon). The Tovi EcoPark facility has been constructed and is expected to be fully operational by the end of 2015. The facility is intended to receive primarily Local Authority Collected Waste from Essex and Southend on Sea. This facility and the associated network of supporting waste transfer sites across the county and Southend on Sea is considered

to satisfy the requirement to recover materials from the residual waste element of the Local Authority Collected Waste in the plan area. Part of this site allocation remains undeveloped and is subject to review as part of the *Replacement Waste Local Plan*.

- 2.19** In addition, the landfill site at Pitsea Hall Lane, Pitsea has planning permission for the disposal of both inert and non-inert waste as allocated in the adopted *Waste Local Plan*. In 2015 the waste planning authority - Essex County Council - resolved to grant planning permission (subject to planning conditions and legal agreements) for an “extension of time” to complete the restoration of this site by 2027, with no increase in the total tonnage of waste to be received to that previously approved. The final restoration and after-use remains as a RSPB wildlife site.
- 2.20** The emerging *Replacement Waste Local Plan* identifies locations for the provision of new strategic waste management facilities within Essex. The undeveloped part of the land allocated in the adopted *Waste Local Plan* in policy IWMF 3 continues to remain identified for strategic waste management purposes. No further sites, beyond those at Courtauld Road, have been specifically identified within Basildon Borough for waste management purposes.
- 2.21** The *Replacement Waste Local Plan* also identifies Areas of Search to meet the need for additional small scale waste management facilities. It identifies four areas of Areas of Search within Basildon Borough. These Areas of Search are existing industrial estates within the Borough, and are located away from residential and other uses sensitive to amenity impacts such as schools, retail, leisure and office development. The *Replacement Local Plan* would seek to focus any new proposals for waste management facilities, which support the local housing and economic growth, within these Areas of Search.

## The South Essex Policy Context

- 2.22** The South Essex Growth Partnership is a business-led partnership which supports the delivery of regeneration and economic growth projects as set out in the SELEP Growth Deal and associated *Strategic Economic Plan* in South Essex. The proposals for devolution in Greater Essex focus on delivery within four quadrants, of which South Essex is one quadrant. If successful, the devolution process will further strengthen joint working in South Essex, and give greater control to the unitary, county and local authorities in delivering change within the South Essex area.
- 2.23** Underpinning the Growth Partnership, the unitary, county and local authorities in South Essex have a long history of working closely together on strategic planning and cross boundary matters due to their shared issues, transport links and associated spatial geographies. The revoked *East of England Plan (2008)* identified South Essex as a sub-region, and the authorities have continued to work jointly on strategic cross-boundary matters since that time, despite the dissolution of regional planning structures.
- 2.24** Whilst in its early stages, work has been undertaken to identify and understand the inter-connectedness of South Essex's strategic planning issues, and determine appropriate actions which can be undertaken in partnership to address them. A Memorandum of Understanding (MOU) is being developed which will set out the framework for delivering these actions, and progress is being made towards developing a set of shared objectives. Whilst the delivery of transport projects sits outside the remit of the local planning authorities, transport planners from the three highway authorities - Essex Highways, Thurrock Council and Southend-on-Sea Council - have been supporting the development of the MOU in order to ensure that long-term planning for growth is aligned with long term planning for transport infrastructure.

## Strategic Cross Boundary Matters

- 2.25** As a replacement to the regional tier of planning which existed prior to 2013, all councils and specific consultation bodies must now collaborate on strategic cross boundary issues; this is commonly called the "Duty to Cooperate".

- 2.26** Through the Borough Council's participation in the boards and forums at a County and South Essex level, opportunities have arisen to develop a coordinated approach to the preparation and delivery of Development Plans at the County and South Essex levels, as well as preparing joint evidence bases, strategies and sharing experiences and best practice.
- 2.27** In preparing Basildon Borough's Local Plan, there has and continues to be ongoing dialogue, meetings and discussions with neighbouring, Greater Essex and Greater London authorities. Some of the matters that have and will continue to require ongoing cooperation are:
- The impact of emerging initiatives and decisions taken by SELEP, the Department for Transport and Highways England including the upgrading of the A13, M25 and the routing and supporting junctions of the Lower Thames Crossing;
  - The challenges faced by the Mayor of London in accommodating London's future growth;
  - The expansion of the Lakeside Basin in Thurrock into a new mixed-use town centre;
  - Providing the right housing types and tenures to support sustainable development including sustainable economic growth within the South Essex Strategic Housing Market Area;
  - The unmet accommodation needs of Gypsies, Travellers and Travelling Showpeople;
  - Route management and investment in South Essex's strategic road network including the A127, the A13, the A130, and their key junctions with local routes;
  - Strategic cross-boundary green infrastructure corridors, including the habitats and recreational areas in the Thames Estuary;
  - Securing the continued proactive protection of a strategic Green Belt gap between Pitsea/Bowers Gifford and Thundersley/South Benfleet in Castle Point;
  - Joint working with Essex County Council to meet our waste and minerals needs;
  - Joint working with the Lead Local Flood Authority and other flood risk management authorities to identify and manage all types of flood risk and land drainage; and
  - Joint working with local authorities to the west of Basildon to consider the provision of a cross boundary 'garden suburb' in the area around Dunton.

## Chapter 3: Spatial Portrait

- 3.1** Basildon Borough lies at the heart of South Essex, 48 kilometres or 30 miles east of the City of London covering an area of approximately 110 square kilometres, or 42 square miles. Figure 3.1 illustrates this context alongside the immediate neighbouring authorities and the wider Essex, Kent and London areas.

Figure 3.1 Basildon Borough Sub-Regional Context Map



- 3.2** The urban areas of Basildon (including Laindon and Pitsea), Billericay and Wickford and the three serviced villages of Bowers Gifford, Crays Hill and Ramsden Bellhouse are surrounded by countryside designated as Green Belt. The Green Belt contains two unserviced villages and thirteen Plotland settlements. The unplanned nature of the plotland settlements means some are of low environmental quality, but remain within the setting of the Green Belt.

### Our Historic Context

- 3.3** Human activity in the Borough can be traced to around 10,000BC. The Medieval Period (1066-1537) laid the foundations for modern development with the establishment of local manors, parish churches and parish boundaries mainly within the town of Billericay, and the villages of Basildon, Laindon, Pitsea, Dunton, Great Burstead, Little Burstead, Crays Hill and Vange.
- 3.4** During the late 19th and early 20th century the agricultural depression caused many Essex farms to become semi-derelict or abandoned, particularly on the heavy claylands which were hard to farm. Entrepreneurs bought land at these farms, dividing and selling them off as individual plots and small holdings to many East Londoners and returning soldiers from the First World War. This

created a generation of unregulated development which comprised of houses that were little more than wooden shacks with no access to mains services or sanitation and accessible only by unmade roads. These areas became known as plotlands, remnants of which still exist today.

- 3.5** The main settlement in the Borough is Basildon; a Mark 1 New Town designated in 1949 and built in a number of phases over 50 years to create more regulated development in place of the extensive plotlands and to absorb the expanding population of London. The New Town Designated Area largely absorbed the villages of Basildon, Laindon, Nevendon, Vange and Pitsea.
- 3.6** There are three nationally designated Scheduled Monuments in the Borough; related to surviving Bronze Age earthworks in Norsey Woods in Billericay and two moated sites at Botelers and West Thorpe in Basildon. There are four Conservation Areas; Billericay High Street, Little Burstead, Great Burstead and Noak Bridge and around 130 Listed Buildings, including two churches in Great Burstead and Laindon that are afforded the highest level of legal protection, Grade I status.

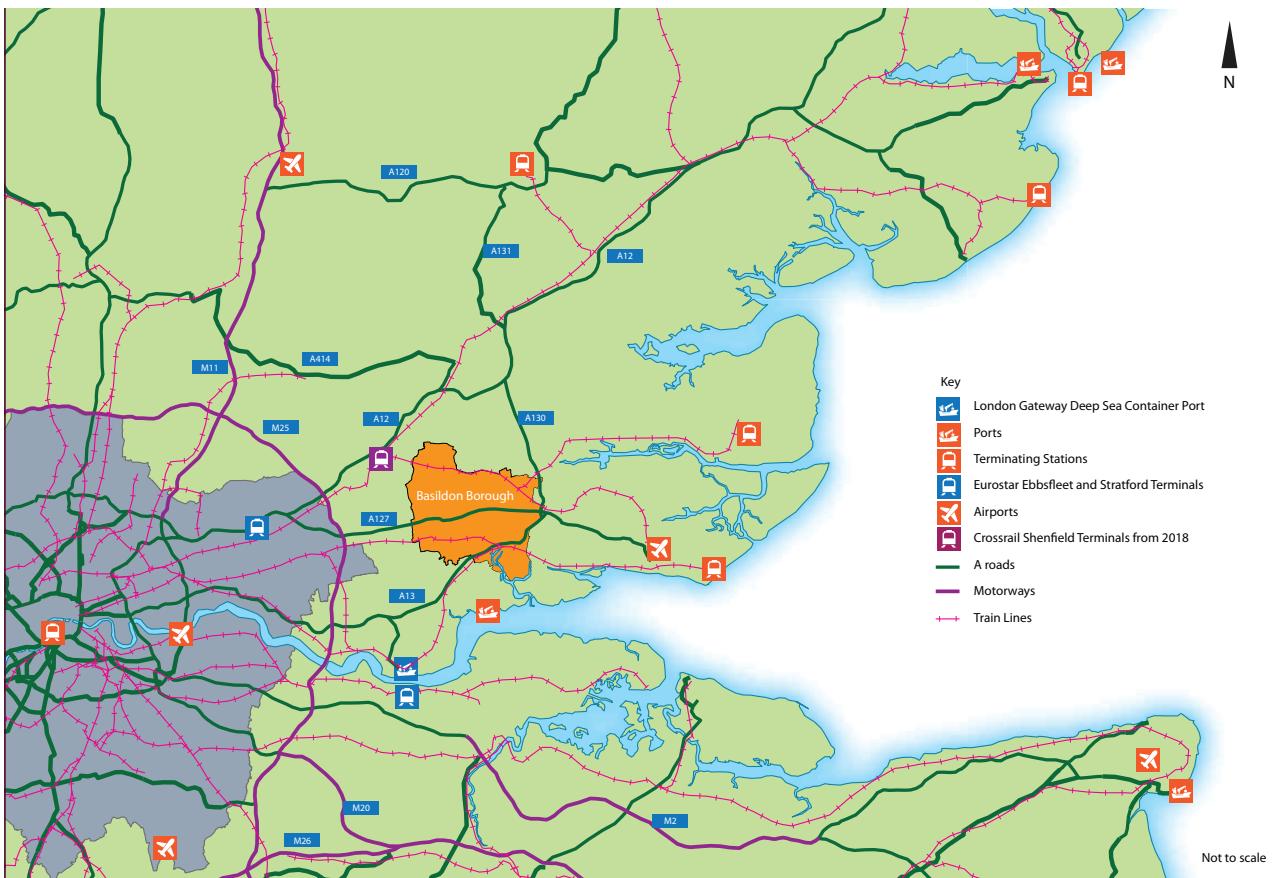
## Our Population and Demography

- 3.7** The Borough's population has dramatically increased since the 1950's following the phased construction of Basildon New Town and the gradual expansion of the older settlements of Billericay and Wickford. The 2011 Census identified a population of 174,500 in Basildon Borough. Of this, Basildon itself has a population of around 101,800, whilst Billericay and Wickford have a population of approximately 38,500 and 29,400 respectively. The serviced settlements have a population of around 2,100 and the plotlands around 2,700.
- 3.8** The *South Essex Strategic Housing Market Assessment (SHMA) (2015)* examines population projections up to 2037. It is predicted that there will be an increase in the population in the Borough of 26,766 people between 2014 and 2037.
- 3.9** When the outcomes of the *2011 Census* are compared to the *2001 Census*, the main changes in the population since 2001 have been the increasing proportion of residents aged between 60-64 (increased by 35%) and those aged 85 and over (increased by 44%). The majority of the residents describe themselves as being White British (89.5%), with other Minority Groups accounting for 11.5% of the Borough population, an increase of 6.4% from 2001. The majority consider themselves to be Christian (60.3%) with other faiths accounting for 2.9%.

## Our Transport Connections

- 3.10** Figure 3.2 illustrates the connections the Borough has with national and regional strategic road networks; via the east-west A127, A13 and north-south A130 corridors. These connect the Borough with London and Greater Essex including destinations such as Southend and Stansted Airport, the international ports of Felixstowe and Harwich and the new super container port of London Gateway.

Figure 3.2 Strategic Transport Network Surrounding Basildon Borough



**3.11** The Borough is also served by two railway lines to the north and south. Access to these is via five railway stations: Basildon, Laindon, Pitsea, Billericay and Wickford. Rail services from Billericay and Wickford connect to Stratford City enabling transfer to Eurostar Services at Stratford International, and terminate at London Liverpool Street. From 2018, Crossrail services will be fully operational from Shenfield, one stop east of Billericay, linking with Maidenhead and Heathrow Airport, via Central London. In the south of the Borough, rail services run between London Fenchurch Street and Shoeburyness with services to Lakeside Shopping Centre and Dagenham, via a junction at Pitsea.

## Our Landscape and Natural Environment

**3.12** The Borough's landscape is varied, comprising three main urban development areas and three serviced settlements, set within arable farmland, permanent grazing with hedgerows, woodland and a large area of the Thames Estuary's coastal grazing marshland. The plotlands are characterised by sporadic residential development and a mosaic of scrub, grassland and woodland habitats.

**3.13** The local natural environment is rich in nationally and locally important habitats with six Sites of Special Scientific Interest (SSSIs) ranging from Ancient Woodland and rich grasslands in Billericay to coastal marsh in Vange, Fobbing and Pitsea. There are over 50 Local Wildlife Sites (LoWS), Local Nature Reserves (LNRs) and Country Parks with over 150km of Public Rights of Way (PRoW) that provide a means of accessing the open countryside.

**3.14** There are no internationally or European protected habitats in the Borough, however there are Ramsar Sites, Special Protection Areas (SPA), and Special Areas of Conservation (SAC) within 5km of the Borough boundary, principally downstream of the River Crouch, the Borough's main watercourse, which has its source in Little Burstead.

## **Our Housing Stock**

- 3.15** There are approximately 74,000 existing homes in the Borough, 66% of which are owner occupied, 22% socially rented and 10% privately rented. The Borough's housing stock comprises 11% bungalows, 17% detached, 17% semi-detached, 38% terraced and 18% flats/maisonettes with the majority having 2-3 bedrooms (69%).

## **Our Education Provision and Performance**

- 3.16** At 2014, the Commissioning School Places team at Essex County Council recorded 56 primary schools, 10 secondary schools and 6 sixth forms in the Borough.
- 3.17** Educational attainment in both primary and secondary level is slightly lower than the East of England and England averages. The 2011 Census also showed that the skills level amongst adult residents is also low. Only 17% of resident workers are qualified to NVQ4 and above, and 40% hold only NVQ1 or no qualifications at all.
- 3.18** Key to improving this situation has been to tackle the quality of educational provision in Basildon. In Autumn 2013 Essex County Council, Basildon Borough Council and the Basildon Education Services Trust agreed with 35 Basildon schools to form a partnership panel of local authorities and School Leaders to support one another and work together more effectively. By August 2015, this had led to the merger of separate infant and junior schools into primaries, the creation of a new teaching school and the raising of standards at all schools ensuring none remain being classed as inadequate by Ofsted.
- 3.19** Higher education opportunities existing at some of the Borough's secondary Academies, as well as with the South Essex College and Seevic Colleges which have skills campuses in the Borough.

## **Our Economy**

- 3.20** Essex County Council's *Economic Growth Strategy (2012)* identifies Basildon town as the largest employment centre in Thames Gateway South Essex (part of the wider Thames Gateway, a Government priority area for regeneration) and is home to the A127 Enterprise Corridor, the largest concentration of employment in Essex. In total there are over 6,500 VAT registered business enterprises trading in the Borough.
- 3.21** The *Basildon Employment Land and Premise Study (ELPS) (2013)* identifies that the Borough's working age population broadly matches that of the county and region. However, the low resident skills base results in high level of out commuting (44%). The total employment in the Borough is 76,000 jobs with an annual rate of growth of 1.4% over the period 1998-2011. The main business sectors in the Basildon Borough are wholesale and retail trade (21%), manufacturing (14%) and human health and social work activities (13%).
- 3.22** In terms of employment stock, the *ELPS* found that Basildon Borough's employment B-class floor space is predominantly general/light industry (38%), office floor space (B1a) accounting for 24%, warehousing being 20% and research and development with 18% of the total share of floor space.
- 3.23** In the Borough, the unemployment trend has declined between 2001-2012, however with the impact of the economic downturn, unemployment is beginning to rise and the Job Seeker Allowance claimant count is now at 3.8%.

## **Our Retail, Leisure and Provision**

- 3.24** Basildon town centre is one of Essex's regional town centres, alongside Chelmsford, Southend-on-Sea and Colchester. There are four other town centres in the Borough; Pitsea, Laindon, Billericay and Wickford of varying size and function.

- 3.25** The Borough has four out of town retail parks that all have at least one large supermarket providing convenience goods. There are also 39 local centres that support the Borough's residential and business neighbourhoods with basic shopping and service needs.
- 3.26** The Borough's centres are facing increasing competition from other retail locations including Lakeside, Bluewater, and Westfield at Stratford, as well as Southend-on-Sea and Chelmsford. The Lakeside Basin has approval through the *Thurrock Borough Local Plan Core Strategy* to be changed into a more mixed-use town centre, with further planned expansion of retail, residential, leisure and commercial uses.
- 3.27** The Borough offers a range of leisure and recreational opportunities including the Basildon Sporting Village, which includes the only 50m swimming pool in Essex and South Essex Gymnastic Centre. The Borough is also home to several health clubs, four golf courses, four country parks and over 1,300ha of open space.
- 3.28** Basildon Festival Leisure Park is the Borough's principal commercial leisure complex which contains a multiplex cinema, bowling alley, wake boarding centre, a nightclub, restaurants and hotels.

# Chapter 4: Drivers of Change

## Economic Growth Agenda

- 4.1** The Government is pursuing an economic growth agenda in order to ensure that Britain has a stable, robust and competitive economy. Local Plans are expected to support this agenda by recognising and seeking to address potential barriers to investment, such as a poor environment or any lack of infrastructure, services or housing (paragraph 21 of the NPPF). This requirement has significant implications for the levels of growth identified in the Draft Local Plan.

## Demographic Change and Population Growth

- 4.2** The population of Basildon Borough is expected to grow substantially over the next 20 years. A significant driver of this growth will be natural change in the population i.e. babies being born. This alone gives rise to the need for an extra 550 homes per year within the Borough over the plan period. The Borough is also an attractive location for people moving out of London to raise a family, which given its history as a Mark 1 New Town is not surprising as it was designed for such a population. Migration from elsewhere in England, primarily London, gives rise to the need for around a further 220 homes per annum over the plan period.
- 4.3** The number of older people within the Borough is increasing. The number of people aged over 65 living in the Borough is expected to increase by 19,000 people by 2037. This has implications for the types of homes that need to be provided in the Borough, and the types of supporting infrastructure that is put in place.
- 4.4** Whilst the population of older people in the Borough is increasing, there will also remain a strong demand for family type accommodation, and the types of infrastructure that support families and young people such as schools. It is anticipated that the requirements of this plan will generate a need for 7 new primary schools and a new secondary school.
- 4.5** The provision of homes for families and the supporting infrastructure which makes the Borough an attractive place to live is essential. Without this, new people will not be attracted to the Borough and the size of the labour force would decline, due to the ageing population, affecting the success of the local economy. It is expected that migration from London will be a key driver of population growth amongst the working age population in the future.

## Improving the Quality of Life

- 4.6** Consultation with residents on the *Core Strategy Revised Preferred Options Report (2013)* has identified a number of issues that are important to residents in terms of ensuring a good quality of life:
- Many residents are frustrated by the levels of congestion experienced in the Borough, particularly at peak times, and therefore a reduction in the levels of congestion should be a key driver for change. Opportunities presented through the *Essex Local Transport Plan (2011)*, the *ICS* and through new development proposals will enable this to occur.
  - Many residents also expressed frustration about the quality and the capacity of education provision in the Borough, with a particular emphasis on the quality of secondary education within the main urban area of Basildon. Work has been undertaken to address the quality of school provision in Basildon, and the Borough Council is working closely with the County Council to identify the need for new school provision to support growth. The *Basildon Economic Development Strategy (2014)* also sets out opportunities for wider engagement in ongoing training and skills development within Basildon Borough to improve access to jobs and reduce deprivation.
  - Residents were also concerned about the capacity and quality of healthcare services. Whilst specific healthcare matters are beyond the control of the Council, the Council and the County Council have engaged pro-actively to assist the NHS and the Clinical Commissioning Group

(CCG) to bring about improvements in the local area. This includes assisting with access improvements to Basildon Hospital, and working to bring about the provision of a new surgery in Wickford. This plan will set out other opportunities to secure new healthcare provision within the Borough.

- Residents value the sense of openness and greenness that is present in the Borough, and therefore this should be enhanced and protected as appropriate. The *TGSE Green Grid Strategy (2005)* provides a tool for enabling this to occur.
- Residents value local services and town centres. Again these should be enhanced and protected as appropriate. Masterplans are in place to enable the regeneration of Basildon, Pitsea and Wickford town centres, whilst a proposal is currently being developed for Laindon town centre which will direct its fundamental redevelopment. Billericay meanwhile will benefit from a public realm strategy aimed at enhancing its success.

## Protecting the Environment

- 4.7** The environment in the Borough is fundamental to the quality of life of residents as an amenity, and is also intrinsically important for its nature conservation and landscape value. As a consequence, the enhancement and protection of the environment is a key driver for change in the Borough.
- 4.8** Such enhancements may include opportunities to use green areas in a multi-functional way, for example, to reduce flood risk whilst also providing opportunities for recreation. This is promoted within the *NPPF*, by Essex County Council as the Lead Local Flood Authority and as part of the *TE2100 Plan*.
- 4.9** The need to protect the environment meanwhile may drive changes to the way in which new developments are built and serviced in order to reduce the amount of pollution to the air and to watercourses. These changes are promoted through the *Building Regulations*, and will also be required to help ensure that water quality in the nearby rivers Crouch, Roach and Thames achieves the requirements of the *Water Framework Directive*.

## Climate Change and Flood Risk

- 4.10** Whilst sceptics continue to challenge the causes of climate change, it is clear from empirical evidence that the climate is changing, and that this has long-term implications for areas at risk of flooding, including some parts of the Borough.
- 4.11** Heavy rainfall events are increasing in occurrence and increase the risk of fluvial and surface water flooding within the urban parts of the Borough.
- 4.12** Meanwhile, sea-levels are expected to rise increasing the risk of flooding in low lying areas of the Borough, such as around Pitsea marshes. Whilst this area is largely un-developed these sea-level rises will have consequences for coastal habitats. As the sea-levels rise coastal habitats become squeezed between the sea and any defences, resulting in their decline and eventual loss. There are legal duties to plan for, and where possible to limit such losses.
- 4.13** There is also evidence of the occurrence of more extreme weather events. These will have effects on food supply, as well as the health and well-being of people, particularly the elderly and other vulnerable groups. There is a need to ensure that development and communities are resilient to the impacts of extreme weather events.

## Significant Projects in the Borough

- 4.14** There are some significant projects already underway within the Borough which will drive change over the plan period. These include:

- 4.15 A127 Enterprise Parks Corridor** – Within Basildon Borough, there are over 8,000 businesses including multi-national companies such as Ford Motor Company, Selex Galileo, First Data, MK Electric, Case New Holland and IFDS located within the A127 Enterprise Corridor. These businesses provide over 35,000 jobs. The *Basildon Economic Growth Strategy* envisages that the role of this corridor will be retained and grown, with the aim of attracting new investors to the corridor.
- 4.16 Basildon Town Centre** – A masterplan has been prepared for the regeneration of Basildon town centre to enhance its role as a regional centre. The masterplan envisages 65,300sq.m of commercial leisure and comparison floorspace, and a new 2,000 student college campus, a new market and residential development. This will be supported by enhanced public transport connections and integration. Elements of the masterplan have already been delivered, with the remaining delivery expected to occur within the plan-period.

## Significant Projects in South Essex

- 4.17** There are a number of significant projects elsewhere in South Essex that will influence the Borough. Some of these projects will create new jobs, and will therefore create new commuting patterns, opportunities in new spin-off industries and new skill requirements. Others will create new shopping and leisure opportunities for residents that will need to be addressed in order that the Borough's town centres continue to grow and thrive to serve local people:
- 4.18 London Gateway (DP World)** - Construction is underway at the UK's newest deep-sea container port combined with Europe's largest logistics park, on the northern bank of Thames in Thurrock. Once complete, it is expected that London Gateway will create 12,000 direct jobs and over 20,000 indirect jobs.
- 4.19 Southend Airport** – Over the past two years the runway at Southend Airport has been extended, a new train station has been opened and the airport has commenced operation of commercial flights to a number of destinations across Europe, including regional flights to Dublin that enable onward connection to destinations in the USA. The *London Southend Airport and Environs Joint Area Action Plan (2014)* anticipates that the airport will be dealing with 2 million passengers a year by 2030, and that the surrounding area will be developed for airport related businesses creating around 6,000 jobs.
- 4.20 Southend Central Area** – An Area Action Plan has been prepared for the Southend Central Area, comprising Southend town centre and the seafront central area. In accordance with the Core Strategy, the area action plan seeks to regenerate and transform the existing town centre, as a fully competitive sub-regional centre led by the development of the University Campus. Substantial progress has been made in delivering key sites within Southend town centre to achieve this ambition. The regeneration of Southend provides opportunities in relation to access to Higher Education, and also a need for Basildon town centre to identify its own niche through its own regeneration programme.
- 4.21 Lakeside Basin** – The *Thurrock Core Strategy (2011)* plans for the future of the Lakeside Basin including the industrial parks, retail parks and shopping centre. It is proposed that transformation will bring about between 7,000 to 9,000 new jobs, primarily through the substantial expansion of retail floorspace (50,000sq.m net comparison floorspace) to serve sub-regional needs, and additional convenience, service retail, office and leisure floorspace to broaden the mix of uses. Expansion of retail and leisure provision at Lakeside presents a challenge to the Basildon in identifying its own role and function within the retail hierarchy within South Essex.
- 4.22 The Lower Thames Crossing** - Options are currently being developed for a Lower Thames Crossing. These will provide an alternative route to the existing crossing at Dartford, with three of the options located to the east of that location. The more eastwardly options have the potential to improve the accessibility of the Borough, and in particular the A127 Enterprise Corridor to the strategic road network. This therefore presents economic opportunities, but will need to be managed carefully in order to ensure it does not have negative consequences for the local highway network and/or land values.

## Chapter 5: Vision and Objectives

### The Vision

- 5.1** Building on the current spatial and policy context in which Basildon Borough sits, the Council has sought to articulate a vision for the future of the Borough, to be delivered through this plan and related strategies and programmes.

#### Local Plan Vision

By 2034, we want to accelerate Basildon Borough's ambition. We want a more prosperous economy providing employment for all our residents, including higher value jobs. We need more housing and a better range of housing. We want to protect our natural environment, including open space. The Borough will feel safe and will have a high quality of health and wellbeing. We want an improved cultural offer, more vibrant town centres and higher educational attainment and aspirations. We also want more resilient communities, reflecting the diversity within the Borough.

- 5.2** In developing this vision the Council has set out identified specific ambitions under five distinct headings. It will not be possible to address all of these ambitions through the planning process alone. However, by creating well planned, attractive communities that are linked to services and job opportunities it will be possible for the planning system to contribute towards many of these ambitions. For example, well planned communities which offer suitable premises and housing will attract businesses and skilled people to move to the area contributing to the education and employment ambitions in particular. The specific ambitions of the Council, to be delivered through this plan, are set out below:

- **Education and Skills**
  - To create an education system that caters for a range of levels of education to better support those with no qualifications to those reaching a high level of education.
  - To attract qualified and motivated teachers that are flexible to meet the needs of learners.
  - To provide infrastructure to support learning at all levels, and in areas of the Borough that require it most.
  - To deliver learning that meets the needs of local businesses, to grow key sectors and increase productivity.
  - To raise the levels of attainment and aspiration.
  - To create a higher paid workforce through increasing educational attainment, but not forgetting other forms of education and training for tradespeople and other essential services.
- **Employment and Business**
  - To grow the Borough population to provide enough people to take on the jobs available.
  - To ensure that the skills needs of business are met across a range of sectors, offering opportunities for all levels of qualifications and delivering skills support to deliver career progression and retain skilled workforce.
  - To deliver a thriving and mixed economy offering local jobs for local people.
  - To have a prosperous town centre offer with a good retail offer to attract others.
  - To support residents into local jobs and move towards full employment.
  - To increase level of business start-up and innovation to create new jobs and improve productivity.
- **Housing**

- To deliver a mixed tenure portfolio that fits the needs of the new and emerging population and ensure it attracts business and workforce.
- To ensure homes are available for growing families.
- To ensure that homes are available for the future workforce and businesses are encouraged to locate their business in the area.
  
- **Infrastructure**
- To plan for green and open spaces and ensure a safe environment.
- To deliver infrastructure improvements to support economic links.
- To forward plan and future proof infrastructure required in new developments.
- To ensure congested routes are resolved to reduce bottlenecks and support business and industry movement while linking key sites.
- To retain heritage and a cultural and sporting offer for the area.
- To be in control of own destiny at a more local level through Devolution to allow local control of planning and infrastructure decisions with a focus on key projects.
  
- **Health**
- To ensure that the health needs of the population are met at a local level.
- To provide health and health-related facilities that meet the needs of the population.
- To deliver strong, resilient communities.

## Strategic Objectives

**5.3** In order to deliver the spatial requirements of the Vision, ten Strategic Objectives have been established for this Draft Local Plan. The Strategic Objectives have been aligned, where possible, to ensure compatibility with the spatial context, policy context and the vision and ambitions of the Council. They have also taken account of the drivers of change, the evidence base that has informed this plan, the Sustainability Appraisal outcomes and any consultation comments received during the plan preparation process.

Strategic Objectives	
SO1: Protecting and Enhancing the Quality of the Local Environment	Enhance the quality of the Borough's natural, historic and built environment through spatial planning and design, conservation of heritage assets, and the improvement of the character and appearance of its landscapes, including green corridors, to secure the future of the Borough's distinctiveness and sense of place.
	Protect, conserve, increase and positively manage the Borough's biodiversity resources through the protection, renewal and creation of habitats and green infrastructure opportunities.
SO2: Improve the Quality and Value of the Green Belt	Ensure the Borough's Green Belt continues to serve its purposes, whilst accommodating Objectively Assessed Needs.
	Pro-actively manage the use of land in the Green Belt so that it benefits local communities.
	Continue to enforce against unauthorised development.
SO3: Minimise our Impact on the Environment	Promote the efficient use of resources by embracing sustainable patterns of development including maximising the use of previously developed land, improving energy and water efficiency, increasing the use of renewable energy technologies and minimising pollution, including greenhouse gas emissions.

<b>Strategic Objectives</b>	
	Designing local environments so that they are of a high quality, more resilient to a changing climate and benefit from integrated environmental systems for drainage and waste management.
	Ensuring people can be protected from the effects of flooding.
	Improve water quality.
SO4: Creating Vibrant and Thriving Town Centres	Maintain Basildon Town Centre's role as a Regional Centre by ensuring it contributes to the Borough's overall growth targets and becomes the prime focus for new retail and leisure developments.
	Conserve the distinct identities of the Borough's other town centres, whilst improving their local community roles and functions through mixed-use developments that provide a better range of shopping, leisure, educational and employment opportunities, alongside an enhanced transport infrastructure and public realm.
SO5: Strengthening the Competitiveness of the Local Economy	Maintain the Borough's position as a sub-regional economic hub by providing enough land, in suitable locations, with supporting infrastructure to accommodate business needs, both big and small, and support the diversification of the Borough's employment sector mix.
	Improve the robustness of the local economy by ensuring opportunities to maintain and enhance business support programmes, access to early, primary, secondary, further & higher education and skills training are available to improve investor confidence in locating to or remaining in the Borough.
	Promote the Borough on a local, national, European and international scale as an attractive base for businesses.
SO6: Delivering New Homes	Identify enough suitable land for new housing to meet Objectively Assessed Needs.
	Provide sufficient housing, in a range of types and tenures that meet the Borough's needs, including specialist provision.
SO7: Capitalising on Local Tourism Opportunities	Extend the Borough's leisure tourism offer by promoting its cultural and environmental assets.
	Securing the provision of high quality accommodation and support facilities in the Borough to satisfy demand for businesses.
SO8: Helping Local People Maintain Healthier Lifestyles	Provide an environment that is attractive, enjoyable, safe, accessible and easy to live and work in.
	Ensure access to leisure, sport, recreation and cultural facilities is maintained to encourage active and healthier lifestyles.
SO9: Enhancing the Quality of Life for All	Foster a dynamic and prosperous local economy, employing a highly trained, skilled and educated local workforce.
	Reduce inequalities in employment by improving access to all levels of education, training and skills enhancement.
	Addressing social exclusion and inequality in healthcare and education by ensuring good quality health, education and community support and cultural facilities are accessible to the Borough's residents of all ages.

## Strategic Objectives

	<p>Improve access to, and the provision of community, sports and cultural facilities, together with sufficient local infrastructure to ensure healthier and stronger communities develop.</p> <p>Nurture stronger and safer communities, increasing peoples' safety and well-being by designing out crime, reducing disorder and its causes, encouraging community involvement and instilling civic pride.</p>
SO10: Securing the Delivery of Supporting Infrastructure	<p>Ensure that all developments are in accessible locations to minimise the need to travel.</p>
	<p>Promote a reduction in car use and out commuting where possible and encourage the use of public transport, walking and cycling to minimise the impact of the Borough's growth on transport infrastructure.</p>
	<p>Ensure all developments are supported by the necessary transport, utility, green, education, health and community infrastructure in an effective and timely manner to make the development sustainable and minimise its effect upon existing communities.</p>

## Chapter 6: Achieving Sustainable Development

### Policy SD1: A Strategic Approach to Sustainable Development in Basildon Borough

#### Policy Context

- 6.1** The *NPPF* is clear that the purpose of the planning system is to contribute towards the achievement of sustainable development. It is widely recognised that there are three dimensions to sustainable development: economic, social and environmental. The *NPPF* expects that planning addresses these dimensions in an integrated way that recognises each of these dimensions are mutually dependent, whilst not focusing on one primary role in isolation to the other dimensions. It expects that the planning system fulfils the following roles in respect of sustainable development:
- **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
  - **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
  - **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
- 6.2** It goes on to state that in pursuing sustainable development planning should be seeking positive improvements in the quality of the built, natural and historic environment, as well as in peoples' quality of life, including (but not limited to):
- making it easier for jobs to be created in cities, towns and villages;
  - moving from a net loss of biodiversity to achieving net gains for nature;
  - replacing poor design with better design;
  - improving the conditions in which people live, work, travel and take leisure; and
  - widening the choice of high quality homes.
- 6.3** In order to achieve sustainable development that addresses all three dimensions in an integrated manner, the *NPPF* places a presumption in favour of sustainable development at the heart of the planning system. Paragraph 14 of the *NPPF* sets out the presumption. In relation to plan making, it states that local planning authorities should positively seek opportunities to meet the development needs of their area; Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly outweigh the benefits, or where specific policies within the *NPPF* indicate that development should be restricted.
- 6.4** Paragraph 152 of the *NPPF* sets out how local planning authorities should achieve sustainable development through the plan-making process. It expects that that Local Plans should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Where adequate mitigation measures are not possible, compensatory measures may be appropriate. In preparing such a plan, proposals should be aspirational, but realistic.

## Evidence Base

### Economic Needs

- 6.5** Paragraph 18 of the *NPPF* requires a local planning authority to do 'everything it can' to support sustainable economic growth. Local planning authorities should be planning pro-actively to meet the development needs of business and support an economy fit for the 21st Century.
- 6.6** The Council recognises the strategic role Basildon Borough has in the South Essex and Greater Essex economy, accounting for over half of all jobs in South Essex alone. With only 56% of these jobs filled by people living in the Borough, the strategic importance of the Borough as a hub for business and employment must not be underestimated or undervalued.
- 6.7** The *ELPS* evaluated the diverse economic needs of the Borough:
- The Borough's economic growth of 1.4% per annum is performing reasonably well when compared to averages in England and the East of England;
  - Wages have steadily increased despite the economic downturn;
  - Sectoral growth is dynamic, with recent declines in financial, insurance and administration in the last 5 years, but higher growth than the Essex average in wholesale, retail trade, air conditioning and education;
  - The Borough's industrial market is doing well, in part due to long established business areas in the A127 Enterprise Corridor and the Borough's good strategic transport connections;
  - Tougher competition from neighbouring areas in future years where there is a good supply of larger and cheaper industrial premises and further planned supply;
  - Relatively small office market, with relatively few single occupier office buildings. Office accommodation in town centres is generally of poor quality, has relatively high commercial service charges and a lack of dedicated parking, all of which are discouraging occupiers;
  - Some small to medium sized companies are considering relocating away from the Borough to other nearby commercial centres due to a lack of expansion land or suitable premises; and
  - Vacancy/churn rate of 12%, which is considered to be reasonable in current economic conditions.
- 6.8** The Council has also looked further at the Basildon Borough's specific economic growth prospects, testing possible future scenarios using the Experian® Economic Regional Planning Model. The model has also evaluated the Borough's needs for employment growth when factoring in housing growth.
- 6.9** The *ELPS* was initially prepared to inform the *Core Strategy Revised Preferred Options Report*, and tested the implication of providing around 16,000 homes over 20 years. Modelling of this scenario identified a need for a net increase of at least 8,600 jobs in B-class uses across the Borough, with the majority provided within the B1a and B1b use class sectors. This equates to the need for approximately 49ha of additional B use class employment land. The *SHMA* examined the relationship between housing growth and employment growth re-affirming the need for around 16,000 homes over a 20 year period to support economic growth and address housing needs in Basildon Borough.
- 6.10** The need for employment land can be broken down further into the employment need for offices (B1), general industry (B2) and warehousing (B8) land, which follows the *Use Class Order 2014*. In compliance with the *NPPF*, recent economic trends have been studied in much greater depth to determine the future demand for each B use class, which in turn has projected any increase or decrease over the 20 years of the plan period. The majority of demand is for B1a/b, with slight growth in the demand for B8 over the period 2012 to 2031, whilst demand for B1c and B2 uses may decline over the same period, meaning some new employment floorspace could be achieved through the redevelopment of land currently in use for employment purposes.

**6.11** A key principle underpinning the Government's sectoral approach to land supply modelling is to reflect employment sectors which are likely to have prospects for better success in the future, in terms of generating increased value and employment to the UK economy. This approach would support the *ELPS* demand led approach to forecasting future need for employment land over the plan period. However, whilst the baseline scenario states that land used for B2 uses is likely to decline over the plan period, the Council has the aspiration to support local residents through creating the conditions necessary to provide opportunities for higher paid jobs in the scientific and technology sectors which would fall into the B2/B1c use class categories. In addition, the Council has a long term ambition to improve the economic success of town centres through a process of regeneration, creating construction jobs and permanent retail, leisure and business jobs, whilst addressing the issues associated with the poor quality office stock in these locations.

### **Housing and Accommodation Needs**

**6.12** In order to achieve the economic ambitions of the Borough it is necessary to ensure that the housing and infrastructure is put in place to ensure businesses have access to the people (labour and knowledge) and resources that they need to be successful. Paragraph 21 of the *NPPF* states that planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing.

**6.13** Paragraph 47 of the *NPPF* states that local planning authorities must significantly boost the supply of housing in England. LPAs should use their evidence base to ensure that their Local Plans meet 'full, objectively assessed needs for market and affordable housing in their housing market area...".

**6.14** In determining the Basildon Borough's 'objectively assessed needs', the Council has undertaken economic and social research with other local planning authorities in Greater Essex and the South Essex Housing Market Area to evaluate the diverse factors that are influencing the local housing market and influencing housing needs.

**6.15** The *SHMA* builds on work undertaken for Greater Essex authorities on demographic forecasting, and on economic forecasting undertaken for the East of England group of authorities using the East of England Forecasting Model to understand the local drivers of housing need in South Essex. It has carefully considered and tested the most up to date evidence available on population projections (including birth and death rates, internal migration and international migration), changing age profiles, household formation rates, household size, employment rates, economic forecasts, housing market activity, affordability, vacancy rates, occupation ratios and the Borough's relatively close proximity to Greater London to determine what the objectively assessed need for housing in South Essex is. It has concluded that the housing market in South Essex, is undergoing fundamental change and facing significant pressures, in line with national trends. These are:

- The population is growing, partly driven by migration from elsewhere in England, and internationally;
- The resident population is ageing and remaining in their family homes;
- The delivery of new private and affordable housing has been lower in the last decade than required to meet needs;
- The private rented sector is growing as affordability is declining and more equity is being required from mortgage lenders; and
- Changes to the welfare system are likely to drive a greater demand for smaller properties, potentially resulting in some homes being converted into flats. They are also likely to create a demand for more Houses in Multiple Occupation (HMO); and
- Finally, and most significantly, early evidence is indicating that this may lead to greater in-migration from East London in particular as people move to more affordable areas.

**6.16** In a time of socio-economic change, it is difficult for any LPA to plan with certainty. It is therefore important that the Council's Local Plan provides enough scope for the conditions of growth to flourish, whilst offering some flexibility when setting policy requirements for a 20 year plan-period.

- 6.17** In addition to considering the South Essex Housing Market as a whole, the SHMA has looked further at the specific socio-economic needs and demands of the five individual authority areas within it; the first time this has been carried out. It has considered for each authority area:
1. How many houses are required to accommodate projected levels of population growth associated with changes to the existing population and future anticipated levels of migration, taking into account uncertainties regarding migration from London.
  2. What level of economic growth and in particular the changing amounts of employment opportunities, can be supported by changes to the local labour supply and how much housing is required to accommodate this labour force.
  3. How much housing overall is required to facilitate the development of a sustainable mix of tenures, including sufficient affordable housing, to meet the needs of all households in the future.

- 6.18** Having regard to a range of different population and economic growth scenarios, the SHMA concludes that the Borough's objectively assessed need is at between 763 and 837 homes per annum, or between 15,260 and 16,740 homes over the plan period 2014 to 2034. Housing growth within this range is necessary to facilitate natural change in the population (births and deaths), migration from elsewhere in England, but in particular London, international migration, and the labour demands of the local economy. Growth at the lower end of this scale assumes participation by older people within the local economy at the rates set out by the Office of Budget Responsibility (OBR). This is considered to be a broadly appropriate position with regard to the economic potential of those over 60 years of age. Therefore, this plan will provide for at least 763 homes per annum or 15,260 homes in total. By providing this level of growth, there is the opportunity to create a more sustainable and affordable mix of homes to meet local needs. In the period from the 1st April 2014 to the 31st March 2015, 678 homes were delivered leaving a requirement for at least 14,582 homes to be delivered between 2015 and 2034.

### ***Need for Infrastructure***

- 6.19** Paragraph 162 of the NPPF states that LPAs should work with other authorities and providers to assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands.
- 6.20** An *Infrastructure Delivery Plan* has been prepared to support this plan. It has been informed by various assessments of infrastructure capacity including an Open Space Appraisal, a Water Cycle Study, a Surface Water Management Plan, Transport Impacts Modelling and Transport Impacts Mitigation Modelling. It has also been informed by discussions with service providers including Essex County Council Highways, Essex County Council Education Commissioning, NHS England, Basildon and Thurrock University Hospital and the local CCG regarding the scale and distribution of growth proposed in this plan.
- 6.21** As a consequence of these assessments and continued discussions, it has been possible to identify the infrastructure required to support growth at least 14,582 homes and 49ha of employment land provision within Basildon Borough. Some of this infrastructure is already funded and awaiting delivery, other elements are expected to be secured over the plan period, using the Local Plan to support the bidding process to the SELEP, Government, OfWat (for water company investment) and to align with housing and employment growth so that new development is sustainable, and does not place an unacceptable burden on existing communities.

### ***Environmental Limits***

- 6.22** All plans and programmes affecting the use of land are legally required by EU legislation to be the subject of a Strategic Environmental Assessment (SEA). This requirement has been transposed into UK law, and now forms part of the Sustainability Appraisal (SA) process that is a statutory

part of the plan-making process. The purpose of the SA/SEA is to identify the most appropriate plan, having regard to all reasonable options, which would have the best outcomes in terms of the sustainability, and with regard to SEA, the environment.

- 6.23** The SA/SEA process is informed by a substantive evidence base including information about the natural, historic and built environment. This same evidence base has been used to inform the preparation of this plan, and includes evidence on biodiversity and ecology, landscape, flooding, air quality, climate change, archaeology, and historic assets.
- 6.24** In addition, Local Plans must also be subject to assessments against the *Habitat Regulations 2000* which seek to afford continued protection to the most valuable internationally and European designated habitats.
- 6.25** The *Housing and Employment Land Availability Assessment (HELAA) 2015* concludes that it is possible to meet the housing and economic needs of the Borough on suitable sites that are not constrained by environmental limits. However, a substantial proportion of the land suitable and available for development is located within the Metropolitan Green Belt.
- 6.26** The purpose of Green Belt is to maintain permanently open land around towns and cities, containing their growth and prevent neighbouring towns from merging together to form a conurbation. The main attribute of the Green Belt is its open character; it does not in itself possess qualities that would constitute an environmental limit, although land within it may possess such qualities e.g. landscape value or biodiversity value.
- 6.27** The *NPPF* establishes a presumption against development within the Green Belt, except in very special circumstances. However, paragraph 83 allows for Green Belt boundaries to be amended through the preparation and/or review of a Local Plan in exceptional circumstances. Such reviews should ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development. Previous SA/SEA work to inform the *Core Strategy Preferred Options Report 2012* indicated that an approach which excludes development on land within the current extent of the Green Belt would have negative consequences for the social and economic aspects of sustainable development, and consequently such an approach would not be sustainable in itself. The Council therefore undertook a review of the Green Belt in 2013 and updated this in 2015 to reflect consultation comments to the *Core Strategy Revised Preferred Options Report 2013*. This has enabled the identification of sites where development can be accommodated, whilst maintaining the overall purpose of the Borough's Green Belt. Sites which also possess specific environmental qualities have been considered against national policy requirements and any thresholds set out in the *NPPF*, and in accordance with those policies are not included within this plan for development purposes.

## Policy SD 1

### A Strategic Approach to Sustainable Development in Basildon Borough

1. The Council will seek to meet the overall objectively assessed need for at least 15,260 homes and 49ha of employment land within Basildon Borough in the period 2014 to 2034. Where it is not possible to meet any specific development need within Basildon Borough, the Council will cooperate with neighbouring authorities for that need to be met as close to the Borough as possible.
2. The Council will optimise the use of previously developed land in the urban areas where it is suitable for development purposes. Suitable Greenfield land will also need to be developed in urban areas, where the necessary services and infrastructure are available. This will deliver:
  - 6,500 - 7,000 homes
  - 35 - 38ha of industrial land

3. In order to accommodate the remainder of the growth, the Green Belt has been reviewed to make provision for around 8,000 to 8,500 new homes and 11 to 14ha of employment land. The review has ensured that the purpose of the wider Green Belt is maintained, and that those parts of the Green Belt of higher landscape and/or ecological value are protected, and enhanced where possible, in accordance with the *NPPF*. A sequential approach to flood risk has also been taken, and those areas at greatest risk of flooding will be avoided.
4. In order to ensure that economic growth benefits local residents, and builds on opportunities arising from a changing economy, provision of new jobs will be focused on high skilled jobs in the scientific and technology sectors, and new economic opportunities will be created through the regeneration of town centres and enterprise parks.
5. In order to ensure that the local people and the local economy can thrive, growth will be phased, aligned with the provision of the infrastructure needed to keep people and businesses connected and moving, and enabling local residents to stay healthy and fulfil their potential.

## Alternative Options SD 1

### A Strategic Approach to Sustainable Development in Basildon Borough

**Option 1: No policy** - The *NPPF* expects local planning authorities to devise a Local Plan which achieves positive outcomes across the three dimensions of sustainable development. To not include a policy setting out a strategic approach to sustainable development would not therefore be a reasonable alternative, as the plan would be inconsistent with the *NPPF*.

**Option 2: No development in the Green Belt** - the preferred strategic approach requires a substantial proportion of new development to be located within the Green Belt. This requires a review of the Green Belt, which is permitted through the plan-making process in exceptional circumstances. Evidence indicates that there would be social and economic consequences of failing to meet the objectively assessed need for development by protecting the Green Belt. However, the *NPPF* places value on the Green Belt, and consequently it is reasonable to consider this alternative option through the SA/SEA process in order to ensure that the correct weight is being given to the different dimensions of sustainable development.

**Option 3: Accommodating more urban development to reduce Green Belt loss** - the preferred strategic approach requires a substantial proportion of new development to be located by adjusting the boundaries of the Green Belt. This requires a review of the Green Belt, which is permitted through the plan-making process in exceptional circumstances. It is reasonable to consider whether by accommodating a greater proportion of development in the urban areas, it would be possible to reduce the amount of land removed from the Green Belt. Evidence shows that there is a finite supply of suitable, available and achievable land within the urban areas. To accommodate more development using this land would require greater development densities to be adopted, and/or re-examining how other land is designated including open space to determine whether it could be converted into development allocations. This would lead to a greater concentration of development in urban areas and their associated pressures which will need managing within the same finite supply of land including parking, open space demands, and social requirements including education. This could therefore impact to a greater degree than is possible to mitigate on the livability of the existing urban areas. It could potentially alter local character and is likely to lead to more of a mismatch between the type of development built, to the type that is needed in greater quantities (more flats, less family housing). In addition, a reduction in open space to accommodate growth will add greater pressure to remaining spaces, which whilst may be able to be mitigated with investment, would reduce the extent to which the urban areas retain their relatively green character, particularly in Basildon (including Laindon and Pitsea) the former New Town. Evidence indicates that whilst there may be less impact on the Green Belt in quantitative terms, the qualitative social and economic consequences may not necessarily be more favourable if the Borough fails to meet the land requirements for the types

of housing and economic development needed. However, the *NPPF* places value on the Green Belt, and consequently it is reasonable to consider this alternative option through the SA/SEA process in order to ensure that the correct weight is being given to the different dimensions of sustainable development.

**Option 4: Accommodate Housing Growth at the Higher end of the OAN range** - The SHMA sets out a range for an objectively assessed need of 763 to 837 homes per annum. The upper end of this range is based on an economic growth scenario which assumes that the only impact on the participation of older people in the labour force will be changes in the state pension age. This is a prudent position which is not aligned with the views of the economic forecasting houses, or the Office of Budget Responsibility (OBR). The OBRs view on the participation of older people in the labour force inform Government decision making and are not as optimistic as the economic forecasting houses, but equally assume a degree of participation amongst older people which is not simply a consequence of changes to the state pension age. It is thought that this mid position is appropriate, particularly as the lifespan of the population increases. There is therefore a risk that providing homes at the higher level may mean there is an over-supply of labour compared to the jobs available. This may act to exacerbate unemployment, particularly amongst the least skilled parts of the community, or else exacerbate out-commuting having an impact of transport infrastructure capacity and air quality.

## Policy SD2: Settlement Hierarchy and the Distribution of Growth

### Policy Context

- 6.28** Paragraph 17 of the *NPPF* sets out 12 core land-use planning principles that should underpin plan-making. In relation to the distribution of growth, the eleventh planning principle states that local planning authorities should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. Consequently, this directs development towards existing settlements, particularly those that already benefit from access to a range of services and access to sustainable transport modes.

### Evidence Base

- 6.29** The *Settlement Hierarchy Review 2015* identifies the settlement hierarchy within Basildon Borough. It identifies Basildon (including Laindon and Pitsea) as the main urban area, which benefits from a fuller range of access to transport choices, services and employment opportunities. Basildon consequently has the largest population. Next in the hierarchy are the settlements of Billericay (including Great Burstead and South Green) and Wickford, which have smaller populations and smaller employment areas, but have access to a full range of services and transport choice. Below this are the three serviced villages of Bowers Gifford, Crays Hill and Ramsden Bellhouse. These smaller villages have some local service provision and more limited access to bus services. There are also a number of unserviced settlements within the Borough including the historic settlement of Little Burstead, and a number of informal plotland settlements. These unserviced settlements are typically more remote from service provision.

### Urban Land Capacity

- 6.30** In accordance with the Strategic Approach to Sustainable Development, the development potential of the Borough's existing urban settlements has been considered in the first instance to limit the loss of Green Belt land. This approach seeks to maximise development on previously developed land where it is suitable to do so, but may include some Greenfield sites within the urban area should the *HELAA* have found them to be 'suitable, available and achievable' in line with the *NPPF* requirements. The Borough's urban land capacity can accommodate approximately 6,500 to 7,000 net units, as set out in Table 6.1. It should be noted that the figures below do not include windfall contributions from smaller sites i.e. 2 for 1 replacement development within the existing residential areas, and therefore represent a conservative estimate of urban land capacity for housing.

Table 6.1 Basildon Borough Urban Land Capacity

<b>Urban Land Capacities</b>	<b>Totals</b>
Dwelling Units with Planning Consent at 1st April 2015	2,970
Town Centre Regeneration Dwelling Capacity (outstanding)	1,349
Other Urban Dwelling Units on Sites in the HELAA (suitable, available and achievable)	2,332
<b>Dwelling Units Total</b>	<b>6,651</b>
Employment Land Urban Completions	1 ha
Employment Land Urban Capacity	35 - 37 ha
<b>Employment Land Total</b>	<b>36 - 38 ha</b>

- 6.31** In terms of employment land, approximately **1ha** of land has either already been built, or has planning permission but is awaiting construction. In addition, there is approximately **35 to 37ha** of land within or on the edges of existing designated employment areas that is either vacant, underused or used for a non-employment purpose and could be converted. As a result, the total urban capacity for employment land within the Borough over the plan period is between **36 and 38ha**.
- 6.32** As set out in policy SD1, the Council has identified its objectively assessed housing need to be **15,260** homes over the plan period. To date 678 of these have been delivered leaving a requirement for **at least 14,582** homes. The Council has demonstrated that between **6,500 and 7,000** units can be accommodated within the existing urban area. The Borough's finite urban capacity means that between 8,000 and 8,500 homes will need to be provided beyond the extent of the current urban areas, including within land within the extent of the Green Belt defined by the *Basildon District Local Plan* (1998).
- 6.33** The Council has also identified its objectively assessed employment need to be **49ha**. Table 6.1 demonstrates that **36 to 38ha** can be provided within the urban area, requiring an additional **11 to 14ha** of employment land to be accommodated within the Green Belt extent as defined by the *Basildon District Local Plan*.

#### **Areas of Special Reserve**

- 6.34** The *Basildon District Local Plan* identified two 'Areas of 'Special Reserve' on the edge of the urban settlements of Basildon and Wickford. The purpose of these areas was to meet the need for housing beyond the end of that plan's period. The housing elements of that plan only ran to 2001, and consequently proposals have since come forward for these sites in the intervening years.
- 6.35** Policy S3 of the *Basildon District Local Plan* identified 24ha of land to the north of Dry Street in Basildon. An outline planning consent was granted planning permission subject to a S106 agreement for 725 homes. The development of this land has been tied to the relocation of Basildon College to the nearby Basildon town centre. The first phase of residential development which enables the college relocation to occur received reserve matters consent in 2015, and is expected to start on site in 2016 and be delivered early in the plan period.
- 6.36** Policy S3 of the *Basildon District Local Plan* also identified 12.14ha of land to the north and south of Barn Hall in Wickford as Special Reserve. Approximately two-thirds of this area has been developed since 2012 delivering 220 homes. There is further capacity for another 110 homes within the Area of Special Reserve in this location, not subject to planning consent which has been reconsidered as part of this plan.

- 6.37** The Areas of Special Reserve will therefore contribute **835** units to the housing supply within the period of this plan.

#### **Capacity of Land within the Green Belt**

- 6.38** In order to ensure that the Green Belt maintains its overall purpose, the Council carried out assessments to examine whether the Borough's Green Belt has the capacity to accommodate the remaining development needs of the Borough. These include:

- The *Green Belt Study Review (2015)* - this study evaluates areas of Green Belt within the Borough to determine how far the areas comply with the five purposes of Green Belt as defined in the *NPPF*;
- The *Landscape Character and Green Belt Landscape Capacity Study (2014)* - this study is formed of two separate volumes; volume one evaluates the Borough's landscape character and volume 2 assesses whether development of different types can be accommodated in Green Belt areas, including the mitigation and management that might be required to achieve this acceptably within the wider Green Belt context;
- Various environmental studies such as *Strategic Flood Risk Assessment (2011)*, *Water Cycle Study (2010)*, *Surface Water Management Plan (2012)*, *Phase 1 Habitat Surveys (2005)*, *Historic Environment Characterisation Assessment (2010)*;
- *Housing and Economic Land Availability Assessment (2015)*;
- *Infrastructure Baseline Study Update (2015)*; and
- *Sustainability Appraisal*.

- 6.39** In addition, the Council has given consideration to cross boundary planning issues such as settlement coalescence, landscape character and sensitivity, service provision, highways and transportation, and in conjunction with Brentwood Borough Council, where cross boundary locations could provide joint opportunities for development.

- 6.40** Collectively, these concluded that there are areas of land around the Borough's existing settlements that could be released for development without harming the overall purpose of the Green Belt, providing certain mitigation measures such as design, landscaping and open space creation are applied. These locations and the overall distribution of development were the subject of consultation as part of the *Core Strategy Revised Preferred Options Report*.

#### **Capacity of Strategic Sites within the Green Belt**

- 6.41** This plan builds on the evidence prepared for the *Core Strategy Revised Preferred Options Report*, the consultation comments received in relation to that report, and new information on the suitability, availability and achievability of individual sites promoted for development. This has enabled a series of strategic sites within the extent of the Green Belt defined by the *Basildon District Local Plan* to be identified with the potential to accommodate the remaining need for housing and employment development. These strategic sites were the subject of further assessment including site specific ecological assessment, site level outline landscape appraisals, and also discussions regarding the need for infrastructure provision. This has enabled preferred strategic development sites on the edge of each settlement to be identified and these are set out in chapter 11. These strategic sites have been removed from the extent of the Green Belt as previously defined in the *Basildon District Local Plan*.

- 6.42** The additional appraisal of strategic sites has resulted in the distribution of development between the main towns altering slightly compared to that set out in the *Core Strategy Revised Preferred Option Report*. This plan proposes around 8,835 homes for Basildon, around 1,860 homes for Billericay, around 3,300 homes for Wickford and a village extension to Bowers Gifford amounting to around 600 homes.

- 6.43** The strategic development sites around the main settlements will be released according to a phased programme throughout the plan period so that the delivery of housing (including specialist accommodation for older people, and Gypsy, Traveller and Travelling Showpeople's needs as

required) and employment land can be effectively managed alongside upgrades to the Borough's infrastructure. This will be monitored by the Council through its Annual Monitoring Report (AMR) to determine whether any phases can come forward earlier, or where others may need to be delayed due to infrastructure issues, or other unforeseen circumstances.

- 6.44** In order to ensure that infrastructure is delivered alongside housing and employment growth, as required by policy SD1, the Council's *Infrastructure Delivery Plan (IDP)* will identify the infrastructure and services required throughout the plan period to accompany development. It will be reviewed as a 'living document' sitting beside the Local Plan and inform bids and business cases for SELEP, Government departments and other service providers.

#### **Settlements within the Green Belt**

- 6.45** The *Core Strategy Revised Preferred Options Report* identified a significant urban extension to the west of Basildon, known as PADC5. This plan continues to promote strategic development sites in this location, as set out in policy H11. This will see the unserviced settlement of Dunton Village, which currently sits within the Green Belt, changing to form a distinct area within the larger Basildon urban area. This will enable a degree of infilling to occur within this settlement, as Green Belt restrictions will be reduced, providing a small number of additional homes in this location.
- 6.46** Urban extensions are also proposed to the east of Basildon as part of policy H14. A strategic corridor of open space is expected to be retained as part of this policy in order to maintain the separation between Pitsea and Bowers Gifford. Bowers Gifford will therefore remain as a separate serviced settlement but will benefit from the additional facilities arising from growth in that location.
- 6.47** Through the *HELAA*, sites within and adjacent to smaller settlements within the Borough have been submitted for consideration for development purposes. The serviced settlements of Ramsden Bellhouse and Crays Hill benefit from access to some services and public transport provision, the viability and retention of which would benefit from some additional development. However, these settlements sit within the Green Belt. Consequently, it has been necessary to amend the Green Belt boundary for these settlements to permit a limited amount of development to occur, whilst maintaining the overall scale of the settlements and the purpose of including land within the Green Belt. These settlements have the capacity to accommodate around 90 homes between them.
- 6.48** There are also 13 plotland settlements within the extent of the Green Belt which are unserviced. The *NPPF* permits limited infilling within the Green Belt where the overall openness of the Green Belt will not be affected. A review has been undertaken to determine the ability of the plotland settlements to accommodate additional growth in accordance with the *NPPF*. This identifies the potential for 218 homes to be accommodated within the plotland settlements. Due to limited access to services in these settlements significant levels of additional growth beyond this will not be permitted.

## **Policy SD 2**

### **Settlement Hierarchy and the Distribution of Growth**

1. In order to deliver the strategic approach to sustainable development within Basildon Borough, the Council will distribute a proportionate amount of growth to each of the main settlements, having regard to the capacity of the environment to accommodate such growth, and the ability to maintain the overall purpose of the Green Belt. Growth will be distributed as follows:

<b>Settlement Type</b>	<b>Settlement Name</b>	<b>Dwelling Provision</b>	<b>Employment Provision</b>
Main Urban Area	Basildon (includes Laindon and Pitsea)	8,835	48 ha

Settlement Type	Settlement Name	Dwelling Provision	Employment Provision
Towns	Billericay	1,860	0.3 ha
	Wickford	3,300	0.7 ha
Serviced Settlements	Crays Hill	45	0 ha
	Ramsden Bellhouse	45	0 ha
	Bowers Gifford	600	0 ha
Unserviced Settlements	13 Plotland Settlements	218	0 ha
<b>TOTAL</b>		<b>14,903</b>	<b>49 ha</b>

2. As set out in the strategic approach to sustainable development, the redevelopment of appropriate land within the existing urban area will be supported, subject to compliance with all relevant policies within this plan. In particular, town centre regeneration will be supported in accordance with policies R2 to R5 of this plan.
3. In order to enable this level of growth, 300ha of land beyond the existing urban area will be made available for development around Basildon, 80ha around Billericay and 83ha around Wickford. Specific development locations are identified in policies H9 to H27.
4. The unserviced settlement of Dunton Village will become part of the Main Urban Area of Basildon. Development will be expected to retain any historic elements of this settlement, and the design and layout of development and landscaping will be used to ensure that visual distinction exists between these historic elements, new development and other existing areas within Basildon.
5. The serviced settlement of Bowers Gifford, will also be the subject of growth, with 18ha of land adjacent to the settlement being made available for development. This development will be accompanied by a new local centre, open space and community facilities to enhance the level of service provision in this settlement, improving its sustainability.
6. Minor amendments will be made to the Green Belt around the serviced settlements of Crays Hill and Ramsden Bellhouse to accommodate additional small-scale development consistent with the design and character of existing buildings within these villages. Large scale extensions to these settlements will not be permitted.
7. Minor amendments will be made to the Green Belt where planning permission has otherwise been granted to residential development and which form built-up extensions to the urban area.
8. Limited infill development will be permitted in plotland settlements in accordance with policy GB3.

## Alternative Options SD 2

### Settlement Hierarchy and the Distribution of Growth

**Option 1: No policy** - The *NPPF* expects local planning authorities to devise a Local Plan which sets out a spatial strategy as to how development needs will be accommodated. To not include a policy setting out a spatial strategy would not therefore be a reasonable alternative, as the plan would be inconsistent with the *NPPF*.

**Option 2: Pursue Alternative Spatial Option 2B from the *Spatial Options Topic Paper 2013*** - This spatial option sought to concentrate higher levels of growth around both Billericay and Wickford. The additional evidence base collected indicates that this would not be appropriate having regard to landscape and Green Belt impacts.

**Option 3: Pursue Alternative Spatial Option 2C from the *Spatial Options Topic Paper 2013*** - This spatial option sought to concentrate higher levels of growth around Basildon, with consequentially lower levels of growth around Billericay and Wickford. The additional evidence base collected indicates that whilst this may be appropriate in relation to Billericay, it is not appropriate in relation to Wickford where there is scope to accommodate growth within environmental constraints.

## Policy SD 3: Presumption in Favour of Sustainable Development

### Policy Context

**6.49** Paragraph 14 of the *NPPF* sets out a presumption in favour of sustainable development. It expects that this presumption is applied to decisions taken on planning applications.

**6.50** The Planning Inspectorate has set out a model policy to be incorporated within Local Plans for all areas in order to ensure consistency between national and local policy with regard to this presumption. It requires local planning authorities and applicants to work together to find development solutions which mean that proposals secure sustainable development which achieves all three dimensions of sustainable development. The Council operates a pre-application process, and is also prepared to use planning performance agreements to enable the engagement necessary to facilitate joint working.

**6.51** The policy does not override other requirements of this plan, but expects development proposals which comply with it to be decided in a positive and expedient manner. Where this plan is silent on a matter, or becomes out of date the *NPPF* is identified as the default source of planning policy.

### Evidence Base

**6.52** The presumption in favour of sustainable development requires consideration to be given to both the needs for development (the benefits) and any adverse impacts to be weighed against each other. Any relevant evidence base that underpins this plan, along with the evidence submitted alongside any planning application will therefore need to be considered when applying this policy.

## Policy SD 3

### Presumption in Favour of Sustainable Development

- When considering development proposals in the Borough, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the *National Planning Policy Framework*.

2. The Council will always work proactively with applicants jointly to find solutions which means that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.
3. Planning applications that accord with the policies in this plan will be approved without delay, unless material considerations indicate otherwise.
4. Where there are no policies relevant to the application, or relevant policies are out of date at the time of making the decision, the Council will grant permission unless material considerations indicate otherwise taking into account whether:
  - a. any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the *National Planning Policy Framework* taken as a whole; or
  - b. specific policies in the framework indicate that development should be restricted.

## Alternative Options SD 3

### Presumption in Favour of Sustainable Development

**Option 1: No Policy** - In order to ensure consistency with the *NPPF*, PINS have introduced a model policy on the presumption in favour of sustainable development. This has in practice been inserted within all Local Plans since late 2012. Consequently, it is unlikely that the Borough's Local Plan will be found sound unless it is inserted. This option is not therefore a reasonable alternative option.

# Chapter 7: Building a Strong, Competitive Economy

## STRATEGIC POLICY

### Policy E1: Economic Growth Strategy

#### Policy Context

- 7.1** Section 1 of the *NPPF* sets out the Government's policies in relation to planning for a strong and competitive economy. Paragraph 20 is clear that local planning authorities have a key role to play in planning pro-actively to meet the development needs of business and support an economy fit for the 21<sup>st</sup> Century.
- 7.2** Paragraph 21 of the *NPPF* sets out the specific requirements for local planning authorities in terms of planning for economic growth. It expects that policies should set out a clear economic vision for the area and pro-actively encourage sustainable economic growth. Local Plans should support existing business sectors, taking account of whether they are expanding or contracting, and be flexible enough to accommodate needs not anticipated in the plan. Local planning authorities should identify priority areas for economic regeneration, infrastructure provision and environmental enhancement and promote the development of clusters or networks of knowledge driven, creative or high technology industries.
- 7.3** The SELEP's *Strategic Economic Plan* has committed to supporting economic growth and the delivery of new housing in Basildon Borough by supporting the Basildon Integrated Transport Package, the regeneration of Craylands and Basildon town centre; improvements to the A127 including the Fairglen Interchange junction, and by seeking an A13 corridor package from Highways England.
- 7.4** The South Essex Growth Partnership and the *Essex Economic Growth Strategy* both aim to secure further economic growth in Basildon Borough by strengthening its current status as an important business hub. In addition, they both seek to create the right environment for existing businesses to operate, continue to invest and expand if they need to, and encourage new and emerging employment sectors to look to the Borough as a future base.
- 7.5** The *Basildon Borough Community Strategy 2012-2036* identifies a need to improve employment prospects, education and skills of local people.
- 7.6** The Council's *Economic Development Policy* was adopted in March 2014. It established four Policy Statements which the Council will use to guide its economic development functions across its services and with partners. These are:
1. **We will work towards breaking the trend of structural under employment and youth unemployment in the Borough** - this looks to address the labour market and skills, particularly among the Borough's young people who are more vulnerable to changes within the labour market. This looks to address the skills mismatch between what employers need and the qualifications of local residents.
  2. **We will work towards the further development of a strong and sustainable business community through the facilitation of business networking and by providing access to high quality business support** - this looks to address the vulnerability of the local economy to the decisions of multi-nationals who account for 12.5% of total employment. This looks to bolster how the Council supports smaller businesses and business start-ups to improve survival rates.
  3. **We will support the aspirations of local companies to grow and prosper and we will attract new companies to invest in the Borough by encouraging trade, innovation and skills development. We will build the Basildon brand as the entrepreneurial growth**

- hub in South Essex** - this looks to address innovation, productivity and exports to improve business performance.
4. **We will work with partners to ensure the provision of essential strategic infrastructure and connectivity in the Borough in order to promote economic growth** - this looks to address capacity issues in the local area, particularly transport and highways and communications, including broadband.
- 7.7** The Council will ensure, through the Local Plan, that existing business locations can also be regenerated to enable them to remain attractive and fit for purpose to existing and new occupiers. This plan has identified new locations for employment development, as set out on the Policies Map to ensure the Borough can compete with surrounding areas and offer choice to new employers in tandem with the Council's *Economic Development Policy*. This will ensure a strong and resilient local economy can be sustained and respond more quickly and effectively to potential changes in economic circumstances over time.
- Evidence Base**
- 7.8** The *ELPS* outlines that strategically, Basildon Borough plays a central role in Essex and specifically in South Essex as a business and economic hub, supporting over 76,000 jobs. Whilst the Borough is home to a number of multi-national companies, which provide a significant amount of the Borough's Gross Domestic Product (GDP), 97% of businesses are either micro (1-10 employees) or small (11-49 employees) in size. The main business sectors in the Borough are wholesale and retail trade (21%), manufacturing (14%) and human health and social work activities (13%).
- 7.9** The *East of England Forecasting Model* identifies that the Basildon Borough economy was worth an estimated £3.7bn in 2011; the largest of any authority area in Essex. The Borough's rate of growth between 2001 and 2011 was 1.8% per annum, matching the UK's growth over the same period, but lower than Essex as a whole. Gross Value Added (GVA) per head of population was £21,000 in 2011, slightly higher than the UK average of £20,200 and significantly above the levels for Essex (£16,700) and the SELEP area (£16,300)<sup>(1)</sup>.
- 7.10** The background work for the Borough's *Economic Development Policy* highlighted that although labour market participation was strong, underemployment is still a significant concern. The downturn has affected everyone, but particularly young residents. Whilst employment is increasing in higher level occupations, the Borough still has a relatively lower share of residents with higher level skill which is echoed by local businesses who are reporting skills shortages and having to recruit from outside the Borough. This is occurring whilst there is strong potential for employment in growth sectors, including advanced manufacturing, which create significant opportunities for export to existing and emerging markets. The Borough needs to work on how it can best capture the inward investment that could arise.
- 7.11** The Borough has a strong, but disparate Small and Medium Enterprise (SME) base, and whilst the *ELPS* indicates that this trend may be changing, there are still low levels of self-employed people when compared to the wider area. It has been a long term priority of the Council to support SMEs and new business opportunities, in order to reduce the dependency on larger multi-nationals, and to provide a more evenly balanced business mix across the Borough.
- 7.12** The *ELPS* looked at demand-led housing scenarios for future growth in the Borough and concluded that the additional housing growth will generate a need for additional employment land over the plan period. This includes some 10ha for offices, a significant increase in demand for warehousing at 37ha, and some more minimal demand for industrial uses. When considering the Borough's commercial development pipeline, vacant and underutilised sites, this would result in a large surplus of industrial land (B1/B2), but also large shortfalls of warehousing (B8) land and office (B1a) space.

1 Based on 2009 prices; *Cambridge Insight 2013*

- 7.13** For the economic land market to function efficiently and to allow effectively for churn, choice and flexibility, it will always be necessary for the pipeline of land supply to be in excess of projected levels of future demand. In simply planning for an amount of supply which matches future estimates of demand in quantitative terms, the operation of the market will be distorted. This would result in a significant element of demand not being met. In allowing employment growth to materialise through new development, a surplus in supply is required to ensure that actual demand can be met in terms of location, type, timing, quality and size; and thus for the plan to remain flexible and responsive to local needs.
- 7.14** In planning for meeting future demand, the *ELPS* recommends that it will be essential to ensure that land and floorspace supply can respond to market needs in terms of the type of premises required. Thus, the employment land allocation policies and development management policies should provide sufficient choice and flexibility to meet the varying needs of the market over the plan period.
- 7.15** The *ELPS* indicates that there is a need for a net increase of 8,600 jobs with the majority provided within the B1a (most offices) and B1b (R&D of products and processes) sectors. The job growth equates to approximately 49ha of additional employment land, of which the Borough's existing urban capacity could yield approximately 36 to 38ha through intensification of existing employment areas and the development of vacant employment land, with the remaining 11ha to 14ha to be provided by land released from the Green Belt.
- 7.16** The plan expects there to be some continual recycling of B-class land over the plan period as the Borough's land supply and economy adjusts to the land demands of changing business sectors. Land is identified in policies E4 to E8 to provide new sites to meet the overall demand for B class uses projected during the plan period. Existing employment areas will also be protected from conversion to non B-class uses through policies E2 and E3, in order to conserve the supply of B-class employment land and premises, and to prevent the loss of employment space that would otherwise increase pressure on the Green Belt.
- 7.17** Whilst the Borough has a relatively healthy financial, IT, R&D, and advanced manufacturing employment base, the skills base of Basildon Borough is relatively low in comparison to adjoining areas. Additionally, many of the higher skilled residents commute out of the Borough for work. The local skills gap faced by the Borough's employers is, for the most part, being filled by people living outside the Borough. 26% of those employed in Basildon commute from other parts of south and central Essex. Only 56% of the Borough's economically active residents work within the Borough, demonstrating that a significant proportion still commute out to other areas, including the City of London. Whilst it is important that residents find employment that meets their locational, career choice or income needs the Council will work with its partners to improve what the local labour force offers to new and existing employers, as they look to relocate or expand, to help re-balance unsustainable inward commuting patterns that are contributing to peak-time congestion, particularly on the Borough's roads. It is however important to recognise that it is unrealistic to expect the Borough to be self sufficient in terms of the employment base for all sectors of businesses based in the area.
- 7.18** The supply-demand balance analysis contained in the *ELPS* has shown that the Borough is well placed to meet many of the Borough's employment needs that are anticipated over the plan period. Despite the anticipated decline in need for light industrial and general industrial floorspace, the existing employment sites will continue to play an important role by adapting their offer to provide premises which meet the needs of existing industrial occupiers, and provide a reservoir of employment land to meet other identified employment needs including B8 uses, and the needs of those *sui generis* uses which support economic development. This includes the provision of waste management and recycling facilities within appropriate locations to support economic growth and manufacturing activities in particular, in line with national policy.
- 7.19** A key finding from the *ELPS* is that the existing employment sites, many of which were built out as part of the first phases of the Basildon New Town are continuing to provide a significant reservoir of land and floorspace for SMEs and other types of businesses, who are re-using them. The Council

intends to continue to cater for the ongoing needs of general industrial and light manufacturing businesses in this way and to meet some of the forecast need for more Class B8 floorspace and *sui generis* uses, where appropriate.

- 7.20** In several rural Green Belt locations, smaller employment sites are already providing part of the Borough's employment land supply. These have arisen through farm diversification, utility redevelopment, or are historical business premises, which predate the *Town and Country Planning Act 1947* and the introduction of the planning system. Generally, these premises are not planned for employment purposes, and do not offer the levels of premise quality and accessibility available in the planned employment areas.
- 7.21** With a more proactive approach these rural sites can continue to contribute towards supply, but this plan recognises that they too may need to be adapted, improved or replaced over the plan period to meet occupiers' needs, and continue to provide local people with rural employment opportunities during the plan period. These sites are therefore recognised distinctly as part of a Rural Enterprise Sites policy E9 to ensure their continued operation remains in character with their rural, Green Belt location, whilst enabling them to regenerate and remain adaptable.
- 7.22** Taking all this on board, the Council will therefore establish a coordinated cross sector framework to facilitate and promote growth, and pro-actively manage business development across the Borough over the plan period through the plan. The business support actions will be periodically reviewed through an *Economic Development Action Plan* that can be more responsive to economic circumstances.

## Policy E 1

### Economic Growth Strategy

1. The Council will seek to deliver at least 8,600 additional full time equivalent jobs within the Borough over the period of this plan through sustainable growth of the local economy, supported by the provision of a flexible supply of employment land and premises to meet the varying needs of different economic sectors. This will be achieved by:
  - a. Protecting and enhancing existing viable employment areas and premises in order to meet the needs of existing and new businesses;
  - b. Encouraging the improvement and redevelopment of private land within existing employment areas in order to enable business growth, and improve the attractiveness of these areas;
  - c. Making provision of at least 49ha of additional employment land for B1, B2 and B8 uses, and any associated employment generating *sui generis* uses;
  - d. Allocating Rural Enterprise Zones within the Green Belt to protect local employment floorspace in rural locations, and provide local employment opportunities which make the best use of brownfield sites without causing harm to the Green Belt or the purposes of including land within it;
  - e. Facilitating the training and education of local people to gain skills required to enter or remain part of the local workforce;
  - f. Establishing and maintaining relationships between local businesses and local training and education providers to ensure local facilities are provided to access professional and vocational training; and
  - g. Supporting and facilitating proposals and initiatives which contribute to implementing the priorities identified in the *Economic Development Strategy* for the Borough.
2. The additional 49ha of employment land required under part 1c to support this approach will be secured from:

- a. The intensification and regeneration of underutilised land within existing employment areas to provide 38ha of employment land; and
  - b. The allocation of around 11ha of new employment land suitable for B1, B2 and B8 uses, in eastern and western extensions to the A127 Enterprise Corridor.
3. Every effort should be made to explore suitable and viable locations for development in the Borough's existing employment areas, prior to the development of new employment allocations in order to ensure the ongoing vitality and viability of the existing employment areas.

## Alternative Options E 1

### Economic Growth Strategy

**Option 1: Rely on the NPPF** - The *NPPF* requires local planning authorities to pro-actively meet the development needs of business and support the economy. Complying with the *NPPF*, local planning policies should set a clear strategy for their area to encourage sustainable growth and inward investment.

**Option 2: Provide less employment land and wait for the market to decide what locations should be brought forward** - This option is not compliant with the *NPPF*. It does not pro-actively encourage sustainable economic growth and inward investment to the Borough, nor does it support Basildon's role as an economic and business hub. In addition, this option would not result in a strong and resilient local economy capable of responding to rapid change.

**Option 3: Provide more employment land than needed to secure Basildon's position as South Essex's economic hub and offer further choice** - An oversupply of jobs would result in pressure for more housing, create labour supply difficulties for existing firms and result in long distance commuting. It could also create problems for the delivery of employment land in neighbouring authorities and affect their development plans.

## ALLOCATION POLICIES

### Policies E2 and E3: Existing Employment Areas

#### Policy Context

**7.23** Paragraph 21 of the *NPPF* requires local planning authorities to set criteria, or identify strategic sites for local and inward investment to match the strategy and to meet anticipated needs over the plan period. Additionally, it expects local planning authorities to identify priority areas for economic regeneration, infrastructure provision and environmental enhancement.

#### Evidence Base

**7.24** Basildon Borough's employment floorspace is predominately general/light industry (B2) amounting to a 38% share of total Class B employment floorspace, which is followed by office (B1a) with a 24% share, warehousing (B8) with a 20% share and R&D (B1b) with an 18% share of total Class B employment floorspace, respectively.

**7.25** The *ELPS* assessed the condition of 24 existing employment areas (including the Borough's three main town centres of Basildon, Billericay and Wickford). It found that the employment areas varied in condition with five sites being rated as being in fair condition and three being found to be in poor

condition. This has helped to inform which areas should continue to have a role in employment floorspace provision in the Borough, and whether any of the areas need enhancing to bring them up to an acceptable standard for delivering policy E1.

**7.26** As of 2013, vacancies stood at around 12% of all B-class floorspace in the Borough. The highest concentrations being offices (B1a) and storage and warehousing (B8) with rates of 19% and 25%, respectively.

**7.27** Existing employment areas are nevertheless still operating effectively and viably as employment locations, on the whole, and in particular the future employment land supply-demand balance shows that there is sound justification for the continued protection of existing employment areas in accordance with the *NPPF*. The majority of employment areas within Basildon comprise of a range of uses and will be retained for the purpose of providing opportunities for general B-class uses, and associated employment generating *sui generis* uses. However, the Ford Technical Centre and adjacent land at Dunton Fields will be retained for R&D purposes. In the *Basildon District Local Plan* the R&D use was restricted to the automotive industry. Given the ongoing presence of Fords at this site, it is intended to maintain this industry based restriction over the Fords buildings and associated test track. However, to improve flexibility in the use of land surplus to Fords operations, it is proposed that the remainder of the land is restricted to R&D more generally rather than to the automotive industry.

**7.28** In reviewing the existing employment areas, a boundary review was conducted within the *ELPS* to ensure they remain fit for purpose and reflective of the development patterns on the ground. This has concluded that boundary changes should be made in the following locations:

- a. 1.5ha of land North of Courtauld Road (allocated as E3 in the *Basildon District Local Plan*) removed from employment allocation and reconsidered by this plan for other needs due to highway access constraints;
- b. Burnt Mills employment area amended to include the former tree nursery south of Lords Way and the Lords Court Business Park. In addition the Basildon Water Recycling Centre and Courtauld Road waste facility (Tovi EcoPark) removed as they are non B-class uses;
- c. Cranes employment area boundary extended to include open space north of Christopher Martin Road;
- d. Pipps Hill employment area boundary extended to exclude Pipps Hill Retail Park and include open space north of Burches and Miles Gray Road and adjacent former car showroom;
- e. Laindon North employment area boundary contracted to remove the petrol filling station and estates agent on the A127/High Road junction. Southern boundary amended to include all of the employment premises, not just their frontages;
- f. Ford Technical Centre employment area boundary contracted to remove the Dunton Fields residential area granted by 12/00951/FULL and the car showroom at West Mayne as they are non B-class uses;
- g. Southfields employment area contracted to remove the car showroom fronting West Mayne as it is a non B-class use; and
- h. Radford Way employment area expanded to include the surface car park on Radford Crescent.

**7.29** These changes have been made to the extent of the existing employment areas as previously identified in the *Basildon District Local Plan*. The Policies Map which accompanies this plan shows the revised boundaries including those changes listed above.

## Policy E 2

### Existing Employment Areas for General B-Class Uses

Fourteen Existing Employment Areas, as shown on the Policies Map, will be safeguarded to provide use classes B1a, B1c, B2 and B8 employment floorspace, and associated employment generating *sui generis* uses over the plan period:

- a. Burnt Mills, Basildon;
- b. Cranes, Basildon;
- c. Case New Holland Tractor Park, Basildon;
- d. Festival Business Park, Basildon;
- e. Pips Hill, Basildon;
- f. Laindon North, Laindon;
- g. Wrexham Road, Laindon;
- h. Southfields, Laindon;
- i. International Financial Data Services, St Nicholas Lane, Basildon;
- j. Radford Way Business Park, Billericay;
- k. Wickford Business Park, Hurricane Way, Wickford;
- l. Basildon town centre;
- m. Billericay town centre; and
- n. Wickford town centre.

## Alternative Options E 2

### Existing Employment Areas for General B-Class Uses

**Option 1: Do not retain existing Employment Areas and leave it to the market to decide locations for employment development** - This option is not compliant with the NPPF. It does not pro-actively encourage sustainable growth and inward investment to the Borough, nor does it support Basildon's role as an economic and business hub as the plan would not have any land use allocations for B-class uses. In time this could mean this land is lost from employment supply in favour of market preferences including housing. In addition, this option would mean the Borough would find it challenging to deliver a strong and resilient local economy capable of responding to rapid change.

## Policy E 3

### Existing Employment Area for Research and Development Uses

1. Land at Ford Dunton, as identified on the Policies Map, will be safeguarded for research and development purposes falling within use class B1b.
2. Land in use for automotive research and development purposes at the 1<sup>st</sup> April 2015, including the test track, will be safeguarded specifically for the purposes of automotive research and development purposes only.
3. Land to the north and west of the test track will be safeguarded for any appropriate proposals falling within use class B1b.

## Alternative Options E 3

### Existing Employment Area for Research and Development Uses

**Option 1: Retain the entire site specifically for automotive research and development** - The *Basildon District Local Plan* safeguarded the entire site for this purpose. Ford has restructured significantly since this time and identified parts of its site to the north and west as surplus to requirement. Due to the restrictive policy, it has struggled to attract an appropriate investor in the surplus land. It is not therefore appropriate to retain this industry specific restriction on the surplus land in this location.

**Option 2: Permit general B-class uses at this site – no requirement for B1b uses specifically** - Whilst this would provide broader flexibility, consistent with the *NPPF*, it would fail to recognise the opportunities to provide further higher skilled jobs in the Borough consistent with SELEP's *Strategic Economic Plan*, the Borough's *Community Strategy* and *Economic Development Strategy*. Ford provides highly skilled jobs in research and development. It also provides opportunities for other businesses to access skilled labour, creating a cluster of research and development activity to the benefit of the local economy and local residents.

## Policy E4: New Employment Sites

### Policy Context

- 7.30** Paragraph 21 of the *NPPF* requires local planning authorities to set criteria, or identify strategic sites for local and inward investment to match the strategy and to meet anticipated needs over the plan period. Additionally, it expects local planning authorities to identify priority areas for economic regeneration, infrastructure provision and environmental enhancement.

### Evidence Base

- 7.31** In order to create new employment sites to meet the Borough's needs over the plan period, the *ELPS* suggests that vacant/underutilised land represents a short-medium term opportunity that could go some way to meeting the future B-class demand requirements. This would provide an additional land supply of around 36ha to 38ha for offices, industry and warehousing. This approach would however only meet part of the demand created by the Borough's housing growth up to 2034. An additional 11ha to 14ha of employment land will be allocated by this plan through policies E7 and E8 to the east and west of Basildon to serve as extensions to the A127 Enterprise Corridor to meet the remaining demand. These two extensions scored well when assessed as potential employment locations in the *ELPS*.
- 7.32** In terms of accessibility, the *Highways Impact Assessment (2014)* considered the impacts on the road network should these sites be developed for employment purposes. The west Basildon site scored well in terms of highway impacts, largely due to the immediate grade separated access to the A127, via the Dunton Interchange, which has capacity headroom and is the closest junction in the Borough to the M25. The option of the eastward extension also scored fairly well, however it would require a greater series of sequenced improvements to the local and strategic road network, in order to accommodate additional growth.
- 7.33** In addition to these two strategic allocations, two other employment sites allocated as part of the *Basildon District Local Plan* were reconsidered for their ongoing relevance in this plan period. The sites at Gardiners Lane South, Basildon and Terminus Drive, Pitsea have been reviewed and are recommended by the *ELPS* to be retained as employment allocations in this plan as detailed in policies E4 and E5 respectively.

## Policy E 4

### New Employment Sites

1. A sequential approach to the delivery of employment development will be taken with preference given initially to proposals for new B2 and B8 class industry, distribution and storage uses to be delivered through intensification of previously developed land and vacant sites, or underutilised land within Existing Employment Areas as protected by policy E2.
2. Where suitable land cannot be identified for the development proposed within the Existing Employment Areas, new B-class employment proposals will be supported in the following locations:
  - a. 12ha to 16ha of land to the west of Gardiners Lane South, developed in accordance with the policies H7 and E5; and
  - b. 3.5ha of land at Terminus Drive, Pitsea; developed in accordance with policy E6.
3. Where suitable land cannot be identified for the development proposed within the existing Employment Areas, or within those sites identified in part 2 of this policy, new B class employment proposals will be supported in the following locations:
  - a. 5.5ha of land to the south west of A127 Dunton Interchange, developed in accordance with policies H10 and E7; and
  - b. 5.5ha of land to the east of Burnt Mills, developed in accordance with policy E8.
4. Phasing of development and the release of the employment allocations identified in parts 2 and 3 of this policy, including as part of mixed-use schemes, will need to be in accordance with policy IMP3, the *Infrastructure Delivery Plan* and all other relevant policies in this plan.

## Alternative Options E 4

### New Employment Sites

**Option 1: Do not allocate any new development land for employment purposes and only allow economic development to take place in existing employment areas** - This is not compliant with the NPPF. This would not provide a policy flexible enough to accommodate needs not anticipated in the plan, or to respond rapidly to changes in economic circumstances.

## Policy E5: Land West of Gardiners Lane South, Basildon

### Policy Context

**7.34** The NPPF requires local planning authorities to positively and pro-actively encourage sustainable economic growth and to identify strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period.

### Evidence Base

**7.35** The *Basildon District Local Plan* allocated 36ha of land to the west of Gardiners Lane South for mixed use development, subject to the Council approving a design brief to guide development in the area. In 2003, Supplementary Planning Guidance was adopted seeking to provide 110,000 sq.m of business premises, principally offices and light industrial units catering for headquarters

and start-up companies units. It was proposed that the site would provide a range of employment opportunities for the people of Basildon Borough that could total 7,000 new jobs. Despite a planning application for the site being granted subject to a S106 agreement in 2005, landownership/leaseholder constraints and the costs of highways infrastructure have caused development of the site to stall. They have also brought into question the viability of the masterplan set out in the adopted Supplementary Planning Guidance. Consequently, subsequent proposals for the site have been piecemeal and so far have focused on what the site can provide in terms of housing needs.

**7.36** The *NPPF* states that land should not be continually reallocated or protected if there is little prospect of it coming forward for the allocated development in the plan period. As a result, the *ELPS* re-evaluated whether the site west of Gardiners Lane South should continue to be allocated for employment purposes in this plan period. The assessment concluded that it should continue to come forward for new B-class employment, housing and open space as part of a mixed-use scheme, provided the constraints on the site in terms of playing pitch relocation and transport infrastructure could be overcome. This plan therefore reallocates the site for employment purposes and, alongside policy H7, seek to redevelop it into a mixed-use community with essential additional infrastructure and a policy solution to relocating all of the existing open space uses. The *ELPS* identifies the Gardiners Lane South site as a potential source of 16.2ha of B-class employment floorspace. In order to facilitate a viable solution this plan provides some flexibility over the quantum of employment development required, seeking a level of provision between 12ha and 16ha. If the lower level of provision is secured on this site, there will be additional pressure on the Green Belt for employment provision. In order to ensure a comprehensive approach to the development of this site, which secures employment, housing, infrastructure and open space requirements, and the relocation of the existing open space uses, a new development brief/masterplan must be prepared to guide development.

**7.37** The *Highway Mitigation Modelling (2015)* has assumed that the majority of the 49ha of employment land will come from within the urban areas, including from sites such as land west of Gardiners Lane South. Taken as a whole, alongside similar assumptions for what housing potential there is within urban areas, the highway evidence notes that upgrades to highway routes and junctions on the strategic and local road network will be required to deliver everything this plan seeks to achieve. With this holistic approach, the ability for the Council and its partners to secure external funding to assist in the upgrades to the strategic and local infrastructure should be more robust, and with implementation policies IMP1 to 4, the Council can ensure that it does not place undue burden on the existing network without appropriate phasing and investment taking place.

## Policy E 5

### Land West of Gardiners Lane South, Basildon

36ha of land west of Gardiners Lane South, as identified on the Policies Map as notation E5 is allocated for mixed-used development including B-class employment, housing and open space uses as part of a mixed-use comprehensive scheme subject to the following criteria:

- a. No development of the site should take place until the Council has approved a development brief to guide holistic development of the area;
- b. The site will provide between 12ha and 16ha of land for B class employment purposes;
- c. The site will provide housing and open space in accordance with policy H7;
- d. In respects of the new employment development, it will protect the residential amenity of existing and new residential dwellings by coordinating adjacent land uses. Employment units adjacent to residential dwellings should be for B1 uses or live-work units only, or else green buffers should be provided between employment and residential uses;
- e. Employment proposals are subject to a Traffic Impact Assessment to establish what mitigation is required to the local or strategic highway network to enable the development to take place; and
- f. Employment development of this site shall accord with all other relevant policies in this plan.

## Alternative Options E 5

### Land West of Gardiners Lane South, Basildon

**Option 1: Do not allocate the land for employment use and leave it up to the market to decide what development should take place on the site** - This is not in accordance with the *NPPF* in terms of identifying strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period. If the site were left up to the market, it is likely that it would be a purely housing development, which would risk the delivery of employment land not meeting the need identified over the plan period.

## Policy E6: Terminus Drive

### Policy Context

**7.38** The *NPPF* requires local planning authorities to positively and pro-actively encourage sustainable economic growth and to identify strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period.

### Evidence Base

**7.39** Terminus Drive, Pitsea was previously protected for employment use as part of the *Basildon District Local Plan* and is a brownfield site adjacent to Pitsea railway station. Part of the site is currently used as a private car park serving users of the railway station. Access to the site is from Pitsea Hall Lane via a 'weak' and narrow bridge. The use of the site at Terminus Drive by businesses requiring regular HGV access is not therefore appropriate, and therefore excludes the use of this site for warehousing and distribution purposes (use class B8).

**7.40** The *ELPS* re-evaluated the site at Terminus Drive. It concluded that the site should remain allocated for B1/B2 use class development. Owing to the location of the employment site in close proximity to a designated heritage asset, any proposal for such business uses will need ensure the conservation of Cromwell Manor, a Grade II Listed Building. As such, any business use of this site should be contained within buildings, with open land uses and storage avoided. Care should be given to the design and layout of the external appearance of development on this site.

## Policy E 6

### Terminus Drive

3.5ha of land, as identified on the Policies Map as notation E6 is allocated for B1 and/or B2 class employment purposes in Terminus Drive, Pitsea subject to the following criteria:

- a. The proposed development must not require regular HGV access;
- b. The proposed development must be subject to a Traffic Impact Assessment. Any improvement to the local highway network required to enable the development to take place, will be expected to be provided by the developer;
- c. The proposed development must be contained within buildings, with no or limited open land uses or storage;
- d. The external appearance of the building and site must be designed to reduce harm to the setting of the nearby Grade II Listed Building - Cromwell Manor, consistent with the requirements of policy H3; and
- e. The proposed development shall accord with all other relevant policies in this plan.

## Alternative Options E 6

### Terminus Drive

**Option 1: Do not allocate the land for employment use and leave it up to the market to decide what development should take place on the site** - This is not in accordance with the *NPPF* in terms of identifying strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period.

## Policy E7: Dunton Extension

### Policy Context

- 7.41** The *NPPF* requires local planning authorities to positively and pro-actively encourage sustainable economic growth and to identify strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period.

### Evidence Base

- 7.42** The *ELPS* and the *Highways Impact Assessment* both conclude that employment development in a location to the west of Basildon, in the area known as Dunton, is appropriate subject to some minor improvements to the local and strategic road network within the vicinity of the site. Consequently, it is expected that around 50% of the remaining need for employment land is met in this location. Residential development is also proposed in this location, and therefore it is necessary for a development brief/masterplan to be prepared to guide development in this location. It will also ensure that the required employment provision is secured alongside the residential development in order to create a balanced and sustainable mix of development and sustainable travel patterns.

- 7.43** The A127 Enterprise Corridor is a large employment location that has enabled clusters of industries to form. It is widely acknowledged that business clusters are important to the ongoing success and growth of the economy, and consequently, it is expected that any new employment provision to the west of Basildon is well related to the existing A127 Enterprise Corridor. It is also expected that the employment provision is also well located in relation to the strategic road network in order to provide ease of access for HGVs, whilst reducing the impact of such movements on residential amenity.

## Policy E 7

### Dunton Extension

At least 5.5ha of land to the west of Basildon, as identified on the Policies Map as notation E7 is allocated for mixed-used development including B-class employment, housing and open space uses as part of a mixed-use comprehensive scheme subject to the following criteria:

- a. No development of the site should take place until the Council has approved a development brief to guide holistic development of the area;
- b. The site will provide at least 5.5ha of land for B-class employment purposes;
- c. The site will provide housing and open space in accordance with policy H10;
- d. In respects of the new employment development, it should be located and designed to:
  - i. Relate effectively to existing employment provision within the A127 Enterprise Corridor;

- ii. Be accessed from the strategic road network in order to ensure that it can be used flexibly by a range of different employment uses, including those requiring HGV access; and
- iii. Protect the residential amenity of existing and new residential dwellings by coordinating adjacent land uses. Employment units adjacent to residential dwellings should be for B1 uses or live-work units only, or else green buffers should be provided between employment and residential uses.
- e. Employment proposals are subject to a Traffic Impact Assessment to establish what mitigation is required to the local or strategic highway network to enable the development to take place; and
- f. Employment development of this site shall accord with all other relevant policies in this plan.

## Alternative Options E 7

### Dunton Extension

**Option 1: Do not allocate the land for employment use and leave it up to the market to decide what development should take place on the site** - This is not in accordance with the NPPF in terms of identifying strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period.

## Policy E8: Land East of Burnt Mills, Basildon

### Policy Context

**7.44** The NPPF requires local planning authorities to positively and pro-actively encourage sustainable economic growth and to identify strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period.

### Evidence Base

**7.45** The ELPS concludes that employment development in a location to the east of Basildon, in the area known as Burnt Mills, is appropriate. However, the *Highways Impact Assessment* identifies a need for more significant modifications to the local and strategic road network to ensure highways capacity for the development of this site. It is expected that this capacity will be provided through the provision of a new junction on the A127 which will also serve housing development to the east of Basildon and to the south of Wickford. This junction is likely to be costly to deliver, and therefore it is expected that this site will form part of the long-term employment land supply rather than be immediately available for development. It is also expected that this site will contribute both financially towards the provision of these highways improvements and also feature in bids to the Local Enterprise Partnership and/or Government for any gap funding required to deliver the highway infrastructure and any other infrastructure requirements in this location.

**7.46** It is expected that around 50% of the remaining need for employment land is met in this location as an extension to the existing Burnt Mills employment area. This site is located close to the existing residential areas of Pitsea, and will also be nearby new housing development proposed between Pitsea and Bowers Gifford in policy H13. This site is therefore well located to contribute towards a balanced and sustainable mix of development and sustainable travel patterns. It is also expected that further land in this location will be safeguarded for additional employment provision beyond the plan period in order to provide a degree of certainty with regard to the future growth of the A127 Enterprise Corridor.

**7.47** The A127 Enterprise Corridor is a large employment location that has enabled clusters of industries to form. It is widely acknowledged that business clusters are important to the ongoing success and growth of the economy, and consequently, it is expected that any new employment provision

to the east of Basildon is well related to the existing A127 Enterprise Corridor. It is also expected that the employment provision is also well located in relation to the strategic road network in order to provide ease of access for HGVs, whilst reducing the impact of such movements on residential amenity. Due to the nature of Burnt Mills Road, which is a winding country lane with limited verge, it is expected that a new access road between Pound Lane and Courtauld Road will be required to provide HGV access and an effective relationship with the existing employment area.

- 7.48** Whilst this is a sustainable location for the provision of additional employment development in terms of accessibility and economic benefit, the *Outline Landscape Appraisal* has identified some concerns with regard to the impact of development in this location on the agricultural landscape, and on the purposes of the Green Belt. Consequently, it is expected that any employment development provided in this location is very strongly landscaped in order to limit its impacts.

## Policy E 8

### Burnt Mills Extension

1. 5.5ha of land to the east of Basildon, as identified on the Policies Map as E8a is allocated for B-class employment development subject to the following criteria:
  - a. No development of the site should take place until improved access to the strategic road network at the junction of Pound Lane with the A127 has been secured;
  - b. In respects of the new employment development, it should be located and designed to:
    - i. Relate effectively to existing employment provision within the A127 corridor;
    - ii. Be accessed from the strategic road network in order to ensure that it can be used flexibly by a range of different employment uses, including those requiring HGV access;
    - iii. Protect the residential amenity of existing and new residential dwellings by coordinating adjacent land uses. Employment units adjacent to residential dwellings should be for B1 uses or live-work units only, or else green buffers should be provided between employment and residential uses; and
    - iv. Landscaped in order to reduce harm to the agricultural landscape and purpose of the surrounding Green Belt. The areas of landscaping should be multi-functional and also provide opportunities for noise buffering, pollution control and service water management.
  - c. Employment proposals are subject to a Traffic Impact Assessment to establish what additional mitigation is required to the local or strategic highway network to enable the development to take place; and
  - d. Employment development of this site shall accord with all other policies in this plan as relevant.
2. A further 40ha in this location, as identified on the Policies Map as E8b will be safeguarded for B-class employment uses beyond the period of this plan. This safeguarded land will be protected in accordance with policy GB4 and the *NPPF* until such time as this plan is reviewed, or else it can be demonstrated that additional land for B-class employment uses is required and the supply of new employment sites identified in policy E4 has been exhausted. If this site is brought forward for employment provision within the lifetime of this plan the site specific requirements identified in part 1 of this policy will apply to any development proposed.

## Alternative Options E 8

### Burnt Mills Extension

**Option 1: Do not allocate the land for employment use and leave it up to the market to decide what development should take place on the site** - This is not in accordance with the *NPPF* in terms of identifying strategic sites for local and inward investment to match the economic development strategy and to meet employment needs over the plan period.

## Policy E9: Rural Enterprise Sites

### Policy Context

- 7.49** Paragraph 28 of the *NPPF* states that “*planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development*”. Local Plans should support the sustainable growth and expansion of all types of business in rural areas through conversion, expansion and new buildings, promotion of development and diversification of land-based rural businesses, and supporting sustainable rural tourism and leisure.

### Evidence Base

- 7.50** The *ELPS* identifies a number of employment sites outside of the main urban areas in the Borough which have a certain amount of vacant or underutilised land and could provide opportunities for future provision of employment land in the rural areas.
- 7.51** The condition of nine existing employment sites located outside of the main urban areas was assessed by the *ELPS*. Sites located at Pitsea Hall, Sadlers Farm, and London Road (Vange) performed poorly in the assessment. Although these sites are currently occupied, if they become vacant, they may be more difficult to re-let due to their poor condition. Guildprime, White Bridge Farm, the London Road Clusters, Vange Wharf and Annwood Lodge all received a fair score and may have potential redevelopment opportunities, such as upgrading premises and improving site quality. Bluehouse Farm and Barleylands depot received good scores, with Barleylands also considered as an appropriate strategic allocation for future economic development subject to release from the Green Belt.
- 7.52** Guildprime, Billericay; London Road Clusters, Billericay; and Vange Wharf, Vange were determined by the study to have no scope for further change in terms of meeting the need for new employment development in the future. However the *ELPS* recommends that they should retain their status as employment sites for B-class employment uses.
- 7.53** Whilst these rural employment locations are currently in business use, and opportunities for making the best use of land to support economic growth is in principle supported, it is important to recognise that any development and growth of these sites must be in the context of the local surroundings. As such, the scale and nature of development proposals in these locations will be constrained by the landscape and Green Belt designations. Consideration will also need to be given to the appropriateness of access arrangements, both for servicing and for employees and customers.

## Policy E 9

### Rural Enterprise Sites

1. To support the rural economy and provide greater flexibility to the employment land supply, the following existing Rural Enterprise Sites, as identified on the Policies Map, will be retained for B1a, B1c, B2 and B8 use class employment purposes as appropriate to their location:
  - a. Guildprime Business Park, Great Burstead & South Green, Billericay;
  - b. London Road, Billericay;
  - c. Vange Wharf, Pitsea;
  - d. Blue House Farm, Pitsea;
  - e. White Bridge Farm, Crays Hill;
  - f. Annwood Lodge, Wickford; and
  - g. Barleylands Depot, Billericay.
2. At the locations listed in part 1 of this policy, the following types of B-class employment uses will be accepted, subject to compliance with the requirements of part 3 of this policy. Acceptable types of development are:
  - a. extensions or expansions of an existing business or intensification of employment uses within the defined site boundary;
  - b. Agricultural diversification;
  - c. Change of use or conversion of a permanent and soundly constructed agricultural building; or
  - d. Uses with a strong functional link back to local agriculture, forestry or other existing rural activity.
3. The types of development listed in part 2 of this policy will be supported within the locations listed in part 1 where the following criteria can be met:
  - a. The proposal would improve the balance of jobs to working age population within the immediate vicinity;
  - b. The scale of employment is appropriate to the accessibility of the site by public transport, cycling and walking and the standard of highways;
  - c. The proposal respects the character and qualities of the landscape and the setting of any affected settlement or protected landscape, and includes effective mitigation measures to avoid adverse effects or minimise them to acceptable levels; and
  - d. The proposal conforms with all other relevant policies in this plan.

## Alternative Options E 9

### Rural Enterprise Sites

**Option 1 – Do not have any Rural Employment Site Allocations and concentrate all Employment development in the urban areas** - This is not compliant with the *NPPF*. The rural employment locations in the Borough are all located in the Green Belt and without an allocations policy, the Council would be unable to promote the development and diversification of agricultural and other land based rural business, or support the sustainable growth of all types of business and enterprise in rural areas.

## Policy E10: Untidy Industry Zone, Burnt Mills

### Policy Context

- 7.54** The *NPPF* does not provide specific policies covering 'untidy industries'. Rather, the term 'untidy industry' has been used by the Council since the 1990s to describe a variety of industries, which although vital to the mix of employment possibilities in the Borough in terms of the people they employ and the services they provide, tend to be untidy in appearance and could without licencing controls cause significant environmental harm.
- 7.55** Examples of industries that fall into this category include salvage (particularly metals), recycling, outside storage, and the parking of heavy goods vehicles. Sites for such industries are typically characterised by their poorer visual appearance, noisy work carried out in the open, poorer quality buildings, large areas of hardstanding, and nuisance creating atmospheric discharges such as smoke and oil.
- 7.56** In light of this, the location of untidy industries needs to be carefully managed to ensure that both visual and residential amenities of neighbouring areas are protected. In addition, untidy industries can act as a disincentive to investment in other economic activities in the close vicinity, particularly office, retail and leisure uses. As such, it is preferable for untidy industries to be concentrated, as far as possible, into a single area where the challenges faced by this sector can be better managed.
- 7.57** Land between Harvey Road and Archers Field in Central Burnt Mills already contains a predominance of untidy industries, including car breakers, scrap metal merchants, skip hire, scaffolding companies and haulage yards. It is possible that some further development of untidy industries could take place in this area over the plan period through the re-use of existing sites. It is not expected that such an approach would result in increased environmental impacts.

### Evidence Base

- 7.58** In accordance with the recommendations of the *ELPS*, the Council will retain the area allocated for untidy industries so that it can continue to manage the location of these potentially environmentally harmful industries. It should be noted that many of these uses also require Environmental Protection Act licencing which is administered separately by the local authority and/or Environment Agency.

### Policy E 10

#### Untidy Industry Zone, Burnt Mills

The development or expansion of untidy industry uses will be permitted in the Harvey Road and Archers Field area of the Burnt Mills Industrial Estate, as identified on the Policies Map. Untidy industry proposals in other locations within the existing industrial areas will be assessed on the basis of their likely effects on nearby uses and the availability of sites in the Untidy Industry Zone. Outside of identified employment areas untidy industry will not be permitted.

### Alternative Options E 10

#### Untidy Industry Zone, Burnt Mills

**Option 1: Do not have a specific policy relating to untidy industry and determine proposals for such employment uses on a case by case basis** - This option would not provide the Council with any control over the location of potentially environmentally harmful industries. As the *NPPF* aims to pro-actively support economic growth wherever possible, this would allow proposals for untidy industry to be granted

providing the environmental impact or adverse impact to neighbour amenity was not so severe as to justify a refusal of planning permission, rather than identifying specific locations for untidy industry which would minimise any adverse impacts all together.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy E11: Locations for Employment Development**

#### **Policy Context**

- 7.59** The *NPPF* requires local planning authorities to set criteria, or identify strategic sites for the location of employment development.

#### **Evidence Base**

- 7.60** The *ELPS* indicates that the locations favoured for B-class employment development, as reflected in policies E2 to E10 provide sufficient space to accommodate the predicted economic growth needs of the Borough, as well as needs arising from any loss of smaller employment sites within residential areas for residential purposes. There is therefore no known requirement or need for permitting economic development outside allocated employment locations identified. However, consistent with the requirements of the *NPPF*, criteria identifying where such development may be deemed suitable have been developed in the event such applications are made.

### **Policy E 11**

#### **Locations for Employment Development**

1. New B-class employment development, and employment generating *sui generis* uses will be permitted within an allocated Employment Area or Rural Enterprise Site, subject to compliance with the requirements of any site specific allocation, and where all of the following criteria are met:
  - a. There is no adverse impact as a result of pollution and disturbance, access, parking and servicing in the area;
  - b. The accommodation provided is flexible and suitable to meet future needs and requirements of larger businesses and small to medium enterprise firms, where appropriate;
  - c. The scale, bulk and appearance of the development is compatible with the character of its surroundings; and
  - d. On-site servicing and space for waiting goods vehicles is provided to an adequate standard.
2. Proposals for industrial development within the allocated Employment Area or Rural Enterprise Sites shown on the Policies Map will be expected to contribute, where appropriate, to environmental and traffic improvement schemes for that employment location.
3. Proposals for new B-class employment development outside Employment Areas will be permitted where the criteria set out under part 1 are met, and the following additional criteria can also be met:
  - a. The use is compatible with the existing uses in the surrounding area and there are no adverse impact on residential amenity or environmental quality;
  - b. There are no adverse impact on the capacity of the local road network; and
  - c. The development provides adequate on-site parking and servicing for its intended use, including space for waiting goods vehicles.

## Alternative Options E 11

### Locations for Employment Development

**Option 1: Do not set criteria for the locations for employment development** - This is not in accordance with the *NPPF* which clearly states that local planning authorities should identify locations for employment growth in line with their economic strategy.

**Option 2: Do not have a generic policy for all employment allocations and set criteria for each individual employment site allocated in the Local Plan** - This would be too prescriptive in terms of individual allocations and would not provide flexibility to respond to changes in economic circumstances or to provide for new or emerging business sectors to locate to the area as required by the *NPPF*.

## Policy E12: Non B-Class Uses in Employment Areas

### Policy Context

- 7.61** The *NPPF* makes it clear that long term protection of employment allocations where there is no prospect of them coming forward, should be avoided. However, it is also clear from the *NPPF* that plan making should be based on an up to date and relevant evidence base, and therefore be responsive to the market signals to provide adequate provision of the right type of employment land to meet the needs of the business community.
- 7.62** The *NPPF* also expects that planning policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances.

### Evidence Base

- 7.63** The *ELPS* provides an up to date evidence base, which the *NPPF* requires in support of a protective policy stance. The findings on the supply and demand for employment land show that the current employment areas are currently performing well overall with a level of vacancy consistent with market conditions and maintaining a level of 'churn' which any functional market will require. Findings from the study also show that the current employment areas also generally provide a reasonable quality of premises that are meeting the needs of existing users. There are significant forecast employment needs for the plan period up to 2034, and the existing employment areas provide an important contribution to meeting demand in key sectors which are competitively located in Basildon Borough.
- 7.64** The *ELPS* recommends the strengthening of certain employment protection policies, such as the potential loss of industrial premises to alternative uses. It recommends the retention of employment areas for B-class uses in order to provide adequate land to attract new occupiers, and to ensure the ongoing success of business clusters. It expressed concern about permitting non B-class development within existing employment areas on the basis of the availability of employment land elsewhere, as there is no guarantee similar levels of B-class job provision will be secured. Along with the *Retail and Commercial Leisure Study (2015)* it also recommends the need to resist the loss of employment floorspace to out of town retail provision. Such provision has the potential to negatively impact on the vitality of town centres and is less sustainable due to reliance on car use. Additionally, where a requirement for such development can be demonstrated, sufficient out of town locations are already available within the Borough, as identified in policy R11. This plan similarly makes provision for out of town leisure provision in policy R12. The loss of B-class employment land for retail and leisure uses is not therefore justified.

## Policy E 12

### Non B-Class Uses in Employment Areas

1. As a plan principle, proposals for new non B-class employment uses within Employment Areas and Rural Enterprise Sites which are likely to substantially prejudice policy SD1 will not normally be permitted.
2. Where a proposal is seeking to redevelop or convert a building within an Employment Area or Rural Enterprise Site into a non B-class use, permission will only be granted where the following criteria are met:
  - a. It must be demonstrated the premises have been vacant and pro-actively marketed for B-class use for a minimum period of 2 years;
  - b. It can be clearly demonstrated that the level of future demand for B-class employment uses has sufficiently dropped within the Borough to justify the loss of B-class employment space specifically designated to meet the need for this purpose over the plan period;
  - c. It can be demonstrated that the location of the use within an employment area will not undermine the vitality or viability of town centres or local centres;
  - d. The proposed use is compatible with other existing uses within the employment area, having regard to any potential harm to productivity levels, or to the health and well-being of employees or potential users; and
  - e. The proposal conforms to all other relevant policies in this plan.

## Alternative Options E 12

### Non B-Class Uses in Employment Areas

**Option 1: Do not provide protection in allocated Employment Areas and leave it to the market to decide locations for business uses** - This option is not compliant with the *NPPF*. It does not plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries. Also, the loss of B-class employment uses in designated areas could negatively impact on the viability and vitality of town centres within the Borough.

**Option 2: Replace criterion 2b with the following 'It can be demonstrated that there is adequate land and premises available elsewhere in the Borough to meet the Borough's business, industrial or storage and distribution needs' and create an additional criterion saying 'The new use shall not lead to a significant net loss of B-class employment'** - This option does not sufficiently strengthen the policies relating to the loss of B-class employment according to the *ELPS* which states that terms such as 'adequate land and premises' and 'significant net loss' are too broad and do not provide sufficient protection to the allocations for B-class employment uses. This policy could result in the loss of B-class employment land on the basis that there is a number of vacant sites, whereas the policy above would require the applicant to demonstrate that the vacant site is not needed for future demand for B-class employment uses over the plan period.

**Option 3: Replace criterion 2b with the following 'It can be demonstrated that the alternative use will provide an equivalent number of jobs compared to a B-use class, meeting the requirements of Policy E14 in terms of skills'** - Whilst this option would still allow the Council to achieve its strategy to align skills with jobs within the Borough, there is insufficient protection for the employment allocations to be for specific B-use classes.

## **Policy E13: Aligning Skills & Jobs**

### **Policy Context**

- 7.65** The *NPPF* expects local planning authorities to pro-actively encourage sustainable economic growth and to plan positively for the expansion of the knowledge based economy.
- 7.66** The *National Productivity Plan, 'Fixing the foundations: Creating a more prosperous nation'* (July 2015), states that the UK's skills weaknesses and failure to grow a serious system of respected employer-led professional and technical qualifications are of such a long standing, and such intractability, that only the most radical action can address them.
- 7.67** To address the skills weaknesses, the Government's ambition is for a professional and technical education system that provides individuals with clear, high-quality routes to employment, and that supports the Government's overall fiscal and economic objectives. To achieve this, the Government aims to simplify and streamline the number of qualifications so that individuals have a clear set of routes which allow for progression to high level skills.
- 7.68** SELEP's *Skills Strategy 2015-2017* highlights that skills development remains at the very heart of SELEP's strategy for growth which will see 200,000 new jobs and 100,000 additional homes created by 2021. It highlights that, with the largest LEP in the UK outside London, it makes a significant contribution to national GDP and it has a strong creative and entrepreneurial nature. The SELEP sets out that it will:
- Work to increase employer engagement in and appetite for skills development;
  - Provide industry intelligence at a LEP and more localised level to support business planning and funding applications;
  - Utilise the resources at its disposal to create the environment for the sector to respond to skills demands of the economy;
  - Support and strengthen the federal level Employment and Skills Boards and TGSE Partnership to ensure an effective forum for employers and the sector to engage; and
  - Continue to lobby Government for additional funding to enable the area to create a truly effective skills system.
- 7.69** The Borough's *Economic Development Policy* seeks to address the local labour market and skills. It notes that while the employment rate in the Borough has improved since 2010, it is still below its pre-recession peak and has particular challenges for the Borough's young people. The policy seeks to intervene by getting lower skilled residents into training and work to avoid them becoming marginalised in the labour market on a temporary or permanent basis.

### **Evidence Base**

- 7.70** Whilst the Borough's unemployment rate in 2013 was 6.5%, lower than the national average, a number of families within the Borough are second or third generation unemployed and/or are more benefit dependent. In spite of efforts by the Council, its partners and education providers, to offer new training opportunities for young people and adult learners, the recent decline of manufacturing employment has meant more local people are now reliant on lower skilled, lower income jobs as well as more part-time employment.
- 7.71** The Borough has limited opportunities for post GCSE education compared to neighbouring authority areas and a general lack of courses that offer people the chance to reach their academic or vocational potential. This is, in part believed to be discouraging some from continuing with education post-16 and limits the ability of adults to retrain to meet the skill needs of local employers. The Borough will therefore need to facilitate the ability for people to diversify their skills and gain training if it is to strengthen the reputation of the area as a hub for business and ensure local people are able to make the most of job opportunities that arise in the area.

- 7.72** This requires a multi-level approach, for which this plan can assist in delivering, in combination with the Council's *Economic Development Policy*, *Community Strategy*, and the business plans of education providers. Improving the access to, and attainment across, all tiers of education and skill development will be important to realise peoples' potential, attract higher value jobs and encourage emerging economic sectors that the Borough is a place they can locate given its suitably skilled workforce. Providing local opportunities to gain skills and training in the local area is particularly key to addressing the issues associated with long-term unemployment affecting some families and communities.
- 7.73** Opportunities for local people to be engaged in the local economy through skills and training can be achieved through the effective use of planning incentives and S106 agreements. Favourable consideration can be given to those proposals that will provide higher skilled jobs, and S106 agreements can be used to secure skills training for local employees, and apprenticeships within the construction industry. Additionally, contributions collected through the Community Infrastructure Levy (CIL) from development can be spent on securing education and skills training infrastructure. These measures will complement those measures being taken by economic development partners and education providers to increase the take up of skills training and education amongst local people.

## Policy E 13

### Aligning Skills & Jobs

Applications for new or replacement employment provision, or extensions to existing employment provision, will be encouraged to work with the Council and its partners to secure improvements to skills levels and employment amongst local residents. Applicants will be encouraged to:

- a. Employ builders who offer local apprenticeships in the development of the proposal;
- b. Provide apprenticeship/training posts for local young people, with a focus on those not in education, employment and training; and
- c. Provide training in conjunction with local training providers for employees of the proposal, seeking to improve skill levels amongst the workforce to NVQ level 3 or higher.

## Alternative Options E 13

### Aligning Skills & Jobs

**Option 1: Rely on the NPPF** - The NPPF does not set out specific policies for aligning skills & jobs. It states that local planning authorities should set out a clear economic vision and strategy for their area, plan positively for the locations, promotion, and expansion of clusters or networks of knowledge driven, creative or high technology industries. Aligning skills and jobs is an important part of the Council's economic strategy to improve the employment offer to the Borough's residents, improve the skill levels of the Borough's residents so that they are able to access some of the high skilled jobs available within the Borough, and in turn, reduce the amount of in-commuting to skilled jobs within the Borough, and out-commuting to higher paid jobs outside of the Borough.

## Policy E14: Offices

### Policy Context

- 7.74** The *NPPF* outlines the Government's commitment to securing economic growth in order to create jobs and prosperity, and to ensuring the planning system does everything it can to support sustainable economic growth. It also expects local planning authorities to identify priority areas for economic regeneration, infrastructure provision and environmental enhancement.

### Evidence Base

- 7.75** The *ELPS* illustrates how Basildon Borough's office market is much smaller when compared to its industrial market. The majority of the Borough's existing office space is used as supplementary accommodation by the industrial/storage and distribution businesses, with a few single-occupier sites located within established industrial areas. Office accommodation in most of the town centres is generally considered to be of poorer quality and suffers from a lack of car parking and higher commercial service charges. There is a perception amongst local property agents, that Basildon Borough has a poor image in the office market and that this is unlikely to change quickly. Regeneration of town centres is key to reversing this position. The Borough also faces competition from the more successful and established key centres of Chelmsford and Brentwood.
- 7.76** The study shows that the future requirements for office floorspace will largely come from the redevelopment of vacant/underutilised land within the existing employment areas. In terms of future potential, Basildon town centre could provide a choice of locations for office based premises with good strategic transport links to London as part of its regeneration. Wickford town centre could also provide a limited amount of new office development.
- 7.77** The scale of opportunities within existing employment areas and town centres provides choice and flexibility in the range and type of locations for office use. However, the pace at which the Borough can accommodate growth is dependent on some of the identified/underutilised land for B-class employment development coming forward for this type of development. The process of redevelopment and re-provision of suitable floorspace within the town centre will also depend on the capability of the market and financial institutions to support regeneration and the redevelopment of such premises.

### Policy E 14

#### Offices

1. Any proposals for new B1 office development will follow the sequential approach to town centre uses as set out in the *NPPF*.
2. B1 office development should be located in town centres and then in edge of centre locations, and only if suitable sites are not available will Existing Employment Areas be considered, followed by the Dunton or Burnt Mills Extensions.
3. The scale of development must be appropriate to the size and character of each centre and respect the delivery of any site specific allocations, where relevant, and any other local guidance or material considerations.
4. Proposals for non-town centre uses which seek the loss of office floorspace within defined town centres will need to demonstrate that the proposal maintains the vitality of the existing centre and would not substantially prejudice the overall supply of office floorspace needed in the Borough over the plan period.

## Alternative Options E 14

### Offices

**Option 1: Rely on the NPPF** - Whilst this option would still seek to secure office development within town centres, the Council would like to ensure that when this is not possible that they are located within allocated employment areas, which have good links via public transport, road and cycling/walking infrastructure. Also, with particular reference to the new and protected employment areas which are allocated to come forward as mixed-use development sites, offices provide a useful buffer between industrial uses and housing so as not to cause adverse impact on the amenity of residential areas.

# Chapter 8: Ensuring the Vitality of Town Centres

## STRATEGIC POLICY

### Policy R1: Retail and Commercial Leisure Strategy

#### Policy Context

- 8.1** The *NPPF* encourages local planning authorities to pursue town centre policies which support their vitality and viability. Local planning authorities are expected to recognise town centres as being the heart of their communities and paragraph 23 states the planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres. Planning policies should be informed by a retail evidence base which, according to paragraph 161 assesses the role and function of town centres and their capacity to accommodate new town centre development, the need for additional retail and leisure development within the Borough, and locations of deprivation which may benefit from planned remedial action.
- 8.2** The *PPG* provides further guidance on, and support to, the town centre policies contained within the *NPPF* and states that a positive vision or strategy for town centres, articulated through the Local Plan, is key to ensuring successful town centres. The strategy should enable sustainable economic growth and provide a wider range of social and environmental benefits.
- 8.3** Local planning authorities should plan positively to support town centres to generate local employment, promote beneficial competition within and between town centres, and create attractive, diverse places where people want to live, visit and work. The *PPG* identifies improving the quality of parking in town centres and the quantity too as a way to help achieve this positive approach.

#### Evidence Base

- 8.4** The *Retail and Commercial Leisure Study* reported 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. Town centres are facing increased pressure to remain competitive and to continue attracting retailers and shoppers in response to the recent, sustained economic downturn, the continued attraction of out of town facilities as alternative shopping destinations, and the increasing popularity of online shopping. Despite these challenges there still remains a role for town centres to provide a retail offer but this may need to be alongside leisure, cultural and civic services for the town centre to continue being successful.
- 8.5** The changes in the retail market that are expected to have the biggest implications on centres in the Borough in the medium to long term are the polarisation to higher order centres, the growth of the convenience goods sector and the growth in commercial leisure. The polarisation trend refers to the preference of retailers to concentrate trading activities in larger stores within larger centres, rather than having a network of smaller-format stores. The implications for this on town centres is that many retailers will seek to downsize their portfolios, particularly in smaller centres and these centres may be required to potentially refocus their role and function away from being solely shopping destinations, to incorporating a much broader retail, leisure, culture and residential offer.
- 8.6** The second key change refers to the significant growth of discount retailers in the convenience goods sector and the apparent move away by operators from opening larger-format stores. Instead, there is a preference for smaller supermarkets and retailers establishing a network of 'top up' convenience goods shopping facilities, often located in town centres or neighbourhood / local centres. The third change is based on predictions that commercial leisure, such as cafes, bars, restaurants and cinemas, will form a growing share of town centre floorspace. Town centres will need to redefine their function as 'destinations' in light of this change. Despite this, there will still remain a need for retail floorspace in town centres and Experian forecast that store-based shopping is still expected to expand in the future, while online sales will begin to plateau.

- 8.7** There is a clear hierarchy of centres within the Borough as confirmed in the *Retail and Commercial Leisure Study*. The Borough's main centres are Basildon, Billericay, Laindon, Pitsea and Wickford, with Basildon being a regional centre. They are an important part of the local economy providing local jobs and important goods and services for residents and workers.
- 8.8** There are a further 39 local centres, as set identified in the *Local Centres Review (2015 Update)*, which support neighbourhoods in the main settlements and some of the smaller settlements, and provide local communities with the opportunity to buy convenience goods or visit essential services outside town centre locations. There are also a number of out of centre retail and commercial leisure locations in the Borough which are well used and compliment the offer in the regional, town and local centres.
- 8.9** The Borough's town centres, particularly Basildon town centre, are facing increasing competition for expenditure from large nearby centres outside the Borough which include Lakeside, Chelmsford, Brentwood and Southend-on-Sea. All of these centres are planning future expansions or enhancements to their retail offer.

#### Town and Local Centre Definitions

Town centre - A defined area, including the primary shopping area where retail development is concentrated, and areas predominately occupied by main town centre uses adjacent to the primary shopping area.

Primary shopping frontage - primary frontages located within the primary shopping area that is likely to include a high proportion of retail uses.

Secondary shopping frontage - secondary frontages located within the town centre that is likely to include a diversity of uses such as retail, restaurants, cinema and businesses.

Town centre uses:

- Retail development (including warehouse clubs and factory outlet centres);
- Leisure, entertainment facilities and the more intensive sport and recreation uses (including cinemas, restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
- Offices; and
- Arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Local centre - locally significant areas of retail and other appropriate uses providing 3 or more units.

- 8.10** The hierarchy of centres within the Borough is set out in Table 8.1.

Table 8.1 Hierarchy of Centres

Hierarchy Position	Location
Regional Town Centre	Basildon
Town Centre	Billericay
	Laindon
	Pitsea
	Wickford
Local Centre	39 Local Centres - See Appendix 2

- 8.11** Based on current shopping patterns, existing and planned retail provision, and future population growth there is a need to plan for up to 14,600 sq.m net additional comparison goods floorspace and up to 4,300 sq.m net additional convenience good floorspace by 2021. By the end of the plan period the capacity requirements are forecast to increase to a net addition of 72,200 sq.m of comparison goods floorspace and 5,900 sq.m of convenience good floorspace, although these longer-term forecasts should be treated as indicative.
- 8.12** There is also a requirement for 5,500 sq.m gross additional food and drink (A3, A4 and A5) floorspace within the Borough by 2021, increasing to an indicative requirement of 16,600 sq.m gross by the end of the plan period. The *Retail and Commercial Leisure Study* recommends that this identified requirement is directed towards Basildon town centre in the first instance where a significant under-provision of commercial leisure floorspace has been identified. This includes additional cinema facilities, which would provide improved consumer choice and competition, and any further family entertainment.
- 8.13** The study also examined the provision of gym and leisure facilities and games of chance facilities (such as bingo halls, casinos and bookmakers) within the Borough and concluded that they were adequate, although poor provision of gym and leisure facilities was noted within Laindon.
- 8.14** The plan directs new development towards the larger settlements, principally Basildon (incorporating Laindon and Pitsea), Billericay and Wickford, in line with Government planning advice and the principles of sustainability. This will in turn support the regeneration and enhancement of the Borough's town centres and ensure their vitality. However, the Council also recognises the importance of local shopping provision within many of the Borough's neighbourhoods, including those created as part of the new urban extensions, and the smaller settlements. In these localised centres small scale retail development should be promoted providing it is appropriate in scale and meets the day-to-day needs of the community.
- 8.15** In general the Borough's town centres are performing well, with the exception of Laindon town centre where major redevelopment is a priority. It is important that features which help define these centres and make them successful now, such as the cluster of independent retailers in Billericay, the pedestrianised nature of Basildon's primary shopping area, and the street markets in Basildon, Pitsea and Wickford are protected. However, there is scope to improve certain areas or aspects of each town centre to make them more attractive as destinations of choice and cater for the needs of the population, now and into the future. This will ultimately ensure their longevity and success.

## Policy R 1

### Retail and Leisure Strategy

1. The Council will seek to deliver up to 14,600 sq.m net additional comparison goods floorspace and up to 4,300 sq.m net additional convenience good floorspace by 2021, and a further 57,600 sq.m and 1,600 sq.m net floorspace respectively by the end of the plan period.
2. In addition to new retail provision, the Council will seek to deliver up to 5,500 sq.m gross additional food and drink (A3, A4 and A5) floorspace by 2021, and a further 11,100 sq.m gross floorspace by the end of the plan period.
3. To ensure the long-term vitality and viability of the Borough's centres, the Council will apply a centre first approach to proposals for retail, leisure and other main town centre uses in accordance with the established hierarchy of centres.
4. The hierarchy of centres is as follows:
  - Regional Town Centre: Basildon
  - Town Centre: Billericay, Laindon, Pitsea and Wickford
  - Local Centre: 39 Local Centres as defined in Appendix 2

5. The regeneration of Basildon, Laindon, Wickford and Pitsea town centres in accordance with policies R2 to R5 will be a key priority, while enhancements to the vitality of Billericay town centre will be sought in accordance with policy R6. Proposals that focus new development for retail, leisure and other main town centre uses within these centres will be supported.
6. The Council will safeguard existing street markets and encourage the creation of new street markets where they support the vitality of the town centre.
7. The Council will resist the expansion of out of centre locations for retail, leisure and other main town centre uses, and will strictly apply the sequential and impact tests for main town centre uses to proposals to re-use, redevelop or intensify out of centre retail locations.
8. Shops and other community facilities within local centres should be retained where they remain viable and new local centres created where they are required to meet the day-to-day needs of the local community.

## Alternative Options R 1

### Retail and Leisure Strategy

**Option 1: No Policy** - The *NPPF* expects local planning authorities to set out policies for the management and growth of their centres. Without a local policy the hierarchy of centres would not be defined, and the future provision of retail, leisure and other main town centre uses would not be identified. To not include a policy setting out a strategic approach to retail and leisure provision would not therefore be a reasonable alternative, as the plan would be inconsistent with the *NPPF*.

## Policy R2 to R5: Town Centre Regeneration

### Policy Context

- 8.16** Where town centres are in decline, the *NPPF* (paragraph 23) expects local planning authorities to plan positively within their Local Plan for their future to encourage economic activity and to support their viability and vitality.
- 8.17** The *PPG* states that strategies should identify changes in the hierarchy of town centres, including where a town centre is in decline. In these cases, strategies should seek to manage decline positively to encourage economic activity and achieve an appropriate mix of uses commensurate with a realistic future for that town centre.
- 8.18** The *PPG* emphasises that not all successful town centre regeneration projects have been retail-led or involved significant new development. Improvements to the public realm, transport (including parking) and accessibility, as well as other measures promoted through partnership working, can also play important roles.

### Evidence Base

- 8.19** A principle objective of this plan is to create vibrant and thriving town centres by maintaining Basildon town centre's role as a Regional Centre and conserving the distinct identities of the Borough's other town centres, whilst improving their local community roles and functions through mixed-use developments. There is a particular challenge to ensure that these towns, strengthen their roles as 'destinations' to reduce the 'leakage' of trade to other competing centres such as Brentwood, Chelmsford and Southend-on-Sea, as well as the out of centre location of Lakeside.

- 8.20** Transforming the Borough's town centres into vibrant centres of retail, commerce and places for the community to live and enjoy is also an integral part of the Borough's *Community Strategy 2012-2036*.
- 8.21** The *Retail and Commercial Leisure Study* concluded that allowing flexibility within town centres is critical to ensuring their longer-term health. Imposing controls on the proportion and concentration of A1 uses within the centre would fail to recognise the current trends and issues faced by town centres and so would not assist in achieving this objective.

### ***Basildon Town Centre***

- 8.22** Basildon town centre performs the role of a Regional Town Centre, and as set out in policy R2, will be the primary focus for all future major retail and leisure development within the Borough, alongside supporting education, cultural and employment uses. This recognises the functional role it plays to communities both within the Borough and in the wider sub-region.
- 8.23** The town centre offers excellent public transport links. Basildon's main bus station and train station which have good connections to London and other towns, both within and outside the Borough, are located within the town centre. There are several car parks situated around the town centre. The primary shopping area is pedestrianised throughout and this is recognised as a positive asset to the town centre, as is the street market and presence of civic and community facilities.
- 8.24** The retail offer is clustered around Town Square and the covered Eastgate Shopping Centre and is generally considered to be of a middle to lower market offer. The retail mix is generally positive, with a good range of 'anchor' stores located throughout the centre, albeit with a weaker offer towards the western end, which isn't helped by the design of the retail frontage in the Westgate Centre which turns its back on the rest of the town centre. There are a range of department stores and foodstores operated by national multiple retailers and the principle 'anchor' stores Marks & Spencer, Primark, Debenhams and Asda generate strong footfall to their locations.
- 8.25** Retail premises are generally good-sized and relatively modern with low vacancy rates. However, there is opportunity to modernise and improve the retail property stock in some parts of the centre, particularly the secondary areas around the Market Square and South Walk which now appear dated. Amalgamation of units to provide larger-floorplate units would also ensure the floorspace provision in the town centre is attractive to a broad scope of retailers and operators.
- 8.26** The repositioning of the retail offer away from the 'value' end, which includes discount and value retailers will also assist in reducing expenditure leakage to destinations such as Lakeside and Chelmsford and improve the quality of the retail offer in order for the town centre to fulfil its role and function as the highest order centre in the Borough. There is at present no area of the town centre where independent operators dominate as most shopping streets within the town centre are given over wholly or partly to national retailers. The provision of modern smaller-format shop units, coupled with encouraging flexible leasing arrangements, may help to foster a greater independent retail sector presence in the town.
- 8.27** Whilst environmental quality is reasonable, some 'softening' of the appearance of the town centre through investment in suitable public realm treatments would be beneficial as there is little architectural diversity or significant areas of green space.
- 8.28** The town centre also plays an important civic function which is likely to be enhanced by the introduction of South Essex College as part of the redevelopment of the Market Square. This will secure the physical redevelopment of part of the town centre and prompt the relocation of the market into St Martin's Square. The introduction of the college will introduce significant additional footfall into the town centre, particularly during weekdays.
- 8.29** While retail diversity is strong, the *Retail and Commercial Leisure Study* found that the town centre offers very limited leisure and evening economy options. The absence of such facilities, particularly a cinema and family dining offer, means that the centre principally operates as a retail destination, and does not have a sufficiently diverse mixture of uses to ensure it is an attractive destination

outside of retail trading hours. The Towngate Theatre is the only cultural venue within the town centre and whilst it is an important facility it would also likely benefit from an improved evening economy in the rest of Basildon town centre. A resolution to grant planning permission has been made for a new 10 screen multiplex cinema and additional flexible A1 and A3 retail floorspace in the Eastgate Centre subject to a legal agreement, which if developed would act as a catalyst for helping to diversify the town centre and its patronage.

- 8.30** Since 2012, Basildon town centre's planning and regeneration has been guided by a Masterplan, prepared by the Council's Development Partner Barratt Wilson Bowden and scheduled for review at least every seven years. The *Basildon Town Centre Masterplan* sets out the potential to redevelop the centre's key areas into a series of high quality developments with public urban spaces to bring about substantial positive changes and new development opportunities to create a coherent overall public space network. The key development areas include St Martin's Square, Market Square, East Square, and East Walk and propose the introduction of mixed-use areas of retail, leisure, residential and office development; as well as the relocation of the street market and the South Essex College into the town centre. In addition, the Masterplan seeks to overhaul public transport facilities available in the centre, encouraging greater use and better inter-connections. These proposals include a safe and modern transit mall, as well as creating new development sites through the redevelopment of the bus station and railway station areas. This is alongside changes to the highway network that will enable improved traffic management.
- 8.31** The *Retail and Commercial Leisure Study* identified a need to provide an additional foodstore in the town centre to provide improved consumer choice and competition to the only other foodstore within the centre. The study recommends that this take the form of a medium-sized supermarket in the region of 1,000 sq.m net, and be located towards the western end of the town centre. The remainder of the need for retail in terms of convenience and comparison goods can be primarily met through the redevelopment and modernisation of the existing property stock within the centre.
- 8.32** There is also scope for a considerable qualitative and quantitative enhancement of the A3 (Restaurants and Cafes) and A4 (Pubs and Bars) offer within Basildon town centre, and the majority of the identified floorspace capacity will be directed towards improving this type of provision. This is accompanied by a recognised need to provide cinema facilities within the town centre, thus enabling the centre to genuinely compete with the current leisure facilities at Festival Leisure Park and elsewhere outside the Borough.
- 8.33** To support the regeneration of Basildon town centre, the Council have identified a minimum dwelling capacity of 1,234 units (see policy SD2) within the boundaries of the town centre through the latest *HELAA*. This corresponds with the 1,500 to 2,000 homes outlined in the *Basildon Town Centre Masterplan* (2012), which itself covers a larger area than the defined town centre. There have also been a number of residential schemes that have come to fruition since the publication of the masterplan and there is an expectation that further opportunity sites will be realised over the course of the plan.

## Policy R 2

### **Basildon Town Centre Regeneration**

1. Basildon town centre will be the primary focus for all future major retail and leisure development within the Borough, in order to reinforce its role and function as the highest-order centre in the Borough and enable it to compete with other similar sized centres in the sub-region.
2. The town centre will be regenerated with the aim of providing the majority of the additional retail floorspace required for the Borough, alongside leisure and entertainment floorspace, 1,500 - 2,000 residential units, a further education college, and a mix of business, community and open space uses. These will all be delivered in accordance with the most up to date town centre Masterplan.

3. The primary shopping area, which includes the primary and secondary frontages will be protected, as will the street market; while the redevelopment and modernisation of existing premises, particularly around the periphery of the primary shopping area, will be encouraged to support the diversification of uses and the introduction of a night-time economy.
4. Enhancements to the environmental quality of the town centre will be made through the refurbishment of the existing public realm and the creation of new squares and green spaces as part of development, which will provide greater connectivity between the surrounding residential areas and the centre.

## Alternative Options R 2

### **Basildon Town Centre Regeneration**

**Option 1: No Policy** - The NPPF and accompanying guidance expects local planning authorities to plan positively for the future of their town centres. This may be delivered through a strategy or vision and whilst Basildon town centre is not in decline, it does require regeneration. To not include a local policy there is a risk that the vitality and viability of the centre may not be achieved over the plan period.

**Option 2: Use the Revised Preferred Options Policy (PADC1):** This policy contains a lot of detailed information regarding the regeneration of the town centre which is a repetition of the current masterplan. There is a risk that such an approach could make the policy less flexible especially as the masterplan will be reviewed and updated during the course of the plan period. Furthermore, additional studies have been published since this policy was written.

### **Laindon Town Centre**

- 8.34** Laindon town centre is located 2 miles to the west of Basildon town centre. It predominantly comprises the purpose built Laindon Centre as well as a health centre and public library nearby. The centre is in a relatively accessible location surrounded by a large residential community which would, if suitable facilities were to be provided, be able to look towards the centre to meet their shopping needs.
- 8.35** Numerous studies, including the *Retail and Commercial Leisure Study*, have identified the Laindon Centre as being in significant need of redevelopment and it has been the ambition of the Council to replace the poor quality building with a more appropriate mixed use scheme through private investment. While this has always been the intention, progress on the redevelopment of the Laindon Centre has stalled several times over the years due to numerous changes in ownership and a lack of general investment. In early 2015, Swan Housing purchased the Laindon Centre from the administrators and wishes to bring forward the centre's regeneration early in the plan period.
- 8.36** The town centre currently has a small supermarket, which is the centre's only anchor store, and a limited mix of comparison goods retailers as well as a bank, post office and public house. The proportion of empty units is high and significantly above the national average and, whilst car parking appears to be adequate the pedestrian accessibility to the centre needs improvement. The environmental quality and access to the centre by the surrounding community needs to be enhanced through improvements to the permeability of the centre and the creation of a more attractive public realm with landscaping.
- 8.37** The study identified an opportunity to improve convenience goods provision for residents in Laindon town centre as part of the shopping centre's redevelopment, with a larger format foodstore being an anchor store for the new centre. This would provide enhancement to the local provision for residents in the Laindon area, and support the wider redevelopment of the centre.

- 8.38** It also remains the Council's aspiration to facilitate the replacement of the Laindon Health Centre, which is adjacent to the Laindon Centre to improve health facilities for the existing and future local community.
- 8.39** It is clear that the replacement of the Laindon Centre will be central to the regeneration of the town centre and help to deliver new homes, replacement comparison shops, a new foodstore, leisure and community facilities, improved public realm, car parking and public transport facilities. The Council supports the principle of private investment for the shopping centre's replacement and will work proactively with the landowner to deliver this during the early part of the plan period.
- 8.40** Whilst policy R3 sets out the broad principles of what is expected through the regeneration of the town centre, it avoids placing arbitrary figures on the scale and mix of uses, as this will be determined through a masterplan or development brief. Instead the policy sets an acceptable range for residential development of 200 to 300 units and a breakdown of the type of retail provision required to ensure the policy remains flexible and viable.

## Policy R 3

### Laindon Town Centre Regeneration

1. The regeneration and redevelopment of Laindon town centre is a key priority of the Council and will be delivered in accordance with a development brief or masterplan.
2. The town centre will be regenerated through a mixed-use scheme providing new retail floorspace, including a large format foodstore, alongside 200 - 300 residential units and a mix of other leisure, business, health and community uses.
3. Enhancements to the environmental quality of the town centre will be made through landscaping and improvements to the public realm, highways, car parking and public transport links will provide greater access to the centre.
4. Regeneration will lead to the successful integration of the shopping, transport, health and community facilities, thereby improving the vitality of the town centre and making it an attractive destination where people want to live, visit and work.

## Alternative Options R 3

### Laindon Town Centre Regeneration

**Option 1: No Policy** - The NPPF and accompanying guidance expects local planning authorities to plan positively for the future of their town centres, particularly where a town centre is in decline. Therefore there is a risk that the required redevelopment of the centre may not be achieved over the plan period if there is no strategy on the centre's regeneration.

**Option 2: Use the Revised Preferred Options Policy (PADC2)**: This policy is quite prescriptive in terms of the provision of certain uses as part of the regeneration of the town centre. As there is no masterplan or development brief to arbitrate the delivery of the town centre's redevelopment at present, the use of exact values could be detrimental to the future viability of any scheme that is proposed. The new policy is therefore considered to a more flexible approach.

## **Pitsea Town Centre**

- 8.41** Pitsea town centre is located 3 miles to the south east of the Basildon town centre, at the intersection of a number of major intra and inter-urban roads. The *Pitsea Town Centre Masterplan (2007)* sets out the vision and direction for the regeneration of the town centre which focuses on the integration of retail, leisure, employment, community services and facilities, and transport infrastructure within an attractive and enhanced public realm.
- 8.42** The retail offer in Pitsea town centre is skewed towards convenience goods retailing as well as meeting some day-to-day comparison and service needs. The *Retail and Commercial Leisure Study* identified an under provision in comparison goods and a number of qualitative gaps in the food and beverage offer within the town centre which currently suffers from a proliferation of take-aways and fast food restaurants, and little footfall outside of retail trading hours. There are no cafes, drinking establishments or family orientated restaurants and this should be a key element of the town centre's regeneration.
- 8.43** The town centre benefits from a popular and well-supported street market which has been relocated to the newly-created market square fronting the High Road and provides a focal point for pedestrian activity. The creation of the market square has enhanced the public realm, but further works are required to provide better pedestrian links between the various part of the town centre. At present the town centre favour cars more than pedestrians which has an impact on footfall and pedestrian safety.
- 8.44** With the provision of 3 additional retail units as part of the regeneration of the Pitsea Market and the nearby Tesco Extra store, which accounts for a large proportion of comparison goods spending in the area, there is unlikely to be a need for further provision of retail floorspace for comparison goods within the plan period. The relocation of Aldi supermarket and the potential provision of an additional supermarket also means that the provision of convenience goods is well catered for. However there is an opportunity to modernise and improve the existing retail stock around the periphery of the primary shopping area to encourage a greater mix of retail uses.

## **Policy R 4**

### **Pitsea Town Centre Regeneration**

1. The regeneration of Pitsea town centre will ensure its vitality and viability and enable it to thrive as a 'destination' providing a diverse retail and leisure offer, alongside health and community facilities that meet the needs of the local community.
2. The primary shopping area, which includes the primary and secondary frontages will be protected, as will the street market; while the modernisation of existing premises, particularly around the periphery of the primary shopping area, will be encouraged to support the diversification of uses and the creation of a vibrant evening economy.
3. Enhancements to the environmental quality of the town centre and the creation of pedestrian friendly public realm will improve its attractiveness and encourage greater pedestrian movement through the centre.

## Alternative Options R 4

### Pitsea Town Centre Regeneration

**Option 1: No Policy** - The NPPF and accompanying guidance expects local planning authorities to plan positively for the future of their town centres. This may be delivered through a strategy or vision and whilst much has already been delivered with regards to the regeneration of Pitsea town centre, it is not finished. To not include a local policy there is a risk that the vitality and viability of the centre may not be fully achieved over the plan period.

### Wickford Town Centre

- 8.45** Wickford town centre is located in the north-east of the Borough and has been the subject of a number of recent regeneration projects, including the renovation and refurbishment of Wickford swimming pool to incorporate a new fitness suite, the relocation of the market to Market Lane and a new public square, new public toilets and improvements to the High Street in the form of paving, shop frontages, landscaping and lighting.
- 8.46** The town centre, whilst relatively small in size, contains two small shopping centres and two supermarkets and is focused around a linear shopping area. There is a relatively low vacancy rate within the town centre, and the presence of some national retailers indicates that the centre is performing reasonably well.
- 8.47** The town centre benefits from good public transport links providing connections to Basildon and the greater Essex area and it has adequate car parking provision. Wickford train station is located towards the northern end of the town centre and there are a number of bus routes that terminate at the station and in The Broadway.
- 8.48** The *Retail and Commercial Leisure Study* found there to be a fairly good representation of convenience goods retailers within the town centre with the presence of Aldi, the Co-Operative as well as a small Iceland store. There are also a number of independent retailers, and a good range of service providers such as banks and chemists. However the retail offer is generally medium to lower market, and whilst there is a selection of comparison goods retailers, the clothing and fashion offer is quite limited. This is also true for the food and beverage offer within the town centre which is represented by only two pubs, one national A3 operator and is largely dominated by take-aways operators.
- 8.49** Regeneration of the town centre was first envisaged in 2006, with the adoption of a town centre masterplan which set out the approach to revive the High Street, provide a new street market, health centre, leisure centre and library and create new commercial, residential and retail space. However, due to the economic downturn the Council was not successful in securing a regeneration partner to deliver the aims of the masterplan as the plan became financially unviable. The Council has since produced the *Wickford Town Centre Regeneration Strategy (2013)* and implemented a number of the key regeneration projects. These were achieved through a phased approach.
- 8.50** While the recent investments in the town centre public realm have helped to reinvigorate the central area of the town centre and encourage new investment and more retailers and shoppers, the *Retail and Commercial Leisure Study* identified a need for further investment to make the town centre more cohesive. The railway viaduct, which bisects the town centre, is a dominating visual barrier which interrupts the line of sight and divides the primary shopping area in half with the greatest footfall to the south of the viaduct.

- 8.51** In terms of new provision, the study recommended that an additional foodstore within Wickford could be beneficial as the existing Aldi store is over-trading and the Lidl and Iceland stores were also trading strongly. It noted few opportunities for outward expansion of the centre, and therefore any improvements to provision were expected to be principally small-scale. The study also encouraged further diversification of the retail offer and modernisation of the existing unit stock as and when suitable opportunities arise.
- 8.52** The latest *HELAA report* has identified capacity for at least 15 residential units within the town centre but there is potential for this figure to increase should further development projects that support the regeneration of the town centre come forward.

## Policy R 5

### Wickford Town Centre Regeneration

1. The regeneration of Wickford town centre will be delivered in accordance with the most up to date masterplan or regeneration strategy.
2. The town centre will be regenerated with the aim of providing new retail floorspace including an additional foodstore, and 15 - 100 residential units, alongside a mix of other leisure, business, health and community uses where opportunities arise. This will increase the popularity of the town centre as a shopping and leisure destination and enable it to thrive.
3. The primary shopping area, which includes the primary and secondary frontages will be protected, as will the street market; while the modernisation of existing premises and the diversification of the retail offer will be encouraged.
4. Further enhancements to the public realm will be supported where they improve the cohesiveness of the town centre and increase its attractiveness to investors and retailers.

## Alternative Options R 5

### Wickford Town Centre Regeneration

**Option 1: No Policy** - The NPPF and accompanying guidance expects local planning authorities to plan positively for the future of their town centres. This may be delivered through a strategy or vision and whilst some redevelopment and improvements to Wickford town centre have been completed, the regeneration of the centre is not finished. As such, there is a risk that the vitality and viability of the centre may not be fully achieved over the plan period if a strategy on the regeneration of the centre was not included.

**Option 2: Use the Revised Preferred Options Policy (PADC8)** - A number of the proposed uses set out within this policy, such as the market and the refurbished swimming pool and new gym, have now been delivered. Therefore parts of the policy are no longer relevant.

## Policy R6: Billericay Town Centre Enhancement

### Policy Context

- 8.53** Paragraph 23 of the *NPPF* expects planning policies to positively promote competitive town centre environments and local planning authorities should set out policies for the management and growth of centres over the plan period. This is to ensure the vitality and viability of centres in the long term.
- 8.54** In terms of the historic aspect of the town centre, paragraph 126 states that local planning authorities should plan positively for the conservation and enjoyment of the historic environment and take into account the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.

### Evidence Base

- 8.55** Billericay town centre is located in the north west of the Borough. It has a focus on higher-end national retailer and leisure operators, and caters for a relatively affluent catchment area. The centre is based around a linear High Street, with the railway station at the northern end and a Waitrose supermarket acting as the main anchor, towards the southern end of the town centre. The location of the train station which provides connections to London and surrounding towns, and the frequency of bus routes running through the centre ensures that the town centre offers good transport links.
- 8.56** As a centre, Billericay provides a good range of services and shopping and currently retains a high proportion of its local residents' spend. There is a strong independent retailing sector with a large number of specialist and boutique retailers based within the High Street which forms the principal shopping area. There is a good range of national multiple retailers, although further demand from national retailers appears to be relatively limited, probably as a consequence of the small size of many of the retail premises in the town centre.
- 8.57** The town centre also has a vibrant restaurant scene which, when viewed in combination with the retail offer, provides consumers with an experience that cannot be replicated online. It has a strong evening economy and boasts the greatest number of A3 and A5 uses in the Borough when considered as a proportion of total town centre uses. These are filled mainly by restaurants including mid-range chains such as Ask Italian, Prezzo and Pizza Express, but there is also a large presence of independent cafes. The town centre also contains five pubs and one bar.
- 8.58** The majority of the town centre has been designated as a Conservation Area and is therefore recognised as being of special architectural and historical interest and protected under policy HE2. The historic core of the town centre comprises a collection of traditional and more modern buildings which creates an attractive and unique character that should be preserved and wherever possible enhanced. To support this aim the Council adopted the *Billericay Conservation Area Shop Front and Design Guide* in 2015 as a Supplementary Planning Document to provide guidance on shop front design and advertising, as well as put forward a range of other considerations when works are proposed within the Conservation Area. It is expected that such guidance will encourage investment in the town centre and strengthen the quality of the shopping experience.
- 8.59** Whilst the town centre has a high quality environment with interesting architectural diversity, the *Retail and Commercial Leisure Study* did identify there being very few areas of public spaces and an over dominance of traffic. There is a need to ensure the ongoing success of Billericay town centre by considering opportunities to improve the public realm, particularly for pedestrians, and ease capacity issues on the road network.

- 8.60** The study recommended that the town centre could benefit from the introduction of a second supermarket, likely to be in the form of a local store format, to improve consumer choice. As the town centre is fairly constrained with limited opportunity to expand the Council will consider positively applications which seek to modify or amalgamate suitable units providing they do not conflict with the historic setting to provide additional convenience goods floorspace.

## Policy R 6

### **Billericay Town Centre Enhancement**

1. To support the vitality and viability of Billericay town centre the strong independent retailing sector and evening economy will be protected, and the provision of a local store format foodstore which enhances consumer choice will be considered favourably.
2. Opportunities to enhance the public realm, including the introduction of a street market and an increase in public space, will be encouraged where they contribute to the vitality of the town centre and are in keeping with the town centres historic character and do not impact on amenity.
3. Works carried out to buildings and/or land within the town centre boundary which enhance the character and vibrancy of the town centre will be supported where they are in accordance with the latest *Billericay Conservation Area Shop Front and Design Guide*, and any other relevant policies in this plan.

## Alternative Options R 6

### **Billericay Town Centre Enhancement**

**Option 1: No Policy** - The *NPPF* and accompanying guidance expects local planning authorities to plan positively for the future of their town centres to support their vitality and viability. This may be delivered through a strategy or vision. To not include a local policy there is a risk that the future vitality and viability of the centre cannot be assured.

## ALLOCATIONS POLICIES

### **Policy R7: Town Centre Boundaries & Policy R8: Primary Shopping Frontages & Policy R9: Secondary Shopping Frontages**

#### **Policy Context**

- 8.61** Paragraph 23 of the *NPPF* states that local planning authorities should define the extent of town centres and primary shopping areas when drawing up their Local Plans. This includes defining the primary and secondary frontages within these areas, and setting policies that make clear what uses will be permitted in such locations. Competitive centres should promote customer choice and a diverse retail offer and reflect the individuality of town centres.
- 8.62** Whilst this plan will seek to meet the requirements of the *NPPF* by setting out the uses permitted within town centres and primary shopping areas, the *Town and Country Planning (General Permitted Development) (England) Order 2015* allows for certain changes of use to occur without the need for planning consent. Whilst it is recognised that this provides some flexibility in the re-use of units,

there is a concern that some changes may interrupt active frontages in town centres or cause an over-proliferation of non-retail uses affecting the character, and vitality and viability of town centres. There is therefore a need to monitor the mix of uses in town centres.

- 8.63** The *NPPF* requires planning policies to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs (paragraph 70). Historically, shops and other Class A uses provide an active street frontage, contributing towards a lively street scene and often meeting an important need whilst maintaining their primarily retail role.

#### Evidence Base

- 8.64** While a wide range of uses are located in the Borough's town centres, their primary function is shopping and this should remain the principal land use, especially at ground floor level. The town centres provide a strong local identity, and it is important to continue to maintain their status as important shopping areas and centres of employment. Defined town centre boundaries ensure that town centre uses are focused in areas where there are the best opportunities for linked trips and for access by public transport, cycling and walking.
- 8.65** In order for town centres to be successful and competitive, they must provide customer choice and a diverse retail offer. A review of the extent of the Borough's town centres and their primary shopping areas, including the primary and secondary frontages, was undertaken and reported in the *Shopping Frontage Review and Changes to Town Centre Boundaries (2015)*. The recommendation of this are reflected on the Policies Map.
- 8.66** Primary shopping areas are defined areas within town centres where retail development is concentrated, generally comprising the primary and secondary frontages. Primary shopping frontages will have a high proportion of Class A1 uses (retail), while secondary shopping frontages provide opportunities in centres for a greater diversity of uses.
- 8.67** In order to protect and promote the primary retail function of the town centres, the review recommends that a target of at least 75% of all units in the primary shopping frontages of Basildon town centre be occupied by A1 uses. Basildon town centre, being a regional centre has a large primary shopping area with a primary shopping frontage that is dominated by a range of national multiple retailers and currently achieves this proportion of A1 provision. Within the smaller town centres in the Borough, namely Billericay, Pitsea and Wickford current levels of A1 uses within the primary shopping frontage are around 60%. This has allowed for a mix of retail and evening uses to arise in these centres to the benefit of the vitality of these centres. Consequently, a lower target of 60% is proposed for these centres to provide the flexibility required to ensure that this successful mix with low vacancy rates is maintained. Whilst it is important that a critical mass of retail uses is maintained within the primary shopping area, a more flexible approach is taken within the secondary shopping frontages where a range of other town centre uses such as restaurants, cinemas and businesses may be appropriate. This is particularly important for Basildon town centre which is expected to increase its leisure provision considerably over the plan period.
- 8.68** Town centre areas located outside primary shopping areas generally contain a much greater variety of uses and therefore, a much more flexible approach to the change of use will be encouraged. This includes a change of use to residential in appropriate locations, and where it would not result in an unreasonable break in the shopping frontage.

### Policy R 7

#### Town Centre Boundaries

1. The location and extent of the Borough's town centres are shown on the Policies Map. Land within the town centre boundaries will be retained for the ongoing provision of town centre uses appropriate

- to a town centre, including retailing, offices, leisure and community facilities, and residential (where it forms an ancillary part of a mixed-use scheme).
2. Proposals for development within the town centre boundaries will be permitted where:
    - a. The use and scale is consistent with the role and function of the town centre; and
    - b. It is consistent with the Borough's spatial strategy and all other relevant policies within this plan.

## Alternative Options R 7

### Town Centre Boundaries

**Option 1: No Policy** - This runs contrary to the *NPPF* which clearly states that local planning authorities should define the extent of town centres, and therefore not a reasonable alternative.

## Policy R 8

### Primary Shopping Frontages

1. Within the Primary Shopping Frontages as defined on the Policies Map, the change of use of ground floor premises from Class A1 uses (shops) to other town centre uses will be permitted provided the proposed use will provide a service to visiting members of the public and would:
  - a. Make a positive contribution to the vitality and viability of the town centre;
  - b. Not result in the loss of retail floorspace at a scale that would result in the proportion of A1 retail uses at ground floor level falling below (taking account of any unimplemented planning permissions):
    - i. 75% in Basildon town centre; or
    - ii. 60% in Billericay, Pitsea or Wickford town centres.
  - c. Not fragment any part of the Primary Shopping Frontage by creating 3 or more non-A1 uses together;
  - d. Be compatible with the retail appearance and character of the frontage; and
  - e. In the case of uses that would not create an active frontage, a window display or other frontage appropriate to the centre would be provided.
2. The beneficial use of vacant units will be encouraged where it would maintain or enhance the function of the town centre, having regard to both their number within the centre as a whole and the primary shopping frontage, and the length of time the unit has been vacant.

## Alternative Options R 8

### Primary Shopping Frontages

**Option 1: No Policy** - The NPPF does not specify acceptable proportions of retail and non-retail in primary shopping frontages, as this is a matter for local planning authorities to decide. As such, it is considered that not having any policy to manage the change of use within the primary shopping frontages, and treating proposals on their merits is not an option.

**Option 2: Set Different Thresholds** - Another option is to set different thresholds for the acceptance of non-retail uses within primary shopping frontages. Accepting a greater proportion of non-retail uses within the primary shopping frontage is likely to lead to a significant loss of retailing, with resultant harm to the retail function of primary shopping areas. On the other hand, applying a more restrictive policy on non-retail uses could equally be damaging to vitality and viability, reducing the opportunities for beneficial supporting uses and in particular not allowing for the growth in the evening economy within the town centres. The proposed thresholds are considered to achieve a good balance between protecting critical vitality and viability, and promoting an appropriate diversity of uses within different areas of the town centre.

**Option 3: Indicative Minimum Proportion** - A third option is to refrain from specifying percentage thresholds in the body of this policy to manage the proportion of retail uses within the primary shopping area. But rather, indicative minimum thresholds used in support of this policy will be set out in a supplementary planning document (SPD). The option of including this detail in the SPD will offer a greater degree of flexibility but could mean that decisions made in support of the policy reliant on retaining a minimum level of retail representation in a particular area would be more difficult to defend on appeal.

## Policy R 9

### Secondary Shopping Frontages

1. Within the Secondary Shopping Frontages as defined on the Policies Map, the use of ground floor premises for retail and other appropriate town centre uses will be permitted provided the proposed use will provide a service to visiting members of the public and would:
  - a. Make a positive contribution to the vitality and viability of the centre;
  - b. Not result in the loss of retail floorspace at a scale that would result in the proportion of A1 retail uses at ground floor level falling below 30% which is justified as necessary to support the continued retail function of that frontage zone (taking account of other unimplemented planning permissions);
  - c. Be compatible with the retail appearance and character of the frontage; and
  - d. In the case of uses that would not create an active frontage, a window display or other frontage appropriate to the centre would be provided.
2. The Council will give consideration to the provision of community facilities within secondary frontages, where it can be demonstrated that these will provide a service to visiting members of the public and would support the vitality and viability of the town centre.

## Alternative Options R 9

### Secondary Shopping Frontages

**Option 1: No Policy** - The NPPF does not specify acceptable proportions of retail and non-retail in secondary shopping frontages, as this is a matter for local planning authorities to decide. As such, it is considered that not having any policy to manage the change of use within the secondary shopping frontages, and treating proposals on their merits is not an option.

**Option 2; Set Different Thresholds** - Another option is to set different thresholds for the acceptance of non-retail uses within secondary shopping frontages. Accepting a greater proportion of non-retail uses within the secondary shopping frontage is likely to lead to a significant loss of retailing, with resultant harm to the retail function of primary shopping areas. On the other hand, applying a more restrictive policy on non-retail uses could equally be damaging to vitality and viability, reducing the opportunities for beneficial supporting uses and in particular not allowing for the growth in the evening economy within the town centres. The proposed thresholds are considered to achieve a good balance between protecting critical vitality and viability, and promoting an appropriate diversity of uses within different areas of the town centre.

**Option 3: Indicative Minimum Proportion** - A third option is to refrain from specifying percentage thresholds in the body of this policy to manage the proportion of retail uses within the primary shopping area. But rather, indicative minimum thresholds used in support of this policy will be set out in a supplementary planning document (SPD). The option of including this detail in the SPD will offer a greater degree of flexibility but could mean that decisions made in support of the policy reliant on retaining a minimum level of retail representation in a particular area would be more difficult to defend on appeal.

## Policy R10: Local Centres

### Policy Context

- 8.69** The NPPF focuses primarily on town centres although the Glossary at Annex 2 does state that references to town centres or centres applies to city centres, town centres, district centres and local centres. However this excludes small parades of shops of purely neighbourhood significance.
- 8.70** Paragraph 37 of the NPPF expects planning policies to aim for a balance of land uses within an area so that people can be encouraged to minimise journey lengths for a range of activities, one of which being shopping. The provision of localised shopping centres in smaller settlements and neighbourhoods of the larger settlements supports this aim.

### Evidence Base

- 8.71** There have been numerous retail studies undertaken that have examined the Borough's shopping provision and centre hierarchy. The most recent study on local centres, the *Basildon Borough Local Centres Review*, identified 39 local centres across the Borough. These centres positively contributes towards the high levels of accessibility to services, facilities, amenities and, most importantly, shopping opportunities within the Borough. Most local centres were identified as having good transport links by being easily accessible on foot, on a main bus route or providing car parking facilities. Many also have integrated community facilities, public houses, and are within close proximity to health facilities.
- 8.72** The Council considers its local centres as an important element of its retail and leisure strategy and therefore seeks to safeguard them in order to ensure availability of essential local shopping facilities, providing for day-to-day needs to all residents within reasonable walking distance. This is particularly important for the less mobile members of the community and those who may not

wish to travel far. For this reason, in the following policy the Council's approach is not to permit proposals which would lead to the proportion of Class A1 uses within local centres falling below 50%.

- 8.73** New development of retail and appropriate uses will be encouraged in these local centres where it is commensurate in scale with the size, role and function of the specific centre. Appropriate uses that the Council may permit are those that meet community, health or social needs (nurseries, doctor's and dentist surgeries, police shops, arts and cultural uses, etc.).
- 8.74** New local centres will also be created, where necessary, as part of the site allocations to ensure the new communities are sustainable and can still flourish where there are no existing local centres within close proximity. Once a new local centre is established, criteria 1 and 2 of Policy R10 will be applicable should any change of use within the local centre be proposed.

## Policy R 10

### Local Centres

1. Within local centres, as defined on the Policies Map, the Council will only permit changes of use at ground floor level from an existing Class A1 retail use where:
  - a. Class A1 (retail) will continue to be the predominant use within the local centre boundary, taking into account unimplemented planning permissions for changes of use;
  - b. The shop unit has been marketed for a minimum of one year and it has been demonstrated that there is no realistic prospect of the unit being used for A1 retail purposes in the foreseeable future;
  - c. The proposal meets the needs of residents within the local neighbourhood;
  - d. Other essential shops which meet the day to day needs of the community are within 400 metres walking distance from the centre of the local centre;
  - e. The proposal will not have an adverse effect on the vitality and viability of the centre as a whole and/or on the individual shop unit; and
  - f. A shop front is retained or provided.
2. Residential, business or community uses of the upper floors of units within local centres will be encouraged where there will be no adverse impact on the functioning of the ground floor retail or other appropriate use.
3. The Council will support the establishment of a new local centre where the following criteria are satisfied:
  - a. The need for a local centre is identified in the relevant site allocation policy in this plan;
  - b. The new centre will not have an adverse effect on the vitality and viability of an existing centre;
  - c. A minimum of 3 units are provided; and
  - d. At least 50% of the total number of units are for retail (Class A1) use.

## Alternative Options R 10

### Local Centres

**Option 1: No Policy** - The inclusion of a local policy ensures that the Borough's localised centres are defined on the Policies Map. Whilst there is no requirement in the *NPPF* to have a specific policy, without one these localised centres and the units within them are at risk of being lost.

**Option 2: Policy on local centres in line with the NPPF's definition (exclude small parades of shops of purely neighbourhood significance)** - While this would potentially strengthen the position of the Borough's large shopping parades in the hierarchy, the policy would no longer protect or define the Borough's small parades of shops which have a similar function. Policy R15 would instead be applicable when considering applications that affect small shopping parades.

## Policy R11: Out of Centre Retail Areas

### Policy Context

- 8.75** Paragraph 23 of the *NPPF* expects local planning authorities to provide in their Local Plans a range of suitable sites to meet the scale and type of retail and other town centres uses needed in town centres. Where sufficient land is not available within town centres to accommodate this, then other accessible locations should be identified that are well connected to town centres.
- 8.76** The Glossary at Annex 2 of the *NPPF* also provides guidance on the status of existing out of centre locations comprising or including main town centre uses. It states that they do not constitute town centres unless they are identified as centres in Local Plans.

### Evidence Base

- 8.77** Not all of the retail provision in the Borough is concentrated in the network of town centres. In common with elsewhere in the country, the town centres compete for expenditure with retail parks, freestanding retail warehouses and large format out of centre convenience goods floorspace. Typically these areas offer 'bulky goods' retailing, such as DIY goods and furniture, however there has been an increasing demand from 'high street' retailers to relocate to these out of centre locations.
- 8.78** Whilst the retail provision at these locations often complements the retail offer in the town centre and provides floorspace for retailers that may be less suited within a town centre location, they do pose a risk to the vitality of town centres where they compete to attract the same consumer market. The Council recognises their important contribution to the retail provision in the Borough, however they are not considered to be centres and do not form part of the hierarchy of centres (Table 8.1). The Council's priority is to ensure the viability and vitality of the Borough's town centres, therefore proposals for new retail parks and out of centre shopping areas or extensions to existing out of centre shopping areas will be resisted in favour of town centre locations.
- 8.79** There are six out of centre shopping areas within the Borough which are concentrated in the Basildon urban area (incorporating Pitsea and Laindon). They range in scale, size and the type of goods being sold with the majority providing a mix of convenience and comparison goods. Out of centre shopping areas account for a large proportion of the overall market share for convenience goods within Basildon and the two main retail parks - Pips Hill and Mayflower have a strong market share in comparison goods.

## Policy R 11

### Out of Centre Retail Areas

1. There are six out of centre shopping areas in the Borough, as identified on the Policies Map. These are:
  - a. Pips Hill Retail Park, Basildon
  - b. Mayflower Retail Park, Basildon
  - c. Cricketers Way Retail Park, Basildon
  - d. Vange Retail Park, Basildon

- e. Hazelmere, Pitsea
  - f. Mandeville Way, Laindon
2. The Council will only support further development, including expansion and intensification of the shopping area, in these locations where sequential and impact assessments have indicated that it is appropriate to do so, and the Council is satisfied that:
- a. The proposal meets a local need and can be accessed in its catchment by walking, cycling and public transport;
  - b. The proposal does not harm the amenity of an adjacent area; and
  - c. All other relevant policies in this plan have been complied with.

## Alternative Options R 11

### Out of Centre Shopping Areas

**Option 1: No Policy** - The *NPPF* sets a general preference that main town centre uses should be located within town centres in the first instance and applies the sequential test and impact assessment. However, there is no policy direction on existing out of centre shopping areas which Basildon Borough has a reasonably large number of.

## Policy R12: Festival Leisure Park

### Policy Context

- 8.80** Paragraph 23 of the *NPPF* expects local planning authorities to allocate a range of suitable sites to meet a range of needs including leisure needs. The guidance in the Glossary of the *NPPF* on the status of existing out of centre locations applies to out of centre leisure parks in the same way it applies to out of centre shopping areas. Unless an out of centre location is identified as a centre in the Local Plan it does not constitute a town centre.

### Evidence Base

- 8.81** Festival Leisure Park is a large purpose-built out of town leisure destination within the Basildon urban area, which includes a cinema, a family dining offer, and complementary leisure uses. It is the single biggest family entertainment venue for residents in the Borough and also has a wider presence in the leisure market.
- 8.82** While the centre has no stand alone cafes, the range of restaurants available is considered to be varied with the majority being A3 units. They include mid-range, family-oriented restaurants such as Nandos, Pizza Express, Harvester and TGI Fridays. In terms of family entertainment the Leisure Park offers the only cinema within the Borough which is an 18-screen multiplex and the Borough's only bowling facility. There is also outdoor wakeboarding, hotel accommodation and a nightclub.
- 8.83** The *Retail and Commercial Leisure Study* found that the Leisure Park draws trade for dining and leisure activities from across the whole of Basildon Borough and beyond. It accounts for nearly a third of all spending by residents within the urban area of Basildon on restaurants and contributes to the high leakage of spending away from Basildon town centre. The study also reported that the cinema complex at Festival Leisure Park occupies a monopolistic position, and its location means that there is no scope for any of the Borough's town centres to benefit from the popularity of this facility in terms of linked trips to cafes, restaurants or shopping within the centres.

- 8.84** In conclusion the study recommended that expansion or intensification of facilities at Festival Leisure Park, or other out of centre commercial leisure floorspace, should be resisted.

## Policy R 12

### Festival Leisure Park

The Council will only support the expansion or intensification of facilities at Festival Leisure Park, as identified on the Policies Map, if the sequential and impact assessments have indicated that it is appropriate to do so.

## Alternative Options R 12

### Festival Leisure Park

**Option 1: No Policy** - The *NPPF* sets a general preference that main town centre uses should be located within town centres in the first instance and applies the sequential test and impact assessment. However, there is no policy direction on leisure provision in existing out of centre locations which a local policy can provide.

## Policy R13: Hotel Development Site – Land adjacent to Basildon Golf Course

### Policy Context

- 8.85** Local planning authorities are required through paragraph 23 of the *NPPF* to allocate suitable sites that meet the scale and type of tourism development needs in the town centre. Where there isn't an appropriate site within the town centre the local planning authority should set policies for meeting the identified need in other accessible locations that are well connected to the town centre.
- 8.86** It is recognised that there may be certain circumstances where physical or other constraints mean that it isn't appropriate to locate tourism development within the town centre. In those circumstances, paragraph 006 of the *PPG* (*Reference ID: 2b-006-20140306*) recommends that local planning authorities plan positively to identify the most appropriate alternative strategy for meeting the need and paragraph 007 (*Reference ID: 2b-007-20140306*) sets out the considerations for tourism.

### Evidence Base

- 8.87** There are eight hotels operating within Basildon Borough, excluding Bed and Breakfast, guesthouse and other forms of accommodation, and these are located in or near the Basildon urban area. They include national hotel operators such as Premier Inn, Travelodge and Holiday Inn, as well as independent hotel operators such as those at Friern Manor Country House Hotel and the Old Rectory. The majority of these hotels provide ancillary on-site facilities in the form of function suites for business conferences, general functions and wedding receptions and the majority cater for both business and leisure orientated tourism. The Council also recently approved the construction of a hotel at the Gun Public House, Pitsea (15/00557/FULL) which is ancillary to the existing facility already in place (a public house and function rooms).
- 8.88** The East of England Tourism's *Regional Customer Insight Programme (2009)* identified Essex as being mainly a short break destination, particularly for visitors who seek active or activity based trips. According to the Borough's *Leisure, Arts, Culture and Tourist Accommodation Study (2010)* this is likely the result of Essex's proximity to London, and the desire of Londoners to take advantage of, in particular outdoor, leisure activities on their doorstep. The Borough is in a unique position because it also has a strong business market with a large concentration of businesses in the Basildon urban area which many of the hotel operators serve. In general, the larger hotels, which

are predominantly located in the Basildon A127 Enterprise Corridor, tend to cater for the business or mixed business / leisure markets while the leisure focused hotels, which are outside the urban area, tend to be small or very small, focusing on the 'boutique' market.

- 8.89** The *Retail and Commercial Leisure Study* identified a good provision of mid-range and budget hotels across the Borough, however it is recognised that there are no higher tier hotels at present within the Borough. An additional, higher quality hotel or, possibly a small (up to 50 rooms) country house hotel, or both, subject to demand being present, would provide a greater range of accommodation options within the Borough, according to *Essex Hotels Futures (2009)*, an Essex-wide hotel study. Hotel development within Basildon town centre, which is in line with the town centre first approach, is being planned for through the *Basildon Town Centre Masterplan*. A country house style hotel, by its very nature, is likely to be located outside the town centre. The Essex-wide study recommended that any demand for a country house hotel could be met by converting and extending an existing building or group of buildings or by constructing an entirely new facility.
- 8.90** Land off Nethermayne has been considered as a suitable location for this type of hotel provision within the Borough. The site is approximately 2ha in size and located on the edge of the urban area outside the Green Belt designation. The hotel would support Basildon Golf Course which is adjacent to the site by providing an additional amenity that attracts leisure based tourism to the area as well as provide employment opportunities for the local community. It would be ancillary to the adjoining leisure activity.

### Policy R 13

#### Hotel Development Site – Land adjacent to Basildon Golf Course

The provision of a small country house hotel will be permitted on land adjacent to Basildon Golf Course, as defined on the Policies Map, where the following criteria have been met:

- a. The proposal satisfies the sequential test and impact assessment for main town centres uses;
- b. The proposal is ancillary to Basildon Golf Course;
- c. The hotel will provide around 50 rooms;
- d. Where an ancillary facility such as a function suite is proposed as part of the hotel development, the proposal must demonstrate the need for such a facility and that it is economically viable;
- e. The design, scale, massing and layout of the proposal is sympathetic to the character of the surrounding area; and
- f. All other relevant policies in this plan have been complied with.

### Alternative Options R 13

**Option 1: No Policy** - The NPPF sets a general preference that main town centre uses should be located within town centres in the first instance and applies the sequential test and impact assessment. However local planning authorities should consider specific needs such as locational and operational requirements when planning for tourism.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy R14: Locations for town centre uses**

#### **Policy Context**

- 8.91** The Government supports a town centre first approach when locating development for town centre uses as this ensures the vitality and viability of centres. Paragraph 24 of the *NPPF* requires local planning authorities to apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with the Local Plan.
- 8.92** The *NPPF* also advises local planning authorities to request an impact assessment for all retail developments which exceed a locally set floorspace threshold. If the local planning authority has not implemented any local thresholds, then paragraph 26 provides a national threshold of 2,500sq m.
- 8.93** The impact assessment should examine the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal, and the impact of the proposal on town centre vitality and viability up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.
- 8.94** The *PPG* provides further guidance in the 'Ensuring the vitality of town centres' section in terms of the interpretation of the *NPPF*'s sequential and impact tests, including how they should be applied to both plan-making and decision-taking.

#### **Evidence Base**

- 8.95** To maintain the balance between the role and function of the Borough's regional centre, town centres, and local centres, the Council will apply the sequential test and impact assessment to new retail development and main town centre uses.
- 8.96** In line with the *NPPF* (paragraph 24), proposals for town centre uses should look to locate within the town centre boundaries before considering alternative edge of centre and then out of centre sites. When considering proposals against the sequential test, the Council will refer to the Hierarchy of Centres (Table 8.1). This approach is intended to sustain and focus growth and investment in the Borough's town centres as well as minimise the need to travel, provide a diverse range of services in the one central location and make facilities accessible to all.
- 8.97** The Council recognises that certain uses have particular locational requirements which means that they may only be accommodated in specific locations. Where justification of this is provided, the Council will take locational requirements into consideration when applying the sequential test. As stated in *PPG*, landownership is not a suitable justification.
- 8.98** The Impact Assessment is required for planning applications for retail, leisure and office development outside of town centres to ensure they would not detrimentally impact the function, vitality and viability of the Borough's centres. The Council considers that the national threshold of 2,500sq.m is not appropriate for the area and has therefore set a local threshold. The *Retail and Commerical Leisure Study* considered the national threshold to be too high for the Borough given that units of around 500 sq.m could meet the requirements for various national retailers. The national threshold could therefore cause a significant adverse impact on Basildon and other centres depending on the occupier and location. The study recommended the following thresholds:
- Outside town centres: 500 sq.m
  - Outside local centres: 200 sq.m

- 8.99** These should be based on the nearest centre to the proposed site in question and, to avoid cumulative developments that exceed this threshold, it is considered that an impact assessment should be required if the threshold is breached in any one year by more than one planning application.
- 8.100** The Impact Assessment will be particularly relevant to edge of centre and out of centre proposals but may also be applicable to those in an existing centre where the scale of the proposal is not considered to be in keeping with the size, role and function of that centre within the hierarchy. In assessing vitality and viability consideration will be given to pedestrian flows, vacancy rates, numbers and range of facilities, quality of the urban environment and the general performance of the centre. The *Retail and Commercial Leisure Study* recommends a number of locally based considerations for the Impact Assessment and these form part of the criteria for policy R14.

## Policy R 14

### Locations for Town Centre Uses

1. The Council will seek to ensure that retail uses (A1 use class) are predominantly located within its designated town centres. Development and uses must be appropriate to the scale, character and function of the town centre, be in keeping with its role and function within the Borough's hierarchy of centres, and not harm the vitality and viability of the centre as a whole.
2. A sequential test will be applied to planning applications for main town centre uses that are not in an existing centre, or where the proposal is in an existing centre but is not considered in keeping with the size, role and function of that centre. Town centre uses should be located in town centres and then in edge of centre locations and only if suitable sites are not available will out of centre sites be considered.
3. In terms of proposals outside town centres, preference will be given to accessible sites that are well connected to the town centre.
4. For out of centre proposals, preference will be given to those that are located within existing out of centre shopping areas or leisure park. Proposals located outside of these identified out of centre shopping and leisure areas are unlikely to be supported.
5. The Council will require an Impact Assessment for applications for retail, leisure and office development outside of town centres where:
  - a. The development is equal to or more than the threshold, as set out in Table 8.2 for the nearest centre; or
  - b. Where the threshold has already been breached within the last year by more than one planning application.

Nearest Centre	Threshold per unit
Regional Town Centre	500sq.m
Town Centre	500sq.m
Local Centre	200sq.m

6. The Impact Assessments should include an assessment of:

- a. The impact of the proposal on existing, committed and planned public and private investment in the regional, town and local centres in the catchment area of the proposed development;
- b. Individual and cumulative impact of the proposal on the vitality and viability of the Borough's centres taking into consideration:
  - i. Its impact on linked trip spending between different town centre uses or businesses;
  - ii. Its impact on local consumer choice;
  - iii. The potential for relocation of businesses currently trading in town centres to locations out of centre;
  - iv. The extent to which the market profile of the development proposed will compete with existing facilities in town centres; and
  - v. The impact through trade diversion on the role and function of a town centre up to five years from the time the application is made.

## Alternative Options R 14

**Option 1: No Policy** - The *NPPF* provides a national threshold, which in the absence of a locally set threshold, would be used for applying the impact assessment. However, as identified in the evidence this is likely to have a detrimental impact on the the Borough's town centres vitality and viability particularly the smaller centres.

**Option 2: Set a different range of thresholds** - A threshold between 200sq.m and 2,500sq m would be in accordance with the *NPPF* however it would conflict with the supporting evidence.

**Option 3: Set a single threshold** - Basildon town centre is the highest order centre within the Borough and would be able to accommodate larger units without compromising its vitality when compared to the town centres and local centres. Whilst a single threshold would be in accordance with the *NPPF* it would conflict with the supporting evidence.

## Policy R15: Existing Local Shops

### Policy Context

**8.101** There is no specific policy in the *NPPF* in relation to local shops which are located outside centres. However, paragraph 37 of the *NPPF* expects planning policies to aim for a balance of land uses within an area so that people can be encouraged to minimise journey lengths for a range of activities, one of which being shopping. Local shops located within existing communities support this aim.

### Evidence Base

**8.102** The *Basildon Borough Local Centres Review* (2013) identified numerous locations of two shop units or less across the Borough which didn't constitute local centre status but which provide convenience goods shopping for local communities in the urban and rural areas. As such, the Council will protect existing local shops in local areas outside the Borough's centres from other forms of development (such as being changed into residential accommodation) where there remains a need for the provision of the local service in the area.

## Policy R 15

### Existing Local Shops

Development proposing the change of use or loss of any premises or land currently or last used as a local shop (A1 use class) outside of the defined town centre or local centre boundaries will be permitted where it can be demonstrated that:

- a. The use is not financially viable as shown by at least 6 consecutive months active marketing of the premises for A1 uses (retail);
- b. There is sufficient alternative A1 use (retail) provision in the local area; and
- c. The facility is in an isolated location remote from public transport routes.

## Alternative Options R 15

### Existing Local Shops

**Option 1: No Policy** - There is no policy direction within the *NPPF* in relation to existing local shops which serve their immediate community. In the absence of a local policy these individual shops will be vulnerable to being lost to other uses such as residential and no longer provide a service to the community.

## Policy R16: Hot Food Takeaways

### Policy Context

**8.103** Amongst other things, local planning authorities are required to promote a diverse retail offer and make clear which uses should be permitted in town centre locations and other shopping areas. The *NPPF* further acknowledges that local planning authorities should promote healthy communities, use evidence to assess health and wellbeing needs and work with public health leads and organisations.

**8.104** Paragraph 69 identifies the important role that planning can play in facilitating social interaction and creating healthy, inclusive communities. In drawing up Local Plans, local planning authorities should pursue policies to support the vitality and viability of town centres (paragraph 23) and deliver social, recreational and cultural facilities and services the community needs (paragraph 70). Planning policies and decisions should take account of and support local strategies to improve health and wellbeing for all (paragraph 17). When preparing local plans, local planning authorities should work with public health officers and health organisations to understand and take account of the health status and needs of the local population and the barriers to improving health and well-being (paragraph 171).

### Evidence Base

**8.105** Hot food takeaways are now a common feature of town centres, high streets, and local centres because they fulfil an increasing demand for instant food access and convenience. Traditionally, hot food takeaways (A5 use class) differ in purpose from restaurants or cafés (A3 use class), however, some businesses classified as restaurants (A3 use class) also offer takeaway services. This is the case for many fast food restaurants, and also for many restaurants serving Indian or Chinese style cuisine. This increased proliferation of hot food takeaways over recent decades is reducing the diversity of retail offer, as well as having significant influence over food consumption patterns.

- 8.106** Hot food takeaways can contribute towards unhealthy lifestyles. Research shows that increased exposure and opportunity to buy fast food (including proximity and opening hours) results in increased consumption levels which can have negative effects on health. This is because some hot food takeaways offer energy-dense food with high levels of saturated fat, sugar, salt and preservatives which are linked to obesity and related health conditions.
- 8.107** England has one of the highest rates of obesity in Europe and in the developed world. The Department of Health report *Healthy Lives, Healthy People (2010)* acknowledges obesity is one of the most widespread threats to health and wellbeing in the country and that there is a link between excess body weight and diseases such as type 2 diabetes, cancer and heart disease.
- 8.108** The *Marmot Review (2010)* highlighted a social gradient in health which is related to deprivation. The National Obesity Observatory has also found that there is a strong association between deprivation and the density of fast food outlets, with more deprived areas having more fast food outlets per population. A report on the implications for spatial planning arising from the *Marmot Review* noted that deprived areas could particularly benefit from policies which aim to improve availability of healthier food options and better access to shopping facilities, coupled with planning restrictions to control the density of fast food outlets.
- 8.109** The *Hot Food Takeaway Assessment (2015)* draws together information about the impact of hot food takeaway shops in Basildon and provides the evidence base for this policy. The report details the national and local health concerns, associated existing evidence and how this policy can support health improvements.
- 8.110** Obesity prevalence in the Borough is significantly greater than regional and national rates according to the *Basildon Joint Strategic Needs Assessment (JSNA) (2012)* produced to support CCGs. The Basildon and Brentwood CCG has identified within their *Strategic Prevention Implementation Plan* a need to focus on some actions to reduce obesity within the area, and considers that planning services in the Borough may have a role to play in reducing obesity through better control of the location, prevalence and proliferation of hot food takeaways. There is therefore scope, within the context of national planning policy and wider policy related to health and wellbeing, to consider the role the local plan could play in reducing obesity.
- 8.111** In particular, childhood obesity is a growing threat to children's health. Obese children are more likely than children of a healthy weight to become an obese adult with associated health problems later in life. The Council considers that restricting children's access to takeaway shops can act to discourage unhealthy eating and seek to stop the rising levels of obesity in the Borough.
- 8.112** The *Hot Food Takeaway Assessment* reveals that there are 186 registered hot food takeaway shops across the Borough, including mobile food units. This does not however include those restaurants also offering takeaway services, ancillary to their main operation. According to the 2007 *Indices of Multiple Deprivation (IMD)* rankings, Basildon Borough is ranked 136th of 354 authorities nationally, and 5th within Essex for overall deprivation. Deprivation at Lower Super Output Area (LSOA) highlights the level of diversity and inequality that exists within the Borough, with some areas experiencing high levels of deprivation, and others very low levels. Given national and local concerns about the impact of hot food takeaways on human health, and the combination of an over-concentration of takeaway shops and high levels of deprivation, there is therefore a clear basis for seeking to limit further increases in the provision of hot food takeaways in Basildon Borough.

## Policy R 16

### Hot Food Takeaways

1. Applications for new hot food takeaways falling within the A5 use class will be supported, subject to compliance with all other relevant policies of this plan, where the following thresholds are not exceeded:

- a. Within town centres, no more than 10% of shop units should comprise hot food takeaways;
  - b. Within local centres comprising 6 or less shop units, no more than 50% of the shop units should comprise hot food takeaways;
  - c. Within local centres comprising 7 to 14 shop units, no more than 30% of the shop units should comprise hot food takeaways; and
  - d. Within local centres comprising 15 or more units, no more than 20% of the shop units should comprise hot food takeaways.
2. Hot food takeaway shops that fall within 400 metres of the boundary of schools, colleges, and youth centres, or are adjacent to the boundary of any open space allocated within this plan will not be permitted.
3. This policy will also apply to applications to relax or vary conditions to allow hot food takeaway facilities in conjunction with existing restaurants, cafés and other hospitality uses.

## Alternative Options R 16

### Hot Food Takeaways

**Option 1: No Policy** - The alternative of not having a policy on hot food takeaways and relying on national policies and other policies within this plan is not considered reasonable. A separate policy on hot food takeaways is justified because of their particular amenity, as well as their contribution towards unhealthy lifestyles, not common to other forms of development.

**Option 2: Flexible Limits** - A second alternative is not to specify an absolute limit on the number of takeaway outlets which can be accepted in defined centres and other locations. This approach has merits in that it recognises that the impacts of takeaways vary from place to place, and it offers greater flexibility on commercial competition between individual retailers, retail vitality and lifestyle choices. However, there is scope within the context of national planning policy and wider policy related to health and wellbeing to consider the role this plan could play in promoting healthy communities, while ensuring competitive town centre environments. It is considered that the preferred policy helps to achieve such balance.

## Policy R17: Betting Offices

### Policy Context

**8.113** The *NPPF* emphasises that the purpose of the planning system is to contribute towards sustainable development. One of the core planning principles is to take account of and support local strategies to improve health, social and cultural wellbeing for all and deliver sufficient community and cultural facilities and services to meet local needs.

**8.114** Town centres are recognised as being integral to meeting local need and supporting wellbeing. Paragraph 23 of the *NPPF* states that local planning authorities should recognise town centres as the heart of their communities and pursue policies to support their viability and vitality. Local planning authorities should set out policies that make clear which uses will be permitted in such locations, and promote competitive town centres that provide a diverse retail offer which reflects the individuality of a town centre. However, paragraph 157 of the *NPPF* also allows for Local Plans to identify areas where it may be necessary to limit freedom to change the uses of buildings, and support such restrictions with clear explanation.

## Evidence Base

- 8.115** As a consequence of changes to the *Use Classes Order* in 2015, betting offices are considered as '*Sui Generis*', therefore not falling within any given use class. Planning permission is therefore required for change of use of a premises to a betting office unless the premises is already in that use. This change in legislation stemmed from the Mary Portas *High Street Review* (2011) which recommended putting betting offices into a separate use class under the planning system. This change received overwhelming support when subject to consultation in 2014. The Government has made it clear that this change is intended to provide local authorities with an opportunity to consider and, if appropriate refuse, any application for a new betting office where the proliferation of betting offices in town centres has arisen.
- 8.116** There are around 9,000 betting offices in the UK and the Government estimates that there are approximately 593,000 problem gamblers. Problem gambling is seen as a health disorder and it is defined as '*gambling that compromises, disrupts or damages family, employment, personal or recreational pursuits*'. As well as negatively affecting health, the *British Medical Journal* (2012) also found that problem gambling can lead to debt and possibly crime to fund further gambling activities.
- 8.117** The *British Medical Association Board of Science* (2007) found that availability of opportunities to gamble and the incidence of problem gambling within a community were linked. The characteristics that often facilitate and encourage people to gamble in the first place are primarily features of the environment, such as location of the gambling venue and the number of venues in a specified area. These variables may be important in both the initial decision to gamble and the maintenance of the behaviour. Therefore it is important to limit the clusters of betting offices in any given area to reduce the negative connotations associated with betting offices.
- 8.118** As with healthy eating and obesity, gambling is linked to deprivation. There are areas within Basildon Borough that are more deprived, and consequently areas where residents are more susceptible to the risks and impacts of gambling. The *2010 British Gambling Prevalence Survey* found that at-risk gambling and problem gambling were associated with areas of deprivation, and poor levels of educational attainment. There are also links to ethnicity.
- 8.119** In addition to the impacts on health and wellbeing, and consequential impacts for community safety, the prevalence of betting offices displaces other high street uses and impacts on the vitality of designated town and local centres. The clustering of betting offices can also create an intimidating environment and detracts from the high street ambiance.
- 8.120** There are currently 24 betting offices located within the Borough and it is important to ensure future betting offices are not clustered together where they could have negative health impacts, or cause harm to the vitality and viability of town and local centres.

## Policy R 17

### Betting offices

Proposals for new betting offices will not be permitted if they fall within 400m of any existing permitted betting office.

## Alternative Options R 17

### Betting offices

**Option 1: No Policy** - The *NPPF* requires local planning authorities to support the vitality and viability of town centres, provide a diverse retail offer and be clear about which uses will be permitted where. Failing to be clear on where betting offices will be acceptable located within the borough is therefore contrary to the *NPPF*. This is not therefore a reasonable alternative to policy R17.

**Option 2: Alternative distance** – An alternative option could be to increase or decrease the exclusion area. However 400m is considered to be a sufficient distance to prevent clustering and proliferation within the Borough's town centres. *The Urban Design Compendium (2000)*, a recognised and well referenced guide, advises that '*a widely used benchmark is for mixed development neighbourhoods to cover a 400m radius, equating to about five minutes walk*'.

**Option 3: Alternative criteria** – Another alternative option could be to set the criteria to a percentage, i.e no more than 5% of the units within the centre should be betting offices. However this would not have as much of a result on reducing clustering as the 400m exclusion area.

# Chapter 9: Promoting Sustainable Transport

## STRATEGIC POLICIES

### Policy TS1: Transport Strategy

#### Policy Context

- 9.1** The *NPPF* states that local planning authorities should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are, or can be made, sustainable.
- 9.2** With regard to transport policy, the *NPPF* expects local planning authorities to set out policies that facilitate sustainable development by giving people a real choice about how they travel. Policies should create a transport system that is balanced in favour of sustainable transport modes, having regard to the different policies and measures that are required in different communities to maximise sustainable transport modes.
- 9.3** Furthermore, the *NPPF* expects local planning authorities to work across administrative boundaries with neighbouring authorities and relevant transport authorities to develop strategies for the delivery of viable transport infrastructure necessary to support sustainable development.
- 9.4** Essex County Council is the local Highway Authority for the Borough and is responsible for the management and maintenance of all adopted roads within the Borough. Essex County Council is therefore responsible for transport planning within the Basildon area.
- 9.5** The *Essex Transport Strategy* sets out an overall vision for transport provision in Essex. It aims to deliver “*a transport system which supports sustainable economic growth and helps deliver the best quality of life for the residents of Essex*”. In order to deliver this vision, the plan seeks to achieve five broad outcomes:
1. Provide connectivity for Essex communities and international gateways to support sustainable economic growth and regeneration;
  2. Reduce carbon dioxide emissions and improve air quality through lifestyle changes, innovation and technology;
  3. Improve safety on the transport network and enhance and promote a safe travelling environment;
  4. Secure and maintain all transport assets to an appropriate standard and ensure that the network is available for use; and
  5. Provide sustainable access and travel choice for Essex residents to help create sustainable communities.
- 9.6** Essex is a diverse county with different sub-areas that have different needs and issues with regards to continued and future transport provision. The Thames Gateway South Essex sub-area, which Basildon Borough is located can become heavily congested, particularly at peak periods. The *Essex Transport Strategy* therefore identifies a specific suite of priorities for South Essex that aims to promote more sustainable modes of transport that support economic growth ambitions. These priorities are:
- Providing for and promoting access by sustainable modes of travel to new development areas;
  - Improving public transport links within and between the Thames Gateway towns (including the A13 Passenger Transport Corridor and other enhanced public transport schemes);
  - Improving the availability of sustainable travel choices and raising public awareness of these through travel planning;
  - Addressing maintenance, signing and broken links in the cycle network to improve conditions for cyclists and create a safer environment for cycling;

- Improving the attractiveness and ease of use of public spaces to support regeneration;
- Improving journey time reliability on strategic inter-urban routes including the A127, A129, A130 and A13; and
- Improving access to London Gateway Port and London Southend Airport.

**9.7**

Whilst Essex County Council is the local Highway Authority for Basildon, and also Castle Point and Rochford, Southend-on-Sea and Thurrock are both unitary authorities responsible for their own highways matters. Consequently, transport planning in South Essex requires a greater degree of coordination than in other areas. Joint working through the South Essex Growth Partnership, and previously through the Thames Gateway South Essex Partnership, helps to provide this coordination, and also helps to identify infrastructure investment priorities for the area which help to support growth and the delivery of strategic infrastructure projects in the wider area. More recently, a Strategic Transport Board has been established for South Essex which also includes private sector transport providers such as the rail operators, the ports and the airport. There is also ongoing engagement with bus operators. This interaction with the private sector is important for delivering improvements to sustainable transport modes.

**9.8**

Since 2011, and in relation to Basildon, the *Essex Transport Strategy* has secured major investment into the Borough's transport network including the new £63m junction upgrade on the A13/A130 at Sadlers Farm, Pitsea (completed 2013) and the £5m highway works to improve capacity in the A127 Enterprise Corridor (completed 2011). More recently, £3m pinch-point funding from the Department for Transport (DfT) was secured to widen a key part of the A176 between Basildon Hospital and Basildon Town Centre, to support expansion of the town centre and address congestion of this link.

**9.9**

Funding has also been secured from SELEP to fund various improvements along the A127 Corridor including improvements to the A127 Fairglen/A130 Interchange. A further £13m has also been secured for the Basildon Integrated Transport Package which will help deliver public transport improvements, highway changes required by the *Basildon Town Centre Masterplan* and improved access to Basildon Hospital.

**9.10**

Whilst Essex County Council is the local Highway Authority, Highways England is responsible for the strategic highway network including the M25 and parts of the A13 to the west of Basildon. Highways England is currently investigating options for a Lower Thames Crossing. The Lower Thames Crossing is identified as a priority for investment in the National Infrastructure Plan, and will form part of the strategic highway network providing congestion relief and additional capacity to the existing Dartford river crossings. It is expected that Highways England will be consulting on the options for the Lower Thames Crossing in early 2016, with a decision on the preferred route taken by the Minister for Transport in the summer of 2016. Until the preferred route is selected, the effects of the Lower Thames Crossing on the Borough cannot be fully assessed, however, the route which comes closest to Basildon presents both opportunities for the economy and connectivity, and also challenges for transport planning locally, and across Essex. It is therefore necessary for Basildon Borough Council to work closely with Highways England, Essex County Council and its neighbouring authorities to ensure that challenges arising from the Lower Thames Crossing to the local transport network are fully addressed, should the need arise.

**9.11**

At a local level, the Borough's *Community Strategy* aligns with the *NPPF* and the *Essex Transport Strategy* in so far as it envisages high quality public transport as the main way of getting around the Borough, helping to reduce congestion and giving people easier access to schools, jobs, shops, health and other key facilities.

### Evidence Base

**9.12**

Basildon is an important area for employment and economic growth within South Essex and Essex more generally. Furthermore, the A127 runs through the heart of the Borough acting both as a local connection, and also as a strategic route into London. The A13 fulfils similar functions and is located to the south of the Borough. In this context, the *Highway Impact Assessment (2014)* shows that parts of highway network in the Borough already operate at, or near capacity, making

it more vulnerable to congestion incidents. Such incidents quickly impact on other routes resulting in inadequate queue lengths at some junctions, and result in unreliable journey times for car and public transport users. It found particular capacity issues with the strategic west-east routes of the A127 and the A13, and their junctions.

- 9.13** The *Highway Impact Assessment* was prepared for the Council in partnership with Essex County Council to understand the implications that growth within the Borough, and also growth arising from outside the Borough, could have on the existing highway network in the Borough.
- 9.14** The results of the *Highway Impact Assessment* showed that significant parts of the road network in the Borough would operate at or above capacity as a consequence of growth. In particular, most of the existing junctions in both Billericay and Wickford are shown to be over capacity in future years as a consequence of the levels of growth proposed in this plan. Both improvements to the highway network, and a modal shift towards more sustainable travel modes is therefore required in both of these settlements to enable further growth without exacerbating congestion levels.
- 9.15** Basildon (including Laindon and Pitsea), being a planned settlement with a more generous road layout, is more able to accommodate growth within the existing road network. Nonetheless, there are still likely to be capacity issues as some junctions which would need to be improved in order to accommodate projected growth. Improvements to the highway network within Basildon should be accompanied by enhancements to opportunities for travel by sustainable modes, particularly given the reasonably close proximity of the population to jobs and services, and also as a response to relatively higher population densities and business clustering which make public transport services more viable.
- 9.16** As a result of the *Highway Impact Assessment* showing a significant need for mitigation in order to accommodate the growth proposed in this plan, the Council worked with Essex County Council to identify and appraise a series of mitigation measures for each settlement, with a focus on those junctions and routes where capacity was expected to be particularly impacted by growth. The *Highway Mitigation Modelling* assessed which mitigation measures could be implemented to improve capacity and reduce congestion caused by future development within each settlement. High level costings were also calculated for each mitigation measure in order to determine whether the transport proposals are deliverable in the context of the level of development proposed. The costing information will also assist in ensuring that development contributes towards the delivery of the mitigation required to support growth.
- 9.17** The results of the *Highway Mitigation Modelling* for Billericay and Wickford show that the majority of the major junctions in these settlements could be improved to accommodate the levels of growth proposed. Two junctions would continue to have capacity issues however, emphasising the need for a more strategic approach to mitigation and also a shift towards more sustainable travel modes within these settlements.
- 9.18** Meanwhile, the *Highway Mitigation Modelling* for Basildon also showed that the majority of junctions could be brought within their designed capacity, either through existing *Essex Transport Strategy* works such as the pinch point funding for Nethermayne, the Basildon Integrated Transport Package and the A127 Corridor for Growth, or through the mitigation proposed to accommodate future growth. The mitigation measures identified through the *Highway Mitigation Modelling* will however come at a cost, which has been calculated to be upwards of £150m. A significant proportion of this cost is associated with the provision of a new junction on the A127 to provide access to new development in Wickford and East Basildon, and also to provide congestion relief on the route through Wickford between the A127 and the A130. A significant scheme such as this will require funding beyond that which can be raised locally, and therefore the ongoing support of Essex County Council and South Essex neighbours is essential in order to secure funding from the DfT. Other schemes will be secured via funding bids to the SELEP, and from developers via Section 106 Agreements or CIL.

- 9.19** In addition to the strategic highway mitigation schemes identified to keep the main road network moving, it will be necessary for individual development schemes to make localised improvements to the road network to ensure safe and sustainable access to their sites. These localised improvements will need to be identified in conjunction with the Highway Authority, and therefore ongoing engagement between Basildon Borough Council and Essex County Council will be necessary to ensure the best outcomes.
- 9.20** In terms of sustainable transport modes, the Council has been working closely with Essex County Council to develop a local Cycling Strategy. A strategic approach to cycling is essential to address the levels of participation in this mode. Basildon town has a well developed network of cycleways. However, the proportion of people travelling to work by bicycle is well below the national average. It is therefore necessary to deliver improvements to the existing network, and also to secure new route provision within new development proposals.
- 9.21** In terms of public transport provision, the Basildon Integrated Transport Package will deliver public transport improvements within Basildon. Similarly, proposals are being developed by Basildon Borough Council in partnership with Essex County Council to improve public transport integration around Billericay and Wickford railway stations. It will again be necessary for public transport provision to be extended into new developments where practical to encourage the use of this travel mode. The ongoing engagement of bus and rail operators will be necessary for these improvements to successfully be delivered in a way that achieves an overall modal shift.

## Policy TS 1

### Transport Strategy

During the plan period, the Council will seek to deliver improved accessibility to jobs, services and facilities via an enhanced and better integrated transport network. This will be achieved by:

- a. Ensuring that new development is well located and designed to minimise the need for travel, encourages the use of sustainable modes of travel as an alternative to the private car, and provides or contributes towards necessary transport infrastructure, including local and strategic highways mitigation and sustainable travel services, routes and facilities;
- b. Working with businesses and community service providers to improve accessibility to key services and facilities through the use of travel plans, and to ensure that new premises and facilities are readily accessible by sustainable modes of travel;
- c. Working in partnership with public transport providers and Network Rail to develop better links, access and capacity for the railways and bus network;
- d. Working with Essex County Council, neighbouring planning authorities and neighbouring highways authorities to deliver in a timely manner, integrated transport measures which mitigate the impact of planned development on the highways network, promote more sustainable travel patterns and encourage increased use of sustainable modes of travel, such as public transport, cycling and walking. This will include:
  - i. A coordinated package of improvements to junctions and routes along the A127 corridor, that will increase road capacity, reduce traffic congestion, improve safety, and improve access to the Borough from surrounding areas, and access to London along the A127 from Southend-on-Sea;

- ii. Targeted investment to improve local transport infrastructure, focusing on delivery of improved and better integrated bus and train services, and improved pedestrian and cycling networks; and
  - iii. Measures to promote behavioural change in travel choices, such as easy-to-use journey planning tools, skills training and promotional activities. Travel plans will be developed as a means of coordinating these measures.
- e. Working with Highways England, Essex County Council and neighbouring planning and highway authorities to assess the impacts and opportunities arising from the preferred route for the Lower Thames Crossing, and ensure that it integrates effectively with the South Essex strategic road network.

## Alternative Options TS 1

### Transport Strategy

**Option 1: Rely upon policies contained in within the Essex Local Transport Plan** - Although the Council does provide input into Local Transport Plans, they are strategic documents which take a long term view. The current *Essex Local Transport Plan* is still emerging and to-date consists of the *Essex Transport Strategy*. Reliance upon this option would not allow Basildon Borough Council to use the Local Transport Plan in a way which works best for the Borough. As Local Transport Plans are strategic documents they do not contain guidance which can be used on a development management basis to guide development.

**Alternative Option 2: Rely upon national advice and policies** - Whilst national guidance is relevant, it does not account for regional and local issues and would not allow for variations in national policy that may not be in accordance with the Council's spatial and strategic objectives. This approach would also not give the Council the flexibility to protect land for local schemes.

## Policy TS2: Improvements to Carriageway Infrastructure

### Policy Context

- 9.22** The *NPPF* expects local authorities to identify viable infrastructure required to support sustainable development, and to seek improvements to the transport network that cost effectively limit the significant impacts of development.
- 9.23** The *Essex Transport Strategy* prioritises improving journey time reliability on strategic inter-urban routes including the A127, A129, A130 and the A13, and providing for and promoting access by sustainable modes of travel to new development areas.

### Evidence Base

- 9.24** Owing to the capacity issues identified on the highway network in the Borough through the *Highway Impact Assessment*, the provision of new and improved transport infrastructure is essential to mitigate the impact of future housing and economic growth in the Borough up to 2034.
- 9.25** The *Essex Transport Strategy*, the *A127 Corridor for Growth An Economic Plan (2014)*, and subsequent route based strategy for the A13, propose a number of highways schemes for the Borough in order to address issues with the existing highway network's capacity and resilience. It should be noted that whilst funding has been secured for some of these improvements, some others will be the subject of future bids.

- 9.26 A127 Corridor for Growth Strategy:** The A127, which passes through the heart of the Borough is a strategic route in South Essex which becomes heavily congested during peak periods. It carries a significant amount of traffic, with volumes in excess of 70,000 vehicles per day, which is comparable to flows on some motorways. However, the A127 is not a trunk route and has significant capacity issues. Congestion at key junctions along its route is also a problem with the Fairglen Interchange with the A130 suffering particularly severe congestion during peak periods. The Nevendon Interchange in Basildon also experiences significant queueing in peak hours. It is expected that congestion on the A127 will worsen as a result of growth across South Essex. This includes growth in Basildon, Brentwood, Castle Point, Chelmsford, Rochford and Southend-on-Sea. There are key economic growth opportunities served by this corridor also including the Basildon A127 Enterprise Corridor and London Southend Airport. As a result, a Corridor for Growth Strategy has been prepared for the A127 (*A127 Corridor for Growth An Economic Plan*). The current estimated cost of the strategy is in the region of £76m, excluding any widening of the route to three lanes. The Fairglen Interchange is amongst the elements of the Strategy which have been identified as priorities within the next six years. A bid has been successfully submitted to the SELEP/DfT to provide funding to support these priorities, together with funding for other works. Widening of the A127 features within the long term proposals for the route, and requires land to be safeguarded for such purposes in the meantime.
- 9.27 A132 Nevendon Interchange:** This junction within the A127 experiences queueing during peak hours. Outside the A127 Growth Corridor Strategy, £1m of Section 106 funding from the Courtauld Road Waste Transfer plant has been secured, to fund improvements this Junction along with SELEP funding. An extra circulatory lane will be provided on the roundabout under the A127 increasing its capacity during peak hours, signals will be upgraded and the merging lane northbound on Nevendon Road toward Wickford will be improved.
- 9.28 A176 Upper Mayne:** This short length of road under the A127 experiences severe peak time congestion. It is proposed that the number of running lanes passing under the A127 is increased by consolidating footway provision. This will reduce queueing which on occasions extends back to the A127 slip lane.
- 9.29 A13 Route Management Strategy:** The A13 is a strategic route serving South Essex, and providing a key link to London and the national motorway network. It has been subject to improvements within Thurrock, and also at the junction with the A130 at Sadlers Farm in order to accommodate strategic growth, particularly in relation to freight movements and to reduce congestion. However, the part of the A13 between Pitsea and Stanford-le-Hope has not been the subject of improvements to date and is potentially a constraint on growth in South Essex in the longer term. Essex County Council in conjunction with Thurrock Council and Southend-on-Sea Council are seeking to prepare a Route Management Strategy for the A13 which ensures the efficient operation of this route over the long term to support growth arising. This strategy will link with and compliment the A127 Corridor for Growth Strategy.
- 9.30** In addition to those projects identified through the *Essex Transport Strategy* to address existing issues, and to support strategic growth, a series of additional projects involving improvements to the carriageway network have also been identified through the *Highways Mitigation Modelling*. These improvements have been subject to a high level costing exercise, and are expected to cost upwards of £150m. Funding for these improvements will be secured through the use of CIL and/or Section 106 contributions from developers, where necessary supplemented by funding secured through bids to the SELEP or DfT. The projects that will be pursued are summarised below.
- 9.31 A127 Fortune of War:** This junction remains the only constriction to free flow along the A127 within Essex and is a true 'pinch point'. As such, it is a limiting factor for capacity between Southend-on-Sea and the M25, through Basildon and the delays are a cost to drivers and may discourage business and people locating to the area. It is proposed that this junction is removed. This is expected to offer benefits within the internal road network of Basildon in addition to freeing up capacity on the A127. These benefits include reduced queueing at the junction of Upper Mayne with St. Nicholas Lane.

- 9.32 A new grade separated junction on the A127 at Pound Lane:** This junction is required to serve the development proposed at East Basildon (policies E8 and H14) and South Wickford (policy H15). These sites combined will provide over 2,800 homes and over 550 jobs. It will also improve access to the A127 enterprise corridor by providing a new easterly access point, reducing pressure at the A132 Nevendon Interchange. It is proposed that this new junction also provides a link road to the A130. This will reduce some movements at the nearby Fairglen Interchange, which currently experiences severe peak time congestion. It will also reduce flows north-south along the A132 through Wickford, reducing congestion at junctions through the town and freeing up capacity for local traffic. This junction will provide significant benefits, above and beyond those which can be offered by alternative proposals such as widening of the Nevendon Road (A132) northbound, and the provision of a northbound spur between the A127 and the A130 closer to the Fairglen Interchange. However, this proposal is substantially more expensive at around £130m, and will require political support from neighbouring authorities and funding support to supplement developer contributions from the DfT.
- 9.33 A relief route to the south/south-west of Billericay, between Laindon Road and the A129 London Road:** Currently traffic accessing the west of Billericay must travel through the southern part of Billericay town centre. Junctions in this location experience capacity issues. It is proposed that spine roads are provided running through sites H22 to H24 to provide an alternative route to the west, avoiding the town centre. This will require some limited improvements to the existing local highway network, including the reclamation of highway land in Frithwood Lane. It is expected that the costs of this route will be met by developers as they bring forward their sites for development. A separate Southern Relief Road was tested through the *Highway Mitigation Modelling*. This was anticipated to cost £65m, which was considered prohibitive based on the limited quantum of development proposed in this location, and the lack of wider growth opportunities.
- 9.34 A link road from West Mayne extending westwards to strategic site H11:** In order to support development within strategic site H11, it is necessary to provide a new link road from the site to meet West Mayne in Laindon. It is expected that this link road will provide access for those living at the site to services within Laindon town centre, supporting the vitality and viability of that centre. It is expected that this link road will be multi-modal and the costs of its delivery will be met from the development.
- 9.35 Modifications to the Basildon town centre road network:** In order to facilitate growth and regeneration within Basildon town centre various improvements to the road network are proposed by the *Basildon Town Centre Masterplan*. These improvements will provide multi-modal opportunities to access services and facilities in the town centre. These will be funded through regeneration, with some funding already secured from SELEP/Local Growth Fund.
- 9.36 Various individual junction improvement schemes:** The *Highway Mitigation Modelling* identifies the need to undertake improvements at the following junctions in order to support growth:
- A127 Dunton Interchange, Basildon
  - A13 Haywain junction, Vange
  - A176/Dry Street interchange, Basildon
  - Mountnessing Road/London Road roundabout, Billericay
  - Sun Corner junction, Billericay
  - Junction of the Runwell Road and the A132, Wickford
- 9.37** It is expected that these local junction improvements will be secured through CIL and/or Section 106 alongside growth in the respective settlement. Where necessary, bids will be made to the SELEP/Local Growth Fund to address any funding gaps arising.
- 9.38** It is also expected that there will be the need for other localised improvements to the highway network to address local congestion issues and to ensure road safety. These should be identified through the Transport Assessments/Transport Statements for individual development sites.

## Policy TS 2

### Improvements to Carriageway Infrastructure

1. In order to manage congestion on key routes, and at key junctions within the Borough, the Council will work with Essex County Council and developers to secure the following improvements and alterations to carriageway infrastructure in the Borough, alongside new development, during the plan period up to 2034:
  - a. Improvements to the A127/A130 Fairglen Interchange;
  - b. Widening of the A127 in line with the A127 Corridor for Growth Strategy;
  - c. Improvements to the A132 Nevendon junction;
  - d. Improvements to the A176 Upper Mayne junction with the A127;
  - e. Improvements to the A13 in line with the A13 Route Management Strategy;
  - f. Removal of the A127 Fortune of War junction;
  - g. The provision of a new grade separated junction on the A127 at Pound Lane, including a link road to the A130;
  - h. The provision of a south/south-west relief route for Billericay alongside new housing development;
  - i. The provision of a link road from West Mayne to site H11, providing multi-modal connections to Laindon town centre;
  - j. Modifications to the Basildon town centre road network in line with the *Basildon Town Centre Masterplan*; and
  - k. Various individual junction improvement schemes:
    - i. A127 Dunton Interchange, Basildon
    - ii. A13 Haywain junction, Vange
    - iii. A176/Dry Street interchange, Basildon
    - iv. Mountnessing Road/London Road roundabout, Billericay
    - v. Sun Corner junction, Billericay
    - vi. Junction of the Runwell Road and the A132, Wickford
2. Other localised improvements to carriageway infrastructure will also be secured alongside new development where it is necessary to reduce local congestion and ensure road safety.
3. Developers will be expected to contribute towards these carriageway alterations either in-kind through on-site route provision as specified within their allocation, or through financial contributions via Community Infrastructure Levy or planning obligations secured through Section 106. Where necessary development will be phased or limited in order to align with the delivery of these schemes. This phasing is specified within individual development allocations.

## Alternative Options TS 2

### Improvements to Carriageway Infrastructure

**Option 1: Rely upon policies contained in within the Essex Local Transport Plan** - Although the Council does provide input into Local Transport Plans, they are strategic documents which take a long term view. The current *Essex Local Transport Plan* is still emerging and to-date consists of the *Essex Transport Strategy*. Reliance upon this option would not allow Basildon Borough Council to use the Local Transport Plan in a way which works best for the Borough. By including the improvements to carriageway infrastructure in this plan, it presents a commitment from Basildon Borough Council to deliver improvements to the transport network.

## **Policy TS3: Improvements to Footpaths, Footways & Cycling Infrastructure**

### **Policy Context**

- 9.39** With regard to walking and cycling, the *NPPF* expects Local Plans to support patterns of development which facilitate the use of sustainable modes of transport. In particular, plans should be located and designed to give priority to pedestrian and cycle movements, and create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.
- 9.40** The *Essex Transport Strategy* seeks to promote sustainable travel, by providing the infrastructure for sustainable travel and promoting the use of travel plans. With regard to cycling, the *Essex Transport Strategy* considers actions to improve access for cyclists and pedestrians in particular, and identifies the following improvements as essential:
- Addressing gaps in existing networks;
  - Better linkages for walking and cycling routes within the Public Rights of Way network;
  - Improving signing;
  - Improving crossing facilities; and
  - Ensuring that pedestrian routes are accessible for everyone.
- 9.41** Improving the safety of the cycling network is also a key concern within the *Essex Transport Strategy*. Policy 14 of the plan sets out Essex County Council's approach to encouraging cycling, which includes developing cycle networks within towns across Essex and improving access to local services and schools for cyclists. In terms of locational priorities in relation to cycling, the plan identifies Basildon (including Laindon and Pitsea) as a priority area, seeking improvements to the town's cycle networks, including links with surrounding areas such as Billericay and Wickford.
- 9.42** The *Infrastructure Act 2015* includes a new legal requirement for the Government to produce a cycling and walking investment strategy. The DfT's *Cycling Delivery Plan (2014)* refers to a new national cycling target, to double the number of cycling stages (trips) nationally over a 10 year period. This new target will be adopted by Essex County Council as part of the *Essex Cycle Strategy (2015)*.
- 9.43** Additionally, the Government has introduced a £6bn Local Growth Fund for cycling and walking. It has also set a target of achieving an annual cycling spend of £10 to £20 per head of the population. In the Borough this could see between £1.8m and £3.6m per year spent on improving cycling provision.
- 9.44** In response to this legal requirement, and also the requirements of the *Essex Transport Strategy*, the *Essex Cycle Strategy* has been prepared with the aim of setting out a strategy for providing coherent cycle networks. Specifically, it commits to:
- i. Establishing a coherent, comprehensive and advantageous cycle network in every major urban area, utilising a combination of on-carriageway and off-carriageway cycle facilities;
  - ii. Ensuring each Borough or District has an up to date cycling action plan (renewed every 5 years);
  - iii. Providing well placed and high quality cycle parking at key public destinations such as town centres, leisure facilities and railway stations;
  - iv. Ensuring that all new housing includes secure and easily accessible cycle storage and that new secure cycle storage is facilitated in existing housing developments;
  - v. Ensuring that cycling is prioritised over motorised transport in all new developments – making it easier to carry out short trips by bicycle than by car. Cycle routes within commercial and residential developments will be more direct and convenient than car routes and will connect in to existing cycling infrastructure on leaving the site;
  - vi. Prioritising more frequent and good maintenance of our cycle network;

- vii. Providing a clear and consistent standard of good quality, well placed cycle signage – to an appropriate density, with provision of journey times as well as distances (to cater for all audiences) where possible;
- viii. Continuing to improve cycle safety at sites with actual and perceived safety problems; and
- ix. Developing an improved mechanism for the reporting of safety issues.

**9.45** The *Basildon Cycling Action Plan (2016)* is currently being prepared. It will set out specific proposals for the delivery of enhanced footpath, footway and cycling infrastructure including where extensions to the existing network should be located, or where any gaps exist in the current network.

### Evidence Base

**9.46** 2011 Census data shows that only 1% of journey to work trips in the Borough are made by bicycle, with only 4% on foot. However, 31% of journeys to work are less than 5km, and 12% are less than 2km. Whilst there are some steep gradients and hills around the Borough such as at Noak Hill, Crown Hill, and Crays Hill which would make some journeys by bicycle or foot challenging, there is great potential within the Borough for cycling rates to be increased to meet the national cycling target. Significant parts of the Borough have relatively flat terrain, particularly within Basildon. There are also opportunities to improve cycling access to the rail network.

**9.47** The *Basildon Cycling Action Plan*, whilst still in its preparation stages is expected to identify the need for improvements to the cycling and footpath/footway network within the Borough in order to achieve an increase in the number of residents travelling to work, to local railway services or to access services or recreational opportunities by bicycle or foot.

## Policy TS 3

### Improvements to Footpaths & Cycle Infrastructure

1. In order to increase the proportion of residents accessing work, railway services, education facilities, other services and recreational opportunities by foot or by bicycle, the schemes and projects set out in the *Basildon Cycling Action Plan* to improve footpaths, footways and cycling infrastructure will be delivered during the plan period.
2. The Council will work with partners including Essex County Council to secure the funding necessary to deliver the infrastructure improvements set out in the *Basildon Cycling Action Plan*. It will also expect development proposals to support the implementation of *Essex Cycle Strategy* and the *Basildon Cycling Action Plan* by:
  - a. Retaining, and improving, any existing footpaths, footways, cycleways, bridleways and other Public Rights of Way passing through or adjacent to their site;
  - b. Providing additional footpaths, cycleways and bridleways which link up with the existing network, provide access to nearby residential, commercial, retail, education and leisure opportunities, provide access to the countryside and address any gaps in the network;
  - c. Providing facilities for pedestrian and cycle access, including the provision of cycle parking, in both residential development and non-residential development; and
  - d. Contributing to facilities for pedestrian and cycle access at nearby public transport hubs.

## Alternative Options TS 3

### Improvements to Footpaths & Cycle Infrastructure

**Option 1: Rely on national policies and the Essex and Basildon Cycle strategies** - This is not in accordance with the *NPPF*, which states that Local Plans should protect and exploit opportunities for the use of sustainable modes of transport, with particular reference to giving priority to pedestrian and cycle movements and creating safe and secure layouts which minimise conflicts between traffic and cyclists.

## Policy TS4: Improvements to Public Transport Infrastructure & Services

### Policy Context

- 9.48** The *NPPF* expects local policies to be balanced in favour of sustainable transport models and to encourage solutions that support reductions in greenhouse gas emissions and reduces congestion.
- 9.49** The *Essex Transport Strategy* prioritises the promotion and provision of public transport networks within south Essex, including improving public transport links within and between the Thames Gateway towns, including the A13 Passenger Transport Corridor.

### Evidence Base

- 9.50** The rail network through the Borough provides important connections to Southend-on-Sea, Thurrock and London via two rail lines: the Southend Victoria branch of the Greater Anglia mainline to London Liverpool Street and the Essex Thameside services to London Fenchurch Street. There is, however, no rail connection between these lines in South Essex, increasing the importance of bus connections for north-south travel. The interchange experience between bus and rail services at many of the Borough's stations is not efficient or well designed and therefore improving access to stations and their ability to handle more passengers will therefore be an important consideration to support local growth.
- 9.51** There is also an opportunity for the Borough to take advantage of the benefits of Crossrail. Crossrail is a new pan-London rail service which will start from Shenfield in the neighbouring borough of Brentwood from 2018. This is only one stop westwards from Billericay on the existing Greater Anglia mainline. Crossrail will open up the opportunity for people travelling to, or through London to take the train from Wickford and Billericay and connect to Crossrail services at Shenfield, with faster, more frequent and smoother services through London without the need to change trains.
- 9.52** As with the Borough's strategic road network, significant investment in the railway network passing through the Borough is needed to alleviate existing capacity and reliability problems and to ensure that there is sufficient capacity in future to accommodate growth in rail travel. Rail link services to London are operating close to capacity on the Thameside route between Fenchurch Street and Shoeburyness. Therefore, the Council will work with Essex County Council, Network Rail, the Rail Executive and existing and future rail franchise operators to influence the commissioning and management of local rail services to secure and deliver investment in rail travel, alleviate overcrowding and improve reliability and resilience.
- 9.53** The *Essex Transport Strategy* states that for those living within the main towns in Essex and the more substantially built up areas, access to most essential services by public transport is generally good. This is also the case for public transport connections along the main inter-urban corridors such as the A13. However, it also highlights one notable exception being access to hospitals, where, due to the location of facilities, access can be difficult even for those within areas which are otherwise well connected to essential services. Basildon Borough is highlighted as one such area which despite having a hospital on the southern edge of Basildon, more than 11,000

households within the Borough have poor access to it. Due to the location of Basildon College adjacent to the hospital access further education for 16-19 year-olds is also currently below that recorded in comparable areas. It should however be noted that this will be improved as a consequence of the college being relocated to the town centre within the next five years as part of the *Basildon Town Centre Masterplan*. Nonetheless, access to the hospital by public transport will remain an issue, and therefore it is considered reasonable to expect access improvements to be secured where possible through this plan, through public transport upgrades.

**9.54** Whilst public transport connectivity within the main towns is good, provision of services between towns within the Borough and beyond the Borough is more variable. The *Essex Transport Strategy* identifies Basildon as being less well connected to other main towns within Essex compared to Chelmsford as an example. Additionally, the smaller settlements within the Borough, such as Crays Hill and Ramsden Bellhouse experience infrequent public transport services, affecting the ability of local residents to access services in nearby towns by sustainable means.

**9.55** The provision of an excellent passenger transport network is widely recognised as a key attractor of inward investment and business growth. Excellent network coverage enables the easy movement of people, makes it possible for people to travel into the area for employment and helps to reduce traffic levels on our roads, cutting costly delays to businesses caused by congestion. Similarly, the provision of attractive public transport has a major role in cutting carbon emissions, by attracting those who would otherwise travel on their own by car. It also offers access to employment and access to education for those who may otherwise be excluded from these opportunities.

**9.56** Passenger transport is therefore one of the key considerations of the *Essex Transport Strategy* which proposes the following improvements in relation to the Borough:

1. **Enhanced Public Transport Network for South Essex:** These proposals seek to make public transport a more favourable option for people travelling between towns in South Essex for work and leisure purposes. This has the potential to deliver positive benefits for the Borough in terms of providing better north-south links between towns in the Borough and those in mid Essex and beyond. This also has the potential to improve public transport provision in order to access key facilities such as the hospital, and also employment opportunities within the A127 Enterprise Corridor.
2. **A13 Passenger Transport Corridor:** In order to promote public transport as a favourable option for people travelling along the A13 between Southend-on-Sea and Basildon town centres, a programme of bus prioritisation and improved bus waiting facilities has been proposed along the A13.

## Policy TS 4

### Improvements to Public Transport Infrastructure & Services

In order to increase the number of people accessing work and services by public transport, the Council will:

1. Work with Essex County Council and bus service providers to secure funding for:
  - a. Enhancements to the public transport network in South Essex, with an emphasis on those projects which will:
    - i. Improve north-south links within Basildon Borough;
    - ii. Enhance access to hospital services;
    - iii. Enhance access to the A127 Enterprise Corridor; and
    - iv. Enhance access to other main towns in Essex.
  - b. The delivery of the A13 Passenger Transport Corridor, improving the speed and frequency of bus movements along the A13 corridor.

2. Work with Essex County Council, Network Rail, the Railway Executive and rail franchise operators to secure investment in services which accommodate growth in rail travel, and secure onward journeys by sustainable means, including public transport, walking and cycling.
3. Expect development proposals to, where appropriate, support the establishment of new public transport services for their occupants/users, and be designed to meet the needs of public transport operators and users. In particular:
  - a. Road layouts should accommodate direct, convenient and safe bus routes;
  - b. Bus priority measures and parking restrictions which enable the safe passage of buses should be implemented, where necessary;
  - c. The layout of development should ensure all homes and frequently accessed other forms of development are within 400m of a bus stop; and
  - d. Bus waiting facilities should be suitably sheltered, have good pedestrian and disabled access and benefit from passive surveillance.

## Alternative Options TS 4

### Improvements to Public Transport Infrastructure & Services

**Option 1: Rely upon national advice and policies** - This would not be as effective in meeting the requirements of the *NPPF* to facilitate the use of sustainable modes of transport and to encourage solutions which support reductions in greenhouse gas emissions and reductions in congestion. There are also specific issues with public transport issues and services that will be better addressed through a local policy.

## ALLOCATION POLICY

### Policy TS5: Safeguarded Areas for Transport Improvements

#### Policy Context

**9.57** The *NPPF* states that local planning authorities should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice.

#### Evidence Base

**9.58** A number of the projects identified in policies TS2, TS3 and TS4 require land to be made available to enable transport improvements to take place in the future. In particular, these include:

- Improvements to the A127 Fairglen Interchange;
- Widening of the A127 in line with the *A127 Corridor for Growth Strategy*;
- Improvements to the A132 Nevendon junction;
- Improvements to the A176 Upper Mayne junction with the A127;
- Improvements to the A13 in line with the *A13 Route Management Strategy*;
- Removal of the A127 Fortune of War junction;
- The provision of a new grade separated junction on the A127 at Pound Lane, including a link road to the A130;
- The provision of a south/south-west relief route for Billericay alongside new housing development;

- The provision of a link road from West Mayne to site H11, providing multi-modal connections to Laindon town centre;
- Modifications to the Basildon town centre road network in line with the *Basildon Town Centre Masterplan*;
- Various individual junction improvement schemes:
  - A127 Dunton Interchange, Basildon
  - A13 Haywain junction, Vange
  - A176/Dry Street interchange, Basildon
  - Mountnessing Road/London Road roundabout, Billericay
  - Sun Corner junction, Billericay
  - Junction of the Runwell Road and the A132, Wickford
- A13 Passenger Transport Corridor.

**9.59** All transport improvement projects mentioned above are options and at early stages of development, but all have, at the very least indicative diagrams identifying their land requirements. It is important that the land requirements of these transport improvement projects are taken into account when assessing development proposals in order to ensure that the development does not prevent necessary highway improvement works from occurring, reducing their effectiveness, or substantially increasing the cost of delivering such a project.

## Policy TS 5

### Safeguarded Areas for Transport Improvements

1. The Council will safeguard land required for transport improvements in those locations identified on the Policies Map.
2. Development proposals, within the proximity of a Transport Improvement Area will be approved providing the development does not:
  - a. Prevent the delivery of transport improvements within the areas safeguarded for transport improvement works, unless that safeguarded land is not essential in order to mitigate the impact of development;
  - b. Reduce the effectiveness of transport improvements within the areas safeguarded for transport improvements;
  - c. Increase the cost of delivering transport improvements within the areas safeguarded, without appropriate mitigation through a Section 106 Agreement.

## Alternative Options TS 5

### Safeguarded Areas for Transport Improvements

**Option 1: Do not allocate areas of reserve for transport improvements and negotiate transport improvements on a case by case basis** - This is not in accordance with the NPPF, which states that local planning authorities should identify and protect sites and routes which could be critical in developing infrastructure to widen transport choice, where there is robust evidence. PPG also highlights the importance of undertaking transport assessments in order to reduce costs and delays to the delivery of new development. The evidence to support this policy in the form of the *Highway Impact Assessment* and the *Highway Mitigation Modelling* provides evidence that may be useful to enable other highway and transport authorities/service providers to support and deliver the transport infrastructure that conforms to this plan.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy TS6: Managing Congestion**

#### **Policy Context**

- 9.60** The NPPF states that encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduces congestion. However, development should only be prevented on transport grounds where the residual impacts of development, following mitigation, are severe.
- 9.61** The *Essex Transport Strategy* seeks a reduction in greenhouse gas emissions and also prioritises the improvement of journey times on key routes passing through or adjacent the Basildon Borough including the A127, A130, A13 and A129 as key priorities for the Thames Gateway South Essex sub-area.
- 9.62** The *Essex Transport Strategy* also states that congestion is common on several inter-urban routes within the Borough including the A1235 and the A132, around the Basildon Enterprise Corridor, the A176 between Five Bells and Basildon Hospital and the A132/A13 junction in Pitsea.
- 9.63** Essex County Council's *Essex Transport Strategy Development Management Policies* (2011) set out a clear approach to congestion at policy DM15. This requires there to be no increase to congestion as a result of new development. It expects Transport Assessments or Transport Statements to be prepared to accompany development proposals which are likely to have a significant effect on the transport network. The threshold for the provision of Transport Statements and Assessments are set out at Appendix B of the *Essex Transport Strategy Development Management Policies*.

#### **Evidence Base**

- 9.64** The *Highway Impact Assessment* demonstrates that the road network in the Borough already experiences congestion on key routes and at key junctions during peak periods. Modelling of the growth proposed within this plan indicates that without mitigation many junctions in the Borough will exceed their designed capacity by 2031. As a consequence the cumulative impacts of growth without mitigation will be severe. It is therefore essential that the Council considers the likely impacts of development on the capacity of highway infrastructure and congestion when assessing planning applications, and ensures that mitigation minimises these impacts as far as is reasonably possible.

### **Policy TS 6**

#### **Managing Congestion**

1. All development proposals that are likely to generate significant amounts of movements must be accompanied by a Transport Assessment or Transport Statement.
2. The assessment/statement must demonstrate how the impacts of the development on the highway network will be mitigated to limit significant effects on highway and junction capacity.
3. Subject to compliance with all other relevant policies, favourable consideration will be given to those development proposals which fully mitigate their impacts on highway and junction capacity.

4. Where is it not possible to fully mitigate the impact of a development proposal on highway and/or junction capacity, consideration will be given to the following matters in order to determine whether the residual impacts of the development are severe. Where the residual impacts are severe, the application will be refused. The matters that will be considered are:
  - a. Any projected levels that exceed the designed capacity of affected junctions, following mitigation;
  - b. Any projected levels that exceed the designed capacity of affected highway, following mitigation;
  - c. Any projected increases in queue lengths on affected junctions or highways, following mitigation;
  - d. Any increase in risks associated with road safety, following mitigation;
  - e. Any other impacts on journey time reliability, following mitigation; and
  - f. Whether all reasonable opportunities to promote modal shift have been considered, and where appropriate included within the transport mitigation measures for the development.
5. In appropriate circumstances, the Council will use planning conditions or a Section 106 Agreement to ensure that highway mitigation works are delivered to accompany the phasing of development.

## Alternative Options TS 6

### Managing Congestion

**Option 1: Do not have a specific policy for managing congestion and rely on other Local Plan policies and national policy and guidance** - Congestion has been identified as a prevalent issue within the Borough in the *Highway Impact Assessment*. If congestion is not tackled through a specific local plan policy, which ensures that potential congestion is appropriately mitigated prior to the development being occupied, this could cause severe queuing at a number of major junctions within the Borough, which would not accord with the requirements of the *NPPF* to support reductions in greenhouse gas emissions and congestion.

## Policy TS7: Safe & Sustainable Access

### Policy Context

- 9.65** The *NPPF* states that in relation to transport, decisions should take account of whether opportunities for sustainable transport modes have been taken up, and whether safe and suitable access to a development site can be achieved for all people.
- 9.66** The *Essex Transport Strategy* sets out five objectives for improving the transport network in Essex. Two are particularly relevant in respect of securing safe and sustainable access to developments. These are:
- Reduce carbon dioxide emissions and improve air quality through lifestyle changes, innovation and technology; and
  - Improve safety on the transport network and enhance and promote a safe travelling environment.
- 9.67** The policies set out in the *Essex Transport Strategy* highlight the importance that will be placed on the location of development and the design of development in seeking to achieve these objectives.
- 9.68** The *Essex Local Transport Plan Development Management Policies (2011)* meanwhile sets out detailed requirements in terms of securing safe and sustainable access to development. This includes the setting of requirements for highways access in policies DM2 to DM5, requirements

for sustainable access, travel planning and the protection of public rights of way in policies DM9 to DM11 and specifying the requirements for Transport Assessments and Safety Audits at policies DM13 and DM14. The thresholds for the provision of Transport Statements and Assessments are set out at Appendix B of the *Essex Local Transport Plan Development Management Policies*.

## Evidence Base

- 9.69** Promoting a safe travelling environment is important to the delivery of the *Essex Transport Strategy*, which highlights that in order to promote greater public transport use or healthier travel choices such as walking and cycling, we need to ensure that people will be safe when travelling. Similarly, improving safety is essential to making best use of our transport network, ensuring that our roads are effectively maintained and managed to minimise the risk of collisions and the disruption and delay these can cause. Evidence set out in the *Essex Transport Strategy* demonstrates that there is a need to improve safety for all road users in Essex to achieve these benefits, as well as ensuring the number of people killed or seriously injured on our roads is reduced.
- 9.70** With regard to the need for sustainable access arrangements for new developments, the *Essex Transport Strategy* provides data showing that there are significant emissions of carbon dioxide arising from road transport movements in the Borough. Our ability to reach essential services (including healthcare, retail and leisure facilities), employment or education has a major influence on how we choose to travel, and our overall quality of life. Most of us have benefited from the improvement in personal mobility made possible by rising car ownership. However, this has contributed to the carbon dioxide emissions arising from transport movements. Additionally, those without access to a car or those who have difficulty travelling often have more limited choices and opportunities – for instance, the life opportunities available to our residents, particularly younger residents, can be constrained by their ability to reach education or employment. Therefore, good access to sustainable transport modes such as cycle routes and public transport will not only contribute towards reducing the environmental impacts of transport movements, but also the social aspects of accessibility. The preparation of Travel Plans to accompany new developments which generate significant levels of movement, i.e. those developments requiring a Transport Assessment or Transport Statement, is a recognised means by which sustainable travel choices can be promoted within new development proposals. It is therefore expected that travel plans are prepared for all proposals which also require a Transport Assessment or Transport Statement. Essex County Council has produced guidance on the production of Travel Plans for businesses entitled *Helping you Create a Business Travel Plan* (2010). This guidance is particularly aimed at destination developments such as retail and commercial developments, but may also be useful when considering residential development proposals.

## Policy TS 7

### Safe & Sustainable Access

1. In order to ensure that development proposals offer safe and sustainable access either directly or via appropriate mitigation, the following requirements must be met:
  - a. Safe access to the highway network, having regard to the highway access policies of the Highway Authority;
  - b. Safe access to the site for cyclists and pedestrians, including the approach to the site from the nearest public transport node; and
  - c. Access to public transport services within 400m of any home or frequently visited non-residential development, as required by policy TS4.

2. In order to maximise safe and sustainable access in those developments which will generate significant transport movements, the Transport Assessment or Transport Statement must address matters of road safety, and sustainable travel modes to ensure that all reasonable mitigation measures have been put in place.
3. Where a scheme requires a Transport Assessment or Transport Statement it must also be accompanied by a Travel Plan, setting out how sustainable travel behaviours will be encouraged. In relation to residential developments, particular regard should be given as to how residents will access the nearest primary and secondary school provision by foot, ensuring that the route is safe and convenient.

## Alternative Options TS 7

### Safe & Sustainable Access

**Option 1: Do not have a policy and rely on national policy and guidance** - The *NPPF* is quite clear on how local planning authorities should promote sustainable transport, should facilitate sustainable development through effective transport policies, should facilitate sustainable modes of transport, and develop strategies for the provision of infrastructure necessary to support sustainable development. Therefore, not having a policy which addresses safe and sustainable access would contravene the requirements of the *NPPF*.

**Option 2: Set out this policy as a strategic objective of this plan rather than a development management policy for determining planning applications** - The requirements set out in this policy are imperative to providing a safe and sustainable transport infrastructure to support the impact of future growth in the Borough. Therefore, it is important that all applications submitted during the plan period give sufficient regard to the specific requirements of this policy, rather than consider them as an overarching ideology behind how a proposal should be considered.

## Policy T8: Parking Standards

### Policy Context

- 9.71** The *NPPF* allows local planning authorities to set local parking standards for residential and non-residential development, taking account of:
- The accessibility of the development;
  - The type, mix and use of development;
  - The availability of and opportunities for public transport; and
  - Local car ownership levels; and
  - An overall need to reduce the use of high-emission vehicles.

### Evidence Base

- 9.72** The *Essex Parking Standards - Design and Good Practice (2009)* sets out vehicle parking standards for Essex taking into account those matters identified in national policy. It is considered that these parking standards are appropriate in the Borough because they promote minimum requirements for parking for residential developments, but maximum requirements for parking in non-residential developments.

- 9.73** Census data indicates that car ownership in the Borough is high and many households are likely to have multiple vehicles. This has consequences in locations where there is insufficient off-street car parking, as this results in excessive on-street parking and illegal parking on pavements, verges, etc. Minimum residential parking standards are therefore appropriate to address this issue.
- 9.74** In order to promote more sustainable transport patterns, however, the *Essex Parking Standards - Design and Good Practice* continues to promote maximum car parking standards for non-residential developments. The purpose of this is to encourage residents to choose to walk, cycle or use public transport for journeys where their destination has limited parking provision. Most non-residential development in the Borough is located in places near to public transport routes, or in the case of the A127 corridor, where there is a cycle network providing access. Therefore, this approach to parking provision for non-residential development also appears appropriate having regard to the objectives of the *NPPF*, the *Essex Transport Strategy* and Policy TS1 of this plan to encourage other modes of transport other than the car.
- 9.75** The *Essex Parking Standards - Design and Good Practice* also sets out minimum requirements in respect of disabled parking provision and bicycle parking provision. The amount of people in the Borough with ill health, which would limit their ability to carry out day-to-day activities, is slightly higher than the average for the East of England. In terms of disabled parking provision, the Essex parking standards take into consideration the slightly higher statistics and are therefore standards are considered appropriate.
- 9.76** In terms of bicycle parking provision, these standards are again considered to be appropriate in order to encourage those who are more able to access employment and services by more sustainable means of transport to do so. This will also allow the objectives contained in the *Essex Cycle Strategy* to be achieved, once adopted.

## Policy TS 8

### Parking Standards

1. Proposals for development will be expected to make provision for car parking, provision for disabled parking and provision for safe and secure parking for bicycles, in accordance with the latest adopted *Essex Parking Standards*, and any future iterations of these standards, once adopted by the Council.
2. Locations that are considered to be more sustainable and well served by public transport may be considered appropriate for lower levels of provision.
3. Proposals for provision above or below these standards must be supported by evidence detailing the local circumstances that justify deviation from the standard.

## Alternative Options TS 8

### Parking Standards

**Option 1: Do not have a policy and rely on the Essex parking standards and national policy and guidance** - Local car ownership in the Borough is relatively high and adequate provision of parking is an important issues for the Borough's residents. Therefore, whilst the Essex parking standards are sufficient for this plan to meet the requirements of the *NPPF*, it is important for the plan to consider these standards in the context of the Borough.

## Policy TS9: Access for Servicing

### Policy Context

- 9.77** The *NPPF* is clear that safe and suitable access to a development site should be achieved for all people.
- 9.78** As outlined in the *Essex Transport Strategy*, Essex is a natural conduit for freight movements because of its trunk road and rail routes, and its ports and airport connections to international markets. Similarly, local distribution is vital for Essex businesses, and the retail lifeblood of its major urban areas and towns. With so much of the county's retail stock being on the move, there is a need to manage and plan for freight in a proactive way in order to allow our ports, airports and town centres to thrive. At the same time, it is important that freight movements respect the needs of communities within the Borough and does not impinge on people's quality of life.
- 9.79** The *Essex Transport Strategy* sets out that Heavy Goods Vehicles (HGVs) will be encouraged to use 'Priority 1' roads in Essex County Council's Road Hierarchy (comprising the strategic road network and inter-urban county roads). Where the use of 'Priority 1' roads is not possible, HGVs will be expected to use 'Priority 2' roads (those that distribute traffic between the local road network and 'Priority 1' roads). The use of the remaining local road network by HGVs will be minimised and will be for access to the destination only. This will help to reduce any adverse impacts on amenity, the environment and the structural integrity of the highway.
- 9.80** Additionally, all developments within the Borough are serviced on a weekly basis by waste collection operatives. Requirements in relation to this matter are set out within section H6 of the *Building Regulations* which require waste collection points to be reasonably accessible to the size of the waste collection vehicle typically used by the waste collection authority. Within the Borough it is appropriate for all new developments to have safe and convenient access for collection vehicles, or suitable on road stopping, with the access roads and highways being constructed of materials able to withstand the weight of the collection vehicles. Preferably suitable turning facilities should be provided within all developments, in order to prevent the need for collection vehicles to reverse. However, where there is a necessity to reverse, this should be limited to short distances only, and the route must allow clear visibility, free from sharp turns and obstacles. This standard appears appropriate for other servicing and delivery vehicles that occasionally access many developments also.

### Evidence Base

- 9.81** As stated in the Evidence Base for Policy TS1, the results of the *Highway Impact Assessment* showed that significant parts of the road network in the Borough are operating at or near capacity, making it vulnerable to congestion incidents which can quickly impact on other routes. This results in queueing at some junctions and interchanges at peak times and unreliable journey times for car and public transport users. Particularly problematic are the strategic west-east routes of the A127 and the A13 which provide important movement corridors for local traffic and freight within the Thames Gateway. Therefore, any new developments that will require regular servicing by HGVs should not be designed in such a way that they could potentially add to the congestion issues already experienced, or present a concern for highway safety.
- 9.82** Additionally, it is important that HGVs waiting to be loaded/unloaded, or otherwise unable to travel due to statutory rest periods can be accommodated off the highway to avoid congestion and/or increased road safety risks. There is evidence around the existing employment areas that where insufficient sized sites are used to regularly receive HGVs there are high levels of on-street parking by such vehicles to the detriment of the free movement of others.

## Policy TS 9

### Access for Servicing

1. Development proposals that require regular servicing by HGVs should be:
  - a. Located on main or secondary distributor routes, with appropriately designed servicing areas that enable HGVs to access and egress the development safely and in a forward gear without creating congestion; and
  - b. A sufficient size to accommodate the number of vehicles they expect to receive at any one time, taking into account loading/unloading time and any statutory rest periods.
2. All other developments should be designed to ensure that properties can be accessed in a safe and convenient way by waste collection freighters and delivery vehicles.

## Alternative Options TS 9

### Access for Servicing

**Option 1: No policy** - There is no specific policy in national policy or guidance, therefore providing local policy to clarify how this matter will be addressed in proposals in the Borough is relevant in the interests of ensuring highway safety to all users and pedestrians.

## Chapter 10: Supporting High Quality Communications Infrastructure

### STRATEGIC POLICY

#### Policy COM1: Communications Infrastructure Strategy

##### Policy Context

- 10.1** The *NPPF* places great importance on the provision of advanced, high quality communications infrastructure in delivering sustainable development and economic growth. It also recognises the importance of high speed broadband technology and other communications networks in enabling local community facilities and services to function.
- 10.2** *Britain's Superfast Broadband Future (2011)* is a national strategy for developing high speed communications infrastructure, developed by the Department of Media, Culture and Sport. This strategy has been adopted by Essex County Council. *21st Century Digital Essex (2011)* is the county strategy for delivering world-class broadband in Essex, and aims to increase the amount of homes and businesses that have high quality telecommunications available to them.

##### Evidence Base

- 10.3** In order to create sustainable and successful communities in Basildon Borough and ensure new development opportunities for housing and employment are appropriately serviced, there is a need to make provision for the necessary supporting communications infrastructure in the appropriate locations, and at the right times, to meet the needs of the community and businesses. Communication technology is integral to daily life, with the Internet, mobile phones, radio and television being more obvious examples.
- 10.4** The *Communications Infrastructure Report* by Ofcom (2012) states that broadband is available on nearly every copper telephone line in the UK. Mobile signals are strong enough for outside calls from 97% of properties for all four 2G (texts and calls) networks in the UK, with urban areas generally receiving better coverage. Mobile communication is good for the Borough, and access to digital TV and radio are improving. There are however variations among mobile phone operators, particularly in 3G (mobile internet and calls) and 4G coverage. Only a few networks provide effective indoor and outdoor 4G coverage.
- 10.5** Broadband connection speeds in the Borough are generally good. South Essex has already benefited from the BT telephone exchanges being upgraded to accommodate high speed fibre optic "fibre to the cabinet" (FTTC) broadband connection. Network speeds shows that broadband connection speeds in the Borough are high, with a 92.8% fibre based coverage<sup>(2)</sup>.
- 10.6** Increasing the stability and range of communication technology available could provide additional benefits to the economic, social and environmental attributes of the area, including to residents providing greater access and connections to essential services and enabling businesses to trade, remain competitive and flexible.

#### Policy COM 1

##### Communications Infrastructure Strategy

1. The Council will support the delivery of communications infrastructure in accordance with the Government's general policy to facilitate the growth of new and existing systems, provided that the

2 As mapped and analysed by 'Think Broadband' - an independent broadband news and information site which tracks broadband speeds in localities throughout the UK

- sustainable development objectives of the *NPPF* can be met, and all other policies in this plan are not compromised.
2. High quality communications infrastructure will be provided by working collaboratively with Essex County Council, communications operators and providers, and supporting initiatives, technologies and developments which increase and improve coverage and quality throughout the Borough.

## Alternative Options COM 1

### Communications Infrastructure Strategy

**Option1: Rely on the *NPPF*** - An alternative option is to have no policy on communications infrastructure and to rely on national policy and guidance and other policies within this plan. This would be contrary to the provisions of the *NPPF* which makes clear that local plans should include proper consideration of communications infrastructure issues. The absence of a policy may result in the development of communications infrastructure having an unacceptable impact on the character and appearance of an area, residential amenity or highway safety.

**Option 2: Include a More Restrictive Policy** - This approach may not allow enough flexibility for the efficient development of the network and the demands imposed by the technology and would run counter to the advice in the *NPPF* for policies which help to support the delivery of high quality communications infrastructure.

## DEVELOPMENT MANAGEMENT POLICIES

### Policy COM2: Determining Applications For Telecommunications Equipment

#### Policy Context

- 10.7** The Government has issued Permitted Development rights to a variety of minor forms of telecommunications development. Part 24 of the *General Permitted Development Order (1995) (as amended)* “Development by Telecommunications Code System Operators” allows telecommunications operators to install and replace certain types of telecommunications equipment, provided certain criteria are met without the need for planning permission.
- 10.8** Although the Council cannot object to the principle of development, in some instances, it can exercise control over the siting and appearance of telecommunications equipment in the interests of protecting amenity. Permitted Development is curtailed in Conservation Areas and where Article 4 Directions are in place which have removed the relevant Permitted Development rights. Listed Building Consent will be required for installations on, or within the curtilage of a Listed Building.
- 10.9** Applications which do not meet the Permitted Development criteria will require formal planning permission or prior approval by the local planning authority before equipment can be installed.
- 10.10** The *NPPF* requires local planning authorities to keep the number of radio and telecommunications masts to a minimum, consistent with the efficient operation of the network, and seek the use of existing masts, buildings or structures wherever possible. It also requires new equipment to be sympathetically designed and camouflaged, where appropriate.
- 10.11** Local Plans are required to take a positive approach to the provision of telecommunications equipment and not impose bans or strict restrictions on location or distances. Applications for telecommunications development should be determined on planning grounds, and supported by the necessary evidence to justify the proposed development.

## Evidence Base

- 10.12** There are specific challenges to providing the communications infrastructure needed to support existing social and economic activity in the Borough and provide the infrastructure necessary to deliver the industrial, office, retail and housing growth envisaged in the plan period. Space for utilities under the Borough's streets is limited and, while the supply of services is currently adequate, there is a challenge to meet increased demand as the economy grows, whilst at the same time adapting to a low carbon economy. The dense concentration of businesses also means that high demand is concentrated into a restricted geographical area.
- 10.13** Historically mobile network providers tend to co-locate antenna and dishes on existing masts; although the higher demand for higher speed telecommunications equipment could result in a demand for new masts and equipment. For these reasons there is likely to be an increase in the number of applications for antennae and other telecommunications equipment in the Borough in future years. This plan will help manage that demand to reach an optimum solution for both network coverage and protecting amenity.
- 10.14** In recent years there has been a considerable growth in the variety of telecommunications facilities located within neighbourhoods and there are already a number of telecommunications installations throughout the Borough that can be used to accommodate additional equipment. There are also parts of the Borough, such as Green Belt, areas of nature conservation, and heritage assets that are likely to be sensitive to the installation of new masts and structures. It is therefore essential to ensure that the proliferation of new telecommunications structures is kept to a minimum, their visual impact is appropriately mitigated, and to provide opportunities for the rationalisation or screening of equipment already installed on existing masts, buildings and associated street cabinets.
- 10.15** With continual advances in technology it is likely that demand for new telecommunications infrastructure will be sustained. It is in the interests of local residents and businesses that the Borough maintains the necessary infrastructure which will improve the quality of existing services and provides timely access to new services. The Council recognises the need to take account of the technical limitations on siting, but operators must also recognise the plan's role in protecting areas which are more sensitive to matters such as visual intrusion, and the need to protect residential amenity.
- 10.16** It should be noted that telecommunications operators must demonstrate compliance with the International Commission on Non-Ionizing Radiation Protection (ICNIRP) statutory guidelines, when submitting applications for telecommunications equipment. The main purpose of the ICNIRP guideline is to protect public health from the effects of electromagnetic field (EMF) exposure that may result from masts, antennae and base stations. Following a review of the ICNIRP Guidelines in 2009, it was discovered that since their introduction in 1998, there has been no evidence to suggest that the effects of exposure to electric, magnetic and electromagnetic waves below the restricted levels has had any long term negative effect on the health of the general public. It is therefore widely recognised that applications that comply with the ICNIRP statutory guidelines cannot be refused on the grounds of impact on public health.

## Policy COM 2

### Determining Applications For Telecommunications Equipment

Proposals for new or upgraded telecommunications equipment should:

1. Demonstrate that the siting and design of the installation would not have a detrimental impact upon the visual and residential amenity of neighbouring occupiers, the host building (where relevant), and the appearance and character of the area;
2. Seek opportunities to share existing masts or sites with other providers. Where a new structure or site is proposed, this should be supported by the necessary evidence to justify that:

- a. There is no reasonable possibility of sharing existing facilities or of erecting antennae on an existing building or other structure to meet operational requirements; and
  - b. There is no suitable alternative site for the development.
3. Conform to the International Commission on Non-Ionising Radiation Protection (ICNIRP) guidelines, taking account of the cumulative impact of all operators equipment located on the mast/site where appropriate.

## Alternative Options COM 2

### Determining Applications For Telecommunications Equipment

**Option1: No Policy** - The alternative is to have no policy on determining applications for telecommunications equipment. This approach would result in a lack of clarity and insufficient detail as to how and where telecommunications equipment should be provided. Operational information is needed to ensure that the NPPF and Policy COM1 can be implemented, and the preferred policy gives a clear indication of those matters which the Borough will consider when processing planning applications.

## Policy COM3: Communications Infrastructure in New Developments

### Policy Context

**10.17** Paragraphs 21 and 160 of the *NPPF* state that planning policies should recognise and seek to address potential barriers to investment, including any lack of infrastructure and services. Paragraph 162 states that local planning authorities should work with other authorities and providers to assess the quality and capacity of infrastructure, including telecommunications, and its ability to meet forecast demands.

### Evidence Base

**10.18** Improvements to the delivery of a full range of infrastructure needs will be fundamental to achieving the development ambitions of the Borough, to cater for a growing population and expanding business base. It is recognised that a flexible approach will need to be taken, particularly in relation to delivering infrastructure for newly established communities as they evolve throughout the plan period.

**10.19** As new development increases the demand for communications infrastructure, it is likely that development sites would require new telecommunications equipment and infrastructure to be upgraded in order to provide them with the effective mobile and broadband connectivity required. This is especially the case for those sites that have been identified for development and are peripheral to the existing urban area where a network may already be established. Proximity to communications infrastructure is sometimes key to the maximum effectiveness of such infrastructure, a result of direct relationship between connection speeds and proximity to exchanges or infrastructure centres.

## Policy COM 3

### Communications Infrastructure in New Developments

The Council will support proposals which install new, or improve existing, communications infrastructure if they are required to enable the successful delivery of development sites in chapters 7, 8 and 11 of this plan, and where they accord with all other relevant policies in the plan. All new developments will be expected to:

1. Identify and plan for the telecommunications network demand and infrastructure needs arising from the development, and ensure that these are addressed in reasonable time to serve the proposed development from first occupation.
2. Include provision for connection to broadband and mobile phone coverage across the site.
3. Proposals for major development should encourage the provision and accommodation of communal telecommunications equipment.
4. Where the scale, form and massing of the new development is shown, on the basis of sound technical evidence, to be likely to cause an unavoidable interference with existing communications infrastructure in the vicinity, the Council will seek opportunities to mitigate such impact through appropriate design modifications and all suitable measures for resiting, re-provision or enhancement of any relevant communications infrastructure within the new development.

## Alternative Options COM 3

### Communications Infrastructure in New Developments

**Option1: No Policy** - This option has been discounted because it could lead to unmanaged improvements in the provision of high quality communications infrastructure which is necessary to cope with existing demands, as well as cater for a growing population. An under-provision of infrastructure might result in considerable pressure on the current capacity, while an over-provision could result in the proliferation of new telecommunications structures.

**Option 2: Substitute Criteria** - Alternative options are to have more stringent or less stringent criteria for the provision of communications infrastructure in new developments. It is considered that the preferred policy will achieve the right balance to accommodate new communications infrastructure on development sites, and is flexible enough to allow for practicability or feasibility.

# Chapter 11: Delivering a Wide Choice of High Quality Homes

## STRATEGIC POLICIES

### Policy H1: Housing Strategy

#### Policy Context

- 11.1** Paragraph 47 of the *NPPF* requires local planning authorities to boost significantly the supply of housing. It expects evidence to be used to ensure that the Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the other policies set out in the *NPPF*. It expects that key sites are identified which are critical to the delivery of the housing strategy for the Borough over the plan period.
- 11.2** Paragraph 47 goes on to identify the requirement for sufficient specific deliverable sites to be identified to meet five years worth of the housing requirement. It is expected that a buffer of 5% is added to the supply of deliverable sites to ensure choice and competition in the market for land. A greater buffer of 20% is required if there has been a persistent pattern of under-delivery. The *PPG* is clear that any backlog in delivery must also be made up within the first five years of the plan, where possible.
- 11.3** Beyond year five, it is expected that developable sites are identified to meet the need for at least a further 5 years, but ideally for a further ten years.
- 11.4** For a site to be considered deliverable, it must be **suitable, available and achievable** as defined by the *NPPF* within a five year period. Developable sites must meanwhile be suitable and have a reasonable prospect of being delivered in the period envisaged.
- 11.5** Policy SD1 of this plan identifies the need for at least 15,260 homes to be delivered within the Borough in order to meet the requirement of the *NPPF* in the period from 2014 to 2034. In order to achieve this, it recognises that around 8,000 to 8,500 homes will need to be provided on sites on edge of the Borough's main settlements, requiring the extent of the Green Belt to be amended. The Green Belt has been amended by this plan, in accordance with paragraph 83 of the *NPPF*, which states that the Green Belt may only be amended through the preparation or review of a Local Plan.

#### Evidence Base

##### *Housing Needs*

- 11.6** As set out in policy SD1 there is a need for 14,582 homes to be delivered within the Borough in the remainder of the period from 2014 to 2034. This equates to the need for 767 homes per annum. A significant proportion of the need for housing in Basildon Borough can be attributed to natural growth in the local population. People living longer combined with a higher birth rates means that there is a need for around 550 homes per annum in the Borough to accommodate just the natural change as identified in the *SHMA*.
- 11.7** The *SHMA* indicates that due to increasing life expectancy brought about over many decades by improvements to housing quality and healthcare provision in the UK, the population of people aged 65 and over is expected to increase by around 19,000 people between 2014 and 2037 based on demographic forecasting. This has implications for the turnover of existing homes within the housing stock as people live longer and remain living in their homes, and for the demand for specialist accommodation for older people who may need to live in supported housing. The *SHMA* applied the ratios from *More Choice, Greater Voice (2008)* to determine the need for specialist accommodation for older people in the period to 2037 to meet this growth in the older population. This showed a need for 1,877 units (gross) of sheltered, enhanced sheltered and extra care housing. The communal population of people over the age of 75 is also expected to grow by 826 people over the period to 2037. This projected growth in the communal population is less than the

likely need arising for this type of provision based on the levels of residential care provision and nursing provision recommended in *More Choice, Greater Voice* of 718 bedspaces and 497 bedspaces respectively - 1,215 bedspaces in total.

- 11.8** Due to the ageing population and growth in the population of retirement age people, economic activity in the resident population (as modelled in natural change scenarios) is expected to decrease over the plan period<sup>(3)</sup>. As a consequence of this declining rate of economic activity within the resident population, and a need to maintain, but ideally grow the local economy, there is a need for new people to come into the area to provide the labour force necessary. Consequently, policy SD1 seeks the provision of 217 homes per annum above that required by natural growth to ensure a sufficient labour supply. This level of in-migration required is above that which is projected by the DCLG Household Projections, as likely to occur in any event as a result of normal patterns of movement within the population of the UK.
- 11.9** Without this in-migration to the area, local businesses will struggle to expand should they need to, and local public services will have difficulty in recruiting professional staff such as GPs, nurses and teachers. However, many areas have an ageing population, and will be struggling similarly in this regard. There is therefore a need to ensure that not only are homes provided for a growing labour force, but they are of the size and quality, that higher skilled and professional people could be attracted to.
- 11.10** Whilst there is a need for additional housing for professionals, there is also a need for more affordable housing provision within the Borough. Average house prices within the Borough are in excess of seven times the income of the resident population, making it difficult for first time buyers to access the local property market and for families to meet their accommodation needs as they grow and change. The SHMA identifies the need for at least 3,660 of new homes delivered in the Borough over the period from 2015 to 2034 to be affordable, as defined by the NPPF, in order to meet the need arising from existing local residents.
- 11.11** In order that local residents can afford their ongoing living costs, on top of their accommodation costs it is important that new homes are sustainably constructed, minimising the usage of, and associated costs of energy and water. The location of new homes in relation to public transport provision and services is also important in this regard, reducing costs associated with travel. Where such services are not available, they should be secured alongside new homes to ensure sustainable accessibility.
- 11.12** Another key requirement for both existing residents, and also those seeking to move to the area, are opportunities to live healthy lives and be able to meet their service needs. This means that new homes should have good access to high quality open space provision, and also access to high quality health, education, shopping and cultural services in order to ensure that local people are able to meet their potential and new comers are attracted to the area.

### ***Housing Land Supply***

- 11.13** As set out in relation to policy SD1, 678 homes have been delivered within the Borough since 2014. There is therefore a need to deliver a further 14,582 homes during the plan period. As set out in policy SD1, there is sufficient capacity within the existing urban areas to accommodate around 6,500 to 7,000 homes. In addition to this, policies H8 to H29 identify sufficient sites to secure around 8,000 homes on the edge of settlements within the Borough, together with H6 which will deliver additional gypsy and traveller pitches over the plan period. This mix of provision will enable the overall housing requirement to be met, together with a significant proportion of the accommodation needs of the gypsy and traveller population.
- 11.14** However, sites on the edge of settlements, previously within the Green Belt, are not available for development purposes until this plan is adopted. Consequently, it is has not been possible to identify a five year housing land supply which delivers the annualised requirement of 763 homes

3 Greater Essex Demographic Forecasts Phase 7 background data - Scenario Natural Change with 2012 Headship Rates

per annum and also addresses the small backlog arising from 2014/2015, and the required land supply buffer of either 5% or 20%. As a consequence, a greater proportion of the required homes is likely to be delivered in the period beyond 2020, when the sites on the edge of settlements begin to benefit from the detailed planning consents, enabling infrastructure and construction commences on these sites.

- 11.15** Due to similar issues affecting the other authorities within the South Essex Housing Market Area, it has not been possible to resolve this issue through cross-boundary working. Therefore, this plan sets out a pragmatic response to the matter, by proposing an initial housing delivery target of 615 homes per annum to 2020, followed by a higher target of 822 homes per annum thereafter for the remainder of the plan period.

#### ***Delivery and Viability***

- 11.16** The approach taken by this plan seeks to maximise capacity from deliverable and developable sites identified within the *HELAA*. It is these deliverable and developable sites that are identified through this plan, and therefore there is a reasonable prospect that the level of housing growth proposed can be achieved. Additional evaluation of these sites including viability assessments, Outline Landscape Appraisals and ecology assessments has also been undertaken to ensure that the level growth proposed for each site is broadly appropriate. Furthermore, the *HELAA* does not include a windfall allowance, and therefore any windfall that does occur will be additional to the calculated supply and increase the plans flexibility.
- 11.17** The *HELAA* identifies the likely time frame in which each of the deliverable and developable sites could come forward. However, such time frames are subject to change having regard to issues associated with constraints, the timing of ecological assessments and landownership arrangements and legal agreements. Build rates are also significant, and can impact on the level of provision even once construction has commenced. Evidence in the *SHMA* is clear that the supply of land has previously obstructed the delivery of sufficient homes within the Borough. In order to reduce the impact housing land supply has on the delivery of homes, a market led approach is advocated. In this approach the Council only seeks to phase site delivery in relation to infrastructure provision. This will allow the market to bring forward sites to respond to demand from the market where infrastructure requirements have been addressed.
- 11.18** In terms of viability, this plan identifies a range of sites and therefore the risks associated with viability causing non-delivery are reduced. In line with the Council's adopted *HELAA Methodology 2014*, an independent economic viability appraisal of the Borough's latest *HELAA* has been undertaken. This has indicated as a general conclusion that in current market conditions, an affordable housing policy requirement of 35-40% on otherwise 'suitable and available' *HELAA* sites, combined with higher-value Section 106/CIL requirements whilst allowing most development to occur, could render some sites unviable. It has therefore been necessary to give some further consideration to the need for affordable housing provision, and the balance to be struck between such provision and the provision of infrastructure. This may mean that the full requirement for affordable housing is not secured on some private development sites.
- 11.19** However, the Council has established its own housing delivery company, Sempra Homes, to bring forward housing development on Council owned land, and to support the wider delivery of housing within the Borough. Sempra Homes re-invests its profits in further projects, and consequently has the ability to deliver greater levels of affordable housing than would be the case for a private development company. Sempra Homes will therefore meet a proportion of the affordable housing requirement not being secured on other sites. The Council also works closely with Registered Providers to secure affordable housing and mixed tenure schemes on sites within the borough.

## Policy H 1

### Housing Strategy

1. During the period 2014 to 2034, 15,260 homes will be delivered within the Borough. During the period 2015 to 2020, these homes will be delivered at a rate of at least 615 homes per annum. During the remainder of the plan period, homes will be delivered at a rate of 822 homes per annum.
2. New homes will respond to the projected needs of the Borough's residents and will include; specialist accommodation for older people; homes for first time buyers; pitches for gypsies, travellers and travelling showpeople; self-build and custom build homes; and larger housing that will help attract higher skilled and professional workers to live in the Borough.
3. The provision of new homes will be aligned with the provision of strategic and supporting infrastructure to meet the needs of a growing population and increased traffic on the road network. Phasing land releases will be used to ensure that this is achieved, but will not be used to hold back development where acceptable infrastructure is already in place.
4. In order to create more long-term sustainability in the housing market, at least 3,660 new homes will be affordable, as defined in the *NPPF*. This will comprise a mix of social housing, affordable rented housing and intermediate housing, aimed at the needs of local people. This will be secured by seeking on-site contributions from private developments, and delivering higher levels of affordable housing provision in developments brought forward by Sempra Homes and other Registered Providers of housing.
5. To ensure that new homes respond to the needs of local residents, and contribute towards the creation of sustainable communities, opportunities will be sought through the location and design of development to achieve the wider objectives of this plan including:
  - a. High standards of design that create places people want to live now and in the future, and high standards of sustainability within the design and construction of new homes so that people can enjoy a low cost, healthy living environment;
  - b. The provision of integrated formal public open space, and the enhancement of the green infrastructure network to offer a range of environmental benefits including the management of the impacts on and impacts of climate change; and
  - c. The wider use of public transport and active modes of transport to access employment, education, services and recreation opportunities. Access should be inclusive and encourage community cohesion. The location of new homes should not encourage social isolation.

## Alternative Options H 1

### Housing Strategy

**Option 1: No Policy** - The preferred policy seeks to direct the nature of housing development in the Borough, identifying target needs, the requirement for affordable housing provision, and the need for high quality housing provision aligned with infrastructure. In the absence of a policy, it is not likely that the target needs or requirement for affordable housing would be met. This would be contrary to the requirements of the *NPPF*, and is not therefore a reasonable alternative option.

**Option 2: Constant Housing Requirement** - The proposed policy sets out a lower rate of delivery for years 0 to 5 to reflect the lag in delivery associated with releasing land from the Green Belt. This is addressed by a higher rate of delivery in years 6 onwards. An alternative approach would be to apply a constant rate of delivery of 763 homes per annum across the plan period. There are however indications that this would not be deliverable unless further land within the Green Belt is released for development

purposes. This would see the quantum of greenfield land required by the plan increased, and would potentially have implications for the wider environment requiring development on sites which are more environmentally sensitive, which is not regarded as reasonable.

## Policy H2: Specialist Accommodation Strategy

### Policy Context

- 11.20** Paragraph 50 of the *NPPF* states that local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community including older people and people with disabilities.

### Evidence Base

- 11.21** Essex County Council is the provider of social services in the Borough. It is encouraging the provision of specialist accommodation in Essex as a means by which older people can continue to live healthy and active lives within existing communities and has set the target of delivering 240 additional units of specialist accommodation to enable older people to live independently within the community by 2020. This target is set out in the Essex County Council's *Independent Living Position Statement Rev 8 (2015)*. This approach to meeting the specialist accommodation needs of older people is intended to reduce the demand for residential/nursing home care, which is a considerably more expensive way of meeting the needs of older people, and can unnecessarily restrict independence within this age group. The *Essex Adult Social Care Market Position Statement (2012)* sets out the current levels of provision of specialist accommodation to meet the needs of older people and people with disabilities within the Borough. This has been compared to the levels of provision needed per 1,000 people aged 75 and over as advocated by *More Choice, Greater Voice* to determine the quantum of need going forward. This has been compared in the table below with the background information from the SHMA to calculate need for the period to 2034.

Table 11.1 The Need for Specialist Accommodation for Older People by 2034

Specialist Accommodation Type	Standard (per 1,000 population aged 75+)	Existing Provision (units)	Requirement at 2034 (units)	Requirement for Additional Provision (units)
Extra Care	25	111	592	481
Supported Housing	125	2,530	2,960	430
Enhanced Sheltered	20	-	474	474
Specialist Dementia	10	-	237	237
<b>TOTAL</b>	<b>-</b>	<b>2,641</b>	<b>4,193</b>	<b>1,622</b>

- 11.22** Due to relatively higher levels of deprivation within parts of the Borough compared to elsewhere in Essex, Essex County Council highlight a need within the *Shaping Futures Market Position Statement 2015-2025*, for a proportion of the specialist accommodation provided for older people within the Borough to be of an affordable tenure to ensure access. This is supported by the *Independent Living Position Statement Rev 8*, which specifically seeks 79 socially rented units and a 161 units of shared ownership units of specialist accommodation to be provided by 2020.

- 11.23** Whilst there is a focus on enabling people to live independently, with an ageing population there will always be a need for residential/nursing care to meet some older peoples care and accommodation needs. There are currently 856 residential/nursing care beds within the Borough.

The SHMA shows that the population of people aged 75 and over living in communal accommodation is expected to grow by 718 people by 2034 (826 people by 2037). This growth is less than that required by the levels of provision set out in *More Choice, Greater Voice* of 1,056 bedspaces by 2034 (1,215 by 2037). This indicates that supply should be a minimum of 718 bedspaces.

- 11.24** The *Adult Social Care Market Position Statement* also sets out data related to the specialist care and accommodation needs of working aged adults with learning disabilities and people with physical impairments. The majority of the needs for these groups are met within the existing community. However, there is provision of 115 places for people with learning disabilities within the Borough and 30 places for people with physical disabilities. These places are important for promoting independent living, and for supporting people where their carer(s) are no longer able to support them. The level of provision within the Borough is more than sufficient to meet its needs, and consequently there is no specific requirement for further provision in this regard, although this will need to be kept under review, with flexibility available to enable any special provision required.

## Policy H 2

### Specialist Accommodation Strategy

1. The Council will seek to secure at least 1,620 units of additional specialist accommodation for older people throughout the plan period. This will be achieved by:
  - a. Requiring a proportion of new homes within larger development proposals to be in the form of specialist accommodation for older people. Where this aligns with need, specialist accommodation may be required to form part of the affordable housing provision;
  - b. Working with Registered Providers and Sempra Homes to secure specialist accommodation for older people within affordable housing proposals on suitable sites; and
  - c. Supporting proposals by private sector specialist accommodation providers within appropriate, accessible residential locations within the Borough, subject to compliance with all other relevant policies within this plan.
2. The Council will also be seeking to secure at least 720 additional residential care/nursing beds for older people throughout the plan period. This will be achieved by:
  - a. Working with those promoting large strategic development sites to include provision on these sites;
  - b. Supporting proposals by private sector residential care/nursing home providers within appropriate, accessible residential locations within the Borough, subject to compliance with all other relevant policies within this plan; and
  - c. Using its periodically reviewed *Integrated Housing Strategy*, the Council will work with Essex County Council to secure sites for the above, and other forms of specialist accommodation to meet the needs of people with disabilities and older people, as and when that need arises. Where appropriate other partners including Registered Providers and Sempra Homes may be engaged to secure this provision.

## Alternative Options H 2

### Specialist Accommodation Strategy

**Option 1: No Policy** - In the absence of a policy on meeting the specialist needs of older people in particular, there is a risk that the needs of this group would go un-met as there are additional costs associated with specialist accommodation that is not associated with regular homes. This has implications

for the well-being of older people and the social care budget. It would also be contrary to the *NPPF* which expects the special accommodation needs of older people and disabled people to be met. Consequently this is not a reasonable alternative.

**Option 2: Identify Specific Sites** - There are no sites within the Borough that have been specifically promoted for the provision of specialist accommodation or care home provision by landowners. There is a risk that this approach would not be effective. Additionally, the identification of specific sites may mean that new provision is isolated, whereas the inclusion of specialist accommodation and care homes within wider housing developments / residential areas ensures better integration with the community.

## Policy H3: Gypsy, Traveller and Travelling Showpeople Accommodation Strategy

### Policy Context

**11.25** Gypsies and travellers have lived in England for over 500 years. Many continue to pursue an active itinerant lifestyle and are generally self-employed, however, increasingly communities are becoming more settled, particularly for health, education or age related issues affecting certain occupants of their households. They are not a uniform homogeneous community, but rather a group of communities which share some similarities, but with their own histories and traditions with the main cultural groups being Romany Gypsies, Irish Travellers and New Travellers.

**11.26** Romany Gypsies and Irish Travellers are specifically recognised in law as distinct ethnic groups and are legally protected from discrimination under the *Equalities Act 2014*, the *Children and Families Act 2014* and the *Human Rights Act 1998*.

**11.27** Paragraph 4 of the *NPPF* makes it clear that local planning authorities should consider the Government's *PPTS*, in conjunction with the *NPPF*, when preparing plans or making decisions on Travellers Sites in their area. The *PPTS* was first published in March 2012 and updated in August 2015.

**11.28** The *PPTS* makes it clear at paragraph 3 that the Government's overarching objective is to ensure fair and equal treatment for gypsies and travellers, in a way that facilitates their traditional and nomadic way of life while respecting the interests of the settled community. To deliver this it has established seven policies in the *PPTS*. In addition it sets out how the planning system defines gypsies, travellers and travelling showpeople:

**11.29** For the purposes of planning policy, gypsies and travellers are defined in the *PPTS* (2015 update) as being:

*Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.*

**11.30** In determining whether persons are "gypsies and travellers" for the purposes of the *PPTS*, consideration should be given to the following issues amongst other relevant matters:

- a) whether they previously led a nomadic habit of life
- b) the reasons for ceasing their nomadic habit of life
- c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

**11.31** For completeness, travelling showpeople are defined by the *PPTS* as being:

*Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.*

- 11.32** In support of Council's legal duties in respects of the *Housing Act 2004* it has assessed the needs of gypsies and travellers in the Borough. Such an assessment also meets the requirements of Policy A of the *PPTS* which seeks early and effective engagement with the settled and traveller communities, to understand the current issues and understand their likely permanent and transit accommodation requirements over the lifespan of the plan, working collaboratively with neighbouring local planning authorities.
- 11.33** Policy B of the *PPTS* establishes that local planning authorities should set local pitch targets for gypsies and travellers and plot targets for travelling showpeople. These are expected to address the likely permanent and transit site accommodation needs of travellers in their area identified from Policy A and where a need is identified, policy criteria should be set to guide land supply allocations, including identifying and managing a rolling 5 year pitch supply where possible up to the plan's 15th year. In addition, it sets out basic expectations as to what should be considered when planning for travellers sites including access to services, health and safety and protecting local amenity and environment.
- 11.34** Policy B does however states at paragraph 12 that in exceptional cases, where a local planning authority is burdened by a large-scale unauthorised site that has significantly increased their need, and their area is subject to strict and special planning constraints, then there is no assumption that the local planning authority is required to plan to meet their traveller site needs in full. This aspect of Policy B has implications for the Borough as a consequence of the need arising from the former unauthorised Dale Farm site, and is discussed further in relation to the evidence base below.
- 11.35** Policy C, D and E cover the considerations for rural communities and Green Belt, including what to take into account when determining whether new sites are appropriate and how to allocate them.
- 11.36** Policy F and G focus on trying to ensure the residential and business needs of travellers are accommodated where possible on the same site and what local planning authorities should do if faced with proposals for major development that may affect existing Traveller accommodation.

## Evidence

- 11.37** In accordance with national planning policy, a *Basildon Borough Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (BBLNAA)* was completed in December 2013. In addition, through the Duty to Cooperate, the Council participated in the collation of the wider *Essex Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (ELNAA)* published later in July 2014 alongside all other Greater Essex local planning authorities and the County Council. Both studies followed the same methodology and collectively represent a local and strategic picture of needs until 2033.
- 11.38** As a consequence of the changes to definition of gypsies and travellers in the 2015 update to the *PPTS* which requires gypsies and travellers, for planning purposes, to demonstrate a nomadic lifestyle, additional interviews were commissioned to update the *BBLNAA* in October 2015. The purpose of this work is to identify those gypsies and travellers which should be planned for in accordance with the *PPTS*, as they retain a nomadic lifestyle, and those which should otherwise have their specific cultural needs of living accommodation met in accordance with the *Equalities Act 2014*, the *Childrens and Families Act 2014* and the *Human Rights Act 1998*, but no longer exercise a nomadic lifestyle and where the *PPTS* does not apply. This work is ongoing, but is not likely to alter the overall assessment of need, but rather, how it is met through different sites in this plan. In addition, the Council prepared a *Basildon Borough Gypsy, Traveller and Travelling*

*Showpeople Site Provision Study (BBSPS)* in August 2015 to determine if the Borough could accommodate the pitch and plot needs identified from the *BBLNAA*, through broad locations and specific sites that are otherwise suitable, available and achievable, as required by the *PPTS*.

### **Existing Provision**

- 11.39** The *BBLNAA* identified existing provision comprising of 25 pitches on the public site on Courtauld Road, 90 private pitches with planning permission, 8 private pitches with temporary planning permission and 13 private pitches which do not benefit from planning permission but have been present for a substantive period of time – these are known as tolerated sites. Additionally, there are two existing travelling showpeople yards with planning permission within the Borough. The *BBSPS* recommends that these existing sites are safeguarded for the provision of pitches and yards. The purpose of such safeguarding is to ensure that the needs of the current community of gypsies and travellers is met, and the future need for new site provision does not increase as a consequence of the loss of sites to other uses.
- 11.40** At this time, there is one site proposed for new pitch provision within the Borough. Land west of Gardiners Lane South, Basildon benefits from a resolution to grant planning permission for 15 pitches subject to a Section106 Agreement.

### **Need for Additional Provision**

- 11.41** The *BBLNAA* identifies the need for pitch provision within the Borough to 2033. It identifies a requirement arising from population growth on existing authorised sites, existing temporary sites and small scale unauthorised sites of 104 pitches. The Council is also required to identify the need arising from the large scale unauthorised site at Dale Farm which has now been cleared through enforcement action. This has been identified through the *BBLNAA* as 136 additional pitches.
- 11.42** The *BBSPS* has evaluated whether there are any other suitable and available locations or specific land parcels available to meet the need for gypsy and traveller accommodation provision within the Borough. It applied a sequential approach which first considered the urban areas of the Borough where gypsies and travellers are currently located. It then considered those parts of the urban area where gypsies and travellers do not currently live. Finally, it considered locations in the Green Belt. Each specific parcel of land promoted for new gypsy and traveller accommodation provision was subject to appraisal against criteria, taking a very similar approach to the appraisal of housing sites within the *HELAA*. The *BBSPS* identified just one site in the existing urban area that was appropriate for the accommodation of pitches. This site has a capacity for 10 pitches. The study identified a further 40 sites with a capacity for 62 pitches within the Green Belt which are appropriate for pitch provision. It therefore identifies a total supply of 72 pitches.
- 11.43** The level of pitch supply identified as appropriate in the *BBSPS* is insufficient to meet the need for pitch provision in the Borough. It therefore recommends that consideration be given to securing pitches alongside traditional housing provision on strategic sites on the urban periphery i.e. those sites identified in policies H9 to H27 of this plan. Such an approach has implications for the density of development, and consequently the viability of development. Therefore, this has been the subject of testing within the *Whole Plan Viability Assessment (2015)*. This assessment has shown that providing pitches upon these strategic sites would make development on these sites marginal in terms of viability, and would consequently put at risk the delivery of housing generally through this plan. Such an approach would therefore be contrary to the *NPPF*.
- 11.44** In order to overcome this issue, consideration has been given to whether the Council can use its assets to improve the viability of provision on those sites identified in policies H9 to H27. It however only has land interests in one site – H13. Both the *BBLNAA* and the *BBSPS* recommend limiting the number of pitches on a single site to 15. Therefore, through use of Council assets it is possible to secure just 15 additional pitches on strategic sites.
- 11.45** There is also the potential for some additional supply to come forward in the plotlands. Policy GB3 permits for plotland infill to occur subject to specific criteria. These criteria include a requirement for a local connection to the plotland in question, and for the development to be low in scale and

spaciously set within the site. This may allow for some existing local gypsy and traveller families to meet the needs of their growing families in these locations. The total capacity of the plotlands is in the region of 218 homes. If 5% to 10% of these were used to accommodate the growth of local gypsy and traveller families this would give rise to provision of the order of 11 to 22 pitches. It should however be noted that at this time, these plots have not been promoted for that purpose, and this supply cannot be certain.

- 11.46** Taking into account the sites identified through the *BBSPS*, the provision of a strategic site within housing allocation H13 and the potential for plotland infill to provide some additional provision, the Council is of the view that the Borough's pitch supply during the plan period is of the order of 98 and 109 pitches. This range of supply aligns with the need arising from the authorised sites, temporary sites and small scale unauthorised sites within the Borough. It does not however make provision for the need arising from the large unauthorised site formerly located at Dale Farm as there is demonstrably insufficient land available for that purpose. This need will therefore need to be met through the Duty to Cooperate.

#### ***Need for Transit Site Provision***

- 11.47** The *ELNAA* identifies an additional need for at least two publicly provided transit sites to be delivered within the Greater Essex area by 2033 with between 10 and 15 pitches per site. The *BBSPS* has evaluated whether there are any suitable and available sites within the Borough to meet this wider Essex need. It has concluded that there is no suitable and available site for this purpose, and this need will also have to be addressed through the Duty to Cooperate.

#### ***Need for Additional Travelling Showpeople Provision***

- 11.48** The *BLNAA* has shown that there is no clear immediate need for additional yards for travelling showpeople in the Borough and therefore this plan does not seek to identify new provision. The *BBSPS* has however evaluated and identified three broad locations where additional travelling showpeople yard provision could be met subject to the wider policy framework set out in this plan.

#### ***Duty to Cooperate***

- 11.49** The Council has engaged formally and informally at officer and some member levels in meeting the needs for gypsy, traveller and travelling showpeople in Greater Essex; which it regards as being a strategic, cross boundary matter.
- 11.50** The focus on this engagement until now has been through formal responses to Local Plan or Spatial Development Strategy consultations, whilst evidence to establish need and determine potential site supply for Basildon Borough has been underway. This has included formal consultation responses setting out that those authorities should be mindful that the findings of, and updates to evidence bases relating to gypsy, traveller and travelling showpeople accommodation could mean they will be asked to meet provision from outside their administrative area. This dialogue has been included in the following activities since 2012 for:
- Castle Point - *New Local Plan Consultation* (Mar 2014)
  - Brentwood - *Draft Local Plan Consultation* (Sept 2013) and *Dunton Garden Suburb Memorandum of Understanding* (Nov 2014)
  - Braintree - *Local Plan Issues and Scoping Consultation* (Mar 2015), *Site Allocations and Development Management Pre-Submission Consultation* (Mar 2014) and *Further Changes to Pre-Submission Consultation* (June 2014)
  - Chelmsford - *Chelmsford City Council Duty to Cooperate Scoping Report* (Aug 2015)
  - Colchester - *Local Plan Focused Review Post Hearing Modifications Consultation* (Mar 2014)
  - Greater London Authority/Mayor of London - *Further Alterations to the London Plan* (Apr 2014)
  - London Borough of Havering - *New Local Plan Consultation* (Mar 2015)
  - Maldon - *Duty to Cooperate Questionnaire* (2012)
  - South Essex Strategic Planning Group

- Thames Gateway South Essex Planning and Transport Board 2013-2014
- Thurrock - Core Strategy Focused Review (Jan 2013)

**11.51** A lack of comparable evidence, or different time-scales or stages for plan-making have and continue to present practical challenges for meaningful engagement, with only two other authorities in Greater Essex (Chelmsford City and Uttlesford District) having undertaken a recent equivalent of the BBSPS to determine if their areas have any land suitable to meet gypsy, traveller and travelling showpeople unmet needs within their areas. The recent change in definition in the PPTS adds to this challenge as all need evidence is to be updated to reflect the new policy.

**11.52** The Council accepts that more needs to be done through the Duty to Cooperate by all Greater Essex authorities in this regard, prior to Basildon Borough Council being able to submit its Local Plan to Government. This is particularly in respects of whether other local planning authorities in Essex can assist in meeting the need arising from the large scale unauthorised former site at Dale Farm. The Council will continue to seek proactive cooperation with other Greater Essex authorities at a Member and Officer level before the plan is finalised.

## Policy H 3

### Gypsy, Traveller and Travelling Showpeople Accommodation Strategy

1. The Council will seek to provide for the accommodation and well-being needs of the Borough's gypsy, traveller and travelling showpeople communities by securing existing provision and seeking the delivery of an additional 104 pitches by 2033. This will be achieved by:
  - a. Refusing planning permission for changes of use, to uses other than for residential use by gypsy and travellers or as a travelling showpeople yard, through safeguarding existing sites as set out in Appendix 3 and shown on the Policies Map unless acceptable replacement accommodation can be provided, or it can be demonstrated that the site is no longer required to meet any identified needs.
  - b. Allocating suitable, available and achievable land within the Borough's urban areas and Green Belt for new or expanded gypsy and traveller pitches through policy H4.
  - c. Allocating suitable, available and achievable land within the Borough's urban areas and Green Belt to develop park homes for gypsies and travellers that no longer lead a nomadic lifestyle in accordance with policy H32.
  - d. Securing a new site to accommodate 15 pitches alongside new housing provision within land east of Basildon as set out in policy H13.
  - e. Determining on a case by case basis from 2020 onwards whether any unmet need for gypsy and traveller pitches and/or park home pitches can be catered for on:
    - i. Other strategic sized sites identified within policies H9 to H27 of this plan, having regard to market conditions and development viability at the time of submission of a planning application.
    - ii. Any other new suitable and available sites not identified within this plan, having specific regard to the specific criteria-based design requirements set out in Policy H31, all other relevant policies in this plan, and the requirements of national policy set out in the PPTS and NPPF.
2. The Council will continue to work with other local planning authorities and Essex County Council to secure the provision of:

- a. The need arising from the large scale unauthorised former site at Dale Farm in other Boroughs/Cities/Districts in Greater Essex;
  - b. New transit sites to meet Greater Essex needs.
3. The Council will manage the siting and design of all applications for new or extended gypsy, traveller and travelling showpeople accommodation in accordance this strategic approach and specific criteria-based design policy H31.

## Alternative Options H 3

### Gypsy, Traveller and Travelling Showpeople Accommodation Strategy

**Option 1: No policy** - The *NPPF* makes it clear that local planning authorities should consider the Government's *PPTS*, in conjunction with the *NPPF*, when preparing plans or making decisions on travellers sites in their area. Failure to include a strategic policy is therefore likely to be contrary to the *NPPF/PPTS* and would be likely to result in the plan being found to be unsound. This is not therefore a reasonable alternative to policy H3.

**Option 2: Introduce a requirement for sites of 100 units in size or greater to provide 1 pitch per 100 units up to a maximum of 15 pitches on those sites released from the Green Belt** - In addition to (1a), (1b) and (1c) of policy H3, this would require all development sites in the edge of the settlement boundaries allocated from the Green Belt to provide 1 pitch per 100 homes, up to a maximum of 15 pitches. This approach has been subject to viability testing and has been found to affect the viability of the policy requirements of the wider plan, including the delivery of other types of housing need and does not therefore result in sustainable development compliant with the requirements of the *NPPF*.

**Option 3: Introduce a staggered criterion for securing new pitch provision through different smaller and larger strategic development sites released from the Green Belt** - In addition to (1a), (1b), and (1c) of policy H3, this would require all development sites on the edges of the settlement boundaries allocated from the Green Belt that provide 501 dwelling units or more to incorporate a 15 pitch gypsy and traveller site, or park home site, as part of the residential mix of development, regardless of its total unit provision. For all development sites removed from the Green Belt allocated for between 100 units and 500 units, there would be a further requirement for these to incorporate the provision of gypsy and traveller pitches, or park home pitches at the ratio of 1 pitch for each 100 dwelling units. Whilst this would try and address the role and capability of different sized allocations in relation to their potential to accommodate different types of residential unit requirements, it would result in a disproportionate scale of provision being required on sites which differ only by one residential unit; the difference resulting in the need of a further 10 pitches, which is considered to be unreasonable, affecting the viability of the policy requirements of the wider plan, including the delivery of other types of housing need and therefore not resulting in sustainable development.

**Option 4: 100 unit site size threshold, and ratio of 1 in 10 units for securing new pitch provision through sites released from the Green Belt** - In addition to (1a), (1b), and (1c) of policy H3, this would see any major development of above 100 units being released from the Green Belt being required to contribute towards gypsy and traveller site, or park home site supply, at a ratio of 1 pitch per 10 dwelling units, up to a maximum of 15 pitches per site. Whilst this might assist in increasing the theoretical number of pitches that could be provided as part of the site's delivery, it would mean that a site would only have to provide 150 homes to be considered large enough to provide a 15 pitch site for either gypsy and traveller or park home purposes, which is considered to affect the viability of the policy requirements of the wider plan, including the delivery of other types of housing need and therefore not resulting in sustainable development.

**Option 5: 100 unit site size threshold and varied ratios of provision from 2 pitches per 100 units to 4 pitches per 100 units on sites released from the Green Belt** - In addition to (1a), (1b), and (1c) of policy H3, this would see any major development of above 100 units being released from the Green Belt being required to contribute towards gypsy and traveller site, or park home site supply, at a ratio greater than 1 pitch per 100 dwelling units, up to a maximum of 15 pitches per new site. For example 2, 3 or 4 pitches per 100 dwelling units, etc. Some housing allocations due to their overall size, would be required to provide more than one 15 pitch gypsy and traveller site under this option. Whilst this might assist in increasing the theoretical number of pitches that could be provided as part of each housing site's delivery, helping to address need that cannot otherwise be met if H3 is followed, it is regarded that this would be challenging to achieve in practice without affecting the viability of the policy requirements of the wider plan, including the delivery of other types of housing need and therefore would not result in sustainable development.

**Option 6: In addition, allocate and release sites for affordable gypsy and traveller sites through a Rural Exception Site policy:** In addition to (a), (b), and (c) of policy H3, this would seek to address the PPTS policy requirement D for the local planning authority to consider allocating and releasing sites solely for affordable gypsy or traveller pitches using a Rural Exception Site policy to increase supply where there is lack of affordable land to meet local needs. There is currently no indication that a lack of affordable land is affecting meeting local needs, rather a lack of suitable and available land.

## **ALLOCATION POLICIES**

### **Policy H4: Established Residential Areas**

#### **Policy Context**

- 11.53** The *NPPF* sets out a presumption in favour of sustainable development. A policy which sets out where development is promoted will assist in ensuring the presumption is applied in the right locations in the Borough.

#### **Evidence Base**

- 11.54** Basildon Borough has clearly defined and long established residential areas where residential development, and alterations to existing homes are normally acceptable in planning terms, subject to consideration of material matters associated with design and amenity. These are, in the main, distinct from those areas which are in commercial use, and where residential development may not always be suitable due to the impact it would have on industrial activity, active frontages, or to the amenity of occupants due to neighbouring uses.

#### **Policy H 4**

##### **Established Residential Areas**

The extent of established residential areas within the Borough is defined on the Policies Map. Within these areas the principle of housing development and improvements to existing housing is supported, having regard to all other relevant policies set out in this plan.

## Alternative Options H 4

### Established Residential Areas

**Option 1: No Policy** - The preferred policy sets out where the presumption in favour of sustainable development in relation to housing development will apply, reducing the need for the suitability of the residential development within a residential area to be questioned each time. Without such a policy, the ease of decision making could be reduced, although the Council has not previously identified residential areas within its local plan, and has maintained a distinction between residential and commercial areas, suggesting that such a policy may not be necessary.

## Policy H5: Established Gypsy, Traveller and Travelling Showpeople Sites

### Evidence Base

#### *Existing Provision - Gypsies and Travellers Sites*

- 11.55** In the Borough there are 86 private and occupied Gypsy and Traveller sites, ranging in size from a single pitch to one containing over 35 pitches. There is also 1 publicly owned site of 25 pitches in Hovefields Avenue, Basildon. Of these, 55 sites have legally authorised pitches, 35 sites have unauthorised pitches and 1 site is authorised, by virtue of a resolution to grant planning permission subject to S106 Agreement. These are set out in Appendix 3.
- 11.56** In addition, there are twelve 1 pitch sites that have been tolerated for many years by the Council and are now likely to be lawful as a result of being immune from enforcement proceedings. The BLNAA however identifies that any regularisation of these individual pitches in the future will not contribute towards meeting the identified need for future gypsy and traveller provision, but would ensure they are safeguarded in law. These sites are identified in Appendix 3.
- 11.57** There are no transit sites in the Borough.

#### *Existing Provision - Travelling Showpeople Yards*

- 11.58** In the Borough there is currently 1 privately owned and occupied travelling showpeople yard in Wickford as identified in Appendix 3.

## Policy H 5

### Established Gypsy, Traveller and Travelling Showpeople Sites

Refusing planning permission for changes of use to uses other than for residential use by gypsy and travellers or as a travelling showpeople yard of the sites identified in Appendix 3 unless acceptable replacement accommodation can be provided, or it can be demonstrated that the site is no longer required to meet any identified needs.

## Alternative Options H 5

### Established Gypsy, Traveller and Travelling Showpeople Sites: Alternative Policy Options

**Option 1: No policy:** The *NPPF* makes it clear that local planning authorities should consider the Government's *Planning Policy for Traveller Sites*, in conjunction with the *NPPF*, when preparing plans or making decisions on travellers sites in their area. This includes safeguarding existing provision, so as to ensure that sites required to meet needs are not lost to other uses. Without a policy, the plan is at risk from being found unsound. This is therefore not a reasonable alternative.

## Policy H6: New Gypsy and Traveller Sites

### Evidence Base

- 11.59** The *BBSPS* has evaluated the potential options for accommodating the need through specific sites in the urban area and the Green Belt that are suitable and available as required by the *PPTS*.<sup>(4)</sup>
- 11.60** Sequentially, the *BBSPS* examined urban land available for development to determine its suitability for gypsy and traveller accommodation; however only one site capable of accommodating 10 pitches was found to be suitable, however this is not available until 2018-2022.
- 11.61** Furthermore, land within the Green Belt extent has been evaluated to determine whether sites exist that could be developed for gypsy and traveller suitable accommodation, whilst having no significant effect on the purposes for including land within the Green Belt. This includes suitable scaled extensions to existing sites and new sites. Sites with the potential for 49 pitches were found to be suitable and available for the provision of pitches within the period to 2018. Further sites with an additional capacity of 13 pitches were found to be suitable and available for provision after 2018.
- 11.62** The overall capacity for new gypsy and traveller site provision is 72 pitches, of which 49 are available within five years, and 23 are available beyond 2018. As set out in relation to policy H4, this provision will be bolstered through the provision of a site comprising 15 pitches as part of the allocation set out at policy H13.

## Policy H 6

### New Gypsy and Traveller Site Provision

To help meet the identified need for gypsy and traveller pitches within the Borough, 72 pitches for Gypsies and Travellers will allocated in the following locations:

- Outside of the Green Belt** - 1 site accommodating 10 Pitches at the Former Haslemere Allotments, off Haslemere Road, Wickford
- Within the Green Belt** - A total of 40 sites accommodating 62 pitches are identified within the extent of the Green Belt in Appendix 4 and allocated for future gypsy and traveller needs. These sites will remain within the Green Belt, and be subject to the design criteria set out in Policy H32.

4 The *BBSPS* is being updated alongside the *BLNAA* in 2015/2016 to reflect the change in the *PPTS* definition of gypsies and travellers in the planning system and to determine how much of the projected need is for gypsies and travellers of a non nomadic lifestyle whose cultural needs are instead met by the provisions in the *NPPF* and may therefore be provided as park homes in policy H32, rather than as gypsy or traveller site.

## Alternative Options H 6

### New Gypsy and Traveller Sites

**Option 1: No policy** - The *NPPF* makes it clear that local planning authorities should consider the Government's *PPTS*, in conjunction with the *NPPF*, when preparing plans or making decisions on travellers sites in their area. This identifying sites which are suitable, available and achievable for creating additional provision. Without a policy, the plan is likely to be contrary to the *NPPF/PPTS* and would be likely to be found to be unsound. This is not therefore a reasonable alternative.

## Policies H7 to H27: New Housing Development Sites

### Policy Context

- 11.63** Paragraph 47 of the *NPPF* seeks to boost significantly the supply of housing. It expects, amongst other things, for Local Plans to identify key sites which are critical to the delivery of the housing strategy over the plan period in order to achieve this.

### Evidence Base

- 11.64** In formulating the policies which follow in this section, the Council has given careful consideration to the extensive evidence base that has been developed to identify and appraise potential development sites. The *HELAA* provides a comprehensive appraisal of the housing land availability within the Borough setting out the suitability, availability and achievability of each site.
- 11.65** This work on the *HELAA* has been considered against work on broad locations for development, as previously considered in the *Core Strategy Revised Preferred Options Report*. That report identified 'Policy Areas for Development and Change' (PADC), where it was intended that the main sites for meeting housing need over the plan period would be located. The work on the *HELAA* has more recently resulted in the identification of 'Strategic Sites', which comprise one or more *HELAA* sites which have been found to be suitable and available through the assessment process, and which when combined, would form a potential housing allocation comprising around 200+ homes.
- 11.66** As part of the work on Strategic Sites, sites located within the PADCs were considered, as were sites which were only excluded for landscape and/or Green Belt reasons. These sites were subject to further assessments in relation to ecology, landscape capacity and infrastructure requirements. As a result of these additional appraisals, capacity for housing provision has been identified within the PADCs previously identified, although not always at the level set out in the *Core Strategy Revised Preferred Options Report*.
- 11.67** This approach has resulted in new medium sized housing locations being identified in each of the settlements, providing a degree of flexibility within the supply and ensuring delivery is not restricted to large sites only. This approach will help to ensure a sufficient supply of sites not restricted by phasing.

### Basildon (including Laindon, Pitsea, Steeple View and Noak Bridge)

- 11.68** The spatial strategy directs around 8,835 homes towards Basildon, including Laindon, Pitsea, Steeple View and Noak Bridge and a further 600 homes towards Bowers Gifford to the east of Basildon. Around 5,900 of these homes will be delivered within the existing urban area, of which around 1,300 homes will be delivered in Basildon town centre as per policy R2, and 200-300 homes will be delivered in Laindon town centre as per policy R3.

## **Land West of Gardiners Lane South, Basildon**

- 11.69** Housing will also be delivered alongside employment development on the urban site known as *Land West of Gardiners Lane South*. This land was included within the *Basildon District Local Plan*. It was identified for the provision of 16ha of employment provision and 20ha of housing and open space provision.
- 11.70** A masterplan was prepared by the majority landowner, then English Partnerships, and adopted by the Council in 2003 as an SPD with the aim of guiding the development of the site. English Partnerships subsequently submitted a planning application for the whole site and a Council resolution granting outline planning permission, subject to the completion of a S106 agreement was approved in 2005. However viability challenges due to complex infrastructure proposals meant the applicant never signed the S106 agreement, and therefore a decision has not been issued.
- 11.71** Since then, a resolution to grant planning permission for a 15 pitch gypsy and traveller site and a separate development for 41 (net) residential units have been approved subject to separate S106 agreements for affordable housing and contributions towards education and health.
- 11.72** The Council has re-examined the allocation and the *HELAA* considers that the site remains suitable, available and achievable for residential development. Whilst noting the challenges it has faced to date, the *ELPS* also considers that this site's position in the A127 Enterprise Corridor and recent investment the local road network have made the site suitable for continuing its future economic role in respects of new land supply.
- 11.73** It should however be noted that the *Playing Pitch Study (2012)* and *Indoor Sports and Recreation Study (2011)* found that the site's existing sports facilities were an important local resource, and will need to be relocated to the satisfaction of Sport England prior to any residential or employment development. In order for the site to be developed there is a need for some, if not all of the pitches to be re-provided elsewhere in the Borough to the satisfaction of Sport England and the sports clubs. This challenge creates its own land requirements and costs which could affect the viability of the site's delivery, particularly if the site is expected to also make meaningful contributions to other forms of infrastructure such as highways.
- 11.74** It is still the Council's view that the whole site should form part of a high quality, mixed residential and employment neighbourhood, as is evident in part from the planning decisions the local planning authority has already taken. However to realise this in a comprehensive way and secure the relocation of existing recreational uses to bring forward the land for the alternative uses, it is felt that a masterplan or development brief should be prepared that can guide how the site will be delivered; either on a phased basis, or more comprehensively.
- 11.75** As the site is located within the A127 Enterprise Corridor, which is a relatively well serviced, accessible location for employment development, the Council expects that this site will continue to provide for new B-Class premises to contribute towards meeting the employment growth requirement set out in chapter 7. This will minimise the amount of land that would otherwise have to be removed from the Green Belt for employment purposes.
- 11.76** With regard to the sports clubs, these represent an impediment to realising its full development potential of the site. This plan will therefore require sites H10 and H13 to provide alternative locations to relocate some or all of the sports clubs alongside the housing proposed on these larger urban periphery sites.
- 11.77** This site is not within close proximity of national or local wildlife designations, but previous ecological surveys in the area for the Masterplan in 2003 and planning application have demonstrated that biodiversity issues are nevertheless present. Therefore proposals for this site will need to be accompanied by ecological assessments, and any harm will need to be addressed in accordance with policy NE5.

- 11.78** Additionally, the site is in a Critical Drainage Area, BAS14 in the adopted *Surface Water Management Plan* and also in an area where improvements will need to be made to drainage capacity to accommodate growth. Compliance with policy CC4 is therefore essential in relation to this site, as is the need for Anglian Water to be satisfied that the nearby water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre.
- 11.79** In terms of highways, access arrangements for this site will need to be in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location, the *Highways Mitigation Modelling* for Basildon and Wickford identifies the need for junction and route improvements to the A132/East Mayne to its junction with the A127. Development in this location will be expected to make a contribution towards these improvements and also contribute towards improvements to cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes.

## Policy H 7

### Mixed Use Development Site - Land West of Gardiners Lane South, Basildon

1. 36ha of land west of Gardiners Lane South, Basildon as identified on the Policies Map with the notation H7, will be developed into a high quality mixed used community to provide at least 660 homes, a 15 pitch gypsy and traveller site, a local centre, open space and community facilities, in addition to policy requirements for B-class employment floorspace required by policy E5, based on the following, flexible land use divisions:
  - a. 14-18ha will be for residential development, a gypsy and traveller site, a local/sub local centre and community facilities;
  - b. 12-16ha will be for B-class employment development; and
  - c. 6-8ha will be for open space, including any sports pitches which are to remain, as well as areas of amenity open space, biodiversity, landscaping and drainage.
2. The site's development must be informed by an updated masterplan or development brief, replacing the supplementary planning document approved in 2003 which considers the strategic matters to deliver the site's policy requirements, including its scale and layout, massing, supporting facilities, ecology, drainage, and internal highway and transport network. It must demonstrate how it can best be integrated within the neighbouring Cranes employment area to the east, and Fryerns neighbourhood to the south, for the purposes of connectivity, access to off-site services and place-making.
3. The site should be delivered as a comprehensive scheme, however in order to maintain flexibility and account for previous delivery challenges, it is appropriate to adopt a phased delivery programme to help manage land assembly and cause less disruption to existing residents or occupiers.
4. Opportunities to retain some of the formal sports uses on the site as part of the new community will be supported, however this plan will facilitate the relocation of the existing sports clubs and their supporting facilities onto strategic sites released from the Green Belt to provide new housing and employment developments on the edge of the Borough's main towns as set out in policies H10 and H13.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity overall. Proposals for the site will be assessed against policy NE5 to ensure that this is the case.
6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere within the Critical Drainage Area BAS14. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.

7. Development on this site must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services otherwise available. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the nearby water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Contribute towards and be aligned with improvements to the nearby A132/East Mayne route and junction with the A127;
  - c. Contribute towards improvements to cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel;
  - d. Make provision for a 1fe primary school and associate pre-school provision on site, as advised by the Local Education Authority; and
  - e. Contribute towards improvements to healthcare services in the Basildon area.
8. Development on these sites should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 7

### Mixed Use Development Site - Land West of Gardiners Lane South, Basildon

**Option 1: No Policy** - Without a policy any development of this site would need to be led through the development management process having regard to other policies in this plan and the *NPPF*. The complexities of this site are such that this risks a market led scheme which does not deliver what the Borough needs. This is not a reasonable alternative.

**Option 2: Site allocated for housing only scheme** - the site could be dedicated solely to housing with a gypsy and traveller site, local centre, open space and supporting social infrastructure. At 30dups the site could deliver around 1,100 homes, 440 units more than policy H7 seeks to accommodate. However, regard also needs to be placed that the site is sandwiched between two major employment areas to the west and east, an out of town retail park to the north and is separated from the nearest residential area by a 200m gap comprising a dual carriageway and open space to the south. Whilst there is a housing need which gives rise to considering all suitable, available and achievable sites and how they could contribute to meeting needs for market and affordable housing, the site's loss from employment land supply potential, would contradict the findings of the whole plan's evidence and add additional pressure to find alternative locations for employment land from the Green Belt. Whilst it is an alternative option, it is not considered to be reasonable on this basis.

**Option 3: Site allocated for 50% less employment and around 800 homes** - This is a reasonable option in that it would still deliver a mixture of residential and employment uses; however accommodating a bigger residential community may also trigger the provision of additional community facilities, rather than relying on what could be provided within the Fryerns neighbourhood to the south, as the site would be larger and more isolated. This could improve the development's overall viability, but it would add pressure on Green Belt to take the shortfall of employment land that would not otherwise be able to be met on site.

### Land North of Dry Street, Basildon

- 11.80** Land to the north of Dry Street in Basildon was allocated as an Area of Special Reserve in the *Basildon District Local Plan*. Outline planning consent has been granted for 725 homes on this site and the current South Essex College Nethermayne Campus, which has planning permission to relocate to Market Square, in the nearby Basildon town centre. There is a S106 agreement accompanying the planning consent which secures local infrastructure improvements and affordable housing provision. The first phase of residential development which enables the college relocation to occur received Reserved Matters consent in September 2015, and is expected to start on site in 2016 and be delivered within the early phase of the plan period.
- 11.81** The whole site including the college was identified as PADC4 - Nethermayne Urban Extension in the *Core Strategy Revised Preferred Options Report*. The infrastructure requirements and environmental constraints identified in the policy for PADC4 were addressed through the planning application process for the site through the provision of evidence and suitable mitigation arrangements that have been agreed with the Highway Authority, Natural England and the Council. The reserved matters applications for the various phases will also need to reflect this evidence and any agreed mitigation measures.

### Policy H 8

#### Housing Development Site - Land North of Dry Street, Basildon

1. Land to the North of Dry Street, Basildon, as identified on the Policies Map with the notation H8, will be developed to provide 725 homes, a primary school, a local centre and open space. Its delivery will be aligned with the provision of infrastructure as detailed in the associated S106 Agreement and the relocation and re-provision of South Essex College into Basildon town centre.
2. In order to ensure that the detailed proposals for development in this location respond to the environmental constraints within and adjacent to this site, it is expected that the requirements of the relevant policies of this plan are met. These include, but are not limited to policies CC4, NE5, NE6 and HE3.

### Alternative Options H 8

#### Housing Development Site - Land North of Dry Street, Basildon

**No Options:** Given that this site already benefits from outline planning consent for the level of growth proposed, there are no alternative options for this policy.

### Land North and South of London Road, Vange

- 11.82** The *Core Strategy Revised Preferred Options Report* anticipated that in addition to the PADCs, other small amendments would be made to the extent of the urban area to accommodate the level of growth required to meet housing needs. The work on Strategic Sites for this plan has considered whether there was any potential in this regard around London Road to the west of Vange. The HELAA identified potentially suitable and available land within the previous extent of the Green Belt in this location which was subject to further ecology and landscape appraisal. The outcomes of the landscape appraisal identified two small potential development parcels in this location.

- 11.83** The first of these (Parcel A) is a 1ha site located to the south of the London Road immediately adjacent to the existing urban area. The second site (Parcel B) is around 1ha in size and located to the north of the London Road. This parcel comprises the former Basildon Zoo, which benefits from extant consent for low density housing. Land to the north of Parcel B has been excluded from inclusion in this plan due to the visual harm it would otherwise cause to the landscape. The two development parcels combined have capacity to accommodate 55 homes.
- 11.84** Parcel A will require a strong physical landscape buffer to the south of the site to manage the effects of noise and air pollution arising from the A13. Similarly Parcel B will require a landscape buffer towards the south west of the site for the same reasons and also a landscaped edge to the north to improve its integration and reduce its visual impact with the adjacent open land.
- 11.85** These development parcels are within proximity of national and local wildlife designations, and therefore proposals for these sites will need to be accompanied by ecological assessments, and any harm will need to be addressed in accordance with policy NE5. Additionally, they are in a Critical Drainage Area, and also in an area where improvements will need to be made to drainage capacity to accommodate growth. Compliance with policy CC4 is therefore essential in relation to these sites, as is the need for Anglian Water to be satisfied that the nearby water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre.
- 11.86** In terms of highways, access arrangements for these sites will need to be in accordance with the *Local Transport Plan Development Management Policies*. As such it is expected that access to Parcel A, will be secured from Brickfield Road. Access for Parcel B, will meanwhile make use of the existing access for the former zoo. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location, the *Highways Mitigation Modelling* for Basildon and Wickford identifies the need for junction improvements at the Five Bells Junction, nearest the Haywain PH. Development in this location will be expected to make a contribution towards these junction improvements, and also contribute towards improvements to cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes.

## Policy H 9

### Housing Development Sites - Land North and South of London Road, Vange

1. Land to the south of London Road, Vange, as identified on the Policies Map with the notation H9a, will be developed for high quality housing at a density of 30dph to provide around 30 homes; and land to the north of London Road, Vange, as identified on the Policies Map with the notation H9b, will be developed for high quality housing at a density of 30dph to provide around 25 homes.
2. Access to these sites must be secured in accordance with the policies of the Highways Authority. It is expected that land to the south of the London Road (H9a) will secure access from Brickfield Road, and land to the north of London Road (H9b) will secure access from the London Road utilising the existing access point for the site.
3. In order to ensure that development on these sites is well screened from noise and air pollution arising from the A13, and in order to limit harm to the open landscape to the north, landscaped buffers should be provided to the southern boundary of H9a and to the south-western and northern boundaries of H9b. Where appropriate, these landscape buffers should be multi-functional and also seek to deliver open space, ecological and surface water management benefits.
4. Development of these sites must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.

5. Development on these sites must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere within the Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
6. Development on either site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the nearby water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Contribute towards, and be aligned with improvements to the nearby Five Bells/Fobbing High Road junction on the A13;
  - c. Contribute towards improvements to cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel; and
  - d. Contribute towards ensuring sufficient capacity within schools and health care services within the vicinity of the site.
7. Development on these sites should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 9

### Housing Development Site - Land North and South of London Road, Vange

**Option 1: No Allocation in this Location** - Land in this location is identified as suitable and available in the HELAA. However, this wider area of Green Belt is considered to be of landscape value, and consequently development in this location was not supported in the *Core Strategy Revised Preferred Options*. The *Outline Landscape Appraisal* identifies some limited capacity along the London Road for some growth to occur in this location despite the wider landscape constraints.

**Option 2: Limit Development to Parcel A** - The *Outline Landscape Appraisal* recommends a small level of growth to the south of the London Road adjacent to Vange. It is less supportive of the parcel to the north of the London Road due to the impact of development on the rising open land in this location. However, this site incorporates the former Basildon Zoo, which benefits from planning consent. As a consequence, Parcel B includes limited land which does not have an existing development history, and therefore its redevelopment for housing is likely to occur in any event and should be appropriately directed through this plan.

### West Basildon Urban Extension

- 11.87** The *Core Strategy Revised Preferred Options Report* identified a large urban extension to the West of Basildon as PADC5. It was expected that PADC5 would deliver 2,300 homes and 5.5ha of B-Class employment land within the previous extent of the Green Belt to the west of Laindon.
- 11.88** In January 2015, the Council consulted on a proposal jointly with Brentwood Borough Council which considered whether there was an opportunity to use land either side of the shared administrative boundary in this location to meet development needs for both local planning authorities, particularly housing needs. This proposal, termed 'Dunton Garden Suburb' was based

on a high level appraisal of a community which could provide between 4,000 and 6,000 homes, a gypsy and traveller site, commercial buildings and supporting infrastructure. Given the variety of issues raised in the consultation, which are set out in the *Dunton Garden Suburb Statement of Consultation (2015)* it has not been possible for either Council to resolve this proposal in isolation to their Local Plans, but the exercise has served a purpose to determine if a cross boundary development could be an option in this location.

- 11.89** The *HELAA* shows that land with the capacity to accommodate 1,000 homes has been promoted for development and is therefore available in this location. The *Outline Landscape Appraisals* meanwhile indicated that should land in this location be promoted for development purposes, it would be possible to accommodate of the order of 2,350 homes in this location alongside other development and infrastructure requirements. Due to the extent of developable land in this location, there is a need for the requirements of the *Core Strategy Revised Preferred Options Report* to be expanded to meet elements of specialist accommodation need also. In particular, it is expected that a residential care or nursing home is provided on the site to meet the specialist accommodation needs of older people as set out in policy H2. It is also expected that provision is made for gypsy and traveller accommodation, to meet the requirements of policy H3.
- 11.90** Having regard to these requirements it is expected that 5.5ha of employment land, a residential care/nursing home, gypsy and traveller pitches and park homes sites for non-travelling gypsies and travellers in accordance with policy H3, and around 1,000 homes will be delivered in this location during the plan period. Additionally, the remainder of the land in this location will be safeguarded for development beyond the plan period, in the expectation that this land may come forward for development by that time. The remaining land would provide a further 1,350 homes. There are also expectations that land in this location will be required in the long term for the provision of a secondary school, and therefore it is expected that land will be reserved for this purpose also.
- 11.91** This site will require substantial infrastructure provision to support the level of growth proposed. There will be a requirement for pre-school and primary school provision on-site. There will also be the need for on-site open space and sports facilities on-site in accordance with the requirements of policy HC1, and in order to off-set the loss of sports facilities at Gardiners Lane South as set out in policy H7.
- 11.92** Additionally, in order to enable residents of the site to meet their local needs without having to travel too far, a local centre should be provided, with the main retail provided by Laindon town centre. The site will impact on the demand for GP provision within the area. The NHS has determined that a standalone facility is required on site to meet the needs of residents in this location.
- 11.93** In terms of road infrastructure, the *Highways Mitigation Modelling* has tested a proposal to provide a direct link road from the site area off Lower Dunton Road onto West Mayne in Laindon. This link road will improve capacity at the Dunton junction with the A127, and will also improve the sustainability of the site by reducing the journey distance to town centre services and the railway station in Laindon. This link road will therefore need to be delivered during the first phases of development of this site in order to ensure the sustainability of travel movements. Alongside the link road, it will be necessary to ensure that the development is well served with access to active and sustainable travel modes from early in the site's occupation, in particular sustainable access to the nearby services and railway provision in Laindon should be secured. This is essential to ensure that early occupiers develop more sustainable travel behaviours.
- 11.94** Additionally, a corridor of land to the west of this location in Brentwood Borough is being considered as Option C by Highways England as one of the possible routes for the Lower Thames Crossing between Essex and Kent, to be built during the plan period. A decision on the preferred route will be taken in 2016 by the Secretary of State for Transport. If Option C is selected there are potential highways and land use implications for this site which will need to be considered in the preparation of the masterplan/development brief for this site.

- 11.95** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with sewage flooding arising. This is important due to the location of this site within a Critical Drainage Area. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that surface water flood risk does not affect future occupiers of the site and/or any existing properties nearby.
- 11.96** In terms of energy supply, there is the potential to secure the provision of decentralised facilities in this location. The adjacent employment areas, new employment areas and the new residential community could be potential users of heat or power generated in this location. It is however important that any plant does not cause harm to residential amenity of either existing properties or properties proposed on this site, and therefore this option needs to be carefully considered against policy CC7 to determine whether it is achievable.
- 11.97** The requirements for open space, active travel modes and surface water management should be integrated into the landscape and new green infrastructure provision made within the site. This must include the relocation of one or more of the sports clubs currently located at Land West of Gardiners Lane South, as required by Policy H7. A buffer to the north of the site to physically screen the development from noise and air quality issues associated with the A127 should be provided, in addition to a buffer on the western boundary to screen long distance views into the site. Additionally, the presence of pylons running east-west through the site, and a gas pipeline running underground north-south through the site limit development in these locations and provides the opportunity for green links within the site.
- 11.98** This site is not known to be highly ecologically sensitive. It is however recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees and other landscape features where wildlife may be prevalent.
- 11.99** The proposals for this location will affect the setting of the historic settlement of Dunton Village and the surrounding landscape which includes historic field patterns and also Medieval buildings including Dunton Hall and St Mary the Virgin Church, Friern Manor and the Old Rectory. Additionally, there are views across to St Mary the Virgin Church in Little Burstead to the north. These historic features should be respected in the layout and design of the development proposed for the whole site.

## Policy H 10

### Mixed Use Development Site - West Basildon Urban Extension

1. Land to the west of Basildon, as identified on the Policies Map with the notation H10a, will be developed to provide around 1,000 high quality homes developed at a density of 30dph, a residential care/nursing home, and at least 5.5ha of employment land as required by policy E7.
2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Make provision on-site for pre-school and 1fe primary school, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - b. Make provision on-site for the provision of open space, and new and relocated sports facilities in accordance with policy HC1 and H7;
  - c. Make provision on-site for a GP surgery, as specified by NHS England and the Basildon and Brentwood CCG, and should align with the occupation of development;

- d. Provide a link road between the site and West Mayne, Laindon during the first phase of development, and make junction improvements to the A127 Dunton junction as required to support development on this site;
  - e. Have regard to the route, impacts and implications of the Lower Thames Crossing, should Route Option C be pursued by the Government during the plan period; and
  - f. Provide active and sustainable transport routes and facilities within the site, and contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a model shift towards active and sustainable transport modes. This should include sustainable travel links to services and railway provision within Laindon. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
4. In order to ensure that development on this site is well screened from noise and air pollution arising from the A127, and in order to limit harm to the open landscape to the west, landscaped buffers should be provided to the northern and western boundaries of the sites. Additionally, landscaped buffers should also be provided running east-west and north-south through the site following the route of electricity pylons and gas pipelines. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere within the Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
7. The design and layout of development must respect the historic assets of the settlement of Dunton Village, the medieval field patterns in the area, medieval buildings and long-distance views towards St Mary the Virgin Church in Little Burstead. Consideration will be given to the requirements of policies in chapter 17 in order to ensure elements of the historic environment, and their setting are adequately protected from harm.
8. Development of this site should also comply with all other relevant policy requirements of this plan.
9. Land to the west of Basildon, as identified on the Policies Map with the notation H10b, will be safeguarded for the provision of around a further 1,350 high quality homes developed at a density of 30dph, a residential care and/or nursing home and a 2fe primary school beyond the current plan period. Additionally, land within this location must be reserved for the provision of a secondary school, as specified by the Essex County Council School Place Commissioning Service, and this land must be made available for the provision of a secondary school should the need arise, either during this plan period or the next.
10. In order to ensure that the requirements set out in parts 1 to 9 of this policy are met, and landownership arrangements do not result in non-delivery of infrastructure and other essential requirements, or piecemeal development, a masterplan or development brief should be prepared for this site which identifies how the development and infrastructure requirements will be met in a planned and integrated fashion. This masterplan or development brief will need to be subject to viability assessment to ensure it is deliverable, and must be adopted by the Council before any part of the site is brought forward for development.

## Alternative Options H 10

### Mixed Use Development Site - West Basildon Urban Extension

**Option 1: No Allocation in this Location** - The evidence base indicates that development in this location is appropriate, and can be accommodated within the landscape. There is also evidence to suggest that the highways implications from this scheme are less significant than in other parts of the Borough, and can be mitigated in a way which does not affect the viability of development in this location. Development in this location will have benefits for Laindon town centre's regeneration potential and future viability by increasing demand for services and commercial units in the town centre.

**Option 2: Increase density to 45dph** - this would increase the capacity of part 10a to 2,400 homes and part 10b to around 1,250 homes. Given that this is a new urban area this could be achieved without affecting the relationship with neighbouring areas. It would bring greater benefits to Laindon town centre vitality. It would however require additional infrastructure provision.

**Option 3: Dunton Garden Suburb** - in conjunction with Brentwood Borough Council there is the potential to secure a cross-boundary urban extension in this location which includes the site of policy H10, and also adjacent land in Brentwood Borough. This option has the potential to deliver up to 6,000 homes in total (including H10a and H10b), of which approximately 4,000 would contribute towards meeting the housing needs of Basildon Borough due to the sites relationship with the settlement of Basildon, despite the Basildon Borough capacity only being able to deliver 2,450. In itself this could result in less Green Belt land being required to be released from Basildon Borough to meet housing needs. Brentwood Borough Council have not however carried out Green Belt, ecology, landscape and infrastructure assessments for their proportion of the site, and consequently it is not known if the proposal is the most appropriate option for their area. There are also unknown issues as to how the delivery of a larger site could be phased and whether the plan can rely on it to deliver its housing need. Conversely, it could enable improved housing delivery possibilities and supporting social, economic and environmental infrastructure due to its scale.

**Option 4: Allocate additional land for delivery during the plan period (1,600 homes capacity)** – The *Outline Landscape Appraisal* indicates that there is potential capacity in the northern and eastern portions of this location for around 1,600 homes. However, not all the land in these locations is being promoted for development and therefore the Council cannot assure the delivery of this higher level of growth in this location at this time. This would present issues with the effectiveness of the plan at this time and potentially present a soundness issue.

## Land West of Steeple View, Laindon

- 11.100** The *Core Strategy Revised Preferred Options Report* identified a large urban extension to the west of Basildon as PADC5. It was expected that PADC5 would deliver 2,300 homes and 5.5ha of B-class employment land within the previous extent of the Green Belt to the west of Laindon. Whilst the *Core Strategy Revised Preferred Options Report* focused on a concentration of development in the location of this plan's H11, the totals also assumed land between the A127 and Dunton Road could be developed for the same mixed use development.
- 11.101** The *HELAA* shows that a strip of land to the west of Steeple View is suitable, available and achievable for residential development. The *Outline Landscape Appraisal* prepared for the Strategic Sites identified that approximately 4.6ha of this available land is developable.
- 11.102** This site will require infrastructure provision to support the level of growth proposed. There may be a requirement for pre-school and primary school contributions towards schools in the local area. There will also be the need for on-site open space. The site will impact on the demand for

GP provision within the area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the Laindon area to serve the residents of the site.

- 11.103** In terms of road infrastructure, the *Highways Mitigation Modelling* has tested a proposal to remove the former Fortune of War roundabout and upgrade the A127 Dunton junction. Whilst this development would not be able to pay for these alone, it will be required to contribute towards local and strategic highway upgrades, alongside other developments in the area, to ensure road safety and reduce congestion. It will also be necessary to ensure that the development is well served with access to active and sustainable travel modes from early in the site's occupation.
- 11.104** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with sewage flooding arising. This is important due to the location of this site within a Critical Drainage Area. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that surface water flood risk does not affect future occupiers of the site and/or any existing properties nearby.
- 11.105** The requirements for on-site open space, active travel modes and surface water management should be integrated into the landscape and new green infrastructure provision made within the site, connected as appropriate into the wider countryside. A buffer to the south of the site to physically screen the development from noise and air quality issues associated with the A127 should be provided, in addition to a buffer on the western boundary to screen long distance views into the site.
- 11.106** This site is not known to be highly ecologically sensitive. It is however recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees and other landscape features where wildlife may be prevalent.

## Policy H 11

### Housing Development Site - Land West of Steeple View, Dunton Road, Laindon

1. 4.6ha of land to the west of Steeple View, Laindon, as identified on the Policies Map with the notation H11 will be developed to provide 140 high quality homes developed at a density of 30dph.
2. In order to ensure that development on these sites is well screened from noise and air pollution arising from the A127 to the south, and in order to limit harm to the open landscape to the north, the existing tree belt to the south and west should be retained, along with the hedgerow on Dunton Road and incorporated into landscaped buffers along these boundaries. Where appropriate, these landscape buffers should be multi-functional and also seek to deliver open space, ecological and surface water management benefits, together with setting for the development.
3. Access to the highway network will be provided from the Dunton Road frontage to protect the amenity of nearby residential properties. Contributions towards local highway network management will be sought to ensure the highway safety of road users and pedestrians, including extending the public footpath along Dunton Road.
4. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.

5. Development of this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere within the Critical Drainage Area BAS8. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
6. Development must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Contribute towards, and be aligned with improvements to the nearby A127 Fortune of War and/or Dunton junctions;
  - c. Contribute towards improvements to cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel; and
  - d. Contribute towards improvements in healthcare services and primary school provision in Noak Bridge.
7. Development on these sites should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 11

### Housing Development Site - Land West of Steeple View, Laindon

**Option 1 - No Allocation** - The location was previously part of the larger broad location PADC5: West Basildon in the *Core Strategy Revised Preferred Options Report* and was assessed as to whether it could accommodate housing and employment development. Latest evidence indicates that development in this location is appropriate, albeit limited to the eastern extent of land between the A127 and Dunton Road, and can be accommodated within the landscape with mitigation. There is also evidence to suggest that the highways implications from this scheme are less significant than in other parts of the Borough and can be mitigated in a way which does not affect the viability of development in this location. Development in this location will have benefits for Laindon town centre's regeneration potential by increasing the catchment population of the town centre therefore would help in maintaining the viability of services and commercial units.

**Option 2 - Provide 270 residential units.** The *HELAA* identifies a larger site with a capacity of 270 homes. This level of growth would only be able to be achieved with higher densities and greater landscape and visual impacts. This is not regarded as reasonable.

### Land East of Noak Bridge, Basildon

**11.107** The *Core Strategy Revised Preferred Options Report* considered development in this location as a reasonable alternative to other PADCs in Basildon. It was not however selected as a preferred PADC location. It was considered that development in this location would affect the gap between the urban edge of Basildon at Noak Bridge and the village of Crays Hill. This would increase the risk of the two settlements merging, contrary to the purpose of including land within the Green Belt.

- 11.108** The *Green Belt Study* has found the site to only partly contributes to the Green Belt purposes and the *HELAA* shows that approximately 52ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* prepared for the Strategic Sites has therefore reconsidered this location at a smaller scale than the strategic *Landscape Character Assessment* and *Green Belt Landscape Capacity Study* to determine if any of it is developable with mitigation. It has concluded that 12ha is developable, provided that a significant landscape buffer is provided to the north east and south to help ensure a defendable Green Belt boundary can be maintained during this plan, and not lead to coalescence with Crays Hill.
- 11.109** This site will require local infrastructure provision to support the development proposed. There will be a requirement for pre-school and primary school provision on-site. There will also be the need for on-site open space as the nearest open space is a nature reserve and future occupants would be more than 400m away from the nearest amenity green spaces, at Noak Bridge Village Green. The site will impact on the demand for GP provision within the area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site.
- 11.110** In terms of highways, it is expected that two points of access are secured to serve a development of this size. It is expected that access will be taken from Wash Road, and also from Bridge Street, providing a link into the existing Noak Bridge settlement. In terms of road infrastructure, the *Highways Mitigation Modelling* shows that improvements to the Fortune of War junction to improve traffic flows on the A127 will have a limited impact on the capacity of the Pips Hill Interchange to accommodate growth. It will therefore be necessary for development at this site to contribute towards any localised improvements to the Pips Hill Interchange. Alongside this, it will be necessary to ensure that the development is well served with access to active and sustainable travel modes from early in the site's occupation. This is essential to ensure that early occupiers develop more sustainable travel behaviours.
- 11.111** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. Development would occur towards the north and west of this area, owing to land further to the east being within the floodplain of the Basildon Brook. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby.
- 11.112** The requirements for open space, active travel modes and surface water management should be integrated into the landscape and new green infrastructure provision made within the site. This must incorporate a buffer to the south and south east to physically screen the development from noise and air quality issues associated with the A127.
- 11.113** This site is not known to be highly ecologically sensitive. It is however recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees and other landscape features where wildlife may be prevalent.
- 11.114** The proposals for this location will be in the vicinity of designated heritage assets and long distance views to St Mary Magdelene Church in Great Burstead to the north west. These historic features should be respected in the layout and design of the development proposed for the whole site.

## Policy H 12

### Housing Development Site - Land East of Noak Bridge, Wash Road, Basildon

1. 12ha of land to the east of Noak Bridge, Basildon as identified on the Policies Map with the notation H12 will be developed to provide 360 high quality homes developed at a density of 30dph.
2. In order to ensure that the development does not cause the coalescence of built form between Noak Bridge and Crays Hill, a landscape buffer must be provided to the east of this site. A further landscape buffer must be provided between any development on this site and the Noak Bridge Nature Reserve. Additionally, any development on this site must be well screened from noise and air pollution arising from the nearby A127 to the south. Where appropriate, existing tree belts, hedgerow and specimen trees should be retained. These landscape buffers should be multi-functional and also seek to deliver open space, ecological and surface water and river flood risk management benefits, together with creating an attractive setting for the development.
3. The development should complement the existing character of the Noak Bridge village in respects of building styles, street layout, open spaces and boundary treatments. Wash Road should form a key frontage and ensure that the development relates well to its surroundings.
4. Access to the highway network will be provided from Wash Road to protect the amenity of nearby residential properties. However, pedestrian and cycle access must be provided into Bridge Street from the site to ensure future occupants have safe and more direct access to the existing village facilities, as well as the bus route. Contributions towards local and strategic highways improvements will be sought to ensure the highway safety of road users and pedestrians. It will be expected that the development of this site will deliver the extension of the public footpath along Wash Road to ensure access to the site from this road.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
6. Development of this site must not increase the risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
7. The design and layout of the development must not harm the setting of the designated heritage asset at Laindon Ponds or Daniels Farm in Wash Road, and should integrate the long distance views to St Mary Magdalene Church in Great Burstead into the development.
8. Development must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Contribute towards local and strategic highway improvements;
  - c. Contribute towards improvements to cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel;

- d. Make on site provision for a 2fe primary school, and any associated pre-school requirements, as advised by the Local Education Authority; and
  - e. Make a financial contribution towards enhanced capacity at the existing healthcare centre in Noak Bridge.
9. Development on these sites should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 12

### Housing Development Site - Land East of Noak Bridge, Wash Road, Basildon

**Option 1: Not allocate due to coalescence with Crays Hill as set out in Core Strategy** - This is not a reasonable alternative as the concerns raised by the *Core Strategy Revised Preferred Options Report* approach to PADCs have been addressed through more detailed evidence and mitigation proposals.

**Option 2: Develop at a greater density** - The first phase of Noak Bridge, the boundary of which is around 500m to the west of H12's boundary was developed in the 1980s, applying the design principles of the *Essex Design Guide*. It did achieve higher densities than proposed by H12, around 40-45dph. However the adjacent area is a much later development of a lower density developed the majority of which was developed in the 1990s, with a later phase in the mid 2000s. In order to enable the existing village to accommodate an extension, without being over-dominating, it is not regarded as reasonable to develop at greater densities.

**Option 3: Alternative allocation to the north of Wash Road** – 25ha of land has been promoted for development to the north of Wash Road, fronting onto Wash Road. This site was found to be suitable, available and achievable within the *HELAA* and has the capacity to accommodate up to 510 homes. This site was the subject of *Outline Landscape Appraisal*. This concluded that there was no landscape capacity within this site.

## East of Basildon

- 11.115** The *Core Strategy Revised Preferred Options Report* identified a large urban extension to the east of Basildon as PADC6. It was expected that PADC6 would deliver 2,000 homes and 5.5ha of B-class employment land within the previous extent of the Green Belt to the north east of Pitsea.
- 11.116** The *HELAA* shows that the vast majority of land within this location have been promoted for development and is therefore available. The *Outline Landscape Appraisal* prepared for the Strategic Sites however identified a significant lack of landscape capacity to be able to accommodate the level of growth originally earmarked for the north east of this area as identified by PADC6. There has therefore been a need to reconsider how the spatial strategy for the east of Basildon is taken forward, given these constraints on landscape capacity. Three broad areas have been considered in relation to the east of Basildon – land to the east of Bowers Gifford, land between Pitsea and Bowers Gifford and land to the east of Burnt Mills.
- 11.117** 124ha of land to the east of Bowers Gifford has been promoted for development purposes. However, the development of this land would remove the Green Belt separation between Bowers Gifford and Thundersley. This would have implications on the purpose of including land within the Green Belt at both a local and strategic level. The *Settlement Hierarchy Review* notes that development in this location would impact on the legibility of settlements in South Essex at a wider than local

level. The *Outline Landscape Appraisal* of this location also recommends against substantial development in this location. Land to the east of Bowers Gifford is not therefore available to contribute in any significant way towards delivering growth to the east of Basildon.

- 11.118** There are 152ha of land located between Pitsea and Bowers Gifford. A significant proportion of this land has been promoted for development through the *HELAA*, however there are a number of landowners involved in this area, particularly to the north of this location. The combined capacity of sites in this location, as assessed through the *HELAA* is around 2,000 homes. The development of these sites to their maximum capacity would however cause Bowers Gifford to be subsumed within the wider urban area of Basildon. This would have implications for community identity in Bowers Gifford as noted in the *Settlement Hierarchy Review*. Additionally, the *Outline Landscape Appraisal* does not advocate the complete development of this area. It recommends that a landscape corridor is retained between Pitsea and Bowers Gifford. It identifies two developable areas in this location, with a 18ha extension to the south east of Pitsea providing around 550 homes, and a 20ha extension to the west of Bowers Gifford providing around 610 homes. The land in this area could therefore make a substantial contribution towards delivering growth to the east of Basildon whilst also maintaining a landscape corridor which protects the individual identity of Bowers Gifford.
- 11.119** There are 50ha of land to the east of the Burnt Mills employment area contained to the south by Burnt Mills Road, to the east by Pound Lane and to the north by the A127. Due to the proximity of this site to existing employment development within the A127 Enterprise Corridor, this site has been considered for its ability to provide 5.5ha of employment land in accordance with policies E4 and E8 and around 750 homes as identified in the *HELAA*. However, the *Outline Landscape Appraisal* is not supportive of development in this location due to the impact it would have on the agricultural landscape. This has implications for the capacity to the east of Basildon to accommodate growth, as the *Outline Landscape Appraisal* for these areas when combined only identify a total capacity for 1,230 homes in this broad location.
- 11.120** The level of growth to the east of Basildon has implications for the ability of the plan to secure necessary highway infrastructure improvements. In terms of highway infrastructure upgrades, the *Highways Mitigation Modelling* has identified that major changes to the road network would be required to enable development in this location and also the development proposed for south Wickford as set out in policy H14. This includes a new grade separated junction on the A127 which will be costly to secure and will therefore require new development to provide funding through developer contributions, and/or justification for funding provision from the SELEP and/or Government. In the absence of this junction development to the east of Basildon would be limited to around 650 homes and development to the south of Wickford would be limited to around 300 homes, leaving a significant gap in the supply position for the Borough.
- 11.121** There is therefore a need to strike a balance between the protection of the landscape in this location, and the need to provide enough growth to secure the infrastructure necessary to support growth in the Borough more generally. Three options have therefore been considered in this regard.
- 11.122** Option 1 is to secure a lower level of development in this location – 1,230 homes only, and place greater weight on protecting the landscape. This places at risk infrastructure delivery, which places at risk the delivery of housing to the south of Wickford also. This option therefore affects the ability of the plan to both achieve its housing target and to also address issues of highway infrastructure capacity. It prevents the delivery of a highway mitigation option which would both support growth and also help to address existing highway congestion issues at the Nevendon Road junction with the A127, congestion on the Nevendon Road itself, and also congestion at junctions within Wickford on the route between the A127 and the A130. This option is not therefore preferred within this plan.
- 11.123** Option 2 is to provide 5.5ha of employment and 2,000 homes to the east of Basildon by delivering 5.5ha of employment and 750 homes at land east of Burnt Mills, 550 homes to the south east of Pitsea and 610 homes to the west of Bowers Gifford. This would increase the likelihood of securing funding for highway infrastructure improvements, and would retain the separation between Pitsea and Bowers Gifford.

- 11.124** However, development in this location would significantly impact on the agricultural landscape on land east of Burnt Mills. Whilst the significance of this landscape may be questioned, as earlier evidence in the *Landscape Character and Green Belt Landscape Capacity Study* indicates that this land is only of medium significance, it has an important role to play in maintaining the visual separation which exists between Wickford and Basildon. This separation is important in terms of the purpose of the Green Belt in this location, and this importance is increased given the proposal to develop some land at south Wickford as set out in policy H14.
- 11.125** Additionally, the provision of housing in this location is also questioned in terms of community cohesion, as this location is remote from existing serviced settlements in the area, and the facilities they provide such as schools, shops and community facilities. This remoteness will increase the need for residents to travel, and will therefore affect the sustainability of development in this location. Consequentially, this option is not preferred within with plan.
- 11.126** Option 3 is to provide 5.5ha of employment and 2,000 homes to the east of Basildon by delivering 5.5ha of employment at land east of Burnt Mills, and 2,000 homes between Pitsea and Bowers Gifford. As with option 2, this would increase the likelihood of securing highway infrastructure improvements, however, this distribution of development would limit the impact to the agricultural landscape in this location, and also limit the visual effect of development on the separation between Basildon and Wickford.
- 11.127** Assuming a development density of 30dpuh between Pitsea and Bowers Gifford, this would require 67ha of the 152ha of land to be brought forward for development in this location. This is significantly more land than the *Outline Landscape Appraisal* recommended for development within this area, but does leave the opportunity to retain a landscaped gap of around 75 to 80ha between the settlements of Pitsea and Bowers Gifford, when other development requirements such as community facilities, specialist accommodation for older people and gypsy and traveller accommodation are also met. This landscape buffer can be used to maintain the visual separation between Pitsea and Bowers Gifford, and can provide a range of open land uses such as the open space provision required to accommodate both growth in this location and the relocation of sports facilities from the Gardiners Lane South site. Given that it is possible to deliver growth in this location whilst maintaining a large swathe of landscape, and the visual separation between Pitsea and Bowers Gifford it is this option which is preferred within this plan.
- 11.128** The delivery of option 3 is however reliant on the delivery of a junction on the A127 at Pound Lane, and associated improvements to the local highway network including a new east-west link road from Pound Lane to Courtauld Road, which would provide better access to the extension to the east of Pitsea, and also HGV access to the Burnt Mills employment area whilst allowing the existing Burnt Mills Road to be down-graded. In the absence of these improvements to the strategic highway network, development in this location is restricted to around 600-650 homes.
- 11.129** In delivering this preferred option, it will be necessary to secure local infrastructure requirements alongside the strategic improvements to highways infrastructure discussed in relation to the options above. This will include local upgrades to the highway and transport network to achieve suitable access to the site by both private vehicles and by public transport, bicycle and for pedestrians.
- 11.130** There will also be a need for pre-school and primary school provision, which could include relocating existing primary provision within the site, or securing new educational fields attached to the Eversley Primary School to serve the existing and new community. The development of this site will also impact on the demand for GP provision within the area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within Pitsea to serve the residents of the site, unless the NHS determine that a standalone facility is required.
- 11.131** There is currently no primary school provision in Bowers Gifford, and this settlement has limited provision of services. It is therefore proposed that around 600 homes proposed for this site are located adjacent to the settlement of Bowers Gifford as opposed to Pitsea. This will provide the

catchment population required to support a primary school and improvements to local service provision. It is proposed that the remainder of the development on this site is located adjacent to Pitsea to make the best use of community services in that settlement.

- 11.132** The site includes some existing open space provision, including the Eversley Leisure Centre and recreation ground. This existing open space provision, and the playing pitches and facilities within the recreation ground will need to be relocated within the open element of the site, alongside the pitches and facilities required to meet needs relocated from land west of Gardiners Lane South. These open elements of the site will need to be brought into public use for their ongoing maintenance and retention as open space. It may be practical to make these open elements of the site multi-functional, in order to provide opportunities for surface water management, habitat creation and active travel alongside the provision of open space. In order to ensure that this open part of the site maintains a buffer between Pitsea and Bowers Gifford it should be at least 500m in width (east-west) along the frontage with London Road, and at least 200m in width elsewhere.
- 11.133** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with sewage flooding arising. This is important due to the location of this site within a Critical Drainage Area. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that surface water flood risk does not affect future occupiers of the site and/or any existing properties nearby.
- 11.134** In terms of energy supply, there is the potential to secure the provision of decentralised facilities in this location in combination with the employment area to the north. The new residential community could be potential users of heat or power generated in this location. It is however important that any plant does not cause harm to residential amenity of either existing properties or properties proposed on this site, and therefore this option needs to be carefully consider against policy CC7 to determine whether it is achievable.
- 11.135** This site is not known to be highly ecologically sensitive. It is however recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees and other landscape features where wildlife may be prevalent. In addition, existing tree belts and hedgerows around the existing field system must be retained, alongside significant trees and tree groups, including along the London Road frontage.
- 11.136** The proposals for this location will affect the setting of the linear development along London Road without careful screening, layout and design. Long distance views towards the Thames Estuary and Kent should be safeguarded within the site's higher ground by the siting of open space, or the retention of open land.

## Policy H 13

### Housing Development Site - East of Basildon

1. A 152ha site is identified to the east of Basildon between Pitsea and Bowers Gifford to deliver 2,000 homes at 30dph, a nursing or residential home, a site for the accommodation of 15 pitches for gypsies and travellers as required by policy H3, and at least 75ha of open space provision, including new and replacement sports facilities and playing pitches.
2. Around 600 of the homes identified in part 1 of this policy, along with a primary school and other community facilities, will be located adjacent to Bowers Gifford. The remainder of the development requirements for this site will be delivered adjacent to Pitsea.

3. The required open space provision will be delivered as a landscape buffer between the settlements of Pitsea and Bowers Gifford. It should extend north-south through the entire site, and must be 500m wide at its frontage with the London Road, and at least 200m wide elsewhere within the site. It should be multi-functional in its purpose and accommodate formal and informal open spaces, sports pitches, opportunities for ecology, routes for active travel and areas for surface water flood risk management.
4. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Contribute towards, alongside development at sites E8 and H14, and be phased to align with the delivery of a new grade separated junction of the A127 at Pound Lane/Cranfield Park Road, and the provision of a new road between Pound Lane and Courtauld Road;
  - b. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - c. Make provision on-site for pre-school and a 2fe primary school, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - d. Make provision within the landscape buffer for the provision of open space, new and relocated sports facilities in accordance with policy HC1 and H7;
  - e. Contribute towards additional GP services within Pitsea to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - f. Contribute towards any other local highway improvements required to support each phase of development; and
  - g. Provide active and sustainable transport routes and facilities within the site, and contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a model shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
5. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision, shared with development at site E8. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
6. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
7. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the Critical Drainage Areas. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
8. The design and layout of development must respect the designated historic assets on the London Road. Consideration will be given to the requirements of policies in chapter 17 in order to ensure elements of the historic environment, and their setting are adequately protected from harm.
9. Development of this site should also comply with all other relevant policy requirements of this plan.
10. In order to ensure that the requirements set out in parts 1 to 9 of this policy are met, and landownership arrangements do not result in non-delivery of infrastructure and other essential requirements, or piecemeal development, a masterplan should be prepared for this site which identifies how the development and infrastructure requirements will be met in a planned and integrated fashion. This masterplan will need to be subject to viability assessment to ensure it is deliverable, and must be adopted by the Council before any part of the site is brought forward for development.

## Alternative Options H 13

### Housing Development Site - East of Basildon

**Option 1: Secure a lower level of development in this location – 1,230 homes only, and place greater weight on protecting the landscape.** This places at risk infrastructure delivery, which places at risk the delivery of housing to the south of Wickford also. This option therefore affects the ability of the plan to both achieve its housing target and to also address issues of highway infrastructure capacity. It prevents the delivery of a highway mitigation option which would both support growth and also help to address existing highway congestion issues at the Nevendon Road junction with the A127, congestion on the Nevendon Road itself, and also congestion at junctions within Wickford on the route between the A127 and the A130.

**Option 2: Provide 5.5ha of employment and 2,000 homes east of Basildon** - Deliver 5.5ha of employment and 750 homes at land east of Burnt Mills, 550 homes to the south east of Pitsea and 610 homes to the west of Bowers Gifford. This would increase the likelihood of securing funding for highway infrastructure improvements, and would retain the separation between Pitsea and Bowers Gifford. However, this would have landscape and Green Belt impacts. Additionally, land to the east of Burnt Mills is remote from existing settlements and would therefore not be the most suitable residential development location in terms of community cohesion and service accessibility.

**Option 3: Provide no development in this location** - There is a significant need for additional residential development within the Borough, as set out in policy SD1. Land in this location has been assessed against a broad range of criteria and has found to be suitable and available for development within the *HELAA*. The *Green Belt Study* meanwhile indicates that land in this location only partially meets the purpose of including land within the Green Belt, indicating that there is some potential to review boundaries. The *Outline Landscape Appraisal* identifies capacity within this location to accommodate development, albeit not at the levels proposed in the preferred policy. There is therefore sufficient evidence to indicate that some development in this location is appropriate, and therefore this option is not reasonable.

**Option 4: Provide around 2,000 homes to the east of Bowers Gifford** - This level of growth would increase the likelihood of securing funding for highway infrastructure improvements compared to alternative option 1, and would also maintain the separation between Pitsea and Bowers Gifford. However, this option would have significant landscape and Green Belt impacts. The Green Belt impacts would be particularly significant at a greater than local level given the visibility of this site from the strategic highway network, and the role this land plays in separating the wider urban area of Basildon with settlements to the east in Castle Point. Development in this location risks creating the sense of conurbation across the wider South Essex area.

## Wickford

### Land South of Wickford

**11.137** The *Core Strategy Revised Preferred Options Report* identified an urban extension to the south of Wickford as PADC10. It was expected that PADC10 would deliver up to 760 homes, a local centre, community facilities and open space within the previous extent of the Green Belt to the south of Wickford.

**11.138** The *Green Belt Study* has found the site to only partly meet the Green Belt purposes and the *HELAA* shows that approximately 79ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* has identified that 25ha of land in this location is developable, provided that a significant landscaped buffer is retained and enhanced to the south and east of the site to help ensure a defensible Green Belt boundary can be maintained during this plan and

not lead to coalescence with Basildon to the south. In addition a buffer to the south should act as a barrier to mitigate the impact that may otherwise be had from the noise and air pollution of the A127, and to soften the new settlement boundary against the Wick Country Park to the south.

- 11.139** The development of this location will require a planted landscape buffer to the north of the site, with the retention and enhancement of the existing hedgerow and Public Right of Way forming an east-west green corridor between the existing and new urban built form. This should extend east to the railway line, with new north to south corridors following the existing hedgerows or Public Rights of Way. This should also incorporate enhancements to the entrance of the Country Park from its junction with Tresco Way/Mersea Crescent. Land to the west should be kept open, but can include open space uses including formal recreation, which will help the area stay semi natural, given the Fairmead Plotlands which are opposite. The remainder of land between the Country Park and A127 should be kept for open land uses including agriculture in order to help preserve the strategic Green Belt gap which separates Wickford from Basildon. It may however be required strategic highway measures.
- 11.140** This site is not known to be highly ecologically sensitive, however it does border the Wick Country Park which is a Local Wildlife Site (LoWS), and the North Benfleet Brook runs in a north easterly direction through the east of the site, before joining the River Crouch. It is therefore recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees and other landscape features where wildlife may be prevalent in accordance with policy NE5. Additionally, its western extent is on the edge of Critical Drainage Area BAS22 and therefore it must ensure that measures to manage land drainage are installed. Compliance with policy CC4 is therefore essential in relation to these sites.
- 11.141** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need however for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.142** In terms of highways, access will be taken from appropriate points along Cranfield Park Road, which will also be the key frontage and will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Wickford, the *Highways Mitigation Modelling* identifies the need for major changes in this location to the strategic and local highway network. This includes the provision of a new grade separated junction on the A127 at Cranfield Park Road and Pound Lane, upgrades to the Fairglen junction, together with improvements to the A132. Development in this location will be expected to make a contribution towards the local improvements and improvements to the strategic road network. Until such time as these improvements are delivered, development in this location will be limited to 300 homes only. It is expected that proportionate contributions will also be made towards improvements to cycling and public transport access within the vicinity of the site, particularly towards Wickford town centre and the A127 Enterprise Corridor. These will be required in order to facilitate a modal shift towards active and sustainable transport modes.

## Policy H 14

### Housing Development Site - Land south of Wickford

1. Land to the south of Cranfield Park Road, Wickford, as identified on the Policies Map with the notation H14, will be developed to provide around 870 high quality homes developed at a density of 35dph, a residential care/nursing home and strategic open space.
2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Contribute towards, and be phased to align with the provision of a new grade separated junction of the A127 at Pound Lane/Cranfield Park Road to serve Wickford and east of Basildon, together with local traffic management measures during the first phase of development;
  - b. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - c. Make provision on-site for pre-school provision and a 1fe primary school, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - d. Make provision for incidental amenity and new strategic formal open space, complimentary to the semi natural facilities provided at the nearby Wick Country Park;
  - e. Contribute towards additional GP services within Wickford to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development; and
  - f. Provide active and sustainable transport routes and facilities within the site, and contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible this site should make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
4. In order to ensure that development on this site is well screened from noise and air pollution arising from the A127 to the south, and in order to limit harm to the open landscape and strategic Green Belt gap to the south separating Wickford and Basildon, landscaped buffers should be provided to the southern and eastern boundaries of the site. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
7. Consideration will be given to the requirements of policies in chapter 17 in order to ensure elements of the historic environment, and their setting are adequately protected from harm.
8. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 14

### Housing Development Site - Land south of Wickford

**Option 1: No Allocation in this Location** - Land in this location is identified as suitable and available in the *HELAA*. The *Green Belt Study* confirms the land only partly meets Green Belt purposes and the *Outline Landscape Appraisal* identifies that the land to the north of the Strategic Site, closest to The Wick has the capacity to accommodate development. The site was identified in the *Core Strategy Revised Preferred Options Report* as PADC10, but was slightly smaller at 760 units. The site is within reasonable distance of the existing services within Wickford which makes it a more sustainable option for growth and will help meet local needs for housing.

**Option 2: Development of more land within the Strategic Site** - This option could deliver around 1,150 homes, services and open space which would provide much needed housing and facilities in the area and help with the financing of strategic and local infrastructure upgrades, however the plan has also got to consider that this area forms a substantial and important part of a strategic Green Belt gap in the Borough preventing Basildon and Wickford from merging together. Development at this scale, will need a combination of greater densities and land take which would further reduce the amount of land in the Green Belt land and erode areas which the *Outline Landscape Appraisal* considers to be of higher landscape value, particularly to the Fairmead Plotland to the west. Option 2 is therefore not a reasonable option.

### Land North of Southend Road, Shotgate

- 11.143** The *Core Strategy Revised Preferred Options Report* identified an urban extension in this location as PADC9. It was expected that PADC9 would deliver up to 150 homes, community facilities and open space within the previous extent of the Green Belt to the north east of Wickford.
- 11.144** The *Green Belt Study* has found the site to only partly meet the Green Belt purposes and the *HELAA* shows that approximately 46ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* has concluded that 11.5ha of land in this location is developable, subject to a substantial landscaped buffer being provided to the north and east to help ensure a defensible Green Belt boundary can be maintained during this plan. In addition the buffer should act as a barrier to help mitigate the impact that may otherwise be had from the air and noise pollution of the Shotgate water recycling Works to the north, and the elevated A130 to the east. It will also provide much needed local accessible formal and informal green space to reduce inadvertent pressure on protected habitats just outside the Borough boundary along the River Crouch. It will put to use what would otherwise be unusable due to the pylons crossing the site. This buffer will include the retention and enhancement of the existing hedgerows, tree groups and Public Rights of Way. Land to the very east of the site should be kept for open land uses including agriculture to help prevent the degradation of the landscape and preserve the setting of two designated heritage assets at Shot Farm, together with managing the transition to a more rural character around Wickford Lawns Plotland.
- 11.145** This site is not known to be highly ecologically sensitive, however it does adjoin land owned by Essex Wildlife Trust at Giddings Copse to the north and to the River Crouch. It is therefore recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees and other landscape features where wildlife may be prevalent in accordance with policy NE5.
- 11.146** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising, given the River

Crouch's location to the north. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.

- 11.147** In terms of highways, principal access arrangements for this site will be Southend Road, which will also serve as a key frontage and will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Wickford, the *Highways Mitigation Modelling* identifies the need for major changes in Wickford to the strategic and local highway network. This includes the consideration of a new grade separated junction on the A127 at Cranfield Park Road and Pound Lane, upgrades to the Fairglen junction, together with improvements to the A132. Development in this location will be expected to make a contribution towards the local improvements and improvements to the strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site, particularly towards Wickford town centre to the east and the Wickford Business Park to the south in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 15

### Housing Development Site - Land North of Southend Road, Shotgate

1. Land to the north of Southend Road, Shotgate, Wickford, as identified on the Policies Map with the notation H15, will be developed to provide around 400 high quality homes at a density of 35dph, and a new strategic open space incorporating formal and informal areas. Access to the site should be provided from Southend Road.
2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements;
  - b. Residential development of the site within 400m of the Shotgate water recycling centre must be informed by Odour Plume Modelling to the satisfaction of Anglian Water, and any mitigation works required to enable development closer to the centre must be completed and operational, prior to the sites residential occupation;
  - c. Ensure all housing and community facilities on site maintain the minimum distances from the High Voltage Transmission Lines, including maintaining the recommended separation distances from National Grid and the Health and Safety Executive;
  - d. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - e. Make provision of a new strategic open space to the east of Shotgate;
  - f. Contribute towards additional GP services within Shotgate/Wickford to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - g. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - h. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a model shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.

3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
4. In order to ensure that development on this site is well screened from noise and air pollution arising from the A130 landscaped buffers should be provided to the eastern boundary of the site. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
7. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 15

### Housing Development Site - Land north of Southend Road, Shotgate

**Option 1: No Allocation in this Location** - Land in this location is identified as suitable and available in the *HELAA*. The *Green Belt Study* confirms the land only partly meets Green Belt purposes and the *Outline Landscape Appraisal* identifies that the land within the Strategic Site, closest to existing edge of Shotgate has the capacity to accommodate development, subject to a substantial landscape buffer being created to the east, shielding the development from the water recycling centre to the north and the route of pylons to the east. It will also help preserve the setting of designated heritage assets at Shot Farm. The site was identified in the *Core Strategy Revised Preferred Options Report* as PADC9, but was smaller at 150 units. The site is within reasonable distance of the existing services within Shotgate and Wickford which makes it a more sustainable option for growth and will help meet local needs for housing.

**Option 2 - Develop 150 homes as proposed in the Core Strategy Revised Preferred Options Report** - This is a reasonable alternative, however the *Core Strategy Revised Preferred Options Report* assumed development could not take place within 400m of the water recycling centre, due to health concerns for future occupants. Since 2013, odour plume modelling has been completed to the satisfaction of Anglian Water which have in effect meant the development can be built closer to the centre subject to plant upgrade and a landscape buffer.

### Land at East and South of Barn Hall, Wickford

- 11.148** The *Core Strategy Revised Preferred Options Report* identified an urban extension at this location as PADC12. It was expected that PADC12 would deliver up to 620 homes, community facilities and a new local centre. Land in this location was designated on land as an Area of Special Reserve in the *Basildon District Local Plan*. This site includes this allocated land and also some land previously identified as Green Belt in that plan.
- 11.149** Of the land in the Green Belt, the *Green Belt Study* found the site to only contribute to some of the Green Belt purposes and the *HELAA* shows that in combination with the Area of Special Reserve approximately 27ha of land is suitable, available and achievable in this location. The *Outline Landscape Appraisal* concluded that 10ha is developable, subject to the retention of open

land uses including agriculture to the north, on land bordering the Chelmsford City boundary, and open space to the west. Further landscape to the west of the site should be retain and enhance the existing hedgerows, tree groups and Public Rights of Way. A key component of the site should be the relocation of the Barn Hall Recreation Ground and its facilities entirely or partially into the Green Belt further west, thus enabling the development of this housing allocation. This must be linked by green corridors through the developed area, connecting the existing neighbourhoods of north-west Wickford with the new and enhanced open space.

- 11.150** In addition, former allotment land previously designed as an Area of Special Reserve has been evaluated by the *Gypsy, Traveller and Travelling Showpeople Site Potential Study (2015)* as being suitable to be allocated for a 10 pitch gypsy and traveller site.
- 11.151** This site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees and other landscape features where wildlife may be prevalent in accordance with policy NE5.
- 11.152** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.153** Principal access arrangements for this site will be from Station Lane and Haslemere Road, and will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location, and to improve the capacity and flow of local roads serving the rest of Wickford, the *Highways Mitigation Modelling* identifies the need for major changes in Wickford to the strategic and local highway network. In the vicinity of this site this includes alterations to the A132/Runwell Road roundabout. In addition, enhancements are required to Wickford town centre, the northern extent of which is only a few hundred metres from the southern extent of this site. Development in this location will therefore be expected to make a contribution towards local improvements, and improvements to the strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site, particularly towards Wickford town centre to the south will also be required in order to facilitate a modal shift towards active and sustainable transport modes.

## Policy H 16

### Housing Development Site - Land at East and South of Barn Hall, Wickford

1. Land east and south of Berne Hall, Wickford, as identified on the Policies Map with the notation H16, will be developed to provide around 420 high quality homes developed at a density of 35dph, a 10 pitch gypsy and traveller site, relocated recreation ground and new open space. Access to this site will be secured from Station Lane, Wickford and Haslemere Road, Wickford.
2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:

- a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Relocate the Barn Hall Recreation Ground fully or partially within the Green Belt to the west of the site and provide new strategic open space for north Wickford, adding new connections to the Public Rights of Way to provide access to the River Crouch to the south.
  - d. Contribute towards additional GP services within Wickford to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - e. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - f. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
  4. Landscaped buffers should be provided to the western boundary of the site. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
  5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policies NE5 to ensure that this is the case.
  6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
  7. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 16

### Housing Development Site - Land at East and South of Barn Hall, Wickford

**Option 1: No Allocation** - The Core Strategy Revised Preferred Options Report proposed an urban extension in this location called PADC12. It was expected that PADC12 would deliver up to 620 homes, community facilities, a new local centre on land identified as being outside the Green Belt as an Area of Special Reserve allocated for long term housing needs since 1998 to the north east of Wickford, as well as some of the Green Belt extent beyond the reserve. The Area of Special Reserve has been reappraised and continues to offer an appropriate site for accommodating housing need. Green Belt land beyond has been subject to a *Green Belt Study* and *Outline Landscape Appraisal* which have found there remains capacity to accommodate further development and contribute much needed housing to the local area in a sustainable location only a mile from Wickford town centre and railway station.

**Option 2: Only develop on the Area of Special Reserve** - the Area of Special Reserve is not in the Green Belt and therefore does offer a reasonable site to be considered for housing purposes. However, most of it also currently functions as the Barn Hall Recreation Ground and cannot be developed without replacement open space being secured from the Green Belt behind. The land is not in one sole ownership and therefore delivering the land swap could prove difficult and would reduce the potential of the site from providing much needed housing in the area, despite its sustainable location.

### Land North of London Road, Wickford

- 11.154** The *Core Strategy Revised Preferred Options Report* identified an urban extension in this location as PADC11. It was expected that PADC11 would deliver up to 220 homes, community facilities, a new local or sub centre, open space and transport improvements within the previous extent of the Green Belt to the north west of Wickford.
- 11.155** The *Green Belt Study* has found the site to only contribute to some of the Green Belt purposes and the *HELAA* shows that approximately 13.5ha of land is suitable, available and achievable in this location. The *Outline Landscape Appraisal* concluded that 8.2ha of land in this location is developable, subject to a substantial landscaped buffer being provided to the north to accommodate the floodplain of the River Crouch and retain areas of natural and semi-natural woodland to the east. The landscape buffer will also provide local accessible informal green space. The buffer should retain and enhance the existing hedgerows, tree groups and Public Rights of Way, as well as extend these linear features to promote better access to the countryside and rural landscape.
- 11.156** Site H17 is located to the west of Wickford and sits between Castledon Road and Sudgen Avenue. It is an area of urban infill that can accommodate 250 homes whilst also retaining around 40% of its area for open land uses. The development of this site will complete the urban infilling between existing ribbon development along London Road. The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5.
- 11.157** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby, given the presence of the River Crouch functional floodplain outside the developable area. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.158** In terms of highways, principal access arrangements for the site will be from Castledon Road and London Road, with all main roads serving as key frontages where boundaries are shared. Access points and internal roads will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Wickford, the *Highways Mitigation Modelling* identifies the need for major changes in Wickford to the strategic and local highway network. This includes the consideration of a new grade separated junction on the A127 at Cranfield Park Road and Pound Lane, upgrades to the Fairglen junction, together with improvements to the A132 near Nevendon and Runwell. Development in this location will be expected to make a contribution towards the local improvements and improvements to the strategic road network as appropriate. Proportionate

contributions towards improvements to cycling and public transport access within the vicinity of the site, particularly towards Wickford town centre to the east in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 17

### Housing Development Site - Land north of London Road, Wickford

1. A site to the north of London Road, Wickford, as identified on the Policies Map with the notation H17, will be developed at a density of 30dph to provide around 250 high quality homes respectively. Access for the site shall be taken from Castledon Road and London Road, utilising existing access points.
2. Development on these sites must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from these sites;
  - c. Contribute towards additional GP services within Wickford to serve the residents of these sites. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to these sites, and also ensure the delivery of local traffic management measures that ensure safe accessibility to these sites during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on these sites must comply with policy CC7 in order to limit impacts to residential amenity.
4. A landscaped buffer should be provided to the northern boundary of the site. This buffer should be multi-functional and should also seek to deliver open space, ecological, flood risk management and surface water management benefits.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for this site will be assessed against policy NE5 to ensure that this is the case.
6. Development on this site must not be at risk of inundation of river or surface water, and must not increase the risk of surface water flooding to properties elsewhere. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
7. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 17

### Housing Development Site - Land north of London Road, Wickford

**Option 1: No Allocation** - The *Core Strategy Revised Preferred Options Report* proposed an urban extension in this location called PADC11. It was expected that PADC11 would deliver up to 220 homes, together with supporting facilities. Land in this location is identified as suitable and available in the *HELAA*. The *Green Belt Study* confirms the land only contributes to some of the Green Belt purposes and the *Outline Landscape Appraisal* identifies that the land within the Strategic Site, closest to existing edge of Wickford has the capacity to accommodate development, subject to a landscape buffers being created to prevent Ramsden Bellhouse and Wickford from merging. The site is within reasonable distance of the existing services within Wickford which makes it a more sustainable option for growth and will help meet local needs for housing.

**Option 2: Only develop on the Area of Special Reserve** - The Area of Special Reserve is not in the Green Belt and therefore does offer a reasonable site to be considered for housing purposes. However, most of it also currently functions as the Barn Hall Recreation Ground and cannot be developed without replacement open space being secured from the Green Belt behind. The land is not in one sole ownership and therefore delivering the land swap could prove difficult and would reduce the potential of the site from providing much needed housing in the area, despite its sustainable location.

### Land South of London Road, Wickford

- 11.159** The *Core Strategy Revised Preferred Options Report* previously considered development in this location as a reasonable alternative to other PADCs in Wickford. It was not selected as a preferred PADC location, as when compared to other alternatives at the time, there were concerns that it would reduce the gap between the urban edge of Wickford and the serviced settlement of Crays Hill to the west, increasing the risk that the two settlement's could merge, contrary to Green Belt purpose.
- 11.160** The *Green Belt Study* has found the site only contributes to some of the Green Belt purposes, and the *HELAA* shows that approximately 22.5ha of land is suitable, available and achievable in this location. The *Outline Landscape Appraisal* reconsidered this location at a much smaller scale than the strategic *Landscape Character Assessment and Green Belt Sensitivity Study* did to determine if any of it is developable with appropriate mitigation. It has concluded that 5.5ha in this location is developable adjacent to the existing urban area. It remains the case that the majority of land in this location should be protected due to the landscape value of the Doeshill, and to ensure a defendable Green Belt boundary can be maintained during this plan and not lead to coalescence with Crays Hill to the west. In order to mitigate the visual impact the development would otherwise have on the area, landscape buffers incorporating open spaces and green corridors will be required following the route of existing Public Rights of Way and hedgerows. A new strong east-west landscape boundary will also be required along the development's southern edges.
- 11.161** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. Additionally, the sites south eastern extent is on the edge of Critical Drainage Area BAS21, and therefore it must ensure that measures to manage land drainage are installed. Compliance with policy CC4 is therefore essential in relation to this site.

- 11.162** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated within the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.163** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.164** In terms of highways, principal access arrangements for site H18 will be from London Road. The access points will need to be designed in accordance with the *Local Transport Plan Development Management Policies*, and will need to ensure appropriate stagger distances having regard to the access arrangements for site H17. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Wickford, the *Highways Mitigation Modelling* identifies the need for major changes in Wickford to the strategic and local highway network. This includes the consideration of a new grade separated junction on the A127 at Cranfield Park Road and Pound Lane, upgrades to the Fairglen junction, together with improvements to the A132 near Nevendon and Runwell. Development in this location will be expected to make a contribution towards the local improvements and improvements to the strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site, particularly towards Wickford town centre to the east in order to facilitate a modal shift towards active and sustainable transport modes will also be required

## Policy H 18

### Housing Development Site - Land South of London Road, Wickford

1. Land south of London Road, Wickford, as identified on the Policies Map with the notation H18 will be developed to provide around 160 high quality homes developed at a density of 30dph. Access should be taken from the London Road.
2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Wickford to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;

- d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
  4. Landscaped buffers should be provided to the southern and western boundaries of the site. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
  5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
  6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
  7. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 18

### Housing Development Site - Land south of London Road, Wickford

**Option 1: Not allocate due to coalescence with Crays Hill as set out in Core Strategy Revised Preferred Options Report** - This is not a reasonable alternative as the concerns raised by the *Core Strategy Revised Preferred Options Report* approach to PADCs have been addressed through more detailed evidence and mitigation proposals. Whilst the *Landscape Character and Green Belt Landscape Capacity Study* concluded the wider area had little capacity to accommodate development, it did also conclude that there were pockets of land acceptable for development.

**Option 2: Develop a larger area between Tudor Way and Ramsden View Road** - Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply, the *Outline Landscape Appraisal* identifies that only land at the eastern extent of the Strategic Site, closest to existing edge of Wickford has the capacity to accommodate development, subject to landscape buffers around the new development and the maintenance of open land uses on higher ground to limit visual impact and reduce the possibility of Wickford and Crays Hill from merging.

## Billericay

**11.165** The *Core Strategy Revised Preferred Options Report* identified PADC13, PADC14 and PADC15 to accommodate a total of 2,010 new homes, essential services and infrastructure. PADC13 and PADC14 were located to the south east of Billericay. PADC15 was a "Deferred Area of Search" for land to the west of Billericay that was identified as having the potential for the development of

up to 1,400 dwellings, together with essential services and infrastructure. It was not site specific, other than it consisted an arc to the west of the town where land was known to be suitable and available.

**11.166** The reason for its deferral was so that the impact to Billericay's highway network of further development in this broad location could be investigated more comprehensively by the Highways Authority to appraise whether mitigation options would be able to resolve the highway impacts that were expected to be caused by the scale of development in the area. The *Highway Impact Assessment* undertaken by the Highway Authority already showed that a number of junctions and interchanges to the west of, and including, the north-south route through the centre of Billericay were already operating at, or over capacity and with further development this situation might not have been possible to resolve through remedial mitigation measures. This plan has been informed by an appraisal of highway mitigation options to identify whether any highway mitigation measures can be delivered to enable new housing development in this part of Billericay.

**11.167** The *Highways Mitigation Modelling* identifies the small to large scale options for improving Billericay's highway capacity and network. These are set out in further detail in chapter 9:

- A176 Noak Hill/A129 London Road Bypass; and/or
- Laindon Road/Sun Corner north bound left-slip widening; and/or
- A176/Kennel Lane to Laindon Road two-way traffic reinstatement; and/or
- Sun Street to Kennel Lane/A176 Roundabout one way routing reversal to southbound; and or
- Change Sun Corner roundabout to new signal controlled junction at Sun Corner and/or
- New Roundabout for Mountnessing Road/A129 London Road Junction

**11.168** The *Highways Mitigation Modelling* shows that a combination of these measures should improve the capacity of the local highway network around Billericay, and reduce congestion at key junctions. This will enable Billericay to accommodate both additional development and background growth during the plan period.

#### **Land North of Potash Road, Billericay**

**11.169** The *Core Strategy Revised Preferred Options Report* did not previously consider development in this location as a reasonable alternative to other PADCs in Billericay due to its smaller size and fragmented landownership.

**11.170** The *Green Belt Study* has found the site only partly contributes to the Green Belt purposes, and the *HELAA* shows that approximately 22ha of land is suitable, available and achievable in this location. The *Outline Landscape Appraisal* concluded that around 19ha is developable to the east of Stock Road and The Vale, and to the north of Potash Road. This is subject to the retention of landscape buffers and trees of amenity value to contain the development within the landscape. The *Outline Landscape Appraisal* concludes that the landscape has the capacity to accommodate around 135 homes in this location at 20dph to retain local character. At the eastern extent, where Potash Road narrows to the junction with Goatsmoor Lane, only frontage development is possible, set back from the road and retaining the majority of the tree cover, with 15 detached properties occupying individual plots. In order to mitigate the visual impact the development would otherwise have on the area, landscape buffers incorporating open spaces and green corridors will be required, together with the retention of any hedgerows and notable tree groups.

**11.171** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. Additionally, it is on the edge of Critical Drainage Area BAS3 and therefore it must ensure that measures to manage land drainage are installed. Compliance with policy CC4 is therefore essential in relation to this site.

- 11.172** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated within the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.173** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.174** In terms of highways, principal access will be from Stock Road and Potash Road, with both forming a key frontage. They will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location will be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 19

### Housing Development Site - Land North of Potash Road, Billericay

1. 19ha of land north of Potash Road, Billericay, as identified on the Policies Map with the notation H19 will be developed to provide around 150 high quality homes developed at a density of 20dph. Within this site, the frontage of Potash Road, Billericay will be limited to a lower density frontage development only, set back from the road, which is narrower at this point.
2. Access to this site must be secured from Stock Road for development to the west of the site, and from Potash Road for the lower density development to the east of the site.
3. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;

- d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
4. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
  5. Landscaped buffers should be provided to the eastern boundary of the site. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
  6. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
  7. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
  8. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 19

### Housing Development Site - Land North of Potash Road, Billericay

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA*, which was not the case as fully when the *Core Strategy Revised Preferred Options Report* was prepared in 2013, which is why it was not considered as a PADC. Whilst the land is subject to planted and semi mature tree cover and the development of the area would reduce this, the *Green Belt Study* confirms the land only partly meets Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate development, as long as it is screened and only in the form of frontage development along the eastern extent of Potash Road. Highway evidence notes that the junctions in the area will perform better than locations further south in Billericay, although there may still be changes necessary to the local network.

**Option 2 - Develop a larger area with 380 homes:** Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply and the *Outline Landscape Appraisal* identifies that if developed to a maximum extent it could accommodate around 380 homes, there are limitations on access from Potash Road and Stock Road which means it will be difficult to serve a larger number of homes, and landownership is fragmented towards the east which may affect its delivery at full capacity.

**Option 3 – Alternative allocation to the east of Stock Road:** 19ha of land to the west of Stock Road has been promoted for development, and found by the *HELAA* to be suitable, available and achievable. This site has the capacity to accommodate around a maximum of 300 homes. The *Outline Landscape Appraisal* considered development on this alternative site, and concluded that there is no landscape capacity for development in this location.

### Land West of Tye Common Road, Billericay

- 11.175** The *Green Belt Study* has found the site only partly contributes to the Green Belt purposes and the *HELAA* shows that approximately 26ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* prepared for this location concluded that 5.4ha is developable along its frontage with Tye Common Road, to the south of Blunts Wall Road, southwards incorporating Kingsman Farm, subject to the retention of tree belts and hedgerow around the site perimeter and the creation of a new landscape buffer to the western and southern boundaries. The appraisal concludes that the landscape has the capacity to accommodate a development of around 160 homes at 30dph.
- 11.176** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows which form part of the sites boundaries. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. Whilst it is not in any Critical Drainage Areas, it must nevertheless ensure that measures to manage land drainage are installed. Compliance with policy CC4 is therefore essential.
- 11.177** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated within the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.178** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.179** In terms of highways, principal access will be from Tye Common Road, which will form its key frontage. A road should be provided running north-westwardly through the site, meeting up with the road required in policy H21. This will assist in providing a southern relief route for Billericay which will reduce the need for residents of this site, and the other new sites in this area from passing through the town centre as regularly. This route should follow, as far as is possible the edge of the development area identified in the plan. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location may be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 20

### Housing Development Site - Land West of Tye Common Road, Billericay

1. 5.4ha of land west of Tye Common Road, Billericay, as identified on the Policies Map with the notation H20 will be developed to provide around 160 high quality homes developed at a density of 30dph.
2. Access to this site should be taken from Tye Common Road. A road should extend north-westwards through the site to meet up with that required to be provided under the requirements of policy H21. This road should be provided during the first phase of development of this site.
3. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
4. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
5. Landscaped buffers should be provided to the western and southern boundaries of the site. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
6. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the site will be assessed against policy NE5 to ensure that this is the case.
7. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
8. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 20

### Housing Development Site - Land West of Tye Common Road, Billericay

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA* and was part of the *Core Strategy Revised Preferred Options Report PADC15*. The *Green Belt Study* confirms the land only partly meets Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate development, subject to landscape buffers being incorporated the development. Highway solutions to ease pressure on the local network at Mountnessing Road are also feasible, along with improvements to ease pressure in the town centre.

**Option 2 - Develop a larger area with 360 homes:** Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply and the *Outline Landscape Appraisal* identifies that if developed to a maximum extent it could accommodate around 360 homes, instead of 160 which would increase its impact on the surrounding landscape and neighbourhood in terms of traffic generation. The evidence would therefore indicate that this is not a reasonable option.

**Option 3 – Alternative location at Salmons and Richdan Farms:** 35ha of land is promoted in this alternative location to the south of the preferred allocation. This site was not found to be suitable in the *HELAA* due to the impact development in this location would have on the separation between Billericay and Little Burstead – contrary to the purpose of including land within the Green Belt. The *Outline Landscape Appraisal* also concluded that there was no landscape capacity to accommodate development in this location.

### Land South of London Road, Billericay

- 11.180** The *Green Belt Study* has found the site only partly contributes to the Green Belt purposes and the *HELAA* shows that approximately 21ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* has concluded that 5.8ha of land in this location is developable to the west of Heath Close and south of London Road to the north of Blunts Wall Road. This is subject to the retention of tree belts, field boundaries and hedgerows around the site perimeter and the creation of a new landscape buffers, particularly on the western boundary. The appraisal concludes that the landscape has the capacity to accommodate a development of around 180 homes at 30dph.
- 11.181** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. Whilst the site is not in any Critical Drainage Areas, it must nevertheless ensure that measures to manage land drainage are installed. Compliance with policy CC4 is therefore essential.
- 11.182** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated with the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.183** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that

measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.

- 11.184** In terms of highways, principal access should be taken from the London Road, at a point where a junction can be provided to also serve site H22. It is expected that a road will be extended southwards from this junction, following the edge of the development area, to link up with that road provision required in policy H20. This will deliver a southern relief route between the south and west of Billericay, avoiding the town centre and Sun Corner junction. Secondary points of access to the site should also be taken from Heath Close and Mountnessing Road to provide integration with the neighbouring urban area. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location may also be expected to make a contribution towards the improvements to the local and strategic road network, as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 21

### Housing Development Site - Land south of London Road, Billericay

1. 5.8ha of land south of London Road, Billericay, as identified on the Policies Map with the notation H21 will be developed to provide around 180 high quality homes developed at a density of 30dph.
2. Access to this site should be taken from London Road, at a point where a junction can be provided to also serve site H22. A road should extend southwards through the site to meet up with that required to be provided under the requirements of policy H20. This road should be provided during the first phase of development of this site. Secondary access should be taken from Heath Close and Mountnessing Road.
3. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
4. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.

5. A landscaped buffer should be provided to the western boundary of the site. This landscaped buffer should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
6. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the site will be assessed against policy NE5 to ensure that this is the case.
7. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
8. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 21

### Housing Development Site - Land south of London Road, Billericay

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA* and was part of the *Core Strategy Revised Preferred Options Report PADC15*. The *Green Belt Study* confirms the land only partly meets Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate development, subject to landscape buffers being incorporated into the development. Highway solutions to ease pressure on the local network at Mountnessing Road are also feasible, along with improvements to ease pressure in the town centre.

**Option 2 - Develop a larger area with 360 homes:** Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply for around 360 homes, which would increase housing supply for meeting different needs in this area, the *Outline Landscape Appraisal* identifies that this would increase its impact on the surrounding landscape.

### Land West of Mountnessing Road, Billericay

- 11.185** The *Green Belt Study* has found the site only contributes to some of the Green Belt purposes and the *HELAA* shows that approximately 25ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* has concluded that around 7ha of land in this location is developable, subject to the retention of tree belts, field boundaries, hedgerows, a Public Right of Way and open land towards London Road. The appraisal concludes that the landscape has the capacity to accommodate a development of around 280 homes at 30dph.
- 11.186** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. Whilst it is not in any Critical Drainage Areas, it must nevertheless ensure that measures to manage land drainage are installed or enhanced. Compliance with policy CC4 is therefore essential.
- 11.187** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated with the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of

expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.

- 11.188** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.189** In terms of highways, principal access will be taken from London Road, at the junction where the Billericay southern relief route meets the London Road from the south. A pedestrian/cycling access will also be taken from Mountnessing Road, providing connections to the existing residential area. Internal roads will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location will be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 22

### Housing Development Site - Land west of Mountnessing Road, Billericay

1. 7ha of land west of Mountnessing Road, Billericay, as identified on the Policies Map with the notation H22 will be developed to provide around 280 high quality homes developed at a density of 30dph.
2. The principal access to the site will be taken to from the London Road, at the junction of the Billericay southern relief route with the London Road. Secondary access for pedestrians and cyclists will be taken from Mountnessing Road.
3. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.

4. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
5. A landscaped buffer should be provided to the western boundary of the site, and open space should be provided between the public footpath and the London Road, to the south of the site. The landscape buffer and open space provision should be multi-functional and should also seek to deliver opportunities for recreation, ecological benefits and surface water drainage systems.
6. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
7. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere. Proposals for the site will be assessed against policy CC4 to ensure this is the case.
8. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 22

### Housing Development Site - Land West of Mountnessing Road, Billericay

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA* and was part of the *Core Strategy Revised Preferred Options Report PADC15*. The *Green Belt Study* confirms the land only contributes to some of the Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate development, subject to landscape buffers being incorporated into the development. Highway solutions to ease pressure on the local network at Mountnessing Road are also feasible, along with improvements to ease pressure in the town centre.

**Option 2 - Develop a larger area with 400 homes** - Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply for around 400 homes, together with retail and community facilities, which would increase housing supply for meeting different needs in this area, the *Outline Landscape Appraisal* identifies that not all the land identified in the *HELAA* should be developed due to the impact on the surrounding landscape.

### Land East of Frithwood Lane, Billericay

**11.190** The *Green Belt Study* has found the site only partly meets the Green Belt purposes and the *HELAA* shows that approximately 35ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* has concluded that 11ha of land in this location is developable, subject to the retention of a substantial landscape buffer to the north, and a key south west to north east green corridor accommodating a tree belt, hedgerows, a Public Right of Way and open land towards Frith Wood. The Appraisal concludes that the landscape has the capacity to accommodate a development of around 330 homes at 30dph.

**11.191** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows, particularly given the location of Frith Wood to the south. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance

with policy NE5. Whilst the site is not in any Critical Drainage Areas, it must nevertheless ensure that measures to manage land drainage are installed or enhanced. Compliance with policy CC4 is therefore essential.

- 11.192** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated with the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.193** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.194** In terms of highways, it is expected that this site will provide the southern arm of the Billericay southern relief route. The site should have two points of access, one on Laindon Road and one on Frithwood Lane, connected by a spine road running through the site. Off-site, improvements should be made to Frithwood Lane, in conjunction with the Highway authority, in order to improve access to the site from the west. This off-site work will require the reclamation of highways land on Frithwood Lane, which may affect the phasing of development. Additionally, in order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location will be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 23

### Housing Development Site - Land East of Frithwood Lane, Billericay

1. 11ha of land east of Frithwood Lane, Billericay, as identified on the Policies Map with the notation H23 will be developed to provide around 330 high quality homes developed at a density of 30dph.
2. Access to the site should be secured from both Laindon Road and Frithwood Lane, with these two access points linked by a spine road running through the site east-west. This should be supported by off-site improvements to the capacity of Frithwood Lane, in conjunction with the highway authority. This spine road, and the off-site improvements to Frithwood Lane should be delivered during the first phase of development on this site.
3. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;

- b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards other improvements to the local and strategic highway network, in addition to those set out in point 2, where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
4. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
  5. A landscaped buffer should be provided to the northern boundary of the site. A green corridor of open space and landscaping should be provided running east-west to the south of the development area, linking to Frith Wood. These landscape buffers and corridors should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
  6. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
  7. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
  8. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 23

### Housing Development Site - Land East of Frithwood Lane, Billericay

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA* and was part of the *Core Strategy Revised Preferred Options Report PADC15*. The *Green Belt Study* confirms the land only partly meets Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate development, subject to landscape buffers being incorporated into the development. Highway solutions to ease pressure on the local network at Mountnessing Road are also feasible, along with improvements to ease pressure in the town centre.

**Option 2 - Develop a larger area with 800-1,000 homes:** Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply for around 800-1,000 homes together with community facilities and open space, which would increase housing supply for meeting different needs in this area and improve the likelihood of being able to secure the A176/A129 bypass option for west Billericay, the *Outline Landscape Appraisal* identifies that not all the land identified in the *HELAA* should be developed due to the significant impact it would have on the surrounding landscape, together with impacts on the Green Belt which currently help prevent the historic village of Little Burstead from merging with the urban edge of south Billericay.

**Option 3 – Alternative development location at Billericay Golf Course:** 49ha of land has been promoted for development at the golf course located to the south of preferred site between Billericay and Little Burstead. The *HELAA* does not identify this site as a suitable development location due to the potential for development in this location to cause the coalescence of Little Burstead and Billericay, contrary to Green Belt policy. The *Outline Landscape Appraisal* also concludes that there is no landscape capacity to accommodate development in this location.

### Land South of Windmill Heights, Great Burstead and South Green, Billericay

- 11.195** The *Green Belt Study* has found the site only partly contributes to the Green Belt purposes and the *HELAA* shows that approximately 29ha of land is suitable, available and achievable to the west of South Green. An *Outline Landscape Appraisal* prepared for this location concluded that around 2.5ha of land in this location is developable to the south of Windmill Heights. This is subject to the creation of a landscape buffer to the western and southern boundaries of the site. The Appraisal concludes that the landscape has the capacity to accommodate a development of around 70 homes at 30dph.
- 11.196** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. This site is on the edge of Critical Drainage Area BAS5, and must therefore ensure that measures to manage land drainage are installed or enhanced. Compliance with policy CC4 is therefore essential.
- 11.197** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated with the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.198** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.199** In terms of highways, principal access will be from Kennel Lane, which will be its key frontage. Internal roads will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location will be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 24

### Housing Development Sites - Land South of Windmill Heights, Great Burstead and South Green

1. 2.5ha of land south of Windmill Heights, Great Burstead and South Green, Billericay, as identified on the Policies Map with the notation H24 will be developed to provide around 70 high quality homes developed at a density of 30dph. Access to this site should be taken from Kennel Lane.
2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
4. Landscaped buffers should be provided to the western and southern boundaries of the site. These landscape buffers should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the site will be assessed against policy NE5 to ensure that this is the case.
6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
7. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 24

### Housing Development Site - Land South of Windmill Heights, Great Burstead and South Green

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA* and was part of the *Core Strategy Revised Preferred Options Report PADC15*. The *Green Belt Study* confirms the land only partly contributes to the Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate some development, subject to landscape buffers being incorporated into the development. Highway solutions to ease pressure on the local network, including improvements to ease pressure in the town centre are also feasible.

**Option 2 - Develop at 20duph for around 45 homes** - Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply, the plan could consider that the site is on the edge of Great Burstead and South Green Village (part of the Billericay urban area) and choose to lower the density and accommodate less homes, including some which take up more land including executive or bungalows, which are also part of the Borough's qualitative housing need. The *Outline Landscape Appraisal* identifies that not all the land identified in the *HELAA* should be developed in any case, which is why H24 seeks to limit this by only releasing land to the far north due to the significant impact it would otherwise have on the surrounding landscape to otherwise develop more intensely in this location. This aside, the surrounding urban form and densities are higher and to lower the density would result in a less efficient use of a greenfield site, considering its location close to the town centre.

### Land West of Kennel Lane, Great Burstead and South Green, Billericay

- 11.200** The *Green Belt Study* has found that the site only contributes to some of the Green Belt purposes and the *HELAA* shows that approximately 29ha of land is suitable, available and achievable to the west of South Green. An *Outline Landscape Appraisal* concluded that 2.5ha is developable in this location on land to the east of Kennel Lane. This is subject to the creation of a landscape buffer to the south of the site, and the retention of a hedgerow along the sites eastern boundary. It is also expected that an existing pond, in the middle of the site is retained. The appraisal concludes that the landscape has the capacity to accommodate a development of around 70 homes at 30duph.
- 11.201** The site is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. It is on the edge of Critical Drainage Area BAS5 and must therefore ensure that measures to manage land drainage are installed or enhanced. Compliance with policy CC4 is therefore essential.
- 11.202** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for on-site open space, integrated with the landscape buffers. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.203** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for

Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.

- 11.204** In terms of highways, principal access will be from Kennel Lane, which will be its key frontage. Internal roads will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location will be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 25

### Housing Development Site - Land west of Kennel Lane, Great Burstead and South Green

1. 2.5ha of land west of Kennel Lane, Great Burstead and South Green, Billericay, as identified on the Policies Map with the notation H25 will be developed to provide around 70 high quality homes developed at a density of 30dph. Access to this site should be taken from Kennel Lane.
2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
4. A landscaped buffer should be provided to the southern boundary of the site. The hedgerow along the sites eastern boundary should be retained and enhanced, as should the pond located within the centre of the site. Opportunities should be sought to deliver multi-functional benefits such as open space, ecological and surface water management within these landscape features.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the site will be assessed against policy NE5 to ensure that this is the case.

6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
7. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 25

### Housing Development Site - Land west of Kennel Lane, Great Burstead and South Green

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA* and was part of the *Core Strategy Revised Preferred Options Report PADC15*. The *Green Belt Study* confirms the land only contributes to some of the Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate some development, subject to landscape buffers being incorporated into the development. Highway solutions to ease pressure on the local network, including improvements to ease pressure in the town centre are also feasible.

**Option 2 - Develop at 20dph for around 45 homes:** Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply, the plan could consider that the site is on the edge of Great Burstead and South Green Village (part of the Billericay urban area) and choose to lower the density and accommodate less homes of a more executive style, due to the distinct and secluded land parcels which make up the site, which are also part of the Borough's qualitative housing need. The *Outline Landscape Appraisal* identifies that not all the land identified in the *HELAA* should be developed in any case, which is why H25 seeks to limit this by only releasing land to the far north due to the significant impact it would otherwise have on the surrounding landscape to otherwise develop more intensely in this location. This aside, the surrounding urban form and densities are higher and to lower the density would result in an less efficient use of a greenfield site, considering its location close to the town centre.

## Land East of Greens Farm Lane, Billericay

- 11.205** The *Green Belt Study* has found that the site contributes to some of the Green Belt purposes and the *HELAA* shows that approximately 29ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* concluded that 9.4ha of land in this location is developable, split across four perimeter land parcels. This is subject to the creation of an 19ha central landscape buffer, forming an extension to Mill Meadows Nature Reserve. The appraisal concludes that the landscape has the capacity to accommodate a development of around 280 homes at 30dph.
- 11.206** The site is not known to be highly ecologically sensitive, however it is recognised that there is a SSSI in the neighbouring Mill Meadows Nature Reserve to the west and that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. The site is within the boundaries of two Critical Drainage Areas BAS4 and BAS5, and must therefore ensure that measures to manage land drainage are installed or enhanced. Compliance with policy CC4 is therefore essential.
- 11.207** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for substantial on-site open space, integrated with the central landscape buffer. The site will impact on the demand for GP provision within the wider area. The NHS have

a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site provision is required.

- 11.208** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.209** In terms of highways, principal access will be from Greens Farm Lane for those parcels to the west of the site, and from Outwood Common Road for the parcels to the east. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location will be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## Policy H 26

### Housing Development Site - Land East of Greens Farm Lane, Billericay

1. 9.4ha of land east of Greens Farm Lane, Billericay, as identified on the Policies Map with the notation H26 will be developed to provide around 280 high quality homes developed at a density of 30dph. Adjoining land will provide a 19ha extension to Mill Meadows Nature Reserve, which will remain in the Green Belt. Access to this site will be taken from Greens Farm Lane and Outwood Common Road.
2. Land to the north of the site, as annotated H36a will be developed to provide around 200 homes. Land to the south of the site, as annotated H26b will be developed to provide around 80 homes.
3. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a model shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.

4. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
5. Landscaped buffers should be provided around the edges of both land parcels in order to integrate the development into the local environment. A central open land buffer should deliver a multi-functional extension to Mill Meadows Nature Reserve incorporating open land, ecological and surface water management benefits. The land must be gifted to the Council, or a third party agreed by the Council prior to the first occupation of any development on site, and a commuted sum must be paid to ensure the ongoing maintenance of this open space for a minimum period of 20 years.
6. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the sites will be assessed against policy NE5 to ensure that this is the case.
7. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the sites will be assessed against policy CC4 to ensure this is the case.
8. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 26

### Housing Development Site - Land East of Greens Farm Lane, Billericay

**Not allocate** - The *Core Strategy Revised Preferred Options Report* was informed by the *Green Belt Study (2013)* that this location should be protected from development due to Green Belt purposes. Following the consultation responses to the *Core Strategy Revised Preferred Options Report* in 2014, the *Green Belt Study Methodology* was revised and the study updated with new findings. The conclusions for this location are now that it contributes to the Green Belt purposes and therefore could be considered for alternative uses through this plan. The *Outline Landscape Appraisal* prepared for the Strategic Sites has therefore reconsidered this location at a much smaller scale than the strategic *Landscape Character and Green Belt Landscape Capacity Study* did in 2013 to determine if any of it is developable with appropriate mitigation. It has concluded that 9.4ha is developable on land east of Greens Farm Lane, split across four perimeter land parcels subject to the creation of a 19ha central landscape buffer, incorporating an extension to Mill Meadows Nature Reserve. The appraisal concludes that the landscape has the capacity to accommodate a development of around 280 homes at 30dph which will assist in meeting local housing needs. Without the allocation, the extension to Mill Meadows, which would remain in the Green Belt and provide public access to high ground which has no public access benefits otherwise.

**Option 2 - Allocate land north of Outwood Farm Road:** Whilst this site could accommodate more homes than H26 and was identified in the *Core Strategy Revised Preferred Options Report* as PADC13, the *Outline Landscape Appraisal* prepared for the Strategic Sites has reconsidered this location to determine if any of it is developable with appropriate mitigation. It has concluded that the open nature of the land parcel and relatively open perimeter boundary would suggest that this site has little capacity for accommodating development and alternative sites should be considered first, including H26.

### Land East of Southend Road, Great Burstead and South Green, Billericay

- 11.210** The *Green Belt Study* has found the site only partly contributes to the Green Belt purposes and the *HELAA* shows that approximately 7ha of land is suitable, available and achievable in this location. An *Outline Landscape Appraisal* concluded that all 7ha of land in this location is developable, subject to the creation of a linear landscape buffer, following the route of a watercourse, incorporating open space, field boundaries and tree belts. The appraisal concludes that the landscape has the capacity to accommodate a development of around 220 homes at 30dph.
- 11.211** The site is not known to be highly ecologically sensitive, however it is recognised that there is a SSSI in the nearby Mill Meadows Nature Reserve to the north and that there will be wildlife living within natural features of the site such as trees and hedgerows. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance hedgerows, trees, tree groups and other landscape features where wildlife may be prevalent in accordance with policy NE5. It is within the boundaries of Critical Drainage Area BAS5 and must therefore ensure that measures to manage land drainage are installed or enhanced. Compliance with policy CC4 is therefore essential.
- 11.212** This site will require local infrastructure provision to support the development proposed. There will be a requirement for contributions towards pre-school and primary school provision in the area. There will also be the need for substantial on-site open space, integrated with the central landscape buffer. The site will impact on the demand for GP provision within the wider area. The NHS have a strategy of expanding provision to accommodate growth at existing surgeries. There will therefore be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of the site, unless the NHS determine that on-site replacement provision is required, which should be accommodated along Southend Road to the north of the site.
- 11.213** Utility providers have indicated that this site is well served by existing power supply and water recycling facilities. There is however a need for developers to ensure that this remains the case at the time of development, and to ensure that any drainage infrastructure provided on site is sufficient to avoid issues associated with surface and sewage flooding arising. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that flood risk does not affect future occupiers of the site and/or any existing properties nearby. There remains a need for Anglian Water to be satisfied that the serving water recycling centre can accommodate the growth proposed. The developer may need to work with Anglian Water to enable this through improvements to the capacity of the water recycling centre prior to development.
- 11.214** In terms of highways, principal access will be from Southend Road, which will be one of its key frontages. Internal roads will need to be designed in accordance with the *Local Transport Plan Development Management Policies*. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location and to improve the capacity and flow of local roads serving the rest of Billericay, development in this location will be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to cycling and public transport access within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

### Policy H 27

#### Housing Development Site - Land east of Southend Road, Great Burstead and South Green

1. 7ha of land east of Southend Road, Great Burstead and South Green, Billericay, as identified on the Policies Map with the notation H27 will be developed to provide around 220 high quality homes developed at a density of 30dph. On-site open space provision should be included within the development and access to this site should be taken from Southend Road.

2. Development on this site must be supported by sufficient infrastructure to ensure that the development is sustainable, and does not exceed the capacity of existing infrastructure, facilities and services. In particular, development in this location is required to:
  - a. Be phased to align with any improvements required to accommodate growth within the drainage network or at the water recycling centre. The developers will need to engage with Anglian Water in this regard, and must work with them to deliver any capacity improvements required;
  - b. Make provision on-site/off-site for pre-school and primary school requirements, as specified by the Essex County Council School Place Commissioning Service, to align with additional needs arising from the site;
  - c. Contribute towards additional GP services within Billericay to serve the residents of the site. Contributions should be aligned with the initial occupation of each phase of development;
  - d. Contribute towards improvements to the local and strategic highway network where they relate to this site, and also ensure the delivery of local traffic management measures that ensure safe accessibility to the site during the first phases of development; and
  - e. Contribute towards improvements towards cycling and public transport provision within the vicinity of the site in order to facilitate a modal shift towards active and sustainable transport modes. The delivery of development should be phased to align with these improvements in order to ensure early occupiers of the development do not develop behaviours which rely on private vehicle travel.
3. The opportunity should be taken to investigate, and if possible make provision for decentralised energy provision. Any provision that is secured on this site must comply with policy CC7 in order to limit impacts to residential amenity.
4. A linear landscape buffer should feature throughout the development and continue to the junction with Coxes Farm Road. This landscape buffer should be multi-functional and should also seek to deliver open space, ecological and surface water management benefits.
5. Development of this site must not cause harm to biodiversity, and in association with the landscaping proposals should seek to achieve a net gain in biodiversity. Proposals for the site will be assessed against policy NE5 to ensure that this is the case.
6. Development on this site must not be at risk of inundation of surface water, and must not increase the risk of surface water flooding to properties elsewhere in the neighbouring Critical Drainage Area. Proposals for the site will be assessed against policy CC4 to ensure this is the case.
7. Development of this site should also comply with all other relevant policy requirements of this plan.

## Alternative Options H 27

### Housing Development Site - Land east of Southend Road, Great Burstead and South Green

**Option 1: No Allocation** - Land in this location is identified as suitable and available in the *HELAA* and was part of the *Core Strategy Revised Preferred Options Report PADC14*. The *Green Belt Study* confirms the land only partly contributes to the Green Belt purposes and the *Outline Landscape Appraisal* identifies that the landscape has the capacity to accommodate some development, subject to landscape buffers being incorporated into the development. Highway solutions to ease pressure on the local network, including improvements to ease pressure in the town centre to the north are also feasible along with the potential to secure on-site neighbourhood benefits including open space and surface water management infrastructure.

**Option 2 - Develop at 20dups for around 145 homes:** Whilst the *HELAA* indicates that more land in this location is identified as suitable and available for housing supply, the plan could consider that the site is on the edge of Great Burstead and South Green Village (part of the Billericay urban area) and choose to lower the density and accommodate less homes, including some which take up more land including executive or bungalows, which are also part of the Borough's qualitative housing need. The *Outline Landscape Appraisal* identifies that all of the land in the *HELAA* is developable subject to landscaping, particularly at the southern end near Coxes Farm Road. This aside, the surrounding urban form and densities already include lower density development and broadening the mix of house types available through density management would help to contribute better to local needs.

## Ramsden Bellhouse

- 11.215** Ramsden Bellhouse is a small distinct serviced settlement in the north of the Borough in between the larger settlements of Wickford and Billericay. The administrative boundary of the Basildon Borough with Chelmsford City is just to the northern edge of the settlement. The current settlement is on the site of a surviving church and hall complex of medieval or possibly even late Saxon origin formed a focal point in the rural landscape of enclosed fields and the preceding dispersed settlement pattern in the area demonstrated a long history of occupation. There are as a consequence a number of Grade II Listed Buildings in Ramsden Bellhouse including Ramsden Bellhouse Hall, the Church of St. Mary, Woolshots' Farm and the Great Wasketh Farmhouse.
- 11.216** Typically, properties form ribbon development along the main roads in the settlements. These properties are spaced parcel by parcel based on what would have been the requirements of individual property owners. Consequentially, plots are generally large and spacious in size. Many dwellings have been modified and extended, or replaced by larger properties in more recent years, representing a more affluent community. Change has however been limited to a certain extent by 'Special Development Control Policies' which have sought to preserve the unique character of Ramsden Bellhouse by limiting development scale. Nonetheless, house values are high in this settlement.
- 11.217** Ramsden Bellhouse has good access to the countryside and green amenity spaces. It also has some local facilities such as a village shop and village hall. However, the nearest primary school is in Crays Hill and the nearest secondary school is in Wickford. Healthcare and leisure provision is also located in Wickford. Bus services to Ramsden Bellhouse meanwhile are infrequent meaning that access to services for those who do not access to a car is limited. New development therefore provides the opportunity to improve the sustainability and inclusiveness of Ramsden Bellhouse as a community. However, in doing so it is important to ensure that growth does not reduce the purpose of the Green Belt in defining separation between Ramsden Bellhouse and nearby Wickford or Crays Hill. Therefore, growth will be focused around the northern extent of the settlement where this risk is reduced. There is the capacity to accommodate 45 homes in Ramsden Bellhouse at 20dups by amending the Green Belt boundaries and consequently the village envelope in this way. It will remain the case that development in Ramsden Bellhouse will be required to apply the Special Development Control Policy, along with any locally derived design criteria.

## Policy H 28

### Housing Growth in Ramsden Bellhouse

1. Local amendments have been made to the Green Belt boundary in order to extend the village envelop of Ramsden Bellhouse. Within this expanded envelop, sites may be developed for residential or community use purposes only, to provide around 45 new homes.
2. New homes should be designed in accordance with the Special Development Control Policy for Ramsden Bellhouse, and should contribute in a proportionate way to the provision of local infrastructure improvements, in particular the improvement of local public transport services. Proposals must also conform with all other relevant policies within this plan.

## Alternative Options H 28

### Housing Growth in Ramsden Bellhouse

**Option 1: No growth** - Ramsden Bellhouse is a serviced settlement which does not currently benefit from good access to public transport provision. Improvements to provision will not be secured through a no growth scenario. Consequently, this is not preferred as it would leave this community to stagnate.

**Option 2: Higher growth** – Sites to the south of Ramsden Bellhouse have also been promoted for development, as set out in the higher growth scenario. These sites would increase the level of new housing provision in this settlement to a total of 250 homes. This would however increase the risk of piecemeal development proposals around the village reducing the separation between Ramsden Bellhouse and Wickford, particularly in combination with sites H17 and H18. This option is not therefore preferred, even though it would further justify improvements to local service provision.

## Crays Hill

- 11.218** Crays Hill is a small distinct serviced settlement centrally located in the Borough just south of Ramsden Bellhouse in between the larger settlements of Wickford and Billericay, with Basildon a short distance away to the south. Crays Hill may be medieval in origin with the presence of a moated enclosure, and although suffering some boundary loss from plotland divisions, the basic structure of the field system has survived.
- 11.219** Crays Hill is a mainly residential settlement located around the London Road as it runs between Wickford and Billericay. It has a small shop, a primary school and some limited public transport services. There is limited commercial or industrial activity, and limited provision of public open space. However, due to the settlements rural location there are informal opportunities for recreation in the surrounding countryside.
- 11.220** Surrounding countryside to the north of Crays Hill is of high landscape value. Meanwhile the countryside to the south plays an important role in separating Crays Hill from Basildon. There is a plotland settlement in this area which due to inappropriate development has caused the landscape in this area to become degraded in places.
- 11.221** Limited land around Crays Hill has been promoted for development. However, there are a few small parcels of land which have been promoted around the village core and would represent suitable development locations which would support improvements to local infrastructure, in particular local public transport services. A further site has been promoted to the east of the village,

but this would extend the ribbon of development and in the long term risk the coalescence of Crays Hill with Ramsden Bellhouse and/or Wickford. This is not a desirable outcome as it would risk the distinctiveness of the individual settlements.

## Policy H 29

### Housing Growth in Crays Hill

1. Local amendments have been made to the Green Belt boundary in order to extend the village envelope of Crays Hill. Within this expanded envelop, sites may be developed for residential or community use purposes only, to provide around 45 new homes.
2. New homes should be designed in accordance with character of the local area, and should contribute in a proportionate way to the provision of local infrastructure improvements, in particular the improvement of local public transport services. Proposals must also conform with all other relevant policies within this plan.

## Alternative Options H 29

### Housing Growth in Crays Hill

**Option 1: No growth** – Crays Hill is a serviced settlement which does not currently benefit from good access to public transport provision. Improvements to provision will not be secured through a no growth scenario. Consequently, this is not preferred as it would leave this community to stagnate.

**Option 2: Higher growth** – A site to the east of Crays Hill has also been promoted for development, as set out in the higher growth scenario. Including this would increase provision from this settlement to a total of 120 homes. This would however increase the risk of piecemeal development proposals around the village reducing the separation between Crays Hill and Ramsden Bellhouse and/or Wickford, particularly in combination with sites H17 and H18. This option is not therefore preferred, even though it would further justify improvements to local service provision.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy H30: The Location of Residential Development**

#### **Policy Context**

- 11.222** The *NPPF* expects local plans to identify locations where development is encouraged, and where development will be restricted. This should be based on the strategic priorities for the area.
- 11.223** Paragraph 51 of the *NPPF* expects local planning authorities to approve applications for the change of use of commercial buildings to residential, unless there are good economic reasons for not doing so.

#### **Evidence Base**

- 11.224** A significant part of the Borough's existing urban area is used for residential purposes. There are however employment areas, retail parades and community uses which are also located within the urban areas, and are essential for ensuring a sustainable community.

- 11.225** The employment and retail areas in the Borough are very well used, and although there are some vacancies in some employment and town centre locations, the *ELPS*, and the *Retail and Commercial Leisure Study* show that there will be a need beyond those vacancies available for additional employment land and additional retail floorspace to support the level of housing growth proposed. There is therefore a need to retain employment and retail premises from redevelopment for residential purposes. This is particularly the case where regeneration proposals are in place such as Basildon town centre, and a residential development proposal may undermine the delivery of a comprehensive programme of regeneration that would benefit the wider community and economy.
- 11.226** Additionally, there are likely to be instances, particularly in areas allocated for employment, where residential development is unlikely to be compatible with surrounding uses, and may ultimately undermine their economic activity if new residents are affected and make complaints. There is therefore an economic imperative for limiting housing development to those locations allocated for such purposes, and for protecting allocated commercial areas from residential development.
- 11.227** It is however recognised that town centres can benefit from mixed use developments. It is known that homes above shops and other commercial uses can contribute towards the vitality and success of town centres and help with natural surveillance and reducing fear of crime. It is expected that additional housing will be provided above shops and on edge of centre sites within Basildon, Laindon, Pitsea and Wickford in order to support the vitality of these centres moving forward.

## Policy H 30

### The Location of Residential Development

1. Proposals for housing development will be supported in the following locations, subject to compliance with all other relevant policies within this plan:
  - a. Areas allocated for residential purposes on the Policies Map, in accordance with policies H4 and H7 to H27;
  - b. Above shops within shopping frontages in town centres and local centres, as identified on the Policies Map; or
  - c. On edge of town centre sites promoted for residential purposes within approved regeneration proposals for that town centre.
2. Proposals for housing development elsewhere within the urban area will be supported where it can be demonstrated that:
  - a. The site is unlikely to be re-used for its allocated purpose;
  - b. The site would not disrupt an active shopping frontage within a town centre or local centre, or otherwise undermine any approved regeneration proposals in place for that centre;
  - c. The use of the site for housing is compatible with other uses within the surrounding area and would provide a good level of amenity to future residents; and
  - d. The proposal is compliant with all other relevant policies in this plan.

## Alternative Options H 30

### The Location of Residential Development

**Option 1: No Policy** - Areas suitable for residential development are identified by the allocation policies. Consequently, it could be argued that a policy regarding the location of residential development is not necessary. However, the policy provides flexibility by allowing for applications for residential developments

in other locations to be supported where certain criteria can be met. This flexibility is consistent with the requirements of the *NPPF*, and therefore the alternative of not having a policy would be unsound and is not therefore reasonable.

## Policy H31: The Location of New Gypsy, Traveller and Travelling Showpeople Sites

### Policy Context

- 11.228** Policy H of the national *PPTS* sets out the development management criteria applicable when considering the planning merits of new or expanding gypsy, traveller or travelling showpeople sites.

### Evidence Base

- 11.229** Residential gypsy and traveller sites provide people with a permanent home and can be privately owned, rented out by local authorities as affordable pitches, or privately owned and rented to other gypsies and travellers.
- 11.230** The size and the amount of facilities available on these sites varies between sites, on average however, usage in the Borough is approximately 1.7 caravans per pitch. Sites are typically made up of a number of caravan pitches and associated facilities. Good practice guidance has previously advised an average family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan...drying space for clothes, a lockable shed...parking space for two vehicles and a small garden" (para 7.12)<sup>(5)</sup>.
- 11.231** Residential sites provide a permanent home and the amount of facilities on site varies between public and private sites. Public sites will generally have amenity blocks and sometimes play areas and communal spaces for residents. Private site facilities vary enormously depending on the requirements and aspirations of the individual residents.
- 11.232** The design requirements of travelling showpeople site accommodation on the other hand are different to gypsies and travellers. Their sites often combine residential, storage and maintenance uses. Typically a site contains areas for accommodation, usually caravans and mobile homes, and areas for storing, repairing and maintaining vehicles and fairground equipment. Sites are often known as yards and can be lived on by several families. Individual family areas (within a site/yard) are called plots.
- 11.233** Although travelling showpeople often travel for extended periods throughout the year, the *PPTS* recognises they require a permanent base for storage of equipment and for residential use during the winter months. These plots are also occupied throughout the year, often by older people and families with children, for example, who as a result of individual needs/circumstances no longer travel.

### Policy H 31

#### The Location of New Gypsy, Traveller and Travelling Showpeople Sites

Any applications for planning permission for gypsy and traveller pitches and travelling showpeople yards received throughout the plan period must be in accordance with the *NPPF* and *PPTS* and the following local criteria:

- a. The site must reasonably be accessible to services and facilities;
- b. The maximum number of pitches to be provided on any one site is restricted to 15;

5 *Designing Gypsy and Traveller Sites - Good Practice Guide*, CLG, 2008; revoked 2015

- c. The site must be able to be adequately serviced with drinking water, utilities and sewerage disposal facilities that accord with Environment Agency standards;
- d. The site should have good access to the highway network and not promote inappropriate traffic generation for the locality;
- e. The site must be of sufficient size to accommodate the proposed number of caravans, vehicles and ancillary work areas as appropriate;
- f. The site must not be affected by environmental hazards that may affect residents' health or welfare or be located in an area of high risk of flooding, including functional floodplain;
- g. Proposals for sites accommodating travelling showpeople should allow for a mixed-use yard with areas for residential provision and the storage and maintenance of equipment;
- h. All other proposals for mixed residential and business activities will be assessed on a site specific basis, taking the above criteria into account; and
- i. Any development granted under this policy will be subject to a condition limiting occupation to gypsies and travellers or travelling showpeople, as appropriate.

## Alternative Options H 31

### The Location of New Gypsy, Traveller and Travelling Showpeople Sites

**Option 1: No Policy** - The *NPPF* makes it clear that local planning authorities should consider the Government's *PPTS*, in conjunction with the *NPPF*, when preparing plans or making decisions on travellers sites in their area. Policy H31 sets out the types of considerations that need to be factored into assessing whether new or expanded sites meet policy aspirations, which will vary around the country. Without a local policy that takes account of local factors, the plan is likely to be contrary to the *NPPF* and would potentially result in the Local Plan being found unsound. This is not therefore a reasonable alternative.

## Policy H32: New Park Home Sites for Non Travelling Gypsy and Travellers

### Policy Context

**11.234** The *NPPF* makes it clear that local planning authorities should consider the Government's *PPTS*, in conjunction with the *NPPF*, when preparing plans or making decisions on travellers sites in their area. The *PPTS* identifies a definition distinction that gypsies and travellers who no longer lead a nomadic lifestyle are treated as non travelling gypsies and travellers for the purposes of the planning system and their needs must therefore be met by the requirements of the *NPPF*. However the *Human Rights Act 1998* and the *Equalities Act 2010* protect their cultural choice to live in mobile accommodation and therefore there is a need to plan for park homes within the plan.

### Evidence Base

**11.235** The Council is currently reviewing the *BBLNAA* and *BBSPS* to determine how much of its future need will not fall within the *PPTS* definition for gypsies and travellers and therefore will have to be provided by culturally acceptable accommodation through new park home sites under the *NPPF*.

## Policy H 32

### New Park Home Sites for Non Travelling Gypsy and Travellers

Any applications for planning permission for gypsy and traveller park homes received throughout the plan period must be in accordance with the *NPPF* and *PPTS* and the following criteria:

- a. The site must reasonably be accessible to services and facilities;

- b. The maximum number of pitches to be provided on any one site is restricted to 15;
- c. The site must be able to be adequately serviced with drinking water, utilities and sewerage disposal facilities that accord with Environment Agency standards;
- d. The site should have good access to the highway network and not promote inappropriate traffic generation for the locality;
- e. The site must be of sufficient size to accommodate the proposed number of caravans, vehicles and ancillary work areas as appropriate;
- f. The site must not be affected by environmental hazards that may affect residents' health or welfare or be located in an area of high risk of flooding, including functional floodplain;
- g. Proposals for sites accommodating travelling showpeople should allow for a mixed-use yard with areas for residential provision and the storage and maintenance of equipment.
- h. All other proposals for mixed residential and business activities will be assessed on a site specific basis, taking the above criteria into account.
- i. Any development granted under this policy will be subject to a condition limiting occupation to gypsies and travellers, as appropriate.

## Alternative Options H 32

### New Park Home Sites for Non Travelling Gypsy and Travellers

**Option 1: No Policy:** The *NPPF* makes it clear that local planning authorities should consider the Government's *PPTS*, in conjunction with the *NPPF*, when preparing plans or making decisions on travellers sites in their area. Policy H32 sets out the types of considerations that need to be factored into assessing whether new or expanded park home sites, provided for gypsies and travellers who no longer travel, whose status is protected by the *Human Rights Act 1998* and the *Equalities Act 2010* and whose needs must be provided for by alternative accommodation. Without a local policy that takes account of local factors, and the *PPTS*'s definition distinction of gypsies and travellers, alongside the cultural protection a non travelling gypsy or travelling household has through legislation, the plan is likely to be unlawful, contrary to the *NPPF* and is likely to be found unsound. This is not therefore a reasonable alternative.

## Policy H33: The Size and Types of Homes

### Policy Context

**11.236** Paragraph 50 of the *NPPF* states that in order to deliver a wide choice of high quality homes that create sustainable, inclusive and mixed communities, local planning authorities should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups within the community including families with children, older people and people with disabilities. It expects local plans to identify the size and types of new homes that are required in particular locations to reflect local demand.

### Evidence Base

**11.237** The *SHMA* examined the current dwelling characteristics for all authorities across South Essex. It recognised there are some significant differences between authority areas, both in terms of the number of bedrooms, and the size of dwellings.

**11.238** In response, the Council will consider accommodation requirements for specific groups as part of creating sustainable, mixed, socially inclusive communities. In relation to the size of properties, the *SHMA* identifies the proportional split by type of property required by the changing household profile.. This is set out in Table 11.3.

Table 11.2 Size of Accommodation Required (Extracted from SHMA 2015 Figure 8.12)

No. Bedrooms	Detached	Semi-detached	Terraced	Flat
1 bedrooms	-	-	-	11%
2 bedrooms	-	22%	11%	6%
3 bedrooms	11%	18%	21%	-
4 bedrooms	9%	2%	-	-
5 bedrooms or more	2%	-	-	-

- 11.239** The table above indicates that during the plan period there is a need for a mix of different type properties to meet the diverse needs of the Borough's residents. The need for smaller 1 bedroom properties is a forecast response to Government welfare reforms encouraging more people to downsize. However, it is recognised that 1 bedroom housing is not always desirable and does not easily adapt to rapid change required from the housing market by the occupying households. Consequently, the Council will keep the requirement for different house types under periodic review as part of the Housing Strategy in this plan and its separate *Integrated Housing Strategy*.
- 11.240** Whilst there is a demand for a large proportion of smaller properties, there is also a need for a proportion of new homes to be larger 4 bedroom plus homes. Whilst this need is across all tenures, it is also reflective of an insufficient number of 'executive-type' dwellings within the Borough to suit the needs of higher-income households and professionals. Provision of more of these units would help diversify the Borough's housing offer and reduce out-migration of these households, improving the Borough's socio-economic profile and overall sustainability.
- 11.241** In order to ensure that homes meet the needs of local residents, whatever their income level, and also respond to the aspiration of delivering more 'executive-type' dwellings that would encourage economically active and high income households and professionals to live in the Borough, it is important that internal space standards are also improved alongside the overall mix of housing provision. New homes built in the UK are some of the smallest in Europe, and this has implications for the quality of life, and the attractiveness of a place to live. The Government has set out a Nationally Described Space Standard for new homes, which local areas may optionally apply, subject to considerations of need and viability. These standards provide the opportunity to improve the quality of the housing offer within the Borough and will therefore be applied to all new build homes.
- 11.242** It is however recognised that the space standards may be difficult to achieve within conversions, particularly where the existing building is of an irregular shape, or is a designated heritage asset. In order to encourage the re-use of existing buildings, the Nationally Described Space Standard will not normally be applied to conversions, although the need for space and light for the level of occupancy proposed should still be a consideration in determining the appropriateness of a development proposal, in order to ensure that conversion developments contribute towards meeting the need for high quality homes.
- 11.243** In terms of the specialist accommodation needs of older people policy H2 identifies the need for 1,620 units of extra care, supported housing, enhanced sheltered and specialist dementia care housing within the Borough in the period to 2034. This represents 10% of the accommodation needs of the Borough. Policy H2 expects that this requirement is met alongside other housing in order to ensure that older people are not isolated from the community. Consequently, such accommodation should be provided on-site alongside other types of housing provision.
- 11.244** Whilst Basildon Borough Council recognises the importance of providing suitable housing for an ageing population, and people with other social or learning support needs, it also believes that people have the right to continue to live in their own homes for as long as is practically and safely

possible. The SHMA indicates that the number of private household residents with support needs will increase by 3,371 by 2034 (3,877 by 2037). As such, alongside the provision of specialist accommodation for older people, the Council will also be seeking to secure a proportion of new homes to meet the requirements of Category 2 - Accessible and adaptable dwellings of Part M volume 1 of the *Building Regulations*. Category 2 homes are equivalent to the previous, now superseded, Lifetime Homes Standard and provide the opportunity for homes to be adapted to accommodate changing needs in terms of accessibility.

- 11.245** Part M of the *Building Regulations* also introduced a Category 3 - Wheelchair User Dwellings. The SHMA (2013) indicated that there were over 4,300 people living within Basildon Borough who claim Higher Mobility Allowance. It is expected that the number of people claiming this allowance will increase by approximately 1% by 2031. It is therefore appropriate that a small number of the new homes provided are suitable for wheelchair users to provide the opportunity for households containing a person with a disability to move and change.

## Policy H 33

### The Size and Types of Homes

1. All proposals for development which comprise 10 or more dwellings must provide an appropriate mix of housing types to meet the specific needs of existing and future households in the Borough taking in to account the latest *Strategic Housing Market Assessment*, the *South Essex Housing Strategy* and the Council's *Integrated Housing Strategy*, whilst having regard to the existing mix of housing in the locality.
2. Additionally, the following requirements for specialist accommodation provision must be met for all proposals for 10 or more homes:
  - a. A minimum of 1 dwelling built to Part M Category 3 - Wheelchair User Dwellings standard. The requirement will increase with the size of the development at a minimum rate of 1 Part M Category 3 dwelling per 100 units. Where such units form part of the affordable housing provision they must be wheelchair accessible. In all other cases they must be wheelchair adaptable; and
  - b. A further 10% of dwellings built on sites will be constructed to the requirements of Part M Category 2 - Accessible and Adaptable Dwellings (formerly Lifetime Homes) standard.
3. On sites comprising 100 homes or more, a minimum of 10% provision of specialist accommodation for older people should be made, in addition to the requirements set out in part 2 of this policy. Such accommodation may take one, or a combination of, the following forms:
  - a. Extra care accommodation;
  - a. Supported housing;
  - b. Enhanced Sheltered accommodation; or
  - c. Specialist accommodation for people with dementia.
4. In order to ensure that new homes offer sufficient, well designed living space to meet the needs of residents, the Nationally Described Space Standard will be applied to all new housing developments. New homes arising from the conversion of existing buildings will not be required to meet this standard, but must be designed to provide a good quality living environment, with sufficient space and light, for the level of occupancy intended.

## Alternative Options H 33

### The Size and Types of New Homes

**Option 1: No Policy** - This would leave the market to determine the mix of housing needed, which would result in a mixed skewed toward those who are able to pay the most rather than the needs of the local community. Such an approach is inconsistent with paragraph 50 of the *NPPF*, and also unlikely to result in a sustainable and socially inclusive community. This is not therefore a reasonable alternative.

**Option 2: Not applying the Nationally Described Space Standard** - This would leave the market to determine the size of new homes provided within the Borough. This would have implications for local aspirations to improve the quality and attractiveness of new housing in the Borough and is not therefore a preferred option.

**Option 3: Seeking 100% Category 2 (Lifetime Homes)** - This would ensure that all new homes are accessible and adaptable for older people, and is a desirable policy as it would enable older people to live in any newly built home. However, it is not thought that this requirement can be justified by the evidence of need, and therefore a lower requirement is set, which is more likely to be economically viable and enable other development costs such as infrastructure provision to be met. This is not therefore a preferred option.

**Option 4: Seeking no specific provision of Category 2 and Category 3 homes** - This would leave to the market to determine the need and provide for such accommodation. Given the additional costs associated with such homes, it is unlikely that this will deliver the quantum of homes required and would leave older people and people with disabilities excluded from the housing market. This would be contrary to the public sector equality duty, and is consequently an inappropriate option.

## Policy H34: Affordable Housing Provision

### Policy Context

- 11.246** The *NPPF* defines affordable housing as social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.
- 11.247** Paragraph 47 of the *NPPF* states that local plans should seek to meet the full, objectively assessed need for affordable housing, as far as is consistent with all other requirements of the *NPPF*. It goes on to state that where affordable housing is needed in an area, policies should be set for meeting that need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified. Such policies should be sufficiently flexible to take account of changing market conditions over time.
- 11.248** The *NPPF* is concerned to ensure that Local Plans are deliverable, and consequently requires that affordable housing contributions do not threaten the viability of development. To ensure viability, the *NPPF* requires that the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable. This potentially acts to limit the extent of affordable housing that can be secured on private development sites.

## Evidence Base

- 11.249** The SHMA identifies the need for at least 3,660 new affordable homes to be delivered within the Borough over the plan period. It identifies a backlog of need of 620 homes, which should be addressed within the first five years of the plan period. It also identifies a newly arising need for the Borough of 152 units per annum in addition to this.
- 11.250** The outcomes of the SHMA are based on an assessment of affordability within the local housing market, which shows that 54% of households cannot afford to purchase a property in the Borough (of a lower quartile priced property), and 39% of households cannot afford to rent in the private rented sector.
- 11.251** Due to the significant size of the existing stock of social housing in the Borough, a significant quantum of the need is met through the re-let of Council housing and housing owned by Registered Providers. However, the need is such that the additional units identified above are required on top of the existing stock.
- 11.252** The analysis of affordability shows that 29% of the need for affordable housing could be met through the provision of properties for affordable rent at 60% market rent. The remainder of households falling into need will require rents less than this, and therefore social rented properties will be sought.
- 11.253** The affordability data shows that 15% of households can afford private rents, but cannot afford to purchase a property in the Borough. However, the private rented sector only makes up 9.4% of the current housing stock. Consequently, demand for this stock will outstrip supply reducing its affordability over time. There is therefore a need to consider the role that intermediate products such as shared equity homes can play in ensuring that housing market is fully accessible for all levels of income. The SHMA indicates that those who can access the private rented market can also access a 40% shared equity home. There is therefore a need to introduce further shared equity provision within the housing mix in order to ensure sufficient provision of housing for those who do not need social housing, but cannot afford to buy a home on the open market. Provision representing 5% of the total housing requirement or 800 homes in total would be appropriate to bridge the gap between the social rent and market housing.
- 11.254** Due to changes to welfare system, which caps the total amount of benefits that any one household may receive, and also reduces benefit payments for spare bedrooms, there is a particular demand for affordable homes with a smaller number of bedrooms. The SHMA indicates that across South Essex the demand is for affordable housing provision to deliver 44% one bedroom homes, 28% two bedroom homes, 25% three bedroom homes and 2% four bedroom homes. This demand represents the position at 2015, and is likely to change over time as a consequence of different drivers

## Development Viability

- 11.255** The Council's HELAA has been the subject of independent economic viability appraisal to determine the deliverability of sites having regard to different requirements for affordable housing. The economic viability appraisal of the 2015 HELAA indicates that 98% of sites are viable where a requirement of 35% affordable housing is sought. This reduces to around 90% when the requirement is increased to 40%.
- 11.256** There are however other demands on development arising from the requirements of this plan and they cannot be overlooked. Most notably, the requirements for transport infrastructure, community infrastructure and the provision of specialist accommodation provision, including gypsy and traveller sites are also likely to affect the viability of sites. Policy H34 therefore sets a requirement for 25% of new homes to be affordable, ensuring that the need for affordable housing is balanced with the need for these other policy requirements to be met, as referred to in the *Whole Plan Viability Assessment*.

- 11.257** It is recognised that whilst the requirement for affordable housing provision has been reduced from the levels envisaged in the *Core Strategy Revised Preferred Options Report* to reflect viability considerations, there will still be some schemes where the costs of development are such that the contribution towards affordable housing will need to be reduced to enable delivery. This is most likely to occur where residential development is coming forward in respect of urban regeneration schemes (e.g. town centre regeneration or estate renewal programmes). Such schemes are likely to incur higher up-front development costs to re-mediate contaminated land, demolished existing structures or enable significant essential infrastructure to be installed. In these situations, the Council will take a more flexible approach to the provision of affordable housing.
- 11.258** It is recognised that some larger development schemes may also need flexibility in the approach to affordable housing in order to enable the provision of upfront infrastructure such as access, servicing, utilities and drainage. The Council will not normally consider reductions to the affordable housing provision on these sites in the first instance, but will instead consider proposals for the type, means, phasing and timing of affordable housing delivery within the context of the overall scheme to be structured in such a way which reduces upfront costs and enables the developer to better manage borrowing costs and cashflow. Where such an approach cannot make the development viable, the Council will use a 'deferred contribution scheme' to test viability both at the time of an application, and again once it is built, to reflect any improvement in the housing market or economic climate and ensure the Borough's affordable needs are catered for.

### ***Delivering Affordable Housing***

- 11.259** Whilst the best way to secure affordable housing in most cases will be through on-site provision, the Council recognises the additional need for flexibility in securing greater housing choice throughout the Borough. For some schemes, it may be better to seek a partial on-site provision and a financial contribution, particularly on smaller sites where the requirement for affordable housing may affect the efficient use of land. There may also be instances where there may be other sound planning reasons why affordable housing should be provided in other ways, such as through financial contributions pooled through commuted payments for off-site provision in areas of greater need of affordable housing provision, or where small scale infill within Green Belt villages is required to meet recognised local community need.
- 11.260** It is expected that a Registered Provider or the Council will normally be engaged in the delivery of the affordable housing on development sites. Registered Providers receive funding from the Homes and Communities Agency (HCA) and are restricted in the properties that they can acquire in terms of design and sustainability in particular. The Council meanwhile will also seek to ensure that the homes it provides through Sempra Homes are of a good standard. Additionally, both Registered Providers and the Council have management requirements which mean that affordable housing provision should be self-contained and not part of a leaseholder arrangement.

## **Policy H 34**

### **Affordable Housing Provision**

1. 25% affordable housing provision will be required on all sites of 11 units or more. The tenure split and unit sizes mix of affordable housing units should take in to account the latest *Strategic Housing Market Assessment*, the *South Essex Housing Strategy* and the Council's *Integrated Housing Strategy*. However, variations to this mix will be considered having regard to the overall mix of development proposed.
2. All affordable housing should be provided within a development site. However, where it can be demonstrated that other sound planning reasons exist for not doing so, either of the following alternatives will apply:
  - a. Partial on-site provision and a financial contribution; or
  - b. A full financial contribution in lieu of no on-site provision.

3. A Commuted Payment up to 25% provision will be sought on sites where it is determined that it is not possible to deliver 25% affordable housing on-site. The Council will establish and periodically review a Commuted Payment methodology in its *Integrated Housing Strategy*.
4. Proposals for provision of less than 25% must be justified by a viability appraisal which will be independently assessed. In the first instance, the Council will consider whether the type, means, phasing and timing of affordable housing delivery can be altered to improve the viability of the development before considering a level of affordable housing provision below the requirement of this policy. Where grounds of viability can be demonstrated to justify provision below the requirement of this policy, the Council will require the shortfall to be treated as a 'deferred contribution'. The Council will then require a subsequent viability assessment to be undertaken when the scheme is completed and largely occupied and, should viability have improved since the previous viability assessment results were validated, the Council will seek a further payment up to the maximum of the deferred contribution.
5. In order to ensure that any affordable housing provision is deliverable, affordable housing units must be:
  - a. Designed to the specifications of the Homes and Communities Agency; and
  - b. Capable of freehold transfer to a Registered Provider.
6. Significant weight will be given to this policy when considering the suitability of applications for housing development, and mixed use proposals including a housing element.

## Alternative Options H 34

### Affordable Housing Provision

**Option 1: No policy** - The *NPPF* requires the provision of affordable housing to meet the needs for affordable housing within the local area. The Council cannot secure this alone, and therefore it is necessary to secure such provision alongside market housing on private development sites. Without a policy requiring this, it is unlikely that private developers would provide affordable housing as it is not in their financial interests to do so.

**Option 2: Seek 36% affordable housing** - The *Core Strategy Revised Preferred Options Report* sought 36% affordable housing. This responded to the requirement set out in the evidence base at that time. The most recent *SHMA* indicates that a lower level of provision can be sought in the Borough to meet local needs, although this is in the face of high level needs within the rest of the Housing Market Area (84% in years 0-5; 63% thereafter). Additionally, there are concerns that seeking a 36% affordable housing will affect the delivery of specialist housing provision for older people, and infrastructure provision, including improvements to highways infrastructure.

## Policy H35: Quality in the Private Rented Sector

### Policy Context

**11.261** The *NPPF* expects that high quality homes should be delivered across a range of tenures, which include the private rented sector.

## Evidence Base

- 11.262** The SHMA considered the contribution the private rented sector makes to the housing stock within the Borough. It comprises 11% of the stock, which has increased by 5.1% in the period since 2001, driven in part by an increase in those receiving benefits living within this sector.
- 11.263** As the private rented sector is increasingly relied upon to meet the needs of more vulnerable members of the community, and also receives significant investment from the public sector in the form of benefit receipts, it is essential that efforts are taken to ensure that homes in this sector are as of high quality as those in other tenures. Landlord accreditation is a means by which the Council can ensure that landlords are meeting standards which ensure that the quality of the homes they are providing, and the way in which they are managed, ensure the wellbeing of residents.

## Policy H 35

### Quality in the Private Rented Sector

Where it is known that homes are being built, converted, extended or improved, to enter the private rented sector, the Council will encourage the landlord to become part of a landlord accreditation scheme.

## Alternative Options H 35

### Quality in the Private Rented Sector

**Option 1: No Policy** - The draft policy is not able to require membership of a landlord accreditation scheme as this would extend beyond the remit of the planning system. However, the draft policy does recognise the issue of inequality that exists between privately owned accommodation, social accommodation and homes in the private rented sector, and seeks to draw attention to the availability of landlord accreditation schemes. Without such a policy these issues would not be highlighted or addressed pro-actively.

**Option 2: Insist on membership of a landlord accreditation scheme** - this would go beyond the remit of the planning system, and is not therefore a reasonable option.

## Policy H36: Houses in Multiple Occupation and the Subdivision of Family Homes

### Policy Context

- 11.264** Paragraph 50 of the NPPF requires local planning authorities to plan for a mix of homes that creates sustainable and inclusive communities.

### Evidence Base

- 11.265** Houses in Multiple Occupation (HMOs) and small flats have a role to play in sustainable and inclusive communities. They provide accommodation for single people on low incomes, and can also be the accommodation of choice for young professionals moving to an area for work, be this on a permanent or temporary basis. However, a proliferation of such houses can also undermine the sustainability of the community by reducing the availability of family housing and lead to amenity issues in respect of parking.
- 11.266** The SHMA recognises that large properties in more demanding housing markets are often converted into smaller flats or HMOs (in London, for example). The monitoring of the Borough's planning applications has demonstrated that there is a significant number of these also within the Borough. With the need for larger family homes being a priority, conversion of large properties into HMOs

will not normally be supported. Where they are exceptionally supported, it is necessary to ensure that they are appropriately located. Examples from elsewhere in South Essex, in particular Southend-on-Sea, show that a proliferation of HMOs and small flats can significantly alter the mix of homes available, and can also result in localised problems associated with on street parking and residential amenity.

## Policy H 36

### Houses in Multiple Occupation and the Subdivision of Family Homes

The conversion of large family sized dwelling houses into Houses in Multiple Occupation (HMOs) or flats will only be permitted in exceptional circumstances, and when the following can be demonstrated:

- a. The proposal will not result in a proliferation of HMOs in the local area;
- b. The proposal will not exacerbate existing on-street parking conditions to an unacceptable level; and
- c. The proposal will not have an adverse impact on the residential amenity of neighbouring properties.

## Alternative Options H 36

### Houses in Multiple Occupation and the Subdivision of Family Homes

**Option 1: No Policy** - There is evidence from elsewhere that the demand for space can drive the demand for HMOs. There is a risk that without a policy the number of HMOs would increase to the detriment of the sustainability of local communities.

## Policy H37: Maximising the Housing Stock

### Policy Context

**11.267** Paragraph 51 of the *NPPF* states that local planning authorities should identify and bring back into residential use empty housing and buildings in line with the local housing and empty homes strategies and, where appropriate, acquire properties under Compulsory Purchase Orders (CPO).

### Evidence Base

**11.268** It is important that existing homes are kept within the housing stock. The projections of future housing need set out in the *SHMA* are based on the assumption that the existing housing stock will continue to meet the housing needs of the future population. Therefore, the redevelopment of housing for alternative uses would act to increase the total need for housing and should therefore be avoided.

**11.269** Additionally, it is also important to ensure that any empty homes are brought back into productive use. The *SHMA* shows that there were around 1,500 vacant properties in the Borough in 2011. This represents just under 2% of the housing stock, and is considered to be a normal vacancy level. A small proportion of vacancies are required to enable people to move within the housing market, and a level of vacancy less than 3% is therefore considered acceptable. However, there are occasions where long term vacancies arise. Such vacancies can detract from the quality of the local area due to the deterioration of the building and garden, and can also attract anti-social behaviour and vermin.

## Policy H 37

### Maximising the Housing Stock

1. The redevelopment of residential properties for alternative uses will only be permitted if the proposal furthers other sustainable development objectives sought in this plan.
2. Subject to compliance with other relevant policies within this plan, the Council will support planning applications that will result in empty homes being brought back into residential use.

## Alternative Options H 37

### Maximising the Housing Stock

**Option 1: No Policy** - The NPPF requires the local plan to meet the full, objectively assessed need for housing. The loss of existing housing provision will undermine the approach set out in the rest of this plan for meeting that target in a sustainable way. Consequently, it is necessary to include a policy on maximising housing stock by protecting existing residential development from other forms of development. This is not therefore a reasonable alternative option.

## Chapter 12: Requiring Good Design

### **STRATEGIC POLICY**

#### **Policy DES1: Achieving Good Design**

##### **Policy Context**

- 12.1** The Government emphasises the importance of good design in planning for sustainable development and therefore it is an integral part of delivering policy SD3. Design is not limited to how an area or development looks, but also how it functions. It should be informed by an understanding of its prevailing character, history and identity.
- 12.2** It is expected that Local Plans should include robust and comprehensive policies that set out the quality of development expected in an area, based on an understanding and evaluation of its defining characteristics as set out in paragraph 58 of the *NPPF*. Such policies should ensure that developments seek to create long-term value and add to the overall quality of the area throughout their lifetime; use the streetscapes and buildings to establish a strong sense of place by creating attractive and comfortable places where people want to live, work and visit; sustain an appropriate mix of uses; respond to the local context; and create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.
- 12.3** The *NPPF* states that design policies should avoid unnecessary prescription or detail, but rather concentrate on guiding the overall physical form of new development. The context in which a development site is located is also considered to be important. Although visual appearance and architecture are very important factors, securing high quality and inclusive design goes beyond just aesthetic considerations. Planning policies should therefore address the connections between people and places, and ensure that new development integrates well into the natural, built and historic environment.
- 12.4** Paragraph 62 of the *NPPF* states that local planning authorities should have local design review arrangements in place to provide assessment and support to ensure high standards of design. Major projects could also be referred for a national design review when appropriate. It advises that any recommendations from design reviews should be given due regard when assessing planning applications, highlighting that early engagement on design is generally of the greatest benefit. In addition, the *Planning Act 2008* requires local planning authorities to exercise this function when producing local development documents, with the objective of contributing to the achievement of sustainable development, and to have regard to the desirability of achieving good design.
- 12.5** Paragraph 64 of the *NPPF* further points out that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 12.6** The approach to design set out in the *NPPF* is heavily informed by long established guidance on design set out in the *Urban Design Compendium*, published by the Homes and Communities Agency in 2013. In relation to policy preparation, the Compendium advises that planning policies should incorporate design principles at every scale. At a local level urban design policies should be based on a clear analysis of the environmental, social and economic context, and a local view of what qualities development should achieve. Such policies should be clear, specific, measurable / testable, and technically feasible.
- 12.7** The *PPG* emphasises the importance of good design in creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations. Good design can help development deliver a wide range of planning objectives; enhance the quality of buildings and spaces, by considering amongst other things form and function; and address the need for different uses sympathetically. The planning objectives, as set out in the *PPG*, state that well designed places which are successful and valued should be functional; support mixed-uses

and tenures; include successful public spaces; be adaptable and resilient; have a distinctive character; be attractive and encourage ease of movement. The PPG identifies five key characteristics which should be considered when assessing the design quality of buildings and spaces. These are layout, form, scale, detailing and materials.

- 12.8** *Secured by Design* is an official UK Police flagship initiative that focuses on crime prevention in homes and commercial premises, by combining minimum standards of physical security and well-tested principles of natural surveillance and defensible space. The objective is to promote the use of security standards for a wide range of applications by designing out crime through physical security and processes. The physical security standards of *Secure by Design* have now been incorporated into the Building Regulations, however, the design principles relating to natural surveillance and defensible space are still valid, and regard should be had to these in planning new developments which are safe.

### Evidence Base

- 12.9** Important land use types within the Borough include residential, industrial, commercial, community / institutional uses, leisure facilities, and areas of open space or recreation. This plan sees the Borough's land cover made up of 58% Green Belt and 42% urban or expanding urban areas.
- 12.10** The *Historic Environment Characterisation Assessment, Green Belt Study, Settlement Hierarchy and Urban Characterisation and Design Review Study* (2015) reveal that it is difficult to establish a single cultural identity for the whole Basildon Borough as it is an area of contrasts with historic town centres, New Town development, areas of open countryside, small villages and plotland settlements, as well as a unique and biodiversity rich wildlife habitat in the form of the Thames Estuary marshes. However, it is important to value and celebrate the differences between the communities, while also recognising their inherent interdependence.
- 12.11** One of the Borough's more unique character traits is reflected in the south of the Borough dominated by the development of a Mark 1 New Town, masterplanned in phases from 1951. The New Town brought a comprehensive transformation to the area, with significant changes to its landscape and original village and plotland communities, although pockets of its more historic origins remain in a physical sense, the 20th Century onwards is characterised by a fragmentation of built form much of which has largely failed to relate well to the townscape of previous centuries. Therefore, the prevalent urban layers that form the south of the Borough's 'sense of place' are almost exclusively post 1950's in date; although distinct design variations exist in the neighbourhoods.
- 12.12** Elsewhere in the Borough, Billericay is a more historic town, its position between the Thames and Chelmsford making it an ideal staging post for travellers from the 1500s. The arrival of the railway in 1889 caused the town to expand, although this was not significant until the inter-war period and after when more large scale development occurred. It therefore retains a historic core, with more eclectic styles radiating outwards.
- 12.13** Similarly, prior to the 20th Century, Wickford was a small village, clustered around the cross roads of the High Street and London Road. The arrival of the railway however meant it found itself situated in London's commuter belt and experienced significant expansion from the 1950's onwards, the largest area of which, The Wick started in the 1970s and is still to be completed.
- 12.14** Safety and security are important issues for local people and this is reflected in current and past strategies within the Borough, most notably of the Crime and Disorder Partnership. Through the arrangement of uses, appropriate landscaping, the provision of good lighting and sight lines, a choice of routes in, out and across public spaces, clear delineation of public and private spaces and their maintenance and durability, the Council can through its local planning authority powers assist in creating safer and more accessible environments by designing out opportunities for crime and encouraging community cohesion.
- 12.15** The quality achieved in the design and layout of the built environment is one of the long term legacies development gives to an area. The appearance of new development and its relationship with its surrounding built and natural environment has a significant effect on the character and

appearance of an area. New development should be safe and accessible incorporate green infrastructure, support local facilities, encourage sustainable modes of travel, and provide sufficient access for delivery and service vehicles. Securing new development that can positively contribute to the character of its local environment is therefore of key importance, and are as relevant in urban areas, as in more rural locations.

- 12.16** Urban areas will see significant growth across the plan period and will therefore need to adapt and respond to these pressures, both within their existing boundaries and beyond, while retaining their unique character and heritage. A balance will need to be struck between making best use of land and respecting established urban character and creating new and vibrant sustainable neighbourhoods.
- 12.17** Settlements within the Green Belt that need to accommodate new development to deliver the objectives of this plan, will need to embrace their locally distinctive character. Development in these areas should be sensitive in terms of location, scale, materials and design, reflecting the traditional pattern of development within the settlement.
- 12.18** Across the Borough, the Council will work in partnership with architects, urban designers, developers and community support or management initiatives to create new developments that relate better to their surroundings and improve the standard of the Borough's built environment and its relationship with the natural environment. The Council will proactively manage growth and change, and work with applicants to explore and shape design issues through the pre-application process. This will ensure that significant design matters are addressed at the earliest possible stage to influence a positive development outcome.

## Policy DES 1

### Achieving Good Design

The Council will protect and enhance the quality and local distinctiveness of the Borough's built environment through high quality and inclusive design that makes places better for people. This will be achieved through the following:

1. Working with partners to deliver regeneration and public realm improvements in the Borough's town centres as set out in policies R2 to R6;
2. Expecting all development proposals to adopt high quality design that complements and enhances the quality and appearance of an area, and the way it functions. In particular, the design of development proposals should:
  - a. Contribute positively to an area's visual and architectural character by reflecting and responding to locally distinctive patterns of development including elements of construction, architectural detailing, building and surfacing materials, scale, density, massing, height and layout;
  - b. Correspond with the natural features and historic quality of the area that contributes to its special interest including all heritage assets together with their settings. New development should be sensitively sited and integrated in accordance with advice in the *NPPF* and policies NE1 and HE1, taking into account the scale of any harm or loss, and the significance of the natural feature or historic asset;
  - c. Respect the amenity and function of both existing and future development, including matters of privacy, security, overlooking, outlook, natural lighting, ventilation, highway safety, traffic congestion, any form of pollution or other disturbance;
  - d. Reinforce a clear distinction between public and private spaces, continuity of street frontages, and enclosure of space to enable active, comfortable, and safe public spaces;
  - e. Address community safety issues in accordance with '*Secure by Design*' principles, to reduce the incidence of crime and anti-social activity;

- f. Respond to the local patterns of movement and optimises the choice of travel that is safe and accessible to all, particularly walking, cycling, and public transport, to reduce the need to travel by private car;
  - g. Promote places that are permeable and easily understandable by creating simple, well-defined and inter-connected network of streets and spaces that have convenient access to a choice of routes. Opportunities for new street linkages will be sought where the existing permeability of the area is otherwise poor;
  - h. Deliver buildings, places and spaces that respond intelligently to lifestyle needs and can adapt to changing social, technological, economic, and environmental conditions;
  - i. Support diversity and choice through the efficient use of land and infrastructure by ensuring a mix of compatible uses and density that respond to local needs and enhances the special qualities of an area; and
  - j. Foster an inclusive and accessible environment that functions safely for all.
3. Where appropriate design guidance, development briefs, masterplans, regeneration strategies and public realm strategies, design guidance in supplementary planning guidance and local design policies within neighbourhood plans will be prepared to ensure that new development is well designed to reflect its context and respond to future needs. It is expected that regard will be had to these area specific policies when new development proposals are brought forward.
  4. For larger single use schemes or mixed use developments applicants are encouraged to engage in a relevant Design Review process. This should initially form part of the pre-application process, with further review panels carried out through the formal planning application process if required.

## Alternative Options DES 1

### Achieving Good Design

**Option 1: No Policy** - A strategic approach is necessary to provide a local interpretation of the *NPPF*, as well as design criteria specific to secure development that responds to the local characteristics of the area. Failing to specify standards on achieving good design is likely to be contrary to the *NPPF*, and therefore not a reasonable alternative to policy DES1.

**Option 2: Prescriptive Standards** - The other alternative is to have more prescriptive specifications for design standards. However, this option would not support the *NPPF*'s approach for having flexible criteria-based policies that allow for site specific characteristics and considerations to be taken into account in securing high quality sustainable design. If necessary, detailed design guidance can be prepared for specific areas or communities, depending on the issues faced and adopted as Supplementary Planning Documents.

## ALLOCATION POLICIES

### Policy DES2: Urban Character Areas

#### Policy Context

- 12.19** The *NPPF* establishes that development should respond to an area's character and identity, creating or reinforcing its local distinctiveness. Policy DES2 expands upon this requirement by setting out the criteria against which a development's response to local character and distinctiveness will be assessed.

## Evidence Base

- 12.20** The *Urban Characterisation and Design Review Study* identifies, describes and analyses the character and quality of the Borough and its different areas. This identifies a number of distinct urban character areas within the Borough that reflect social and functional geographies, as opposed to administrative boundaries. Each character area has been assessed in order to understand its local distinctiveness by examining the relationships between topography, settlement patterns and developments in human activity that have helped to form the character of a particular area. By understanding the characteristics that give a particular area its own sense of place, it is possible to identify the context for future design and respond effectively by guiding development principles so that they reinforce this local character.
- 12.21** Twelve distinct Urban Character Areas have been identified which operate differently and distinctly enough in the Borough. These are:
- Little Burstead
  - Modern Billericay
  - Great Burstead & South Green
  - Historic Billericay
  - Ramsden Bellhouse & Crays Hill
  - Old Wickford
  - Modern Wickford
  - Basildon Enterprise Corridor
  - Basildon New Town
  - Langdon Hills
  - Noak Bridge
  - Bowers Gifford
- 12.22** The study identified the key components which contribute to the local character of each urban character area. It highlights those features of the existing urban environment that contribute to, or detract from their quality, and also the future development opportunities to manage, maintain and improve the built environment in order to promote the Borough's distinctiveness and maintain a sense of place. Designing for local distinctiveness involves reconciliation of local practices, against different construction techniques, materials, building types and local needs. If designed appropriately, new and old buildings can co-exist without conflicting with one another.

## Policy DES 2

### Urban Character Areas

1. The Borough's Urban Character Areas are defined on the Policies Map. These will be managed and, where possible, enhanced through development proposals using character assessments as part of the planning application process.
2. Planning applications will be expected to respond effectively to local character and distinctiveness. Where there are local features or characteristics that are considered to undermine the overall character of the area, and / or it relates poorly to the surrounding development or lacks a coherent and integrated built form, new development will be expected to take reasonable steps to improve the area's character, enclosure, permeability, public realm and appearance and better integrate the area with its surroundings.
3. Where there are no significant or predominant local design styles, innovative contemporary design is encouraged, however regard should be had to characteristic features of the wider Borough such as using local materials or adopting successful urban forms.

## Alternative Options DES 2

### Urban Character Areas

**Option 1: Rely on the NPPF** - This is not a reasonable option, as the *NPPF* requires local plans to include robust and comprehensive policies that set out the quality of development expected in an area based on an understanding and evaluation of its defining characteristics. It is considered that policy DES2 is essential to fulfil the requirements of the *NPPF*.

## Policy DES3: Areas of Special Development Control

### Evidence Base

- 12.23** There are three areas where Special Development Control (SDC) policies have existed since the 1980s to protect the character of these and their surrounding areas. These are Ramsden Bellhouse, Bowers Gifford and Sugden Avenue, Wickford. These ensure that only development of a satisfactory design and layout takes place by setting out a series of measures which are designed to ensure that new dwellings do not dominate the street scene, are not out of character, and do not cause excessive overlooking or overshadowing of existing properties.
- 12.24** Ramsden Bellhouse is characterised by low density residential development set in large plots. In order to retain its semi-rural, spacious character, a practice of requiring minimum plot widths was formalised in 1986, and applies to all new dwellings. Similarly, special development control standards are applicable in Sugden Avenue which limit the floor space, plot widths and types of new dwellings. In Bowers Gifford, the use of maximum ridge heights, and the retention of a 1 metre gap between flank walls of new chalets and site boundaries aims to minimise the impact of any new chalets on the surrounding area.
- 12.25** While SDC policies have influenced the character of these areas, marked by low density residential development set in large, spacious plots, it is important to consider whether SDC policies will continue to be required given that these areas are now built up and with proposed allocations for the Borough's strategic sites adjacent to some of these sites. Having regard to planning applications that went to appeal over the last 5 years in the three Areas of Special Development Control, SDC policies were often not given significant weight when making appeal decisions, with considerations given instead to the overall design objectives. Given the relatively built up nature of the Areas of Special Development Control, the trends presented by past appeal decisions, and future indications of strategic housing allocations on surrounding countryside, the effectiveness of SDC policies may continue to lessen.
- 12.26** A principal aim of designating Areas of Special Development Control was to preserve and enhance localised character and amenity by using different design standards in each of the three areas. While these areas do not have the same status or level of protection as Conservation Areas, it is still appropriate for them to be recognised and some thought given to their preservation and enhancement.
- 12.27** The three existing Areas of Special Development Control have a recognisable and distinctive special character and appearance, often identifiable and cohesive. Existing policies may be ineffective in preserving the open character of the surrounding countryside and the adjacent Green Belt, but it is worth noting that the localised character and amenity of these settlements should be preserved in order to minimise the impact of new development. This is to ensure that only development of a satisfactory design and layout takes place, which would shape the potential for area specific characteristics to be effectively considered.

## Policy DES 3

### Areas of Special Development Control

1. Within Areas of Special Development Control as defined on the Policies Map, new development will be critically examined in strict accordance with the criteria set out in policy DES1 to ensure the special character of the area is maintained. Extensions to dwellings should respect the symmetry of the original buildings.
2. Any proposals for residential development including new build, replacement dwelling, infilling and extensions should:
  - a. Be constructed on building plots of a similar average width as surrounding residential development;
  - b. Harmonise with the building heights predominant in the area;
  - c. Be constructed on a similar building line (formed by the front main walls of existing houses) and be of a similar scale, form and proportion as adjacent houses;
  - d. Reflect the materials, design features and architectural style predominant in the area; and
  - e. Achieve sufficient architectural variety in order to retain the area characteristics of large individually designed houses.

## Alternative Options DES 3

### Areas of Special Development Control

**Option 1: No Policy** - This option would not require different design standards in Areas of Special Development Control, but rather rely on the overarching design policies. Areas of Special Development Control are identified specifically with an emphasis on the protection of localised character. The precise nature of Policy pES3 would shape the potential for area specific characteristics to be effectively considered, and ensure that design principles arising from this policy will protect residential amenity from harm.

**Option 2: Retention of Prescriptive Standards** - A further option is to retain the approach taken in the *Basildon District Local Plan*, and to require minimum and maximum standards on plot widths, floorspace, boundaries, e.t.c. However, this approach is now considered to be too inflexible in responding to change. In addition, the NPPF states that design policies should avoid unnecessary prescription or detail, but rather concentrate on guiding the overall physical form of new development.

## DEVELOPMENT MANAGEMENT POLICIES

### Policy DES4: High Quality Buildings

#### Policy Context

- 12.28** In order to achieve high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes, positive planning is important. The following suite of policies take the strategic design policy forward, in which each of the policies represents a different layer of the built environment organised to help inform the process that designers are encouraged to follow in designing new development.

- 12.29** Paragraph 60 of the *NPPF* specifies that policies should not attempt to impose architectural styles or particular tastes nor stifle innovation or originality, although they may seek to reinforce local distinctiveness.
- 12.30** *Building for Life 12 (BfL 12)* is an industry standard for the design of new housing developments, and sets out 12 urban design criteria that can help to achieve attractive, functional and sustainable homes and neighbourhoods.

### Evidence Base

- 12.31** The *Urban Characterisation and Design Review Study* of the Borough reveals that the urban area within Basildon Borough is characterised by extensive residential development. Housing largely comprises an eclectic mix of suburban two-three storey detached, semi-detached and terraced houses, interspersed with bungalows, and mid-rise apartment blocks. Residential uses located outside of the main built-up areas vary considerably in terms of the design and quality.
- 12.32** The appearance of buildings and the differing architectural treatments found within the Borough relate strongly to specific periods of development and reflect spatial variations, which has led to the Borough's mixed character. Until the 19th century, the vast majority of buildings and structures were constructed from locally produced materials, mainly timber, plaster, and tiles. Post-war buildings which are the most prevalent within the Borough are in a variety of styles using traditional materials such as bricks, concrete, copper, timber frame and some with cladding, render and pebble dash. Some construction styles in the 21st Century have also used more contemporary materials and surface treatments, often in combination with traditional materials including glass, steel, aluminium and resin bond.
- 12.33** Influence from period features of traditional Essex towns and villages is evident in architectural detailing and façades of buildings over much of the Borough, adding visual richness and interest to the character and image of the townscape. However, poorer quality buildings which are falling into disrepair and under-use, as well as unsympathetic conversions and alterations are starting to undermine the overall quality of the built environment.
- 12.34** Although there are only a few older buildings that have been intentionally designed for adaptability and sustainability, some are capable of responding to changing circumstances depending upon the additional investment required to achieve adaptable designs and materials. Going forward, new and refurbished buildings should be adaptable over time, and incorporate energy efficient design and sustainable construction techniques, following the principles of a sustainable development in conjunction with the relevant sections of policies CC5 and CC6. In addition, building orientation and the impact of any microclimate should be considered within the design and layout of new development from an early stage.

## Policy DES 4

### High Quality Buildings

1. Buildings should be designed to a high standard, responding appropriately to their location and reflecting their function and role in relation to the public realm. Proposals for new buildings, extensions, and alterations to existing buildings will be expected to:
  - a. Use good quality and durable building materials, that are appropriate to the context of the development;
  - b. Be clearly organised in terms of their form and internal layout and circulation to reflect the hierarchy of function they will accommodate, the uses they will serve and the context they will address;
  - c. Establish a coherent and consistent building line that relates to the existing street alignment;

- d. Incorporate active frontages to the public realm that emphasise corners, establishes new, or reinforces the most prominent existing frontages, and provide natural surveillance over all publicly accessible spaces;
  - e. Create distinct public frontages and private areas with clear and delineated boundaries;
  - f. Allow for flexibility in future adaptation or extension to accommodate alternative uses, or to respond to the changing future needs or circumstances of occupiers by means of their internal arrangement, internal height, detailed design and construction;
  - g. Incorporate exteriors and elevations that provide visual interest, and are visually organised and well-proportioned to contribute positively to the legibility of the area; and
  - h. Enable the provision of adequate, appropriate and usable private or communal amenity space, defensible space, as well as parking and servicing as necessary.
2. In addition, extensions and alterations to existing buildings or spaces will be expected to:
- a. Respect the siting, scale, form, proportions, materials, details and the overall design and character of the host building, its curtilage and the wider street scene; and
  - b. Retain and / or reinstate traditional or distinctive architectural features and fabric.

## Alternative Options DES 4

### High Quality Buildings

**Option 1: No Policy** - One alternative option is to have no policy or guidance on providing high quality buildings, and to determine all applications based on the *NPPF* and other industry standards. Not having any coverage of quality considerations in development is considered to have substantial risks since the need for a high quality building is only addressed in general terms in available guidance, and does not contain detailed standards suitable for use at a local level. It is considered that the policy standards set in DES4 represent an appropriate and achievable guideline to ensure that all buildings are adequately designed for comfortable and flexible living.

## Policy DES5: High Quality Public Realm

### Policy Context

**12.35** Part 7 of the *NPPF* emphasises the importance of planning positively for the achievement of high quality and inclusive design for public and private spaces in Local Plans, in particular, establishing a strong sense of place using streetscapes to create attractive and comfortable places to live, work and visit.

**12.36** In addition, best practice<sup>(6)</sup> sets out what is meant by good design, and how streets and spaces can feel and function better. It emphasises the need to design streets as social spaces, and to ensure the public realm is designed for a variety of users and is visually attractive and encourages social interaction.

### Evidence Base

**12.37** The Borough's public realm comprises streets, movement corridors, squares, parks, and areas of open space within the built and natural environment which are publicly accessible. Public realm is not limited to land within public ownership, but can also include privately owned spaces, or those areas within communal developments which the public have access. Its role is vital for social and

6 Including *The Manual for Streets 1 and 2*, and the *Urban Design Compendium*

community cohesion and ensures people remain in places to shop or do business, sit, interact with others and generally have the freedom to spend time outside. As the Borough's population increases, so will the importance of having a range of high quality public spaces to make communities sustainable.

- 12.38** Landscaping, in terms of both hard and soft features, plays an integral part in defining the quality of the public realm and delineating areas for specific activities. Trees, shrubs, grass verges, hedging and other planting treatments form soft landscaping. Hard landscaping comprise the use of paving, bricks, timber and other materials to form paths, parking areas, driveways, public squares and boundaries. Landscaping schemes are therefore important on sites in prominent locations such as along main road frontages, transport corridors, places where people gather (including town centres) and areas of high townscape or landscape quality.
- 12.39** Trees, hedges and surfaced areas contribute to a sense of place by helping to create attractive, safe and usable outdoor spaces. In parts of the Borough, particularly in and around Billericay, Langdon Hills, and Noak Bridge there are a greater presence of street trees, low hedging and different planting or surface treatments that contribute to a high quality streetscape. Where streets are absent of soft landscaping, the public realm and urban form can feel more harsh and oppressive to users. Boundaries are usually delineated by walls, hedges, gates and fencing, or by a change in levels, material or other subtle ways and can divide front gardens.
- 12.40** Generally, street furniture, paving and signage are of standard materials and do not dominate the streetscape. The area of Basildon (including Laindon and Pitsea) generally lacks telegraph poles or power cables as these were buried during the development of the New Town, but outside these areas overhead power and telephone lines are more common. The exceptions to this are telecommunication masts and broadband cabinets which are now a common feature of most urban and rural areas, and are often covered by Permitted Development rights. There are issues with proliferation of street signs and furniture in the Borough's town centres which results in visual clutter and sometimes creates inadvertent obstacles for pedestrians. Within the Borough's employment areas, poor boundary and surface treatments are detracting from the quality of the built environment.
- 12.41** Increased levels of car ownership and multi-car households has led to pressures for on-street parking and there is an increasing trend to pave over these to accommodate off-street parking, which in most instances is within Permitted Development rights. This removes soft landscaping incidental to residential development and has the effect of making streets and the public realm appear cluttered and less green in many parts of the Borough.
- 12.42** Basildon Borough benefits from a network of public open spaces, play areas and recreation grounds which provide opportunities for exercise, sport and active or passive recreation. There are however some public spaces that are more isolated or enclosed, which means they do not benefit from natural surveillance and can feel less safe or secure to use.
- 12.43** There is scope for public realm improvements in the Borough and the Council will continue to seek the introduction of new high quality public realm, or improvements to existing areas as part of its future development.

## Policy DES 5

### High Quality Public Realm

1. Development will need to demonstrate how it will contribute to safe, inclusive, accessible, attractive, and user friendly streets and spaces that encourage appropriate levels of activity, social interaction, and connections for all users. Changes, refurbishment or the installation of new public realm should:
  - a. Incorporate appropriate materials, street furniture, and lighting of high quality, environmental performance and durability;

- b. Harmonise with the street scene and enhance the quality, character and appearance of the public realm through their siting and design;
  - c. Conserve and enhance any historic fabric, features and assets;
  - d. Be sited to minimise visual clutter;
  - e. Ensure legibility and permeability within and surrounding the development;
  - f. Incorporate good quality landscape design, including hard and soft landscaping;
  - g. Consider the incorporation or siting of public art;
  - h. Sensitively integrate and prioritise appropriate levels of movement infrastructure for all users, having regard to age, gender and disability, including provision for convenient pedestrian and cycle movement;
  - i. Ensure that any car parking and provision for servicing are appropriate and are sensitively integrated so as not to dominate the public realm; and
  - j. Be designed to enhance safety and security in the environment by creating natural surveillance.
2. Where appropriate, applications for development should be supported by a Public Realm Strategy setting out how it will achieve the general principles and objectives set out in policy DES1.
3. All significant development proposals will be required to contribute to the provision, enhancement and maintenance of the public realm either by means of on-site provision or a financial contribution. Where appropriate, a planning obligation may be used to secure off-site public realm improvements.

## Alternative Options DES 5

### High Quality Public Realm

**Option 1: No Policy** - This option would not provide the detailed guidance needed for the provision and enhancement of public realm features. As such it is considered that it would not achieve the requirements of national policy in the *NPPF* to deliver new and enhanced public and private spaces to meet community needs, and therefore not a reasonable alternative.

**Option 2: Prescriptive Criteria** - Alternative options are to have more stringent criteria for the provision of public realm. Having more stringent criteria would provide a higher degree of certainty but may not support a flexible enough approach that can respond to changing circumstances to ensure that need is met most effectively and available space is used most efficiently. It is considered that the preferred policy achieves the right balance for public realm enhancements.

## Policy DES6: High Quality Landscaping

### Policy Context

**12.44** Paragraph 59 of the *NPPF* states that design policies should provide general guidance on the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area. As stated in the *PPG* all forms of new development should be designed so that they are successfully integrated with their surrounding context, irrespective of whether the site lies on the urban fringe or at the heart of a town centre.

### Evidence Base

**12.45** A mix of different landscaping approaches associated with a variety of forms of development, is present across the Borough. Such landscaping includes both hard and soft features. The soft features include planting and water, whilst the hard features include paving and furniture.

- 12.46** Good landscaping can compliment and enhance a development, whilst if the quality of landscaping is poor, it can detract from a development, as well as the existing and surrounding area. Both examples can be found in the Borough.
- 12.47** Consideration of the location of any landscaping is important. Soft landscaping should be provided in areas where vegetation is able to thrive and survive in the long term. It should however also be appropriate in terms of amenity. For example, the provision of fast growing scrubs, would not be suitable in areas where visibility splays or natural surveillance is required, and evergreen trees are not normally suitable in more confined areas, where light may be limited or restricted. Subject to their appropriateness to the location however, defensible planting, such as spiny or thorny species, can be both unusual and attractive features in any landscaping scheme, as well as an aid in the security of a development.
- 12.48** The selection of species for soft landscaping is also of importance. Suitable native species should be the primary choice, particularly having regard to the potential ecological and biodiversity benefits. Consideration should also be given to climatic conditions and air quality conditions, appropriate to relevant species.
- 12.49** In respect of hard landscaping, this succeeds when it is integrated into the public realm as a whole. If treated as an afterthought such features can be seen as obtrusive or alien. Hard landscaping is also more successful if it is safeguarded against anti-social behaviour, such as graffiti and vandalism.
- 12.50** There are sustainability benefits from the provision of landscaping. It can form an integral part of Sustainable Urban Drainage Systems (SuDS), including the use of green roofs on buildings and water features at individual buildings or running through larger sites.

## Policy DES 6

### High Quality Landscaping

1. All development should provide soft landscaping, hard landscaping and boundary treatments, as appropriate, suitable for the type of development and appropriate to the character of the site and its context.
2. The details of how a development should be set out in a Landscaping Scheme and summarised in the Design and Access Statement. Landscaping Schemes are expected to:
  - a. Include planting plans identifying the species types, sizes, numbers, densities of plants proposed in the planting regime and any necessary aftercare arrangements, on site and off-site where appropriate;
  - b. Include native species, as a biodiversity priority, appropriate to the location and climatic conditions and if applicable, justify why non-native species are proposed;
  - c. Incorporate hard detailing and materials for all elements including surfacing, changes of level, boundary treatments, and street furniture;
  - d. Integrate sustainable drainage systems to help manage surface water and run-off;
  - e. Take account of the function, circulation and servicing of places and any site constraints; and
  - f. Set out the maintenance and management of landscaping areas.
4. Integrated or incidental landscaping that will be disturbed or removed during construction of development will be expected to be reinstated following the development's completion, which will be secured by legal agreement as necessary.

## Alternative Options DES 6

### High Quality Landscaping

**Option 1: No Policy** - An alternative option would be to not have a policy on landscaping. This may result in the unnecessary loss of landscape features, and a lack of the provision of new landscaping as part of development proposals, and therefore not a reasonable alternative.

**Single Policy** - Should we have a single policy on the design of the public realm, as opposed to splitting the public realm and landscaping matters? This option is essentially a change of presentation rather than substance and would therefore have the same effects as the proposed policies. This approach would have the benefit of consolidating all relevant issues together, however it might result in a lengthy, complex, and confusing policy.

## Policy DES7: Advertising

### Policy Context

- 12.51** Advertisements are subject to control, as poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. Paragraph 67 of the *NPPF* stipulates that control over outdoor advertisements should be efficient, effective and simple in concept and operation, and only in the interests of amenity and public safety, taking account of cumulative impacts.
- 12.52** The majority of outdoor advertisements are within the control regime specified in the *Town and Country Planning (Control of Advertisements) Regulations (2007)*. The Regulations enable local planning authorities to control advertisements where it is justified in the interests of amenity and public safety.

### Evidence Base

- 12.53** Well designed and considerately located outdoor advertisements add to the interest and vibrancy of town centres and other commercial areas. Advertisements contribute positively to the legibility of the urban environment to help attract the attention of passers-by either to inform, guide or direct. It is therefore important to ensure that the cumulative effects of advertisements do not detract from the character of an area, and are not detrimental to amenity and public safety.
- 12.54** Advertisements within residential areas, or at the interface of commercial and residential areas can adversely affect the amenity of the residential area if not adequately managed. Advertisements which are illuminated, emit noise or contain moving parts can have greater potential to cause nuisance to people living or working nearby, as well as causing distraction to drivers. In the more commercial context of town centres, illuminated and moving display units are to be more expected, but could nevertheless adversely impact upon residential premises above ground level. Furthermore, a proliferation of freestanding advertisements can add to street clutter and obstructions within the wider public realm.
- 12.55** Areas that are particularly sensitive to advertisements include the Green Belt, open spaces, environmentally sensitive areas and Conservation Areas. Designated and non-designated heritage assets are also sensitive to advertisements, and the act of fixing the advertisement may require specific consents in respects of Listed Buildings.

- 12.56** Occasional markets and other temporary events help to enliven and support the Borough's town centres. By their nature, such activities require local advertising to raise awareness of the time, location and nature of the event. Certain forms of advertising for temporary events benefit from 'deemed consent' as defined in the *Town and Country Planning (Control of Advertisements) (England) Regulations* and do not, therefore, require an application for advertisement consent.

## Policy DES 7

### Managing Advertisements

Advertising structures should be of high quality, integrate with the street scene, and relate positively to the surrounding environmental context. In determining applications for advertisement consent, the Council will have regard to their impact on public safety and amenity.

1. Proposals for advertisements will be approved where:
  - a. They do not adversely affect the amenity of residential occupiers and/or the area, by reason of their design, siting, scale, illumination or noise, having regard to the character and use of the building and/or area;
  - b. They will not result in a proliferation of advertisements by rationing and reducing street clutter;
  - c. They contribute to an inclusive, legible, and safe environment for pedestrians, cyclists and drivers; and
  - d. They contribute positively to public perceptions of security.
2. Within Conservation Areas and residential areas, internally illuminated box fascia signs and projecting signs will not be permitted unless they are successfully related to the design and detailing of the building and positively contribute to the special character of a group of buildings or the street.
3. Advertisement consent will not be permitted for poster advertising in the Green Belt. Other forms of advertisement in the Green Belt which require consent will be considered against whether they affect the openness or purposes of including land within the Green Belt, including the cumulative effects of advance signs along the highway will be refused to avoid a proliferation of advertisements.

## Alternative Options DES 7

### Managing Advertisements

**Option 1: No Policy** - The alternative option is to have no policy and to rely on national advice. It is considered that this policy is required to supplement national policy as it sets criteria to ensure that advertising development, where necessary, incorporates appropriate measures to deal with local issues relating to amenity and public safety.

## Policy DES8: Appearance of Business Premises

### Policy Context

- 12.57** Paragraph 58 of the *NPPF* expects local plans to include robust and comprehensive policies that set out the quality of development expected in an area, using the streetscapes and buildings to establish a strong sense of place by creating attractive and comfortable places where people want to live, work and visit.

## Evidence Base

- 12.58** As a New Town, Basildon (including Laindon and Pitsea) was planned using strong segregation between land uses. The concentration of the principal employment area in the A127 Enterprise Corridor takes the form of a linear belt within managed enterprise parks. Significant commercial uses are also found in clusters throughout the Borough, including town centres.
- 12.59** Commercial properties can have a uniform character, with building blocks of standardised shapes of muted or metallic finish and many lack architectural detail. They include freestanding commercial buildings to big box-style buildings in retail parks. Mostly constructed from brick, metal, glass or prefabricated panels they are designed to be functional and commercially aesthetic. Further enhancements can serve to improve the character and quality of these premises in relation to human scale, specifically in terms of massing, bulk, and articulation.
- 12.60** Most properties in retail, light industry and commercial use in the Borough are in a relatively good condition due to their construction period or renovation. There are however some enterprise parks which contain older commercial units which are looking tired or are vacant/derelict. Public realm surrounding business premises is primarily given over to extensive hard landscaping for supporting infrastructure and servicing of the buildings, including deliveries, which can detract from the street scene in some instances.
- 12.61** Features and detailing on commercial properties can help to add interest to the commercial street scene and appearance of the economic area. The composition of non-residential frontages is important in order that these buildings contribute positively to the character and appearance of buildings as a whole, and their inter-relationship with neighbouring buildings and the surrounding area. Within many of the town centres, local centres and employment areas, signs/brands feature heavily on the frontage of commercial properties and on building façades, promoting the name and operations of businesses, which vary in quality. Roller shutters and other forms of security of varying aesthetic desirability are also a common feature to property frontages. External roller shutters however can often obscure the architectural features of the buildings they are attached to and can become targeted by graffiti and fly posting which creates an unwelcoming and hostile environment.
- 12.62** Shopfronts, security shutters and canopies can influence perceptions of the accessibility and security of an area and visually impact on the street scene. A proliferation of solid security shutters can often create a fortress-like atmosphere in town centres and local centres when premises are closed, and can make the public realm feel unsafe. Generally, shutters with a transparent 'open mesh' design help to maintain visual interest and along with a mix of appropriate town centre uses, help to enliven town centres during the evening.
- 12.63** While it is necessary for security to be provided for such properties, a balance must be reached between security and the impact on the appearance of the street. Such holistic outcomes are best achieved when they are explored as an integral part of the property's frontage at the design stage, which the Council will encourage.

## Policy DES 8

### Appearance of Business Premises

1. Proposals for business premises should use high quality materials and design that relate well to their surroundings in line with policy DES4. New business premises or alterations to existing business premises should contribute positively to the character and appearance of the following:
  - a. The business frontage;
  - b. The building as a whole;

- c. The parade or block of buildings in which the premises is located; and
  - d. The surrounding area.
2. The provision of security measures for business premises should form an integral part of the design approach. External roller shutters will only be acceptable if it can be demonstrated that there is no other suitable alternative. In such instances the roller shutters must be weaved or open-grille.

## Alternative Options DES 8

### Appearance of Business Premises

**Option 1: No Policy** - This option considers not having a separate policy on the appearance of businesses, and to rely on other policies within this plan and national guidance. It is considered that a separate policy is appropriate, as this form of development has particular impacts and implications different from those of purpose built and general housing. It is important that any proposal for business premises takes into consideration its impacts on the surrounding area and ensures high standards of visual or other amenity.

## Policy DES9: Public Art and Cultural Interpretation

### Policy Context

**12.64** The *NPPF* stresses the importance of creating places that reinforce local identity, and are visually attractive as a result of good architecture and appropriate landscaping. High quality innovative design, in new buildings and public realm, including public art improves the quality of life for everybody by creating attractive and comfortable places to live, work and visit.

### Evidence Base

**12.65** Public art can enhance the aesthetics, character and interest of the public realm and inspire community pride and ownership. It can contribute to local distinctiveness, increase the use of public open space, and can attract further investment and high quality forms of development into an area. Public art can be incorporated into development in a number of ways, through the introduction of physical elements such as sculptures and monuments, to elements of detailing in paving, elevation treatment, as well as space for temporary art exhibitions or installations.

**12.66** Developing and delivering public art is best achieved as a collaboration between artists and developers from the concept stage, rather than being a stand-alone project. Furthermore, working with local communities in developing ideas and actual art work results in the local people creating their own environment and bringing about a better sense of ownership and pride in their locality and could result in less anti-social behaviour or vandalism to installations.

**12.67** It is important to consider what the public art is seeking to achieve and how appropriate it is to its surroundings. The size and complexity of each project will vary depending on the site, as well as the size and type of development proposed, and it is important to ensure that its design, palette of materials and location are sensitive to its surroundings, but at the same time not losing the 'statement' to be made by the public art.

**12.68** In respect to interpretation, the *Urban Characterisation and Design Review Study* identifies that the Borough has natural and commercial assets which already attract thousands of visitors a year, including major recreational areas such as South Essex Marshes, Norsey Wood, and the Langdon Hills Country Park; commercial areas including the Borough's town centres and enterprise parks and also leisure and cultural facilities such as Festival Leisure Park, Basildon Sporting Village,

Towngate Theatre, Wat Tyler Heritage and Green Centres. There are also the more rural facilities such as Barleylands in Billericay and sports clubs. The provision of public art would therefore be successfully delivered where it is designed and located in a manner which reflects not only the 'item' that it is describing, but also the surrounding built form and natural environment.

- 12.69** Examples of objects of cultural significance can include blue plaques, statues, monuments, fountains, memorials, parish boundary markers and other similar heritage assets. Within all the Borough's main town's public art features in different places, enriching the quality of the urban and rural realms including iron gates at Laindon Library, the timeline mosaic at Basildon Bus Station, the Avenue of Remembrance in Wickford Memorial Park, the town and village signs in Billericay, Noak Bridge and Great Burstead and South Green, together with the Sculpture Trail in Wat Tyler Country Park, Pitsea.
- 12.70** Opportunities for public art in open and civic spaces should be considered at an early stage of a development or scheme, to ensure that they are successfully integrated into the final design. Where works of public art are sited in the public realm, they should be endowed to secure their appropriate maintenance in perpetuity, and their retention will be secured by conditions in planning permissions, or legal agreements where appropriate. Where works of art form part of a development or are on private land it is expected that those pieces will be maintained to a high standard by the land owner.

## Policy DES 9

### Public Art and Cultural Interpretation

1. The provision of all public art and interpretation/information infrastructure must contribute positively to the locality, be site specific, and have regard to policies DES1, DES5 and DES6.
2. The Council will seek the provision of high quality, sustainable, new or extended public art within the following types of development:
  - a. Developments comprising 25 or more residential dwellings;
  - b. Developments comprising 1,000 sq.m or more commercial floorspace;
  - c. Developments which are likely to have a significant impact upon the public realm; or
  - d. Developments which are likely to have a high degree of public access.
3. In all other cases, the Borough will encourage the provision of high quality, sustainable new or extended public art where there is no unacceptable impact on local amenity.
4. The Council will protect existing public art, requiring the appropriate reinstatement or re-siting of art works and other objects of cultural significance when such buildings or sites are redeveloped.

## Alternative Options DES 9

### Public Art and Interpretation

**Option 1: No Policy** - One alternative approach is not to have a policy on the provision of public art. It is not considered that the NPPF contains sufficient detail on this issue. As such, the lack of a policy could result in the significant loss of opportunities to preserve or enhance public art, with resultant harm to the public realm.

**Option 2: Less Prescriptive Criteria** - A second alternative would be to relax the requirement for the provision of public art. Whilst this may be seen as more flexible, a less stringent criteria would provide an insufficient degree of certainty regarding the provision of public art. It is considered that the preferred policy achieves the right balance to enhance the Borough's public realm, whilst it is flexible enough to allow the reinstatement of public art in certain circumstances.

## Chapter 13: Promoting Healthy Communities

### **STRATEGIC POLICIES**

#### **Policy HC1: Strategic Approach to Leisure & Recreation**

##### **Policy Context**

- 13.1** The *NPPF* identifies the role of the planning system in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities are expected to promote inclusive and active environments which promote opportunities for community cohesion and activity, to enable communities to independently support their own health, social and cultural well-being.
- 13.2** Paragraph 73 of the *NPPF* states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. It makes it clear that planning policies need to plan positively for the provision of open space, sports and recreation facilities, based on robust and up-to-date assessments of the needs and opportunities for new provision.
- 13.3** Paragraph 74 guards against the unnecessary loss of existing open space, sports and recreational buildings and land, including playing fields. This is to ensure that sports and recreational provision are able to meet the changing needs of the community, and are well integrated with the community in which they are located.
- 13.4** Sport England is the organisation which provides the strategic lead for sport in the country. The organisation fulfils the function as a statutory consultee for all planning applications which relate to land currently allocated for sport and physical activity, and also provides design guidance for the development of sports facilities. Working within the provisions of the *NPPF*, Sport England encourages local planning policy to protect, enhance and provide for sports facilities based on robust and up-to-date assessments of need, as well as helping to realise the wider benefits that participation in sport can bring.
- 13.5** At the regional level, the *Essex Sports Facilities Strategy 2007 – 2020* develops the regional strategy and identifies a number of significant issues, challenges and opportunities which provide the framework for the strategic planning process for sports facility provision at county level. Its approach to future community sports facility provision focuses on areas that have low participation across all age groups including Basildon Borough, which is one of the areas that has been expected to see a growth in population. It identifies that there will be demand for increased access to both facilities and services as a result.

##### **Evidence Base**

- 13.6** Recreation and leisure functions which include sports and leisure centres, swimming pools, parks and open spaces, playing pitches and other facilities that play an essential role in people's health and well-being by promoting active lifestyles. Access to open spaces and sports facilities is associated with higher levels of physical activity. It is therefore important that adequate open space and leisure facilities are available throughout the Borough in order to pro-actively influence how people use and access such facilities. Three studies collectively examine open space, playing pitches, and indoor sport and recreation facilities in the Borough in terms of the quantity, quality and accessibility. Collectively, they provide a robust evidence base for capital funding and developer contributions, as well as improving the Council's asset management responsibilities.
- 13.7** Much of the existing open space in the Borough was planned as an integral part of the original New Town concept and it is important that new development continues to contribute to this characteristic. The Borough's *Leisure, Arts, Culture and Tourist Accommodation Study* reveals that the current provision of general leisure facilities in Basildon is good, particularly in respect of leisure centres, health and fitness clubs, country parks, playing fields, recreation grounds and

community buildings. These facilities (both public and private) provide sports based activities, other recreational opportunities, as well as function rooms to cater for the needs and demands of the Borough's communities.

- 13.8** Notwithstanding the overall distribution of leisure and recreational facilities at present, the level of uptake of sport and physical activities by local residents has been particularly low, with the Borough having the lowest adult physical activity rates in Essex. Data collected for the *Joint Strategic Needs Assessment* which looks at health outcomes identifies a significantly higher proportion of obese adults when compared to the national average, and this correlates to only 1 in 10 adults participating in the recommended physical activity levels.
- 13.9** The Borough's *Community Strategy* identifies that whilst everyone in the Borough has access to initiatives and services that will support them to improve their own health and well-being, there are nonetheless lifestyle related factors that adversely impact on health outcomes. The Borough has particular challenges with respects to the needs of its current population, in part related to its relatively high levels of deprivation, particularly to the south. Men from the least deprived areas can expect to live eight years longer than those in the most deprived areas. As such, there is a need to target and provide services differently for those groups within areas of the Borough where health inequality exists. This is supported by the Borough's *Cultural Strategy* (2006) which seeks to promote services in a targeted and accessible way to secure specific benefits or where take-up is low, e.g. young people, women and girls in sport, in order to contribute towards improving people's health.
- 13.10** Besides the trends in participation, the demand for these facilities is further influenced by a wide range of factors including the size of the population and its changing age structure. The *Community Strategy* seeks to support local people to improve their health and well-being and promote sustainable regeneration through high quality, locally distinctive, sustainable developments and supporting infrastructure. As the Borough continues to expand across the plan period the level of leisure and cultural provision will also need to expand to cater for additional demand in line with the Council's relevant leisure and recreational planning standards.

## Policy HC 1

### Leisure & Recreation Strategy

1. Proposals for development which make provision for new or enhanced leisure and recreation facilities will be supported where they contribute positively to the well-being and social cohesion of local communities, particularly in locations of identified deficiencies and areas of known deprivation.
2. Regard will be had to Borough's local recommended standards of open space, playing pitch and indoor sports provision when considering the provision of all relevant typologies of leisure and recreation facilities.
3. Outdoor sport facilities within the Green Belt will be supported where development does not have a significant detrimental impact on the open character of the Green Belt and does not conflict with the purposes of including land within it, in accordance with GB1.
4. Where appropriate, the Council will seek to secure the provision, enhancement and maintenance of open space, sports and recreational facilities through planning conditions and/or developer contributions.

## Alternative Options HC 1

### Leisure & Recreation Strategy

**Option 1: No Policy** - An alternative option would be not to provide a policy on leisure and recreation. This would not facilitate the aims of the *NPPF* and Sports England in providing high quality open spaces and opportunities for sport and recreation, and therefore not a reasonable alternative.

## Policy HC2: Strategic Approach to Education, Skills & Learning

### Policy Context

- 13.11** The *NPPF* places great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Paragraph 72 states that local planning authorities are expected to take a proactive, positive and collaborative approach to promoting development that will widen choice in education by giving great weight to the need to create, expand or alter schools.

### Evidence Base

- 13.12** Evidence demonstrates that the Borough will need to improve existing educational facilities to create a more balanced distribution of occupied school places, in order to raise aspirations and diversify the skills of the workforce, as well as strengthening the economy to ensure local people can make the most of any new job opportunities that arise. Education facilities includes, but are not limited to nurseries, pre-schools, children's centres, schools, colleges, libraries, youth facilities and other community learning spaces. This plan recognises that the level of population growth will result in the need to improve existing educational facilities throughout the Borough, including new provision where sites are at capacity.

### Schools

- 13.13** The Borough is currently well served by school provision. However, the latest *Commissioning School Places in Essex* (2015) shows that many of the primary schools in the Borough are operating close to, or at, capacity. There is some capacity within the secondary school provision in the Basildon urban area. This is a consequence of many pupils leaving the area to attend higher achieving schools elsewhere. As a result the secondary schools in Billericay and Wickford are at capacity, and some pupils also travel outside of the Borough to schools in Benfleet and Thundersley to the east. However, efforts have been made by the schools in Basildon, through partnership working, to raise educational attainment in the town and most of the secondary schools are now on the path to achieving an Ofsted Good rating. This will help to stem the outflow of pupils from Basildon, and any impacts it consequently has on traffic and congestion. This will potentially see some secondary school capacity within Billericay and Wickford freed up to accommodate local growth, but will see the capacity of the secondary schools in Basildon to accommodate growth reduced as existing pupils stay within the town for their secondary education.

- 13.14** Much of the responsibility for planning future schools provision rests with the Essex County Council, the Local Education Authority (LEA). Their annual report entitled *Commissioning School Places in Essex* forecasts change in pupil numbers based on a number of factors including committed development proposals (i.e. those development proposals with full planning consent). It does not however take a longer term perspective on the need for school places, and consequentially does not fully consider the implications of growth in the Borough that stem from this plan's proposals.

- 13.15** In accordance with the *NPPF*, the Council has adopted a positive approach by establishing a collaborative and ongoing working arrangement with the LEA to develop a comprehensive plan for further school places across the plan period. It is known that there will be a need to increase school capacity to ensure sufficient places are available for the likely pupil yield from new development. This will be met in some cases through the provision of a new school. New schools are normally only required where they would support a development in excess of 800 homes. Most development proposals will therefore be required to contribute towards improvements at existing schools. However, as many such schools are now academies, it is necessary for them to have the land available to enable such improvements to occur. It will not therefore always be possible to accommodate growth within existing schools. There may therefore be instances where school capacity is a constraint on development.

### ***Further and Higher Education***

- 13.16** The availability of A-level and higher education tuition in the Borough is limited, and many students still travel outside the Borough to study. The Borough has one of the largest volumes of 16-18 year olds within Essex, but one of the lowest number of destinations into learning post-16. The range and offer of Further Education provision is not always set into the context of the local employment offer and the needs of local employers.
- 13.17** The Borough's population also reflects a poorer adult skills profile and a shortage of suitably skilled residents to meet the needs of local employment when compared to adjoining Boroughs. Given this, the Borough has become reliant on workers from outside to support its employers, leading to unsustainable forms of inward commuting and exclusion of some of the resident workforce from a range of high quality employment opportunities that the Borough otherwise offers. Going forward through the plan period, the Council will work with partners to improve the opportunities for young people in education in order to meet the growing local needs.

### ***Adult Community Learning***

- 13.18** Adult learning has a role to play in addressing deprivation issues associated with a low skills base and inequalities in educational attainment. It also has a role to play in reducing social isolation by providing opportunities for the active older population to get involved in new activities and meet new people. According to *Joint Strategic Needs Assessment*, 8.8% of the adult population of the Borough had no qualifications as at 2013, the second lowest percentage in Essex. Those with no qualifications are more at risk of not being in paid work, and of receiving lower rates of pay. Educational deprivation, as measured by the Indices of Multiple Deprivation, is particularly high in the Borough, reflecting the inequalities that exist.
- 13.19** There are three day centres for the over 50s offering a range of day-time activities, social events, catering and welfare services for over 3,000 members. There are also similar services run by volunteers and community groups throughout the Borough.
- 13.20** Essex County Council, through the Adult Community Learning scheme, have increased the profile of Adult Community Learning in both supporting the economy, and in providing opportunities for people to learn new skills. While the demand for adult education may grow over time, this will not necessarily be linked to demographic change. In general, Adult Community Learning can make use of existing facilities, and multi-use facilities such as community halls and community spaces in libraries.

### ***Early Years and Childcare***

- 13.21** There are 66 pre-schools, nurseries and daycare centres in the Borough. These are run by Essex County Council (within existing Primary Schools), by parent groups, and private or voluntary organisations which utilise a variety of facilities including local community buildings.

- 13.22** In addition to nurseries and pre-schools, children centres play an important role within the early year's development and childcare service as they provide the opportunity for families to access services and support that assist in ensuring the well-being of children and young people. A number of schools in the Borough are now offering extended services such as childcare, parenting advice and support, after school activities and classes, community access to sports, IT and arts facilities.
- 13.23** In 2013, 52% of pupils in the Borough achieved a good level of development at the end of the Early Years Foundation Stage. With demographic changes there will be need for flexibility within the supply of different types of early years and childcare services and facilities in order to respond to the different needs of families as their economic and working arrangements change. In providing new facilities, preference is given to the co-location of Early Years services alongside primary school provision.

### **Youth Services**

- 13.24** The Essex Youth Service provides young people in the Borough with the opportunity to extend their skills and abilities beyond traditional education through community engagement and activity, and through participation in extra curricula activities.
- 13.25** The Borough has four Youth Councils: Basildon New Town, Billericay, Wickford and Northlands Park and a representative on the UK Youth Parliament. Furthermore, there are a range of community projects such as outreach football and basketball projects that are aimed at 'hard to reach' groups of young people in an attempt to alleviate social exclusion.
- 13.26** There are also educational facilities, including activities and residential opportunities at Wat Tyler Country Park, Pitsea and Barleylands Farm, Billericay which have in-house educational teams to support their visitors and are linked to the delivery of the National Curriculum.
- 13.27** While there is no immediate requirement for additional facilities to run these services, there is a need for the regular and continuing use of existing facilities within the community.

### **Libraries**

- 13.28** The Library Service for the Borough is provided by Essex County Council, which provides seven libraries located in Basildon, Billericay, Wickford, Fryerns, Laindon, Pitsea and Vange. These provide opportunities for the whole community to access self learning tools including books, computers and other types of media. The Library Service also provide cultural space and have display spaces available for arts and exhibitions.
- 13.29** There are no proposals in the immediate future for a new library, rather county-wide initiatives, such as Essex Book Festivals are promoted to encourage people to use existing facilities.

## **Policy HC 2**

### **Education, Skills & Learning Strategy**

1. The Council will work with Essex County Council, the Local Education Authority and other education and skills development providers to provide new, continued, and where appropriate, enhanced provision of schools and other educational facilities which seek to improve the quality and choice of education and learning opportunities in the Borough.
2. In particular, the Council will support in principle, proposals which:
  - a. Provide new or expanded primary and secondary schools as part of the housing allocations H7-H27;
  - b. Enable local people to better access employment opportunities within the Borough;
  - c. Provide parental choice, having regard to both the local area, and other areas from which pupils or students may come;

- d. Provide opportunities for community activity and engagement to reduce social isolation, particularly amongst older people; and
  - e. Encourage additional or existing joint use of education land, buildings or facilities by other community groups or activities. Such uses shall not compromise the educational interests of the pupils.
3. Where appropriate, the Council will seek to secure the provision, enhancement and maintenance of education facilities through developer contributions.

## Alternative Options HC 2

### Strategic Approach to Education, Skills & Learning

**Option 1: No Policy** - An alternative approach is to have no policy on the provision of educational facilities and to rely on the *NPPF*. It is not considered that the *NPPF* provides sufficient guidance for the appropriate consideration of proposals involving the provision of schools and other educational facilities in order to meet local needs. It is therefore considered that policy HC2 is necessary because its objectives provide a local interpretation of the *NPPF* in favour of widening choice in education for existing and new communities.

**Option 2: Relying on the Local Education Authority to determine future provision and choice** - While much of the responsibility for planning future schools provision rests with these authorities, there are other local implications of growth in the Borough that stems from the Local Plan's proposals which need to be considered by the Council. In accordance with the *NPPF*, policy HC2 has adopted a positive approach by establishing a collaborative working arrangement, to develop a comprehensive plan for further school places across the plan period.

## Policy HC3: Health & Social Care Strategy

### Policy Context

- 13.30** Paragraph 171 of the *NPPF* states that local planning authorities should work with public health leads and health organisations to understand and take account of the health status and needs of the local population, including expected future changes, and any information about relevant barriers to improving health and well-being.
- 13.31** Essex County Council have a statutory duty to 'improve the health of their local populations'. A local Health and Well-being Board has been established in the Borough to facilitate this delivery, alongside the Essex Health and Well-Being Board. The *Joint Health & Well-Being Strategy for Essex (2012)* established a strategy for achieving this statutory duty.
- 13.32** The Basildon and Brentwood CCG is geographically coterminous with Basildon Borough and Brentwood Borough. The CCG is responsible for ensuring that its commissioning plans link to Essex Shadow Health and Well-being Board's *Joint Strategic Needs Assessment* process, and to the priorities in the Essex Shadow Health and Well-being's *Health and Well-being Strategy for Essex (2012)*.
- 13.33** Essex County Council are also responsible for social care provision in Essex. Various strategies have been produced in order to ensure that social care provision responds to the various needs of different groups within the population including both young people and older people, however increasingly community based initiatives which reduce the need for costly residential based responses are favoured.

## Evidence Base

- 13.34** The Borough's *Community Strategy* identifies good health services as being the second most important factor in making somewhere a good place to live. When considering the development of new services, residents would like health facilities concentrated in accessible locations with a broad range of provision and distributed throughout the built up areas. The *SHMA*, the Essex County Council's *Independent Living Position Statement* and the *Adult Social Care Market Position Statement (2012)* all identify the need for supported living provision and the need for home based care to help people enjoy the best quality of life as possible in their own homes. Improving health and well-being through equal access to health facilities for all members of the community is therefore an important local need and therefore priority.
- 13.35** The CCG commissions primary and secondary healthcare services, including General Practitioners (GP's), hospital care, rehabilitation care, urgent and emergency care, most community health services, mental health, and learning disability services, from local hospitals, community and mental health service providers and other specialist organisations.
- 13.36** The *Joint Strategic Needs Assessment* helps in the planning of health services for future populations by providing an understanding of the local population's diverse health and social care requirements. It projects how these needs may change over time as the population increases, ages or diversifies. The CCG's *Joint Strategic Needs Assessment* develops the future QIPP (Quality, Innovation, Productivity and Prevention) priorities for the Borough, working in partnership with Basildon Borough Council, other public sector and voluntary organisations, and representatives from the health and social care system including Essex County Council, Basildon and Thurrock University Hospital Foundation Trust, the Mayflower Community Hospital (Billericay), the South Essex Partnership Trust for Community and Mental Health Services (SEPT), and the East of England Ambulance Service to deliver these plans.
- 13.37** The *Joint Strategic Needs Assessment* shows that the Basildon & Brentwood CCG area has a total GP patient population of just under 265,000, which includes part of Brentwood Borough and covers some of the most affluent and most deprived areas in the country. Local service needs are therefore diverse, and to deliver specific services to where they are required, a collaborative and comprehensive approach is needed.
- 13.38** The health profile of the Borough's population shows that it is generally close to the England average on most indicators. However there are health inequalities by location, gender and ethnicity. The Borough has particular challenges with respects to the needs of its current population, in part related to identified shortage of GPs, and its relatively high levels of deprivation, particularly to the south. Men from the least deprived areas can expect to live eight years longer than those in the most deprived areas. It has the highest level of teenage pregnancy in Essex, equal lowest levels of breastfeeding, and the lowest adult physical activity rates. Deaths from heart disease and the rate of early death from cancer are worse than the England average. It has the second highest rate of deaths due to smoking and the lowest life expectancy rate for women in Essex<sup>(7)</sup>.
- 13.39** The Basildon & Brentwood CCG has also recognised its own challenges in terms of healthcare and helping people to help themselves in maintaining healthier lifestyles. In particular, it notes that rates of alcohol attributable hospital admissions are increasing faster than national levels, adult obesity is significantly greater than regional and national levels; and circulatory disease remains the biggest cause of mortality amongst the population with significantly different rates between affluent and deprived communities.

7 Joint Health & Well-Being Strategy for Essex (2012)

## Policy HC 3

### Strategic Approach to Health & Social Care

1. The Council will work with Essex County Council, the Clinical Commissioning Group, public health bodies, and healthcare organisations to ensure that new and improved healthcare facilities are provided, in the light of assessment of the need for such facilities in the area, to improve health and well-being of the Borough's communities, in particular more deprived communities.
2. The Council will support the development and enhancement of the Borough's acute health care provision and the supporting infrastructure needs at Basildon & Thurrock University Hospital at Nethermayne, and any other public and private acute health care development as appropriate.
3. The Council will support proposals for the co-location of health and social care services with each other, or with other community services, where this would bring about improvements in access for the community, in particular more deprived communities.
4. The Council will require a Health Impact Assessment to be submitted alongside any development proposal also requiring an Environmental Impact Assessment. The Health Impact Assessment must consider opportunities from development to reduce health impacts, as well as the need for healthcare services.
5. The Council will support proposals for the provision of social care services within the community, with particularly favourable consideration given to those which would reduce social isolation amongst older people, and promote independent living.
6. Where appropriate, the Council will seek to secure the provision, enhancement and maintenance of health and social care facilities through planning obligations.

## Alternative Options HC 3

### Health & Social Care Strategy

**Option 1: No Policy** - An alternative approach is to have no policy on the provision of healthcare facilities and to rely on the *NPPF*. It is not considered that the *NPPF* provides sufficient guidance for the appropriate consideration of proposals involving the provision of healthcare facilities in order to meet local needs. It is therefore considered that policy HC3 is necessary because its objectives provide a local interpretation of the *NPPF* in favour of improving the health and well-being of communities.

**Option 2: Relying on Essex County Council & Clinical Commissioning Group to determine future healthcare provision** - While these authorities have a statutory duty to improve the health of their local populations, there are other local implications of growth in the Borough that stems from the plan proposals which need to be considered by the Council. In accordance with the *NPPF*, policy HC3 has adopted a positive approach by establishing a collaborative working arrangement, to develop a comprehensive plan for further school places across the plan period.

## **ALLOCATION POLICIES**

### **Policy HC4: Community Facilities**

#### **Policy Context**

- 13.40** The NPPF emphasises the links between the provision of community facilities in appropriate locations with health, well-being and inclusive communities. Paragraph 70 defines community facilities as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship. Planning policies should among other criteria, ensure an integrated approach to considering the location of community facilities and services.

#### **Evidence Base**

- 13.41** A community facility in this plan includes facilities generally available to and used by the local community for the purposes of leisure, social interaction, health and well-being or learning. For the purposes of this policy, a community facility is defined as a building or space where community led activities for community benefit are the primary use and the facility is managed, occupied or used primarily by the voluntary and community sector. This will include, but is not confined to, community and cultural centres; premises for sport, leisure and recreation; non-residential health and social care facilities; crèches, playgroups, libraries, schools and other training and educational facilities; and places of worship.
- 13.42** The Borough has a good overall distribution of public leisure facilities, including swimming pools and leisure centres. Culturally, there is a limited range of public performing art venues, galleries and museums within the Borough, especially when compared with sports based recreational facilities, or comparable levels of venues in other towns or cities nearby.
- 13.43** Basildon Borough Council has a portfolio of forty-four community buildings, according to the Council's *Asset Management Plan (2014)*, ranging from traditional halls for hire, small centres used by community/social clubs to larger facilities that offer multiple recreational opportunities including small scale sports activities. Many of these facilities were inherited from the Basildon Development Corporation/Commission for New Towns in 1994 and most were built during the 1960's and 1970's when a considerable share of neighbourhoods in Basildon New Town were built.
- 13.44** An independent quality review undertaken in 2012 discovered that just over a third of these community buildings were either of a 'poor' or 'bad' condition suggesting that a number of these facilities are coming to the end of their design life unless they can be refurbished. The Council regularly reviews its community buildings portfolio with a view to increasing their use, investing in their condition and standardising their operation and leases with community groups, but there are occasions where the future of a facility's continued provision needs to be considered, in light of other provision nearby and maximising limited resources.
- 13.45** The Council seeks to protect and improve the provision of viable community facilities that play an important role in the social infrastructure of the Borough in order to ensure that community facilities can continue to cater for the needs and demands of the Borough's communities. Decisions will need to be taken during the plan period as to whether existing community facilities are appropriate or could be more effective if provided elsewhere in an alternative way.

## Policy HC 4

### Community Facilities

1. The locations of existing community facilities within the Borough are identified on the Policies Map with the notation HC4, and a schedule of these community facilities is included in Appendix 5.
2. Community facilities will be retained for their uses, and opportunities to enhance them will be encouraged where they contribute positively to the well-being and social cohesion of local communities, having regard to all other relevant policies set out in this plan.
3. Proposals for redevelopment or change of use of any premises that provide facilities or services, to a community facility, will only be permitted where it has been satisfactorily demonstrated that:
  - a. The new or improved facility or use will provide greater community benefits; or
  - b. There is an identified surplus of the existing community service or facility in the area and it would bring about broader benefits to provide an alternative community use.

## Alternative Options HC 4

### Community Facilities

**Option 1: No Policy** - This option has been discounted as it is considered it would represent a failure to appreciate the importance of community facilities and may lead to their loss for alternative uses. It is considered that a separate policy is required to manage the current provision of community areas, and how they are used in the future.

**Option 2: Absolute Retention** - An alternative option is to prohibit the change of use or loss of community facilities to other uses or redevelopment. While this will provide a higher degree of certainty regarding the retention of community facilities, it is considered that it does not recognise that local service needs are diverse and therefore inflexible and unable to adapt to changing requirements. There are instances where redevelopment of a facility can be accommodated satisfactorily with no significant impacts on the wellbeing and social cohesion of local communities.

## Policy HC5: Public Open Spaces

### Policy Context

- 13.46** The *NPPF* is clear that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. There is an expectancy that once identified, open spaces, allotments, playing fields and other recreational land will be preserved from development.
- 13.47** The major shift in policy in this area has been the discouragement of adopting national standards, such as those of Fields in Trust (formerly the Planning Fields Association) or Natural England, and instead for local authorities to undertake local needs assessments and audit of existing provision to develop local standards. These audits are expected to include qualitative, quantitative and accessibility considerations, as well as the value of the land to the local community, including its level of use for different activities.

- 13.48** Paragraph 76 of the *NPPF* introduces the ability for local communities to protect green spaces of local significance by designating them Local Green Spaces in Local and Neighbourhood Plans. This designation would prevent new development being permitted on these spaces unless very special circumstances exist. Paragraph 78 indicates that local policy managing development within Local Green Spaces should be consistent with policy for Green Belts. The *NPPF* and local policies in this plan place strict controls over development within the Green Belt and only allow inappropriate development where very special circumstances can be demonstrated.
- 13.49** Paragraph 76 goes further to state that Local Green Spaces should only be designated when a plan is prepared or reviewed, and be capable of enduring beyond the end of the plan period. When identifying land as a Local Green Space a consistent approach to local planning for sustainable development should be adopted and it should complement investment in sufficient homes, jobs and other essential services.

### Evidence Base

- 13.50** Open space in the Borough can be defined as publicly accessible land consisting of Urban Parks and Gardens; Natural and Semi-Natural Green Space; Outdoor Sports Facilities; Amenity Green Space; Provision of Places for Children and Young People; Education Fields; Allotments, Community Gardens and City Farms; Churchyards and Cemeteries; and Urban Civic Spaces. Good quality open space enhances the quality of life for citizens, has a positive impact on health and well-being and helps promote biodiversity and ecological conservation. Public open space does not include private open space and land which has no public right of access such as domestic gardens, grounds around buildings, car parks, agricultural land and forestry plantations.
- 13.51** Local open spaces provide most of the Borough's 1,300ha of green spaces. They therefore offer great value as places for people to participate in organised sport, play, informal recreational activity and appreciation of the natural environment, and the need to retain open space for these uses will continue to be important as the Borough's population grows.
- 13.52** Distribution of open space across the Borough is generally good, but there are parts of the Borough where improvements to open space provision need to be explored even further through development opportunities, and other areas where rationalisation can be tolerated to improve the overall quality of open spaces through linked investment. Some areas of open space are poorly distributed in relation to accessibility for residents, and the quality and design of recreational areas and open space needs improvements through investment and management. In Billericay, whilst it is rich in natural and semi-natural open spaces, such as Norsey Wood and Mill Meadows, there are open spaces which fall below the Borough's desirable quality standards. Likewise, Wickford has the lowest supply of accessible open space per head of population. In Basildon (incorporating Laindon and Pitsea), whilst there are pockets of the town which have less accessible or poorer quality open spaces, the New Town's layout and estate design has meant that overall, its residents enjoy the best access to open space in the Borough.
- 13.53** The Borough's *Open Space Assessment (2010)* assessed the quality of provision and accessibility of open spaces across the Borough. This highlighted some significant variation particularly in the quality of provision, affecting the carrying capacity and attractiveness of some facilities, and identified areas with deficient accessibility. A number of issues were identified as affecting the ability of the Borough's open spaces to meet the needs and demands of local communities, when recommended standards of provision are applied to the existing and projected future population of the Borough.
- 13.54** The *Playing Pitch Strategy Review and Technical Addendum (2011)* are integral to understanding the issues faced for the Borough's formal outdoor sports areas. It has determined demand and supply of sports pitch provision for defined typology and activities, projected to 2031 and sets out options for making up the identified projected shortfall in demand.

- 13.55** Access to better quality open spaces in the parts of the Borough where provision is not sufficient could be improved by providing new green corridors and open spaces as part of development proposals, as well as seeking and supporting environmental enhancement through partner initiatives. In addition, the reconfiguration of land identified as open space can be an appropriate mechanism for addressing identified deficiencies, may provide windfall opportunities to enhance the Borough's green infrastructure, in association with policy NE1 and can address functional issues as part of re-provision.
- 13.56** The long-term security of the open spaces will mean that those which offer the most strategic and localised benefit receive protection, and where feasible, enhancement. The Council has adopted recommended standards for open spaces, including playing pitches, to seek to address some of these issues on publicly owned open space. The Open Space and Playing Pitch Standards provide a simple transparent and robust view of the needs of the Borough in regards to the accessibility, quality and quantity of open space.

## Policy HC 5

### Public Open Spaces

1. Public Open Space designations within the Borough are defined on the Policies Map, with the notation HC5, and a schedule of these Open Spaces is listed within Appendix 5.
2. There is a presumption against development within designated Public Open Spaces. Land identified as public open space on the Policies Map will be retained for open space uses, and opportunities to improve them will be encouraged or sought having regard to other relevant policies set out in this plan.
3. The reconfiguration of land identified as Public Open Space identified on the Policies Map will only be supported where:
  - a. The reconfiguration is part of a comprehensive, deliverable scheme;
  - b. The development would not result in a net loss of open space overall;
  - c. The reconfiguration would achieve enhancements to address identified deficiencies in the capacity, quality and accessibility of open space, and it would secure a viable future for the open space; and
  - d. The reconfiguration would not be detrimental to any other environmental or cultural function performed by the existing open space.
4. The Council will support local communities in designating Local Green Spaces through Neighbourhood Plans. Proposals for new and enhanced Local Green Spaces will be encouraged where:
  - a. They make a positive contribution to the visual amenity, biodiversity value or character of the area; and
  - b. Their use as local green space would not conflict with site-specific proposals and functions, or compromise the regeneration of a wider area.

## Alternative Options HC 5

### Public Open Spaces

**Option 1: No Policy** - This option has been discounted as it is considered it would not achieve the aims of national policy in the NPPF to deliver new and enhanced open space to meet community needs. It is considered that a separate policy is required to manage the current provision of public open spaces, and how they are used in the future.

**Option 2: Absolute Retention** - A second option is to provide stronger protection and insist that all existing areas of open space are retained in perpetuity. However this may result in the persistence of areas of open space which are undersized, impractical, difficult to put to an effective recreational or other use and not cost effective to maintain at public expense. In these circumstances open space is more likely to become unsightly, neglected and disused. It would also reduce opportunities to improve local recreational facilities if these are offered by new development.

**Option 3: Allocation of Local Green Spaces within the Local Plan** - Following the nomination of some local green spaces as part of the Council's work on the local list of heritage assets, consideration has been given to including a specific list of Local Green Spaces within this plan. However, it is considered that it is the role of neighbourhood plans to identify local green spaces, and therefore it was not thought to be reasonable to include them in this plan for that reason.

## Policy HC6: Allotment Gardens

### Policy Context

- 13.57** The Government recognises that allotments are valuable green spaces and community assets providing people with the opportunity to grow their own produce as part of the long-term promotion of environmental sustainability, health and well-being, community cohesion and social inclusion. According to Section 23 of the *Small Holdings and Allotments Act 1908* local planning authorities, including parish and town councils, have a duty to provide allotments where they perceive a demand for them in their area.

### Evidence Base

- 13.58** Allotments are a very specific form of open space, being plots of land that are rented by individuals for growing fruit and vegetables. They have direct and indirect benefits including providing a healthy physical and mental activity, personal satisfaction from growing produce, the fostering of social relationships and providing an alternative place to relax. Although allotments are used by less than 0.5% of the Borough's population, they remain an important specialist feature of the Borough's green infrastructure network.
- 13.59** There are seven allotment sites across the Borough with a total of 513 plots. The Council manages three of these sites and the other four are run by allotment associations under a devolved management arrangement. Spatially, they are concentrated to the south and north-east of the Borough, with no provision in Billericay despite there being indicators of need. The Council will continue to lend its expertise to town and parish councils to assist in their efforts to secure allotment provision for their residents, as well as using the housing allocations in H7-H27 to secure additional provision for the growing population.

## Policy HC 6

### Allotment Gardens

1. The locations of existing allotment gardens are identified on the Policies Map with the notation HC6, and a schedule of these allotment gardens is included in Appendix 5. These areas are to be retained for use as allotment gardens, and opportunities to improve these spaces and create more plots through the delivery of the housing set out in policies H7 to H27 will be pursued having regard to other relevant policies set out in this plan.
2. The development of allotments for other uses will not be permitted unless new provision of an equivalent size and an equal or higher standard is provided on an alternative accessible site in the locality.

## Alternative Options HC 6

### Allotment Gardens

**Option 1: No Policy** - The alternative approach is not to have a policy on allotment gardens, and to determine proposals on a case by case basis. While the *NPPF* requires planning policies to plan positively for the provision of open space and recreation facilities, it is not considered that it contains sufficient detail on this particular issue. As such, the lack of a policy could result in the significant loss of opportunities to preserve or enhance allotments, with resultant harm to valuable green spaces. In addition, this policy reinforces Section 23 of the *Small Holdings and Allotments Act 1908*, which places a duty on local authorities to provide allotments.

## Policy HC7: Playing Fields Associated with Education Facilities

### Policy Context

- 13.60** The policy framework generally protects and seeks to enhance educational playing fields however, the Government has also introduced programmes aimed at renewing school sites, upgrading facilities and encouraging schools to branch out their role to the community. The dual use of facilities outside of school hours is encouraged, including schools' sports facilities with support from Sport England.
- 13.61** The *Advice on Standards for School Premises (2015)* confirms that all maintained schools and academies must provide suitable outdoor space to enable physical education in accordance with the school curriculum and to enable pupils to play outside. Whilst this is a separate consent framework to requirements under the planning system, there is a very strong policy presumption against the disposal of school playing field land whilst the educational primary use remains.
- 13.62** Any proposal which involves the loss of school playing field land must take account of the provisions of Section 77 of the *School Standards and Framework Act 1998* which requires the agreement of the Secretary of State before planning permission is sought for development or change of use. It is a requirement that any proceeds from the disposal of the school playing field must be used towards specific projects to improve or enhance sports or educational facilities in the area.

### Evidence Base

- 13.63** Playing fields are defined as "*land in the open air which is provided for the purposes of physical education or recreation*". School based playing field provision exists primarily to meet educational needs, however, it also has the potential to be used by the wider community where there is a policy or practice promoting such dual use, outside educational hours. The re-use of educational premises can help to meet modern expectations of the quality of provision and residents' needs for such facilities, particularly in areas where access is otherwise limited as identified within the *Playing Pitch Strategy Review and Technical Addendum*. Such playing fields can also help to improve access to opportunities in rural areas otherwise remote from venues in the larger settlements.

## Policy HC 7

### Playing Fields Associated with Education Facilities

1. Playing fields associated with education establishments are identified on the Policies Map with notation HC7, and listed within Appendix 5. Playing fields associated with educational uses will normally be protected from development, and opportunities to improve them will be pursued having regard to other relevant policies set out in this plan.
2. Where an educational facility is relocated or removed, the playing field(s) associated with such facility should be retained as open space where possible. Any development proposed for the resultant space will be subject to policy HC12.

## Alternative Options HC 7

### Playing Fields Associated with Education Facilities

**Option 1: No Policy** - The alternative approach is not to have a policy on playing fields associated with education facilities, and to determine proposals on a case by case basis. The NPPF requires planning policies to plan positively for the provision of open space, sports and recreation facilities. As such, the lack of a specific policy would not provide the Council with any control over the protection of educational playing fields, and could result in the significant loss of opportunities to preserve or enhance school playing fields, with resultant impacts on securing and maximising access to high quality open spaces and opportunities for sport and recreation.

## Policy HC8: Private Open Spaces

### Policy Context

- 13.64** The policy agenda and context for delivering quality open space is shifting, as is the way local authorities manage public services. More importance is being placed on the better integration of strategies and programmes, partnership working and effective community involvement relating to the provision and accessibility of open space and recreational facilities, whether the land is in public, private or educational use.
- 13.65** Sport England's policy relates to all land in use as playing fields, last used as such, or allocated as playing field land in a Development Plan and is applied to all varieties of site ownership including local authority, education and private sports grounds.

### Evidence Base

- 13.66** There are a range of private and voluntary club facilities within the Borough which offer a greater or lesser degree of community use for their activities. Sports clubs and other private facilities make an important contribution to open space provision in the Borough, and the Council will therefore support sensitive proposals which enhance the quality and accessibility of these sites. The venues, activities, opportunities and sports development work offered by various sports clubs are identified within the *Playing Pitch Strategy Review (2011)*. Private sports clubs are extremely important in the provision of playing pitches for football, rugby, cricket and bowls greens offering opportunities for community sport and recreation.

- 13.67** A number of private clubs at Gardiners Lane South currently provide sports based recreational facilities for their members. Policies E5 and H7 anticipate the redevelopment of this land, given its location within the A127 Enterprise Corridor, adjacent to existing employment areas. It is however expected that the current sports facilities are relocated within the Borough, as a prerequisite of development of this site. Any relocation must allow for adequate access, the use of the facilities for junior development programmes and potentially for increased community use, where this is applicable and desirable.
- 13.68** Land within the Green Belt, predominantly at Barleylands Farm which is in private ownership, also offers important sporting facilities within the Borough. There are in the region of thirty adult and junior pitches at Barleylands Farm, currently used by 10-12 football clubs. Notwithstanding the existing provision provided at this location, there are a lack of essential supporting facilities provided including toilets, changing rooms and parking. Nonetheless, land in this area continues to play a significant role in access to sports for people of all ages, and this plan therefore supports the development of essential facilities.
- 13.69** Additionally, it is expected that development proposals on the edge of the urban settlements, where the Green Belt boundary has been amended to enable their development, will make provision for the relocated pitches from Gardiners Lane South, and also any new demand arising from the changes to the Borough's population.

## Policy HC 8

### Private Open Spaces - Conditional Access

1. The locations of private open spaces with conditional access for primary users are identified on the Policies Map with notation HC8, and listed within Appendix 5.
2. These will be retained for their primary sport or recreation uses, as well as occasional use to support agricultural diversification activities.
3. The development of essential facilities including changing rooms, toilets and car parking will be supported having regard to other relevant policies set out in this plan.
4. The principle of pitch relocation will apply to any proposal for development on allocated private open spaces, where such proposals would involve the loss of private pitches, in order to maintain the security of local playing pitch provision in the Borough.

## Alternative Options HC 8

### Private Open Spaces

**Option 1: No Policy** - The alternative approach is not to have a policy on private open spaces, and to determine proposals on a case by case basis. The *NPPF* requires planning policies to plan positively for the provision of open space, sports and recreation facilities. As such, the lack of a specific policy would not provide the Council with any control over the protection of educational playing fields, and could result in the significant loss of opportunities to preserve or enhance private open spaces, with resultant impacts on securing and maximising access to high quality open spaces and opportunities for sport and recreation.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy HC9: New & Enhanced Community Facilities**

#### **Policy Context**

- 13.70** The *NPPF* states that local authorities should plan positively to deliver community facilities, sports venues, cultural buildings and other local services to enhance the sustainability of communities and residential environments. Planning policies and decisions should ensure facilities and services are able to modernise in a sustainable way and retain the benefit for the community.

#### **Evidence Base**

- 13.71** There are long term infrastructure issues which need to be addressed such as the need for increased provision of certain types of facility to accommodate population growth in the Borough as set out in this plan. This growth will require the provision of additional community facilities and services in order to ensure communities can meet their day to day needs. As such, new development proposals should exploit the potential for enhancement and extension of community facilities to serve future residents and other users.
- 13.72** As well as providing additional facilities, proposals for enhanced uses of existing facilities can help to secure their future. Existing community facilities are often in poor condition and in need of investment in order to meet current day needs. Ageing premises affect maintenance costs and limit the quality and accessibility of services provided. In the interests of sustainability and cost efficiency, it may be appropriate to re-use unoccupied existing buildings or increase out-of-hours usage of buildings that are only used during certain times. However, there is the risk of alternative uses of facilities in poor conditions resulting in the loss of legitimate capacity, undermining the proper functioning of the facility, or generating demand for additional, replacement development.
- 13.73** There are also instances where small scale ancillary facilities can often enable users of the space, such as sports clubs, to continue to use and enjoy it. While such proposals can often add to the value of the asset, insensitive design and siting of ancillary facilities can detract from the character of the site; be detrimental to the environmental functions performed by the site; can conflict with other uses of the space and neighbouring occupiers; and may limit potential future uses of the facility.
- 13.74** Accessibility is also fundamental when considering new and enhanced facilities. As such, community facilities should be capable of being used by everyone within the community regardless of disability, or the ability of an individual to drive or own a car. Community buildings should be designed to allow for disabled access and should be located in order to provide the opportunity for as many people as possible to access the facility by foot and/or by public transport. The co-location of facilities is supported due to the cumulative benefits this will offer to those without private means of transport.

#### **Policy HC 9**

##### **New & Enhanced Community Facilities**

1. New and enhanced community facilities such as community and cultural centres; premises for sport, leisure and recreation; non-residential health and social care facilities; crèches, playgroups, libraries, schools and other training and educational facilities; and places of worship will be supported where it can be demonstrated that:

- a. The facility and activities are of appropriate scale, design and intensity, and would have no unacceptable impacts on the character, appearance or amenity of the surrounding area in accordance with policies HC1, HC2, and HC3;
  - b. The facility is well connected to, and associated with existing facilities and readily accessible to adequate public transport, cycling and walking links for the benefit of non-car users;
  - c. Vehicle access and on-site vehicle parking would be provided to an appropriate standard; and
  - d. There is adequate access to and between the facilities for people with disabilities.
2. New community facilities will be located at a site that relates well to the defined settlements within the Borough unless it can be demonstrated that there is a clear community need for such a facility and:
- a. There are no suitable premises within or adjacent the defined settlements;
  - b. The proposal is predominantly for outdoor sport or recreation activities (including recreational buildings provided in association with, and ancillary or complementary to those activities) and is consistent with the requirements of policy HC1; or
  - c. There are overriding community, amenity and environmental benefits deriving from an out of town location.

## Alternative Options HC 9

### New & Enhanced Community Facilities

**Option 1: No Policy** - An alternative approach is to have no policy on the provision and enhancement of community facilities and to rely on national policy. It is not considered that the *NPPF* provides sufficient guidance for the appropriate consideration of proposals involving new and enhanced community facilities. This policy therefore provides local guidance in support of the *NPPF*'s aim to ensure an integrated approach to considering the location community facilities and services.

**Option 2: Allocate Specific Land for New Facilities** - This option has been discounted on the basis that it does not provide a flexible approach that can respond to the changing and specific needs of the local community into the future. Flexibility is essential to the design of new and improved community facilities in order to enable communities to adapt spaces and places to meet their needs.

## Policy HC10: Loss of Community Facilities & Policy HC11: Loss of Open Space

### Policy Context

**13.75** Paragraph 74 of the *NPPF* states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; the loss of the open space is to be offset elsewhere (with greater quality or quantity); or the development is for alternative sport and recreation provision.

### Evidence Base

**13.76** An important element of sustainable development and creating sustainable communities is the provision and protection of community uses such as leisure, health, education, places of worship and community halls at locations that are readily accessible. The existing sport, leisure, public and private open spaces including allotments within the Borough, represent important assets serving the communities in which they are located or in some instances wider areas. Providing these facilities at a local level, in convenient locations, increases their accessibility for users and reduces

the need to travel. These facilities further raise quality of life creating community cohesion, reducing isolation, reducing fear of crime and creating opportunities for information sharing and participation in community activity. In addition, and especially outside the urban areas, open spaces and community facilities can perform a vital function in terms of the economic and social welfare of such areas, which help to ensure the continued vitality of rural communities.

**13.77** Basildon is generally well provided with open space, and benefits from a range of outdoor recreational facilities which provide locations for activities such as team sports, walking, cycling, nature conservation, horse-riding, fishing and golf. However, the Borough's *Open Space Assessment* highlights substantial open space deficiencies when recommended standards of provision are applied to the existing and projected future population of the Borough, particularly in Billericay and Wickford. There is also an uneven distribution of community centres around the Borough and some areas are deficient in the provision of such facility. However, an analysis of usage indicates that there may well be over provision of community centres due to a lack of demand for services, particularly in the smaller community centres.

**13.78** The quantity of provision is only one part of the assessments. The Council has also assessed the quality of provision and accessibility across the Borough. These highlighted some significant variation particularly in the quality of provision, affecting the carrying capacity and attractiveness of some facilities, and identified areas with deficient accessibility. As well as protecting existing community facilities from inappropriate development, it is essential that the quality of such facilities can be improved, and their accessibility enhanced so that residents and visitors can continue to enjoy them. In the longer term, the survival of local open spaces and community facilities rely on the use and value attributed to them by the community. It is therefore in the community's interest that the Council preserves, improves and upgrades the existing community facilities and provide additional facilities in areas where there are not enough.

**13.79** For these reasons, this plan resists the loss of existing social, community, leisure and cultural facilities in the Borough which is in, or has the potential of being put to, beneficial and viable use unless it can be demonstrated that the new use would help improve deficiencies in the area or lead to qualitative improvements that would outweigh the loss of the previous use.

## Policy HC 10

### Loss of Community Facilities

1. Proposals resulting in the loss of an existing community facility as identified on the Policies Map with the notation HC4 will only be permitted where:
  - a. The use concerned is genuinely redundant, and all reasonable efforts have been made to preserve the facility but it has been demonstrated that it would not be economically viable, feasible or practicable to retain the building or site for its existing use; or
  - b. The facility or service which will be lost will be adequately supplied or met by an easily accessible existing or new facility in the locality or settlement concerned, unless it has been accepted as redundant under criterion (a) above.
2. Where it is demonstrated that an existing community use is not viable, preference will be given to the change of use or redevelopment to alternative community uses before other uses are considered except where:
  - a. Evidence is provided to confirm that the premises or site has been marketed for a meaningful period; and
  - b. There is no realistic interest in its retention for the current use or for an alternative community use.

3. The involvement of the local community will be sought in identifying the importance of community facilities, including them (where appropriate) on the statutory list of assets of community value, and in developing appropriate solutions for their retention and enhancement.
4. The loss of community facilities that are identified to be of particular value to a local community will not be permitted, except in very special circumstances, for purposes other than those which would be appropriate in the area and which would not substantially affect the character of the land or detract from its amenity value.

## Alternative Options HC 10

### Loss of Community Facilities

**Option 1: No Policy** - An alternative approach is to have no policy on the protection of community facilities and to rely on the *NPPF*. It is however not considered that the *NPPF* provides sufficient guidance for the appropriate consideration of proposals involving the loss of community facilities.

**Option 2: More Stringent or Less Stringent Criteria** - Alternative options are to have more stringent or less stringent criteria regarding the protection of community facilities. It is considered that the proposed policy achieves the right balance as it is flexible enough to allow the loss of community facilities where it is not economically viable, feasible or practicable to retain them; where satisfactory alternative provision exists; or where redevelopment would result in a net improvement in community provision.

## Policy HC 11

### Loss of Open Space

1. Any development resulting in a loss of land identified as public or private open space, allotment garden, or playing fields associated with educational facilities, on the Policies Map, or any recreational buildings ancillary to and directly associated with the open space and essential to its recreational function, will only be permitted where:
  - a. The proposal would result in an overall qualitative or quantitative improvement to recreational facilities, either within the open space or on an alternative accessible site in the locality;
  - b. There are cumulative community benefits identified, the need for which clearly outweighs the loss;
  - c. An assessment shows that the site is no longer required for, or is demonstrably unsuitable for its original intended purpose;
  - d. There is no viable or reasonably practicable means of restoring or re-using it for an alternative form of open space; or
  - e. There are no significant detrimental impacts on amenity, the character of the surrounding area, ecology and any historical or archaeological features.
2. Proposals for limited, minor scale ancillary development on land identified as public or private open space, allotment garden, or playing fields associated with educational facilities, on the Policies Map will be permitted where it can be demonstrated that:
  - a. The development will increase opportunity for public recreation use or improve the recreational quality of the space;
  - b. It would not detract from the open character of the site or surroundings;
  - c. The overall use of the open space is retained for recreation purposes;

- d. The development will not be detrimental to any other function that the open space performs; and
- e. The proposal would comply with all other relevant policies within this plan.

## Alternative Options HC 11

### Loss of Open Space

**Option 1: No Policy** - An alternative option would be to not provide detailed guidance on the provision of open space. However this would not facilitate the requirement of the *NPPF* to preserve existing open space in order to meet community needs.

**Option 2: Stronger Protection of Existing Open Spaces** - A second option is to provide stronger protection and insist that all existing areas of open space are retained in perpetuity. However this may result in the persistence of areas of open space which are undersized, impractical, difficult to put to an effective recreational or other use, and not cost effective to maintain at public expense. In these circumstances open space is more likely to become unsightly, neglected and disused. It would also reduce opportunities to improve local recreational facilities if these are offered by new development.

## Chapter 14: Protecting Green Belt Land

- 14.1** Basildon Borough lies wholly within the London Metropolitan Green Belt and more than half of its total land area is designated as Green Belt. The Green Belt plays a key role in shaping settlement and development patterns in the Borough and forms an important element of the Borough's character. It is also a highly valued asset to local people, as well as having wider strategic significance across South Essex.
- 14.2** The Borough's Green Belt contributes significantly to the Borough's green infrastructure and includes agricultural land, woodland, open space, country parks, designated areas for wildlife and a large area of the Thames Estuary's coastal grazing marshland. Whilst the majority of the Borough's population live within the urban areas, which are located outside the extent of the Green Belt, the Green Belt is the location of a number of isolated farms, homesteads and unserviced settlements as identified in policy SD2.

### **STRATEGIC POLICY**

#### **Policy GB1: Strategic Approach to Green Belt Protection**

##### **Policy Context**

- 14.3** The most important attribute of Green Belts are their openness and paragraph 79 of the *NPPF* states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open.
- 14.4** Their openness and permanence is considered to be essential characteristics of Green Belts which have the following five purposes:
- To check the unrestricted sprawl of large built-up areas;
  - To prevent neighbouring towns merging into one another;
  - To assist in safeguarding the countryside from encroachment;
  - To preserve the setting and special character of historic towns; and
  - To assist in urban regeneration, by encouraging the recycling of derelict and other land.

##### **Evidence Base**

- 14.5** The Borough's Green Belt boundaries were first designated in 1957 through the introduction of the *County Development Plan*. They surrounded the main settlements within the Borough in order to prevent these settlements from merging and to retain the distinctiveness of local communities. The *Approved Review Development Plan* (1976) and the *Approved Structure Plan* (1982) continued to set out general Green Belt boundaries that were later reviewed and defined in the *Billericay Local Plan* (1989) and the *Basildon District Local Plan*. Since the adoption of the *Basildon District Local Plan* in 1998 there has been a significant growth in population within the Borough. This has led to increased development pressures to provide enough homes and jobs for the population, whilst at the same time reinforcing the need to protect the Green Belt where it plays an important role in restricting urban sprawl and providing open space for the urban population.
- 14.6** As part of the preparation of the Local Plan, the Council commissioned a *Landscape Character and Green Belt Landscape Capacity Study*, hereafter referred to as the *Landscape Study*, to better understand the quality, sensitivity and context of the Borough's landscape within the Green Belt. The Council has also reviewed the role of land within the Borough's Green Belt through a separate *Green Belt Study Review* (2015) and assessed the entire Green Belt against the five Green Belt purposes, as defined in the *NPPF*.
- 14.7** The *Landscape Study* and the *Green Belt Study* reported that the Borough's Green Belt plays a crucial role in preventing the merging of settlements. Historically, development within the Borough has been well contained within the three main settlements (Basildon, Billericay and Wickford) and

there is a strong sense of separation between settlements. This is also the case in relation to maintaining the degree of separation from settlements in adjacent authorities including those closest at Castle Point to the east.

- 14.8** It is recognised however that the distances between the settlements are generally small - only 1km between Wickford and Basildon, and therefore the Council will ensure that key strategic gaps between settlements are rigidly defended. The Green Belt between south Billericay and north Basildon plays a particularly important role in preventing Billericay, Little Burstead, Great Burstead, Noak Hill and Basildon from merging. Similarly the strategic gaps between northeast Basildon and southwest Wickford, and between Pitsea, and Thundersley maintain the separation of these settlements.
- 14.9** There are many parts of the Green Belt covered by wildlife, historic, or public open space designations and whilst most only relate individually to small areas, the Bowers and Vange marshes are extensive areas to the south east of the Borough covered by national and local wildlife designations. Other areas with a high concentration of designations which are valued for their scenic beauty include the Langdon Hills and the wooded hillsides of east of Billericay. The *Landscape Study* also identified qualities across the entire Green Belt to be safeguarded and any future development would need to take account of these and ensure harm to them is avoided. Examples of qualities to be safeguarded include rural and long distance views; historic field patterns; areas of mature woodland and meadows; public rights of way; river corridor; open and rural character; public open space; and the sense of separation between settlements.
- 14.10** However there is also opportunity to improve the multi-functionality of much of the Green Belt in the Borough by improving accessibility with new or enhanced routes for pedestrians, horse-riders and cyclists; increasing the biodiversity of the landscape and planting new hedgerows, woodland and trees; and implementing measures to enhance the landscape setting of each of the main settlements.
- 14.11** According to the *Landscape Study* and the *Historic Environment Characterisation Assessment* the Borough also has a well-preserved historic landscape character and contains a rich resource of historic features which are of high sensitivity. Much of the Green Belt is entirely of pre-18th Century origin with numerous local historic features. There are field patterns of Anglo-Saxon or Medieval origin intact, and a number of historic churches and other listed buildings dispersed throughout the more open components of the landscape. There are also two Conservation Areas within the extent of the Green Belt, namely Little Burstead and Great Burstead, which have been recognised in the Conservation Area Character Appraisals 2011 for their historical and architectural interest.
- 14.12** Finally, the entire Green Belt plays an important role in encouraging regeneration within existing urban areas in the Borough and this is particularly relevant for settlements such as Basildon (including Laindon and Pitsea) and Wickford. The Council will always seek to stimulate development in the urban areas of the Borough, using redundant greenfield sites and previously developed land where possible.

## Policy GB 1

### Strategic Approach to Green Belt Protection

1. The Council will seek to protect the permanence and openness of land designated as Green Belt. Development within the Green Belt will only be supported in exceptional very special circumstances, as set out in national policy. Where development is permitted it must maintain the Green Belt's openness and must not conflict with the purposes for including land within it, or harm its visual amenities.

2. To ensure the safeguarding of the countryside the boundaries of the Borough's Green Belt have been clearly defined within this plan. They follow distinct physical features and reflect recognisable changes between the built form and the rural countryside. The Council considers these boundaries to be permanent and will resist development that would be an intrusion into the Green Belt except in very special circumstances.
3. There are parts of the Borough's Green Belt that provide a vital role in maintaining the clear separation of settlements of individual character and identity, both within and outside of the Borough. It is crucial that these key strategic gaps are maintained and therefore the highest level of protection will be afforded to the Green Belt in these locations.
4. The Green Belt contains a rich resource of heritage assets and features that contribute to a well preserved historic landscape character. In addition to historic field patterns, there are a number of churches and listed buildings dispersed across the landscape, and two Conservation Areas. There are also a number of small settlements within the extent of the Green Belt which have unique characteristics and provide a sense of place for their community. The setting and special character of these settlements and heritage assets, and the landscape as a whole, must be preserved, and specific consideration will therefore be given to these features of the Green Belt in considering the harm arising from development proposals.
5. The Council considers the regeneration of Basildon, Laindon, Pitsea and Wickford town centres to be a key priority and will continue to encourage the recycling of derelict and other urban land in these locations. Proposals for development in the Green Belt which would undermine these regeneration priorities will be strongly resisted.
6. Opportunities that enhance the environmental quality and beneficial use of the Green Belt will be supported by the Council, in particular the provision of formal and informal green infrastructure to support the quality of life of the urban population.

## Alternative Options GB 1

### Strategic Approach to Green Belt Protection

**Option 1: No policy** - Local Plans are expected to set a framework for Green Belt policy, where Green Belt is present. Failing to include a strategic policy which establishes such a framework is therefore likely to be contrary to the *NPPF*, and would potentially result in the Local Plan being found to be unsound. This is not therefore a reasonable alternative to policy GB1.

## ALLOCATIONS

### Policy GB2: Green Belt Extent

#### Policy Context

- 14.13** Paragraph 83 of the *NPPF* states that local planning authorities with Green Belts within their area are expected to establish Green Belt boundaries in their Local Plans. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. Green Belt boundaries should be capable of enduring beyond the plan period and sustain the continued permanence of the Green Belt in the long term.

- 14.14** Paragraph 84 stipulates that local planning authorities should take account of the need to promote sustainable patterns of development when drawing up or reviewing Green Belt boundaries. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset (i.e. included) within the Green Belt or towards locations beyond the outer Green Belt boundary.
- 14.15** Paragraph 85 sets out further points for local planning authorities to consider when defining boundaries. These are:
- to ensure consistency with the Local Plan strategy for meeting identified requirements for sustainable development;
  - not include land which it is unnecessary to keep permanently open;
  - where necessary, identify in their plans areas of 'safeguarded land' between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
  - make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development;
  - satisfy themselves that Green Belt boundaries will not need to be altered at the end of the development plan period; and
  - define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.
- 14.16** The *NPPF* also makes it clear through paragraph 14 that the presumption in favour of sustainable development does not apply to land designated as Green Belt.

## Evidence Base

- 14.17** The *Green Belt Study* looked at how the Borough's Green Belt performed against the five purposes and contributed to the openness of the Green Belt. It identified a number of areas within the Green Belt that were clearly performing their role in keeping the land permanently open, and should therefore require protection to ensure the longevity of the Borough's Green Belt. They included the areas containing Norsey Woods and Mill Meadows SSSIs to the east of Billericay, the areas surrounding Noak Hill and to the northwest of Little Burstead, the nature reserves between Langdon Hills and Lee Chapel North, and the area between Bowers Gifford and Thundersley, in neighbouring Castle Point. There were however several areas around all three main settlements that were identified as partly contributing to the function of the Green Belt and it is appropriate through the Local Plan to consider how these should be treated in the future. Whilst they did not perform as well overall as other areas of Green Belt in the Borough, it was recognised that parts of these areas still play an important role in serving the purposes, such as preventing the large settlements from merging or preserving the character and openness of the countryside. However parts of these areas were found to provide limited or no contribution to the purposes for which they were first designated and, as such, consideration has been given as to whether they should remain as Green Belt, or whether they could be used to help meet the future development needs of the Borough.
- 14.18** As a consequence of this Green Belt review, this plan retains 6,470ha of the Green Belt extent identified in the *Basildon District Local Plan*. By retaining this extent of the Green Belt it will continue to serve its role of keeping the land permanently open and maintaining a visual separation between settlements within the Borough and across South Essex to the end of the plan period, and beyond. The Green Belt extent, as set out in this plan is equivalent to 58.6% of the Borough's land area, a reduction of 4.3% from the *Basildon District Local Plan*.

## Policy GB 2

### Green Belt Extent

The extent of the Green Belt in the Borough is defined on the Policies Map and policies GB3 to GB11 should be applied when proposals for development within the extent of the Green Belt are considered.

Policy SD3 does not apply within the extent of the Green Belt.

## Alternative Options GB 2

### Green Belt Extent

**Option 1: No policy** - The *NPPF* requires local planning authorities to establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Failing to include an allocations policy which sets out the extent of the Borough's Green Belt is therefore likely to be contrary to the *NPPF*, and would potentially result in the Local Plan being found to be unsound. This is not therefore a reasonable alternative to policy GB2.

## Policy GB3: Plotland Infill

**14.19** Plotlands refers to small pieces of land laid out in regular plots on which a number of self-built settlements were established in the south-east of England from the late 1800s and up to the Second World War. The majority of plotlands within Basildon Borough were redeveloped in the post war period. However, there remains some pockets of plotland development outside the main settlements. These plotlands are all located within the Metropolitan Green Belt.

### Policy Context

**14.20** Paragraph 89 of the *NPPF* sets out the types of development that are exceptionally permitted in the Green Belt. In particular, and of specific relevance to plotlands, limited infilling, or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use, which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development is considered to be an exception to normal Green Belt policy. This means that some additional development may be permissible within plotland locations compared to that permitted by the policies of the 1998 *Basildon District Local Plan*, although it does not permit the extensive redevelopment of greenfield sites within these areas. It should be noted that this exception was newly introduced by the *NPPF*, and was not previously a component of national planning policy in relation to the Green Belt.

### Evidence Base

**14.21** There are 13 plotland settlements within Basildon Borough, listed below. The plotland areas were identified in the 1998 *Basildon District Local Plan*, and have been subject to a restrictive development policy since that time:

- Fobbing (also referred locally as Crooked Brook),
- Bell Hill Road/Hawkesbury Bush Lane,
- Stormont Way, Langdon Hills,
- Northlands, Langdon Hills,
- Green Lane, Little Burstead,
- Broomhills Chase, Little Burstead,

- Break Egg Hill, Billericay,
- Crays Hill,
- Newhouse Farm and Castledon Road, Wickford,
- Ramsden View Road, Wickford,
- Fairmead, Wickford,
- Wickford Lawns, Shotgate, and
- North Benfleet.

**14.22** As a consequence of the change to national Green Belt policy permitting limited infilling, it has been necessary to review the Borough's Plotlands. A review of the plotlands was undertaken to consider whether the boundary extent of the plotlands as indicated on the *Basildon District Local Plan Proposals Map (1998)* was correct, given the potential for infilling to occur which could in cumulation give rise to impacts on the openness of the Green Belt. It also sought to identify the criteria which may be applied to a) identify sites which may be appropriately infilled; and b) identify the criteria which may be applied to those sites to limit harm to the Green Belt. It was concluded that some parts of the plotlands would be sensitive to additional development such as open areas of pasture, areas with ecological designations and areas that benefit from significant tree coverage. However, there were some areas of plotland where it is considered that limited infilling could occur between existing developed plots. These have been identified as Plotland Infill Areas. The Plotland Infill Areas identified all have appropriate access to the road network, and all benefit from an internal road network. In order to be appropriate for development, infill plots should face onto this internal road network to ensure appropriate access, but should not face onto, and should be screened from the strategic highway network in order to ensure that the plotland maintains its Green Belt setting.

**14.23** Whilst the Plotland Infill Areas already have some development, they each have a character different, and more rural, compared to that of the main towns and serviced settlements within Basildon. Consequently, it is necessary to ensure that any new development within the Plotland Infill Areas is designed and located in such a way as to limit harm to the plotland settlement itself, and also to the Green Belt in which it is located. Having regard to the mix of current development within the plotlands, it is considered that low scale development will normally be acceptable. Currently homes are either bungalows, chalets or other low height structures, and it is expected that this would be reflected in any infill. Plots themselves are normally larger than what you would see in the main towns and villages. The size of the plots means that the dwelling is normally set away from the boundaries of the site and provides for a sense of openness, important to the Green Belt location. Again, this should be reflected in any new development. Consequently, the sub-division of plots to create a more sub-urban/urban form of development will not normally be supported. It is also expected that development will be well landscaped to minimise impact on the countryside and the openness of the Green Belt through appropriate greening and screening.

**14.24** Plotlands were the original location for self-build housing with Basildon Borough. A review of the plotland settlements (*Plotland Review (2015)*) has identified Plotland Infill Areas with the potential to provide approximately 218 individual building plots in the future. This will contribute towards the need to provide serviced self-build plots within the Borough to meet the needs identified on the Council's Self-Build Register. This will need to be considered alongside the individual requirements of those living within the plotland settlements to meet the needs of their communities and families as they grow and change.

**14.25** In addition to providing opportunities for self-build, there is evidence that the plotland areas have also provided space for a variety of business activities, many of which have operated in an unauthorised manner. Activities such as the storage of cars and caravans can have a detrimental impact on the openness of the Green Belt by virtue of structural massing. They can also have a detrimental impact on the character of the countryside as a consequence of visual disturbance, noise and a degradation of environmental quality. The Council has identified sufficient employment areas within the Borough to meet the needs of businesses and will not therefore tolerate unauthorised businesses uses in the plotland settlements.

## Policy GB 3

### Plotland Infill

1. Limited residential development within the Plotland Infill Areas, as identified on the Policies Map, will be supported where they are compliant with all other relevant policies of this plan, and:
  - a. Where it can be demonstrated that the infill is intended to meet the need for housing arising from the plotland settlement itself; or the plot is being made available for self build via the Council's Self-Build Register;
  - b. Where the intended infill plot is not the result of subdivision of a larger plot and is located between existing dwellings on an existing road frontage, or on a corner plot. The development should not however face onto the strategic road network;
  - c. Where the intended development is appropriate in scale and setting to preserve both the character of the plotland settlement and the openness of the Green Belt. In particular, development proposals within the plotland settlements should normally be:
    - i. Structures low in height, such as bungalows and chalets;
    - ii. Set within the site, with sufficient space between the dwelling and the boundary of the site to maintain an open appearance; and
    - iii. Integrated into the wider landscape through the use of soft boundary treatments, such as hedges or tree lines, soft landscaping and the retention of trees.
2. Where development proposals are permitted within the Plotland Infill Areas, the Council will seek to remove the permitted development rights of the new development in order to ensure that extensions, alterations and ancillary buildings do not result in the development causing harm to the character of the plotland settlement or the openness of the Green Belt over time.
3. Non-residential development proposals will not normally be permitted within the plotland settlements.

## Alternative Options GB 3

### Plotland Infill

**Option 1: No Policy** - In the absence of a policy on plotlands, it will be necessary for each proposal for infill development to be judged against the requirements of the NPPF. The NPPF does not set criteria for the location or design of infill development, and nor does it seek to make use of the relationship between plotlands and self-build to achieve wider objectives. Without a policy on plotland infill the opportunity to achieve high quality design and to meet the requirement for self-build which is achieved by this policy would be lost.

**Option 2: No Local/Self Build Restriction** - The Government expect those on the Self-Build Register to meet local residency criteria. Therefore, where sites are made available through the Self-Build Register they are made to local people rather than those from elsewhere. This has positive implications for the sustainability of communities, and also helps to ensure plots remain relatively affordable. Without a local/self build restriction these positive benefits may not be achieved, and plots which are exceptionally brought forward in the Green Belt may not deliver against locally derived needs.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy GB4: New Development in the Green Belt**

#### **Policy Context**

- 14.26** Within the Green Belt, there is a general presumption against inappropriate development except where very special circumstances exist. In all other instances, proposals that would result in inappropriate development within the Green Belt will not be permitted in order to ensure that its open and rural character is not eroded. Very special circumstances are defined in paragraph 88 of the *NPPF* as being when the potential harm to the Green Belt by way of inappropriate development, or any other harm, is clearly outweighed by other considerations. Local planning authorities must give substantial weight to any harm to the Green Belt when considering planning applications.
- 14.27** There are instances when development within the Green Belt would be considered appropriate providing that the development preserves the permanent openness of the Green Belt and does not conflict with the purposes of including land in Green Belt. Such exceptions are listed in paragraphs 89 and 90 of the *NPPF* and relate to sports and recreation provision, cemeteries, agriculture, forestry, engineering operations, mineral extraction, local transport infrastructure, limited residential infilling and the modifications to, or replacement of, existing buildings.

#### **Policy GB 4**

##### **New Development in the Green Belt**

1. There is a general presumption against inappropriate development within the Green Belt defined by policy GB2. Those forms of development exceptionally permitted in the Green Belt by national policy will be considered against all other relevant Green Belt policies in this plan.
2. Inappropriate development within the Green Belt will not be approved, unless it can be demonstrate that very special circumstances exist that clearly outweigh the harm to the Green Belt and that the following criteria have been met:
  - a. The harm to the openness of the Green Belt's caused by the proposed development has been minimised as far as is reasonably possible through the design, scale and siting of said development;
  - b. The character of the area is not detrimentally affected by the proposed development;
  - c. The proposed development is an exemplar of high quality design; and
  - d. The proposal is consistent with all other relevant policies within this plan.
3. Where development is exceptionally permitted within the Green Belt, the Council will withdraw permitted development rights for any further works to, and within the curtilage of, the proposed development.

## Alternative Options GB 4

### New Development in the Green Belt

**Option 1: No policy** - Whilst the *NPPF* requires local planning authorities to give substantial weight to harm to the openness of the Green Belt, it does allow development in instances of very special circumstances where other considerations outweigh the harm caused. The *NPPF* does not set out measures that seek to mitigate this harm which can be provided through local policy.

## Policy GB5: Extensions and Alterations to Buildings in the Green Belt & Policy GB6: Replacement Buildings in the Green Belt

### Policy Context

**14.28** Whilst paragraph 89 of the *NPPF* requires local planning authorities to regard the construction of new buildings as inappropriate in Green Belt, it does allow for certain exceptions including the following:

- extensions and alterations of buildings in the Green Belt providing they do not result in a disproportionate addition over and above the size of the original building which is defined in the Glossary at Annex 2 of the *NPPF* as the building as existed on 1 July 1948 or, if constructed after that date, as it was built originally.
- the replacement of an existing building in the Green Belt providing it is within the same use and not materially larger than the building it replaces; and
- partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purposes for including land within it when compared to the existing development.

**14.29** The *NPPF* defines previously developed land in Annex 2 as land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. There are a number of exclusions to this, one of which being land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time. This is a particularly relevant consideration when determining applications for replacement buildings. If the land has returned to a natural state and now contributes to the character and openness of the Green Belt it may not be appropriate to replace the building with another.

### Evidence Base

**14.30** There are over 2,000 dwellings within the Green Belt in the Borough and it is reasonable for those living within them to be able to extend or replace their homes to cater for changing family needs or to provide essential basic amenities where these are not available, or are inadequate. It is also recognised that in order to support the rural economy local businesses should be given the opportunity to expand and be flexible to adapt. However, it is essential that such changes preserve the openness and rural character of the Green Belt. The Council has therefore set out policies that allow the replacement or extension of any building, subject to certain provisions.

**14.31** It is important to note that some existing buildings in the Green Belt are entitled to the same permitted development rights as buildings elsewhere (provided permitted development rights have not been removed), and therefore the local planning authority cannot control all extensions or

alterations to buildings in the Green Belt. However, where permitted development rights have been removed or the extension does not meet the requirements to be classed as permitted development the proposal will require planning permission.

- 14.32** When assessing proposals to extend or replace a building in the Green Belt the Council will give consideration to the removal of permitted development rights if further additions to the building or the site of the proposed development are likely to result in harm to the openness of the Green Belt.
- 14.33** Since 1982 the Council has used maximum thresholds to limit the scale and size of extensions and replacements of dwellings within the Green Belt. The *Basildon District Local Plan* policies allowed dwellings to be enlarged on replacement or extended by 35 sq.m or to 90 sq.m over and above the original dwelling whichever was the greater, as well as other stipulating criteria.
- 14.34** The Council will therefore continue to apply a maximum threshold as part of a criteria based policy when considering extensions and replacements to buildings within the Green Belt. The threshold will continue to relate to a floorspace increase, but it will be based on a percentage increase so that it can be applied to all buildings within the Green Belt. This will give applicants greater certainty as to the amount of development that may be acceptable by setting out the limit beyond which the Council will consider an extension to be disproportionate to the original building, or a replacement building to be materially larger than that it replaces. The original building will be determined based on its size as existing on 1 July 1948, or as first built if later than this date. The size of proposed extensions will be considered in combination with other extensions, alterations or outbuildings permitted after the original building was built and not viewed in isolation.
- 14.35** Proposals will also be assessed on the impact they will have on the character, appearance and openness of the Green Belt. The amount of enlargement is not dependent on the size of the plot or the general size of buildings in the area, but rather the size of the original building. While the size of the extension may be acceptable, the proposal will not necessarily be approved if the extension is poorly designed or overly intrusive in the Green Belt.
- 14.36** The Council will only consider proposals for replacement buildings or extensions to an existing building if the existing building is lawful. The replacement of temporary or ancillary buildings that were not built as permanent residential accommodation will not be permitted for residential use. Such instances could result in the establishment of new dwellings in the Green Belt which in other circumstances would be deemed inappropriate.
- 14.37** Development proposed on previously developed land should not have a greater impact on the openness of the Green Belt compared to the existing development. For example, an existing area of hard standing can be regarded as 'development', but its impact on openness is significantly less than if the proposal was for a building or structure. Proposals for redevelopment should make improvements to the openness of the Green Belt where possible, which could include focusing development in a less conspicuous or open part of the site or removing a sprawl of buildings in favour of a single, cohesive development that leaves the remainder of the site open. If an alternative location within the site would reduce the visual impact of the building on the openness of the Green Belt, a condition will be required to ensure the demolition of the existing building is carried out.
- 14.38** Replacement buildings may be proposed on sites which have been vacant for some time. However, where previous development has blended into the landscape, or been taken over by vegetation and wildlife, proposals for development will not be classed as replacement buildings or redevelopment on previously developed land, but will instead be considered as a new building in accordance with policy GB4.

## Policy GB 5

### Extensions and Alterations to Buildings in the Green Belt

1. Extensions and alterations to a building will be permitted provided they do not result in disproportionate additions over and above the size of the original building, either individually or cumulatively. Support will be given to proposals that meet the following criteria:
  - a. The existing building is lawful and permanent in nature;
  - b. The total floorspace of the proposal<sup>(8)</sup>, together with any previous extensions, alterations and outbuildings would not result in an increase of more than 35% above the floorspace of the original building, excluding any alterations or extensions made under permitted development that do not alter size or shape of the building;
  - c. The proposal does not harm the openness of the Green Belt;
  - d. There will be no detrimental impact on the area's character and appearance;
  - e. There is sufficient space around the building, between neighbouring buildings and between boundaries;
  - f. The design, siting and materials is sympathetic to the existing building and the character of its surroundings; and
  - g. The scale, size, form, massing and height of the extension is proportionate to that of the existing building and its plot.
2. Extensions to a building include porches, conservatories, attached garages and rooms in the roof<sup>(9)</sup>.
3. The Council will remove relevant permitted development rights when determining a proposal where it is considered that the implementation of permitted development rights could cause material harm to the Green Belt.

## Alternative Options GB 5

### Extensions and Alterations to Buildings in the Green Belt

**Option 1: No policy** - The *NPPF* provides limited guidance for local planning authorities regarding extensions and alterations to buildings within the Green Belt with no guidance on specific parameters. In the absence of a local policy the interpretation of 'disproportionate' is left to individual interpretation of each proposal which could result in inconsistencies of approach being applied when applications are determined.

**Option 2: Apply extension limits in line with permitted development rights** - This alternative would apply a numerical limit to increases over existing levels of built development. Whilst this has been successfully applied in past local policy to dwellings it is not appropriate to apply the same numerical increase to other buildings as they can be of varying sizes depending on their uses. Limits are designed to take into account the permitted development allowances and would ensure that the policy is consistently applied and avoids inconsistencies of approach. However the policy essentially reflects only those allowances that do not require planning permission and therefore does not add anything extra.

**Option 3: Criteria based only** - A criteria based policy framework is likely to lead to more pragmatic considerations relating to the impact of individual proposals on openness and visual impact which is the main stipulation in the *NPPF*, however it doesn't take into consideration the local context.

<sup>8</sup> Floorspace calculations are based on external dimensions

<sup>9</sup> The roof space is defined as a room that has been purposely converted to and is used as living accommodation, which is accessed by stairs and is, or is capable of having, approval under the Building Regulations

## Policy GB 6

### Replacement Buildings in the Green Belt

1. The replacement of a building in the same use, including those delivered through the redevelopment of previously developed land, will be permitted provided it is not materially larger than the building it replaces and it would not have a greater impact on the openness of the Green Belt than the existing development. Support will be given to proposals that meet the following criteria:
  - a. The existing building is lawful and permanent in nature;
  - b. The proposed building does not materially harm the openness of the Green Belt through excessive scale, height, bulk or visual intrusion;
  - c. The total floorspace<sup>(10)</sup> of the replacement building would not result in an increase of more than 35% above the floorspace of the original building, excluding any alterations or extensions made under permitted development that do not alter size or shape of the building;
  - d. The design, siting and materials is sympathetic to the existing building and the character of its surroundings, unless its resiting and design would be less obtrusive to the Green Belt;
  - e. There is sufficient space around the building, between neighbouring buildings and between boundaries;
  - f. It will not result in an intensification of the existing use of the site or the creation of an urbanised form of development; and
  - g. The site on which the building to be replaced sits has not returned to nature and developed greenfield characteristics.
2. The Council will remove relevant permitted development rights when determining a proposal where it is considered that the implementation of permitted development rights could cause material harm to the Green Belt.

## Alternative Options GB 6

### Replacement Buildings in the Green Belt

**Option 1: No policy** - The NPPF provides some direction for local planning authorities on when replacement buildings within the Green Belt would be acceptable however in the absence of a local policy the interpretation of 'materially larger' is left to individual interpretation of each proposal. This could result in inconsistencies of approach being adopted when determining applications and it does not take into consideration local context.

**Option 2: Use numerical increase for the total floorspace in line with permitted development rights**  
- This alternative would apply a numerical limit to increases over existing levels of built development. Limits are designed to take into account the permitted development allowances and would ensure that the policy is consistently applied and avoids inconsistencies of approach. Whilst this has been successfully applied in past local policy to dwellings it is not appropriate to apply the same numerical increase to other buildings as they can be of varying sizes depending on their uses. Also the policy essentially reflects only those allowances that do not require planning permission and therefore does not add anything extra.

10 Floorspace calculations are based on external dimensions and, where it relates to a dwelling, includes attached garages, conservatories, porches and rooms in the roof. The roof space is defined as a room that has been purposely converted to and is used as living accommodation, which is accessed by stairs and is, or is capable of having, approval under the Building Regulations

**Option 3: Criteria based only** - A criteria based policy framework is likely to lead to more pragmatic considerations relating to the impact of individual proposals on openness and visual impact which is the main stipulation in the *NPPF* however it doesn't take into consideration the local context.

## Policy GB7: Change of Use of Buildings and Land in the Green Belt

### Policy Context

- 14.39** Paragraph 89 of the *NPPF* allows for the partial or complete redevelopment of previously developed sites (brownfield land) within the Green Belt, whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.
- 14.40** The Glossary at Annex 2 defines previously developed land as land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. It excludes the following:
- Land that is or has been occupied by agricultural or forestry buildings;
  - Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; and
  - Land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
- 14.41** Paragraph 90 identifies certain types of development that would also be considered appropriate within the Green Belt including the re-use of buildings provided that the buildings are of permanent and substantial construction and that they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt.

### Evidence Base

- 14.42** The Council recognises that in some circumstances the conversion or change of use of buildings or land in the Green Belt may not be considered as inappropriate. The re-use or adaptation of buildings in particular can help reduce demands for new buildings in the Green Belt and can be the means of conserving traditional buildings in the countryside. Therefore the conversion of buildings that require substantial rebuilding, in order to make them suitable for re-use, will not be permitted.
- 14.43** Change of use will be accepted where the proposed use has no greater impact than the present use on the openness of the Green Belt. Consideration will be given to the nature of the proposed use, the suitability of the building or land, its appearance in the landscape and whether it would have an unacceptable impact on the environment in terms of traffic generation, noise and other disturbances. The building should be appropriate for the proposed use in order to avoid substantial redevelopment in the future.

## Policy GB 7

### Change of Use of Buildings and Land in the Green Belt

1. The Council will only support applications for the change of use of buildings and land in the Green Belt where:

- a. The proposed use will not have a materially greater impact than the current use on the openness of the Green Belt or conflict with the purposes for including the land within it;
  - b. The existing building is of a permanent and sustainable construction and is lawful;
  - c. The building or land is suitable for the proposed use without the need for extensive alterations and extensions that would change its existing form and character;
  - d. There will be no detrimental impact on the area's character and it is not visually intrusive within the wider landscape;
  - e. It will not result in an intensification of the site compared to its existing use through the massing of buildings or the open storage of materials, machinery or vehicles; and
  - f. It will not result in unacceptable generation of traffic, or excessive noise or air pollution, or other forms of disturbances.
2. The Council will remove relevant permitted development rights when determining a proposal where it is considered that the implementation of permitted development rights could cause material harm to the Green Belt.

## Alternative Options GB 7

### Change of Use of Buildings and Land in the Green Belt

**Option 1: No policy** - The *NPPF* provides some direction for local planning authorities on when the re-use of buildings or redevelopment of sites within the Green Belt would be acceptable. However it doesn't take into consideration the local context.

## Policy GB8: Ancillary Buildings and Structures in the Green Belt

### Policy Context

**14.44** The *NPPF* does not make specific reference to ancillary buildings with regards to development within the Green Belt. However, paragraphs 89 and 90 of the *NPPF* lists the types and uses of development that are exceptionally permitted within the Green Belt which may require the provision of associated ancillary buildings to support them.

### Evidence Base

**14.45** The Council acknowledges that, in certain circumstances, new development in the form of ancillary buildings are not inappropriate within the Green Belt providing they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt.

**14.46** There are a variety of activities and uses established within the Borough's Green Belt which either have, or may need, associated buildings or structures which are essential to support their operation. Ancillary buildings can include changing facilities for outdoor sports, stables for equestrian activities, and buildings to store equipment or goods for commercial businesses and agricultural practices. There may also be instances where a shed, greenhouse or detached garage for a residential property could be considered appropriate development within the Green Belt.

**14.47** As with other types of works to buildings, the provision of ancillary buildings such as those mentioned previously for dwellings may be permitted under permitted development rights (where they have not previously been removed) and the Council has no control over their development. However, where permitted development rights have been removed, or ancillary buildings do not meet the requirements for constituting permitted development, the proposed development will require planning permission.

- 14.48** When assessing proposals for ancillary buildings in the Green Belt the Council will give consideration to the removal of permitted development rights if further additions to the building or the site of the proposed development are likely to result in harm to the openness of the Green Belt.
- 14.49** Buildings which are ancillary to a main building must be subservient and proportionate in terms of its size, scale and massing to that of the main building in the same way that extensions are considered acceptable. A maximum threshold will be applicable to all proposals that seek to increase the footprint of development on a site where existing buildings are present. To be consistent with other GB policies it will be the same limit applied to alterations and extensions to buildings and enlargements for replacement buildings. Proposals for ancillary buildings on sites which have no previous buildings or structures will be determined against the criteria in the policy and should be limited to a size, scale and height which is appropriate and necessary for its use.
- 14.50** Ancillary buildings will not be permitted where they contribute to the urbanisation of development within the site and beyond. Whilst the proposal may be for a single building consideration should be given to the cumulative impact it and neighbouring buildings may have on the open nature and character of the area. There are examples across the Borough where multiple buildings and structures have been constructed on a single site or along a road frontage leading to a massing effect and intensification. This is both harmful to the openness of the Green Belt and contrary to the purpose of the Green Belt which is to safeguard the countryside from encroachment. It is important that local policy is in place to ensure that this does not happen in the future.
- 14.51** Proposals would need to demonstrate that the building's function is ancillary and appropriate in scale, form and function to the use. In order to preserve the openness of the Green Belt and prevent the proliferation of buildings in the Green Belt every effort should be made to re-use or adapt existing buildings on the site before applications are made for new development. Where applicable, proposals will be expected to justify why this is not practical.

## Policy GB 8

### Ancillary Buildings and Structures in the Green Belt

1. The Council will only support the provision of new ancillary buildings in the Green Belt where proposals demonstrate that the following criteria will be met:
  - a. The building's function is ancillary and its design is appropriate to the use of the building;
  - b. The proposed development does not materially harm the openness of the Green Belt or conflict with the purposes for including land within it through excessive scale, height, bulk or visual intrusion;
  - c. It is sited in an appropriate location that would not be prominent in the landscape and would not result in the spread of urbanising development;
  - d. The design, siting and materials is sympathetic and proportionate to the main building or use of the site and the character of its surroundings; and
  - e. If there are existing buildings on site:
    - i. It would not be practical to re-use or adapt any existing buildings on the site; and
    - ii. The total floorspace of the ancillary building, together with any previous extensions, alterations to the original building and any outbuildings would not result in an increase of more than 35% above the floorspace of the original building, excluding any alterations or extensions made under permitted development that do not alter size or shape of the building.

2. The Council will remove relevant permitted development rights when determining a proposal where it is considered that the implementation of permitted development rights could cause material harm to the Green Belt.
3. Proposals which do not meet criteria 1(a) will be classed as new development and determined against policy GB4.

**14.52** \**Extensions or alterations to existing ancillary buildings will be determined against Policy GB5 and replacement ancillary buildings will be determined against Policy GB6.*

## Alternative Options GB 8

### Ancillary Buildings and Structures in the Green Belt

**Option 1: No policy:** In the absence of local policy applications would normally be determined by national policy. However the *NPPF* does not make specific reference to ancillary buildings and whilst it does mention types and uses of development that could be exceptionally permitted within the Green Belt it gives little guidance on when these would be acceptable.

## Policy GB9: Boundary Treatments in the Green Belt

### Policy Context

**14.53** Paragraph 79 of the *NPPF* states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. Paragraph 80 identifies one of the purposes for including land within the Green Belt as being to assist in safeguarding the countryside from encroachment.

**14.54** In terms of good design, paragraph 58 makes clear that planning policies and decisions should aim to ensure that development:

- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping

**14.55** Paragraph 64 states that permission should be refused for development of poor design where it fails to take the opportunities available for improving the character and quality of an area and the way it functions. This is particularly relevant when considering proposals for development within the Green Belt.

### Evidence Base

**14.56** The Borough's Green Belt performs an important role in maintaining the separation between settlements and preventing urban sprawl. Whilst the Green Belt is not devoid of development it is important that further encroachment into open countryside is resisted in order to maintain these strategic gaps between settlements.

- 14.57** Applications to extend individual curtilage in the Green Belt may not seem significant when considered in isolation but in combination will result in the piecemeal erosion of open countryside. The Council will therefore place strict controls over changes to curtilage boundaries and only consider them appropriate where there would be no impact on the openness of the Green Belt or conflict with the purposes for including land within it.
- 14.58** The use of boundary treatments not only ensures that spaces in different ownership are clearly defined, they also provide physical security and privacy for the user of the space. As mentioned previously there are various land uses within the Borough's Green Belt including residential properties, commercial businesses and public spaces which use different types of enclosures. It is important that they do not detract from the openness of the Green Belt and that they respect the character and special qualities of the landscape.

## Policy GB 9

### Boundary Treatments in the Green Belt

1. The Council will safeguard the countryside from encroachment, therefore proposals which include the extension of the curtilage of a residential property or business premises within the Green Belt which involves an incursion into the countryside will not be supported unless it can be demonstrated that it would maintain the openness of the Green Belt and not conflict with the purposes for including land within it.
2. Proposals relating to any enclosure or boundary treatment within the Green Belt will only be supported where:
  - a. It would not detract from the openness of the Green Belt or conflict with the purposes for including land within it;
  - b. The design, materials, positioning and height are appropriate for the proposal's intended purpose;
  - c. It is not visually intrusive within the wider landscape; and
  - d. The design and materials are of a high quality and sympathetic to the character of the area;

## Alternative Options GB 9

### Boundary Treatments in the Green Belt

**Option 1: No policy:** Whilst policies DES1 and DES4 would be used to determine applications on their design, the plan would be silent on the issue of boundary treatments specifically within the Green Belt which requires additional consideration. The *NPPF* also does not specifically refer to boundary treatments.

## Policy GB10: Agricultural Worker Dwellings in the Green Belt

### Policy Context

- 14.59** Whilst local planning authorities are expected to regard the construction of new buildings as inappropriate in Green Belt, paragraph 89 of the *NPPF* allows exceptions to this which includes buildings for agriculture and forestry. Paragraph 55 of the *NPPF* also recognises that there are special circumstances for dwellings to be sited within the countryside and one example given is the essential need for a rural worker to live permanently at or near their place of work in the countryside.

## Evidence Base

- 14.60** The majority of the Green Belt in the Borough is used for agricultural activities. The Council recognises a need to support rural activities and accepts that on occasions new dwellings in the countryside may be required to support such activities. The Council will consider a proposal if an essential need for a new dwelling can be demonstrated in connection with existing agricultural, forestry or other appropriate rural based enterprise. It is the need of the enterprise to function, not the personal preferences or circumstances of any of the individuals concerned, which is relevant to determining whether or not a new dwelling is justified.
- 14.61** The availability of alternative accommodation in the vicinity or nearby settlements will also be a factor in determining applications. If the functional need could be fulfilled by another existing dwelling on-site or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned permission for a new dwelling will not be given. The history of the holding may also be an important consideration. For example, planning permission will not normally be granted where residential buildings have been disposed of recently.
- 14.62** The siting of any new dwelling should be well related to the existing farm buildings or other dwellings, provided other normal planning requirements, for example on siting and access, are also satisfied. Dwellings which are unusually large in relation to the agricultural needs of the site, or unusually expensive to construct in relation to the income it can sustain in the long term, will not normally be permitted. Similarly, a new dwelling cannot be justified on agricultural grounds unless the farming enterprise itself is economically viable. A financial test would be able to demonstrate the viability of an enterprise or the likely viability of a proposed enterprise as well as show that the proposed dwelling can be sustained by the enterprise.
- 14.63** To avoid a proliferation of dwellings in the open countryside, the Council will attach agricultural occupancy conditions to ensure that any dwelling is kept available for meeting its original purpose. This will apply to any dwellings granted planning permission on the basis of agricultural need, together with any existing dwellings on a farm holding. It is important that dwellings for the use of agricultural workers are retained as they may be required to meet the immediate and future needs of the associated farming enterprise and the needs of other farms in the locality. Applications for the removal of agricultural occupancy conditions will therefore be the subject of careful consideration in order to assess whether a long term need for an agricultural worker's dwelling exists. The onus will be on the applicant to prove that such a need no longer exists.
- 14.64** It is also important to ensure that the erection of agricultural buildings under permitted development rights does not lead to an unacceptable proliferation of such buildings in the Green Belt, to the extent that the openness of the Green Belt, or a particular area within the Green Belt, is threatened. Where the openness of the Green Belt is threatened by a cluster of agricultural buildings within an area the Council will look to remove the permitted development rights in respect of agricultural buildings within that area.

## Policy GB 10

### Agricultural worker dwellings in the Green Belt

1. Planning permission will not normally be granted for new dwellings in the Green Belt. However a dwelling associated with an agricultural, forestry or rural based enterprise may be permitted provided the Council is satisfied that accommodation for one or more workers to live at, or in the immediate vicinity of, their place of work is essential for the proper functioning of the enterprise.
2. The applicant would need to demonstrate that:
  - a. There is a clearly established functional need;
  - b. The functional need relates to a full time worker or one primarily employed in agriculture, forestry or rural based enterprise activities;

- c. There is not another dwelling on the site or any other existing accommodation in the area which is suitable and available to fulfil the need;
  - d. The dwelling and the enterprise are both economically viable;
  - e. The siting of the proposed dwelling is well related to the existing buildings and does not impact on the openness of the Green Belt; and
  - f. The design and materials are of a high quality and sympathetic to nearby buildings and the character of the area.
3. New dwellings granted planning permission on the basis of a recognised need will be subject to conditions restricting occupancy. Occupancy conditions may also be applied to existing dwellings associated with the functioning of the enterprise to ensure they are kept available for meeting their original purpose. Applications to remove such conditions will not be permitted unless the applicant can demonstrate that there is no longer any realistic agricultural or forestry need both from the enterprise and the locality for the restriction to be maintained.
4. In circumstances where the proliferation of farm buildings constructed under permitted development rights is having a seriously detrimental effect on the openness of the Green Belt within a particular area, the Council will attach a condition withdrawing permitted development rights for new agricultural buildings within that area.

## Alternative Options GB 10

### Agricultural worker dwellings in the Green Belt

**Option 1: No policy:** Whilst the *NPPF* identifies buildings for agriculture and forestry as exceptions to inappropriate development in the Green Belt it does not set out any requirements for applicants to justify the need for such buildings, particularly dwellings for workers. In the absence of a local policy there is potential that the exception rule could be abused thus resulting in unnecessary development within the Green Belt.

**Option 2: Remove the occupancy conditions from the policy:** Policy GB10 primarily ensures that dwellings associated with agricultural, forestry or other appropriate rural based enterprises are essential to the proper functioning of said enterprise. The removal of the application of occupancy conditions could lead to accommodation for workers being lost when a need for them remains. A repercussion of this could be the proliferation of dwellings in the Green Belt when the need for more worker dwellings are made which would otherwise have been satisfied if the original worker dwellings were retained.

## Policy GB11: Positive uses of land in the Green Belt

### Policy Context

**14.65** Paragraph 81 of the *NPPF* states that local planning authorities should plan positively to enhance the beneficial use of the Green Belt. Once Green Belts have been defined, the use of land in them has a positive role to play in fulfilling the following objectives:

- to provide opportunities for access to open countryside for the urban population;
- to provide opportunities for outdoor sport and outdoor recreation near urban areas;
- to retain attractive landscapes and enhance landscapes, near to where people live;
- to improve damaged and derelict land around towns;
- to secure nature conservation interest; and
- to retain land in agricultural, forestry and related uses.

## Evidence Base

- 14.66** The *Landscape Character and Green Belt Landscape Capacity Study Volume Two* which supports the *Green Belt Study* assessed the landscape sensitivity of the Borough's Green Belt and identified special qualities to be safeguarded through policy.
- 14.67** The study also identified opportunities to improve the environmental quality of the Green Belt as well as support proactive land management and benefit local communities through enhancements to recreation, accessibility and sports provision. Access to the majority of the Borough's Green Belt can be improved by extending or enhancing existing public rights of ways and connecting the edge of settlements with outdoor recreation, open space and woodlands. There is also potential to create a green corridor with public footpaths along sections of the River Crouch which would contribute to the Borough's green infrastructure network.
- 14.68** Opportunities for wildlife enhancements were identified in areas of the Green Belt where nature conservation already exists, as well as between the settlements of Basildon and Billericay, to the west of Billericay and to the south west of Basildon. Due to Billericay's historic context there were also opportunities to improve the character of the landscape within the Green Belt by re-establishing hedgerows to strengthen historic field boundaries.
- 14.69** The study also highlighted that there was scope to improve existing, and create new, outdoor sports and recreation provision at various locations across the Borough. These were primarily in areas of Green Belt close to the main settlements where they would serve the urban population. Potential extensions to the One Tree Hill Country Park, Queen's Park Country Park, Wick Country Park and the River Crouch riparian open spaces were identified along with the creation or enhancement of public open spaces and sports playing fields to the northwest and south of Basildon, the south and east of Billericay, and to the northeast and west of Wickford. These were recognised as suitable areas where the openness and character of the landscape can successfully be maintained.

## Policy GB 11

### Positive Uses of Land in the Green Belt

A proposal that seeks to positively enhance the beneficial use of the Green Belt will be supported by the Council where it fulfils the following criteria:

- a. It does not harm the openness of the Green Belt or conflict with the purposes for including land within it;
- b. It is sited in an appropriate location which is not visually intrusive;
- c. The design and materials are of a high quality and sympathetic to the surrounding built form and the character of the area;
- d. It will not result in unacceptable generation of traffic, noise, or other forms of disturbances; and
- e. Provides opportunities for one or more of the following:
  - i. Improved access;
  - ii. Improvements to nature conservation;
  - iii. Improvements to the historic characteristics of the landscape;
  - iv. Improve the attractiveness of the landscape;
  - v. Outdoor sports and recreation; and
  - vi. Improvements to damaged and derelict land.

## Alternative Options GB 11

### Positive Uses of Land in the Green Belt

**Option 1: No Policy:** The inclusion of local policies on the natural and historic environment and recreation and outdoor leisure will provide some level of local context when determining relevant applications. However they do not give special consideration to the Borough's Green Belt which Policy GB11 provides.

## Chapter 15: Meeting the Challenge of Climate Change and Flooding

### STRATEGIC POLICIES

#### Policy CC1: Responding to Climate Change

##### Policy Context

- 15.1** Paragraph 93 of the *NPPF* is clear that planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. It states that this is central to the economic, social and environmental dimensions of sustainable development.
- 15.2** The *NPPF* requires local planning authorities to adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations, both for the immediate future and in the long term.
- 15.3** Local planning authorities are also expected to plan for new development in locations and ways which reduce greenhouse gas emissions, and to actively support energy efficiency improvements to existing buildings.

##### Evidence Base

- 15.4** The *Sustainability Appraisal Scoping Report (SAscope)* (2013) states that there is widespread scientific consensus that the Earth's climate is changing and that human activity could be the principal cause. Scientific forecasts suggest that the UK's climate will continue to get warmer and that heavy rainfall will be more frequent. Weather extremes, such as heat waves would become more common and others such as snowfall would become less common. Sea levels will continue to rise and storm surges will become more frequent, increasing the risk of flooding in coastal areas. Activities in the Borough will therefore both contribute towards climate change, and will also be affected by climate change. The strategic response in this plan to climate change therefore considers both elements.

##### *Impacts on Climate Change*

- 15.5** It is widely recognised that a primary cause of climate change is the release of CO<sub>2</sub> emissions into the atmosphere. Whilst there are natural sources of CO<sub>2</sub> emissions, and intensive agriculture can also result in significant emissions, the primary cause of excess emissions is the burning of fossil fuels such as coal and gas to produce energy. The *SAscope* reports that in 2005 396kT CO<sub>2</sub> was generated domestically in the Borough, equivalent to 8% of the Essex domestic total. In addition, 497kT of CO<sub>2</sub> originated from industrial and commercial sources - 11% of the Essex Industrial and Commercial total. Road transport accounted for the smallest proportion of emissions at 289kT, which equalled 7% of the Essex total.
- 15.6** The *SAscope* also reports changes which have occurred since 2005 in terms of energy consumption within the Borough. Between 2005 and 2011, the average domestic electricity and gas consumption of a Basildon Borough resident fell by 490kWh and 4,560kWh, respectively. Domestic electricity consumption is 100kWh per person lower than the national average, whereas domestic gas consumption is 750kWh less than the national average. Between 2005 and 2011, the average industrial and commercial energy consumer in the Borough reduced their electricity consumption by 17MWh, bringing the total annual amount to 79MWh, which is still 4MWh higher than the national average. Industrial and commercial gas consumption went up slightly over the same time period from 544MWh to 564MWh; however the 2011 total is still 16MWh lower than the average national commercial and industrial consumer.

- 15.7** There is therefore evidence that other incentives to improve the energy efficiency of domestic properties such as free insulation schemes have been successful, contributing to reduced energy consumption. Coupled with improved energy efficiency standards for new homes as set out in the *Building Regulations* this should result in further reductions in the per property domestic consumption going forward. The approach to climate change within the Borough therefore seeks to extend similar incentives to commercial and industrial properties, and identifies the need to apply energy efficiency standards to new commercial and industrial properties.
- 15.8** In addition to reduced energy consumption, there has also been an increase in the amount of energy being produced from renewable sources within the Borough. The SAScope reports that between June 2010 and March 2013, the number of domestic solar photovoltaic installations in the Borough increased by 23,000% from 3 to 692. The development of new properties presents an opportunity to integrate on-site micro generation of energy within a buildings fabric. The widely applied *Merton Rule* seeks all new developments with a floorspace of 500sq.m or one or more residential units to incorporate on-site renewable energy equipment to achieve a percentage reduction in CO<sub>2</sub> emissions from the site. This was initially set at 10%, although more recently, the London Plan has increased the requirement to 20% in order to align with the current target for European countries to reduce carbon emissions by 20% by 2020.
- 15.9** Further opportunities to increase renewable energy generation have been considered in the *Renewable and Low Carbon Energy Constraints and Opportunities Assessment (2015)*. The assessment found that there is capacity within the Borough to generate renewable and low-carbon energy through a variety of methods which include, and are not limited to, larger scale onshore wind turbines, Combined Heat and Power plants, solar photovoltaics and micro-generation. The assessment details suitable locations and criteria in more detail and the findings support Policy CC7.
- 15.10** Whilst transport formed the smallest component of CO<sub>2</sub> emissions from the Borough in 2005, there has been growth in transport movements since that time. Going forward, transport movements are expected to increase at a national level, and this is reflected in industry standard (TEMPRO) growth forecasts. The Borough's *Highways Impact Modelling* shows that a number of junctions within the Borough already operate at, or over their design capacity which is increasingly resulting in congestion. The modelling shows that the growth proposed in this plan will result in greater levels of congestion. Whilst Chapter 9 seeks to address this through mitigation, congestion and the resultant emissions from vehicles has the potential to increase over this period, impacting on the Borough's contribution to climate change. Therefore, the approach to climate change is intrinsically linked to the approach to sustainable transport set out in Chapter 9.
- 15.11** Whilst the Borough contributes towards climate change through its energy consumption, it also has a high quality green environment which contributes towards the positive management of effects of climate change. There are significant areas of woodland, including ancient woodland located within the Borough. Additionally, there are many trees within the urban environment as a consequence of the Borough's suburban character and New Town origins. Trees and woodlands play an important role in managing climate change by acting as a carbon sink for CO<sub>2</sub> emissions, and this plan will seek to increase tree coverage within the Borough alongside development and as a part of delivering highway improvements. Trees also play an important role in managing the impacts of climate change such as managing surface water, and contributing towards urban cooling. Consequently, the approach to green infrastructure, as set out in Chapter 16 will also contribute towards the approach to managing the effects of climate change.

### ***Impacts of Flooding***

- 15.12** Flooding is a natural hazard within the Borough, which through effective long term planning should be managed so as to better protect people and places. Flood risk management is particularly important as the likelihood of flooding is expected to increase, both in scale and frequency in the future as a result of climate change.

- 15.13** The primary source of flood risk within the Borough is identified through the *Strategic Flood Risk Assessment (SFRA) (2011)* as pluvial flooding (heavy rainfall) within the urban centres of Basildon, Billericay and Wickford which leads to high levels of surface water run-off that drainage systems cannot cope with. This pluvial flooding often coincides with fluvial (river) flooding associated with the River Crouch and its tributaries.
- 15.14** The *South Essex Surface Water Management Plan (SWMP) (2012)* defines the extent and components of Critical Drainage Areas (CDAs) within the Borough. A CDA is an area over which combined flood risk sources (pluvial, groundwater, sewer, main river and/or tidal) may result in the accumulation of flood waters affecting some people, property or infrastructure located within the CDA during a severe rainfall event. Modelling of CDAs within Basildon within the *SWMP* shows that the number of properties at risk from flooding is likely to increase as a consequence of climate change.
- 15.15** There is also a residual risk of flooding from tidal sources in the southern part of the Borough, close to Vange Creek and East Haven Creek which are part of the tidal estuary of the River Thames. There are significant flood defences in the form of sea walls and two mechanical flood barriers providing a high standard of protection in this area. However, there is still a risk of tidal flooding in this area arising from the potential for the mechanical barriers failing, or the sea walls being breached by the sea. Modelling within the *SFRA* indicates that the extent of tidal flood risk will increase as a consequence of climate change, as of sea level rises. The Environment Agency's *Thames Estuary 2100 Plan (TE2100 Plan)* seeks to manage the different areas along the Thames Estuary in terms of flood defence, and habitat management and creation. In places the *TE2100 Plan* proposes managed retreat by making space for water, where defences are less essential or not cost effective. Whilst there is limited property within the area at risk of tidal flooding, this increased risk poses a threat to the freshwater marshes to the south of the Borough, and to the wildlife that rely on them for shelter and food.
- 15.16** Given the issues of flood risk affecting the Borough now, and the likely increased risk in the future as a consequence of climate change, flood risk management is an essential component of the approach to climate change. Despite this flood risk however, the East of England is the driest part of the country. It is expected that climate change will exacerbate this by resulting in increased drought conditions. The *South Essex Water Cycle Study (WCS)* indicates that water resources in the East of England are likely to become scarcer in the future. Opportunities to minimise water consumption and also store flood waters therefore form part of the approach to climate change within Basildon Borough.
- 15.17** A changing climate can impact on the health and well-being of people. A report by the Health Protection Agency entitled *Health Effects of Climate Change in the UK* sets out evidence to this effect. Potential effects of climate change range from risks associated with flooding, to the effects of extreme temperatures. The *Essex Joint Strategic Needs Assessment* indicates that excess seasonal deaths is an important health concern, with an increase in mortality amongst people with cardiovascular diseases, respiratory diseases, and amongst the elderly during the winter, and also during heatwaves. In the period 2008 to 2011, there were 20.9% excess winter deaths within Basildon Borough. This is slightly higher than the national average. Data on deaths associated with heatwaves is not provided at a local level, however analysis of the 2006 heatwave set out in the *Heatwave Plan for England* showed that in the East of England there were approximately 12% excess deaths during the period than would otherwise have been expected. Consequently, the approach to Climate Change also considers how best to improve the warmth and cooling of new homes. Given the need to reduce energy consumption, the approach focuses on improving the thermal efficiency of buildings, and on natural cooling methods.

## Policy CC 1

### Responding to Climate Change

1. The Council will seek to reduce carbon emissions, and the impacts of the Borough on climate change by encouraging greater levels of sustainability through development, and by putting measures in place that encourage individuals within the community to be more sustainable. This will be achieved by:
  - a. Identifying development locations with good access to services and public transport provision;
  - b. Working with partners to deliver improvements to public transport, and active travel modes as set out in policies TS3 and TS4;
  - c. Working with partners and developers to deliver multi-functional green infrastructure as set out in policy NE1;
  - d. Seeking high quality sustainable design of new homes, commercial and industrial buildings that promotes energy, thermal and water efficiency and opportunities for natural cooling as set out in policies CC5 and CC6; and
  - e. Seeking the provision of commercial and domestic scale renewable energy and decentralised energy as part of development proposals in appropriate locations. The Council will require all developments, either new build or conversions, with a combined floorspace of 500sq.m, or one or more residential units, to incorporate on-site renewable energy equipment to reduce predicted CO<sub>2</sub> emissions by at least 20%. If the percentage target is technically unfeasible, or can be proven to make the development financially unviable, off-site generation will be considered.
2. The Council will seek to minimise the impacts of climate change on its communities through flood risk and drainage management that reduces the risk to people and properties from extreme flooding events.

## Alternative Options CC 1

### Responding to Climate Change

**Option 1: No policy** - The *NPPF* requires local planning authorities to adopt proactive strategies to mitigate and adapt to climate change. Failing to include a strategic policy on climate change is therefore likely to be contrary to the *NPPF*, and would potentially result in the *NPPF* being found to be unsound. This is not therefore a reasonable alternative to policy CC1.

**Option 2: Set a specific target for borough-wide CO<sub>2</sub> emission reduction:** Whilst this plan sets out substantial growth proposals, the majority of the development in the borough is already built. The planning system has no control over the energy consumption of these existing buildings, and therefore this plan cannot set consumption targets which include these buildings. A Borough-wide target would be too challenging to achieve given that most emissions are beyond the scope of the plan.

**Option 3: Do not set a specific target for CO<sub>2</sub> emissions for new builds and conversions:** The *Building Regulations* set out CO<sub>2</sub> emission requirements for new build homes, however the *Merton Rule* is a well-established method of requiring a given percentage reduction in carbon emissions through new build and conversion development and is effective in working towards the EU targets. Over 100 local authorities have set specific targets for reducing CO<sub>2</sub> emissions through their Local Plans. This is not therefore a reasonable alternative to policy CC1.

**Option 4: Set an alternative target for CO<sub>2</sub> emissions for new builds and conversions:** The *Merton Rule* initially set a target CO<sub>2</sub> emission reduction of 10% through new build and conversion development. Many London Boroughs have recently increased targets to 20% in line with the London Plan. Whilst 20% is clearly an achievable target, having regard to the approval of this level in other plans, there are cost implications of this which may impact on viability. Therefore, it is also appropriate to consider a lower 10% target also for comparison purposes. Nonetheless, the *NPPF* expects Local Plans to be aspiration, and consequently a 20% reduction is preferred.

## Policy CC2: Flood Risk and Drainage Management

### Policy Context

- 15.18** Paragraph 100 of the *NPPF* states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. It expects that Local Plans are supported by Strategic Flood Risk Assessment and set out policies to manage flood risk from all sources, taking account of advice from the Environment Agency and other relevant flood risk authorities<sup>(11)</sup>, such as Lead Local Flood Authorities and internal drainage boards. Local Plans should apply a sequential, risk-based approach to the location of development to avoid where possible flood risk to people and property and manage any residual risk, taking account of the impacts of climate change.
- 15.19** The *NPPF* does however recognise that on occasions development may need to be located in areas at risk of flooding. In order for this to be permitted the Sequential Test must be passed. Additionally, the Exception Test may need in certain circumstances to also be passed for certain types of development, which requires the development to be safe for the lifetime of the development and to also offer wider sustainability benefits.

### Evidence Base

- 15.20** As set out above, the *SFRA* and *SWMP* identify the sources and risks associated with flooding in Basildon Borough. Combined the *SFRA* and the *SWMP* identifies those parts of the Borough that are, and are not, at risk of flooding from any source, and consequently enables the application of the sequential approach to the location of development, and the consideration of development proposals. There are substantial areas of the Borough where the risk of flooding is low (Flood Risk Zone 1 for tidal/fluvial). There is therefore the scope to apply the sequential approach to its fullest effect in relation to these sources, avoiding those areas most at risk of flooding.
- 15.21** In terms of the area at risk of tidal flooding, this is located to the south of the Borough, in the area around Vange and East Haven Creeks. This area is currently substantially un-developed. However, it does include Wat Tyler Country Park and areas of freshwater marshland valued for their nature conservation. There is also a waste landfill site and civic amenity site in this area that is allocated in the *Essex Waste Local Plan*, and also essential utilities infrastructure including a Water Recycling Centre and an electricity sub-station. Flooding in this area would therefore have consequences not only for people and property, but for the environment, with the potential loss of freshwater habitat, and water quality risks associated with the inundation of the landfill and water recycling centres. These risks need to be addressed in the long-term as climate changes have an effect.
- 15.22** The *TE2100 Plan* sets out the Environment Agency's approach to flood risk management within this part of the Borough. It states that policy P4 should be applied to the Bowers Marshes area. This means that further action will be taken to keep up with climate and land use change so that flood risk does not increase. In order to achieve this, it proposes that the sea defences and

11 Designated by the *Flood and Water Management Act 2010*

mechanical structures protecting this area will be maintained and improved to respond to sea-level rises. However, it also expects that some parts of Bowers Marsh, Vange Marsh and/or Fobbing Marsh, where limited development is present, will be turned into inter-tidal marsh (i.e. some inundation by the River Thames will be permitted) in order to off-set the loss of such habitat resulting from climate change. This may mean that some mechanical structures such as the East Haven and Fobbing Horse barriers may not be maintained in order to allow for inundation. This will require a revised approach to flood risk management in this part of the Borough. The *TE2100 Plan* requires the preparation of Riverside Strategies in order to improve floodplain management in the vicinity of the river, to create better access to the riverside and improve the riverside environment. The preparation of a Riverside Strategy for Bowers and Vange Marshes should potentially be developed in line with similar strategies for Fobbing Marsh in Thurrock and West Canvey Marsh, and should seek to address the issues posed by the long-term requirement to create new intertidal habitat, and the changes to flood risk management this will require.

- 15.23** In terms of fluvial flood risk, this is concentrated to the north and east of the Borough associated with the River Crouch and its tributaries in Wickford and Basildon, and tributaries of the River Wid in Billericay. Historical flooding records show that these watercourses have previously burst their banks causing flooding to properties in these settlements. The flood defences along these watercourses typically offer a 1 in 100 year level of protection, or less. Consequently there is a functional floodplain associated with each, where most forms of development would not normally be permitted, consistent with the *NPPF*. There are also areas of flood zone 3a and 2 associated within each water course where only less vulnerable development should exceptionally be permitted.
- 15.24** Pluvial flooding in combination with other sources of flood risk, poses the greatest risk to people and property within Basildon Borough. National Level Pluvial Modelling set out in the *SFRA* identified 7,900 homes at risk of pluvial flooding, and there are historical records of pluvial flooding in all of the main settlements in the Borough. Opportunities to manage this risk were taken in the early development of the New Town and also during the growth of Billericay and Wickford through the introduction of a series of man-made washlands which were designed to attenuate high flood flows and storm water and release it gradually into watercourses. However, these are not providing protection to all parts of urban area. The *SWMP* identifies nine CDAs within Basildon Borough where the risk posed by surface water is greatest. Within these areas people, property and/or critical infrastructure are at risk of surface water flooding, and/or further growth is proposed which would also require attenuation. For each of these CDAs surface water flow paths, and potential surface water flooding hotspots have been identified, and mitigation measures identified. Essex County Council, as the Lead Local Flood Authority has adopted the *SWMP* with the aim of delivering the mitigation measures within it alongside partner organisations and/or developers.
- 15.25** Whilst there are nine CDAs where surface water flood risk is significant, the initial modelling work within the *SWMP* identified a total of 22 CDAs within Basildon Borough, covering much of the urban extent. Therefore, whilst actions to mitigate surface water flood risk will be directed towards those areas most at risk, there is a need for surface water management to be a consideration in all new development proposals within the Borough. Both the *SFRA* and the *SWMP* promote the use of Sustainable Drainage Systems (SuDS) to manage surface water flood risk, however both also note that the underlying geology of the Borough will not allow for the successful function of infiltration SuDS. As such further flood attenuation areas such as the washlands should be provided alongside new development to manage this risk.
- 15.26** As the Lead Local Flood Authority, Essex County Council is a statutory consultee for major development proposals. In this role they have developed guidance on the design of SuDS having regard to the local context. The Essex guidance builds on the National Standards for SuDS by outlining local expectations within Essex. It sets out required design principles and local standards that should be applied when delivering SuDS to ensure they are designed to respond to local conditions and priorities. These principles and standards will be applied within Basildon Borough in order to ensure that SuDS are effective in addressing the local flood risk issues.

## Policy CC 2

### Flood Risk and Drainage Management

1. In order to manage existing flood risk, and to address the implications of climate change on flood risk, the Council will work in partnership with the Water Authorities, Environment Agency, Essex County Council (as Lead Local Flood Authority) and other relevant Flood Management Authorities to:
  - a. Develop a riverside strategy covering the marshlands to the south of Basildon, in conjunction with neighbouring authorities, with the aim of providing ongoing flood protection for critical infrastructure and important habitats, whilst also preparing for the longer term need to create new inter-tidal habitat as detailed in the *TE2100 Plan*; and
  - b. Safeguard the existing network of washlands as flood risk zone 3b in order to provide ongoing flood and storm water attenuation, and support the delivery of further surface water management measures as set out in the *South Essex Surface Water Management Plan*, and any subsequent updates.
2. In order to ensure that new development within Basildon Borough does not increase the number of people and properties at risk of flooding, the Council will:
  - a. Apply a sequential risk based approach to the allocation of land for new development, and when considering development proposals, in order to guide development to areas with the lowest risk of flooding. In doing so, the Council will take into account the flood vulnerability of the proposed use. The Exception Test will be applied, if required;
  - b. Ensure that new development does not increase the risk of flooding elsewhere, and that pluvial flood risk is managed effectively on site. In appropriate circumstances, the use of attenuation based Sustainable Drainage Systems (SuDS) will be required to achieve this. It will be expected that these systems are designed in accordance with *National SuDS Design Guidance*, and also the principles and local standards arising from the *Essex SuDS Design Guidance* as set out in Appendix 6; and
  - c. Identify opportunities for new development to make a proportional contribution to off-site flood risk management infrastructure and/or surface water management measures as identified in the *Surface Water Management Plan Action Plan*, where they will provide benefits and/or protection to the development proposed.

## Alternative Options CC 2

### Flood Risk and Drainage Management

**Option 1: No Policy** - There is a complex range of flood risk issues affecting Basildon Borough. A clear strategic approach to its management is therefore essential. Without such a policy is unlikely that this plan would be effective in managing flood risk. This is not therefore a reasonable alternative to policy CC2.

## **ALLOCATION POLICY**

### **Policy CC3: Washlands**

#### **Policy Context**

- 15.27** Paragraph 100 of the *NPPF* requires local planning authorities to safeguard land from development that is required for current and future flood management.

#### **Evidence Base**

- 15.28** The risk of surface water flooding in the Borough is managed, in part, by a series of 'washlands' connected by engineered surface and underground channels through the towns of Basildon, Billericay and Wickford. The Borough's washland system was largely installed in the 1960's and 1970's by Basildon Development Corporation and Essex County Council and attenuates high flood flows and storm water within or on the edges of the settlements, thereby reducing fluvial flood risk from the Borough's main watercourses. The same principle is now part of the widely accepted solution for SuDS that are sought on modern development sites throughout the country.
- 15.29** The *SFRA* and *SWMP* demonstrate how each washland plays an important role in helping to manage the Borough's drainage network and reduce flood risk in the urban areas, and as such, have been designated as part of the functional floodplain (flood risk zone 3b) within the *SFRA*. Additionally, their role is recognised and valued within the Environment Agency's *South Essex Catchment Flood Management Plan (2009)* and also the *TE2100 Plan*.

### **Policy CC 3**

#### **Washlands**

1. The location and extent of the Borough's washlands are defined on the Policies Map. Land within the washlands is safeguarded for the ongoing provision of flood and storm water storage as part of the drainage systems within the Borough.
2. Development of land within the washlands will not normally be permitted, consistent with the national policy approach to flood risk zone 3b. Where development is exceptionally permitted within a washland, the following mitigation must be secured:
  - a. The area of washland lost must be replaced with an area of water storage of an equivalent size within the development; and
  - b. The replacement provision must serve the same Critical Drainage Area as that which is lost, and must not result in flood risk increasing elsewhere on the drainage network.

### **Alternative Options CC 3**

#### **Washlands**

**Option 1: No policy - Washlands** are an allocation unique to Basildon Borough and are not identified specifically as a mechanism for flood management with the *NPPF*. By identifying them within the Local Plan, their extent is safeguarded for future flood management consistent with the requirements of the *NPPF*. However, as they are also allocated as flood risk zone 3b by the Environment Agency, their specific designation could be argued to be superfluous.

**Option 2: Strict protection of the washlands without exception** - This is a reasonable option that would ensure their flood management role was assured. However, it does not provide the flexibility that may be required to allow for wider sustainable development requirements to be met.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy CC4: Managing Flood Risk in New Development**

#### **Policy Context**

- 15.30** Paragraphs 101 to 104 of the *NPPF* set out the approach that should be taken to determining applications for development in areas where flood risk is a consideration. Paragraph 101 states that development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. It goes on to state that only if the Sequential Test has been applied and it is not possible, consistent with wider sustainability objectives, for the development to be located within an area with a lower probability of flooding, should the Exception Test be applied.
- 15.31** Paragraph 102 sets out the details of the Exception Test. It states that for development to be exceptionally permitted in areas at risk of flooding, it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a SFRA where one has been prepared; and a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall. Vulnerability classifications are set out in the *PPG*, and should be considered in respect of both the Sequential and Exceptions Tests.
- 15.32** Paragraph 103 deals with ensuring that flood risk is not increased elsewhere as a consequence of development. It requires that a site specific Flood Risk Assessment is used to ensure that development is directed towards those parts of the site with the lowest risk of flooding, that development is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed. It also gives priority to the use of SuDS.
- 15.33** The Sequential Test does not need to be applied to allocated sites, which have been subject to testing as part of their allocation process, or for minor development proposals such as extensions and alterations to existing buildings. Additionally, it does not need to be applied to applications for the change of use of existing buildings. However, in all cases the development must be capable of being made safe in the event of a flood.

#### **Evidence Base**

- 15.34** As set out in relation to policy CC2, the *SFRA* and the *SWMP* identify the extent of flood risk within Basildon Borough. These documents identify those areas at risk of flooding, and the extent and potential depth of such flooding. Both documents consider the implications of climate change on flood risk, and provide mapping which shows the extent to which flood risk is expected to change over time. It is therefore these document that the Council will initially consider when determining applications for development in order to identify whether a proposal is at risk of flooding in the first instance.
- 15.35** The *SWMP* provides mapping of the general extent of surface water flood risk within Basildon Borough, and this mapping will be used to inform the need for site level flood risk assessments to address surface water flood risk. It also identifies nine key CDAs within the Borough where surface water flood risk is most likely to affect people, property or critical infrastructure. Detailed maps of the surface water issues in each of these CDAs is provided allowing for sources, flow paths and

receptors to be identified. These maps will be considered when applications are received within these key CDAs to ensure that potential surface water flooding hotspots are avoided, and that flow paths and flood storage areas are maintained.

- 15.36** The SFRA meanwhile provides mapping of the extent of fluvial and tidal flood risk within the Borough. This mapping will be used to inform the need for site level flood risk assessment to address these sources of flood risk. It also provides a general consideration of all other sources of flooding. Overall, it demonstrates that the majority of the Borough is not at risk of flooding, and consequently the sequential approach should be strictly applied. The SFRA also considers the approach that should be taken to managing flood risk and makes recommendations to the approach that should be taken when considering applications in areas at risk of flooding. These recommendations have been considered alongside the advice of the Environment Agency and Lead Local Flood Authority, and also experience of dealing with applications at a local level to determine the most appropriate approach to managing flood risk in new development.
- 15.37** Recent extreme summer rainfall events have demonstrated that there is a need for the continued use of SuDS to manage surface water and fluvial flood risk generally within the Borough, and to ensure that additional space for water is provided within new developments to cope with more extreme events. Policy CC2 sets out the need for SuDS to be provided with new developments, and for these to be designed in accordance with *National SuDS Design Guidance*, and the principles and local standards set out in the *Essex SuDS Design Guidance (2014)*. The principles and local standards are included at Appendix 6. The *Essex SuDS Design Guidance* sets out how these principles and standards can be applied in practice and should therefore be considered alongside this policy.
- 15.38** In addition to SuDS, there is a need to ensure that new buildings are designed to be resistant to surface water and fluvial flooding. The SFRA expects that properties can be made resistant to flood water up to a depth of 0.6m. Such resistance should include measures which ensure that the structure of the building itself is resistant to the hydrostatic effects of flood water. Where it is predicted that flood waters will exceed 0.6m in depth very serious consideration should be given to the appropriateness of development. Where it is exceptionally permitted, the SFRA recommends that water should be permitted to enter the property, and that the design and fabric of the building should be such that it will remain structurally sound and capable of easy restoration. In such instances, space should be available within the property to remain safe, above flood level during the flooding event, and emergency plans should be in place to minimise the risk to life.

## Policy CC 4

### Managing Flood Risk in New Development

1. New development proposals within flood risk zones 2 and 3 for tidal and fluvial flooding, within a washland or within an area at risk from surface water flooding during a 1 in 1,000 year event will be considered against the Sequential Test as set out in the NPPF. Built development proposals where the majority of the land is within a washland, is within flood risk zone 3b, or is at risk of surface water flooding in a 1 in 20 year rainfall event, will not normally be permitted, having regard to those exception for washlands set out in policy CC3. Built development proposals where the majority of the land is within flood risk zones 2 and 3a, or is at risk of surface water flooding during a 1 in 100 year rainfall event, will only be permitted in exceptional circumstances where it can be demonstrated that the sustainability benefits outweigh the risk to flooding, and all other requirements of this policy have been met.
2. Where a development proposal is located in an area at risk of flooding but passes the Sequential Test, and where necessary the Exception Test, a sequential approach to the design and layout of development must be taken to avoid built development on those parts of the site most at risk of flooding. This includes those parts of the site that form natural or pre-existing flow paths for flood waters.

3. Where a development proposal is for a site in an area at risk of flooding, or is within a key Critical Drainage Area identified in the *Surface Water Management Plan*, any natural or semi-natural features such as ditches, embankments and ponds must be retained in their natural or semi-natural form in order to maintain existing attenuation provision and existing flow paths.
4. All development proposals, including the redevelopment of existing buildings, must incorporate Sustainable Drainage Systems (SuDS) which attenuate surface water on-site, and slow run off rates to natural levels. Proposals should seek to reduce the risk of flooding and ensure that it is not increased. SuDS must be designed in accordance with the *National SuDS Design Guidance*, and the principles and local standards for SuDS design set out at Appendix 6. Where surface water cannot be attenuated fully on-site, a proportional contribution towards an off-site surface water management project may be acceptable if it would deliver the reductions in surface water necessary to off-set the residual development impacts. Development would however need to align with the delivery of the off-site project.
5. Consideration must be given to the capacity of existing flow paths, and to the designed capacity of any SuDS proposals for a development, to cope with extreme rainfall events. Where appropriate, additional flow paths should be provided to direct excess surface water away from people and property. This must not increase the risk to existing properties nearby.
6. Where the depth of flooding from any source during a 1 in 1,000 year event + climate change is predicted to be 0.6m or less, any buildings must be designed to be flood resistant. Flood waters should not be able to enter the property, a 300mm freeboard should be provided on the finished floor levels, and the building should be hydrostatically and hydrodynamically resistant to prevent damage to the structure.
7. Where the depth of flooding from any source during a 1 in 1,000 year event + climate change is predicted to be greater than 0.6m, any buildings must be designed and constructed to be flood resistant to 0.6m consistent with criterion 6 of this policy, and flood resilient thereafter, allowing for water to enter the property without causing harm to the structure, and allowing for easy restoration. Such an approach puts people at risk, and therefore such buildings must provide safe refuge above predicted flood levels, and an appropriate emergency response plan must be put in place to reduce risk to life as far as is possible.

## Alternative Options CC 4

### Managing Flood Risk in New Development

**Option 1: No Policy** - There is a complex range of flood risk issues affecting the Borough. A clear approach as to how the Council will address flood risk issues through the development management process is therefore essential. Without such a policy is unlikely that this plan would be effective in managing flood risk. This is not therefore a reasonable alternative to policy CC4.

**Option 2: Not permitting any development in areas at risk of flooding** - This is a reasonable option that would ensure their flood management role was assured. However, it does not provide the flexibility that may be required to allow for wider sustainable development requirements to be met. For example, it would prevent the delivery of some redevelopment in Wickford town centre or limit the recreational buildings that could be provided within Wat Tyler Country Park to support its recreational and cultural value. The Country Park can however reasonably be closed during periods of flood risk reducing risk to people.

**Option 3: Not permitting development that cannot be made resistant to flooding** - This is a reasonable option, that would help to ensure that people and property were safe from flood risk. However, it does not provide the flexibility that may be required to allow for wider sustainable development requirements to be met.

## Policies CC5 and CC6: Sustainable Buildings

### Policy Context

- 15.39** Paragraph 56 of the *NPPF* places great importance on the design of the built environment. In particular good design is a key aspect of sustainable development, it is indivisible from good planning, and should contribute positively to making places better for people.
- 15.40** Paragraph 95 requires Local Plans to actively support energy efficiency improvements to existing buildings; and when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards. Previous, nationally described standards for sustainable development set out in the Code for Sustainable Homes have recently been reviewed and replaced by the Government by way of changes to the *Building Regulations*. In terms of energy efficiency, regard should be had to Part L of the *Building Regulations*, which is progressing towards zero carbon homes over time, as technologies for doing so become more accessible. With regard to water efficiency, the Government has introduced an optional requirement within Part G of the *Building Regulations* to be secured, where justifiable, through policy requirement in the Local Plan.
- 15.41** In addition to considering energy and water efficiency requirements, paragraph 96 expects consideration to be given to local requirements for decentralised energy supply. However, such requirements have to be feasible or viable. Paragraph 96 also expects that consideration is given to the ways in which landform, layout, building orientation, massing and landscaping can also be used to minimise energy consumption. The *PPG* details how passive solar design can make an important contribution towards minimising emissions and improving the energy and thermal efficiency of new development.
- 15.42** With regard to addressing the impacts of climate change, paragraph 99 states how Local Plans should take account of climate change over the longer term, including factors such as flood risk, coastal change, water supply and changes to biodiversity and landscape. New development should be planned to avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure.

### Evidence Base

- 15.43** As set out in relation to policy CC1, domestic, commercial and industrial CO<sub>2</sub> emissions and energy consumption is significant in the Borough. There is a need for reductions in both CO<sub>2</sub> emissions and energy consumption both from existing buildings and from new buildings in order to have an effective impact on climate change. Consequently, new development in the Borough will need to meet higher standards for energy and water efficiency in the future. This will improve the efficiency of buildings, minimise waste, and also ensure that new buildings minimise their lifetime demand for energy and water. This will help to reduce the Borough's impact on climate change.
- 15.44** In terms of energy efficiency and reducing CO<sub>2</sub> emissions arising from the consumption of fossil fuels, the energy efficiency requirements of Part L of the *Building Regulations* can be enhanced through other means to provide higher levels of energy efficiency still. The orientation of development is an important consideration in influencing the potential to reduce energy consumption within the development and maximising the potential energy production from renewable sources. Careful orientation and arrangement of development can provide efficient opportunities for solar gain and daylight penetration, rather than seeking a technological solution. This includes capturing daylight through appropriately located and sized windows or atriums, reducing the need for artificial light, and designing for passive solar gain to reduce the need for internal space heating. Orientation

and the design of glazing can also ensure passive air circulation, reducing the need for energy consuming air conditioning and fans in hot weather, and improving humidity levels during winter months to the benefit of the health of occupants.

- 15.45** In respect of layout, simple techniques such as locating taller buildings away to the north of a development; providing parking and garages to the north of buildings; as well as providing suitable landscaping vegetation in appropriate locations can improve conditions for solar gain, reduce wind shadow and promote urban cooling.
- 15.46** This can be complemented with the provision of on-site decentralised and renewable or low carbon energy sources, which reduce the demand for mains generated electricity, and can be most effectively integrated into the design and construction of new buildings.
- 15.47** The materials used in development, the way they are sourced, and the location from which they are sourced can also affect the energy efficiency of new homes. The re-use of construction materials is encouraged, as is the use of sustainable construction materials. The use of locally sourced materials is also encouraged due to the reduced energy expenditure required to transport them to site. The ongoing generation of waste from the use of the site is also a concern in terms of energy expenditure, and the use of land. Therefore, a key aspect of sustainability is ensuring that new homes are designed in such a way that they encourage activities that contribute to sustainability and environmental protection such as recycling and composting.
- 15.48** As set out in relation to policy CC1, water resources are scarce in the East of England. The *Water Cycle Study* assessed the implications of growth on the demand for water in South Essex and recommended that water efficiency requirements equivalent to those set out in the Code for Sustainable Homes should be adopted within planning policies. Part G of the *Building Regulations* sets out an optional requirement of 110 litres/person/day which may be required in areas of drinking water deficit such as the East of England. This is broadly equivalent to the level of efficiency recommended in the *Water Cycle Study* and will therefore be sought for new residential development within the Borough.
- 15.49** Whilst the *Building Regulations* establish standards for improving the sustainability of residential buildings, they are less stringent in relation to non-domestic buildings. However, as set out in relation to policy CC1, commercial and industrial energy consumption and CO<sub>2</sub> emissions are significant in the Borough. Consequently, it is expected that non-domestic buildings will meet the relevant *BREEAM* standard, particularly in relation to energy and water efficiency.
- 15.50** Many of the measures that would make new buildings more sustainable, also apply to existing buildings. Applications for extensions and alterations present the opportunity to consider the installation of energy and water efficiency measures, use sustainable sources for materials and to make the best use of construction waste through re-use and recycling. In addition, extensions and alterations to existing buildings also present the opportunity to improve the resilience of existing buildings to extreme weather events including heavy rainfall and periods of hotter or colder weather including raising finished floor levels and improving insulation and by arranging windows to enable passive air circulation.
- 15.51** In order to ensure successful integration into a development, it is essential that sustainability requirements such as energy and water efficiency are considered from the outset. The installation, in particular, of renewable energy sources, onto existing buildings or within their grounds after construction can result in conspicuous and prominent structures that detract from the appearance of the building or its surroundings.
- 15.52** The potential for maximising energy and water efficiency and the use of renewable energy sources will vary depending on the size and nature of the development it relates to, as well as feasibility and viability of a scheme. This is particularly the case within the Borough where there is a mix of development types and sizes.

**15.53** There is also a balance to be reached between achieving the optimum energy and water efficiency possible within a development through the installation of renewable energy plant and/or through the layout and orientation of development, and the visual and amenity impacts such a development can have on buildings and the surrounding area. This is particularly the case in relation to historic assets, and in Conservation Areas where special regard needs to be had to the integrity of the protected structure or area.

#### **Off-site Sustainability Measures (Allowable Solutions)**

**15.54** During the lifetime of this plan, it is expected that the requirement for new buildings to be 'zero carbon' will come into effect. The Government have indicated that they may allow developers to make, or contribute towards off-site sustainability measures – known by the Government as 'Allowable Solutions', where it is not possible to deliver a zero carbon development.

**15.55** At this time, the exact definition for measures that would meet the requirements for Allowable Solutions has not been established. It is however likely to include additional measures that may be either 'on-site' (but not duplicating carbon compliance measures), 'near site' (within the local planning authority area) or 'off-site' (outside the local planning authority area).

**15.56** Allowable Solutions could make a significant contribution to delivering sustainable energy schemes within the Borough. The types of measures that may be included are energy efficiency measures in existing buildings, decentralised energy networks, or renewable energy schemes. This represents a future opportunity for the Borough to delivery projects which support reduced CO<sub>2</sub> emissions.

## **Policy CC 5**

### **Sustainable Buildings - New Builds**

All new development proposals will be required to satisfy the following criteria, unless the developer can robustly justify why this is not technically or financially viable:

- a. The design of all new development should incorporate measures for achieving high levels of energy efficiency and the use of decentralised energy sources, consistent with the requirement of policy CC1. Development is expected to demonstrate how its design, siting and layout has maximised the opportunities for solar gain, daylight penetration and the use of decentralised energy sources. As a minimum:
  - i. Residential development should achieve the energy efficiency requirements set out in Part L of the *Building Regulations*; and
  - ii. Non-residential developments should achieve at least 50% of the credits available for reduction in CO<sub>2</sub> emissions (Ene1) under the relevant *BREEAM* scheme for the development proposed;
- b. The design of all new development should incorporate measures for achieving high levels of water efficiency. As a minimum:
  - i. Residential development should achieve the higher level of water efficiency (110 lpppd) set out under Regulation 36(2)(b) of Part G2 of the *Building Regulations*; and
  - ii. Non-residential development should achieve at least 50% of the credits available for water consumption (Wat1) under the relevant *BREEAM* scheme for the development proposed;
- c. Space should be made available within the site to enable segregated waste storage for waste arisings from the proposed use of the development;
- d. The materials, including aggregates, used in the construction of all new buildings should be sustainable in terms of the energy that has been expended in their production, and the energy that is required to transport them to the location of the development;
- e. The waste resulting from the construction of all new buildings should be managed in a way that maximises the re-use and recycling of materials, including aggregates, on-site where possible;

- f. Sustainability measures installed, and sustainable materials must be consistent with the overall architectural approach of the development. Their design and siting should be an integral part of the development and must not result in prominent, dominant, alien or incongruous features which detract from the visual appearance of the development or its surroundings;
- g. Regard should be had to the requirements of policies HE1 to HE5 when considering the installation of sustainability measures in, on or nearby designated historic assets; and
- h. Where on-site provision of renewable technologies is not appropriate, new development can meet CO<sub>2</sub> reduction requirements through off-site provision by making 'allowable solutions contributions'. Funds gathered will be used for wider energy efficiency and energy generation initiatives within the Borough area.

## Alternative Options CC 5

### Sustainable Buildings - New Builds

**Option 1: No policy** - The *NPPF* requires local planning authorities to support sustainable design, energy efficiency and the reduction of greenhouse gas emissions where possible in new and existing developments. Failing to include a policy on the sustainable new builds is therefore contrary to the *NPPF*. This is not therefore a reasonable alternative to policy CC5.

## Policy CC 6

### Sustainable Buildings - Extensions, Alterations and Conversions

All new extensions, alterations and conversions will be required to satisfy the following criteria, unless the developer can robustly justify why this is not technically or financially viable:

- a. Extensions, alterations and conversions to existing buildings should be constructed in a manner that reduces the properties risk to extreme weather events. As a minimum they should be resilient to surface water flooding and provide the opportunity for passive air circulation within habitable rooms;
- b. The materials used in the construction of extensions, alterations and conversions to existing buildings should be sustainable in terms of the energy that has been expended in their production, and the energy that is required to transport them to the location of the development, unless it can be demonstrated that appropriate materials to complement the existing building cannot be sustainably sourced;
- c. Site waste should be managed in a way that maximises the re-use and recycling of materials, on-site where possible;
- d. The extension or alteration should not prevent the segregated storage of waste arising from the use of the development, or otherwise prevent recycling by the end users of the building;
- e. Applicants are encouraged to consider whether opportunities exist to make improvements to the energy and water efficiency of the existing building alongside the construction works required to deliver the proposed extension or alteration;
- f. Regard should be had to the requirements of policies HE1 to HE5 when considering the installation of sustainability measures in, on or nearby designated historic assets;
- g. Where on-site provision of renewable technologies is not appropriate, new development can meet CO<sub>2</sub> reduction requirements through off-site provision by making 'allowable solutions contributions'. Funds gathered will be used for wider energy efficiency and energy generation initiatives in the Borough;

## Alternative Options CC 6

### Sustainable Buildings - Extensions, Alterations and Conversions

**Option 1: No policy** - The *NPPF* requires local planning authorities to support sustainable design, energy efficiency and the reduction of greenhouse gas emissions where possible in new and existing developments. Failing to include a policy on the sustainable extensions, alterations and conversions is therefore contrary to the *NPPF*. This is not therefore a reasonable alternative to policy CC6.

## Policy CC7: Renewable Energy Infrastructure

### Policy Context

- 15.57** There is an international agreement to reduce CO<sub>2</sub> emissions globally by at least 50% by 2050. In the UK, this is being driven by the *Climate Change Act 2008*, which has committed the Government to reducing CO<sub>2</sub> emissions by at least 80% in 2050 from 1990 levels.
- 15.58** It is recognised that planning has a key role to play in achieving this target. Paragraph 17 of the *NPPF* sets out the core planning principles of the English planning system. These include the need to support the transition to a low carbon future in a changing climate, and encouraging the use of renewable resources.
- 15.59** Paragraph 93 of the *NPPF* is clear that Local Plans should support the delivery of renewable and low carbon energy and associated infrastructure. Paragraph 97 of the *NPPF* sets out how local planning authorities should recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources to help increase the use and supply. Positive strategies should be put in place to promote energy from renewable and low carbon energy development, identifying suitable areas where such development could occur. Policies should be designed to maximise renewable and low carbon energy development while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts. The *PPG* reaffirms that the need for renewable energy does not automatically override environmental protections and the planning concerns of local communities.
- 15.60** The *NPPF* is also clear that local planning authorities should not require applicants for energy development to demonstrate the overall need for renewable or low carbon energy. Furthermore they should also recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions. Applications should be approved if their impacts are (or can be made) acceptable, unless material considerations indicate otherwise consistent with the presumption in favour of sustainable development as set out in policy SD1 of this plan.

### Evidence Base

- 15.61** The Council recognises the valuable contribution to energy generation of a number of different renewable and low carbon technologies. From the perspective of infrastructure provision, the Council has been working with UK Power Networks to ensure the necessary energy infrastructure can be provided to accommodate the level of growth proposed in the Borough.
- 15.62** In addition to supporting the broader infrastructure requirements of electricity and gas companies, the promotion of renewable energy technology, which will help diversify the energy markets, where adequate mitigation of any adverse impacts can be demonstrated, will be supported by the Council.

- 15.63** Larger, commercial renewable energy source developments, whilst broadly acceptable in principle, will need to be considered within the Borough context and its Green Belt. However, smaller-scale schemes may be acceptable or permitted through Part 14 of the *Town and Country Planning (General Permitted Development) (England) Order 2015*.
- 15.64** The *Renewable and Low-Carbon Energy Constraints and Opportunities Assessment (2015)* for the Borough details the suitability for a number of renewable and low-carbon energy generation methods some of which are detailed below.

#### **Wind Turbines**

- 15.65** There is sufficient wind speed in the whole Borough to enable the running of wind turbines. The *Renewable and Low-Carbon Energy Constraints and Opportunities Assessment* evaluated the locations that may be suitable having regard to accessibility, landscape significance, nature designations and designated heritage assets.
- 15.66** Proposals for wind turbines will be supported where they would not result in harm to the landscape or significant features within the landscape, ecology or historic assets, and where the proposal would not result in pollution or otherwise cause harm to local communities or the openness or purpose of including land within the Green Belt.

#### **Combined Heat and Power Plants (CHP)**

- 15.67** CHP plants are best located near 'anchor loads' where a large, relatively steady amount of heat is generated to allow the plant to operate at its best capacity, therefore making it more viable.
- 15.68** There are currently three potential anchor loads identified by the Department of Energy and Climate Change located within the Borough at Ford Dunton, Basildon and Thurrock University Hospital's Nethermayne site and in the A127 Corridor along Cranes Farm Road. These locations have been identified as producing considerable heat to be successfully served by CHP plants.
- 15.69** Proposals for CHP plants will be supported where they would not result in harm to the landscape or significant features within the landscape, ecology or historic assets, and where the proposal would not result in pollution or otherwise cause harm to local communities or the openness or purpose of including land within the Green Belt.

#### **Solar Photovoltaic (PV) Panels**

- 15.70** There is sufficient solar radiation to warrant the installation of solar PV panels. Large solar farms are becoming increasingly common as they can produce more electricity than domestic panels, and their appearance can be properly addressed within the landscape if planned well.
- 15.71** Proposals for CHP plants will be supported where they would not result in harm to the landscape or significant features within the landscape, ecology or historic assets, and where the proposal would not result in pollution or otherwise cause harm to local communities or the openness or purpose of including land within the Green Belt.

#### **Microgeneration**

- 15.72** Microgeneration (including small scale wind energy, solar and ground source heat pumps) is often permitted development and does not require planning permission. Where planning permission is required, the Council will support proposals where it can be demonstrated that no harm is caused to the landscape or significant features within the landscape, ecology or historic assets, and where the proposal would not result in pollution or otherwise cause harm to local communities or the openness or purpose of including land within the Green Belt.

## Policy CC 7

### Renewable Energy Infrastructure

1. Proposals for renewable and low carbon energy schemes will be positively considered provided they are in an accessible location and do not result in demonstrable harm to local wildlife and their habitats, and residential amenity through pollution, including noise generation, dust or vibration. They must not be unacceptably visually prominent within their setting or the surrounding landscape, and must not cause harm to heritage assets, harm to the community, or harm to the openness or purpose of including land within the Green Belt.
2. Additionally, proposals for the installation of Combined Heat and Power (CHP) and associated community heating networks should make use of an existing anchor load as shown on the Policies Map. Where a CHP plant would not be located near an anchor load sufficient evidence would need to be provided to ensure that it would be viable.

## Alternative Options CC 7

### Renewable Energy Infrastructure

**Option 1: No policy** - The NPPF requires local planning authorities to recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources to help increase the use and supply. Positive strategies should be put in place to promote energy from renewable and low carbon energy development. Failing to include a policy on the renewable energy is therefore contrary to the NPPF. This is not therefore a reasonable alternative to policy CC7.

## Chapter 16: Conserving and Enhancing the Natural Environment

### Conserving and Enhancing the Natural Environment

- 16.1** The protection of, and improvement to the Borough's natural environment is important to those living in, working in and visiting the Borough and its long term sustainability. The Borough has a wealth of semi-natural and planned green spaces, open spaces and habitats. These are part of our everyday lives; where we work, do business and learn, the way we travel around, where we play, celebrate and spend our leisure time. They play host to wildlife, are part of our cultural heritage and sit in a landscape shaped over time. Their cumulative presence also contributes to providing cleaner air, managing flood risk, addressing urban cooling and the wider challenges of our changing climate.
- 16.2** Given its strategic importance, high quality green infrastructure will continue to be integral to managing new development and change in the Borough. There is already has an extensive Green Infrastructure network covering an area of over 1,300ha, comprising a series of multi-functional spaces of different size and purpose, linked by green corridors and/or public rights of way, in the urban areas, urban fringe, villages, plotland settlements and wider countryside.
- 16.3** Development must have regard to statutory designations such as Sites of Special Scientific Interest, Ancient Woodland or Local Nature Reserves. In addition, special regard will be given to sites of a local importance, such as Local Wildlife Sites and Country Parks, integrating them as much as possible into the wider Green Infrastructure network and encouraging landowners to bring them into a state of positive management.
- 16.4** Valued green spaces and urban landscapes play a major role in enriching our quality of life, environment and the economy. They give us a sense of place and are important to our physical and mental health. The policies in this plan will therefore play a key role in helping to ensure such value is recognised, retained and enhanced where possible.

### **STRATEGIC POLICY**

#### **Policy NE1: Green Infrastructure Strategy**

##### **Policy Context**

- 16.5** The *NPPF* defines green infrastructure as a network of multi-functional green space, urban and rural, which are capable of delivering a wide range of environmental and quality of life benefits for local communities. Green infrastructure is the collective term used to describe assets of the natural outdoor environment and includes the Borough's country parks, woodlands, wetlands, nature reserves, river corridors, and allotments. It also extends to include elements of the wider countryside such as the public rights of way network, hedgerows, highway verges and the strategic landscape. In most parts of the Borough, green infrastructure extends into the town centres and neighbourhoods in the form of civic spaces, such as public and market squares or groups of street trees.
- 16.6** In protecting and enhancing the green infrastructure resource within the Borough, the Council will take into account the contribution made by formal open spaces and has set out policies to protect and enhance these within chapter 13 of this plan.
- 16.7** Paragraph 9 of the *NPPF* sets out how sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in peoples' quality of life. By bringing these qualities together, we will eventually be able to move away from a net loss of biodiversity to achieving net gains for nature; replace poor design with better design; improve the conditions in which people live, work, travel and take leisure; and widen the choice of high quality homes in successful neighbourhoods. Consequently, paragraph 110 of the *NPPF* states that in preparing plans to meet development needs, local authorities should aim to minimise pollution and other adverse effects on the local and natural environment.

- 16.8** In order to move away from a net loss of biodiversity towards achieving the gains expected by the *NPPF*, paragraph 114 of the *NPPF* expects local planning authorities to plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure.
- 16.9** In planning for green infrastructure, the *NPPF* recognises that some open land can perform many functions for: wildlife, recreation, flood risk mitigation, carbon storage, or food production. The promotion of the use of land to achieve multiple benefits is a core planning principle of the *NPPF*. The *NPPF* is also clear that planning policies should protect and enhance public rights of way and access; adding links where needed to the existing rights of way.
- 16.10** This approach to planning for green infrastructure is supported by Natural England, the Government's advisory body on the natural environment. *NE176 – Natural England's Green Infrastructure Guidance (2009)* sets out how local planning authorities should plan for green infrastructure in order to ensure it is multi-functional and provides environmental, social and economic benefits to the local community.
- 16.11** The *Thames River Basin Management Plan (2009)*, which has been prepared by the Environment Agency to deliver the requirements of the *EU Water Framework Directive* for the River Thames. With regard to the lower Thames Estuary, the plans objective is to achieve Good Ecological Potential by 2027 and Good Chemical Status by 2027. It contains an action plan for achieving this objective which requires local planning authorities to contribute towards improving water quality by seeking improvements to green infrastructure and biodiversity through the plan-making and decision-taking processes. Such an approach to improving water quality is equally relevant to improving water quality within other water bodies with a catchment in the Borough.
- 16.12** The Greater Thames Marshes Nature Improvement Area, which covers 50,000ha of land in South Essex, North Kent and Greater London, includes southern part of the Borough around Fobbing and Bowers Marshes. It was established by DEFRA in 2011 with the aim of creating ecological networks in strategic locations to benefit wildlife and people.
- 16.13** The initial targets of the Nature Improvement Area Partnership are to deliver 158ha of restored grazing marsh; 16km of enhanced ditches with associated flora and fauna; the creation of Thames Terrace Invertebrate habitat; and an improved green infrastructure network. Beyond 2015, the partnership aim to create a minimum 500ha of new priority habitat for focal species. The Nature Improvement Area Partnership has prepared a *Planning Guidance Note (2013)* explaining how development proposals can contribute towards these aims.
- 16.14** In terms of planning for green infrastructure, this has been occurring at a South Essex level for several years. The *Thames Gateway South Essex Green Grid Strategy (2005)* established a long-term vision to develop a network of open spaces and green links throughout South Essex. Its objectives complement those of both the Nature Improvement Partnership and also the Borough by seeking to enhance the image and confidence in South Essex as a high quality place to live, work and invest through embracing different habitats and land uses across rural and urban boundaries, connecting new communities with existing neighbourhoods and providing improved 'access for all'.

## Evidence Base

- 16.15** The *South Essex Green Grid Strategy* has its own evidence base which describes and analyses the network of green infrastructure in what was defined as the Thames Gateway South Essex at that time. This included just the southern part of the Borough south of the A127. This southern part of the Borough has significant green infrastructure assets including estuarine riverside; marshland at Fobbing and Bowers Marshes; and strategic landscape offering key views at Langdon Hills.

- 16.16** Other studies such as the *Historic Environment Characterisation Project (2011)*, and the *Landscape Character and Green Belt Landscape Capacity Study* cover the whole of the Borough and identify areas of significant historic and landscape character respectively. These studies combined identify areas of significant historic and landscape character value within Basildon Borough around the marshlands, at Langdon Hills, and also around east Billericay and Doeshill Farmland.
- 16.17** The *Open Space Assessments (2010 & 2015)* also cover the whole Borough, and identify existing networks of green spaces and green corridors that are used for informal recreation and transport as well as acting as habitat corridors. There are also clear opportunities to enhance these networks through improving the accessibility of these spaces, providing new spaces and also the creation of additional green corridors throughout the Borough.
- 16.18** Some of the green spaces within the Borough are protected by law, including areas of common land, village greens, town greens, allotment gardens, Sites of Special Scientific Interest, and Local Nature Reserves. In addition, the Borough is in relative close proximity to Special Areas of Conservation and Special Protection Areas around the South Essex coastline, and Ramsar sites at Benfleet and Southend Marshes, in the Roach and Crouch Estuary. These all benefit from high levels of protection under international and European legislation. There is therefore a legal requirement to ensure that the growth arising from this plan, or the cumulative growth arising from plans across South Essex do not place unmanaged pressure on these areas.
- 16.19** There are a range of different competing users for green spaces within the Borough; equestrians, cyclists, pedestrians and dog walkers all use the Borough's green spaces. Where one or more of these uses are within proximity of each other there is the potential for conflicts to occur. There is also the potential for conflicts to arise between recreational uses of green infrastructure and biodiversity. In some cases it will be necessary to take a restrictive approach to conflict management to achieve net gains in biodiversity.
- 16.20** As well as the amenity and biodiversity benefits green infrastructure provides, green infrastructure can also help reduce potential sources of pollution. Trees can capture and absorb large amounts of water and thus help to reduce surface water run-off, (a major cause of water based pollution in the Borough). They also act to reduce levels of Carbon Dioxide (CO<sub>2</sub>) and other pollutants in the air; there are currently no declared Air Quality Management Areas within the Borough; however increased levels of traffic congestion around main interchanges may give rise to increased NOx levels which can be harmful to health, but which can also be ameliorated through tree planting and the retention of trees.

## Policy NE 1

### Green Infrastructure Strategy

1. The Council will work with partners to deliver projects which contribute towards the aims and objectives of the South Essex Green Grid Strategy and the Greater Thames Marshes Nature Improvement Area.
2. Elsewhere within the Borough, the Council will work with partners to deliver projects which protect, extend and enhance the network of green infrastructure and create new habitats, providing links for wildlife and people to the South Essex Green Grid and the Nature Improvement Area.
3. In delivering green infrastructure projects, and when considering applications for development, the Council will work with partners and developers to:
  - a. Recognise the importance of Areas of Higher Landscape Value, Country Parks and Local Wildlife Sites as key features of the Borough's green infrastructure, and ensuring they are protected and enhanced where possible;
  - b. Secure a net increase in biodiversity across the Borough's area with a focus on priority habitats and priority species;

- c. Encourage the preservation and enhancement of landscape and landscape features;
  - d. Secure the provision of green infrastructure alongside development which achieves a reduction in pollution to air, water and soil;
  - e. Secure strategic landscaping on all new major housing and employment development proposals, and secure new green infrastructure in all new development, where appropriate;
  - f. Develop and improve the urban environment through provision of local scale green infrastructure including footpaths, cycleways, green links, parks, gardens, allotments, trees and green roofs; and
  - g. Seek the provision of green infrastructure which is multi-function and incorporates measures that will help to reduce the extent of climate change and/or enable the Borough's communities to adapt better to a changing climate.
4. In securing green infrastructure provision, the Council will work with partners and the community, including specific user groups, in order to minimise conflict between human activities, including recreation, and sensitive ecological and heritage assets, and also between different types of human activity. The Council will seek to ensure that everyone can enjoy the Borough's green infrastructure in a sustainable way.

## Alternative Options NE 1

### **Green Infrastructure Strategy: Alternative Options**

**Alternative Option 1: No policy** - The *NPPF* requires local planning authorities to plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure. Failing to include a policy identifying what is considered to be valued at a local and national level and accounting for local context, is therefore likely to be contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE1.

## **ALLOCATION POLICIES**

### **Policy NE2: Areas of Higher Landscape Value**

#### **Policy Context**

**16.21** The *NPPF* expects plans to recognise the intrinsic character and beauty of the countryside. Paragraph 109 of the *NPPF* emphasises the importance of protecting and enhancing our valued landscapes. As a result, paragraph 113 of the *NPPF* advises local planning authorities to set criteria based policies for the protection of landscape areas. These should be based on landscape character assessments which assess landscape sensitivity having regard to its natural, historic and visual quality.

#### **Evidence Base**

**16.22** The Borough's landscape is nationally recognised as being within two National Character Areas (NCA) of the Northern Thames Basin (NCA Profile: 111) and the Greater Thames Estuary (NCA Profile: 81), as identified by Natural England. NCA's are areas that share similar landscape characteristics, they follow natural lines in the landscape rather than administrative boundaries. This makes them a good decision-making framework for the natural environment.

- 16.23** Basildon Borough Council's *Landscape Character and Green Belt Landscape Capacity Study - Volume One* reviewed the Borough's landscape and divided the countryside into 14 different local character areas. Each local character area has distinct landscape features and local characteristics, as well as key views across and beyond the Borough.
- 16.24** As part of this study, an assessment of the topographical, ecological and historical features of the Borough to inform the local character areas was carried out. Local landmarks of the built environment make important contributions to local identity and a sense of place, they are recognised as iconic symbols of the Borough's industry, architecture or history, and are present in some of the locally important views across and within the Borough.
- 16.25** The study also considered the findings of other important studies including *The Essex Landscape Character Assessment (2003)*, *Essex Coast Landscape Character Assessment (2005)* and *The Thames Gateway South Essex Green Grid Strategy*.
- 16.26** The *Essex Landscape Character Assessment* identified 35 landscape character areas in Essex and four of these occur within or immediately adjacent to the Borough. These are the Brentwood Hills (Billericay - Wooded Hill and Ridge Landscape type), the South Essex Farmlands (Upper Crouch Valley - London Clay Landscape type), the South Essex Coastal Towns (Wickford and Basildon - Urban Landscape type) & Crouch & Roach Farmland (north-east Wickford - Coastal Landscape type).
- 16.27** The four character areas identified are considered to be important geographical areas with a recognisable pattern of landscape characteristics, both physical and experiential, that combine to create a distinct sense of place.
- 16.28** 16.28 The *Thames Gateway South Essex Green Grid Strategy* is a long-term project to develop a network of open spaces and green links throughout South Essex. A Borough-wide *Landscape Character and Green Belt Landscape Capacity Study* was carried out which identified 5 important areas within the Borough, they are: Corringham Thames Terraces; Langdon Hills; Fobbing and Bowers Marshes; Basildon Town and North Benfleet Farmland.
- 16.29** The Green Grid is a proactive concept that will help to conserve and enhance existing sites, links and biodiversity by creating well-designed and high quality new elements in identified areas of opportunity and need, contributing to improved environmental sustainability and enhancement through flood-risk management, improved air and water quality and noise abatement. Its network of open spaces will create a distinctive 'sense of place' through engaging with communities, whilst enhancing and celebrating its diverse landscape character and heritage.
- 16.30** The *Historic Environment Characterisation Project* identifies 13 historic environment character areas within the Borough. The report reveals the sensitivity, diversity and value of the historic environment resource within the Borough.
- 16.31** In the Borough the historic resource is rich, complex and irreplaceable. Some of the resource lies hidden and often unrecognised beneath the ground in the form of archaeological deposits. Other elements, such as the area's historic landscape, are highly visible such as agriculture, industry and commerce. The 'built' part of the historic environment is equally rich, with towns, villages and hamlets. The historic environment lends character to places and provides a positive template for new development. It can play a key role in creating a 'sense of place' and identities as new communities are created and existing ones enhanced. It is important that the many opportunities for the enhancement of the historic environment are realised and that adverse impacts associated with development are minimised so as to avoid unnecessary degradation.
- 16.32** Additionally, there are four Living Landscape areas within the Borough. These have been identified as part of the Royal Society of Wildlife Trusts *Living Landscape Project (2010)*. These are Langdon Hills, South Essex Marshes, Nevendon Mosaic and Upper Crouch. Living Landscapes are large landscape scale areas of the countryside which are ecologically stable and bursting with life. Their scale and stability provides a superb range of habitats for many species of wild plants and animals, bringing a quality of life for local people who are part of them.

**16.33** The important landscapes identified in the above studies have been assessed and combined with the matrix criteria within the Borough's *Landscape Character and Green Belt Landscape Capacity Study Volume One* and the potential developable areas within the Borough outlined in the *Outline Landscape Appraisal (2015)*. This has enabled the definition of Areas of Higher Landscape Value which seek to safeguard and manage the Borough's strongest areas of landscape. These incorporate suitable land use management strategies which will be applied in relation to any development or land use in this location for each site detailed within the policy. These areas will be shown on the Policies Map and enhanced and protected where possible.

## Policy NE 2

### Areas of Higher Landscape Value

1. Three Areas of Higher Landscape Value, as identified on the Policies Map, which support the quality, character and distinctiveness of the Borough's natural environment, including its landscape, cultural and historic value, tranquillity, geology, countryside, soil and biodiversity, will be protected from degradation, and opportunities to enhance them will be supported.
2. Proposals which would result in the loss of, or harm to, important landscape character features, identified within each of the Areas of Higher Landscape Value will not be supported unless the loss or harm can be fully addressed by appropriate mitigation and/or compensatory measures which can be secured to the satisfaction of the Council.
3. Development proposals which would affect an Area of Higher Landscape Value should:
  - a. Support and promote a range of countryside projects through the complimentary Essex Wildlife Trust *Living Landscape Project*;
  - b. Improve public access and upgrade the public rights of way network;
  - c. Promote retention and management of woodland, scrub, meadows, hedgerows, hedgerow trees and encourage native planting;
  - d. Support designated wildlife sites and nature reserves;
  - e. Promote the creation of buffer strips and traditional field enclosures along field margins;
  - f. Create new ponds where suitable;
  - g. Manage recreational activities; and
  - h. Resist introduction of intrusive lighting.
4. Additionally the following area specific criteria should also be met:
  - a. **Area A: East Billericay**
    - i. Ensure areas of open space and agricultural land are maintained; and
    - ii. Promote and manage recreational access.
  - b. **Area B: Doeshill Farmlands**
    - i. Promote the creation of buffer zones and links between semi-natural habitats;
    - ii. Maintain and strengthen planting along northern boundary;
    - iii. Promote crop diversification and mixed livestock/arable farming;
    - iv. Promote the use of traditional materials, built form and native planting; and
    - v. Promote restoration of ditches.
  - c. **Area C: Langdon Hills, Marshlands and Pitsea Hall Island**
    - i. Promote reversion to pasture and grassland and conserve unimproved and semi-improved grassland;

- ii. Preserve and enhance existing network of ditches and water channels, encourage wetland landscape features and enhance wet grassland;
  - iii. Promote use of low-density stock grazing as management technique; and
  - iv. Retain and develop Country Park functions.
5. Planning conditions and/or planning obligations may be used to ensure every opportunity is taken to retain important landscape character features, and to ensure their long-term survival through appropriate management and restoration.

## Alternative Options NE 2

### Areas of Higher Landscape Value

**Alternative Option 1: No policy** - The *NPPF* requires local planning authorities to decide which landscape areas should be protected. Failing to include a policy identifying landscape areas and their treatment is therefore likely to be contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE2.

## Policy NE3: Country Parks

### Policy Context

- 16.34** Country parks are not only a recreation resource, but because of their tree cover, lakes, streams and other natural features, they are also important wildlife habitats and a landscape resource. There are a number of country parks within the Basildon Borough including Queens Country Park, Wick Country Park and the Wat Tyler Country Park.
- 16.35** Paragraph 109 of the *NPPF* sets out how the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.
- 16.36** Paragraph 113 sets out how local planning authorities should decide which wildlife sites, geodiversity sites or landscape areas should be protected from development in their local plans and Paragraph 117 details how locally designated sites of importance should be identified and mapped so the ecological networks can be protected.

### Evidence Base

- 16.37** The *Landscape Character and Green Belt Landscape Capacity Study Volume One* sets out how the country parks within the Borough should be preserved and enhanced. The study references how the country parks lie within important areas of green belt which help maintain the separation between settlements as well as being important for nature conservation.
- 16.38** The *Open Space Assessment Part I* identifies a public desire for a focus on providing natural/semi-natural green spaces within the Borough. These spaces are considered to be particularly important, and are well used. Therefore their quality should be maintained and enhanced.

## Policy NE 3

### Country Parks

1. Existing Country Parks, as identified on the Policies Map, will be retained and opportunities to enhance them will be supported.
2. Development proposals which would result in harm to Country Park will not normally be supported.

## Alternative Options NE 3

### Country Parks

**Option 1: No policy** - The *NPPF* requires local planning authorities to decide which wildlife sites should be protected. Failing to include a policy identifying country parks and their treatment is therefore likely to be contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE3.

## Policy NE4: Local Wildlife Sites

### Policy Context

**16.39** Paragraph 117 of the *NPPF* expects locally designated sites of importance, such as Local Wildlife Sites, to be identified and mapped so the ecological networks can be protected. Paragraph 118 states that local planning authorities should aim to protect and enhance biodiversity.

### Evidence Base

**16.40** The *Basildon Local Wildlife Sites Register (2009)* identifies over 50 Local Wildlife Sites within the Borough. These comprise a mix of habitat types including ancient woodlands, grasslands, meadows and marshes. Ancient woodland and rich grasslands tend to be found in Billericay and Little Burstead, and coastal marsh in Vange, Fobbing and Pitsea.

**16.41** Local Wildlife Sites in the Borough are being negatively affected by actions such as agricultural practices, inappropriate management, road-widening, and recreational activities. If this continues, it could affect their wildlife value and the contribution they make to biodiversity, landscapes and the natural environment.

**16.42** Local Wildlife Sites support locally and nationally threatened wildlife. Many sites will contain species and habitats that are priorities under the *Essex or UK Biodiversity Action Plans (BAPs)*. These set out the strategies for the conservation of the most vulnerable wildlife.

## Policy NE 4

### Local Wildlife Sites

1. The extents of the Local Wildlife Sites in the Borough are identified on the Policies Map. A schedule of these sites is contained within Appendix 7.

2. The Council seeks the conservation and enhancement of Local Wildlife Sites and will support proposals which ensure the active management and improvement of biodiversity interest at these sites.
3. Development proposals which would result in harm to a Local Wildlife Site will be considered against the requirements of policy NE 6.

## Alternative Options NE 4

### Local Wildlife Sites: Alternative Options

**Option 1: No policy** - The *NPPF* requires local planning authorities to decide which wildlife sites, valued landscapes, geological conservation interests and soils should be protected and enhanced. Failing to include a policy identifying Local Wildlife Sites and their treatment is therefore likely to be contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE4.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy NE5: Development Impacts on Ecology and Biodiversity**

#### **Policy Context**

- 16.43** Paragraph 113 of the *NPPF* expects local planning authorities to set criteria based policies against which the impacts on wildlife can be judged. It expects distinctions to be made between the hierarchy of international, national and local designations, so that protection is commensurate to their status, and the contribution they make to wider ecological networks.
- 16.44** Paragraph 117 is clear that planning policies should promote the preservation, restoration and re-creation of priority habitats and ecological networks. Planning permission should be refused for development where significant harm cannot be avoided, adequately mitigated or as a last resort compensated for.
- 16.45** Paragraph 118 of the *NPPF* states that potential and designated Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites should be given the highest level of protection. Additionally, planning permission should be refused for developments resulting in the loss of irreplaceable wildlife habitats or landscapes such as Ancient Woodlands due to their irreplaceable features. Where a proposal affects an SPA, SAC or Ramsar site, a habitat regulation assessment may be required in accordance with the *Conservation of Habitats and Species Regulations 2010*.
- 16.46** Section 40 of the *Natural Environment and Rural Communities Act 2006* places a duty on all local planning authorities to have regard to the purpose of conserving biodiversity. A key purpose of this duty is to embed consideration of biodiversity as an integral part of policy and decision making which should be seeking to make a significant contribution to the achievement of the commitments made by Government in its *Biodiversity 2020* strategy.

#### **Evidence Base**

- 16.47** Although there are no International or European protected habitats within the Borough, Natura 2000 sites which comprise Ramsar, SPA and SAC sites are situated within 5km of the Borough's boundaries. These sites are designated for their inter-tidal habitats and/or the presence of rare

and migratory bird species, therefore consideration must also be given to the impact that development within the Borough may have indirectly on these fragile ecosystems. Harm to these sites should normally be avoided consistent with the *NPPF*.

- 16.48** Within the Borough, there are 50 Local Wildlife Sites. These include areas of Ancient Woodland around Billericay, Little Burstead and Langdon Hills, which due to their irreplaceable nature should be afforded a high level of protection. Other Local Wildlife Sites comprise priority habitats, or are home to priority species, and any harm to these should normally be avoided consistent with the biodiversity conservation hierarchy, or otherwise fully mitigated or compensated.
- 16.49** Beyond designated sites for nature conservation, biodiversity can be found throughout the rural and built environment. This includes species protected by law including badgers, bats and Great Crested Newts. Harm to these protected species will also need to be avoided or otherwise fully mitigated or compensated.
- 16.50** In terms of management and mitigation, the *NIA Greater Thames Marshes Planning Policy Advice Note* (2013) sets out a number of practical measures that can be applied in order to achieve a net gain in biodiversity within development proposals.

## Policy NE 5

### Development Impacts on Ecology and Biodiversity

1. Proposals which can demonstrate a resultant net gain in biodiversity will in principle be supported, subject to compliance with other relevant policies in this plan.
2. Proposals resulting in any adverse impacts to biodiversity within Ramsar sites, Special Protection Areas, potential Special Protection Areas, Special Areas of Conservation, Sites of Special Scientific Interest and Ancient Woodland will not normally be permitted.
3. Proposals which may result in adverse harm to other sites with local biodiversity interest, including those sites with protected species, priority species and/or priority habitats, will only be supported if they can meet the following requirements:
  - a. Firstly, it must be demonstrated that harm to biodiversity cannot be avoided through locating the development on an alternative site with less harmful impacts;
  - b. Where an alternative site is not available, the development proposal should seek to avoid adverse harm to biodiversity by virtue of the design and layout of the development. The Council must be satisfied that all reasonable opportunities to avoid harm to biodiversity have been taken;
  - c. Where it has not been possible to avoid all harm to biodiversity, as required by a) and b), the development proposal should seek to apply management and mitigation techniques which retain and enhance biodiversity on site. The Council must be satisfied that all reasonable opportunities to secure on-site management and mitigation have been taken;
  - d. Where it is likely that harm to protected species, or BAP species is not fully addressed through a), b) and c), species translocation within the site, or to a suitable site nearby, in accordance with Natural England licences will be required to address the remaining harm to that species. The Council must be satisfied that the relocation site will provide a long-term suitable habitat for the species in question. A management plan must be put in place to manage the relocation site as a suitable habitat for a period of at least 20 years; then
  - e. As a last resort, if the harm to biodiversity in terms of both quantity and quality have not been fully addressed through a), b), c) and d) off-site compensation which would result in a net gain in biodiversity will be required. A compensation site must be identified which has the potential

to be broadly equivalent to that habitat being lost, and a management plan prepared. Arrangements must be put in place to deliver that plan over a period of at least 20 years.

4. Proposals affecting ecologically sensitive sites and designated sites should be accompanied by an ecological assessment which should conform with guidance set out by the Chartered Institute of Ecology and Environmental Management (CIEEM) or an equivalent standard. Where insufficient information is provided, the Council will take a precautionary approach to the protection of ecological assets.

## Alternative Options NE 5

### Development Impacts on Ecology and Biodiversity

**Option 1: No policy** – The *NPPF* requires local planning authorities to get away from a loss of biodiversity and instead achieve net gains in biodiversity. Local planning authorities should plan positively for the creation, protection, enhancement and management of networks of biodiversity within their plans. Failing to include a policy specifying which biodiversity are considered to be valued at a local and national level and accounting for local context, is therefore likely to be contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE6.

## Policy NE6: Development Impacts on Landscape and Landscape Features

### Policy Context

- 16.51** Paragraph 58 of the *NPPF*, in reference to design, expects that Local Plans include robust policies that set out the quality of development that is expected in an area. Such policies should be based on an understanding of the defining characteristics of an area. This includes the local character and history, and requires development to have regard to local surroundings. Paragraph 61 of the *NPPF* expects planning policies and decisions on development to look beyond the appearance of individual buildings and consider the connections between people and places, and the integration of new development into the natural, built and historic environment. It therefore expects the relationship between development and the landscape is addressed when decisions are made on planning applications.
- 16.52** Paragraph 109 of the *NPPF* expects the protection and enhancement of valued landscapes in order to contribute to, and enhance the natural and local environment.
- 16.53** Policy NE2 identifies areas of higher landscape value within the Borough where particular regard to the impact of development on the landscape is required.

### Evidence Base

- 16.54** The Borough comprises a variety of landscapes as a consequence of its varied topography, ranging from elevated plateaux and local hills to the marshlands and creeks associated with the Thames Estuary. The underlying geology is largely formed of London Clay with Claygate clays and Bagshot Formation sands and gravels forming areas of higher ground at the Langdon Hills to the south west and also to the north east around Billericay. The Vange and Bowers marshes are comprised of tidal flat deposits while the valley-floor and tributaries associated with the River Crouch are alluvial. This varying topography needs to be considered when development proposals are put forward to ensure the effective integration of development into the landscape. Development on

ridge lines within elevated parts of the Borough would appear prominent in the landscape and should be avoided. Equally, development within flatter areas of the Borough would appear prominent within wide landscape views and should therefore be of an appropriate scale and well screened.

- 16.55** The *Historic Environment Characterisation Project* considers the evolution of the Borough, and its landscape over time. It concludes that the Borough is now largely urban in character, being dominated by Basildon New Town, and the towns of Billericay and Wickford. However, there are still extensive areas of open landscape. The northern part of the Borough is the most rural, and here the ancient rectilinear field pattern can still be discerned, albeit with superimposed areas of former plotlands and post 1950s field boundary loss. To the south of Basildon New Town are the Langdon Hills, still well wooded with a mix of ancient woodland and secondary woodland on abandoned plotlands. The south-east corner of the Borough is still characterised by grazing marsh and former grazing marsh on the Thames flood plain. These rural and vegetative aspects of the landscape also need to be considered when development proposals are put forward in order to ensure that they are retained and enhanced. This is particularly important in relation to the areas of higher value landscape, but is also important for ensuring high quality development that integrates with its surroundings.
- 16.56** Within the urban areas the broader structures of the historic landscape such as field boundaries have been lost. However, the urban areas of Basildon are very green due to the presence of planting in residential garden, open space provision and the presence of street trees and trees of amenity value. The *Urban Characterisation and Design Review* highlights the role these landscape features play in the quality of the urban areas. There is an opportunity through new development within urban areas to retain positive features of the urban landscape such as these, and where possible increase the quality of the urban environment by introducing new landscape features alongside development.

## Policy NE 6

### Development Impacts on Landscape and Landscape Features

1. All development proposals must contribute positively towards creating a visually attractive green environment by protecting key natural and semi-natural features and the character of the landscape from inappropriate development, and seeking development proposals that enhance the quality and visual amenity of the landscape and urban environment;
2. Development proposals must seek to protect and integrate key natural and semi-natural features including:
  - a. Established field boundaries, hedgerows and tree lines;
  - b. Established trees with a high visual amenity value;
  - c. Established areas of woodland; and
  - d. Topographical features including ridge lines, watercourses, ditch systems and bunds.
3. Development proposals must be designed to have regard to the character of the landscape, and seek to avoid harm to the landscape as a result of adverse impacts on:
  - a. The degree of openness;
  - b. The degree of tranquillity;
  - c. The scale and nature of existing development; and
  - d. The amount and density of existing vegetative screening.
4. Where negative impacts on landscape features are considered unavoidable as a result of new development, they should demonstrate that they can be satisfactorily mitigated.

## Alternative Options NE 6

### Development Impacts on Landscape and Landscape Features

**Option 1: No policy** – The *NPPF* requires local planning authorities to decide which valued landscapes should be protected and enhanced. Failing to include a policy specifying what landscapes are considered to be valued at a local and national level and accounting for local context, is therefore likely to be contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE7.

## Policy NE7: Pollution Control and Residential Amenity

### Policy Context

- 16.57** Pollution can be anything that affects the quality of land, air, soils or water which could lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a number of emissions including smoke, gases, dust, fumes, odour, steam, noise and light.
- 16.58** Paragraph 109 of the *NPPF* details how the planning system should prevent both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of air, water or noise pollution. Paragraph 110 goes on to set out how when preparing Local Plans to meet development needs, pollution and other adverse effects on the local and natural environment should be minimised.
- 16.59** Paragraph 120 of the *NPPF* states that to prevent unacceptable risks from pollution, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account.
- 16.60** Paragraph 124 expects planning policies to contribute towards EU limit values or national objectives for pollutants. It is therefore important to have regard to the legal requirements, objectives and targets set out in key pieces of European legislation including:
- The *Air Quality Framework Directive 2008/50/EC* which sets limits for air quality related to the following pollutants: Sulphur Dioxide; Nitrogen Dioxide and other oxides of Nitrogen; Particulate Matter (PM10 and PM2.5); Lead; Benzene; and Carbon Monoxide.
  - The *Water Framework Directive 2000/60/EC* which requires Member States to aim to reach good chemical and ecological status in inland and coastal waters by 2015 subject to certain limited exceptions.
- 16.61** With regard to noise, paragraph 123 states that planning policies and decisions should aim to avoid noise giving rise to significant adverse impacts on health and quality of life as a result of new development as well as in the construction of development. Meanwhile, paragraph 125, deals with light pollution. It states that planning policies, by encouraging good design, can limit the impact of light pollution from artificial light on local amenity.
- 16.62** The *PPG* sets out detailed guidance on specific types of pollution including light, noise, air and water pollution, and how they should be considered when determining planning applications.

## Evidence Base

### Air pollution

- 16.63** There are no Air Quality Management Areas in the Borough. Air quality within the Borough is generally considered to be good. Industrial and residential land uses are largely separated thereby minimising potential instances of air quality conflicts. The main source of air pollution in the Borough is from traffic emissions, particularly along major routes and at key junctions. As the type and location of new development will influence traffic generation and the pattern and volume of vehicular movement, the Council will look to locate new development, particularly those expected to generate a large number of journeys, to the most accessible locations. It will also seek to mitigate the highway impacts of development by improving highway and junction capacity. This will help to prevent congestion which can lead to cars remaining idle or queueing in peak periods.
- 16.64** Risk to air quality should also be addressed through tree planting to ameliorate impacts from emissions, and by ensuring the design of new development adopts appropriate energy efficient building techniques, contributing to a reduction of local greenhouse gas emissions and pollution levels..

### Noise Pollution

- 16.65** Noise can constitute a statutory nuisance and is subject to the provisions of the *Environmental Protection Act 1990* and other relevant law.
- 16.66** There are no EU monitored Noise Agglomerations in the Borough. As the Borough has largely separated land uses, industrial/residential noise quality conflicts are not regarded a major problem, but this will need to remain a consideration as the Borough grows, and as proposals, such as those for Gardiners Lane South, are progressed bringing employment and residential uses into closer proximity.

### Water pollution

- 16.67** The *South Essex Water Cycle Study* indicates that new development in the South Essex area is likely to impact on water quality owing to Essex being the driest county in England. This will require mitigation within new development. The study found that it would be preferable to ensure that water efficiency is achieved in new developments, and that SUDS are secured as part of new development proposals in order to minimise impacts on water quality.

### Light pollution

- 16.68** The *Landscape Character Assessment* concludes that the impact of light pollution in the Borough has become more apparent in recent times resulting from settlement growth and road infrastructure improvements. Light pollution obscures the night sky and amenity around many urban areas within England, and can also have a disruptive impact on wildlife and habitats. At a local level light nuisances exist where a source of artificial light significantly and unreasonably interferes with a person's use and enjoyment of their property, or is prejudicial to their health. When decisions are made consideration should be given to potential light spillage and its effect on both the local environment, including wildlife, and on nearby local residents and their health and wellbeing.

### Residential amenity

- 16.69** Residential amenity may be harmed where different uses come into conflict with one another, for example employment and residential uses. It may also occur where a new residential development is poorly located, poorly designed, or constitutes over-development, resulting in a significant increase in disturbance to existing residents nearby. Individual development proposals should be considered in terms of their impact on residential amenity having regard to matters such as noise, light, heat, dust and vibrations.

## Policy NE 7

### Pollution Control and Residential Amenity

1. All development proposals must be located and designed in such a manner as to not have cause a significant adverse effect upon the environment, the health of residents or residential amenity by reason of pollution to land, air or water, or as a result of any form of disturbance including, but not limited to noise, light, odour, heat, dust, vibrations and littering.
2. New residential development located near to existing pollutant, noise, odour or light generating uses will be expected to demonstrate that the proposal is compatible, and will not result in unacceptable living standards.
3. The installation of Sustainable Drainage Systems should be incorporated wherever practical to reduce the discharge of surface water to the sewer network, in order to minimise impacts on water quality, in accordance with policy CC4.
4. Planning conditions may be used to manage and mitigate the effects of pollution and/or disturbance arising from development. Where required, conditions limiting hours of construction, opening hours and placing requirements on applicants to submit further proposal details will be implemented in order to ensure impacts on the environment and residential amenity kept within acceptable limits and where possible reduced.

## Alternative Options NE 7

### Pollution Control and Residential Amenity

**Option 1: No policy** – The *NPPF* requires local planning authorities to ensure that development is appropriate for its location and any possible effects on pollution or general amenity should be considered. Failing to include a policy specifying what aspects of pollution and residential amenity will be considered and how, is therefore likely to be contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE8.

## Policy NE8: Development on Contaminated Land

### Policy Context

- 16.70** National policy places great importance on safeguarding the health of the environment and the public from contaminated land. *Part IIA of the Environmental Protection Act 1990* defines contaminated land as “*any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land, that: (a) significant harm is being caused or there is a significant possibility of such harm being caused; or (b) pollution of controlled waters is being, or is likely to be caused*”*.* With regard to the pollution of controlled waters the Environment Agency has prepared *Groundwater Protection: Principles and Practice* (2013) which should be referred to where contamination if such waters is a risk.
- 16.71** Paragraph 121 of the *NPPF* states that planning policies and decisions should also ensure that the site is suitable for its new use taking account of ground conditions and land instability, including from natural hazards or former activities of the land and pollution arising from previous uses. Proposals or remediation of land should ensure that after remediation, as a minimum, land should

not be capable of being determined as contaminated land under *Part IIA of the Environmental Protection Act 1990*. In order to ensure this, adequate site investigation information, prepared by a competent person, should be presented as part of a planning application.

- 16.72** The *Contaminated Land Strategy (2013)* identifies how the Council will address contaminated land issues within the Borough. It identifies the two main areas of activity it will engage in; firstly, to undertake an assessment of its area for contaminated land through a strategic approach and, secondly, where contaminated land posing an unacceptable risk to health or the environment is identified, to ensure the contamination is remediated to reduce that risk to an acceptable level.

- 16.73** The Essex Contaminated Land Consortium's *Land Affected by Contamination - Technical Guidance for Applicants and Developers (2014)*, provides detailed information on how to deal with land contamination in a planning context and provides guidance on how planning conditions may be used to secure appropriate methods of remediation when dealing with planning application where contaminated land is evident.

## Evidence Base

- 16.74** Survey work undertaken in 1990 of derelict and contaminated land showed that about 0.3% of the Borough's total land area was at that time contaminated. Given that the Environmental Protection Act has been in place since that time, it is not thought that this proportion has increased. Historically, the Borough has been a predominantly rural area with only a few heavy processing industries and mineral excavation sites. Whilst there are a few pockets of dereliction in the area, there is relatively little land that may be classed as contaminated. Most despoiled land in the Borough, such as landfill sites, has, over time, been reclaimed for amenity and recreation through appropriate remediation measures.

## Policy NE 8

### Development on Contaminated Land

1. Where development is proposed on land which is either classified as contaminated, potentially contaminated, or suspected as being contaminated, a phase 1 desk study report must be submitted with the planning application.
2. Where a site is found to be contaminated, the Council will only permit development where it is satisfied that land is capable of remediation and is fit for the proposed use.
3. An agreed programme of remediation must be undertaken before the implementation of any planning consent on a contaminated site. Following the remediation, the site must not pose a threat to public health or that of the environment, nor pose a threat of pollution to controlled waters including ground water. Evidence of remediation should be to the satisfaction of relevant statutory regulators.
4. Where insufficient information is submitted with a planning application for a contaminated, potentially contaminated or suspected contaminated site, the Council will take a precautionary approach when making a decision.

## Alternative Options NE 8

### Development on Contaminated Land

**Option 1: No policy** - The *NPPF* requires planning policies and decisions to ensure that the site is suitable for its new use taking account of ground conditions. Failing to include a policy on contaminated land is therefore contrary to the *NPPF*. This is not therefore a reasonable alternative to policy NE9.

**Option 2: Provide stricter policy requirements in the form of site surveys for every planning application** - Although contamination can be widespread, it may not always be present in a form that would pose an unacceptable risk to human health, controlled waters, property, ecological systems or the environment. Therefore, it would be unreasonable to require every planning application to be supported by an intrusive investigation prior to consideration by the Environmental Health Service. This is not therefore a reasonable alternative to policy NE9.

## Policy NE9: Ensuring Health and Safety in Development

### Policy Context

- 16.75** Paragraph 172 of the *NPPF* states that planning policies should be based on up to date information on the location of major hazards and on the mitigation of the consequences of major accidents.
- 16.76** Paragraph 194 advises that local planning authorities should consult the appropriate bodies when planning, or determining applications, for development around major hazards. The Health and Safety Executive (HSE) provides planning advice to local authorities on developments which fall within the consultation zones of hazardous installations.

### Evidence Base

#### Hazardous Installations

- 16.77** There is one identified major hazard located within the Borough which is the former Transco Gas Holder in Archers Fields, Basildon. This installation has been redeveloped so that it is no longer as obvious from the surface, but the site continues to be regulated by the HSE in accordance with *Control of Major Accident Hazards (COMAH) Regulations 2015*.
- 16.78** In addition, within the Borough there are also underground High Pressure Gas Mains, and a Liquid Fuel Transportation Pipeline.
- 16.79** Each installation or pipeline has consultation zones around it which are determined by the HSE depending on the materials stored and technology operated at the site; these are periodically updated by the HSE. When considering application for development in or near a hazardous installation or pipeline regard is given to the most up to date consultation zones.
- 16.80** Where proposals fall within the HSE consultation zones for hazard installations or pipelines then the local planning authority will consult the HSE and/or have regard to any standing advice issued.

#### Wastewater treatment

- 16.81** There are four water recycling centres located within the Borough. In accordance with guidelines provided by Anglia Water, a 400m 'cordon sanitaire' exists around these centres, where additional scrutiny will be applied to determine if a proposal for residential development is appropriate. Where it is likely that the odour from the water recycling centre will cause a nuisance to residents of the proposed development, the development is unlikely to be appropriate.
- 16.82** Whilst most non-residential uses are considered to be suitable within 400m of water recycling centres, there may be some uses which may be affected by odour, such as retail, takeaways or schools, and which may also not be appropriate within the 400m 'cordon sanitaire'.

## Policy NE 9

### Ensuring Health and Safety in Development

1. Development proposals will be assessed in accordance with the *Health and Safety Executive (HSE) Guidance* where a new hazardous development is proposed, or where proposed development falls within a consultation zone for one or more hazardous installations. Where the HSE advises against development the planning application will be refused.
2. Anglia Water will be consulted on development proposals falling within use classes A, C and D where they fall within 400m of a water recycling centre. Such applications will need to be accompanied by Odour Plume Modelling in order to determine what impact may be experienced by potential occupiers of the development. Where the modelling shows that odour arising from the water recycling centre is likely to pose a nuisance to future occupiers the application will be refused unless satisfactory mitigation measures can be applied.

## Alternative Options NE 9

### Ensuring Health and Safety in Development

**Option 1: No policy** - The NPPF requires planning policies to be based on up to date information on the location of major hazards and on the mitigation of the consequences of major accidents. The NPPF also requires local planning authorities to consult appropriate bodies, other authorities and providers when determining planning applications around major hazards and for the capacity of wastewater and its treatments. Failing to include a policy on the health and safety of development is therefore contrary to the NPPF. This is not therefore a reasonable alternative to policy NE10.

## Chapter 17: Conserving and Enhancing the Historic Environment

### STRATEGIC POLICY

#### **Policy HE1: Strategy for Conserving and Enhancing the Historic Environment**

##### **Policy Context**

- 17.1** Paragraph 126 of the *NPPF* states that local planning authorities should set out in their Local Plans a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. It expects that the heritage assets are recognised as irreplaceable resources and conserved in a manner appropriate to their significance. It goes on to state that the highest level of protection should be given to heritage assets of the highest importance and where substantial harm may occur to a designated heritage assets
- 17.2** The *NPPF* expects the strategy to take into account the following:
- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable use, consistent with their conservation;
  - The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
  - The desirability of new development making a positive contribution to local character and distinctiveness; and
  - Opportunities to draw on the contribution made by the historic environment to the character of a place.
- 17.3** The *NPPF* recognises the importance of all heritage assets and defines them as buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, because of a heritage interest. A heritage asset includes designated heritage assets, such as Listed Buildings, Conservation Areas and Scheduled Monuments, and assets identified by the local planning authority, including those on a local list.
- 17.4** Paragraph 128 states local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.
- 17.5** The *NPPF* expects local planning authorities to identify and assess the particular significance of any heritage asset including its setting that may be affected by the proposal taking account of the available evidence and any necessary expertise. Paragraph 133 states that where a proposed development is likely to lead to substantial harm to or total loss of significance of a designated heritage asset, the local planning authority should refuse consent, unless the proposal can demonstrate that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
  - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
  - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
  - the harm or loss is outweighed by the benefit of bringing the site back into use.

- 17.6** In determining applications where the development is likely to lead to less than substantial harm to the significance of a designated heritage asset, paragraph 134 of the *NPPF* expects local planning authorities to weigh the harm it will cause against the public benefits of the proposal. Paragraph 135 states that a development's impact on the significance of a non-designated heritage asset, be it direct or indirect, should also be taken into account.

### Evidence Base

- 17.7** The Borough has a locally distinctive historic environment which has been influenced by human activity spanning many hundreds of years. Industry, commerce and agriculture have shaped the Borough's landscape and created unique local historic characteristics that have defined and helped to shape communities and settlements and which should be preserved for future generations. As a resource, the historic environment is irreplaceable.
- 17.8** There is a wide variety of heritage assets across the Borough, including those that are legally designated and those that have been noted and defined locally. The Council has a duty to conserve and enhance the significance, character and appearance of the Borough's historic environment when carrying out its statutory functions and through the planning system.
- 17.9** In accordance with national policy, significant weight should be given to the conservation of all designated heritage assets with nationally designated assets being awarded the highest level of protection followed by locally designated assets. Development proposals should also have regard to the impact they could have on non-designated but locally important heritage assets.
- 17.10** It is important to note that, as a result of lack of information or awareness, many heritage assets remain undiscovered or without official recognition. The existence of an asset may become apparent as a result of a planning application, at which time the Council may deem that it is appropriate to apply this policy.
- 17.11** Nationally designated assets within the Borough comprise of 125 Listed Buildings<sup>(12)</sup> and three Scheduled Monuments<sup>(13)</sup>. Local designations comprise of four Conservation Areas<sup>(14)</sup> and several areas of archaeological importance, where finds have previously arisen.
- 17.12** Conservation Areas are designated to pro-actively manage the quality and condition of specific areas of the built environment designated for their special architectural or historic interest, rather than individual buildings. The character and appearance of these areas should be preserved and enhanced and development will be expected to have regard to the *Conservation Area Appraisals and Management Plans* that have been prepared for each Conservation Area. There are a large number of sites of archaeological interests within the Borough which are identified in the *Essex Historic Environment Record*. They are considered to be a finite resource and the *Historic Environment Characterisation Project* suggests that there are likely to be more which remain undiscovered in below ground deposits.
- 17.13** Throughout the Borough there are also a number of buildings, structures and places, which may not merit formal listing or designation, but nevertheless have local historic or architectural importance and contribute to a sense of local character and identity. These non designated heritage assets should be conserved, and where possible enhanced. The landscape also contributes to the historic context of the Borough and development should have regard to this. The Borough can be divided into areas of distinctive historic landscapes which are of faced with varying sensitivities to change due to their character, context and potential for further archaeological deposits. These landscapes are identified in the *Historic Environment Characterisation Project* and the *Landscape Character and Green Belt Landscape Capacity Study*.

12 Planning (Listed Buildings and Conservation Areas) Act 1990

13 Protected by the Ancient Monuments and Archaeological Areas Act 1979

14 Protected by the Planning (Listed Buildings and Conservation Areas) Act 1990

- 17.14** The Council is committed to protecting and where appropriate seeking to enhance the Borough's heritage assets. Enhancement of a heritage asset can take many forms, including, but not limited to: restoration, repair, removal of inappropriate development, increasing access, increasing visibility, increasing the educational value, conversion to a more appropriate use or enhancement of the asset's setting. Only rarely will there be no opportunity for enhancement.
- 17.15** The Council will work pragmatically with owners of heritage assets, developers, designers and other specialists to find positive solutions to secure sustainable development sympathetic to their status, including adapting them where necessary to mitigate against climatic change. Such alterations will only be acceptable where they are consistent with the conservation of a heritage asset's significance. Consequently, it is expected that development will be of the highest standard in order to maintain and enhance the quality of the area or building, and be sensitive to its character and appearance. In considering applications for new development in such areas, the Council will seek to ensure that the form, scale, design and materials of new buildings are complementary to the historic context.
- 17.16** Support will generally be given by the Council to development proposals that restore the Borough's heritage assets identified as being 'At Risk' on the local *Heritage At Risk Register (HARR)* (2013).
- 17.17** Development proposals relating to a heritage asset, or its setting, should be supported by a Heritage Statement which contains the information required to assess the impact of the proposal. The Heritage Statement should address issues raised in relevant character appraisals, management plans or other relevant evidence-based documents to ensure that local issues are clearly identified, and that the most up-to-date information guides decision-making.

## Policy HE 1

### Strategy for Conserving and Enhancing the Historic Environment

1. The Council will seek to protect, conserve and enhance the Borough's historic environment. This includes all heritage assets including historic buildings and structures, Conservation Areas, landscapes and archaeology.
2. Development proposals should be sensitively designed and should not cause harm to the historic environment. All new development proposals which would have an impact on the historic environment, or any features of the historic environment, will be expected to:
  - a. Safeguard, or where appropriate enhance, the significance, character, setting and local distinctiveness of heritage assets;
  - b. Make a positive contribution to local character through high standards of design, which reflect and complement its significance, including through the use of appropriate materials and construction techniques;
  - c. Ensure alterations, including those for energy efficiency and renewable energy, are balanced alongside the need to retain the integrity of the historic environment and to respect the character and significance of the asset; and
  - d. Submit a Heritage Statement as part of the application.

## Alternative Options HE 1

### Strategy for Conserving and Enhancing the Historic Environment

**Option 1: No policy** - The *NPPF* expects local planning authorities to set out a strategy in their Local Plans for the conservation and enjoyment of the historic environment. To not include a policy setting out a strategic approach would not therefore be a reasonable alternative, as the plan would be inconsistent with the *NPPF*.

**Option 2: Revised Preferred Option Core Policy 12** - Whilst the policy sets out the Council's approach to conserving the historic environment it potentially restricts what assets applicants are required to consider. It refers to the protection of specific features of the historic environment such as historic field boundaries or local landmarks and features, instead of all heritage assets. Policy HE1 was written to be more comprehensive and contain more guidance.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy HE2: Conservation Areas**

#### **Policy Context**

- 17.18** Conservation Areas are places that the local planning authority have designated as having special architectural or historic interest and whose character and appearance it is desirable to preserve or enhance. By law, special attention must be paid, in the exercise of planning functions, to the desirability of preserving or enhancing the character and appearance of Conservation Areas<sup>(15)</sup>.
- 17.19** Conservation Areas are designated not on the basis of individual buildings, but because of the overall quality of the area, the mix of uses, historic layout, characteristic materials, scale and detailing of buildings, structures and open spaces. The designation also takes into account the need to protect trees, hedges, walls, railings and other characteristic features, including street furniture.
- 17.20** Once designated, local planning authorities are required by law to review Conservations Areas from time to time, and to determine whether any further parts of their area should be designated that are not already. If there is, the local planning authority has the power to designate it outside the Local Plan process.
- 17.21** When determining planning applications that affect a heritage asset (including Conservation Areas), paragraph 131 of the *NPPF* expects local planning authorities to take account of the following:
- the desirability of sustaining and enhancing the significance of the heritage asset and putting them to viable uses consistent with their conservation;
  - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - the desirability of new development making a positive contribution to local character and distinctiveness.

<sup>15</sup> Planning (Listed Buildings and Conservation Areas) Act 1990

## Evidence Base

- 17.22** There are four Conservation Areas within the Borough namely, Billericay, Great Burstead, Little Burstead and Noak Bridge. They were all reviewed by Conservation Area Appraisals and Management Plans in 2011/2012 and in the case of Billericay and Great Burstead, were subject to amendment procedures. The Council will continue to keep under review the Borough's Conservation Areas and where appropriate, designate new areas in accordance with the legislation.
- 17.23** The character appraisals reviewed the Conservation Areas and defined what is special about them. They also identified the specific features that contribute to their character, such as significant buildings, historic features or important open spaces and views, and made recommendations regarding any revisions to the boundaries. The management plans followed on from the appraisals and set out what measures may be needed to maintain or improve the character of the Conservation Areas in the longer term. These documents are a material consideration in the determination of planning applications that affect any of the Borough's Conservation Areas and their consents.
- 17.24** The impacts of development on a Conservation Areas may relate to matters affecting its balance of land uses, pattern of daily activity, vitality and viability, layout or form pattern of spaces between buildings and design. Matters of design, including scale, height, bulk shape, massing, and proportions, patterns of opening, vertical or horizontal emphasis, materials and colour are of particular importance and contribute to the historic significance of an area. In considering applications for new development in Conservation Areas, the Council will seek to ensure that the form, scale, design and materials of new buildings are complementary to the historic context.
- 17.25** In respect of design, regard will also be given to the design policies within this plan and, for all relevant applications relating to Billericay Conservation Area, the *Billericay Conservation Area Shop Front and Design Guide SPD (2015)* which is a material planning consideration.

## Policy HE 2

### Conservation Areas

1. Development within or affecting the setting of the Borough's Conservation Areas, as defined on the Policies Map, including views in or out, should preserve or enhance the character and appearance of the area. Consideration must be given to the streetscape, plot and frontage sizes, materials and relationships between all existing buildings, structures and spaces. Proposals should have particular regard to the special features and key characteristics identified within the relevant character appraisal and management plan for the Conservation Area.
2. Open spaces, trees and other hard and soft landscape features important to the character or appearance of the area should be retained, or if replaced or enhanced, still be in keeping with the character of the area.
3. Proposals for all new development, including alterations and extensions to buildings, their re-use and the incorporation of energy efficiency and renewable energy technologies, must be of exemplar, but sensitive design.
4. Proposals to demolish buildings and/or structures will be assessed against their contribution to the significance of the Conservation Area as a heritage asset. Where substantial harm would be caused to a Conservation Area's significance, the proposal will be resisted unless exceptional circumstances where substantial public benefits outweighing any harm to the Conservation Area can be

demonstrated. Where the harm would be less than substantial, it will be weighed against any public benefits of the proposal, including securing optimum viable use of the heritage asset and whether it would enhance or better reveal the significance of the Conservation Area.

5. A programme of recording and understanding of the heritage asset which is to be affected will be expected as part of the development proposal and the recordings must be submitted for inclusion on the Essex Historic Environment Record.

## Alternative Options HE 2

### Conservation Area

**Option 1: No policy:** In the absence of this policy there would be a strategic policy which sets out the framework for preserving and enhancing the Borough's heritage assets. However it does not set out criteria specifically relating to Conservation Areas that applications should accord with.

## Policy HE3: Listed Buildings

### Policy Context

- 17.26** Paragraph 132 of the *NPPF* attaches 'great weight' to the conservation of heritage assets and their significance, and any harm or loss should require clear and convincing justification. The *NPPF* considers Scheduled Monuments, protected wreck sites, battlefields, Grade I and II\* Listed Buildings, Grade I and II\* registered parks and gardens, and World Heritage Sites as being of the highest significance and any substantial harm to or loss of any one of these should be wholly exceptional. The substantial harm to, or loss of a Grade II Listed Building, park or garden would be exceptional and should still be resisted.
- 17.27** When determining planning applications that affect a heritage asset, such as a Listed Building, paragraph 131 of the *NPPF* expects local planning authorities to take account of the following:
- the desirability of sustaining and enhancing the significance of the heritage asset and putting them to viable uses consistent with their conservation;
  - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - the desirability of new development making a positive contribution to local character and distinctiveness.
- 17.28** National legislation provides for the protection of Listed Buildings under the *Planning (Listed Buildings and Conservation Areas) Act 1990*. In considering whether to grant permission for development that would affect a Listed Building or its setting, regard must be had to the desirability of preserving the building, its setting or any features of special architectural interest.
- 17.29** There is also a presumption in favour of retaining Listed Buildings, therefore permission to demolish them will be as an exception and only considered if all other options to retain the building are demonstrated to have been thoroughly explored.

## Evidence Base

- 17.30** 125 Listed Buildings<sup>(16)</sup> are scattered around the Borough, but the highest concentration is found within the historic town of Billericay to the north. The Church of St Mary Magdalene in Great Burstead and the Church of St Nicholas in Laindon are Grade I Listed Buildings, which receive the highest level of legal protection that can be awarded to buildings of historical or architectural importance. The majority of other Listed Buildings within the Borough are Grade II listed and represent a diverse range of buildings and structures that help shape local character and identity. These include K6 telephone kiosks designed by Sir Giles Gilbert Scott from 1936, war memorials in Little Burstead, Pitsea and Billericay, 16th century timber framed cottages, farmhouses and barns, 18th and 19th century red brick houses with parapets and moulded cornice, ragstone churches dating as far back as the 12th century, and a 1960s tower block and pool with sculpture by architect Anthony B Davis in Basildon town centre.
- 17.31** In order to preserve the Borough's Listed Buildings and prevent them falling into disuse or disrepair, the Council will consider favourably development proposals to repair, renovate, alter and extend a Listed Building if it complements and enhances the qualities that make the building special. Proposals should not dominate the Listed Building or group of buildings within its curtilage by scale, form, mass or appearance or harm the visual relationship between the Listed Building and its formal, or natural landscape setting.
- 17.32** The Council will support proposals that retain and enhance traditional features and where the design and use of materials are sympathetic to those used in the original building.
- 17.33** The Council acknowledges that there may be instances where a Listed Building becomes vacant, or has been derelict for some time and an alternative use is proposed. If the building is no longer required for its original use the Council will consider applications for a change use providing the alternative use for the Listed Building is compatible with its character and built form, and will not result in material harm to the historical importance of the building.

## Policy HE 3

### Listed Buildings

1. Proposals for development, including change of use, that involve any alterations to a Listed Building or within its curtilage, will be supported where they:
  - a. Do not lead to substantial harm to, or total loss of, the significance of the building, including its setting, unless exceptional circumstances can be demonstrated;
  - b. Harmonise with the period, style, materials and detailing of the building;
  - c. Retain and repair existing features and fabric, or, if missing, replace them in a sympathetic manner;
  - d. Not harm the structural integrity or stability of the building, or that of adjoining buildings or structures; and
  - e. Relate sensitively to the original building and not adversely affect the internal or external appearance or character of the building, curtilage or its setting.
2. Proposals affecting the significance of a Listed Building will be required to:
  - a. Demonstrate an understanding of the significance of the Listed Building and its setting by describing it in sufficient detail to determine its historic or architectural interest to a level proportionate with its importance;
  - b. Justify any harm proposed to the Listed Building and demonstrate the overriding public benefits which would outweigh the harm to the Listed Building or its setting. The greater the harm to

- the significance of the Listed Building, the greater justification and public benefit that will be required before the application could gain support; and
- c. Minimise any identified harm or loss to the Listed Building through mitigation.

## Alternative Options HE 3

### Listed Buildings

**Option 1: No policy** - In the absence of this policy there would be a strategic policy which sets out the framework for preserving and enhancing the Borough's heritage assets. However it does not set out criteria specifically relating to Listed Buildings that applications should accord with.

## Policy HE4: Scheduled Monuments and Archaeology

### Policy Context

- 17.34** Paragraph 132 of the *NPPF* considers Scheduled Monuments as being of the highest significance and any substantial harm to, or loss of them should be wholly exceptional.
- 17.35** When determining planning applications that affect a heritage asset, including Scheduled Monument, paragraph 131 of the *NPPF* expects local planning authorities to take account of the following:
- the desirability of sustaining and enhancing the significance of the heritage asset and putting them to viable uses consistent with their conservation;
  - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - the desirability of new development making a positive contribution to local character and distinctiveness.
- 17.36** The scheduling of monuments derives from the *Ancient Monuments Act 1882* and the later *Ancient Monuments and Archaeological Areas Act 1979* and provides protection for archaeological sites that are of national importance. A monument refers to any building, structure or work, or site comprising their remains, whether above or below the surface of the land and any cave or excavation. It also refers to any site comprising of any vehicle vessel, aircraft or other movable structure provided the situation of that object or its remains in that particular site is a matter of public interest.
- 17.37** While some change may be possible, Historic England states that there is a presumption that they will be handed on to the future, in much the same state that we have found them. Once a monument is scheduled any works to it, and flooding and tipping operations that might affect it, with a few exceptions, require Scheduled Monument Consent from the Secretary of State and not the local planning authority.
- 17.38** As part of local planning authority's statutory duties and planning function, it is required to ensure that development does not harm a Scheduled Monument or its setting and, where possible, it should support opportunities that would ensure its preservation long into the future.
- 17.39** Paragraph 139 of the *NPPF* states that non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets like Scheduled Monuments. The *PPG* identifies three types:
- those that have yet to be formally assessed for designation;

- those that have been assessed as being nationally important and therefore, capable of designation, but which the Secretary of State has exercised his discretion not to designate; and
- those that are incapable of being designated by virtue of being outside the scope of the *Ancient Monuments and Archaeological Areas Act 1979* because of their physical nature.

**17.40** To judge whether non-designated sites of archaeological interest are demonstrably of equivalent significance to Scheduled Monuments, and therefore considered subject to the same policies as those for designated heritage assets, the *PPG* recommends local planning authorities refer to Government produced criteria for scheduling monuments.

**17.41** The *PPG* identifies other non-designated heritage assets of archaeological interest as being of lesser heritage significance although they should still be conserved. To assess whether a site on which development is proposed, includes, or has the potential to include heritage assets with archaeological interest, an assessment may need to be carried out. Paragraph 128 of the *NPPF* refers to the submission of an appropriate desk-based assessment and, where necessary, a field evaluation in these instances.

## Evidence Base

### Scheduled Monuments

**17.42** There are three Scheduled Monuments within the Borough that are statutorily required to be conserved in situ. Two are moated sites at Botelers in the Fryerns neighbourhood of Basildon and at Basildon Hall, in West Thorpe, Basildon. The third is surviving Bronze Age earthworks at Norsey Wood, Billericay.

**17.43** The Scheduled Monument at Botelers dates back to the medieval period and comprises a water filled moat, approximately 90 square metres in size, with a causeway which is no longer extant. The moated site at Basildon Hall is also medieval in origin and an example of a homestead moat. Whilst there are no buildings within it, there is evidence of possible remains of old brickwork showing upon an eroded pathway in the interior of site. Norsey Woods is a multi-period site which contains an extensive collection of visible and documented archaeological features. These include the Bronze Age bowl barrow, the Iron Age and Roman cemeteries and the medieval deer bank. Numerous artifacts some dating back to the Iron Age have also previously been unearthed.

### Non-designated heritage assets of archaeological interest

**17.44** The location of all known archaeological remains can be found in the *Essex Historic Environment Record (HER)* which is maintained by Essex County Council. There are over 800 records included within the HER for the Borough which includes both the location of in-situ remains and also finds which were removed from site. The records cover sites and finds from the Palaeolithic, Mesolithic and Neolithic eras, the Bronze and Iron Ages, as well as from Saxon, Roman and Medieval periods. Remains of ditches, pillboxes and other structures from WWII including an explosives factory on Vange Marshes are the most recently dated finds.

**17.45** In addition to the *HER*, information gained from the *Historic Environment Characterisation Project* will also be utilised to assist decision-making. This project examined the historic and archaeological processes which have influenced the form and use of the whole modern landscape and reveals the sensitivity, diversity and value of the historic environment resource within the Borough.

**17.46** The Council will resist development which adversely affects remains, if important remains are found, and seek to minimise the impact from developments, by requiring either in situ preservation, or a programme of excavation, recording, publication and archiving of remains. The Council's position is a general presumption in favour of in-situ preservation of important remains and measures should be used to allow the remains to be permanently preserved in-situ. If this is not possible, development should not take place until satisfactory excavation and recording of the remains has been carried out on site, and subsequent analysis, publication and archiving undertaken.

- 17.47** To ensure that the Borough's, as yet, undiscovered archaeological heritage is not lost, the Council will put in place measures to have potential areas of archaeological importance investigated and documented before proposals are determined. This may be initially indicated by the identification of archaeological finds previously on the site, or in the surrounding area, or through other evidence supporting this plan.
- 17.48** The Council will seek to preserve in-situ other non-designated heritage assets of archaeological interest and archaeological remains that are discovered through investigation, unless it is proven to the local planning authority to be neither practical, nor desirable. In such circumstances, appropriate provision for the excavation, recording, publication and archiving of the remains must be ensured before planning permission is granted.

## Policy HE 4

### Scheduled Monuments and Archaeology

1. As a precautionary approach to ensuring that archaeological remains in the Borough are protected, the Council will require an appropriate desk-based archaeological assessment and, where necessary, a field evaluation where heritage assets of archaeological interest of any significance are, or may be present on the site of a proposed development, or are likely to be affected by the proposed development. This assessment must form part of the planning application.
2. Scheduled Monuments and other important archaeological sites and their settings will be preserved in situ. Mitigating measures must be taken to ensure the preservation of all remains of archaeological importance, and to avoid harm being caused to the important archaeological remains if they are to be preserved in situ. Where this is not possible proposals would need to demonstrate that the public benefits of redevelopment including securing a site's optimum viable use, outweighs the harm or loss caused by not preserving the archaeological remains in situ.
3. Development proposals affecting archaeological remains of less than national importance must be conserved in a manner appropriate to their significance.
4. If archaeological remains are to be moved off site, a programme of excavation, recording, publication and archiving of remains must be provided as part of the proposal. Evidence should be deposited with the *Essex Historic Environment Record* and any archives with a local museum or other public depository.

## Alternative Options HE 4

### Scheduled Monuments and Archaeology

**Option 1: No policy** - In the absence of this development management policy there would be a strategic policy which sets out the framework for preserving and enhancing the Borough's heritage assets. However it does not set out criteria specifically relating to archaeological remains that applications should accord with.

## Policy HE5: Locally Identified Heritage Assets

### Policy Context

- 17.49** Not all heritage assets are formally recognised through a legal designation, but they are recognised through the *NPPF* as contributing positively to the historic environment. These are referred to as non-designated heritage assets which are defined by the *PPG* as buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, but which are not formally designated heritage assets.
- 17.50** The *PPG* is clear to emphasise that only a minority of buildings have enough heritage interest for their significance to be a material consideration in the planning process.
- 17.51** A comprehensive list of all non-designated heritage assets would ensure that their significance is given due consideration as part of the decision making process and the *PPG* recommends the incorporation of a Local List into the Local Plan. This allows for the identification of non-designated heritage assets against consistent, published criteria, so as to improve the predictability for achieving sustainable development.
- 17.52** When determining planning applications that affect a heritage asset, including a non-designated asset, paragraph 131 of the *NPPF* expects local planning authorities to take account of the following:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
  - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - the desirability of new development making a positive contribution to local character and distinctiveness

### Evidence Base

- 17.53** In addition to the designated heritage assets, there are many non-designated assets within the Borough including buildings, monuments, sites, places and landscapes that have positive architectural, archaeological, or historic interest and, thus, contribute positively to the overall historic environment.
- 17.54** For all identified heritage assets, there should be a presumption in favour of their conservation and the more significant the asset, the greater the presumption in favour of its conservation should be. The loss of the asset, or harm to its significance will only be acceptable if it can be demonstrated that there are overriding public benefits and it is not viable, or feasible to retain the asset within the development.
- 17.55** In accordance with *NPPF* and other advice by the Government, the Council will produce a list of heritage assets of local significance. This ‘Local List’ will be prepared as an SPD, and will include buildings, structures or features of local architectural or historic interest which make a positive contribution to their localities and contribute to part of the character of the area in which they are situated. The preparation of a separate SPD will allow for the Local List to be amended more frequently than the Local Plan itself, enabling newly found historic features such as significant archaeological finds to be included when they are discovered. In seeking to prepare the Local List, the Council first engaged with local communities and local heritage groups in 2015 to identify potential heritage assets of local significance to be assessed against local criteria. Those which meet the criteria will be added to the list. All entries on the Local List will be subject to the following policy.

## Policy HE 5

### Locally Identified Heritage Assets

1. Proposals for development, including repairs, change of use, alterations and extensions to a locally identified heritage asset as identified in the *Local List of Non-designated Heritage Assets SPD* will be supported where they are designed sensitively and sympathetically and not adversely affect the appearance or character of the asset.
2. Where locally identified heritage assets are affected by development proposals, their significance should be retained within development wherever reasonably practicable. Development resulting in harm to, or loss of significance of a locally identified asset will only be acceptable where:
  - a. there are demonstrable and overriding benefits associated with the development; and
  - b. any identified harm or loss to the asset is minimised through mitigation.

## Alternative Options HE 5

### Locally Identified Heritage Assets

**Option 1: No Policy** - In the absence of this development management policy there would be a strategic policy which sets out the framework for preserving and enhancing the Borough's heritage assets. However it does not set out criteria specifically for the preservation of locally identified heritage assets.

## Chapter 18: Implementation

### **STRATEGIC POLICY**

#### **IMP1: Implementation Strategy**

##### **Policy Context**

- 18.1** Paragraph 152 of the *NPPF* expects local planning authorities to seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. A particular requirement of local plans in this regard is set out in paragraph 157 which states that local plans should plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of the *NPPF*. Paragraph 177 states that it is important to ensure that there is a reasonable prospect that planned infrastructure is deliverable in a timely fashion. To facilitate this, it is expected that local planning authorities assess district-wide development costs at the time Local Plans are drawn up. For this reason, infrastructure and development policies should be planned at the same time, in the Local Plan.
- 18.2** The *NPPF* is however clear to point out that pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable
- 18.3** It goes on to state that where practical, a Community Infrastructure Levy Charging Schedule should be worked up and tested alongside the Local Plan. The Community Infrastructure Levy should support and incentivise new development, by securing a proportion of the funding necessary to deliver the plan.

##### **Evidence Base**

- 18.4** An *Infrastructure Baseline Report (2015)* has been prepared to accompany this plan. This identifies the level of current provision of infrastructure within the Borough, and the need for additional infrastructure to support the level and distribution of growth set out in the plan. The *Infrastructure Baseline Report* has been used to prepare an *Infrastructure Delivery Plan (IDP)*. This identifies the requirements for infrastructure within the Borough as a whole, and the infrastructure required to support growth in particular settlements and on particular development sites. This IDP is likely to evolve over time, as the drivers of need change, and different infrastructure projects receive priority consideration for funding from partner organisations and the Government. It will therefore be maintained as a living document, updated to reflect these changes, and the progress made in delivering the plan and securing key pieces of infrastructure.
- 18.5** This Local Plan has been developed alongside the Community Infrastructure Levy (CIL) Charging Schedule. The *Whole Plan Viability Assessment (2015)* of this plan has also been used to set CIL charges for different types of development, having regard to the need to ensure that development remains generally viable within the Borough. It is estimated that the infrastructure requirements identified within the IDP will cost between £166.33m and £267.39m and the CIL is expected to raise a proportion of these infrastructure costs. There is however an infrastructure funding deficit which will need to be addressed if the scale of growth in this plan is to go ahead. This will require the Council to work with service providers such as Essex County Council (highways, drainage, education, adult social care, libraries etc), NHS England, Essex Police and the Environment Agency to secure additional funding. It is likely that a significant element of this additional funding, particularly in relation to highways infrastructure, will need to be secured through joint bids with Essex County Council and neighbouring boroughs to the South East Local Enterprise Partnership or directly to Government.

- 18.6** In order to ensure that this infrastructure investment deficit is addressed, development will be phased to align with delivery of projects, having regard to the capacity of existing infrastructure within a local area. If a developer seeks to accelerate this phasing it will be necessary for that developer to either fund the infrastructure required directly, or to work with the Council to enhance the bid being made for SELEP/Government funding. It will also be necessary for the developer to work with the Council to ensure that the proposals for a development site meet the requirements of this plan, or otherwise mitigate harm to the environment, the need for a specific mix of development or the need for on-site infrastructure provision. Where sites are in single ownership, and have a developer/housebuilder on board this is relatively more achievable than on sites with multiple landowners or more complex requirements.
- 18.7** The *HELAA* shows that there are some development sites identified within this plan which are in multiple ownership, or where more complex issues do exist. The wide distribution of development across the Borough reduces the risk associated with these sites in terms of slow delivery. However, it is necessary for these sites to be progressed in order to deliver the housing target set in policy SD1. The Council will therefore work with partners, and if possible landowners, in relation to these sites in order to bring forward deliverable development briefs or masterplans for these sites. It is recognised that legal constraints such as covenants can frustrate delivery, and therefore any development brief/masterplan will be informed by legal advice. Additionally, it is recognised that viability can affect the delivery of plan requirements and consequently any development brief/masterplan will also be subject to independent viability appraisal to ensure it is sound economically. There will be instances where despite this approach landowners will be unwilling to bring forward their land for development purposes. Where the Council considers that this undermines the delivery of the development the Borough needs to meet its requirements for sustainable development it can make use of Compulsory Purchase Powers to acquire the land and progress its development.

## Policy IMP 1

### Implementation Strategy

1. The successful implementation of this plan is dependent upon the delivery of new homes and jobs that are accompanied by the required provision and/or improvement of infrastructure and services. The Council will maintain, as a living document, an Infrastructure Delivery Plan, which will identify the requirements for infrastructure to support growth within the Borough as a whole, and the infrastructure required to support growth in particular settlements and on particular development sites.
2. In order to deliver growth on identified development sites, the Council will work with developers to bring forward development proposals that accord with the requirements of this plan. Where necessary, these proposals will need to identify any measures that need to be secured on-site to ensure the delivery of the required mix of development (including the mix of housing), the mitigation of environmental harm, and/or the provision of infrastructure as identified in the Infrastructure Delivery Plan. Where appropriate planning conditions or planning obligations will be used to secure on-site measures.
3. Where an identified development site is not likely to come forward within the expected timeframe, the Council will work with partners, and where possible landowners, to prepare a development brief or masterplan for that development site. Any development brief or masterplan prepared will be the subject of legal scrutiny and independent viability appraisal to ensure that it is realistic. Where this fails to result in the site being brought forward within a reasonable timescale, the Council will consider using its Compulsory Purchase Powers to deliver the required development.
4. In order to enable the delivery of the wider, off-site infrastructure requirements of the Borough, as set out in the Infrastructure Delivery Plan, the Council will:

- a. Set a Community Infrastructure Levy Charging Schedule, and identify those elements of the Infrastructure Delivery Plan which will be funded in total, or in part, by the receipts of this levy;
- b. Work in partnership with service providers, funding partners and the Government to secure the infrastructure provision, service provision and infrastructure investment required to accompany growth, and address investment deficits; and
- c. Phase development to ensure that infrastructure capacity is created to accommodate additional people and vehicles, alongside new development. Where the private sector seeks to accelerate development, they will be expected to address any wider infrastructure deficits within their proposals. Accelerated proposals will not be supported where delivery is at the expense of other components of sustainable development, including but not limited to environmental mitigation and/or the provision of specialist housing, affordable housing and any accompanying provision of commercial development.

## Alternative Options IMP 1

### Implementation Strategy

**Option 1: No Policy** - The Council must be able to demonstrate that the proposals in this plan can be delivered in order for it to be found to "effective" and therefore sound. Policy IMP1 identifies the measures that the Council will take to deliver the plan, and therefore helps to demonstrate effective planning. In the absence of such a policy it would not be clear how the Council would secure delivery on difficult sites or fund infrastructure provision.

## DEVELOPMENT MANAGEMENT POLICIES

### IMP2: Use of Planning Obligations

#### Policy Context

- 18.8** Paragraphs 203 to 206 of the *NPPF* set out the Government's policy on planning obligations. These paragraphs reiterate the tests for planning obligations set out in the *Community Infrastructure Levy Regulations 2010 (as amended)*; restate the principle that planning conditions are preferable to planning obligations; require local authorities to take into account changes in market conditions over time in policies and planning obligations, and make sure they are sufficiently flexible to prevent planned development from being stalled.
- 18.9** The planning obligations section of the *NPPG* sets out guidance on the use of planning obligations. It repeats earlier advice that planning obligations mitigate the impact of unacceptable development to make it acceptable in planning terms. Obligations should meet the tests that they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. These tests are set out as statutory tests in the *Community Infrastructure Levy Regulations 2010 (as amended)* and as policy tests in the *NPPF*.
- 18.10** Paragraph 002 of the *PPG* describes how planning obligations relate to other contributions. It states that developers may be asked to provide contributions for infrastructure in several ways. This may be by way of the CIL and planning obligations in the form of section 106 agreements and section 278 highway agreements. Developers will also have to comply with any conditions attached to their planning permission. Local authorities should ensure that the combined total impact of such requests does not threaten the viability of the sites and scale of development identified in the development plan.

## Evidence Base

- 18.11** In terms of identifying the requirements for obligations the Council will use the information and evidence that has already been collected for the preparation of the *Core Strategy Preferred Options Report 2012*, the *Core Strategy Revised Preferred Options Report 2013* (informed by an *Infrastructure Capacity Baseline Study 2013*), and the preparation of this plan which included a review of the *Infrastructure Capacity Baseline Study for 2015*. Information was provided by the major infrastructure providers such as Essex County Council for education and highways, the local Clinical Commissioning Group for health, Anglian Water, the Environment Agency and the Lead Local Flood Authority for flood protection and water management.
- 18.12** Having regard to the viability appraisals set out in the Council's *HELAA*, it is recognised that planning obligations, particularly those related to affordable housing, can impact on the viability of development, and potentially render development unviable. This is most likely to occur where residential development is coming forward in respect of urban regeneration schemes (e.g. town centre regeneration or estate renewal programmes). Such schemes are likely to incur higher up-front development costs to remediate contaminated land, demolished existing structures or enable significant essential infrastructure to be installed. In these situations, the Council will take a more flexible approach to planning obligations, although their will remain the need for the development to be acceptable in planning terms having regard to the impact on infrastructure, services and the environment.
- 18.13** It is recognised that some larger development schemes may also need flexibility in the approach to planning obligations in order to enable the provision of essential upfront infrastructure such as access, servicing, utilities and drainage. The Council will not normally consider reductions planning obligations for other infrastructure, environmental or affordable housing requirements on these sites in the first instance, but will instead consider proposals for the type, means, phasing and timing of any payments or contributions within the context of the overall scheme to be structured in such a way which reduces upfront costs and enables the developer to better manage borrowing costs and cashflow. Where such an approach cannot make the development viable, the Council will engage with service providers to determine whether other solutions can be brought forward to render the scheme acceptable at a lower cost to the developer. Additionally, it will also consider whether a deferred contributions arrangement can be put in place in relation to affordable housing provision, consistent with the requirements of policy H34.

## Policy IMP 2

### Use of Planning Obligations

1. New development will be expected to fully mitigate its impact on infrastructure, services and the environment. Such mitigation may be secured through a planning obligation, subject to an obligations meeting the requirements of the relevant legislation and national policy.
2. The types of infrastructure that developments may be required to provide such obligations for include, but are not limited to:
  - a. Utilities and waste (where the provision does not fall within the utility providers legislative obligations);
  - b. Flood prevention and sustainable drainage measures;
  - c. Transport (highway, rail, bus and cycle/footpath network, and any associated facilities);
  - d. Community infrastructure (such as health, education, libraries, indoor sport and recreation facilities);
  - e. Green infrastructure (such as outdoor sports facilities, open space, parks, allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas including Natura 2000 and Ramsar Sites);
  - f. Climate change and energy initiatives through allowable solutions;

- g. Affordable housing; and
  - h. Town centre regeneration and public realm improvements.
3. Where appropriate, the Council will permit developers to provide the necessary infrastructure themselves as part of their development proposals, rather than making financial contributions.
  4. Where an applicant feels that any planning obligation requirements will render a proposal unviable, they must supply to the Council a viability appraisal which will be independently assessed. In the first instance, the Council will consider whether the type, means, phasing and timing of any planning obligation can be altered to improve the viability of the development before considering any downward adjustment to the identified requirements for planning obligations. Where grounds of viability can be demonstrated to justify a downward adjustment to the planning obligation requirement, the Council will liaise with the relevant service providers to determine whether any alternative, less costly, approach can be taken to render the proposal acceptable in planning terms. The Council will also give due consideration to the proportion of affordable housing required, having regard to policy H34, where a deferred contribution requirement will be applied to any reduced level of provision.
  5. Where a development proposal cannot be made acceptable in planning terms through the use of planning conditions, planning obligations, or through the expenditure of available Community Infrastructure Levy contributions, the Council will refuse development.

*NOTE: Planning obligations will not be used to secure infrastructure requirements identified on the Community Infrastructure Levy Regulation 123 List of infrastructure requirements to be paid for by the Community Infrastructure Levy.*

## Alternative Options IMP 2

### Use of Planning Obligations

**Option 1: Do not have a policy and leave the use of planning obligations to the requirements set out in SPDs** - This is not in accordance with PPG which states that policies for seeking obligations should be set out in a development plan document to enable fair and open testing of the policy at examination. Supplementary Planning Documents should not be used to add unnecessarily to the financial burdens on development and should not be used to add unnecessarily to the financial burdens on development and should not be used to set rates or charges which have not been established through development plan policy.

**Option 2: Do not produce a CIL and rely on contributions through S106 and other means to deliver necessary infrastructure provision. This will make development sites more attractive in the Borough and potentially speed up delivery** - The current level of infrastructure provision in the Basildon Borough has been identified as a major constraint to bringing forward future growth to the area. The CIL is will identify, and is a mechanism for addressing the funding gap that will likely exist in regards to meeting future infrastructure needs. The use of S106 has also been scaled back since the 6th April 2015, and will have limited scope to require funding or provision of planning obligations to fund any infrastructure required to enable developments to take place.

**Option 3: Leave the use of Planning Obligations to the Council's CIL** - The Council does not have an adopted Local Plan, and is therefore unable to adopt a CIL until the Local Plan is adopted. The CIL and planning contributions need to be complimentary contribution mechanisms. CIL receipts will be used to help fund, in whole or in part, infrastructure needed to support or mitigate the impact of new development over an area, whereas Section 106 planning obligations will remain for project specific mitigation, and the provision of affordable housing.

## **IMP3: Phasing of Development**

### **Policy Context**

- 18.14** Development phasing can be driven by the commercial interests of the developer, who may only wish to bring a certain proportion of any new development to the market at a time. Alternatively, it could be driven by planning requirements. Paragraph 176 of the *NPPF* states that where safeguards are necessary to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. Such conditions or agreements may bring about the need to phase development in order to provide protection or mitigation to the environment, or to deliver the infrastructure needed to make development acceptable. The *PPG* states that where the circumstances of the application make this necessary and the six tests will be met, conditions can be imposed to ensure that development proceeds in a certain sequence. Conditions may also be used to ensure that a particular element in a scheme is provided by/at a particular stage or before the scheme is brought into use.

### **Evidence Base**

- 18.15** Allocation policies set out in the earlier sections of this plan, in particular in chapters 7, 8 and 11, identify the need for infrastructure to be delivered alongside new development, and for various measures to be taken to ensure that environmental harm is limited. These allocations, and their associated requirements have been informed by a substantive evidence base, as described in each case. It will be necessary for these allocations to be delivered in a manner which ensures that environmental mitigation measures and infrastructure requirements are secured alongside new homes and commercial development. However, it is recognised that any new development, particularly on larger sites, will be delivered over a number of years, and therefore the need for environmental mitigation and infrastructure may be affected by the part of the site under development, and the need for infrastructure may also be affected by the quantum of development that has occurred. In such cases development phasing will be used to ensure that the necessary environmental mitigation and infrastructure requirements to support development are delivered at the right time.
- 18.16** There may be proposals outside the allocations identified within chapters 7, 8 and 11 where larger scale development is permitted in accordance with the policies within this plan, and requires environmental mitigation and/or additional infrastructure provision. An example may be a proposal for regeneration of previously developed land in the existing urban area. The need for phasing of development to ensure that growth is supported by appropriate environmental mitigation and infrastructure will be considered on a case by case basis in respect of such proposals.
- 18.17** Most proposals for housing development will be required to provide a proportion of affordable housing alongside market housing in accordance with policy H34. On larger sites, where it is proposed that new housing will be delivered in a number of phases, it is expected that the required proportion of affordable housing will be delivered as part of each phase. Any variance from this requirement must be fully justified by the need for infrastructure and/or the layout of development which may affect such phasing in the early stages of development, i.e. where the access road and homes lining this road are being constructed. The Council will however seek to avoid phasing arrangements that leave the delivery of affordable housing requirements until later phases, as the provision of affordable housing is essential to the creation of sustainable communities.

## Policy IMP 3

### Phasing of Development

1. In order to ensure that environmental mitigation measures are secured in a timely manner, and that growth is supported by appropriate infrastructure provision, the Council will in appropriate cases use planning conditions, or if necessary planning agreements, to limit the quantum of development that may be delivered on a development site before such measures have been delivered and/or set out the sequencing of development.
2. Where possible, the Council will seek to negotiate any phasing requirements with the developer in order to ensure that the cost implications of any such phasing are taken into account. However, phasing arrangements which would result in unmitigated harm to the environment, or would see infrastructure capacity exceeded or community infrastructure needs unmet will not be accepted.
3. Affordable housing provision should normally reflect the requirement of policy H34 within each phase of development. Variations to this phasing requirement will be accepted only where it can be justified as a consequence of the need for infrastructure and/or the layout of development.

## Alternative Options IMP 3

### Phasing of Development

**Option 1: No Policy** - Phasing is a tool which can be used to ensure that development is sustainable. Reasonably, the Council could rely on the *NPPF* and *PPG* to set the parameters for phasing. However, a local policy which is clear about when phasing will and will not be used, and how it relates to the delivery of infrastructure, affordable housing and environmental mitigation sets clear parameters for developers operating within the local area, and ensures that development is delivered in a sustainable manner.

## IMP4: Piecemeal Development

### Policy Context

- 18.18** Paragraph 47 of the *NPPF* expects local planning authorities to boost significantly the supply of land for housing. In fulfilling this responsibility it would be inappropriate for local planning authorities to permit development which blocks development on land which would otherwise be suitable for development, and/or makes inefficient use of land. Paragraph 111 is clear that the efficient use of land is expected. In an area such as Basildon where a significant quantum of land is designated as Green Belt, the efficient use of land enables more land to be retained within the Green Belt whilst ensuring that the needs for sustainable development are met.

### Evidence Base

- 18.19** The allocation policies set out in the earlier sections of this plan, in particular in chapters 7, 8 and 11, identify the growth requirements of each site, and specific infrastructure required to accommodate that level of growth. The evidence base for these allocations, and the associated requirements for infrastructure are detailed alongside those policies. It is however recognised, and evidenced through the *HELAA* that most of these allocations are in multiple ownership, and consequently parcels of land within them may be brought forward at different stages by different developers. Individually, these development proposals may not give rise to the specific infrastructure requirements identified in the allocation policy, but cumulatively, development within that allocation

will generate the demand for infrastructure identified. It is therefore necessary that where an allocated site is brought forward in a piecemeal manner, it makes a proportional contribution towards the infrastructure requirements of that allocation, with consideration given to both the need for funding and the need for land within the site to meet infrastructure requirements.

- 18.20** Piecemeal development may also affect the ability of land to be used in an efficient manner. For example, the development of a site without consideration of the development of adjacent land may result in landlocking. A comprehensive approach to development is therefore preferred. However, where this cannot be achieved, reasonable opportunities should be provided within the layout of development to provide access to the adjacent land, and for that access to be used unimpeded by legal complications which may prevent the delivery of development.

## Policy IMP 4

### Piecemeal Development

The Council's preference is for allocated development sites to be brought forward in a comprehensive manner. However, it is recognised that there are circumstances where this will not be achieved. Proposals for the partial development of an allocated development site will be accepted, subject to compliance with all other relevant policies of this plan, where:

- a. A proportional contribution towards the infrastructure requirements of the allocation has been made in terms of the need for funding, and the need for any land or for any on-site facilities; and
- b. Reasonable arrangements have been made through the layout of the development to provide access to adjoining land identified for development purposes, and no legal impediments have been put in place which prevent access to the adjoining land or its development.

## Alternative Options IMP 4

### Piecemeal Development

**Option 1: No policy** - The NPPF does not set out clear policy on how local planning authorities should deal with piecemeal development which may block other land from development, or may otherwise result in the inefficient use of land. A policy on this matter is therefore necessary to deal with local issues with landownership. To not include such a policy is not therefore a reasonable option.

## Chapter 19: Glossary

Table 19.1

Relevant Abbreviation	Term	Definition
-	Affordable Housing	<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <p>Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.</p> <p>Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing.</p> <p>Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).</p> <p>Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.</p> <p>The National Planning Policy Framework states that homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.</p>
-	Allocation	An allocation is a proposal for land for housing, industry or other uses within a Local Plan that identifies a specific area of land to be developed within the time period of the plan.
-	Ancient woodland	Ancient woodland is an area that has been wooded continuously since at least 1600 AD. Ancient woodlands are of prime ecological and landscape importance. Many rare and threatened species are associated with this habitat. Furthermore relatively undisturbed woodland often contains features of historical, archaeological and landscape importance.
AMR	Annual Monitoring Report/Authority's Monitoring Report	An Annual Monitoring Report (AMR) is a legal requirement to monitor various indicators of the Local Planning Authority in relation to preparing the Local Plan and planning decisions in the Borough.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
		Section 35 of the Planning and Compulsory Purchase Act 2004 (as amended) requires every Local Planning Authority to prepare an annual report on the implementation of the Local Development Scheme and the extent to which local planning policies are being achieved. This is known as an Authority's Monitoring Report or AMR, prior to the Localism Act 2011 it was known as an Annual Monitoring Report, or AMR.
-	Areas of Higher Landscape Value	Non-statutory and locally designated areas outside the national landscape designations, which are considered by the local planning authority to be of particular landscape value to the local area.
-	Areas of Special Reserve	The Basildon District Local Plan 1998 identified two 'Areas of 'Special Reserve' on the edge of the urban settlements of Basildon and Wickford. The purpose of these areas was to meet the need for housing beyond the end of that plan's period. The Housing elements of that plan only ran to 2001, and consequently proposals have since come forward for these sites in the intervening years. There is further capacity for more homes within the Area of Special Reserve in these locations, not subject to planning consent which have been reconsidered as part of this plan.
-	Biodiversity	The variety of life on earth embracing all species, communities, habitats and ecosystems associated with the terrestrial, aquatic and marine environments. Usually the term refers to the variety of species within a specified area.
BAP	Biodiversity Action Plan	A strategy prepared for the local area aimed at conserving biological diversity.
-	Brownfield land	Land that has been developed previously.
-	Building Regulations	Building Regulations define what qualifies as 'building work' and therefore what falls under the control of the regulations. It covers what types of buildings are exempt (such as temporary buildings) and the notification procedures that must be followed when starting, carrying out, and completing building work as well as the requirements for specific aspects of building design and construction.
-	Carbon sink	A carbon sink is anything that absorbs more carbon than it releases.
-	Climate Change	Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.
CHP	Combined Heat and Power	Combined Heat and Power (CHP) is the simultaneous generation of usable heat and power (usually electricity) in a single process. The heat generated during this process is supplied to an appropriately matched heat demand that would otherwise be met by a conventional boiler. CHP systems are highly efficient, making use of the heat which would otherwise be wasted when generating electrical or mechanical power. This allows heat requirements to be met that would otherwise require additional fuel to be burnt. A CHP plant can be run on fossil or renewable fuels.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
CIL	Community Infrastructure Levy	The Community Infrastructure Levy is a charge that is levied on new development floor space which is intended to contribute towards the provision of infrastructure to support growth allows local authorities to charge on new developments in their area.
-	Community Strategy	Overarching documents which sit at the top of all strategic and service plans for a particular area which promote a long term vision for improving the social, economic and environmental wellbeing of an area.
CPO	Compulsory Purchase Order	Allows certain bodies which need to obtain land or property to do so without the consent of the owner. It may be enforced if a proposed development is considered to be in the public interest – for example, when building motorways on land the owner does not want to sell. Most CPOs are made under powers given to local authorities.
-	Conservation Area	An area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance, designated under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
-	Contaminated Land	Contaminated land is defined legally as land where substances could cause significant harm to people or protected species and significant pollution of surface waters or groundwater. This definition refers to contamination caused by past uses of sites such as former factories, mines, steelworks, refineries and landfills.
CDA	Critical Drainage Areas	A Critical Drainage Area (CDA) is an area that has critical drainage problems and which has been notified to the local planning authority as such by the Environment Agency.
-	Custom Build Homes	Custom build housing is where a builder is contracted by a home owner to create a 'custom built' home or where a private individual builds their home as a DIY 'self build' project.
-	Decentralised Energy	Electricity production at or near the point of use.
-	Density	The intensity of development within a given area, usually measured for housing in terms of the number of dwellings per hectare.
DCLG	Department for Communities and Local Government	The Government Department with responsibility for planning and housing.
DfT	Department for Transport	The Government Department with responsibility for the transport network.
-	Designated Heritage Assets	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
-	Development	Defined in section 55 of the Town and Country Planning Act 1990 as 'The carrying out of a building, engineering, mining or other operations in, on, over or under land; or the making of any material change in the use of any building or land.'
DM	Development Management	Development management is the process through which the local planning authority determines whether applications for consent should be granted (often subject to conditions or a legal agreement) or refused; also involves the planning enforcement function and giving of advice on planning matters. Consideration of these matters must be done by taking into account the Local Plan and any other material considerations.
DPD	Development Plan Document	Documents prepared by the local planning authority (including the Local Plan) setting out the main spatial strategy, policies and proposals for the area. These documents will be statutory documents and subject to an independent examination by an Inspector. They will undergo rigorous procedures of community involvement and consultation. DPDs must be consistent with and have regard to national planning policy.
DH	District Heating	A low-carbon system for distributing heat, which is generated in a local centralised location for residential and commercial heating requirements.
DtC	Duty to Cooperate	The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters.
-	Ecology	Ecology is the study of the distribution and abundance of organisms, the interaction between organisms, the interaction between organisms and their environment, and structure and function of ecosystems.
-	Edge of Centre	A location which is just beyond the town centre boundary.
-	Employment Area	The main industrial estates and larger core industrial sites and areas which on the basis of condition, environment and location are best suited to long term retention of industry and commerce.
-	Energy Efficiency	Using less energy to provide the same service.
EA	Environment Agency	The public organisation with responsibility for protecting and improving the environment in England and Wales.
EIA	Environmental Impact Assessment	A procedure and management technique which ensures that the likely effects of a new development on the environment are fully appraised and taken into account before the determination of development proposals.
-	Evidence base	The collection of information and studies which a LPA will use to draw up suitable planning policies for its area.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
-	Flood Risk Zones	Zones of flood risk includes Zone 1 'Low Probability of flood', Zone 2 'Medium Probability', Zone 3a 'High Probability', and Zone 3b 'The Functional Floodplain'.
-	Fluvial Flooding	Fluvial flooding relates to river flooding.
GPDO	General Permitted Development Order	Permitted development rights are a national grant of planning permission which allow certain building works and changes of use to be carried out without having to make a planning application. Permitted development rights are subject to conditions and limitations to control impact and to protect local amenity.
-	Geodiversity	Geodiversity is the variety of rocks, minerals, fossils, soils, landforms and natural processes.
-	Green Belt	A designation for land around certain cities and large built-up areas, which aims to keep this land permanently open or largely undeveloped. The purposes of the green belt is to: <ul style="list-style-type: none"> <li>- check the unrestricted sprawl of large built up areas</li> <li>- prevent neighbouring towns from merging</li> <li>- safeguard the countryside from encroachment</li> <li>- preserve the setting and special character of historic towns</li> <li>- assist urban regeneration by encouraging the recycling of derelict and other urban land</li> </ul>
-	Green Corridor	Green corridors can link housing areas to the national cycle network, town and city centres, places of employment and community facilities. They help to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and can also act as vital linkages for wildlife dispersal between wetlands and the countryside.
-	Greenfield land	A general term to describe all sites that have not previously been developed.
-	Green Infrastructure	A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.
-	Green Roof	Green roofs are vegetated layers that sit on top of the conventional roof surfaces of a building. Intensive green roofs are composed of relatively deep substrates and can therefore support a wide range of plant types: trees and shrubs as well as perennials, grasses and annuals. Extensive green roofs are composed of lightweight layers of free-draining material that support low growing, tough drought-resistant vegetation.
-	Gypsy and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's dependants' educational or health needs or old age have

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
		ceased to travel temporarily, but excluding members of an organised group of travelling show people or circus people travelling together as such.
HRA	Habitats Regulations Assessment	European Directive 92/43/EEC (the Habitats Directive) requires that any plan or project, not directly connected with or necessary to the management of a designated habitats site but likely to have a significant effect thereon, should be subject to an assessment of its implications for the site. This applies to DPDs and SPDs.
HSE	Health and Safety Executive	The national independent watchdog for work-related health, safety and illness.
-	Heritage Asset	Buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, because of a heritage interest. A heritage asset includes designated heritage assets, such as Listed Buildings, Conservation Areas and Scheduled Monuments, and assets identified by the local planning authority, including those on a local list.
-	Highway Authority	A local authority (Essex County Council for this district) with the responsibility of planning and maintaining the highways network (excepting trunk roads and motorways) and transportation within their areas.
HMO	Houses in Multiple Occupation	Occupied by persons who form more than one household and where those persons share (or lack) one or more basic amenity, such as a WC, personal washing and cooking facilities.
HELAA	Housing and Employment Land Availability Assessment	The National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) requires every Local Planning Authority to assess the amount of land that is available for housing and economic development in its area. This process is known as the Housing and Economic Land Availability Assessment (HELAA). The HELAA helps to identify future sources of land for housing and economic development to help meet the Borough's future development needs. It was previously referred to as the Strategic Housing Land Availability Assessment, or SHLAA.
-	Housing Need	Assessed by examining the suitability of present housing and the ability of households to afford market priced housing.
-	Infrastructure	Any facility, service or physical structure which supports or enables proposed development
-	Listed Building	Buildings designated to be of 'special architectural or historic interest' by the Secretary of State under the Listed Buildings and Conservation Areas Act 1991.
-	Local Centres	Locally significant areas of retail and other appropriate uses providing 3 or more units.
LDO	Local Development Order	An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
LD <b>D</b>	Local Development Document	The collective term covering Development Plan Documents and Supplementary Planning Documents.
LDS	Local Development Scheme	A formal timetable for the preparation of the Local Plan.
LEP	Local Enterprise Partnership	A locally owned partnership between local authorities and businesses which play a key role in determining local economic priorities to drive economic growth and create local jobs.
-	Local Green Spaces	Local Green Space designation is a way to provide special protection against development for green areas of particular importance to local communities.
-	Localism Act	The Localism Act is an Act of Parliament that changes the powers of local government in England. It aims to devolve power from central government to local government and communities.
-	Local Listing	Locally important building valued for contribution to local scene or for local historical situations but not meriting listed building status.
-	Local Nature Partnership	A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it.
LNR	Local Nature Reserve	Places with wildlife or geological features that are of local special interest.
LPA	Local Planning Authority	The local authority responsible for planning matters in its area. Essex County Council and Basildon Borough Council are both Local Planning Authorities for different planning matters in Basildon Borough.
LoWS	Local Wildlife Sites	Areas of land with significant wildlife value. Local Wildlife Sites support both locally and nationally threatened wildlife, and many sites will contain habitats and species that are priorities under the Essex or UK Biodiversity Action Plans that sets out strategies for the conservation of much of our most vulnerable wildlife.
-	Low Carbon Energy	Low carbon energy more broadly includes other energy forms which whilst are not strictly 'renewable', are associated with a lower carbon output per unit than traditional fossil fuels, e.g. District-heating or combined heat and power (CHP). Often this is because the heat generated from other processes is a by-product which is utilised – meaning the overall carbon output per unit of energy is reduced.
-	Main Town Centre Uses	Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
-	Material Consideration	Any consideration that relates to the use and development of land is capable of being a material planning consideration.
-	Merton Rule	The Merton Rule was a ground breaking planning policy, developed by Merton Council, which required new developments to generate at least 10% of their energy needs from on-site renewable energy equipment, in order to help reduce annual carbon dioxide (CO <sub>2</sub> ) emissions in the built environment. The rule applied to all types of buildings, not just homes. Merton Council developed the rule and adopted it in 2003. Since then the Mayor of London and many councils implemented it, and it became part of national planning guidance.
MSA	Mineral Safeguarding Area	An area designated by Minerals Planning Authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.
-	Mixed Use	A site that is developed for more than one use, e.g. retail, residential, business, leisure etc.
MOU	Memorandum of Understanding	A document that describes the general principles of an agreement between parties, but does not amount to a substantive contract
NPPF	National Planning Policy Framework	A document setting out the Government's national planning requirements, policies and objectives. It replaces much of the national advice previously contained within Planning Policy Statements, Planning Policy Guidance, and Circulars. The NPPF is a material consideration in the preparation of LDDs and when considering planning applications
-	Natura 2000 Sites	In May 1992 European Union governments adopted legislation designed to protect the most seriously threatened habitats and species across Europe. This legislation is called the Habitats Directive and complements the Birds Directive adopted in 1979. At the heart of both these Directives is the creation of a network of sites called Natura 2000. The Birds Directive requires the establishment of Special Protection Areas (SPAs) for birds. The Habitats Directive similarly requires Special Areas of Conservation (SACs) to be designated for other species, and for habitats. Together, SPAs and SACs make up the Natura 2000 series.
NDO	Neighbourhood Development Order	Communities can use NDOs to permit the development they want to see - in full or in outline – without the need for planning applications.
NDP	Neighbourhood Development Plan	A planning tool to help empower communities to shape and manage development in their local areas. Neighbourhood forums and parish councils will be able to develop planning policies that will become part of the planning framework for their area and grant planning permission for certain types of new development.
-	Neighbourhood Planning	Introduced by the Localism Act (2011) to allow local communities to

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
		shape new development in their area, through the building of homes, jobs and community facilities.
-	Non-designated heritage assets	Buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, but which are not formally designated heritage assets
-	Objectively Assessed Need	The NPPF requires local planning authorities to meet the full objectively assessed need for housing based on up to date evidence.
-	Open Space	All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
-	Out of Centre	A location which is not in or on the edge of a centre but not necessarily outside the urban area.
-	Out of Town	A location out of centre that is outside the existing urban area.
-	Planning and Compulsory Purchase Act 2004	The primary legislation for the development plan process.
-	Planning Condition	A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.
PINS	Planning Inspectorate	The Planning Inspectorate's work includes national infrastructure planning under the Planning Act 2008 process (as amended by the Localism Act 2011), processing planning and enforcement appeals and holding examinations into local plans and community infrastructure levy charging schedules.
-	Planning Obligation	A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.
PPG	Planning Policy Guidance	Provides details to support the effective implementation of the National Planning Policy Framework.
-	Plotlands	Thirteen Green Belt settlements in the Basildon Borough that originated following the agricultural depression of the early 20th Century. Following the arrival of the railways, many people bought smallholdings, buildings small shacks and dwellings they could visit at weekends and for holidays to escape East London. Following the Second World War, many people moved to these areas on a permanent basis despite the majority not having running water, electricity or fuel connections. The majority of Plotlands were cleared during the building of Basildon New Town in the mid-late 20th Century, however, thirteen remain and are home to about 2000 people.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
-	Pluvial Flooding	Pluvial flooding occurs when an extremely heavy downpour of rain saturates the urban drainage system and the excess water cannot be absorbed.
-	Policies Map	A map illustrating the spatial extent of all the policies in Development Plan Documents.
PADC	Policy Areas for Development and Change	Areas identified through the Local Plan evidence base as the most sustainable strategic areas for future development and include urban extensions, town centre regeneration areas, important locations for employment and an area of environmental significance.
-	Pollution	Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.
-	Primary Shopping Area	Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).
-	Primary and Secondary Frontages	Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.
-	Priority Habitats and Species	Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.
PRoW	Public Right of Way	Public rights of way include footpaths, byways, bridleways and are provided over public and private land by Essex County Council.
-	Ramsar	Ramsar sites are wetlands of international importance, designated under the Ramsar - Ramsar site Convention. The Ramsar Convention is an international agreement signed in Ramsar, Iran, in 1971, which provides for the conservation and good use of wetlands.
-	Renewable Energy	Renewable energy is defined as energy harnessed from natural resources i.e the elements, the temperature of the Earth, or from burning organic matter i.e solar, wind, hydroelectric, geothermal heat, biomass etc.
-	Retail Impact Assessment	An assessment undertaken for an application for retail use (normally on developments over 2,500 square metres gross floorspace, but they may occasionally be necessary for smaller developments, such as those likely to have a significant impact on smaller centres) on the impact of the proposal on the vitality and viability of existing centres within the catchment area of the proposed development. The assessment includes the likely cumulative effect of recent permissions, developments under construction and completed developments.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
-	Rural Enterprise Sites	<p>Smaller rural employment sites located within the Green Belt already providing part of the Borough's employment land supply. Generally these sites are not planned for employment purposes, and do not offer the levels of premise quality and accessibility available in the planned employment areas. These rural sites can continue to contribute towards supply, but</p> <p>they too may need to be adapted, improved or replaced over the plan period to meet occupiers' needs, and continue to provide local people with rural employment opportunities during the plan period.</p>
-	Scheduled Monument	'Scheduling' is shorthand for the process through which nationally important sites and monuments - Scheduled Monument are given legal protection by being placed on a list, or 'schedule'. A schedule has been kept since 1882 of monuments whose preservation is given priority over other land uses.
S106	Section 106 Agreement	An agreement entered into between a landowner and the Local Planning Authority, whereby the landowner undertakes to do specific actions in Section 106 s.106 agreement relation to the development the section 106 (of the Town & Country Planning Act) agreement relates to. This could cover, for example, providing public open space or agreeing the detailed use of the land. Also referred to a Planning Obligation. A s.106 agreement or Obligation can only be imposed if it is necessary to make the proposal acceptable in land-use planning terms.
-	Self Build Homes	Where the self-builder selects the design they want and then does much of the actual construction work themselves.
SSSI	Site of Special Scientific Interest	SSSI's are the country's very best wildlife and geographical sites. There are over 4,000 Sites of Special Scientific Interest in England, covering around 7% of the land area. More than 70% of these sites by area are internationally important for their wildlife, and are also designated as Special Areas of Conservation, Special Protection Areas or Ramsar sites.
Solar PV	Solar Photovoltaics	Solar panels covered with cells to convert sunlight into electricity (or in the case of solar water heating, internal piping in the panels for heating circulated water). Although panels still function on cloudy days, the stronger the sunshine, the more electricity is produced. Most PV arrays are roof-mounted panels, although arrays can also take the form of integrated "roof tile"-effect panels, or even ground mounted structures.
SELEP	South East Local Enterprise Partnership	The South East Local Enterprise Partnership (LEP) is the business-led, public/private body established to drive economic growth across East Sussex, Essex, Kent, Medway, Southend and Thurrock.
SAC	Special Areas of Conservation	SACs are areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
SPA	Special Protection Areas	SPAs are areas which have been identified as being of national and international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the 'Birds Directive 1979'.
SCI	Statement of Community Involvement	The Statement of Community Involvement sets out the processes to be used by the local authority in involving the community in the preparation, alteration and continuing review of all local development documents and development control decisions.
SEA	Strategic Environmental Assessment	A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.
SFRA	Strategic Flood Risk Assessment	An assessment of the flood defences and consequent risk of flooding for development at district level.
SHMA	Strategic Housing Market Area	A cross boundary study of how housing markets are working together.
SPD	Supplementary Planning Document	Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
-	Surface Water Flooding	Surface water flooding happens when rainwater does not drain away through the normal drainage systems or soak into the ground, but lies on or flows over the ground instead.
SA	Sustainability Appraisal	An appraisal of economic, environmental and social effects of a plan to allow decisions to be made in accordance with the principles of sustainable development.
-	Sustainable Development	Development which meets the need of the present without comprising the ability of future generations to meet their own need.
SUDS	Sustainable Urban Drainage System	Designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges.
-	Town Centre	A defined area, including the primary shopping area where retail development is concentrated, and areas predominately occupied by main town centre uses adjacent to the primary shopping area.
-	Traffic Impact Assessment	An assessment of the effects upon the surrounding area by traffic as a result of a development, such as increased traffic flows that may require highway improvements.
-	Travelling Showpeople	Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their

Relevant Abbreviation	Term	Definition
		family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.
-	Untidy Industries	A variety of industries which are not only untidy in appearance, but which also have the potential to cause significant environmental harm. Examples of industry which fall into this category include salvage (particularly of metals), recycling, outside storage, and the parking of heavy vehicles.
UCO	Use Classes Order	<p>The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.</p> <p><b>The A use classes</b> consist of:</p> <p>A1 Shops - Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.</p> <p>A2 Financial and professional services - Financial services such as banks and building societies, professional services (other than health and medical services) and including estate and employment agencies. It does not include betting offices or pay day loan shops - these are now classed as "sui generis" uses (see below)</p> <p>A3 Restaurants and cafés - For the sale of food and drink for consumption on the premises - restaurants, snack bars and cafes.</p> <p>A4 Drinking establishments - Public houses, wine bars or other drinking establishments (but not night clubs).</p> <p>A5 Hot food takeaways - For the sale of hot food for consumption off the premises.</p> <p><b>The B use classes</b> comprise:</p> <p>B1 - Business includes offices, research and development premises and light industry. Light industry can be carried out in a residential area without adverse environmental effects from noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.</p> <p>B2 - General Industry includes any industrial use not covered by B1.</p> <p>B8 - Storage and Distribution covers warehousing for distribution. It does not cover retail warehousing.</p> <p><b>The C use classes</b> include:</p> <p>C1 Hotels - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).</p>

Relevant Abbreviation	Term	Definition
		<p>C2 Residential institutions - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.</p> <p>C2A Secure Residential Institution - Use for a provision of secure residential accommodation, including use as a prison, young offenders institution, detention centre, secure training centre, custody centre, short term holding centre, secure hospital, secure local authority accommodation or use as a military barracks.</p> <p>C3 Dwellinghouses - this class is formed of 3 parts:</p> <p>C3(a) covers use by a single person or a family (a couple whether married or not, a person related to one another with members of the family of one of the couple to be treated as members of the family of the other), an employer and certain domestic employees (such as an au pair, nanny, nurse, governess, servant, chauffeur, gardener, secretary and personal assistant), a carer and the person receiving the care and a foster parent and foster child.</p> <p>C3(b): up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems.</p> <p>C3(c) allows for groups of people (up to six) living together as a single household. This allows for those groupings that do not fall within the C4 HMO definition, but which fell within the previous C3 use class, to be provided for i.e. a small religious community may fall into this section as could a homeowner who is living with a lodger.</p> <p>C4 Houses in multiple occupation - small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.</p> <p>The <b>D use classes</b> comprise:</p> <p>D1 Non-residential institutions - Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.</p> <p>D2 Assembly and leisure - Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).</p> <p>Lastly <b>Sui Generis</b> covers certain uses that do not fall within any of the above use classes and are considered 'sui generis'. Such uses include: betting offices/shops, pay day loan shops, theatres,</p>

<b>Relevant Abbreviation</b>	<b>Term</b>	<b>Definition</b>
		houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centres and casinos.
-	Viability	An economic measure of health.
-	Washlands	A washland is described as an area of flood plain that is allowed to flood or is deliberately flooded for flood management purposes.
-	Windfall Site	Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

# Appendix 1 Evidence Base and Plans, Strategies and Guidance Documents

## Evidence Base

Title	Author	Date
21st Century Digital Essex	Essex County Council	2011
Basildon Borough Employment Land & Premises Study (ELPS)	Atkins	2013
Basildon Borough Green Belt Study	Basildon Borough Council	2013
Basildon Borough Green Belt Study Review	Basildon Borough Council	2015
Basildon Borough Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (BBLNAA)	Opinion Research Services	2013
Basildon Borough Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (BBLNAA) (Interim Update Statement - 2015)	Opinion Research Services	2015
Basildon Borough Gypsy, Traveller and Travelling Showpeople Site Provision Study (BBSPS)	Peter Brett Associates	2015
Basildon Borough Gypsy, Traveller and Travelling Showpeople Site Potential Study	Peter Brett Associates	2015
Basildon Borough Historic Environment Characterisation Project	Essex County Council	2011
Basildon Borough Hot Food Takeaway Assessment	Basildon Borough Council	2015
Basildon Borough Housing and Economic Land Availability Assessment	Basildon Borough Council and Peter Brett Associates	2015
Basildon Borough Indoor Sports and Recreational Facilities Study	Ashley Godfrey Associates	2011
Basildon Borough Infrastructure Capacity Baseline Study 2013	Basildon Borough Council	2013
Basildon Borough Infrastructure Capacity Baseline Study 2015	Basildon Borough Council	2015
Basildon Borough Landscape Character and Green Belt Landscape Capacity Study. Volume One Landscape Character Assessment of Basildon Borough	The Landscape Partnership	2014
Basildon Borough Landscape Character and Green Belt Landscape Capacity Study. Volume Two Green Belt Landscape Capacity Study of Basildon Borough	The Landscape Partnership	2014
Basildon Borough Level 1 Strategic Flood Risk Assessment	Scott Wilson	2011
Basildon Borough Level 2 Strategic Flood Risk Assessment	Scott Wilson	2011
Basildon Borough Local Centres Review	Basildon Borough Council	2013

Title	Author	Date
Basildon Borough Local Centres Review (2015 Update)	Basildon Borough Council	2015
Basildon Borough Local Plan Core Strategy Spatial Options Topic Paper	Basildon Borough Council	2013
Basildon Borough Local Plan Core Strategy Sustainability Appraisal Scoping Report (SAscope) Update	Land Use Consultants	2013
Basildon Borough Local Plan Highway Impact Assessment	Essex Highways	2014
Basildon Borough Local Plan Highway Mitigation Modelling	Essex Highways	2015
Basildon Borough Playing Pitch Study	RQA Ltd	2005
Basildon Borough Playing Pitch Study Technical Addendum	RQA Ltd	2011
Basildon Borough Plotland Review	Basildon Borough Council	2015
Basildon Borough Shopping Frontage Review and Changes to Town Centre Boundaries	Basildon Borough Council	2015
Basildon Borough Renewable and Low Carbon Energy Constraints and Opportunities Assessment	Basildon Borough Council	2015
Basildon Borough Retail and Commercial Leisure Capacity Study	Peter Brett Associates	2015
Basildon Borough Settlement Hierarchy Review	Basildon Borough Council	2015
Basildon Borough Strategic Sites Outline Landscape Appraisals	The Landscape Partnership	2015
Basildon Borough Strategic Sites Outline Ecological Appraisals	Land Use Consultants	2015
Basildon Borough Urban Characterisation and Design Review	Basildon Borough Council	2015
Basildon Council PGG17 Open Space Assessment Part I	Basildon Borough Council	2010
Basildon Council PGG17 Open Space Assessment Part I - Open Space Assessment Gap Analysis	Basildon Borough Council	2015
Basildon Council PGG17 Open Space Assessment Part II	Basildon Borough Council	2011
Basildon District Leisure, Arts, Culture and Tourist Accommodation Study	White Young Green	2010
Basildon District Local Wildlife Sites Register	Basildon Borough Council	2009
Basildon District Nature Conservation Report - Phase 1 Habitat Survey	Essex Ecology Services Ltd	2005
Basildon Joint Strategic Needs Assessment (JSNA)	Clinical Commissioning Group	2012
Britain's Superfast Broadband Future	Department of Media, Culture and Sport	2011
British Gambling Prevalence Survey	Gambling Commission	2010

Title	Author	Date
Communications Infrastructure Report	Ofcom	2012
Essex Coast Landscape Character Assessment	Essex County Council	2005
Essex County Council Heritage At Risk Register (HARR)	Essex County Council	2013
Essex Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (ELNAAA)	Essex Local Authorities	2014
Essex Historic Environment Record (HER)	Essex County Council	2015
Essex Hotels Futures	Essex County Council	2009
Essex Landscape Character Assessment	Chris Blandford Associates	2013
Find My School	Ofsted	2011
Greater Essex Demographic and Household Forecasts	Edge Analytics	2012/2015
Health Effects of Climate Change in the UK	Health Protection Agency	2012
High Street Review	Mary Portas	2011
Living Landscape Project	Royal Society of Wildlife Trusts	2010
South Essex Strategic Housing Market Assessment (SHMA (2013))	ORS	2013
South Essex Strategic Housing Market Assessment (SHMA)	Turley Associates and Edge Analytics	2015
South Essex Water Cycle Study (WCS)	URS Scott Wilson	2011
Thames Gateway Historic Environment Characterisation Project	Historic England	2005
Thames Gateway South Essex Strategic Flood Risk Assessment Review Scoping Report	Scott Wilson	2009
Thames Gateway South Essex Strategic Housing Market Assessment	Opinion Research Services	2013
The Marmot Review	Michael Marmot	2010
The Medical Management of Problem Gamblers	British Medical Journal	2010

## Plans, Strategies and Guidance Documents

Title	Author	Date
Advice on Standards for School Premises	Department for Education	2015
Basildon Borough Asset Management Plan	Basildon Borough Council	2014

Title	Author	Date
Basildon Borough Community Strategy 2012-2036	Basildon Renaissance Partnership	2013
Basildon Borough Contaminated Land Strategy	Basildon Borough Council	2013
Basildon Borough Economic Development Strategy	Basildon Borough Council	2014
Basildon Borough Economic Development Policy	Basildon Borough Council	2014
Basildon Borough Infrastructure Delivery Plan (IDP)	Basildon Borough Council	2015
Basildon Borough Local Development Framework Core Strategy Preferred Options Report	Basildon Borough Council	2012
Basildon Borough Local Plan Core Strategy Revised Preferred Options Report	Basildon Borough Council	2013
Basildon Borough Planning Obligations Strategy SPD	Basildon Borough Council	2015
Basildon Borough Preliminary Draft CIL Charging Schedule	Basildon Borough Council	2015
Basildon Cycle Strategy (draft)	Essex Highways	2015
Basildon District Council Development Control Guidelines	Basildon Borough Council	1997
Basildon District Cultural Strategy	Basildon Borough Council	2006
Basildon District Local Plan	Basildon Borough Council	1998
Basildon District Local Plan Saved Policies	Basildon Borough Council	2007
Basildon Town Centre Masterplan	Basildon Borough Council/BWB	2012
Billericay Conservation Area Character Appraisal	Basildon Borough Council	2011
Billericay Conservation Area Management Plan	Basildon Borough Council	2011
Billericay Conservation Area Shop Front and Design Guide	Basildon Borough Council	2015
Biodiversity 2020: A strategy for England's wildlife and ecosystem services	Department for Environment, Food and Rural Affairs (Defra)	2011
Commissioning School Places in Essex 2014-2019	Essex County Council	2015
Cycling Delivery Plan 2014	Department for Transport	2014
Designing Gypsy and Traveller Sites - Good Practice Guide	Department for Communities and Local Government (DCLG)	2008
Dunton Garden Suburb Consultation Document	Basildon Borough Council and Brentwood Borough Council	2015

<b>Title</b>	<b>Author</b>	<b>Date</b>
Dunton Garden Suburb Statement of Consultation	Basildon Borough Council and Brentwood Borough Council	2015
Essex Adult Social Care Market Position Statement	Essex County Council	2012
Essex County Council and Southend-on-Sea Borough Council Waste Local Plan	Essex County Council and Southend-on-Sea Borough Council	2001
Essex County Council and Southend-on-Sea Borough Council Waste Replacement Waste Local Plan 2016-2025 (draft)	Essex County Council and Southend-on-Sea Borough Council Waste	2015
Essex Cycle Strategy	Essex County Council	2015
Essex Economic Growth Strategy	Essex County Council	2012
Essex Joint Health & Well-Being Strategy	Essex County Council	2012
Essex Local Transport Plan	Essex County Council	2011
Essex Local Transport Plan Development Management Policies	Essex County Council	2011
Essex Minerals Local Plan	Essex County Council	2014
Essex Sports Facilities Strategy 2007 – 2020	Strategic Leisure Limited	2008
Essex Transport Strategy	Essex Highways	2011
Essex Vehicle Parking Standards	Essex County Council	2009
Fixing the foundations: Creating a more prosperous nation	Department for Communities and Local Government (DCLG)	2015
Great Burstead Conservation Areas Character Appraisal	Basildon Borough Council	2011
Great Burstead Conservation Areas Management Plan	Basildon Borough Council	2011
Green Infrastructure Guidance	Natural England	2014
Groundwater Protection: Principles and Practice	Environment Agency	2013
Healthy Lives, Healthy People	The Department of Health	2010
Heatwave Plan for England	Public Health England and NHS England	2015
Helping you Create a Business Travel Plan	Essex County Council	2010
Land Affected by Contamination - Technical Guidance for Applicants and Developers	Essex Contaminated Land Consortium's	2014
Little Burstead Conservation Area Character Appraisal	Basildon Borough Council	2011
Little Burstead Conservation Area Management Plan	Basildon Borough Council	2011

Title	Author	Date
More Choice, Greater Voice	Department for Communities and Local Government (DCLG)	2008
National Planning Policy Framework (NPPF)	Department for Communities and Local Government (DCLG)	2012
National Standards for sustainable drainage systems	Department for Environment, Food and Rural Affairs (Defra)	2011
Nature Improvement Areas (NIA) Greater Thames Marshes Planning Policy Advice Note	Nature Improvement Partnership	2013
Noak Bridge Conservation Area Appraisal and Management Plan	Essex County Council	2010
Pitsea Town Centre Masterplan	Basildon Borough Council, Basildon Renaissance Partnership and GVA Grimley	2007
Planning Policy for Travellers Sites	Department for Communities and Local Government (DCLG)	2012
Planning Policy for Travellers Sites (Updated 2015)	Department for Communities and Local Government (DCLG)	2015
Planning Policy Guidance (PPG)	Department for Communities and Local Government (DCLG)	2014
Regional Customer Insight Programme	East of England Tourism	2009
Shaping Futures Market Position Statement 2015-2025	Essex County Council	2014
Skills Strategy 2015-2017	South East Local Enterprise Partnership (SELEP)	2014
South Essex Catchment Flood Management Plan	Environment Agency	2009
South Essex Surface Water Management Plan (SWMP)	URS Scott Wilson	2012
South Essex Watercycle Study (WCS)	URS Scott Wilson	2011
Strategic Economic Plan	South East Local Enterprise Partnership (SELEP)	2014
Sustainable Drainage Systems Design Guidance	Essex County Council	2014
Thames Estuary 2100 (TE2100 Plan)	Environment Agency	2012
Thames Gateway South Essex Green Grid Strategy	Thames Gateway South Essex	2005

<b>Title</b>	<b>Author</b>	<b>Date</b>
Thames Gateway South Essex Planning and Transport Strategy	Thames Gateway South Essex	2013
Thames River Basin Management Plan	Environment Agency	2009
The Essex Strategy 2008-2018	Essex County Council	2008
The Greater Essex Integrated County Strategy (ICS)	Essex County Council	2010
Urban Design Compendium	Home and Communities Agency	2000
Wickford Town Centre Regeneration Strategy	Basildon Borough Council	2013

## Appendix 2 Schedule of Local Centres

Settlement Area	Name of Local Centre
Basildon	Presidents Court, Hoover Drive, Laindon
	The Triangle, High Road, Langdon Hills
	Great Berry, Nightingales
	Station Approach, Laindon Station
	Kathleen Ferrier Court, Kathleen Ferrier Crescent, Laindon
	Ballards Walk, Lee Chapel South
	Kibcaps, The Knares, Lee Chapel South
	Clay Hill Road, Kingswood
	Cherrydown West
	Swanmead, Church Road, Vange
	Osier Drive, Steepleview
	Bull Parade, Clay Hill Road, Vange
	Riverview Centre, Vange
	Southview Park, Marsh View Court, Vange
	Chalvedon Court, Chalvedon, Pitsea
	Whitmore Way/Church Road, Fryerns
	Whitmore Way/Battleswick, Fryerns
	Felmores End, Felmores
	Rectory Road, Pitsea
	Paycocke Road
	Somercotes, Laindon
	Parkinsons Corner, Laindon
	Stacey's Corner, Timberlog Lane
	Local Shopping Parade, Beechwood Village
Billericay	Pantiles, Queens Park
	Perry Street, Queens Park
	Bush Hall Parade, Stock Road
	Bridge Parade, Gooseberry Green

<b>Settlement Area</b>	<b>Name of Local Centre</b>
	Morris Avenue, Sunnymede
	Meadow Rise
	Western Road
	Grange Road, South Green
	Radford Way, adjacent to Billericay Station
Wickford	Alderney Gardens, Runwell
	Apple Tree Way
	Southend Road, Hill Avenue
	Shotgate
	Nevendon Road
	Silva Island Way

## Appendix 3 Established Gypsy, Traveller and Travelling Showpeople Site/Yard Provision

### Established Gypsy and Traveller Site Provision in Basildon Borough

Site No.	Site Name	Pitch Total
BAS004	The Paddocks, Cranfield Park Avenue, Wickford	1
BAS005	The Lodge, Cranfield Park Avenue, Wickford	1
BAS006	Bradley, Cranfield Park Avenue, Wickford	1
BAS007	Mayfield, Cranfield Park Avenue, Wickford	1
BAS008	Smallfield, Cranfield Park Avenue, Wickford	1
BAS009	Walton Lodge, Cranfield Park Avenue, Wickford	1
BAS010	Land Rear of Walton Lodge, Cranfield Park Avenue, Wickford	1
BAS011	Lawtons/ The Barn, Cranfield Park Avenue, Wickford	2
BAS020	The Willows, Hovefields Avenue, Wickford	1
BAS021	Meadow End, Hovefields Avenue, Wickford	1
BAS022	The Barn, Hovefields Avenue, Wickford	1
BAS023	The Orchard, Hovefields Avenue, Wickford	1
BAS025	Haywoods, Hovefields Avenue, Wickford	1
BAS026	Green Meadows, Hovefields Avenue, Wickford	1
BAS027	Meadow Trees, Hovefields Avenue, Wickford	1
BAS028	New Fields, Hovefields Avenue, Wickford	1
BAS029	Meadowfields, Hovefields Avenue, Wickford	1
BAS030	Meadow View, Hovefields Avenue, Wickford	1
BAS035	Five Oaks Farm, Oak Lane, Crays Hill	1
BAS036	Land North of 6a, Oak Lane, Crays Hill	1
BAS037	Plot 6a, Oak Lane, Crays Hill	1
BAS038	6a, Oak Lane, Crays Hill	1
BAS039	Oak Tree Farm, Oak Lane, Crays Hill	1
BAS040	Oak Farm, Oak Lane, Crays Hill	1
BAS041	Omar, Oak Lane, Crays Hill	1

Site No.	Site Name	Pitch Total
BAS042	Land at Oak Lane, Oak Lane, Crays Hill	1
BAS043	Oak Stables, Oak Lane, Crays Hill	1
BAS045	Plot 11 to 44, Oak Lane	35
BAS046	2 Lawrence Road, Pound Lane, North Benfleet	1
BAS047	The Paddocks, Grange Road, North Benfleet	1
BAS048	Little Meadows, Pound Lane, North Benfleet	1
BAS049	The Lilies, Pound Lane, North Benfleet	1
BAS050	Savannah's Place, Pound Lane, North Benfleet	1
BAS051	Plot 1, The Willows, Pound Lane, North Benfleet	1
BAS052	Plot 2, The Willows, Pound Lane, North Benfleet	1
BAS053	The Elms, Windsor Road, North Benfleet	1
BAS054	Four Oaks, Windsor Road, North Benfleet	1
BAS056	Rose Cottage, Windsor Road, North Benfleet	1
BAS057	Copernicus, Windsor Road, North Benfleet	1
BAS058	Belvedera, Windsor Road, North Benfleet	1
BAS063	Journeys End, Victor Avenue, Pitsea	1
BAS064	Mandalay Cottage, Victor Avenue, Pitsea	1
BAS065	Plot 97, Hertford Drive, Fobbing	1
BAS066	Plot 98, Hertford Drive, Fobbing	1
BAS068	The Chalet, Nethermayne, Basildon	1
BAS069	Sadlers Park, London Road, Pitsea	3
BAS070	Hovefields Caravan Site, Hovefields Avenue, Basildon	25
BAS071	Chadville, A127 Southend Arterial Road, Basildon	1
BAS073	Nashville Farm, Church Road, Dunton	1
BAS075	Fox Gardens, Oak Road, Crays Hill	1
BAS080	Land East Newlands Farm, Newlands Road, Wickford	1
BAS082	Blossom, Harrow Road, North Benfleet	1
BAS083	Rear of Blossom, Harrow Road, North Benfleet	1
BAS084	Foxgrove, Harrow Road, North Benfleet	1

Site No.	Site Name	Pitch Total
BAS117	Gardiners Way, Basildon <sup>(17)</sup>	15
BAS0148	Green Meadows, Hovefields Avenue	1

### Established Travelling Showpeople Yard Provision in Basildon Borough

Site No.	Site Name
BAS079	Whitegates

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17 Resolution to grant planning permission awarded, subject to a S106 agreement

## Appendix 4 New Gypsy and Traveller Site or Park Home Provision

### New Urban Gypsies and Traveller or Park Home Provision

Site No.	Site Name	Additional Pitch Total
BAS128	Former Allotments, Haslemere Road, Wickford	10
	<b>TOTALS</b>	<b>10</b>

### New Green Belt Gypsy and Traveller Site or Park Home Provision

Site No.	Site Name	Additional Pitch Total
BAS002	Fairview, Cranfield Park Avenue, Wickford	1
BAS005	The Lodge, Cranfield Park Avenue, Wickford	2
BAS009	Walton Lodge, Cranfield Park Avenue, Wickford	1
BAS010	Land Rear of Walton Lodge, Cranfield Park Avenue, Wickford	1
BAS011	The Lawtons/The Barns, Cranfield Park Avenue, Wickford	2
BAS012	Betterview, Cranfield Park Avenue, Wickford	1
BAS013	Southview, Cranfield Park Avenue, Wickford	1
BAS014	Willow View, Cranfield Park Avenue, Wickford	2
BAS015	Woodview, Cranfield Park Avenue, Wickford	2
BAS016	Oakview, Cranfield Park Avenue, Wickford	1
BAS017	Little Acres, Cranfield Park Avenue, Wickford	1
BAS018	Northview, Cranfield Park Avenue, Wickford	1
BAS019	The Pump House, Hovefields Avenue, Wickford	1
BAS021	Meadow End, Hovefields Avenue, Wickford	1
BAS022	The Barn, Hovefields Avenue, Wickford	3
BAS023	The Orchard, Hovefields Avenue, Wickford	1
BAS024	Plot 6, Hovefields Avenue, Wickford	2
BAS025	Haywoods, Hovefields Avenue, Wickford	3
BAS026	Meadowfields, Hovefields Avenue, Wickford	1
BAS027	Meadow Trees, Hovefields Avenue, Wickford	2
BAS029	Middle Meadows, Hovefields Avenue, Wickford	2
BAS031	The Paddocks/Hatchertang, Hovefields Avenue, Wickford	2

Site No.	Site Name	Additional Pitch Total
BAS035	Five Oaks Farm, Oak Lane, Crays Hill	2
BAS036	Land North of 6a, Oak Lane, Crays Hill	1
BAS037	Plot 6a, Oak Lane, Crays Hill	1
BAS040	Oak Farm, Oak Lane, Crays Hill	1
BAS042	Land at Oak Lane, Oak Lane, Crays Hill	1
BAS043	Oak Stables, Oak Lane, Crays Hill	1
BAS047	The Paddocks, Grange Road, North Benfleet	1
BAS061	Murray Farm, Acacia Road, North Benfleet	1
BAS068	The Chalet, Nethermayne, Basildon	1
BAS074	The Depot, Pips Hill Road North, Crays Hill	1
BAS077	The Burrows, Lower Park Road, Wickford	5
BAS078	1 The Burrows, Lower Park Road, Wickford	3
BAS085	Rear of Foxgrove, Harrow Road, North Benfleet	1
BAS105	Empire House, Brickfield Road, Vange	1
BAS109	Land West of Burnwood, Windsor Road, North Benfleet	1
BAS110	Land at Readers Yard and Willows, Off High Road and Moores Avenue, Fobbing	2
BAS115	Plots 4 and 5, Hovefields Avenue, Wickford	3
BAS148	Green Meadows, Hovefields Avenue, Wickford	1
<b>TOTALS</b>		<b>62</b>

# Appendix 5 Open Spaces, Indoor Sports Provision and Community Facilities

## Open Space Standards

- 5.1** The Open Space Standards provide a simple transparent and robust view of the needs of the Borough in regards to the accessibility, quality and quantity of open space. These standards have been summarised below, however the full version of the study, which gives further detail of these standards, is contained within the *PPG17 Open Space Assessment Part I, March 2010 and Part II (2011)* is available on [www.basildon.gov.uk](http://www.basildon.gov.uk).

### Accessibility Standards

People living and working in Basildon Borough should not have to travel more than 400m to reach at least one of the following accessible typologies:

- Urban Parks and Gardens (including Country Parks)
- Natural or Semi-Natural Green Space
- Amenity Green Space

**This is approximately a 6 minute walk.**

In addition, people living and working in Basildon Borough should not have to travel more than 2km to reach the following typologies:

- Urban Park and Gardens (including Country Parks)
- Natural or Semi-Natural Green Space
- Outdoor Sports Facilities
- Allotments and Community Gardens

### Quality Standards

Open Spaces should be improved and enhanced to meet the Quality Vision where possible.

With the exception of Urban Parks and Gardens and Civic Spaces, each open space should achieve a minimum score of 50% (a higher-reasonable rating), or at least maintain the rating as determined in the *PPG17 Open Space Assessment Part I* document, whichever is the higher.

Urban Parks and Gardens and Civic Spaces, due to their more extensive use and range of functions, should achieve a minimum quality score of 60% (a 'good' rating), or at least maintain the rating as determined in the *PPG17 Open Space Assessment Part I* document, whichever is the higher.

New open spaces, defined as those not included in the 2007 audit, will be expected to achieve a 'good' quality rating as determined in the *PPG17 Open Space Assessment Part I* document and shall be maintained to this standard for a minimum of 20 years. Good urban design principles should be used to inform the layout of new open space.

Spaces scoring less than 50%, as determined by the *PPG17 Open Space Assessment Part I* document, should be considered for improvement and enhancement as identified through the Council's quality audit to meet the demands of stakeholders.

### Quantity Standards

A minimum of 5.7ha of accessible open space should be available per 1,000 population of each settlement area in the following proportions:

- 2.6ha of Natural Green Space
- 3.1ha of Urban Park and Garden (including Country Parks) or Amenity Green Space
- An appropriate level of outdoor sports provision should be available per 1,000 population of each settlement area (which has been informed by the *PPG17 Playing Pitch Assessment*)

### FOR NEW DEVELOPMENT IN URBAN AREAS

New development in urban areas should contribute a minimum of 46sq.m of accessible open space in the following proportions, calculated by projected occupancy and the number of new net residential units, having considered the specific requirements of the settlement area and subject to the following criteria:

- 21sq.m of Natural and Semi-Natural Green Space
- 25sq.m of Urban Park and Garden (including Country Parks) or Amenity Green Space, and
  - (a) For development that would achieve the applicable Accessibility Standard to open space, without the need for new on site provision, contribution will be required to enhance the Quality Standard of open spaces in the vicinity and/or making improvements to the links between them and the development site.
  - (b) For development sites of 1ha or greater, that do not meet the Accessibility Standard, new open space provision will need to be made on site and integrated in to the development's layout and design, so long as its size can be equal to or greater than 0.1ha.
  - (c) Where new on-site open space provision would otherwise be smaller than 0.1ha (and therefore discouraged) equivalent contributions for the enhancement of open spaces in the vicinity will be required.

### FOR NEW DEVELOPMENTS OUTSIDE URBAN AREAS

New development outside of the urban boundary will contribute to the provision of open space in line with the expected standards, having taken account of the specific needs and priorities of the settlement area. This will be based on the following criteria:

- 26m<sup>2</sup> of Natural and Semi-Natural and Semi-Natural Green Space
- 31m<sup>2</sup> of Urban Park and Garden (including Country Park) or Amenity Green Space.

- 5.2** Each of these standards can not be read in isolation and must be balanced with the other standards given in the *PPG17 Open Space Assessment Part I*.

### Indoor Sports and Recreational Standards

- 5.3** The tables below outline the projected requirements of indoor sport and recreation facilities requirements for the Borough. The assumptions and details of the results displayed below can be found within the *Basildon Borough Indoor Sports and Recreational Study, October 2012*.

#### Swimming Pools

**Recommended Local Standard of Provision = 17sq.m per 1000 population**

2012 Total Water Space Provision	Capacity = 2,885m <sup>2</sup>
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<b>Recommended Local Standard of Provision = 17sq.m per 1000 population</b>	
2012 Population	173,400
Capacity Ratio per 1,000 population	16.46m <sup>2</sup> per 1000 population

## Sports Halls

<b>Recommended Local Standard of Provision = 60sq.m per 1000 population</b>	
2012 Total Sports Hall Provision	10,393m <sup>2</sup>
2012 Population	173,400
Capacity Ratio per 1,000 population	59.94m <sup>2</sup>

## Health and Fitness

<b>Recommended Local Standard of Provision = 5.9 stations per 1000 population</b>	
2012 Total Fitness Station Provision	1,026
2012 Number of Visits in One-Hour Peak Time	572
2012 Population	173,400
Capacity Ratio per 1,000 population	5.9

## Indoor Bowls

<b>Recommended Local Standard of Provision = 0.4 rinks per 1000 population</b>	
2012 Total Indoor Bowls Provision	NIL
National Average Provision	0.4 per 1000 population

## Indoor Tennis

<b>Recommended Local Standard of Provision = 0.05 courts per 1000 population</b>					
Year	Population (16+)	Current	Courts per 1,000 population	Required	Courts per 1,000
2012	138,140	8	0.05	7.3	0.05

## Playing Pitch Standards

- 5.4** Playing pitches are defined as all such provision owned by Basildon Borough Council, Essex County Council, or provided through private or voluntary sectors, that are formally or informally available for use by the community. Facilities include seasonal sports pitches for football, cricket and rugby and fixed sports spaces for synthetic turf pitches, tennis courts, netball courts and outdoor bowls.
- 5.5** Below is a brief summary of the projected provisions of various outdoor sports facilities in the Borough over the plan period. More detailed information on these figures is provided in the Basildon *Playing Pitch Strategy Review 2011 Technical Addendum, RQA Ltd, November 2011*.

### Football Pitches - Population Growth/Demand Matrix Outcomes

2021	
Adult Pitches	Projected shortfall of 5 (LOW growth) to 10 (HIGH)
Junior Pitches	Projected shortfall of 30 (LOW) to 35 (HIGH)
2031	
Adult Pitches	Projected shortfall of 7 (LOW growth) to 15 (HIGH)
Junior Pitches	Projected shortfall of 33 (LOW) to 40 (HIGH)

- 5.6** The growth rates in the above table (LOW-HIGH) are explained further in the *Basildon Playing Pitch Strategy Review 2011 - Technical Addendum* background paper which is available at [www.basildon.gov.uk](http://www.basildon.gov.uk).

### Other Outdoor Sports Facilities - Recommended Local Standards

Typology	Proposed Standard per 1,000 Pop <sup>n</sup>	2008/09 provision shortfall	Scenario 1 LOW requirement (shortfall)	Scenario 2 MEDIUM requirement (shortfall)	Scenario 3 HIGH requirement (shortfall)
Sports Pitches	1.5 ha (15m <sup>2</sup> per person)	97 (adult 60 & junior 37)	A) 270 ha B) 280.5 ha	A) 279 ha B) 292.5 ha	A) 288 ha B) 307.5 ha
Synthetic Turf Pitches	257m <sup>2</sup> (0.4f/s pitch) (0.26m <sup>2</sup> per person) 1 Pitch per 25,000 pop <sup>n</sup>	3 pitches (shortfall of 4 pitches)	A) 7.2 pitches B) 7.48 pitches (shortfall of 4-4.5 pitches)	A) 7.44 pitches B) 7.8 pitches (shortfall of 4-5.5 pitches)	A) 7.68 pitches B) 8.2 pitches (shortfall 5 pitches)
Outdoor Tennis Courts	0.8 courts 2 courts per 2,500 pop <sup>n</sup>	39 courts	A) 144 courts (shortfall 106) B) 150 (shortfall 117)	A) 149 (shortfall 110) B) 156 (shortfall 117)	A) 154 (shortfall 115) B) 164 (shortfall 125)

- 5.7** The growth rates in the above table (LOW-HIGH) are explained further in the *Basildon Playing Pitch Strategy Review 2011 - Technical Addendum* background paper which is available at [www.basildon.gov.uk](http://www.basildon.gov.uk).

### Netball Courts

- 5.8** Regional and local consultations indicate that the Borough's current provision is meeting its demand.

## Outdoor Bowls

- 5.9** No specific figures have been provided, however it is noted that Basildon Borough has an ageing demographic and the demand for bowls facilities may increase.

## Open Spaces

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Lake Meadows	Radford Crescent	Billericay & Burstead	Public	Urban Parks and Gardens
Mountnessing Road Open Space	Pleasant Drive	Billericay & Burstead	Public	Natural and Semi-natural Open Space
Hannakins Farm	Rosebay Avenue	Billericay & Burstead	Public	Outdoor Sports Facility
Queens Park Country Park	Rosebay Avenue	Billericay & Burstead	Public	Urban Parks and Gardens
Former Moat House School	Church Road	Basildon	Private	Urban Parks and Gardens
Land at Nethermayne	Kingswood	Basildon	Public/Private	Natural and Semi-Natural Open Space
Crays Hill Allotment Gardens	Southend Road, Crays Hill	Noak Bridge & Ramsden	Public	Allotment and Community Garden
St Mary's Church	Church Lane, Ramsden Crays	Noak Bridge & Ramsden	Private	Cemeteries and Churchyards
Wickford Market	Market Road/Woodlands Road	Wickford	Public	Civic Space
St. Martin's Square	St. Martin's Square	Basildon	Public	Civic Space
Town Square	Town Square	Basildon	Public	Civic Space
Market Square	Market Square	Basildon	Public	Civic Space
Northlands Pavement	Northlands Pavement	Basildon	Public	Civic Space
St. Mary's Church	Rectory Road, Little Burstead	Billericay & Burstead	Private	Cemeteries and Churchyards
St. Mary Magdalene Church	Church Street, Great Burstead	Billericay & Burstead	Private	Cemeteries and Churchyards
Great Burstead Cemetery	Church Street, Great Burstead	Billericay & Burstead	Public	Cemeteries and Churchyards

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Chapel Street Burial Ground	Chapel Street	Billericay & Burstead	Private	Cemeteries and Churchyards
St. Mary's Church	Church Road, Ramsden Bellhouse	Noak Bridge & Ramsden Bellhouse	Private	Cemeteries and Churchyards
Wickford Cemetery	Park Drive	Wickford	Public	Cemeteries and Churchyards
Runwell Road Burial Ground	Runwell Road	Wickford	Private	Cemeteries and Churchyards
St. Catherine's Church	Southend Road	Wickford	Private	Cemeteries and Churchyards
St. Nicholas' Church	Church Hill	Basildon	Private	Cemeteries and Churchyards
Church of the Holy Cross	Church Road	Basildon	Private	Cemeteries and Churchyards
All Saint's Church	London Road, Vange	Basildon	Private	Cemeteries and Churchyards
St. Michael's Church	Brackendale Avenue	Basildon	Private	Cemeteries and Churchyards
St. Margaret's Church	Church Road, Bowers Gifford	Basildon	Private	Cemeteries and Churchyards
Pitsea Cemetery	Church Road, Bowers Gifford	Basildon	Public	Cemeteries and Churchyards
Market Road Allotments	Market Road	Wickford	Public	Allotment and Community Garden
Barn Hall Allotments	Haslemere Road	Wickford	Public	Allotment and Community Garden
Pendle Drive Allotments	Pendle Drive	Basildon	Public	Allotment and Community Garden
Holden Gardens Allotments	Holden Gardens	Basildon	Public	Allotment and Community Garden
St. James' Road Allotments	St. James' Road	Basildon	Public	Allotment and Community Garden
Bowers Gifford Allotments	London Road, Bowers Gifford	Basildon	Public	Allotment and Community Garden
Langdon Hills Country Park	High Road, Langdon Hills	Basildon	Public Essex CC	Urban Parks and Gardens

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
One Tree Hill Country Park	One Tree Hill, Basildon	Basildon	Public Essex CC	Urban Parks and Gardens
Wat Tyler Country Park	Pitsea Hall Lane	Basildon	Public	Urban Parks and Gardens
The Wick Country Park	Tresco Way	Wickford	Public	Urban Parks and Gardens
Sun Corner	Land SW of Laindon Road/London Road	Billericay & Burstead	Public	Amenity Green Space
South Green	Grange Road/Southend Road	Billericay & Burstead	Unknown	Amenity Green Space
Great Burstead Common	Laindon Common Road, Little Burstead	Billericay & Burstead	Unknown	Amenity Green Space
Little Burstead Common and War Memorial	Rectory Road/Laindon Common Road	Noak Bridge & Ramsden	Unknown	Amenity Green Space
Steepleview Open Space	High Road North	Basildon	Public	Amenity Green Space
Crays Hill Recreation Ground	Southend Road, Crays Hill	Noak Bridge & Ramsden	Public	Amenity Green Space
Elder Avenue Recreation Ground	Elder Avenue	Wickford	Public	Amenity Green Space
Wickford Memorial Park	Whist Avenue	Wickford	Public	Urban Parks and Gardens
Gloucester Park	Cranes Farm Road/Upper Mayne	Basildon	Public	Urban Parks and Gardens
Victoria Park	Fenton Way	Basildon	Public	Urban Parks and Gardens
Whitmore Park	Whitmore Way	Basildon	Public	Urban Parks and Gardens
Mopsies Park	Hockley Green	Basildon	Public	Urban Parks and Gardens
Northlands Park	Felmores	Basildon	Public	Urban Parks and Gardens
Rushley Park	Burnt Mills Road/Rushley	Basildon	Public	Urban Parks and Gardens
Howard Park	Howard Crescent	Basildon	Public	Urban Parks and Gardens

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Stock Brook Manor Country Club	Queens Park Avenue	Billericay & Burstead	Private	Outdoor Sports Facility
Billericay Cricket Club	Blunts Wall Road	Billericay & Burstead	Private	Outdoor Sports Facility
Billericay Tennis Club	Blunts Wall Road	Billericay & Burstead	Private	Outdoor Sports Facility
Billericay Town Football Club	Blunts Wall Road	Billericay & Burstead	Public	Outdoor Sports Facility
The Burstead Golf Club	Tye Common Road	Billericay & Burstead	Private	Outdoor Sports Facility
Sports Ground adj. To Burstead Village Inn	Laindon Common Road, Little Burstead	Billericay & Burstead	Private	Outdoor Sports Facility
Noak Hill Golf Course	Noak Hill Road	Billericay & Burstead	Private	Outdoor Sports Facility
Forest Glade Football Club	Barleylands Road	Noak Bridge & Ramsden	Private	Outdoor Sports Facility
The Belvedere Driving Range	Hardings Elms Road	Noak Bridge & Ramsden	Private	Outdoor Sports Facility
Woolshots Road Playing Field	Woolshots Road, Crays Hill	Noak Bridge & Ramsden	Public	Outdoor Sports Facility
Nevendon Road Recreation Ground	Nevendon Road	Wickford	Public	Amenity Green Space
Wickford Cricket Ground	Swan Lane/Runwell Road	Wickford	Private	Outdoor Sports Facility
Eversley Football Ground	Crown Avenue, Eversley	Basildon	Private	Outdoor Sports Facility
St Gabriels Church Recreation Ground	Rectory Road	Basildon	Private	Outdoor Sports Facility
Basildon Golf Course	R/O Sparrows Herne	Basildon	Public	Outdoor Sports Facility
Mopsies Park East (Basildon Cricket Club)	Timberlog Close	Basildon	Public	Outdoor Sports Facility
Archers Field, Former Laindon School Playing Field	Bourne Avenue	Basildon	Private	Outdoor Sports Facility
Fryerns Boys Club Recreation Ground	Pendle Close	Basildon	Public	Outdoor Sports Facility

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Holy Cross Recreation Ground	Church Road	Basildon	Public	Outdoor Sports Facility
Basildon Rifle Club	Off Gardiners Lane South	Basildon	Private	Outdoor Sports Facility
Basildon Football Club	Off Gardiners Lane South	Basildon	Private	Outdoor Sports Facility
Basildon Rugby Club	Off Gardiners Lane South	Basildon	Private	Outdoor Sports Facility
Ford Sports Club (North)	Off Gardiners Lane South	Basildon	Private	Outdoor Sports Facility
Ford Sports Club (South)	Off Gardiners Lane South	Basildon	Private	Outdoor Sports Facility
BAE Systems Club, Gardiners Lane South	Off Gardiners Lane South	Basildon	Private	Outdoor Sports Facility
Royal Mail Sports and Social Club	Off Gardiners Lane South	Basildon	Private	Outdoor Sports Facility
Land North of Hannakins Farm Recreation Ground	Rosebay Avenue	Billericay & Burstead	Public	Natural and Semi-natural Open Space
Land at Regents Drive/Rosebay Avenue	Regents Drive/Rosebay Avenue	Billericay & Burstead	Public	Natural and Semi-natural Open Space
Land South of Hannakins Farm Recreation Ground	Linda Gardens	Billericay & Burstead	Private	Natural and Semi-natural Open Space
Norsey Wood	Outwood Common Road/Break Egg Hill	Billericay & Burstead	Public	Natural and Semi-natural Open Space
Mill Meadows	Southend Road/Greens Farm Lane	Billericay & Burstead	Public	Natural and Semi-natural Open Space
Laindon Common	Laindon Common Road	Billericay & Burstead	Unknown	Natural and Semi-natural Open Space
Noak Bridge Coppice	Coppice Lane/Bridge Street, Noak Bridge	Basildon	Public	Natural and Semi-natural Open Space
Noak Bridge Nature Reserve	Eastfield Road, Noak Bridge	Noak Bridge & Ramsden	Public	Natural and Semi-natural Open Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Land at junction of Harding Elms Road/Wash Road	Harding Elms Road/Wash Road	Noak Bridge & Ramsden	Public	Natural and Semi-natural Open Space
Giddings Copse Nature Reserve	Royal Oak Drive	Wickford	Public	Natural and Semi-natural Open Space
Nevendon Bushes	Burnt Mills Road	Basildon	Public	Natural and Semi-natural Open Space
Land North of Trenham Avenue	Trenham Avenue	Basildon	Private	Natural and Semi-natural Open Space
Land South of Trenham Avenue	Trenham Avenue	Basildon	Public	Natural and Semi-natural Open Space
Vange Marshes	South of A13	Basildon	Public	Natural and Semi-natural Open Space
Vange Hill Local Nature Reserve	Vange Hill Drive	Basildon	Public	Natural and Semi-natural Open Space
Land at Brickfield Road/Victoria Road	Brickfield Road/Victoria Road	Basildon	Public	Natural and Semi-natural Open Space
Land at Nethermayne, adj. To Bells Hill Road	Nethermayne	Basildon	Public	Natural and Semi-natural Open Space
Land at Nethermayne and Cherrydown West	Nethermayne	Basildon	Public	Natural and Semi-natural Open Space
Langdon Hills Complex	Staneway	Basildon	Public/ Private	Natural and Semi-natural Open Space
Westley Heights Mast Site and Environs	Dry Street/B1007	Basildon	Public/ Private	Natural and Semi-natural Open Space
Langdon Hills Nature Reserve	B1007/Forest Glade/Lower Dunton Road	Basildon	Public/ Private	Natural and Semi-natural Open Space
Land North of St. Nicholas Church	Church Hill	Basildon	Private	Natural and Semi-natural Open Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Land at Church Hill	Church Hill	Basildon	Public	Natural and Semi-natural Open Space
Church Hill Open Space	Church Hill	Basildon	Public	Natural and Semi-natural Open Space
St. Nicholas Open Space	Church Hill/St. Nicholas Lane	Basildon	Public	Natural and Semi-natural Open Space
Festival Lake Waterfront Walk	Waterfront Walk	Basildon	Private	Natural and Semi-natural Open Space
Botelers	Off Whitmore Way	Basildon	Public	Natural and Semi-natural Open Space
Land north of Whitmore County Primary School	Off Cranes Farm Road	Basildon	Private	Natural and Semi-natural Open Space
Land at Lampern Crescent	Lampern Crescent/Queens Park Avenue	Billericay & Burstead	Private	Natural and Semi-natural Open Space
Land adj. Billericay Baptist Church	The Copse/Perry Street	Billericay & Burstead	Public	Amenity Green Space
Land at Hollyford	Hollyford/Stock Road/Mercer Road	Billericay & Burstead	Public/ Private	Amenity Green Space
Land at front of Mayflower School	Stock Road	Billericay & Burstead	Public Essex CC	Amenity Green Space
Land behind Mayflower School playing fields	Behind Mayflower School, Stock Road	Billericay & Burstead	Public Essex CC	Amenity Green Space
Land at Mercer Road	Mercer Road/Meade Road	Billericay & Burstead	Public	Amenity Green Space
Land at Felsted Road	Felsted Road/Dedham Close	Billericay & Burstead	Public	Amenity Green Space
Outwood Common	Greenway/Morris Avenue	Billericay & Burstead	Unknown	Amenity Green Space
Land at David's Walk	David's Walk/Greens Farm Lane	Billericay & Burstead	Public/ Private	Amenity Green Space
Land at Daines Road	Daines Road/Jacksons Lane	Billericay & Burstead	Unknown	Amenity Green Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Land at Home Meadows	Home Meadows	Billericay & Burstead	Public/ Private	Amenity Green Space
Land at London Road	London Road/Mountnessing Road	Billericay & Burstead	Unknown	Amenity Green Space
Land at Langham Crescent Estate	Langham Crescent	Billericay & Burstead	Public	Amenity Green Space
Land at Langham Crescent Estate	Langham Crescent	Billericay & Burstead	Public	Amenity Green Space
Land at Stonechat Road	Stonechat Road/Beams Way	Billericay & Burstead	Public	Amenity Green Space
Passingham Close Open Space	Passingham Close/Froden Brook	Billericay & Burstead	Public	Amenity Green Space
Land at St. Mary Magdalene Church Hall	Church Street, Great Burstead	Billericay & Burstead	Unknown	Amenity Green Space
Steepleview Community Centre	Noak Bridge & Ramsden	Basildon	Public	Amenity Green Space
Land South of Hornbeam Way	Hornbeam Way	Noak Bridge & Ramsden	Public	Natural and Semi-natural Open Space
South Wash Road Open Space	South Wash Road/Wash Road	Noak Bridge & Ramsden	Public	Amenity Green Space
Church Road Open Space	Church Road, Ramsden Bellhouse	Noak Bridge & Ramsden	Public	Amenity Green Space
Land adj. To River Crouch	London Road	Wickford	Unknown	Natural and Semi-natural Open Space
Land Rear of Spencers Court	Irvon Hill Road	Wickford	Public	Natural and Semi-natural Open Space
Land at Albany Road	Albany Road	Wickford	Public	Amenity Green Space
Land adj. To A132 (West side)	A132	Wickford	Unknown	Amenity Green Space
Land at Salcott Crescent	Salcott Crescent	Wickford	Public	Amenity Green Space
Land at Cranfield Park Road	Cranfield Park Road/Upper Park Road	Wickford	Public	Amenity Green Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Land at Scott Drive	Maitland Road/Scott Drive/The Broadway	Wickford	Public	Amenity Green Space
Land at Speyside Walk	Speyside Walk	Wickford	Public	Amenity Green Space
Barn Hall Playing Fields	Haslemere Road	Wickford	Public	Amenity Green Space
Southend Road Recreation Ground	Southend Road	Wickford	Unknown	Outdoor Sports Facility
Fanton Chase Recreation Ground	Fanton Chase/Hodgson Way	Wickford	Public	Amenity Green Space
Land at Hodgson Way	Hodgson Way/Fanton Chase	Wickford	Public	Amenity Green Space
Paddock's Recreation Ground	Pound Lane/Kathleen Ferrier Crescent	Basildon	Public	Amenity Green Space
Land at Royal Court Flats	Powell Road/King Edward Road	Basildon	Public	Amenity Green Space
Manor House Recreation Ground	Worthing Road/Russell Close	Basildon	Public	Amenity Green Space
Land at Roosevelt Road	Roosevelt Road/Eisenhower Road	Basildon	Public	Amenity Green Space
Presidents Court Open Space	Durham Road/Hoover Drive	Basildon	Public	Amenity Green Space
Land adj. To West Mayne and Mandeville Way	West Mayne/Mandeville Way	Basildon	Public	Natural and Semi-natural Open Space
Land at Coopersales	Coopersales/Jefferson Avenue	Basildon	Public	Amenity Green Space
Land adj. To Mandeville Way (South West side)	Mandeville Way	Basildon	Public	Natural and Semi-natural Open Space
Land adj. To Mandeville Way (South side)	Mandeville Way	Basildon	Public	Natural and Semi-natural Open Space
Land adj. To Mandeville Way (South East side)	Mandeville Way	Basildon	Public	Natural and Semi-natural Open Space
Land at Northampton Grove	Northampton Grove/Forest Glade	Basildon	Public	Amenity Green Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Langdon Hills Recreation Ground	New Avenue	Basildon	Public	Amenity Green Space
Land R/O Heathleigh Drive	Heathleigh Drive	Basildon	Public	Amenity Green Space
Land adj. To Nightingales	Nightingales	Basildon	Public	Amenity Green Space
Land at Pittfields	Pittfields/Elderberry Close	Basildon	Public	Amenity Green Space
Berry Boys Club	Valence Way	Basildon	Public	Amenity Green Space
Land at Valance Way	Valance Way	Basildon	Public	Amenity Green Space
Land at Staneway (South Side)	Staneway	Basildon	Public	Amenity Green Space
Land at Laindon Centre	High Road	Basildon	Private	Amenity Green Space
Land South of Laindon Centre	High Road/Laindon Link	Basildon	Public/ Private	Amenity Green Space
Land at Spire Road	Spire Road/Hermitage Drive/St. Lukes Close	Basildon	Private	Amenity Green Space
Land at The Frame	Markhams Chase/The Frame	Basildon	Public	Amenity Green Space
Gloucester Park West	Ballards Walk	Basildon	Public	Amenity Green Space
Land at Thornbush	Thornbush/Ballards Walk	Basildon	Public	Amenity Green Space
Markhams Chase Recreation Ground	Markhams Chase/Laindon Link	Basildon	Public	Outdoor Sports Facility
Land at Great Oxcroft	Great Oxcroft/Little Oxcroft	Basildon	Public	Amenity Green Space
Land at Five Links	Elizabeth Way	Basildon	Public	Amenity Green Space
Yardeley Playground	Yardeley/Shepeshall	Basildon	Public	Amenity Green Space
Land at Raphaels	Raphaels/Rise Park	Basildon	Public	Amenity Green Space
Land adj. To Laindon Link (North Side)	Laindon Link	Basildon	Public	Amenity Green Space
Land North of Miles Gray Road	Miles Gray Road	Basildon	Public	Amenity Green Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Land North of Christopher Martin Road	Christopher Martin Road	Basildon	Public	Amenity Green Space
Land at Cranes Farm Road	Cranes Farm Road/East Mayne	Basildon	Public	Amenity Green Space
Land between Pendle Close and East Mayne	Pendle Close	Basildon	Public	Amenity Green Space
Land at Pendle Drive	Pendle Drive	Basildon	Public	Amenity Green Space
Land at Denys Drive	Denys Drive	Basildon	Public	Amenity Green Space
Land at Chesterford Gardens/Craylands	Chesterford Gardens	Basildon	Public	Amenity Green Space
Land at Fryerns School	Peterborough Way, Craylands	Basildon	Public Essex CC	Amenity Green Space
Land adj. To Craylands	Craylands	Basildon	Public/ Private	Amenity Green Space
Land at Broadmayne/Lincoln Road (East)	Lincoln Road	Basildon	Public	Amenity Green Space
Land at Broadmayne/Lincoln Road (West)	Lincoln Road/Craylands	Basildon	Public	Amenity Green Space
Barrington Gardens Playground	Barrington Gardens/The Fryth	Basildon	Public	Amenity Green Space
Fryerns East Recreation Ground	Whitmore Way/Danbury Down/Quilters Straight	Basildon	Public	Amenity Green Space
Land at Cranes Lane	Cranes Lane	Basildon	Public	Natural and Semi-natural Open Space
Land at Little Spenders	Little Spenders	Basildon	Public	Amenity Green Space
Playground at The Hatherley	The Hatherley	Basildon	Public	Amenity Green Space
Land at Audley Way	Audley Way/Broadmayne	Basildon	Public	Amenity Green Space
Land adj. To Broadmayne	Broadmayne/Long Riding	Basildon	Public	Amenity Green Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Land behind Priors Close	Priors Close	Basildon	Public	Amenity Green Space
Land at Pinmill/Church Road	Pinmill/Broadmayne/Church Road	Basildon	Public	Amenity Green Space
Land at Fairlop Gardens/Broadmayne	Fairlop Gardens	Basildon	Public	Amenity Green Space
Barstable Play Area	Long Riding	Basildon	Public	Amenity Green Space
Land at Rear of Gordon Road	Gordon Road	Basildon	Public	Amenity Green Space
Land at Fairview Road	Fairview Road/Church Road	Basildon	Public	Amenity Green Space
Land at West Thorpe	West Thorpe/East Thorpe	Basildon	Public	Amenity Green Space
Land at Rear of Great Gregorie	Great Gregorie/Ardleigh	Basildon	Public	Amenity Green Space
Kingswood Open Space	Clay Hill Road	Basildon	Public	Amenity Green Space
Land at Mistley Path	Mistley Path	Basildon	Public	Amenity Green Space
Swanmead Recreation Ground	Church Road	Basildon	Public	Amenity Green Space
Land between London Road and Moss Close	London Road	Basildon	Public	Amenity Green Space
Land at Hollands Walk Housing Estate	Hollands Walk	Basildon	Public	Amenity Green Space
Clay Hill Road Recreation Ground	Sparrows Herne	Basildon	Public	Amenity Green Space
Land at Nethermayne/Basildon College	Nethermayne	Basildon	Public	Amenity Green Space
Land at Takely Ride/Gobions	Takely Ride	Basildon	Public	Amenity Green Space
Land at Renacles	Renacles	Basildon	Public	Amenity Green Space
Land at Sporhams	Sporhams/Morrells	Basildon	Public	Amenity Green Space
Land at Fletchers	Fletchers	Basildon	Public	Amenity Green Space
Gaynesford Recreation Ground	Gaynesford	Basildon	Public	Amenity Green Space

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
Great Gregorie Playground	Great Gregorie	Basildon	Public	Amenity Green Space
Vange Hill Drive Open Space	Vange Hill Drive	Basildon	Public	Amenity Green Space
Land between London Road and Polsteads	London Road	Basildon	Public	Amenity Green Space
Kent View Road Open Space	Kent View Road/Weavers	Basildon	Public	Amenity Green Space
Land at Dencourt Crescent	Dencourt Crescent	Basildon	Public	Amenity Green Space
Land South of Alcotes	Alcotes/Sandon Road	Basildon	Public	Amenity Green Space
Land at Sandon Close	Sandon Close	Basildon	Public	Amenity Green Space
Land between Feering Drive and Sandon Road	Feering Drive/Sandon Road	Basildon	Public	Amenity Green Space
Land at Timberlog Lane/Luncies Road	Timberlog Lane/Luncies Road/Hannover Close	Basildon	Public	Amenity Green Space
Luncies Road Open Space	Luncies Road/Elsenham Crescent	Basildon	Public	Amenity Green Space
Land at Ryedene/A13	Ryedene/A13	Basildon	Public	Amenity Green Space
Land at Waterville Drive	Waterville Drive	Basildon	Public	Natural and Semi-natural Open Space
Land at St. Michael's Church	Brackendale Avenue/Railway Link	Basildon	Public	Amenity Green Space
Pound Lane Recreation Ground	Pound Lane	Basildon	Public	Amenity Green Space
Land behind Bearsted Drive	Bearsted Drive/Elham Drive	Basildon	Public	Amenity Green Space
Eversley Road Recreation Ground	Crest Avenue	Basildon	Public	Outdoor Sports Facility
Eversley North Playing Field	Crest Avenue	Basildon	Public	Outdoor Sports Facility
Land at Great Chalvedon Hall	Tyefields	Basildon	Public	Amenity Green Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
Land adj. To Rectory Road	Rectory Road	Basildon	Public	Amenity Green Space
Land adj. To Rectory Road	Rectory Road	Basildon	Public	Amenity Green Space
Land at Cobden Avenue	Cobden Avenue	Basildon	Public	Amenity Green Space
Land adj. To Dipple Medical Centre	Wickford Avenue	Basildon	Private	Amenity Green Space
Land North of Pitsea Junior School	Chevers Pawen/Elm Green	Basildon	Public	Amenity Green Space
Land at Cricketers Way	Cricketers Way	Basildon	Public	Amenity Green Space
Land adj. To Burnt Mills Road	Burnt Mills Road	Basildon	Public	Natural and Semi-natural Open Space
Land between Burnt Mills Road and East Mayne	Burnt Mills Road	Basildon	Public	Amenity Green Space
Land at Lanhams	Lanhams	Basildon	Public	Amenity Green Space
Land between Camelot Gardens and Fairfax Drive	Camelot Gardens	Basildon	Public	Amenity Green Space
Land at Rushley/Vermont Close	Rushley	Basildon	Public	Amenity Green Space
Land at Tyefields	Tyefields/Trenham Avenue	Basildon	Public	Amenity Green Space
Land at Rectory Road	Rectory Road/Tyefields	Basildon	Public	Amenity Green Space
Plumleys Play Area	Plumleys/Little Searles	Basildon	Public	Amenity Green Space
Stokefelde Play Area	Stokefelde/Ashlyns	Basildon	Public	Amenity Green Space
Land North of Parkside	Parkside	Basildon	Public	Amenity Green Space
Land East of Bockingham Green	Bockingham Green	Basildon	Public	Amenity Green Space
Land at Malyons Close	Malyons Close/Malyons	Basildon	Public	Amenity Green Space

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
Land at Loxford	Loxford	Basildon	Public	Amenity Green Space
Land at Littlebury Green	Littlebury Green/Felmore's	Basildon	Public	Amenity Green Space
Land at Felmore's	Felmore's/Burnt Mills Road	Basildon	Public	Amenity Green Space
Land adj. To A132 (East Side)	A312/Radwinter Avenue	Wickford	Public	Amenity Green Space
Land at Kingsley Meadows	Kingsley Meadows	Wickford	Public	Amenity Green Space
Mill Green Open Space	Mill Green	Basildon	Public	Amenity Green Space
Land at Ashlyns	Ashlyns	Basildon	Public	Amenity Green Space
Land between Pitsea Road and Southmayne	Pitsea Road	Basildon	Public	Amenity Green Space
Land at Moretons Mews	Moretons	Basildon	Public	Amenity Green Space
Land at Moretons Place	Moretons	Basildon	Public	Amenity Green Space
Land at Broomfields Mews	Broomfields	Basildon	Public	Amenity Green Space
Land at Broomfields Place	Broomfields	Basildon	Public	Amenity Green Space
Land at Wickford Mews	Wickford Drive	Basildon	Public	Amenity Green Space
Land at Wickford Place	Wickford Drive	Basildon	Public	Amenity Green Space
Walthams Play Area	Walthams	Basildon	Public	Amenity Green Space
Land at Malgraves	Malgraves	Basildon	Public	Amenity Green Space
Eastbrooks	Eastbrooks	Basildon	Public	Amenity Green Space
Land at Delvins	Delvins/Felmore's	Basildon	Public	Amenity Green Space
Land at The Lindens	The Lindens/Pittfields	Basildon	Public	Natural and Semi-natural Open Space
Little Burstead Common	West & East of Hatches Farm Road, Little Burstead	Billericay & Burstead	Private	Natural and Semi-natural Open Space

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
St Peter's Churchyard	Church Lane, Nevendon	Basildon	Private	Cemeteries and Churchyards
Little Burstead Village Pond	Laindon Common Road, Little Burstead	Billericay & Burstead	Private	Amenity Green Space
All Saint's Churchyard	Off North Benfleet Hall Road, North Benfleet	Basildon	Unknown	Cemeteries and Churchyards
BF:Land opposite Red Cottage and Whites Farm	Barleylands Farm Road	Billericay & Burstead	Private	Outdoor Sports Facility
BF:Land to south west of Barleylands Depot	Off Barleylands Farm Road	Billericay & Burstead	Private	Outdoor Sports Facility
BF:Land to south of Whites Farm	Off Barleylands Farm Road	Noak Bridge & Ramsden	Private	Outdoor Sports Facility
BF Land at Barleylands Farm, south of River Crouch	Southend Road	Billericay & Burstead	Private	Outdoor Sports Facility
BF:Land at Barleylands Farm, by White's Bridge	Southend Road	Billericay & Burstead	Private	Outdoor Sports Facility
BF:Land north west of Barleylands Farm Shop	Southend Road	Billericay & Burstead	Private	Outdoor Sports Facility
BF:Land north of Barleylands Farm Shop	Southend Road	Billericay & Burstead	Private	Outdoor Sports Facility

### Playing Fields Associated with Education Facilities

School	Type of Facility
Bardfield Primary and Nursery School	Junior Football pitch
Barstable School	Mini-Soccer pitch, Adult Football pitch, Adult Rugby pitch
Beauchamps High School	Adult Football pitch
Briscoe Primary School and Nursery	Grass Field
Buttsbury Infant School	Grass Field
Cherry Tree Primary School	Mini-Soccer pitch, Junior Football pitch, Grass Field
De La Salle School	Adult Football pitch, Adult Rugby pitch
Felmore Primary School	Junior Football pitch

School	Type of Facility
Great Berry Primary School	Junior Football pitch, Cricket pitch (grass wicket)
Kingswood Junior School	Junior Football pitch
Lee Chapel Primary School	Mini-Soccer pitch, Junior Football pitch
Lincewood Junior School	Mini-Soccer pitch, Junior Football pitch
Mayflower High School	Junior Football pitch, Adult Football pitch, Grass Hockey pitch, Grass Field
Merrybanks Primary School	Junior Football pitch
Noak Bridge Primary School	Junior Football pitch
North Crescent Primary School	Mini-Soccer pitch
Northlands Junior School	Junior Football pitch
Oakfield Primary School	Junior Football pitch
Pitsea Junior School	Grass Field
Quilters Junior School	Junior Football pitch
Runwell Primary School	Junior Football pitch
Ryedene Primary School	Grass Field
St. Anne Line Catholic Junior School	Mini-Soccer pitch, Junior Football pitch, Cricket pitch (artificial wicket)
St Margaret's Church of England Primary School	Grass Field
St Peter's Catholic Primary School	Junior Football pitch
Sunnymede Junior School	Mini-Soccer pitch, Junior Football pitch, Grass Field
The Basildon Academies	Junior Football pitch, Adult Football pitch, Junior Rugby pitch, Adult Rugby pitch, Cricket pitch (artificial wicket)
The Billericay School	Adult Football pitch, Adult Rugby pitch, Cricket pitch
The Bromfords School	Mini-Soccer pitch, Junior Football pitch, Adult Football pitch, Cricket pitch (artificial wicket)
The Buttsbury Junior School	Junior Football pitch, Cricket pitch (artificial wicket)
The James Hornsby School	Mini-Soccer pitch, Junior Football pitch, Adult Football pitch, Grass Field
The Kingswood Junior School	Junior Football pitch
The Wickford Infant School	Grass Field
Thurrock & Basildon College	Adult Football pitch
Vange Primary School	Mini-Soccer pitch, Junior Football pitch

School	Type of Facility
Whitmore Junior School	Junior Football pitch
Wickford Junior School	Junior Football pitch
Willows Primary School	Junior Football pitch
Woodlands School	Junior Rugby pitch, Cricket pitch (artificial wicket)

## Community Facilities and Indoor Sports Provision

Community Facility	Use
Barn Hall	Community Centre/Hall
Barnet Centre	Community Centre/Hall
Barstable Community Centre	Community Centre/Hall
Basildon Lower Academy	Sports Hall/Swimming Pool
Basildon Sports Centre	Sports Hall
Basildon Sporting Village	Sports Hall/Swimming Pool
Basildon Upper Academy	Sports Hall
Beauchamps School	Sports Hall
Billericay Day Centre	Community Centre/Hall
Billericay Sports & Fitness Centre	Sports Hall/Swimming Pool
Billericay Swimming Pool	Swimming Pool
Bluehouse Farm Community Centre	Community Centre/Hall
Bromford Sports Centre	Sports Hall
Chalvedon Community Centre	Community Centre/Hall
Club Kingswood, Basildon	Swimming Pool
Crown Community Centre	Community Centre/Hall
David Lloyd Club	Sports Hall/Swimming Pool
De La Salle School	Sports Hall
Eversley Leisure Centre	Sports Hall
Frypa Hall	Community Centre/Hall
Glenmere Hall	Community Centre/Hall
Gordon Hall	Community Centre/Hall
Hannikins Farm Community Centre	Community Centre/Sports Hall

<b>Community Facility</b>	<b>Use</b>
James Hornsby High School	Sports Hall/Swimming Pool
Kingswood Community Centre	Community Centre/Hall
Kingswood Play	Community Centre/Hall
LA Fitness (Billericay)	Swimming Pool
Laindon Community Centre	Community Centre/Hall
Laindon Play Centre	Community Centre/Hall
Laindon West Community Centre	Community Centre/Hall
Lee Chapel North Community Centre	Community Centre/Hall
Lee Chapel South Community Centre	Community Centre/Hall
Luncies Meeting Hall	Community Centre/Hall
Markhams Chase Play Centre	Community Centre/Hall
Nevendon Community Hall	Community Centre/Hall
Noak Bridge Village Hall	Community Centre/Hall
Northlands Park Community Centre	Community Centre/Hall
Mayflower High School	Sports Hall/Swimming Pool
Pitsea Mount Community Centre	Community Centre/Hall
Ramsden Bell House Village Hall	Sports Hall
Steepleview Community Centre	Community Centre/Hall
Stock Brook Manor Country Club	Swimming Pool
The Wick Community Centre	Community Centre/Hall
Trenham Community Centre	Community Centre/Hall
Vange Community Centre	Community Centre/Hall
Vange Scout Hut	Community Centre/Hall
Wickford Community Centre	Community Centre/Hall
Wickford Swimming Pool	Swimming Pool
Woodlands School	Sports Hall

## Appendix 6 Essex SuDS Design Guide Principles and Local Standards

### Local SuDS Design Principles

Number	Title	Principle
Local Principle 1	PLAN FOR SUDS	SuDS should be considered as early in the planning process as is feasible.
Local Principle 2	INTEGRATE WITH PUBLIC SPACES	SuDS should be combined with public space to create multi-functional use areas and provide amenity.
Local Principle 3	MANAGE RAINFALL AT THE SOURCE	Management and conveyance of surface runoff should be kept on the surface as far as possible.
Local Principle 4	MANAGE RAINFALL AT THE SURFACE	Surface runoff should be captured as close to where it falls as possible.
Local Principle 5	MIMIC NATURAL DRAINAGE	SuDS networks will be designed to match natural drainage routes, infiltration rates and discharges as far as possible.
Local Principle 6	DESIGN FOR WATER SCARCITY	New development should employ rainwater/greywater re-use in areas of water scarcity.
Local Principle 7	ENHANCE BIODIVERSITY	SuDS should be designed to improve biodiversity whenever possible.
Local Principle 8	LINK TO WIDER LANDSCAPE	Opportunities to link SuDS to existing or potential future blue and green infrastructure should be explored.
Local Principle 9	DESIGN TO BE MAINTAINABLE	Consideration should be given to ease of access and waste generation when designing SuDS.
Local Principle 10	USE A PRECAUTIONARY APPROACH	Precautions should be taken in SuDS design to ensure their efficient functioning at all times.
Local Principle 11	HAVE REGARD TO THE HISTORIC ENVIRONMENT	SuDS design and construction should be sensitive and complementary to Essex's heritage.
Local Principle 12	SHOW ATTENTION TO DETAIL	SuDS must be carefully designed using attention to detail to ensure they function as intended.

## Local SuDS Design Standards

Number	Title	Standard
Local Standard 1	DESIGN FOR WATER QUANTITY	<p>SuDS must be designed to ensure that development and occupants are protected from flooding, and that off-site flood risk is not increased. Where possible SuDS should aim to reduce the overall risk of flooding off-site and drain via infiltration as a preference in accordance with the drainage hierarchy contained in Approved Document H of the Building Regulations.</p> <p><b>Runoff Rate</b></p> <p>Unlike developed areas, greenfield sites generally produce no measurable runoff during small rainfall events (up to 5mm). Receiving streams and rivers are likely to be under greater stress during summer months, with lower available dilution levels reducing their capacity to accommodate polluted inflow. In order to mitigate against this, SuDS should be designed so that runoff does not occur for the first 5mm of any rainfall event for 80% of summer events and 50% of winter events</p> <p>In all cases, including on brownfield sites, runoff should where possible be restricted to the greenfield 1 in 1 year runoff rate during all events up to and including the 1 in 100 year rainfall event with climate change. If it is deemed that this is not achievable, evidence must be provided and developers should still seek to achieve no increase in runoff from greenfield sites and a 50% betterment of existing run off rates on brownfield sites (provided this does not result in a runoff rate less than greenfield). If a Surface Water Management Plan has been produced for the area, it may set out further advice on allowable runoff rates.</p> <p><b>Storage Volume</b></p> <p>When planning the layout of SuDS, sites should take into account topography and make best use of low points for storage. For rainfall events with a return -period up to and including the 1 in 100 year rainfall event with an allowance for climate change SuDS should be sized to contain all surface water volumes. Applications should demonstrate how this will be achieved, unless otherwise planned and approved by the LLFA SuDS Team. However, if this is not possible, drainage designers must demonstrate how additional flows will be managed.</p> <p>Unless sufficient pre-treatment has been provided, certain SuDS features may require the incorporation of a sediment forebay to capture sediment to ensure the feature doesn't silt up and that maintenance activities for sediment removal can be more easily undertaken. Sediment forebays should provide an additional 10% attenuation volume to allow for a level of silting up to ensure this doesn't result in a reduction to the available storage volume.</p> <p>Safe conveyance routes and overflow flood storage areas must be established and agreed with the SuDS Team for the 1 in 100 year rainfall event with 30% allowance for climate change before adoption.</p> <p>If runoff cannot be restricted to the greenfield 1 in 1 year event for all events we would expect Long Term Storage to be provided to achieve the same result. The runoff volume should be calculated from all areas of the site, including those remaining permeable, as they will be subject to climate</p>

Number	Title	Standard								
		<p>change which may result in measurable runoff. The aim of long term storage is to ensure that any volumes leaving the site above the greenfield runoff volume discharge at 2l/s/ha.</p>								
Local Standard 2	DESIGN FOR WATER QUALITY	<p>The level of pollution found within surface water runoff will depend on the nature of the development from which it arises, the time since the last rainfall event and the duration and intensity of rainfall.</p> <p>An appropriate 'train' of SuDS components must be installed to reduce the risk of pollutants entering watercourses via runoff from developed sites. Following the SuDS Management Train hierarchy a series of drainage techniques should be designed into the development layout. The design should achieve a system where pollution is incrementally reduced at each stage. Treatment options to address pollution issues include:</p> <ul style="list-style-type: none"> <li>● Infiltration</li> <li>● Filtration</li> <li>● Detention basins/ponds</li> <li>● Permanent ponds.</li> </ul> <p>These options reduce pollution by either filtering out pollutants or reducing flow rates to encourage deposition of any contaminants. Polluted surface water runoff should not run directly into permanent ponds in order to protect biodiversity and amenity, and to prevent maintenance problems caused by heavy silts and oil.</p> <p>The number of treatment stages required within the SuDS train will depend on the nature of the site.</p> <table border="1" style="width: 100%; border-collapse: collapse; margin-top: 20px;"> <thead> <tr style="background-color: #f8d7da;"> <th style="text-align: left; padding: 5px;">Source of Runoff</th> <th style="text-align: right; padding: 5px;">Treatment Stages</th> </tr> </thead> <tbody> <tr> <td style="padding: 5px;">Roofs, playing fields</td> <td style="text-align: right; padding: 5px;">1</td> </tr> <tr> <td style="padding: 5px;">Residential roads, parking areas, commercial zones</td> <td style="text-align: right; padding: 5px;">2</td> </tr> <tr> <td style="padding: 5px;">Waste and industrial sites, loadings bays and HGV parks</td> <td style="text-align: right; padding: 5px;">3 or more</td> </tr> </tbody> </table> <p>Before adopting SuDS it must be demonstrated that the proposed scheme has followed the SuDS Management Train hierarchy and includes the appropriate number of treatment stages.</p>	Source of Runoff	Treatment Stages	Roofs, playing fields	1	Residential roads, parking areas, commercial zones	2	Waste and industrial sites, loadings bays and HGV parks	3 or more
Source of Runoff	Treatment Stages									
Roofs, playing fields	1									
Residential roads, parking areas, commercial zones	2									
Waste and industrial sites, loadings bays and HGV parks	3 or more									
Local Standard 3	DESIGN OF GREEN ROOFS	<ul style="list-style-type: none"> <li>● Designed for interception storage</li> <li>● Minimum roof pitch of 1 in 80, maximum 1 in 3</li> <li>● Multiple outlets to reduce risk from blockages</li> <li>● Lightweight soil and appropriate vegetation.</li> </ul>								
Local Standard 4	DESIGN OF SOAKAWAYS	<ul style="list-style-type: none"> <li>● Should be designed for the 1 in 100 year rainfall event as a minimum</li> <li>● Infiltration testing carried out in accordance with BRE Digest 365</li> <li>● Fill material should provide &gt;30% void space</li> </ul>								

Number	Title	Standard
		<ul style="list-style-type: none"> <li>Base of soakaway at least 1m from groundwater level</li> <li>Minimum of 5m away from foundations.</li> </ul>
Local Standard 5	DESIGN OF FILTER STRIPS	<ul style="list-style-type: none"> <li>Recommended minimum width of 6m</li> <li>Runoff must be evenly distributed across the filter strip</li> <li>Slopes not exceeding 1 in 20, minimum of 1 in 50.</li> </ul>
Local Standard 6	DESIGN OF FILTER TRENCHES & DRAINS	<ul style="list-style-type: none"> <li>Excavated trench 1-2m depth filled with stone aggregate</li> <li>Effective upstream pre-treatment to remove sediment and fine silts</li> <li>Infiltration should not be used where groundwater is vulnerable or to drain pollution hotspots</li> <li>Observation wells and/or access points for maintenance of perforated pipe components.</li> </ul>
Local Standard 7	DESIGN OF SWALES	<ul style="list-style-type: none"> <li>Limit velocities during extreme events to 1-2 m/s</li> <li>Maximum side slopes of 1 in 3, where soil conditions allow</li> <li>Minimum base width of 0.5m.</li> </ul>
Local Standard 8	DESIGN OF BIORETENTION	<ul style="list-style-type: none"> <li>Sufficient area to temporarily store the water quality treatment volume</li> <li>The water quality treatment event should half drain within 24 hrs to provide adequate capacity for multi-event scenarios</li> <li>Minimum depth to groundwater of 1m, if unlined</li> <li>Overflow/bypass facilities for extreme events.</li> </ul>
Local Standard 9	DESIGN OF PERVIOUS PAVING	<ul style="list-style-type: none"> <li>Pervious sub-base to be structurally designed for site purpose</li> <li>Temporary sub-surface storage must provide infiltration and/or controlled discharge</li> <li>Geotextile may be specified to provide filtration treatment</li> <li>Surface infiltration rate should be an order of magnitude greater than the design rainfall intensity.</li> </ul>
Local Standard 10	DESIGN OF GEOCELLULAR STRUCTURES	<ul style="list-style-type: none"> <li>Standard storage design using limiting discharges to determine storage volume</li> <li>Structural design should be to relevant standards for appropriate surface loadings</li> <li>Use appropriate geotextile (for infiltration) or geomembrane (for storage).</li> </ul>
Local Standard 11	DESIGN OF INFILTRATION BASINS	<ul style="list-style-type: none"> <li>Pre-treatment is required to remove sediments and fine silts</li> <li>Infiltration should not be used where groundwater is vulnerable or to drain pollution hotspots.</li> </ul>
Local Standard 12	DESIGN OF DETENTION BASINS	<ul style="list-style-type: none"> <li>Maximum side slopes of 1:4</li> <li>Bioretention and/or wetland/micropools at outlets for enhanced pollution control.</li> </ul>
Local Standard 13	DESIGN OF PONDS	<ul style="list-style-type: none"> <li>Permanent pool for water quality treatment and temporary storage volume for flow attenuation</li> <li>Minimum depth for open water areas of 1.2m</li> <li>Maximum side slopes of 1:3.</li> </ul>
Local Standard 14	DESIGN OF WETLANDS	<ul style="list-style-type: none"> <li>Shallow, temporary storage for attenuation</li> <li>Sediment forebay or equivalent upstream pre-treatment</li> </ul>

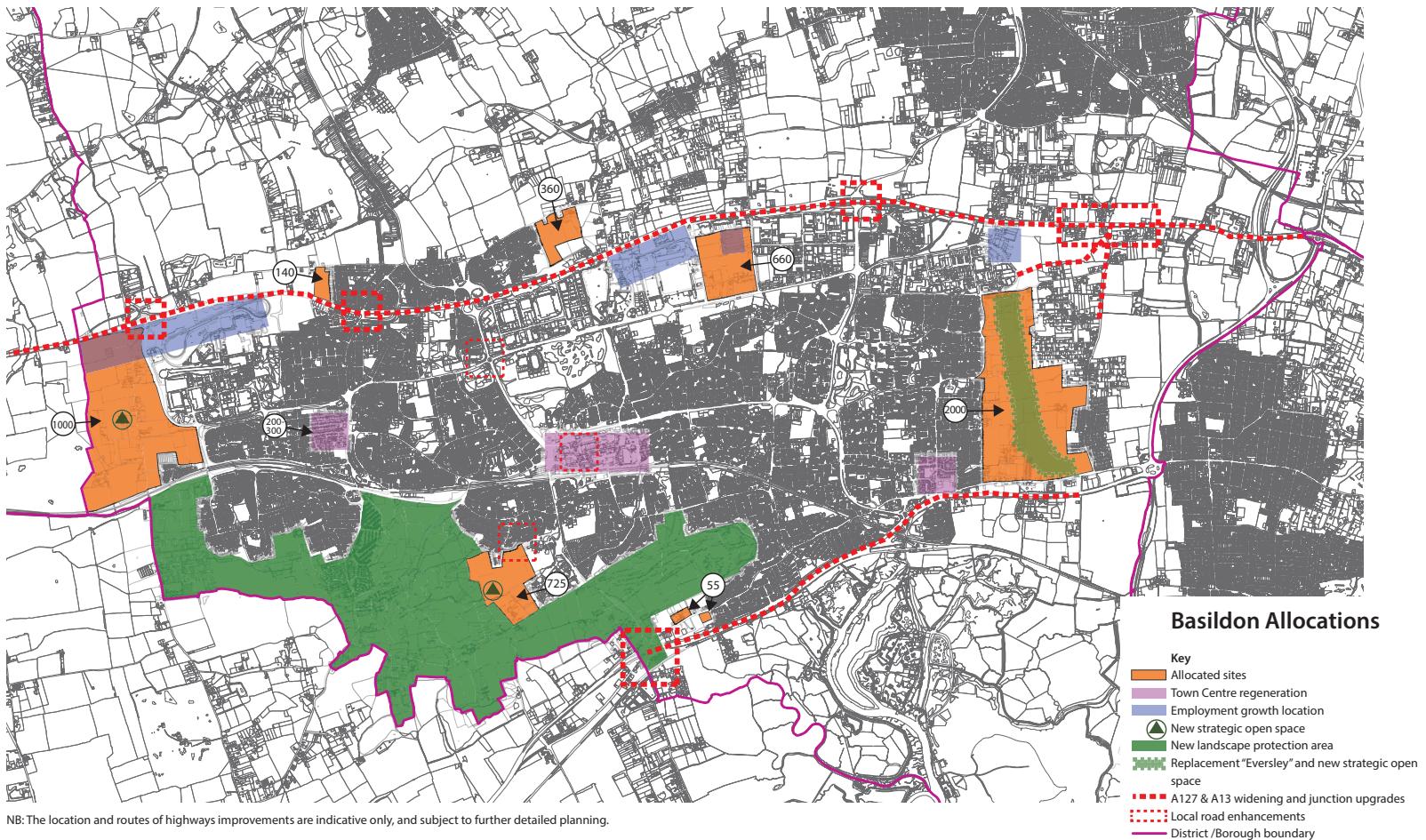
Number	Title	Standard
		<ul style="list-style-type: none"> <li>● Combination of deep and shallow areas (maximum depth &lt;2m)</li> <li>● Length:width ratio of greater than 3:1, shallow side slopes.</li> </ul>
Local Standard 15	DESIGN OF RAINWATER HARVESTING	<ul style="list-style-type: none"> <li>● Can range from complex district-wide systems to simple household systems linked to a water butt</li> <li>● Most simple rainwater harvesting systems are relatively easy to manage</li> <li>● Rainwater harvesting systems can be combined with grey water recycling systems to form an integrated process.</li> </ul>
Local Standard 16	DESIGN OF GREYWATER RECYCLING	<ul style="list-style-type: none"> <li>● Common features include a tank if storing water, a pump, a distribution system and, where it is needed, some sort of treatment</li> <li>● Greywater stored for any length of time has to be treated as otherwise it deteriorates rapidly.</li> </ul>

## Appendix 7 Local Wildlife Sites Schedule

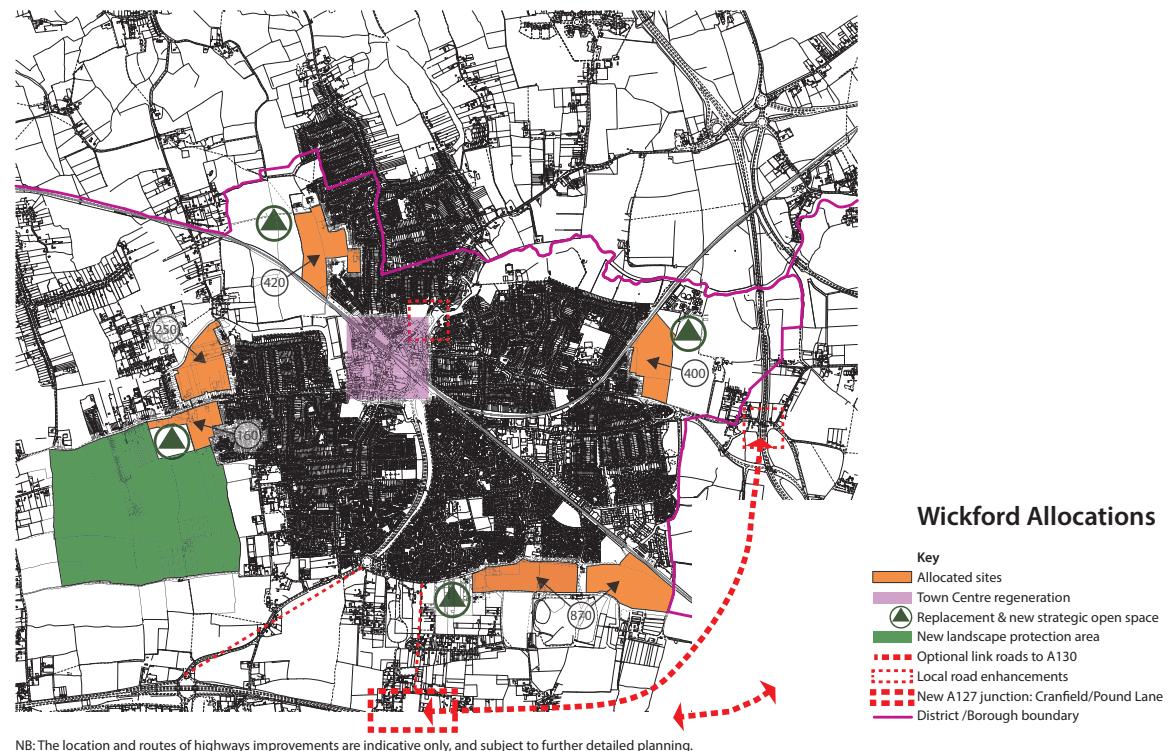
Site reference	Site name
Ba1	Blind Lane
Ba2	Parkhill Wood Meadow
Ba3	Bluntswall Wood
Ba4	St Margarets Wood and Lane
Ba5	Round Wood
Ba6	Botneyhill Wood
Ba7	Gravelpit Wood
Ba8	Little Burstead Common
Ba9	The Wilderness
Ba10	Queens Park Meadow
Ba11	Poles wood
Ba12	Frith wood
Ba13	Buckwyn's Wood
Ba14	Laindon Common
Ba15	Langdon Hills Recreation Ground
Ba16	Little Burstead Woods
Ba17	Queen's Park Country Park
Ba18	Mill Meadows LNR
Ba19	Coombe Wood Extensions
Ba20	Norsey Meadow
Ba21	Langdon Complex
Ba22	Westley Heights
Ba23	St. Nicholas Church Complex
Ba24	Dry Street Pastures
Ba25	Forty Acre Plantation
Ba26	"Kennels Wood"
Ba27	Noak Bridge Reserve
Ba28	Moses' Spring/Barrenleys/Claypittshill Woods

<b>Site reference</b>	<b>Site name</b>
Ba29	Gloucester Park Meadow
Ba30	Hawkesbury Manor
Ba31	Parsonage Farm Green Lane
Ba32	Bells Hill Meadow
Ba33	Crays Hall Meadow
Ba34	All Saints Grasslands, Vange
Ba35	Vange Hill and Golf Course
Ba36	Nuttons Wood
Ba37	Vange Creek Marshes
Ba38	Noke Wood
Ba39	Pitsea Landfill
Ba40	Nevendon Bushes
Ba41	Pitsea Mount
Ba42	Wickford Riverside
Ba43	"Untidy Industries" Site
Ba45	Bowers Gifford Grasslands
Ba46	Bowers Marshes
Ba47	Southfields Washlands
Ba48	Tompkins Farm Meadow
Ba49	Home Farm Meadow
Ba50	River Crouch at Noak Bridge
Ba51	Barrenleys Meadow
Ba52	Bluntwall Shaws
Ba53	Nether Mayne
Ba54	The Wick Country Park

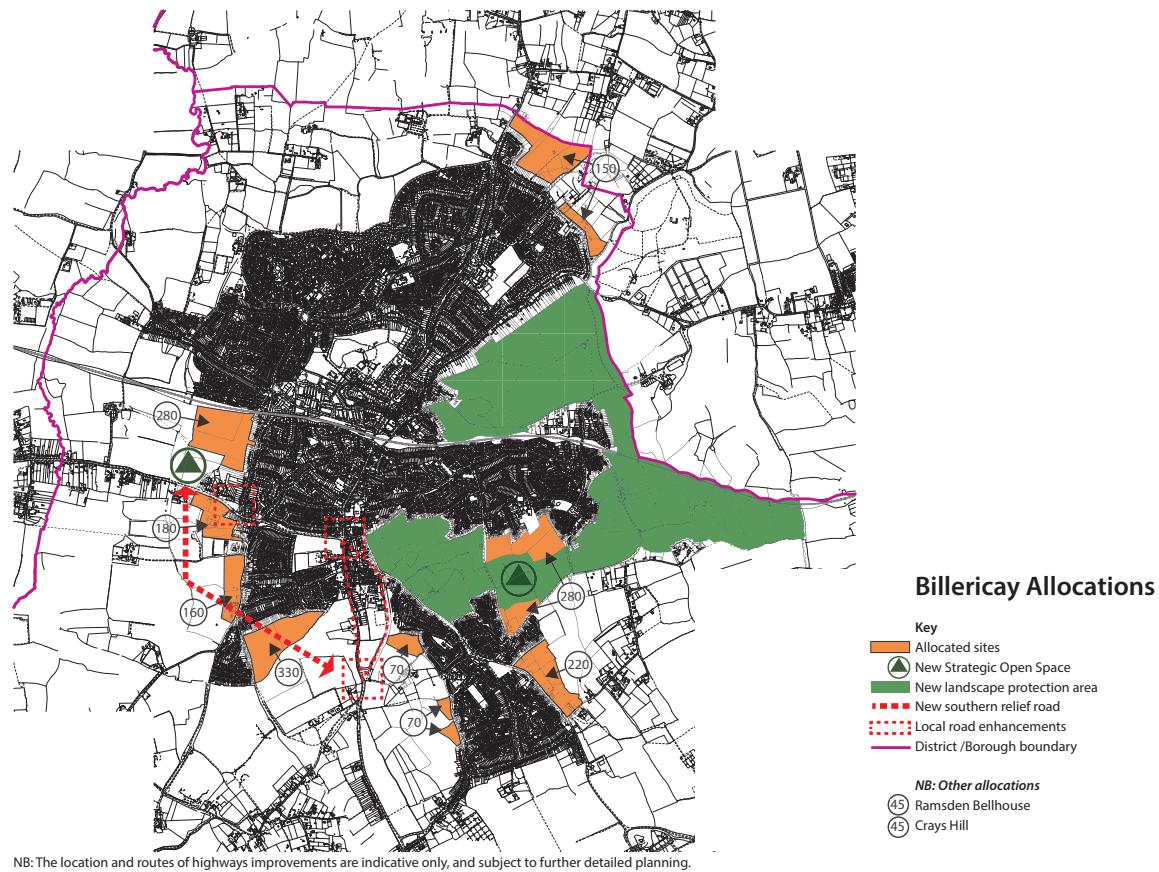
## Appendix 8 Basildon Allocations Diagram



## Appendix 9 Wickford Allocations Diagram



## Appendix 10 Billericay Allocations Diagram





**Monday to Friday**  
**10am to 5pm**



**Basildon Council**  
BASILDON • BILLERICAY • WICKFORD

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