

**Basildon Borough  
Revised Publication Local Plan  
2014 – 2034**

**October 2018**



# Foreword

## INFRASTRUCTURE FIRST BASILDON COUNCIL'S GUIDE TO THE LOCAL PLAN

### What is the Local Plan?

- The Local Plan is a document that sets out how Basildon Borough will change over a period of time and is also reactive to changes.
- It covers all planning matters, except those concerning waste disposal and minerals extraction. It provides a legal framework for the Planning Committee to work to.
- It will ensure that future development makes a positive contribution to our Borough and will ensure that developments only take place with the required infrastructure – Infrastructure First!
- We have a Local Plan because, as a Local Planning Authority, the Government says we have to.

### So what does it do?

- It sets out a vision, and the Council's objectives for future development and change within the Borough.
- The policies within the plan set out the strategic approach to growth and where housing development will take place across the Borough.
- It identifies the specific locations where housing developments can occur and builds on two key issues:
- Sites that were brought forward by landowners under the 'Call For Sites';
- Sites that have been identified as potentially suitable for building together with the specific infrastructure that is needed. This information has been collated as a result of more than two years of research and input from all the key stakeholders such as utility companies, schools, doctors' surgeries, highways, etc.

### So how many houses have to be built?

- A calculation for the required housing over the next twenty years indicates the Borough needs between 19,440 and 19,720 houses.
- We acknowledge that this is only a calculation and the Local Plan needs to be flexible to these numbers changing, either up or down, as well as recognising that the bigger numbers can only be achieved by having the required infrastructure – Infrastructure First!
- If the required housing numbers are correct it creates a problem. We don't have enough land to build them so we can only meet the demand by building on land designated as Green Belt.
- The Green Belt is important to us and we take the responsibility of protecting Green Belt very seriously. We have therefore carefully calculated the minimum amount of Green Belt required to meet the demand, should that demand prove to be correct.
- The worst-case scenario reduces our Green Belt by 4%. This means that 59% of the land area in Basildon remains designated as Green Belt.

### So what about infrastructure?

- Infrastructure comes first!
- To achieve the large numbers of housing means significant infrastructure investment is required.
- Even some of the smaller developments require infrastructure to various degrees. The

Local Plan is designed to ensure that infrastructure comes first.

- This will be achieved through the Infrastructure Delivery Plan (IDP), which will drive this very important issue.
- While some developments may go through and provide some infrastructure needs afterwards, the larger developments must have the infrastructure before the development starts. Infrastructure first!
- The money to pay for infrastructure will either come from developers as a result of a levy (known as the Community Infrastructure Levy), the Council, or the Government in the case of the larger scale developments.
- Basildon Borough Council is committed to ensuring that infrastructure comes first and that developments are *not* constructed piecemeal over areas in order to negate required infrastructure (development creep).

## SUMMARY

- The Local Plan provides a legal framework to object to developments if we feel there is not the appropriate infrastructure.
- We have to have one, or the Government will inflict one on us.
- The Local Plan covers the period to 2034 but is reviewable after five years to maintain flexibility.
- We should be planning for at least 19,400 houses.
- We may have to give up 4% of our Green Belt.
- We believe in Infrastructure First.



**Cllr Andrew Baggott**

**Leader of the Council**



**Cllr Dr Richard Moore**

**Chairman of Strategic Planning  
and Infrastructure Committee**

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# Chapter 1: Introduction

- 1.1 Basildon Borough Council has prepared this Local Plan in order to set out how places in Basildon Borough will change over the period from 2014 to 2034 to accommodate sustainable development and growth. It also sets out the policies that will be applied to ensure that individual development proposals contribute positively towards this Local 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 Local 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 Local 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 Borough are accompanied by policies that set out the strategic approach to growth and distribution of development across the Borough in order to achieve sustainable development. Thereafter, the chapters are arranged thematically. 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** 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.
- 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 are “made”, Neighbourhood Plans are part of the statutory Development Plan for the Borough.
- 1.8 This Local Plan has been prepared in the context of ongoing joint working across South Essex in order to address strategic cross boundary matters. A Joint Strategic Plan for South Essex is being prepared, with the proposals in this Local Plan contributing towards the joint ambitions for growth and infrastructure set out in that Strategy.
- 1.9 In order to ensure that this Local 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 the Borough.
- 1.10 This Local Plan has also been prepared having regard to substantial numbers of consultation responses received during the preparation of the Basildon Borough Core Strategy that the Council was initially working on in the period from 2007 to 2014, and the Draft Local Plan and New and

Alternative Sites consultations which occurred in 2016. This has helped the Council prioritise issues associated with accommodating development, alongside appropriate infrastructure, and to better understand the value residents and businesses place on distinct features of the local built and natural environment.

- 1.11 Consultation activities have been supplemented with ongoing engagement on a wider strategic scale with relevant public bodies under the Duty to Cooperate. This has included neighbouring authorities, the County Council, the Mayor of London, Highways England and Homes England. In addition focused engagement with service and infrastructure providers, key statutory consultees such as the Environment Agency, Historic England, Natural England, Parish Councils, as well as site promoters has enabled the Council to plan more effectively for development, aware of the full range of infrastructure, environmental and delivery considerations surrounding the proposals in the Local Plan.
- 1.12 It is clear from the evidence that there is need for sustainable development to take place in the 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 the Borough due to its proximity to Greater London which is key driver for economic growth, and also gives rise to an additional need for housing as people move out of London to live.
- 1.13 Evidence also reveals where there are constraints on growth in the Borough, including areas of specific nature conservation value and areas at risk of flooding. The 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.
- 1.14 Whilst there are notable constraints to development within the Borough, this plan makes provision for relatively substantial levels of growth. This requires some land which was identified by the *Basildon District Local Plan* 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, especially to the east of Basildon providing separation from Thundersley and to the west of Basildon providing separation from West Horndon, to continue to fulfil their important and valued function.
- 1.15 In making this provision however, the Council is clear that the growth it enables must be supported by improvements to transport, education and health infrastructure and other community facilities. Without these improvements, the concerns residents and businesses have expressed in terms of growth will not be addressed, and growth will not be sustainable.

## Chapter 2: Policy Context

### Legislative Context

- 2.1 This 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 (GPDO)* 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 *NPPF* 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 The Government has published a separate *Planning Policy for Traveller Sites (PPTS)* and a *National Planning Policy for Waste (NPPW)* which provide additional national policy on their specific areas of planning. As with the *NPPF*, the *PPTS* 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 *NPPW* sets out planning policy for the management of waste and the preparation of Waste Local Plans. Both documents should be read in conjunction with the *NPPF*.
- 2.6 To provide more information and to support policies set out in the *NPPF*, the Government has also published the national *Planning Practice Guidance (PPG)*. This guidance sets out further details, including technical requirements, that should be considered when preparing plans and making decisions on planning applications.
- 2.7 This Local Plan has been prepared in accordance with the *NPPF* published in March 2012. Prior to submission of this plan to the Secretary of State for examination, the Government published a revised *NPPF* in July 2018. To ensure that the policies contained within the plan remain robust and up-to-date post adoption, consideration has been given to these changes in national policy.

### The South East (Inshore) Marine Plan

- 2.8 The Marine Management Organisation (MMO) has commenced work on the preparation of the first South East (Inshore) Marine Plan. The Thames Estuary, and its creek system including Holehaven, Vange and East Haven creeks, fall within this Marine Plan area. The Marine Plan's jurisdiction will overlap with the Local Planning Authority's Local Plan responsibilities (which extend to mean low water level) and due regard must therefore be paid to the Marine Plan. This new and evolving concept of a Marine Plan will, at a local level, be implemented in accordance with the national Marine Policy Statements. The Local Plan will need to be integrated with the South East (Inshore) Marine Plan once it is complete, to provide a consistent approach for planning on land, and within the Borough's inter-tidal and marine environment. Given the infancy of the South East (Inshore) Marine Plan at the time of finalising this Local Plan, any material implications on the Local Plan will be considered at its first review.

## The South East Local Enterprise Partnership

- 2.9 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 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.
- 2.10 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.
- 2.11 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

### County Strategy

- 2.12 Basildon Borough is a two tier authority area, with Essex County Council providing a range of services and infrastructure such as highways, education and social services at a county-wide level. The County Strategy focuses the provision of services to achieve the greatest benefit to delivering a buoyant economy for both the existing and future residents and businesses in Essex.
- 2.13 The *Economic Plan for Essex (2014)* remains consistent with this strategic ambition and was developed in conjunction with the district, borough and city councils in Essex. It identifies the steps that local partners will take together, alongside the private sector and the Government to accelerate local growth over a seven year period (2014-2021) and lays the foundation for long-term sustainable growth in the years to follow. The Plan states the capacity of key transport corridors within Essex is a key challenge to securing growth; a challenge that partners are working together to meet.
- 2.14 The A127 is one of these key transport corridors, and therefore a specific strategy for that route has been put in place. The *A127 Corridor for Growth: An Economic Plan (March 2014)* is a joint strategy between Essex County Council and Southend-on-Sea Borough Council and was adopted to provide greater journey time reliability along the length of the corridor to sustain the economic advantage of the A127, as well as to facilitate future growth and prosperity in the region. A similar plan is now being prepared for the A13 with Southend-on-Sea and Thurrock Borough Councils.
- 2.15 Essex County Council has also published a number of other policies and guidance documents relevant to development and growth in the Borough. These will be referenced throughout the Local Plan where relevant.

### Essex Local Transport Plan

- 2.16 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 (PRoW).

### Essex Minerals Local Plan

- 2.17 The *Essex 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. 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

- 2.18 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 (2017)* is a statutory Development Plan which should be read alongside this 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.
- 2.19 A strategic Integrated Waste Management Facility is located at Tovi Ecopark in Courtauld Road, Basildon which is supported by six transfer stations across the County. They are essential for the sustainable management of household waste. The land at Tovi Ecopark has been safeguarded in the Waste Local Plan, which is reflected on the Policies Map, to ensure that it is able to continue its operation without being adversely affected by other development. No further sites, beyond those at Courtauld Road, have been specifically identified within the Borough for waste management purposes.
- 2.20 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 previous *Essex and Southend on Sea Waste Local Plan (2001)*. In 2015 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 wildlife site.
- 2.21 The 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 the 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 Waste 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 Opportunity South Essex (OSE) 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 South Essex local authorities comprising Basildon, Castle Point, Rochford, Southend-on-Sea and Thurrock, as well as Essex County Council sit on that partnership.
- 2.23 Separately, the South Essex local authorities, plus Brentwood and Essex County Council have recently formed the Association of South Essex Local Authorities (ASELA). ASELA has developed a high level vision for South Essex entitled *South Essex 2050*, which considers the future of the enlarged South Essex area, disregarding internal administrative boundaries. The focus of this vision is to secure growth through a process of place-making, and for that growth to be supported by significant upgrades to strategic infrastructure. Additionally, there is a focus on ensuring that more local people are able to benefit from that growth by removing barriers to employment. A number of work streams have been established to deliver the *South Essex 2050* vision. The work streams most relevant to this Local Plan are those regarding Spatial Planning, Industrial Strategy and Infrastructure.
- 2.24 The *South Essex 2050* vision identifies six main growth locations in the area, and it is now intended that the local planning authorities and Essex County Council will work together to prepare a Joint Strategic Plan for South Essex. This will be accompanied by a separate Joint Infrastructure Delivery Plan. A Memorandum of Understanding (MOU) has been developed and signed which sets out the framework for delivering a joint plan, and various shared key principles have been agreed including a protocol for engaging with each other on strategic planning matters.

## Basildon Borough Council - Corporate Plan

- 2.25 The Corporate Plan 2017 – 2021 is entitled *Transforming Basildon* and is committed to improving the lives of all residents living in the five towns that make up the Borough. It seeks to create opportunity and prosperity for local people and businesses, and sets out three promises:

Promise 1: Strong, safe and healthy communities with access to quality homes  
Promise 2: Vibrant town centres and a thriving economy for everyone  
Promise 3: Enhanced local environment and increased pride in our borough

2.26 There is a strong sense of achieving a balance between social, economic and environmental outcomes within the Corporate Plan, and also clear ambitions for a reducing inequalities and improving opportunities. Partnership working is identified as a key mechanism through which elements of these promises can be delivered. An *Economic Development Policy (2017)* has been adopted in order to deliver the economic elements of this Corporate Plan.

## Strategic Cross Boundary Matters

2.27 Through the Council's participation in OSE, the ASELA, and also through existing county-wide arrangements, opportunities have arisen to develop a coordinated approach to the preparation and delivery of Development Plans at the South Essex and County levels, as well as preparing joint evidence bases, strategies and sharing experiences and best practice.

2.28 In preparing the Local Plan, there has, and continues to be, ongoing dialogue, meetings and discussions with South Essex, Greater Essex and Greater London authorities, as well as other key bodies such as Highways England, Natural England and the Environment Agency. Some of the matters that have and will continue to require ongoing cooperation are:

- Housing delivery in South Essex, and the distribution of any unmet needs arising, in a way which supports place-making in South Essex;
- The delivery of employment and economic growth in South Essex, which builds on sectoral strengths, and grows key employment clusters such as the A127 Enterprise Corridor;
- The capacity of the strategic road network (A127, A13 and A130) in South Essex, and securing the investment needed to deliver the route management strategies for this network in order to enable growth;
- The implications and opportunities arising from the route of the Lower Thames Crossing passing through South Essex;
- The implications and opportunities arising from Crossrail, and any further extensions of Crossrail/Crossrail 2 into South Essex;
- The implications and opportunities for South Essex, arising from the update to the London Plan, and any difficulties being experienced by the Mayor of London in meeting London's development needs;
- The expansion of the Lakeside Basin in Thurrock into a new mixed-use town centre, and the implications this has for the retail and town centre hierarchy in South Essex;
- The unmet accommodation needs of Gypsies, Travellers and Travelling Showpeople, both in terms of permanent pitches and also transit sites, both at a South Essex level and also county-wide;
- Existing and future creation of strategic cross-boundary green infrastructure corridors, including the habitats and recreational areas in the Thames Estuary;
- The avoidance and/or management of recreational pressures arising from population growth in Essex on Essex Coast habitat sites;
- Joint working with neighbouring authorities to secure the protection of the Green Belt where it fulfils the role of preventing coalescence between neighbouring settlements;
- Joint working with Essex County Council to meet the waste and minerals needs arising from development and growth;
- Joint working with the Environment Agency, the Lead Local Flood Authority and other flood risk management authorities to identify and manage all types of flood risk and land drainage issues; and
- Joint working with NHS England, the Basildon and Brentwood Clinical Commissioning Group, the Basildon and Thurrock University Hospital, other health service providers, and public health bodies to deliver improvements to health outcomes, and reduce health inequalities, in the Borough.

## 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 unserved 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. 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.
- 3.4 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.

- 3.5 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.

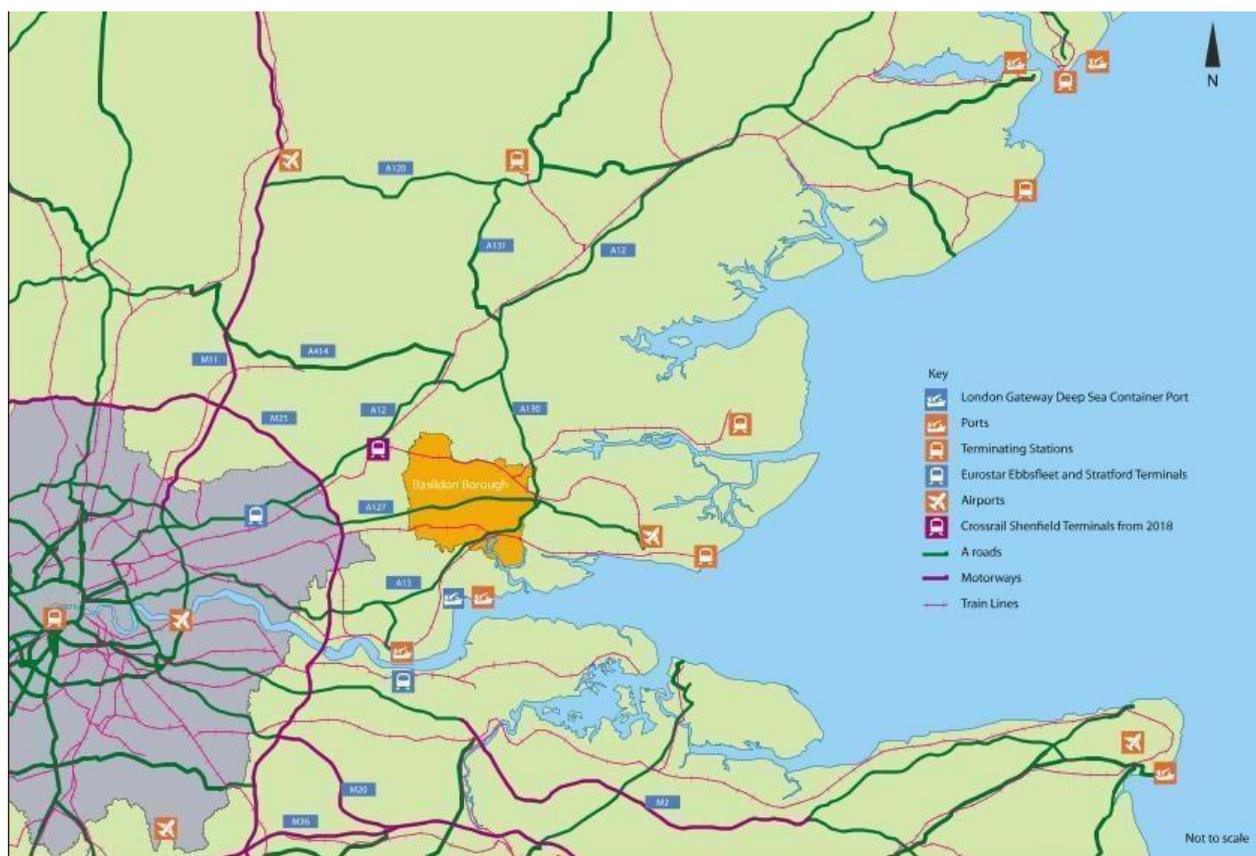
## **Our Population and Demography**

- 3.6 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 2014 based sub-national population predictions have predicted that the Borough's population has now increased to 183,000. Of this, Basildon (including Laindon and Pitsea) accommodates around two-thirds of the population with the remaining third being located within Billericay, Wickford and the surrounding serviced and unserved settlements.
- 3.7 The *Addendum to the South Essex Strategic Housing Market Assessment (SHMA Addendum) (2017)* examines population projections up to 2037. It is predicted that there will be an increase in the population in the Borough of 34,197 people between 2014 and 2037.
- 3.8 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**

- 3.9 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 London Southend Airport and London Stansted Airport, the international ports of Felixstowe, Tilbury and Harwich and the new super container port of London Gateway.

Figure 3.2 Strategic Transport Network Surrounding Basildon Borough



- 3.10 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 and terminate at London Liverpool Street. In 2018, Crossrail services will be fully operational from Shenfield, one stop west of Billericay, linking non-stop 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

- 3.11 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.
- 3.12 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 PRow that provide a means of accessing the open countryside.
- 3.13 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

- 3.14 There are approximately 76,000 existing homes in the Borough, 64% of which are owner occupied, 21% socially rented and 10% privately rented. The Borough's housing stock comprises 21.7% detached, 25.7% semi-detached, 35.2% terraced and 17.4% flats and others with the majority

having 2-3 bedrooms (42%).

## Our Education Provision and Performance

- 3.15 At 2017, the Commissioning School Places team at Essex County Council recorded 51 primary schools, 10 secondary schools and 6 sixth forms in the Borough.
- 3.16 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.
- 3.17 Key to improving this situation has been to tackle the quality of educational provision in the Borough. In Autumn 2013 Essex County Council, Basildon Borough Council and the Basildon Education Partnership 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.
- 3.18 Higher education opportunities existing at some of the Borough's secondary Academies, as well as with the South Essex College, SEEVIC and ProCAT colleges which have skills campuses in the Borough.

## Our Economy

- 3.19 The *South Essex Economic Development Needs Assessment (EDNA) 2017* identifies Basildon as the largest economy in the South Essex sub-region. Basildon is home to the A127 Enterprise Corridor, the largest concentration of employment in Essex and there are some 87,000<sup>1</sup> jobs based in the Borough.
- 3.20 The *EDNA* 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. . The main business sectors in the Basildon Borough are wholesale and retail trade (21%), manufacturing (14%) and human health and social work activities (13%).
- 3.21 In total there are over 7,300 VAT registered business enterprises trading in the Borough. *Centre for Cities Outlook (2018)*, suggests that the Borough has the 7<sup>th</sup> largest quantity of business stock in the UK. It considers businesses in the Borough to have lower than the national average of business closures compared to other parts of the country at 49/10,000 population, whilst business start-ups are one of the highest in the country at 68.2/10,000 population; ahead of major cities in the UK such as Leeds and Liverpool and greater than the national average.
- 3.22 In terms of employment stock, the *Basildon Economic Development Policy* identified that the Borough has a strong enterprise base with a particularly high concentration in the ICT and Digital, Wholesale, Construction, Motor Trades, Retail, Financial and Insurance, and Health and Manufacturing sectors.
- 3.23 In the Borough, the unemployment trend increased between 2008 and 2013, in line with the economic downturn, however between 2013 and 2015 the claimant rate has started to decline showing that levels of unemployment is beginning to fall and the Job Seeker Allowance claimant count is now at 1.6%<sup>2</sup>.

## 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,

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<sup>1</sup> *Centre of Cities Outlook, 2018*

<sup>2</sup> *South Essex Economic Development Needs Assessment (EDNA) 2017*

Billericay and Wickford of varying size and function.

- 3.25 The Borough has four out-of-centre 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 and its immediate surroundings is the Borough's principal commercial leisure complex which contains a multiplex cinema, bowling alley, wake boarding centre, play centre, bar and nightclub, a gym, go-karting centre, and several 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 economic growth by building on strengths and addressing potential barriers to investment, such as a poor environment or any lack of infrastructure, services or housing. This requirement has significant implications for the levels of growth identified in this Local Plan.

### Demographic Change and Population Growth

- 4.2 The population of the 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 770 homes per year within the Borough over the plan period. Basildon 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, along with market signals and likely job growth gives rise to the need for between 1,019-1,033 homes per annum over the plan period.
- 4.3 The number of older people within the Borough as a proportion of the population is also increasing. The number of people aged over 65 living in the Borough is expected to increase by 17,000 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, it is forecast that 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 several 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 throughout the preparation of the Local Plan 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 proposed South Essex Joint Strategy Plan 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 Policy, Breakthrough Basildon Borough Commission (2018) and Pathways to Success Panel (2018)* all set out opportunities for wider engagement in ongoing training and skills development within the Borough to improve access to jobs and reduce deprivation and ensure more inclusive growth can be realised.
  - 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 NHS England and the Basildon and Brentwood Clinical Commissioning Group (CCG) to bring about improvements in the local area. This includes assisting with highway and public transport access improvements to Basildon Hospital, and working with the CCG and the hospital to directly

deliver new and modernised healthcare facilities. The Local Plan will set out other opportunities to secure new healthcare provision within the Borough as it grows.

- Residents value the sense of openness and greenness that is present in the Borough, and therefore this should be enhanced and protected as appropriate. This Local Plan puts in place mechanisms for the delivery of new Green Infrastructure projects within the Borough and further afield through supporting a refresh to the South Essex Green Grid Strategy with other South Essex councils.
- Residents value local services and town centres. The Local Plan seeks to enhance and protect them as appropriate. Masterplans and project focused regeneration strategies are in place to enable the regeneration of Basildon, Pitsea and Wickford town centres, whilst a planning consent is in place for the substantial redevelopment of the entire Laindon Shopping Centre within Laindon Town Centre which will significantly enhance its vitality through fundamental overhaul of its physical form, layout and public realm and the diversification and quality of its retail offer. Billericay meanwhile will continue to benefit from a public realm strategy aimed at managing the conservation of its historic and protected core, which should help enhance its ongoing commercial 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*. Natural England meanwhile are especially advocating the provision of open space alongside new development in the Borough to prevent harm arising from recreational disturbance to Essex Coast European sites especially, but also SSSIs in the Borough.
- 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 compliance with the *Ambient Air Quality Directive*, and 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 on water resources, temperatures and areas at risk of flooding, including some parts of the Borough. In addition, there will continue to be a need for people and wildlife to adapt and become more resilient to any changes.
- 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 continue 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 will become increasingly squeezed between the sea and any defences, resulting in their decline and eventual loss. There are legal duties to plan for, and where possible, limit such losses.
- 4.13 There is also evidence of the occurrence of more extreme weather events. These will have effects on the security of our 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 more resilient to the impacts of extreme weather events in this Local Plan.

## 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:

- **A127 Enterprise Parks Corridor** – Within the Borough, there are many multi-national companies such as Ford Motor Company, Leonardo, First Data, MK Electric, Case New Holland and DST located within the A127 Enterprise Corridor. Ford Dunton Technical Centre is the largest of its type in the UK and employs 3,000 highly skilled designers, engineers and support staff. The *Basildon Economic Development Policy* envisages that the role of this corridor will be retained and supported to grow, with the aim of attracting new investors to the corridor. Costa Coffee recently opened their new European Roasting Plant and barista training centre in this area.
- **Basildon Town Centre** – A Masterplan has been prepared to guide the regeneration of Basildon Town Centre to enhance its role as a regional centre. The Masterplan envisages 65,300m<sup>2</sup> of commercial leisure and comparison retail floorspace, as well as a new college campus, a new market and 1,500 to 2,000 new homes. This will be supported by enhanced public transport connections and improved integration. Elements of the Masterplan have already been delivered, such as Gloucester Gate and Acacia Park that physically link the town centre with Gloucester Park to the north through a green link and the new market is due to be completed in 2018 to enable South Essex College's new town centre campus to be built near the station. The remaining delivery is expected to occur within the plan-period, with public transport and highway improvements already funded by SELEP due to be delivered by 2021 and the redevelopment of East Square and its surroundings with a new cinema and leisure complex due to move into planning phase during 2018.

## Significant Projects in South Essex

4.15 There are a number of significant development/infrastructure 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. These projects include:

- **London Gateway, Thurrock** – This is the UK's newest deep-sea, semi-automated container port, rail terminal and Europe's largest logistics park, sited on the north bank of Thames in neighbouring Thurrock. Its first phase opened in November 2013 and once complete, it is expected that London Gateway will create 12,000 direct jobs and over 20,000 indirect jobs in the wider South Essex economy.
- **Port of Tilbury, Thurrock** – Further upstream, the Port of Tilbury has been serving London and the South East for over 100 years as a dock and Cruise Terminal. It has expanded during that time offering different facilities and tariffs to London Gateway. The Port of Tilbury is currently advancing plans for Tilbury2 on the site of the former Tilbury Power Station, which would increase the size of the port by adding new berths further downstream. If approved through the Government's National Significant Infrastructure Project's (NSIP) process, it would become operational during the plan period and the Borough has the potential to benefit directly and indirectly from its construction and operation.
- **Southend Airport** – This airport has received significant investment since 2010, and now operates 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.
- **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 Southend-on-Sea's Core Strategy, the Area Action Plan seeks to regenerate and transform the existing town centre as a fully competitive regional centre, led by the development of the University Campus. 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 and competitive edge through its own tailored

regeneration programme.

- **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 and 9,000 new jobs, primarily through the substantial expansion of retail floorspace (50,000m<sup>2</sup> net comparison floorspace), and additional convenience, office and commercial leisure floorspace to broaden the mix of uses. Expansion of retail and leisure provision at Lakeside presents a challenge to Basildon Town Centre in identifying its own role and function within the retail hierarchy within South Essex.
- **The Lower Thames Crossing** - A preferred route for this crossing has been identified by the Government running through the neighbouring Thurrock Borough to the M25, between junctions 29 and 30. It will have a junction with the A13 to the west of the current Orsett Cock junction (A13/A128). 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 the Borough sits, the Council has sought to articulate a vision for the future of the Borough, which aligns with the wider South Essex 2050 vision jointly agreed in 2018. The vision will be delivered through this Local 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 and enhance our natural environment and biodiversity, including open space. The Borough will feel safe and residents will benefit from high standards of health and well-being. 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 Local Plan, are therefore set out below:

### Education and Skills

- To work with our partners through South Essex 2050 to support the educational and skill improvement of local people to ensure they can benefit more inclusively from growth, whilst helping them realise their potential;
- To create an education system that caters for a range of levels of education to better support those with no qualifications as well as 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, especially through apprenticeships;
- To raise the levels of educational attainment and aspiration; and
- To enable people with a higher level of education to secure well paid jobs, but not forgetting vocational training for trade and public service jobs.

### Employment and Business

- To work with our partners through South Essex 2050 to support the expansion and regeneration of sustainable economic and commercial growth centres, supported by a locally available and skilled workforce;
- To support the expansion of the Borough's workforce to provide enough people to take on the jobs available, whilst ensuring the retention of a well-educated and skilled workforce within the Borough;
- 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; and
- To attract highly paid professional service industries to the Borough.

## Housing

- To work with our partners through South Essex 2050 to plan for sustainable housing growth, supported by appropriate infrastructure, delivered in a timely fashion;
- To deliver a mixed tenure portfolio of housing in the Borough that matches the needs of the new and emerging population and ensure it attracts the right people into the area to support our businesses; and
- To ensure homes are available for growing families, as well as specialist accommodation for older people, those with health or learning needs and nomadic Gypsies, Travellers and Travelling Showpeople.

## Infrastructure

- To work with our partners through South Essex 2050 to provide greater influence of planning and infrastructure decisions, whilst acting as a combined voice to attract investment from the Government and the private sector to deliver sustainable growth;
- To deliver infrastructure improvements to support the economy;
- To forward-plan and future-proof infrastructure required in new developments;
- To deliver sustainable transport infrastructure to contribute to a reduction in congestion and pollution; and
- To ensure congested routes are resolved to reduce bottlenecks and support business and industry movement needs, while linking key sites.

## Environment, Health and Well-being

- To work with our partners through South Essex 2050 to support the improvement of our residents health and well-being by conserving our important natural and historic areas and planning for green infrastructure, health and cultural facilities alongside growth;
- To plan for new and enhanced green spaces, protect and enhance wildlife, biodiversity, geodiversity, local landscape and priority habitats and ensure a safer natural environment;
- To conserve and enhance our heritage, cultural and sporting offer;
- To ensure that the health needs of the population are met through new and enhanced health related facilities;
- To deliver strong, empowered and more resilient communities; and
- To make a positive contribution to improving health and well-being for local people.

## Strategic Objectives

5.3 In order to deliver the spatial requirements of the Local Plan's Vision for 2034, ten Strategic Objectives have been set. These have been aligned, where possible, to ensure compatibility with the Borough's spatial and policy context, as well as the vision and ambitions of the Council. They have taken account of the Borough's drivers of change, the evidence base that has informed this plan, the Sustainability Appraisal outcomes and relevant feedback from consultation comments received during the plan's preparation.

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 their setting, 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, enhance, conserve, increase and positively manage the Borough's

	biodiversity resources through the protection, enhancement, restoration and creation of habitats and green and blue infrastructure opportunities.
SO2: Improve the Quality and Value of the Green Belt	Ensure the Borough's Green Belt continues to serve its purposes.
	Pro-actively manage the use of land in the Green Belt, so that it provides greater benefit to local communities.
	Continue to enforce against unauthorised development within the Green Belt.
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.
	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 in Essex by ensuring it contributes to the Borough's overall growth targets, whilst being the prime focus for new retail and leisure development.
	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 and higher education and skills training are available to improve investor confidence in locating to, or remaining in the Borough.
SO6: Delivering New Homes	Identify enough suitable land for new housing to meet Objectively Assessed Needs, whilst recognising the challenges to do so in respects of physical and environmental constraints and infrastructure phasing.
	Provide sufficient homes, 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 hotel 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, green and blue space, recreation and cultural facilities is maintained to encourage active and healthier lifestyles.
SO9: Enhancing the Quality of Life	Foster a dynamic and prosperous local economy, employing a highly trained, skilled and educated local workforce.

for All	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.
	Improve access to, and the provision of, community, sports and cultural facilities, together with sufficient local infrastructure to ensure healthier and stronger communities develop.
	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.
SO10: Securing the Delivery of Supporting Infrastructure	Ensure that all developments are in accessible locations to minimise the need to travel.
	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.
	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.

# Chapter 6: Achieving Sustainable Development

## STRATEGIC POLICIES

### 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 which should be addressed in an integrated way because they are mutually dependent
- 6.2 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.
- 6.3 The *NPPF* expects local planning authorities to work together to address strategic, cross-boundary matters which impact on the ability to achieve sustainable levels of growth and development in an area. Basildon Borough sits within the South Essex sub-region. There is a long history of the authorities in South Essex working together on strategic planning, and in 2017 the Leaders and Chief Executives (or their equivalents) of the six local planning authorities in South Essex (including Brentwood Borough), and Essex County Council came together to create a shared vision for South Essex – *South Essex 2050*. The vision identified key policy themes to be supported, and six growth areas within South Essex where it is expected development will be focused. In order to deliver the vision new joint working arrangements have been established at a political and executive level covering strategic planning, industry, education and skills, infrastructure and communications.
- 6.4 A key task arising from the new joint working arrangements is the preparation of a Joint Strategic Plan for South Essex. There is an ambition for this to deliver the homes and jobs needed in South Essex through partnership working, not just at a local level, but also with Government, to bring forward the strategic infrastructure improvements to transport, education, health and green infrastructure that are needed to support growth, particularly in the six growth areas identified in the vision.
- 6.5 Work on the Joint Strategic Plan is at an early stage, and it is not expected to be adopted until 2020. The Local Plan will therefore contribute towards some of the growth requirements early in that Plan. However, following the adoption of the Joint Strategic Plan it may be necessary to review this Local Plan, at least in parts, to ensure any opportunities for further growth and infrastructure provision in the Borough identified in the Joint Strategic Plan can be realised.

#### Evidence Base

##### *Economic Growth*

- 6.6 The *NPPF* requires a local planning authority to support sustainable economic growth by setting out a clear economic vision and strategy for their area. Local planning authorities should be planning positively and proactively to meet the development needs of business and be able to respond to changes in economic circumstances.
- 6.7 The Council recognises the strategic role the Borough has in the South Essex and Greater Essex economy, accounting for over half of all jobs in South Essex alone. It has the largest stock of office floorspace in South Essex, and the second largest stock of industrial floorspace. The majority of this is concentrated in the A127 Enterprise Corridor, although smaller industrial estates and town centres in each of the Borough's settlements also play a role in this supply.

- 6.8 In the period from 2001 to 2014, the Borough's economy grew by 41% in terms of Gross Value Added (GVA), and at £23,313 per capita was £5,000 greater than the South Essex average. Consequently, workplace earnings in the Borough sit above average for the area, providing an attractor to people living elsewhere in South Essex. When this is combined with the draw employment in London has on people living in the Borough, only 56% of jobs are filled by people living in the Borough. This highlights the strategic importance of the Borough, and in particular the A127 Enterprise Corridor, as a hub for business and employment in South Essex.
- 6.9 In order to determine how the economy in South Essex may grow and change in the future, a *South Essex Economic Development Needs Assessment (2017) (EDNA)* has been prepared. The *EDNA* considered the potential for growth in South Essex and calculated the need for additional employment floorspace across the area using the East of England Forecasting Model (EEFM) as a baseline. Sensitivity testing was applied to this baseline to assess growth scenarios focusing on various sectors in which the South Essex area has strengths such as advanced manufacturing, health technologies and the digital and creative sectors. It also considered the potential for displaced businesses from East London relocating to South Essex. The *EDNA* concluded that there is the potential to create around 52,800 jobs across South Essex, of which around 14,500 jobs could be in Basildon Borough. Its growth in sectors requiring office and industrial space will generate around 10,000 jobs (B-class jobs), which, in turn, will require the provision of at least 28ha of additional employment land in the Borough.
- 6.10 Whilst taking into account the findings of the *EDNA*, the Council is also highly ambitious in relation to economic growth and seeks to ensure that there are opportunities for businesses to grow in the Borough, opportunities for new businesses to locate to here and opportunities for local people to access jobs through skills development and training, as set out in the Council's *Economic Development Policy*.
- 6.11 The *Essex Grow-on Space Feasibility Study (2016)* has highlighted a market failure in the Borough in relation to the availability of smaller sized office and industrial units for emerging small businesses, curtailing the potential growth of these businesses. This identifies a concealed need for employment floorspace of 9ha arising from local businesses looking for room to grow into.
- 6.12 Additionally, discussions with the Greater London Authority (GLA) have indicated that there will be unmet business growth arising from London over the next 20 years, which Basildon Borough could capture, at least in part. The *London Industrial Land Demand Study (2017)* expects manufacturing and utilities to be industrial sectors where businesses will be seeking relocation outside London. This is opportune, given the Borough's strengths in advanced manufacturing, and the Council commits, through the Local Plan, to make provision for around 14ha of the displaced or unmet employment need from Greater London through growth in the A127 Enterprise Corridor.
- 6.13 Overall, therefore, the Local Plan commits to the delivery of at least 51ha of employment land. However, employment land is constantly under threat from other uses, such as conversion to residential flats under permitted development, and also other commercial activities such as commercial leisure, retail and sui generis uses. Taking into account supply side adjustments for churn and losses to other uses, the *EDNA* and the *Employment Land and Premises Study (ELPS) (2013)* have both recommended making additional land available in the Borough for economic growth, with need constituting around 60% of supply.
- 6.14 However, there is some employment land supply within the Borough which is owned by significant multi-national companies. The Council is keen to encourage the retention of these companies as they respond to changes in the global economy, and therefore recognises that their land-holdings may not be available for general economic growth, but may provide opportunities for additional job growth in the Borough through business consolidation. This constrains the available supply of land for general economic growth, particularly in relation to sites suitable for office space.
- 6.15 Consequently, the Local Plan makes provision for 92ha of land for employment purposes, with the intention of securing at least the 51ha of B-class employment development needed. This will deliver around 14,150 B-class jobs, as part of a total jobs growth of at least 20,000 jobs within the Basildon economy.
- 6.16 Supplying land, and creating conditions for economic investment is however, only part of the

Council's *Economic Development Policy*. Another component is ensuring that local residents have access to those employment opportunities. Currently, low skill levels prevent access to higher paying jobs in the local economy, and employment deprivation in some parts of the Basildon urban area is particularly high. This has implications for other indicators of well-being including health outcomes. Growth in higher paying sectors, such as advanced manufacturing and digital, cultural and creative technologies is therefore considered essential, alongside a strategy to engage more local people in education, training and other forms of skills development. The Council is pursuing separate, non-planning strategies such as the Pathways to Success Panel and Breakthrough Basildon Borough Commission in order to achieve a skills uplift amongst local people and ensure the benefits of growth are more inclusive.

### **Housing Growth**

- 6.17 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 people (labour and knowledge) and resources that they need to be successful. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing.
- 6.18 Significantly boosting the supply of housing in England is a key focus for Government and local planning authorities are expected to identify their local housing need and ensure that their Local Plans meet this objectively assessed need in full for market and affordable housing. However there are policies within the *NPPF* which refer to areas or assets, such as nature conservation sites, heritage assets, locations at risk of flooding and land designated as Green Belt which have the potential to constrain growth. Infrastructure capacity may also be a constraining factor if transport impacts are severe, or if the outcomes for communities are unsustainable.
- 6.19 The *SHMA Addendum*, identifies an objectively assessed need (OAN) for housing of up to 4,000 homes to be delivered in South Essex every year in order to support both housing need and the needs of economic growth. This housing target is made up of the cumulative requirements of the five authorities of Basildon, Castle Point, Rochford, Southend-on-Sea and Thurrock that consist the housing market area. The Joint Strategic Plan will address the matter of housing distribution between these authority areas once adopted, including any redistribution. However, as a starting point the calculated OAN for Basildon Borough is between 972 and 986 homes per annum, or between 19,440 and 19,720 homes over 20 years. Taking into account the projected requirements for additional pitches and plots for the Borough's ethnic Gypsy and Traveller households that have ceased to travel permanently, the *Basildon Borough Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (BBLNAA) (2018)* indicates that the *SHMA* need is greater by 51 pitches, taking the OAN to between 19,491 and 19,771 homes over 20 years.
- 6.20 The *SHMA Addendum* OAN calculations use the 2014 Minister for Housing, Communities and Local Government (MHCLG) sub-national household projections as a basis. The new standard method for calculating housing need set out in the revised *NPPF 2018*, if applied now, would also use the same set of household projections along with housing affordability ratios (2017 based) to calculate the requirement for housing in the Borough. The household projections provide the base for the calculation with the affordability ratio identifying the scale of uplift required to address local market conditions with the uplift capped at 40%. The standard method does not use the base date of the data (2014), but rather the current year from which the calculation is to be taken. This means that if a Local Plan was prepared today for Basildon Borough it would have a requirement for 17,232 homes over the period from 2018 to 2034 (16 years), based on data up to 31 August 2018. Whilst the OAN calculated by the *SHMA Addendum* is higher, it does cover a longer time period. Once completions between 2014 and 2018 have been taken into account to contribute towards supply, the remaining housing need for the plan period, including shortfall in provision for the period 2014-2018, as set out in this Local Plan, is broadly aligned to the figure calculated by the standard method.
- 6.21 In preparing the Local Plan, the Council has taken into account the government's ambitions for housing growth, and the evidence of housing need as set out in the *SHMA Addendum*. This does not vary significantly from the requirement of the standard methodology. Consideration has also been given to the availability of land, spatial distribution options and infrastructure requirements. It has also been necessary to consider avoiding areas of the Borough at risk of flooding, contamination and pollution, as well as avoiding sites of nature conservation importance.

- 6.22 Account has also been taken of the great importance attached to the permanence, extent and role of the Green Belt and the fundamental aim of preventing sprawl by keeping land permanently open, altering boundaries only in exceptional circumstances, taking account of the need to promote sustainable development. In the Borough, particular regard has been had to preventing the coalescence of the Basildon urban area with Thundersley to the east and West Horndon to the west, as this would create a continuous urban conurbation stretching along the A127 around 20 miles from West Horndon in Brentwood/Thurrock to Shoeburyness in Southend.
- 6.23 Having taken into account the supply of housing through completions, urban capacity (including town centre regeneration), sites with planning permission and a windfall allowance, the Council concluded that a strategy that would constrain housing growth to sites within the Borough's urban areas would mean that there would be a significant shortfall of housing when considered against the OAN for the Borough. Therefore, achieving sustainable levels of housing development within the Borough without impinging on the Green Belt has been unavoidable and Green Belt boundaries have been amended, where exceptional circumstances were judged to have existed, in order to achieve sustainable development in the Borough.
- 6.24 The Local Plan therefore makes land provision for at least 17,791 homes. When housing supply is compared against the housing need of between 19,491 and 19,771, the scale of unmet need is identified to be around 10% of the housing requirement. This is similar to the level of unmet need based on the standard method approach. While the need is lower at 17,232, the supply is also comparably lower at 15,531 as it does not include housing completions between 2014 and 2018.
- 6.25 In terms of delivery, it is expected that during the plan period to 2034, only around 15,465 homes will be delivered, with the annualised rate of delivery varying over the plan period to reflect both infrastructure and environmental constraints, which will slow delivery in some locations, and push delivery on some large scale strategic sites beyond the plan period. The Council has also been realistic about lead-in times and build out rates on the suite of sites identified in this plan, including a number of Green Belt sites which will not be available until this plan is adopted. The minimum housing target for the Local Plan is therefore **15,465 over a 20 year period from 2014 to 2034**, with staged delivery rates as set out in table 6.1. However the Council will take a proactive approach to monitoring delivery following the adoption of the plan, in line with the requirements of national policy, and seek to implement the delivery techniques set out in the chapter 18 of this plan to increase delivery. If necessary the Council will review this matter as part of the five year plan review.
- 6.26 The overall housing target aligns with the 2014-based sub-national population projections for Basildon Borough, which was used as the demographic baseline in the *SHMA Addendum*. At 31 March 2018, 2,247 homes had been delivered against this target, leaving this plan to make provision for at least 13,218 homes.

Table 6.1: Staged Housing Target

Time Period	Up to 2023	2023 – 2028	2028 – 2034
Homes per Annum	622pa	688pa	1,111pa

- 6.27 Whilst the housing target falls short of the OAN for the Borough, it does represent a significant step change, with an average delivery rate of around 826 homes per annum, compared to the historical rate of development in the Borough in the period 2001 to 2017 of 369 homes per annum.
- 6.28 It is recognised that the rate of delivery expected in this plan period falls short of that considered necessary to support economic growth. However, the economic growth scenario in the *SHMA Addendum* assumes a static position in relation to commuting patterns, economic activity and unemployment. It is clear through discussions with the GLA, that there will be a degree of employment displacement out of London, as some industrial sites within Greater London are redeveloped for housing purposes. As set out above, the Council's *Economic Development Policy* seeks to promote higher levels of economic activity and lower levels of unemployment amongst the resident population through a range of measures, which fall outside the scope of planning. The assumptions affecting the relationship between housing and economic growth are therefore likely to change over the plan period, and will therefore need to be reviewed frequently to monitor

if there are negative consequences arising from the housing growth in this plan.

6.29 In order to support the level of housing and employment growth set out in the Local Plan, a bespoke *Infrastructure Delivery Plan* has been prepared. This has been prepared in partnership with service and infrastructure providers, and has a cumulative cost of around £500m. Developers will be expected to contribute towards these infrastructure requirements and, where possible, growth has been concentrated in particular locations in order to create a better critical mass for infrastructure provision. However, it remains the case that the Council and its service/ infrastructure delivery partners will need to seek funding from Government sources in order to deliver the growth in this plan. If that funding is not forthcoming, delivery rates will be affected.

6.30 Whilst the Local Plan contains some ambitious infrastructure proposals such as a new grade separated junction on the A127 and a relief route for South West Billericay which combined open up the opportunity for around 7,200 homes, infrastructure proposals in this plan are largely confined to the Borough's geographical extent. The Local Plan can do little more than recognise the need for improvements to strategic infrastructure, such as the A127, A13 and A130, to support the cumulative impacts of growth in South Essex. The Joint Strategic Plan will therefore provide a new opportunity for infrastructure to be considered at a strategic level, rather than just at a local level, and consequently, different approaches to infrastructure provision may be identified in the future. This may give rise to new opportunities for growth, as land or sites which are not currently suitable and/or available are opened up. It will therefore be necessary to review the Local Plan in the future, if new approaches to infrastructure provision open up new opportunities for growth in the Borough.

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

1. The Council will work with neighbouring authorities in South Essex to bring forward a Joint Strategic Plan for sustainable growth in South Essex which seeks to deliver at least 90,000 homes and 58,000 jobs.
2. In contributing to this South Essex target, the Local Plan makes land provision for 17,791 homes and 92ha of employment land, with the target of delivering at least 15,465 homes and 20,000 jobs by 2034. Homes will be delivered at the following minimum rates:

<b>2018 – 2023</b>	<b>2023 - 2027</b>	<b>2028 - 2034</b>
622pa	688pa	1,111pa

3. 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:
  - 9,179 homes
  - up to 22.5ha of employment land need (up to 43.5ha of supply)
4. In order to accommodate the remainder of the growth, the Green Belt has been reviewed to make provision for around 8,612 new homes and at least 28.5ha of employment land need (48ha of supply). 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.
5. 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 advanced manufacturing and technology sectors, and new economic opportunities will be created through the regeneration of town centres and enterprise parks.
6. In order to ensure that the local people and the local economy can thrive, growth will be phased, aligned with the provision of the services and infrastructure needed to keep people and businesses connected and moving, and enable local residents to stay healthy and fulfil their potential.

7. This Local Plan will be reviewed, at least in part, following the adoption of the Joint Strategic Plan for South Essex, if opportunities for further growth and infrastructure provision in Basildon Borough are identified.

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

### **Policy Context**

- 6.31 The *NPPF* expects planning to actively manage patterns of growth to maximise the use of public transport, walking and cycling, and to 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**

- 6.32 The *Settlement Hierarchy Review (2015)* identifies the settlement hierarchy within the Borough. It identifies Basildon (including Laindon, Pitsea and Noak Bridge) 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 choices. 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.
- 6.33 Employment provision in the Borough is aligned with the settlement hierarchy. The main areas of employment activity can be found within Basildon, primarily within the A127 Enterprise Corridor and within Basildon town centre. There are smaller industrial estates in Billericay and Wickford, with the town centres in these settlements also providing retail and office space. There are also a number of rural locations where small scale business estates have grown up around former farms, or similar. The *EDNA* establishes that the A127 Enterprise Corridor is a key location within South Essex where growth of key sectors in the local economy such as transport and logistics, advanced manufacturing, green technologies and health technologies should be located. It also establishes Basildon town centre as a key location for the growth of digital, cultural and creative industries sector. Other employment location provide a supporting role in economic growth and should be retained.

### **Urban Land Capacity**

- 6.34 In accordance with policy SD1, 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, as well as including land which previously formed part of the *Basildon District Local Plan Areas of Special Reserve*, where the *Housing and Economic Land Availability Assessment (HELAA)* has found them to be 'suitable, available and achievable' in line with the *NPPF* requirements. The Borough's urban land capacity can accommodate approximately 9,098 homes (net), as set out in Table 6.2.
- 6.35 The town centre regeneration dwelling capacity includes the number of homes identified within adopted masterplans and a 6.4% uplift based on higher density residential development that has historically been delivered within Basildon Town Centre, and to a more modest degree within Wickford Town Centre, than what was anticipated in the masterplans. This is based on the calculations set out in the *Town Centre Masterplan Residential Audit Paper (2018)*. A windfall allowance informed by the *Basildon Borough Housing Supply Windfall Report (2017)* is also included in the urban supply beyond the first five years. This windfall allowance was calculated having regard to past sources of windfall supply, and the potential for those sources to continue to contribute towards supply into the future.

- 6.36 In terms of employment land provision meanwhile, there are 43.5ha of vacant or underutilised land supply within the existing urban area. This will enable up to 22.5ha of the employment land demand to be met of the identified need. 4.8ha of supply have been secured in Basildon since 2014. However, this supply pre-dates the calculation of need in the *EDNA* and the *Essex Growth on Space Study*.

*Table 6.2 Basildon Borough Urban Land Capacity*

<b>Urban Land Capacities</b>	<b>Totals</b>
Urban Dwelling Completions 2014 - 2018	2,247
Dwelling Units with Planning Consent at 1st April 2018	2,641
Town Centre Regeneration Dwelling Capacity (outstanding)	1,164
Other Urban Dwelling Units on Sites in the <i>HELAA</i> (suitable, available and achievable)	2,166
Windfall (beyond 2023)	880
<b><i>Dwelling Units Total</i></b>	<b>9,098</b>
Employment Land Urban Completions	4.8ha
Employment Land Urban Capacity	22.5ha
<b><i>Employment Land Total</i></b>	<b>27.3ha</b>

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

- 6.37 Having considered the capacity of the sites in the urban area, it was concluded that exceptional circumstances may exist for permitting development on sites within the extent of the Green Belt. However, it was necessary to make a planning judgement as to whether exceptional circumstances existed on a site by site basis having regard to a suite of evidence including both the *Green Belt Study Review (2018)*, and a site level Green Belt harm assessment as part of the *Green Belt Topic Paper (2018)*, and also evidence on environmental constraints, infrastructure needs, capacity and opportunity. Through this process, a suite of sites within the extent of the Green Belt were identified for inclusion in the Local Plan for the purpose of contributing towards meeting employment and housing needs. Sites which potentially risked the coalescence of the Basildon urban area with Thundersley to the east and West Horndon to the west were considered to cause significant harm to the openness of the Green Belt and the purpose of including land within it, and have therefore been retained within the Green Belt.
- 6.38 Whilst some sites were excluded from consideration on the grounds of Green Belt harm, some more significant incursions into the Green Belt have been identified where there is the potential to secure significant transport infrastructure projects, which support not only growth, but deliver wider enhancements. This is particularly the case in relation to East Basildon and Wickford, where the combined growth of around 5,500 homes, to be delivered through the Local Plan and the Bowers Gifford and North Benfleet Neighbourhood Plan, and a 48ha extension to the A127 Enterprise Corridor would help to secure a new junction on the A127, improving accessibility to Wickford and relieving congestion at the A127/A132 junction and surrounding routes. Similarly, growth to the South West of Billericay in the order of 1,700 homes will secure a new relief route between the A129 London Road and the junction of B1007/Laindon Road with A176/Noak Hill Road, significantly reducing congestion at the Sun Corner junction on Billericay High Street.

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

- 6.39 Bowers Gifford and North Benfleet is a small serviced settlement which sits in the Green Belt to the east of Pitsea and to the west of Thundersley in Castle Point Borough. It has, along with the rest of the parished area, been designated as the Bowers Gifford and North Benfleet Neighbourhood Area. The settlement offers some community facilities and services. It also

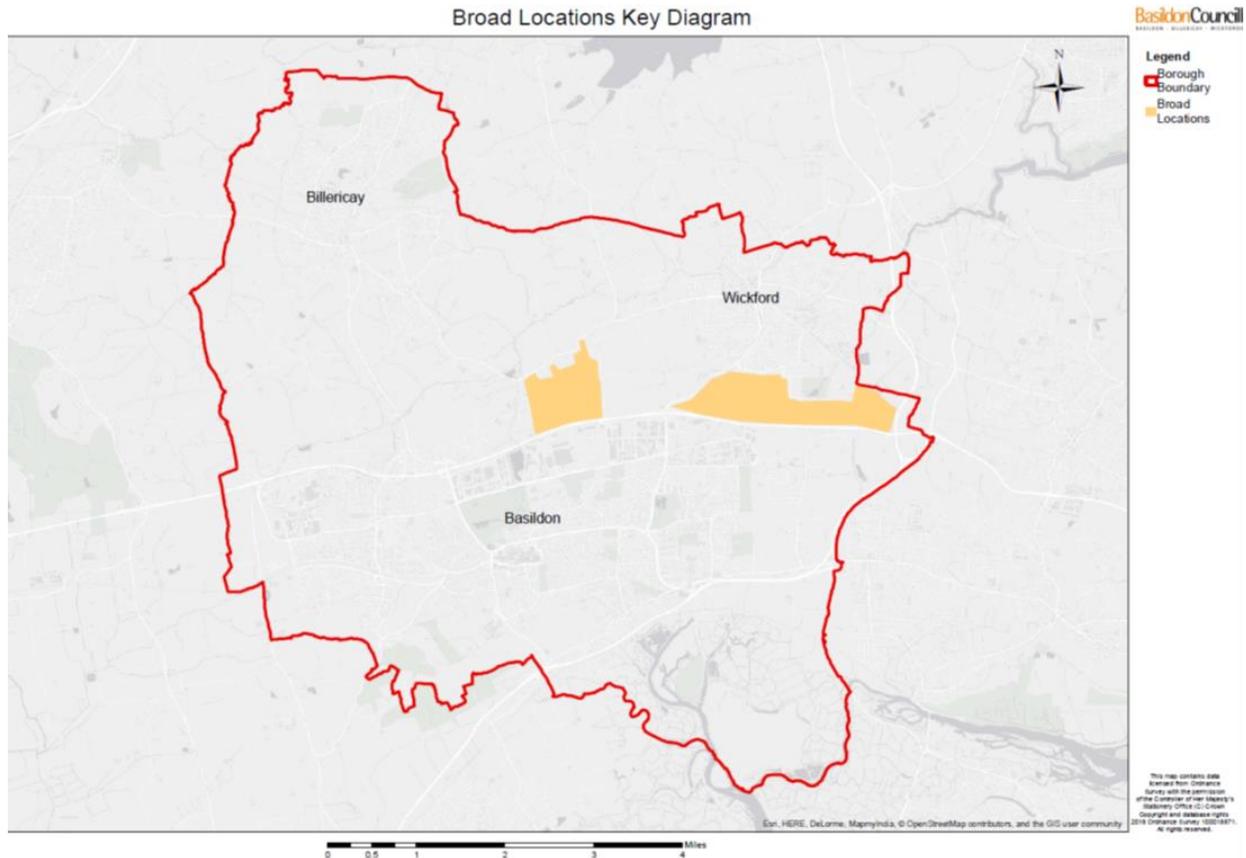
benefits from good transport links with access to the strategic road network and frequent public transport services along the London Road to the south. As such, it represents a sustainable location for growth within the Borough, with the opportunity to increase service provision to the existing population of Bowers Gifford and North Benfleet. The Local Plan does not allocate sites for residential development within this designated neighbourhood area but has specified a housing requirement figure for the neighbourhood area which will be delivered through a Neighbourhood Plan, once adopted. The housing target set reflects the capacity for sustainable growth in this location.

- 6.40 The serviced settlements of Ramsden Bellhouse and Crays Hill which are situated between Billericay and Wickford to the north of the Borough, benefit from access to some services and public transport provision, the viability and retention of which should benefit from some additional development. However, these settlements sit away from the strategic road network, and the opportunity for significant growth is not therefore appropriate at this time. Consequently, minor amendments to the Green Belt boundary for Crays Hill have been made to permit a limited amount of development to occur, whilst maintaining the overall scale of the settlement and the purpose of including land within the Green Belt. The minor amendments create a new logical settlement boundary and create opportunity to deliver around 65 new homes. Ramsden Bellhouse has been designated as a neighbourhood area, therefore the Council has specified a housing requirement figure within the Local Plan for the neighbourhood area which will be delivered through a Neighbourhood Plan, once adopted.
- 6.41 There are also 13 plotland settlements within the extent of the Green Belt, which are unserved. 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 likely contribution infill development in the Green Belt, largely in plotland areas, will make to overall housing provision in the Borough. This identifies the potential for around 145 homes to be accommodated on infill sites in the Green Belt. However, further analysis identified the Hovefields and Honiley Neighbourhood Area within the Fairmead Plotlands as not being suitable for infill development due to highways issues and therefore the potential for infill development across the Borough is around 135 homes. Due to limited access to services in these locations significant levels of additional growth beyond this will not be permitted.

### ***Broad Locations for Housing Growth***

- 6.42 The area to the south of Crays Hill has been identified as a broad location for potential housing growth. The broad location covers the area of land between the settlement of Crays Hill to the north and the A127 to the south and includes the Dale Farm site. The area consists of low density residential accommodation which includes a number of authorised Gypsy and Traveller sites and is largely rural in character. A large amount of land within the area has been promoted for development during the preparation of the Local Plan and includes a proposal for 500 homes on the site known as Dale Farm.
- 6.43 The area to the south of Wickford is also identified as a broad location for potential housing growth. The broad location covers the area of land between the settlement of Wickford to the north and the A127 to the south, excluding the allocation in this plan known as site H12, but including the Hovefield and Honiley Neighbourhood Area. The area consists of low density residential accommodation which includes a number of both authorised and unauthorised Gypsy and Traveller sites, and is largely rural in character. A large amount of land within this area, including the entire extent of the Hovefield and Honiley Neighbourhood Area, has been promoted for development during the preparation of the Local Plan.
- 6.44 Both these areas are illustrated in Figure 6.1:

Figure 6.1: Broad Locations Key Diagram



6.45 At this time, there are a number of constraints affecting both these areas which prevent them being identified as specific development locations within this plan, including matters related to sustainable access to local services, highway access and ensuring that proposals for improving the A127 which will emerge through the Joint Strategic Plan can be delivered unhindered. However, the Council recognises that there may be opportunity to bring forward comprehensive schemes for both these areas that seek to redevelop and improve the condition of brownfield sites if existing constraints can be addressed and overcome. As a result, the Council will reconsider these locations for housing growth in the next Local Plan review, allowing time for sustainable development proposals to be identified and proposals for the A127 to be further developed within the Joint Strategic Plan. In the south Wickford area this will be undertaken in conjunction with the Neighbourhood Forum for Hovefield and Honiley.

6.46 In bringing forward such proposals the Council is mindful that any future development in these broad locations make provision for the whole community and not result in the displacement of the travelling community unless suitable alternative sites are provided.

**Policy SD2  
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 growth to each of the main settlements, as follows:

Settlement Type	Settlement Name	Dwelling Provision	Employment Land Provision
Main Urban Area	Basildon (includes Laindon, Pitsea and Noak Bridge)	8,747	91ha
Towns	Billericay	3,034	0.3ha
	Wickford	3,513	0.7ha

Settlement Type	Settlement Name	Dwelling Provision	Employment Land Provision
Serviced Settlements	Crays Hill	65	0ha
	Ramsden Bellhouse	39	0ha
	Bowers Gifford	1,350	0ha
Green Belt Infill		163	0ha
Windfall		880	0ha
TOTAL		17,791	92ha

2. As set out in policy SD1, 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, 186ha of land beyond the existing urban area will be made available for development around the Basildon urban area including a 48ha eastern extension to the A127 Enterprise Corridor for economic growth purposes. In Billericay, 131ha of land beyond the existing urban area will be made available for development purposes, and 70ha around Wickford will be made available for development purposes. Specific development locations are identified in policies E2 to E8, and H7 to H21.
4. The designated Neighbourhood Areas of Bowers Gifford and North Benfleet and Ramsden Bellhouse will be required to deliver, through their Neighbourhood Plans, the housing figures that have been allocated to them within this plan. In order to achieve these targets it may be necessary for those Neighbourhood Areas to exceptionally amend their Green Belt boundaries. To ensure that new development is sustainable new homes within these areas should be accompanied by supporting infrastructure including open space, community facilities and local services. .
5. Minor amendments will be made to the Green Belt around the serviced settlement of Crays Hill to accommodate additional small-scale development consistent with the design and character of existing buildings within the village. Large scale extensions to Crays Hill will not be permitted.
6. Minor amendments will be made to the Green Belt where it offers opportunities for small scale self-build developments and where planning permission has otherwise been granted to residential development and which now form built-up extensions to the urban area.
7. Limited infill development will be permitted in the Green Belt in accordance with policy GB4, and the exceptions set out in the *NPPF*.
8. The areas to the south of Crays Hill, Billericay, and to the south of Wickford have been identified as broad locations for potential housing growth which will be considered in the next review of the Local Plan once sustainable development proposals have been identified that incorporate, and are supported by, the necessary infrastructure provision.

## Policy SD3: Designated Neighbourhood Areas

### Policy Context

- 6.47 Neighbourhood planning was introduced by the *Localism Act 2011* (amending the *Town and Country Planning Act 1990*) as a way for local communities to plan for, and manage, development within their own areas. Local Councils and Neighbourhood Forums, who are the responsible bodies for neighbourhood planning in their designated neighbourhood areas, have the power to produce a Neighbourhood Development Plan which sets out general planning policies for development and the use of land. Once the plan is 'made' it forms part of the formal

Development Plan and is used to determine planning applications in the neighbourhood area. Local Councils and Neighbourhood Forums can also produce Neighbourhood Development Orders which can grant planning permission for certain types of development in the neighbourhood area without the need for a traditional planning application.

- 6.48 Local planning authorities have a duty to support local communities in preparing plans or orders for their local area, as stated within the *Neighbourhood Planning (General) Regulations 2012 (as amended)*, and to take them through a process of examination and referendum.
- 6.49 The *NPPF* states that local planning authorities should set out clearly within their local plans strategic policies for the neighbourhood areas, including policies for housing and economic development, and neighbourhood plans must be in general conformity with them. Neighbourhoods are expected to plan positively to support local development, shape and direct development in their area, and identify opportunities to use Neighbourhood Development Orders to enable developments that are consistent with their neighbourhood plan to proceed.
- 6.50 Whilst the Local Plan has been prepared in accordance with the original *NPPF*, the Council acknowledges that the Neighbourhood Plans currently being prepared will not come forward in the transitional period and will therefore be assessed against the newer version of the *NPPF*. The newer version encourages housing targets to be set for each neighbourhood area and allows for changes to Green Belt boundaries to be made through Neighbourhood Plans where strategic policies have identified a need for such a change.

## **Evidence Base**

- 6.51 There are three designated neighbourhood areas within the Borough which are Hovefields and Honiley, Bowers Gifford and North Benfleet, and Ramsden Bellhouse. All three areas have indicated that they wish to prepare Neighbourhood Plans to determine where they wish development to go in their respective areas. The Council has set out within this policy how it intends to support each area, having regard to the aspirations of the communities, the evidence supporting this Local Plan and the development needs of the Borough as a whole.
- 6.52 The Local Plan evidence has identified the appropriate level of growth within each neighbourhood area, and also appraised sites within these areas against a range of criteria to identify their development potential. All of this evidence is available to the neighbourhood planning bodies should they wish to use them as part of their own evidence. In preparing this Local Plan the Council has also identified the challenges which the neighbourhood areas face. In particular the provision of transport infrastructure which is needed to unlock potential growth within the Hovefields and Honiley Neighbourhood Area and make existing development sustainable. For matters which are strategic in nature the Council will seek to deliver them through the Local Plan by way of developer contributions, and where possible through utilising external funding sources. However, where infrastructure projects are complex and finance must be secured from several sources it is unlikely they will be completed in the early part of the plan period.
- 6.53 The Local Plan also redefines the Boroughs Green Belt boundaries, through strategic policies SD1 and SD2, to allocate land for development around the Borough's settlements in order to contribute to meeting the Boroughs identified development needs. By the time the Neighbourhood Plans are adopted they will also have the ability to change Green Belt boundaries to accommodate development within their neighbourhood areas. The Council has therefore assigned Bowers Gifford and North Benfleet Neighbourhood Area and Ramsden Bellhouse Neighbourhood Area their own housing targets, which enables the community to determine their own site allocations for meeting the target. It is important to note that these targets represent the minimum level of housing development that their Neighbourhood Plans must deliver.

### ***Hovefields and Honiley Neighbourhood Area***

- 6.54 The Hovefields and Honiley Neighbourhood Forum and Neighbourhood Area were designated in May 2016. The neighbourhood area is located within the Green Belt within the Fairmead Plotland between the settlements of Basildon and Wickford. The neighbourhood is small with limited access to services and comprises mainly of residential development occupied by both the settled community and the travelling community. There are some localised flooding issues in the area associated with limited drainage infrastructure provision and proximity to flood risk sources, and access to the area is via 'left in' and 'left out' turns onto the A127 which is not deemed safe or sustainable from a highways perspective.

- 6.55 The current aspirations of the Neighbourhood Forum is to redevelop the neighbourhood area into a new standalone, serviced community. Whilst the evidence supporting the Local Plan does not justify an allocation for significant housing development in this area, including the findings of the *High Level Site Evaluation (2018)*, the Council acknowledges that if such a level of housing was proposed in a Neighbourhood Plan, it would be reliant on the delivery of the new junction on the A127 and associated link roads. Much of the growth apportioned to the east of Basildon and across Wickford in the Local Plan is not anticipated to come forward early in the plan period, due to the significant costs associated with providing a new junction on the A127. The delivery of a Neighbourhood Plan would encounter similar time constraints.
- 6.56 The level of development within this area identified by the Council was limited infill development only which would deliver approximately 23 dwellings. This does not match the aspirations of the Neighbourhood Forum and the *High Level Site Evaluation* later demonstrated that for any development to occur within the neighbourhood area an alternative access into the area must first be provided.
- 6.57 Owing to the fact that any significant development proposals in the neighbourhood area would be reliant upon the delivery of the new junction on the A127, it is likely that the first review of the Local Plan would take place prior to any development coming forward in this area. This would allow the Neighbourhood Forum sufficient time to progress an appropriate Neighbourhood Plan alongside the work the Council intends to undertake to bring forward proposals for the south Wickford broad location identified in policy SD2..
- 6.58 Until such a time that the Council and the Neighbourhood Forum agree sustainable development proposals for this area, the Council will not support additional development in this neighbourhood area. Furthermore, it is important that any future development in the neighbourhood area makes provision for the whole community and, to ensure the Neighbourhood Plan is lawful, it must not result in the displacement of the travelling community unless suitable alternative sites are provided.

#### ***Bowers Gifford and North Benfleet Neighbourhood Area***

- 6.59 The designation of the Bowers Gifford and North Benfleet Neighbourhood Area was approved in July 2016 and covers the entire Parish boundary. Bowers Gifford is a small village to the east of Basildon inset from the Green Belt. It benefits from having good access to the strategic highway network, frequent public transport services along the London Road to the south and the village itself offers some community facilities including a convenience store, garden centre and community hall. Outside the village core, to the south of the London Road is a primary school and a nursing home. The North Benfleet Plotlands are located to the north of the neighbourhood area within the Green Belt and adjacent to Bowers Gifford. The population of Bowers Gifford and North Benfleet included members from both the settled and travelling community. The land surrounding the settlement of Bowers Gifford and North Benfleet is mainly in agricultural use while land to the south the neighbourhood area, south of the A13 is predominantly marshland.
- 6.60 Throughout the preparation of the Local Plan, the Council's suite of evidence has identified land east of the Basildon urban area as a potential growth location which could contribute significantly towards meeting the Borough's development needs. Much of the land within this area had been promoted for development through the *HELAA* and many sites had been found suitable and available for housing development. The Council determined that land to the east of Basildon, including land within the neighbourhood area, was capable of accommodating around 2,000 dwellings. Due to the complex nature of development within this location, as a result of multiple land promoters and the significant infrastructure improvements required to support development, the Council commissioned consultants to produce the *High Level Development Framework for East Basildon (2017) (HLDF)*. The *HLDF* assessed the issues and recommended a preferred framework for delivering the level of growth being sought alongside the necessary infrastructure.
- 6.61 Based on the preferred framework, the Council has allocated land to the east of Pitsea in policy H5, which is outside of the designated neighbourhood area, for residential development supported by educational and leisure provision but there remains a need for a further 1,350 additional dwellings to be provided on the remaining land to the east of Basildon. As this land forms part of the designated neighbourhood area, the Council has set a minimum housing target of 1,350 dwellings for the neighbourhood area which the Parish Council will be required to meet deliver through a Neighbourhood Plan.

- 6.62 Land to the east of Burnt Mills has also been allocated through policy E6 of this Local Plan for employment use and will form an extension to the existing A127 employment corridor. Whilst this allocation is within the neighbourhood area, the Council considers this site to be of strategic importance in delivering the economic ambitions of the Local Plan and contributing towards meeting the employment needs for the Borough as a whole. Therefore any Neighbourhood Plan proposal will need to reflect this strategic allocation in order to be in accordance within the Local Plan. There are also a number of transport infrastructure requirements to be delivered in this area which are of strategic importance to the Borough including new junction on the A127 and associated link roads. These must also be reflected within any Neighbourhood Plan proposal.
- 6.63 The proposals that have been considered by the Parish Council as part of the early preparation of their Neighbourhood Plan include the comprehensive redevelopment of the North Benfleet plotlands and a large housing allocation to the north east of the neighbourhood area which would contribute to meeting some of the identified housing need for the area. Whilst the initial proposals would not deliver the level of housing required of them, the Parish Council has indicated that they wish to plan and allocate land for development in their area themselves, this approach is supported by the Council.
- 6.64 It is important that any future development in the neighbourhood area makes provision for the whole community. The North Benfleet Plotlands are home to the majority of the neighbourhood area's travelling community therefore any redevelopment of this area and any other sites where they are located, must not result in them being displaced unless suitable alternative sites are provided.
- 6.65 If the Parish Council is unable to deliver the required housing target through a Neighbourhood Plan, or the designation for the neighbourhood area expires before the next review of the Local Plan, the Council will look to allocate land to accommodate growth within the settlement within the next review.

#### ***Ramsden Bellhouse Neighbourhood Area***

- 6.66 Ramsden Bellhouse is a small distinct serviced settlement in the north of the Borough in between the larger settlements of Wickford and Billericay. It has good access to the countryside and green amenity spaces and offers some local facilities such as a village shop and hall. However, the nearest primary school is in Crays Hill and the nearest secondary school, healthcare and leisure facilities are in Wickford. Growth would therefore provide the opportunity to improve the sustainability and inclusiveness of Ramsden Bellhouse as a community.
- 6.67 The *Serviced Settlement Review (2017)* undertook a detailed review of potential site allocations within Ramsden Bellhouse, which along with the findings of the *HELAA*, assisted in identifying 8 sites with the collective capacity to sustainably accommodate 39 homes through frontage-only development. This was in keeping with the existing character of the settlement where properties are situated on large plots forming ribbon development along the main roads. The recommended mix of detached and semi-detached properties would also help to diversify the housing stock to provide smaller, more affordable homes within the settlement. Other sites have been promoted for development through the Council's *HELAA*, therefore there is potential for alternative site provision. However the *Serviced Settlement Review* highlighted sustainability issues which would potentially constrain higher levels of growth within the settlement.
- 6.68 The Ramsden Bellhouse Neighbourhood Area was designated in August 2018. The Council is aware that a number of residents of Ramsden Bellhouse did not agree with the recommendations of the *Serviced Settlement Review* to allocate sites for semi-detached properties on Church Road. Furthermore, the Parish Council has previously submitted representations to the Council during the preparation of the Local Plan identifying a selection of sites for development which varies slightly from those recommended in the Council's own evidence base. The Council has therefore taken the decision to set a housing target of 39 dwellings for the neighbourhood area allowing the Parish Council, through a Neighbourhood Plan, to determine the locations for housing allocations to meet the target.
- 6.69 If the Parish Council is unable to deliver the required housing target through a Neighbourhood Plan, or the designation for the neighbourhood area expires before the next review of the Local Plan the Council will look to allocate land to accommodate growth within the settlement within the next review.

### **Future Neighbourhood Planning Areas**

- 6.70 There is opportunity across the plan period for other communities within the Borough to come forward and become neighbourhood planning bodies and develop their own Neighbourhood Plans and/or Neighbourhood Development Orders. The Council will support these communities and provide them, where requested, with an indicative housing target for their area. This target will be based on up-to-date evidence and will help ensure that the Borough's neighbourhoods provide the level of sustainable growth that meet their development needs.
- 6.71 Neighbourhood Plans are expected to support the delivery of strategic policies therefore, where a neighbourhood area includes a strategic allocation as set out within this Local Plan, the Neighbourhood Plan will be required to support its delivery. Any other development they wish to provide within their neighbourhood area will be in addition to the requirements of the Local Plan allocation.

### **Policy SD3 Designated Neighbourhood Area**

1. The Council will support neighbourhood planning bodies in preparing Neighbourhood Plans and/or Neighbourhood Development Orders for their designated neighbourhood areas within the Borough, in addition to fulfilling its statutory duties under the relevant regulations, in accordance with the *NPPF*.
2. The Council is committed to working with the Hovefields and Honiley Neighbourhood Forum to explore opportunities for enabling growth within the designated neighbourhood area as part of a wider growth strategy for south Wickford required to bring forward development in this broad location as anticipated in policy SD2. The outcomes of this will be incorporated into the next review of the Local Plan.
3. The Bowers Gifford and North Benfleet, and Ramsden Bellhouse Neighbourhood Areas are allocated the following minimum housing targets which must be delivered through their respective Neighbourhood Plans:
  - a. 1,350 homes within the Bowers Gifford and North Benfleet Neighbourhood Area; and
  - b. 39 homes within the Ramsden Bellhouse Neighbourhood Area.
4. If Neighbourhood Plans for the Bowers Gifford and North Benfleet and Ramsden Bellhouse Neighbourhood Areas fail to come forward and deliver the required housing targets, or the designations of these areas expire prior to the next Local Plan review, the Council will plan for their delivery within the next review.
5. The Council will provide indicative housing targets for any newly designated neighbourhood area where requested to do so by the neighbourhood planning body. However if a neighbourhood area covers any strategic allocation within the Local Plan, housing or employment, the Neighbourhood Plan will be required to support the delivery of the allocation, in addition to any other development they wish to provide.

### **Policy SD4: Presumption in Favour of Sustainable Development**

#### **Policy Context**

- 6.72 At the heart of the *NPPF* is a presumption in favour of sustainable development. It expects that this presumption is applied when preparing planning policy and when taking decisions on planning applications.
- 6.73 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.

- 6.74 This policy does not override other policies of this plan, such as policies related to Green Belt protection, flood risk management and nature and heritage conservation, but expects development proposals which comply with it to be decided in a positive and expedient manner. Where the Local Plan is silent on a matter, or becomes out of date the *NPPF* is identified as the default source of planning policy.

### **Evidence Base**

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

### **Policy SD4**

#### **Presumption in Favour of Sustainable Development**

1. 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 *NPPF*.
2. The Council will always work pro-actively 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 *NPPF* taken as a whole; or
  - b. specific policies as referred to in the *NPPF* indicate that development should be restricted.

# Chapter 7: Building a Strong, Competitive Economy

## STRATEGIC POLICY

### Policy E1: Economic Growth Strategy

#### Policy Context

- 7.1 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. Planning policies should support existing business sectors and be flexible enough to accommodate needs not anticipated in the Local Plan. Local planning authorities should identify priority areas for economic regeneration, infrastructure provision and environmental enhancement and, through planning policy, promote the development of clusters or networks of knowledge driven, creative or high technology industries.
- 7.2 The *South Essex Economic Development Needs Assessment (EDNA)* draws together the different strands of the South Essex economic picture, providing an evidenced, policy guidance compliant analysis of the economic and employment land opportunities and challenges for South Essex. It also establishes a strategic, multi-authority strategy for realising the area's full economic opportunity. The *EDNA* supports the existing and emerging planning policy of each of the South Essex authorities. For Basildon Borough, it provides additional economic evidence supporting the Local Plan, complementing the *Basildon Borough Employment Land and Premises Study (ELPS) (2013)* which was consulted on as part of the *Draft Local Plan (2016)*.
- 7.3 The *EDNA* also recommends a total demand of 28ha of employment land should be met within the plan period. This is broken down between the different B-use classes as 6ha for B1 Offices, 10ha for B2 manufacturing and industrial, and 12ha for B8 storage and distribution uses.
- 7.4 Grow-on space is a term used to describe the slightly larger premises growing SME businesses would want to occupy in order to successfully expand their operations. The *Essex Grow-on Space Feasibility Study* reveals that as a result of a current market failure, a further 9ha of need should also be provided, broken down between 7ha of B1 Offices and 2ha for B2 manufacturing and industrial uses, as this particular component of local need is invisible to generic employment forecasts.
- 7.5 The land potential in the Borough also means that an opportunity exists to meet either displaced or unmet employment growth needs coming out of Greater London. An additional 14ha of need from Greater London is therefore going to be planned for on the basis that this would increase the overall ratio of job numbers to new homes in excess of 1:1, giving each new household the opportunity to find a job within the Borough as it grows. This decision takes into consideration the recent increase in housing numbers projected to be needed in the Borough by the mid-2030s as set out in the *SHMA*. This is likely to place additional pressure on the demand for employment land, whilst also reflecting upon the long-standing economic position of the Borough that the Local Plan seeks to retain and strengthen, as a major employment hub, providing job opportunities to the wider south Essex sub-region.
- 7.6 The Local Plan therefore seeks to provide for a total need of 51ha of B-class employment land during the period 2014 to 2034, which on its own will provide around 14,150 new jobs. However, when combined with employment forecasts for sectors outside B-class uses (such as retail, leisure, health and public services, etc.), this will contribute to an overall provision at least 20,000 new jobs in the Borough over the plan period.
- 7.7 In looking at where this provision would be located, it is known through a combination of *EDNA*, *ELPS* and the *HELAA* that the Borough's existing urban capacity could yield up to 22.5ha of employment land through the intensification of existing employment areas and the development of vacant employment land, with the remaining 28.5ha provided by land released from the Green Belt, where exceptional circumstances have been judged to exist.
- 7.8 In appreciating how the employment land market works, there is a need however to provide a contingency allowance to account for 'windfall losses' and 'churn'. Windfall losses takes into

account the fact that a proportion of designated employment land will not be entirely used by B-use class employment. As well as making an allowance for unexpected losses of employment land (such as conversion to residential or leisure uses), allowance is made for the fact that the locational and premises needs of businesses and sectors change over time. This requires businesses to be more agile and move to where suits them most. In other instances an existing business might cease its operations and a new business take over a site for redevelopment. For this to happen smoothly there is a need for a certain level of vacant land and premises for businesses to occupy, which is referred to as 'churn'.

- 7.9 The *Economic Development Topic Paper (2018)* considers the impact that unexpected losses and churn has had on the Basildon Borough for the period since the *ELPS* was published in 2013. This shows that so far, during the plan period 2014 to 2017, approximately 4.8ha of B-class new employment land need has been delivered in the Borough. However, during the same period 3.3ha of employment land was lost to non-B class uses. Therefore, in order to deliver 4.8ha of additional B-class employment need, 8.1ha of land supply has actually been required in order to account for windfall losses and churn.
- 7.10 The *EDNA* and the *ELPS* both make recommendations with regards to the total land supply that is required in order to meet the Borough's employment needs. The *EDNA* refers to this as a 'supply-side' adjustment where additional land supply is required to meet needs. The Council has considered past delivery of economic growth in the Borough as part of the *Economic Development Topic Paper*, and has determined that in order to meet demand, the need for employment land should **not exceed 60%** of total land supply. Therefore, in order to meet a need of 51ha, a land supply of approximately 85ha will be required.
- 7.11 However, Basildon Borough also has a shortage in the amount of available land that is considered suitable for office uses, and a market failure need to provide grow-on space for businesses based in office and industrial sectors. Owing to this shortage, and due to one of the largest underutilised sites that is suitable for new office development being located at the Dunton Technical Centre, a site protected for uses associated with automotive research and development only, there is a need as part of the Local Plan to be more flexible in terms of overall land supply. This increases the required land supply to 92ha. This is made up of up to 43.5ha of vacant or underutilised land supply and at least 48ha of land supply which would come forward through Green Belt release in appropriate and sustainable locations. This will ensure the overall need for office development is realised in locations it is more likely to be successful and will provide sufficient flexibility for the Borough to respond to changing market signals over the plan period.
- 7.12 Whilst the Dunton Technical Centre is identified as a cluster, for the purposes of considering strategic locations in the *EDNA*, it represents a strategically important asset for advanced manufacturing in the Borough and the wider South Essex sub-region, which should continue to be supported and allowed to expand into the neighbouring underutilised employment site.
- 7.13 The Local Plan, in addition, expects there to be some degree of 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 E5 to E7 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.
- 7.14 In several rural Green Belt locations, smaller employment sites are already providing part of the Borough's employment land supply. These have arisen primarily through farm diversification, but also 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.
- 7.15 With a more proactive approach these rural sites can continue to contribute towards supply, but the Local 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 policy E7 to ensure their continued operation remains in character with their rural, Green Belt location, whilst enabling them to regenerate and remain adaptable to changing business sectors.

- 7.16 The *Basildon Borough Hotel Futures Study 2017* shows market potential for two large new hotels, some smaller hotels and possible extensions to existing hotels in the Borough. A recommendation of the supporting '*Local Plan Options for Meeting Hotel Needs*' paper recommends that a locational strategy should also be reflected in policy that will permit hotel development not only within town centres, as recommended by the town-centre first policy in the *NPPF*, but also in employment areas along the A127 Enterprise Corridor, as evidence indicates this as the other key location in the Borough where it would be appropriate to incorporate hotel development to support the growing demands from businesses in more sustainable and accessible ways.

## **Policy E1 Economic Growth Strategy**

1. As part of the Local Plan's objective to deliver at least 20,000 additional jobs, the Council will seek to deliver at least 14,150 additional B-Class 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 B-class 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, including the protection of land specifically for B1 and B2 uses, to more effectively manage suitable land shortages of B1 and to attract higher value advanced manufacturing jobs through the protection of land for B2 uses;
  - 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 92ha of land in order to deliver at least 51ha of additional employment development falling within use classes B1, B2 and B8 during the plan period. As part of this provision, specific sites will be secured for the delivery of grow-on space for emerging businesses;
  - d. Ensuring that the A127 Enterprise Corridor is considered favourably for suitable hotel related development, outside of town centres, to support the needs of the business community;
  - e. Allocating Rural Enterprise Sites 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;
  - f. Facilitating the training and education of local people to gain skills required to enter or remain part of the local workforce;
  - g. 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
  - h. Supporting and facilitating proposals and initiatives which contribute to implementing the priorities identified in the Council's *Economic Development Policy*.
2. In order to secure the additional employment land required under part 1c the Council will:
  - a. Support the intensification and regeneration of underutilised land within existing employment areas to provide 22.5ha of employment land need; and
  - b. Allocate land to the East of Burnt Mills Employment Area for new employment land supply suitable for B1, B2 and B8 uses in order to secure at least 28.5ha of new employment need provision during the plan period.
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.

## ALLOCATION POLICIES

### Policies E2 and E3: Existing Employment Areas

#### Policy Context

- 7.17 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.

#### Evidence Base

- 7.18 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 research and development (B1b) with an 18% share of total Class B employment floorspace, respectively.
- 7.19 The *ELPS* and the *EDNA* assessed the condition of 25 existing employment areas (including the Borough's Regional Town Centre in Basildon and two standalone town centres of Billericay and Wickford). It found that the employment areas varied in condition with five areas 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.
- 7.20 For office and industrial stock, the *EDNA* has identified the importance of both Basildon and Thurrock as the broader areas within the South Essex sub-region with the greatest number of sites. Larger industrial units making up a greater proportion of stock tend to be located in Thurrock, whereas the smaller, yet more numerous offer is in Basildon resulting, in part, from its higher-skilled manufacturing clusters. Whilst Basildon and Thurrock also have the largest share of unoccupied office and industrial premises, a recent decline in available floorspace as demonstrated in the *EDNA* implies an increase in demand and the study alludes to a potential lack of supply in the near future.
- 7.21 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 Borough comprise 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 Dunton Technical Centre will be retained but its use restrictions relaxed to ensure it can provide for B1 (a) and (b) purposes. In the *Basildon District Local Plan* the use was restricted to B1(b) only, restricted specifically to automotive industry research and development. Given the ongoing presence of the main occupier of the site, the Ford Motor Company and their potential for more varying needs in the future, it is intended to relax this industry based restriction over the existing buildings and vacant land to the north, but to maintain the B1(b) automotive research and development restriction over the associated test track.
- 7.22 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 the Local Plan for other needs due to highway access constraints;
  - b. Burnt Mills Employment Area amended to include the former tree nursery, south of Lord's Way and the Lord's Court Business Park. In addition the Basildon Water Recycling Centre and Courtauld Road waste facility (Tovi EcoPark) should be removed as they are non B-class uses;
  - c. Cranes Employment Area boundary extended to include open space north of Christopher Martin Road;
  - d. Pipp's Hill Employment Area boundary extended to exclude Pipp's 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.

7.23 These changes, along with others following a review of employment delivery for the period 2014 to 2017, 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 the Local Plan shows the revised boundaries including those changes listed above.

## **Policy E2 Existing Employment Areas for General B-Class Uses**

Twelve Existing Employment Areas, as shown on the Policies Map, will be protected 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. Pipp's Hill, Basildon;
- f. Laindon North, Laindon;
- g. Wrexham Road, Laindon;
- h. Southfields, Laindon;
- i. DST House, St Nicholas Lane, Basildon;
- j. Terminus Drive, Pitsea;
- k. Radford Way Business Park, Billericay; and
- l. Wickford Business Park, Hurricane Way, Wickford;

## **Policy E3 Existing Employment Area for Research and Development Uses**

1. 8ha of land at Dunton, as identified on the Policies Map, will be safeguarded for employment purposes falling within use class B1 (a) and (b).
2. The test track associated with the Ford Technical Centre, will be protected specifically for the purposes of automotive research and development purposes only.
3. 1.8ha of land to the north and west of the test track will be protected for any appropriate proposals falling within use class B1(a) and (b).

## **Policy E4: Protection of Existing Employment Areas for B2 Manufacturing and Industrial Uses**

### **Policy Context**

7.24 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 and plan positively for different sectors through the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries.

7.25 The *Borough's Economic Development Policy* sets out a clear economic vision for the Borough to ensure that sustainable economic opportunities are accessible to all our residents. "By 2050,

Basildon can be the real economic powerhouse to the east of London”. As growth shifts away from London, Basildon is in prime position to take advantage of some of the high technology companies looking for alternative space to grow. We believe that our ability to accommodate high value technology and digital businesses is our Unique Selling Point and the basis for future growth.

## Evidence Base

- 7.26 A key finding of the *EDNA* is that the A127 Enterprise Corridor is providing a strategic location within the South Essex sub-region for meeting future economic growth. Many of the sites located in this area are suitable for, and represent an opportunity to provide premises that sectors such as advanced manufacturing and green technologies, health technology and transport & logistics could occupy. In order to build on these strengths within the Borough’s economy and to seek to meet the ambitions set out in the Council’s *Economic Development Policy*, the Local Plan also protects land for employment use classes that would support growth in these industry sectors. Policies E4 and E6 protect land along the A127 Corridor for B2 uses, as many of the employment sectors mentioned above fall into this category of the use classes order.
- 7.27 Along the A127 Enterprise Corridor, there are vacant or underutilised land within existing employment areas that could provide opportunities to encourage the expansion of clusters or networks of high technology industries. This strategic portfolio of sites underpins a strategy to co-ordinate and focus future site delivery and investment to ensure the area acts like a functional economic hub, rather than a group of local authority areas with competing or conflicting propositions to businesses.
- 7.28 Using national policy guidance, the recommendations of the *EDNA* on sector requirements and site clusters and the assessment of the *EDNA* between supply and demand, each South Essex authority is being encouraged to take a positive policy approach towards protecting strategically important employment allocations, which can accommodate key growth sectors, as well as protecting existing employment areas and the active employment activities they accommodate within each authority area.

## Policy E4

### Protection of Existing Employment Areas for B2 Manufacturing and Industrial Uses

The vacant/underutilised land within the following four Existing Employment Areas, as shown on the Policies Map, is allocated for use class B2 employment purposes only:

- a. 1.63ha of land within the Burnt Mills Industrial Estate, Basildon<sup>3</sup>; and
- b. 2.49ha of land within Festival Business Park<sup>4</sup>.

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

### Policy Context

- 7.29 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

- 7.30 This 37 ha site was allocated for mixed-use comprehensive development including employment, residential and open space provision in the *Basildon District Local Plan*. Aside from some small scale residential development, it has not yet come forward for comprehensive development. 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 Land West of Gardiners Lane South should continue to be allocated for employment purposes in the plan period. The assessment concluded that it should continue to be

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<sup>3</sup> *EDNA* reference B36

<sup>4</sup> *EDNA* reference B42

allocated for new B-class employment, but as a mixed-use scheme with new housing and open space, provided the constraints on the site in terms of playing pitch relocation and transport infrastructure could be overcome. This Local Plan therefore reallocates part of the site for employment purposes and, alongside policy H5, seeks to redevelop it into a high quality mixed-use community with essential additional infrastructure and supporting policies to relocate some of the existing playing pitches and sports clubs. A *High Level Development Framework for Gardiners Lane South (2017)* was prepared for this site to evaluate its development potential for mixed use development. It concluded that a scheme incorporating 5.5ha of B-class employment floorspace resulted in a viable solution for developing the site.

- 7.31 The *Essex Grow-on Space Feasibility Study* states that as a result of a current market failure, a further 9ha of need should be provided, broken down between 7ha of offices and 2ha for manufacturing and industrial uses.
- 7.32 As established for Policy E1, the Borough has a shortage of grow-on space for office and industrial uses and there is a lack of the amount of available land that is considered suitable for offices. Owing to this shortage there is a need to be more flexible in terms of overall land supply.
- 7.33 Office floorspace will be the most challenging demand to accommodate in the Borough, because whilst projected demand can be accommodated by the comparable supply, there are limited number of potential sites identified as suitable solely for office use. The advice of the *EDNA* is that the South Essex authorities must ensure that future office development is focused towards sites which meet its occupier requirements, which may not be possible within the mixed-use site portfolio alone, so this will have to be assessed on a site-by-site basis and monitored carefully over the projection period. Policies E2, E3, E5, and E6 aim to address this potential issue by protecting existing employment areas and allocating additional land specifically for meeting the needs for office floorspace and/or for grow-on space.
- 7.34 The *EDNA* identifies Land West of Gardiners Lane South as one of the few sites that would be suitable for B1 office development which is a significant consideration given the overall shortage of land for these purposes. Similarly, the *Grow-on Space Feasibility Study* identifies a significant need for grow-on space for expanding businesses within use class B1. It is therefore considered appropriate that the employment land to be delivered on Land West of Gardiners Lane South will be protected to deliver for office and grow-on space within use class B1.
- 7.35 The *Part 2 – Publication Local Plan Transport and Highways Impact Assessment (Publication THIA) (2018)* considered the cumulative implications of development on this site, both economic and residential, and also development in the wider area. It found that mitigation measures, including modal shift, are required in the vicinity of this site to ensure sufficient capacity in the highway network is achieved, enabled by growth. This site will therefore need to contribute towards upgrades to the strategic and local road networks, and also improvements to public transport connections, in order to ensure that it does not place an undue burden on the road network.

## **Policy E5**

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

5.5ha of land, as identified on the Policies Map with the notation E5, will be developed for B-class employment purposes as part of a wider mixed-use comprehensive redevelopment of land west of Gardiners Lane South as set out in Policy H5, subject to the following criteria:

- a. Development of the site must be informed by an up to date Development Brief or Masterplan, approved by the Council, to guide holistic development of the area;
- b. At least 3.3ha of B-class employment land will be protected specifically for B1 uses, with at least 3ha of land required to provide grow-on space opportunities for businesses falling within that use class;
- c. In respects of the new employment development, it must ensure 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;
- d. 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
- e. Employment development of this site must also comply with all other relevant policy requirements of this plan.

## Policy E6: Land East of Burnt Mills, Basildon

### Policy Context

- 7.36 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

- 7.37 The *ELPS* and the *EDNA* conclude that employment development in a location to the east of Basildon, in the area known as Burnt Mills, is appropriate. However, the *Publication Local Plan THIA* identifies a need for more significant modifications to the local and strategic road network to ensure highways capacity can be achieved to facilitate the sustainable 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 across Wickford. As set out in the *High Level Development Framework for East Basildon (2017)* and *Infrastructure Delivery Plan (2018)*, this junction is likely to be of a scale that it will require public subsidy and therefore it is expected that this site will form part of the long-term employment land supply for the Borough, rather than be immediately available for development in the early part of the plan-period. It is also expected that this site will contribute both financially towards the provision of these highways improvements and also be part of the business case for 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.
- 7.38 It is expected that all of the remaining need for employment land that cannot be met from other allocations, or the intensification of uses within Existing Employment Areas is met in this location. Given its proximity to the existing residential areas of Pitsea to the south, and new housing development proposed between Pitsea and Bowers Gifford in policy H11 this site is therefore well located to contribute towards a more balanced and sustainable mix of development.
- 7.39 The A127 Enterprise Corridor is already a large employment location that has enabled clusters of industries and sector to form. It is widely acknowledged that business clusters are important to the ongoing success and growth of the economy, and consequently, new employment provision to the east of Basildon will be well related to the existing A127 Enterprise Corridor. It will also be 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 the existing Burnt Mills Road, which is a narrow, winding country lane with limited verge that is prone to flooding, it will be served by a new access road between Pound Lane and Courtauld Road providing improved HGV access to the site, and a more effective connection to the existing employment area. Burnt Mills Road will then be downgraded to provide local access only to properties along its length.
- 7.40 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. Consequently, it is expected that any employment development provided in this location is very strongly landscaped in order to limit its impacts to the wider area.
- 7.41 In addition to the land reserved in policy E5, the *Essex Grow-on Space Feasibility Study* findings will require more sites to provide for this need which is otherwise invisible to employment forecasts and caused by market failure. Similarly, E6 is also a location that is both suitable and represents an opportunity to provide new space for the target employment sectors.
- 7.42 Policy E6 aims to help address this supply challenge by protecting land specifically for meeting the needs for office floorspace and/or for grow-on space within the wider site.

- 7.43 The site has also been identified as being suitable for the provision of the Borough's Travelling Showpeople accommodation needs of 3 plots across the plan period due to the site's accessibility to the strategic road network. There is also synergy between general employment uses expected to be delivered on site and the activities occurring within Travelling Showpeople yards which typically include storage, the repairing and maintenance of vehicles and fairground equipment, alongside residential occupation. These plots should be delivered within one yard within this allocation and planned for alongside employment development within a masterplan/ development brief approach for the whole allocation. It is important that the location and internal layout of the Travelling Showpeople yard is designed in such a way as to ensure that the residential areas of the plots are not adversely impacted by other occupiers and uses within the allocation, whilst maximising the use of land.

## **Policy E6 Burnt Mills Extension**

1. 48ha of land to the east of Basildon, as identified on the Policies Map with the notation E6, is allocated for B-class employment development, an ancillary hotel and/or pub restaurant, and a Travelling Showpeople yard, subject to the following criteria:
  - a. Development of the site must be informed by a Development Brief or Masterplan, approved by the Council, to guide holistic development of the site and ensure the different uses retained on site are able to be brought forward in a manageable way;
  - b. 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. 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; and
    - iii. Protect the residential amenity of existing and new residential uses including Gypsy, Traveller and Travelling Showpeople accommodation by coordinating adjacent land uses. Employment units adjacent to residential uses should be for B1 uses or live-work units only, or else green buffers should be provided between employment and residential uses;
  - 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 must also comply with all other relevant policy requirements of this plan.
2. At least 14.7ha of land in this allocation will be protected specifically for B1 and B2 uses, and protected for grow-on space in order to ensure the Council meets its need for employment provision over the plan period. This will be divided between the different use classes in the following way:
  - a. At least 8.5ha will be protected for employment uses falling within class B2;
  - b. At least 6.2ha will be protected for the purposes of providing grow-on space, this will be split between 4.2ha for B1 and 2ha for B2 uses.
3. Provision of a Travelling Showpeople yard providing 3 plots which should be appropriately designed and sited within the allocation to minimise the impacts on residential amenity of the plots in accordance with 1b(iii) of this policy whilst ensuring that the optimal use of the wider site is achieved.

## **Policy E7: Rural Enterprise Sites**

### **Policy Context**

- 7.44 The *NPPF* expects planning policies to support the sustainable growth and expansion of all types

of business in rural areas through both conversion of existing buildings and well designed new buildings. They should also promote development and diversification of land-based rural businesses, and support sustainable rural tourism and leisure developments.

## Evidence Base

- 7.45 The *EDNA* 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.
- 7.46 The condition of nine existing employment sites located outside of the main urban areas was assessed by the *ELPS*. Sites located at Pitsea Hall Lane, 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, Billericay Clusters, Vange Wharf and Annwood Lodge all received a fair score and may have potential limited redevelopment opportunities, such as upgrading premises and improving site layout quality. Bluehouse Farm (Pitsea) and Barleylands Depot (Billericay) received good scores.
- 7.47 Guildprime, London Road Clusters, and Vange Wharf were determined by the study to have no scope for further change in terms of meeting the need for new employment land in the future. However the *ELPS* recommends that they should be protected as employment sites for B-class employment uses.
- 7.48 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. Consideration will also need to be given to the appropriateness of access arrangements, both for servicing and for employees and customers.

## Policy E7

### 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 B-class employment purposes as appropriate to their location:
  - a. Guildprime Business Park, Great Burstead & South Green, Billericay;
  - b. Vange Wharf, Pitsea;
  - c. Blue House Farm, Pitsea;
  - d. Whites Bridge Farm, Crays Hill;
  - e. Annwood Lodge, Wickford; and
  - f. Barleylands Depot, Billericay
2. At the locations listed in part 1 of this policy, the following types of development will be accepted, subject to compliance with the requirements of part 3 of this policy:
  - 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 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 policy requirements of this plan.

## **Policy E8: Untidy Industry Zone, Burnt Mills**

### **Policy Context**

- 7.49 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 sectors and employment possibilities in the Borough in terms of the people they employ and the services they provide, tend to be more untidy in appearance and could, without licensing controls, cause significant environmental harm.
- 7.50 Examples of industries that fall into this category include waste recovery and salvage (particularly metals), recycling, outside storage, and the parking of heavy goods vehicles (HGVs). Sites for such industries are typically characterised by their poorer visual appearance, noisy work carried out in the open, poorer quality or temporary service buildings, large areas of hardstanding, and nuisance creating atmospheric discharges such as smoke, dust and oil.
- 7.51 In light of this challenge in the Borough, 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.
- 7.52 Land between Harvey Road and Archers Field in the Burnt Mills Industrial Estate 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 that could not be dealt with through the supporting *Environmental Protection Act* regimes.

### **Evidence Base**

- 7.53 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* licensing which is administered separately by the local authority and/or Environment Agency.

### **Policy E8 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.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy E9: Locations for Employment Development**

#### **Policy Context**

- 7.54 The *NPPF* requires local planning authorities to set criteria, or 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

7.55 The *ELPS* and the *EDNA* indicates that the locations favoured for B-class employment development, as reflected in policies E2 to E8 provide sufficient space to accommodate the predicted economic growth needs of the Borough, as well as needs arising from any windfall loss and churn. The locations will also provide sufficient space to accommodate grow-on space for expanding businesses and a certain level of displaced or unmet growth needs coming out of Greater London, which will provide further employment opportunities in the Borough in line with the Council's *Economic Development Policy*. 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 E9 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, as 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 restricted to B1 uses only in order to prevent potential disturbing activities in residential areas, and 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 impacts 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.

## Policy E10: Non B-Class Uses in Employment Areas

### Policy Context

7.56 The *NPPF* makes it clear that long term protection of employment allocations should be avoided where there is no prospect of them coming forward. 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.

7.57 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

- 7.58 The *ELPS* and the more recent *EDNA* 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 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 the Borough.
- 7.59 The *ELPS* recommends the strengthening of certain employment protection policies, such as the potential loss of industrial premises to alternative uses. 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 *Basildon Retail and Commercial Leisure Capacity Study* 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. The Local 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.
- 7.60 The *EDNA* highlights that of the employment land that is available in the Borough, there is not a significant supply of land that would be suitable for office uses. Whilst the Local Plan accounts for windfall losses and churn as part of the overall land supply for particular uses, as set out in policies E2-E7, this provides further justification for the retention of employment areas for particular B-class uses. This will be necessary if the Borough’s employment needs are to be met, and if the Council’s *Economic Development Policy* of increasing the prosperity of the Borough’s residents through a greater offer of higher-value jobs in sectors such as advanced manufacturing is to be realised.

## Policy E 10

### Non B-Class Uses in Employment Areas

1. 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 policy requirements of this plan.

## Policy E11: Aligning Skills and Jobs

### Policy Context

- 7.61 The *NPPF* expects local planning authorities to pro-actively encourage sustainable economic

growth and to plan positively for the expansion of the knowledge based, creative or high technology industries.

- 7.62 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.
- 7.63 The Council's *Economic Development Policy* seeks to improve the employment prospects, education and skills of local people. It notes that while the employment rate in the Borough has improved since 2015, at the same time residents' earnings fell considerably from the 2013 median level. The fall and stagnation in wages indicates a worrying trend of reduction in higher paid and skilled employment opportunities and demonstrates the inability of local residents to access higher skilled and paid employment due to their lack of skills. The policy seeks to intervene by getting lower skilled residents into training and work to avoid them becoming marginalised in the labour market and to ensure improvements in the Borough's economy are not unevenly shared.

## Evidence Base

- 7.64 The *EDNA* notes that education is a concern across South Essex and is already an area of focus in the strategic vision for Basildon Borough. It considers that the Borough suffers from a skills shortage, which has led to many jobs in established and emerging high-value companies being taken up by non-resident workforce who commute into the area. A stakeholder workshop revealed that the coupling of low skills and high in-commuting has resulted in the resident labour force being effectively shut out from these jobs, which is a nuance that does not emerge from available data.
- 7.65 It is recommended by the *EDNA* that the South Essex authorities target support and investment for education, skills and training towards the occupations and industries within the sub-region's identified growth sectors (transport & logistics, advanced manufacturing & green tech, digital/cultural/creative industries, and health technology). This should help to boost the qualifications and skill levels of local people in order for them to take-up the jobs being created in the area over the next 20 years, and have better access to higher level occupation opportunities.
- 7.66 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 E11 Aligning Skills and Jobs

1. All major development proposals comprising B-class employment, retail and *sui generis* uses, which as defined in the *Town and Country Planning (Development Management Procedure) (England) Order 2010* consist of the provision of buildings where the floorspace created by the development is 1,000m<sup>2</sup> or more; or which have a site area of 1ha or more, will be required 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. Provide apprenticeship/training posts for local young people, with a focus on those not in education, employment and training; and
  - b. 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.
2. Additionally, those developments identified in part 1, plus all other major development proposals falling within use classes C and D will also be required to:
  - a. Employ builders who offer local apprenticeships in the development of the proposal; and
  - b. Submit an 'Employment Skills Plan' to demonstrate how the development proposal will

secure improvements to skills levels and employment amongst local residents.

# Chapter 8: Ensuring the Vitality of Town Centres

## STRATEGIC POLICIES

### 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 set out policies for the management and growth of centres.
- 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 *Basildon Retail and Commercial Leisure Capacity Study (2015)* 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 *Basildon Retail and Commercial Leisure Capacity 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 *Basildon Borough 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 and leisure 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 are likely to include a high proportion of retail uses.

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

Main 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 4

- 8.11 In general the Borough's town centres are performing well, with the exception of Laindon Town Centre, although planning consent was secured in September 2017 for the major redevelopment of the Laindon Shopping Centre. 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 improved success.

- 8.12 The *South Essex Strategic Retail Study (SESRS) (2018)* provides a strategic retail evidence base for South Essex (including Basildon Borough), to assist in determining cross-boundary retail and leisure planning matters. The SESRS provides an update to the *Basildon Retail and Commercial Leisure Capacity Study*, and provides the latest quantitative need for Basildon Borough. The qualitative assessment provided within the *Basildon Retail and Commercial Leisure Capacity Study* however remains the most recent on-the-ground assessment of the Borough's centres and stores.
- 8.13 Under the preferred housing-led scenario (Lakeside comparison sensitivity) of the *SESRS*, there is a need to plan for up to 2,500m<sup>2</sup> net additional comparison goods floorspace and up to 700m<sup>2</sup> 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 24,100m<sup>2</sup> of comparison goods floorspace and 4,900m<sup>2</sup> of convenience good floorspace, although these longer-term forecasts (post-2021) should be treated as indicative, as recommended in the *Basildon Retail and Commercial Leisure Capacity Study*. The study recommends that capacity forecasts should be subject to regular review throughout the plan period, in order to ensure up to date evidence base which is based on accurate economic and market trends and that residential growth is occurring at the levels forecast.
- 8.14 There is also a requirement for 1,900m<sup>2</sup> gross additional food and drink (A3, A4 and A5) floorspace within the Borough by 2021, increasing to a requirement of 9,300m<sup>2</sup> gross by the end of the plan period. The *Basildon Retail and Commercial Leisure Capacity Study* recommends that the identified requirement for new commercial leisure floorspace (including restaurants and cafes) is directed towards Basildon Town Centre in the first instance, where a significant under-provision of commercial leisure floorspace has been consistently identified. New commercial leisure floorspace will however also include additional cinema facilities, which would provide improved consumer choice and competition, and any further family entertainment. 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 although they were adequate both qualitatively and quantitatively, poor provision of gym and leisure facilities was noted within Laindon Town Centre specifically.
- 8.15 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 help secure an improved 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 strategic housing allocations, and the growth of serviced 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.
- 8.16 Town centres are also major generators of journeys for employment, shopping, services, and entertainment, and are therefore the focus for a large number of vehicle trips. The *Basildon Borough Parking Capacity and Intervention Study (2017)* was commissioned to review parking in the Borough's five town centres, railway stations and employment areas. The findings of the study addresses the 'Promoting Sustainable Transport' requirements of the *NPPF*, to ensure existing and future parking facilities are adequately considered for the planning processes and when developing and delivering the Borough's regeneration. It is clear from the study that a series of new parking policy measures are required that reflect the varied nature of parking constraints across the five town centres, railway stations and employment areas and these are set out in policy T9. The study appraised the different options for the provision, management and spatial intervention to accommodate future parking demand, which has subsequently informed the plan's approach to parking provision within the town.
- 8.17 The hotel bedspace demand projections for the Borough and the other findings of the *Basildon Borough Hotel Futures Study* have a number of implications in relation to hotel development. The study shows market potential for two large hotels, some smaller hotels and possible extensions to existing hotels in the Borough within the plan-period. The Local Plan therefore needs to ensure its policies guide hotel development to appropriate locations, accounting in particular for the more business focused nature of the Borough's hotel patrons.

## **Policy R1 Retail and Commercial Leisure Strategy**

1. The Council will seek to deliver up to 2,500m<sup>2</sup> net additional comparison goods floorspace and up to 700m<sup>2</sup> net additional convenience good floorspace by 2021. A further 21,600m<sup>2</sup> and 4,200m<sup>2</sup> net floorspace respectively will be delivered by the end of the plan period, subject to periodic monitoring and review of economic and market trends.
2. In addition to new retail provision, the Council will seek to deliver up to 1,900m<sup>2</sup> gross additional food and drink (A3, A4 and A5) floorspace by 2021, and a further 7,400m<sup>2</sup> gross floorspace by the end of the plan period, subject to periodic monitoring and review of economic and market trends.
3. To ensure the long-term vitality and viability of the Borough's centres, the Council will apply a "town centre-first" approach to proposals for retail, leisure and other main town centre uses in accordance with the established hierarchy of centres as follows:
  - Regional Town Centre: Basildon
  - Town Centre: Billericay, Laindon, Pitsea and Wickford
  - Local Centre: 39 Local Centres as defined in Appendix 4
4. 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.
5. The Council will support proposals for the development and retention of hotel/visitor accommodation, in appropriate locations, where identified needs are not being met by existing facilities, taking into account locational requirements when applying the sequential test, the target market of hotel patron and the viability of hotel development.
6. In addition to the main town centre uses, residential development will be permitted on appropriate sites within the Borough's town centres, where they could contribute to their vitality and subject to compliance with all other relevant policies of this plan.
7. The Council will safeguard existing street markets and encourage the creation of new street markets where they support the vitality of the town centre.
8. The Council will give preference to applications for main town centre uses located in town centres, and will apply the sequential and impact tests to proposals to re-use, redevelop or intensify out of centre locations for retail, leisure and other main town centre uses.
9. Shops and other community facilities within local centres should be retained and enhanced where they remain viable and new local centres created where they are required to meet the day-to-day needs of the local community.
10. Greater emphasis will be placed on sustainable access to and from the town centres such as walking, cycling and public transport, and appropriate levels of car parking will be provided in key locations and along main movement corridors into the town centres. The Council will ensure there continues to be sufficient car parking capacity across each town centre to support the economic and future growth aspirations, without inducing unmanageable traffic flows across the highway network.

## **Policy R2 to R5: Town Centre Regeneration**

### **Policy Context**

- 8.18 The *NPPF* expects local planning authorities to plan positively within their Local Plans to support the to support town centre viability and vitality.
- 8.19 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.

- 8.20 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**

- 8.21 A principle objective of the Local 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.
- 8.22 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*.
- 8.23 The *Basildon Retail and Commercial Leisure Capacity 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**

- 8.24 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.
- 8.25 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 presence of various civic and community facilities.
- 8.26 The retail offer is clustered around Town Square and the covered Eastgate Shopping Centre and is generally considered to represent a middle to lower market-offer. There are a range of department stores and foodstores operated by national multiple retailers located throughout the centre, and the principle 'anchor' stores Primark, Debenhams and Asda generate strong footfall to their locations. The retail mix is generally positive albeit with a weaker offer towards the western end, which is accentuated by the design of the dominant retail frontage in the Westgate Centre which faces onto Southernhay and turns its back on the town centre.
- 8.27 The *Basildon Retail and Commercial Leisure Capacity Study* identified a need to provide an additional foodstore in the town centre in the long term 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 1,000m<sup>2</sup> 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 centre's existing property stock.
- 8.28 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 Market Square and South Walk which now appear more dated. More recently, town centre blocks have been the subject of private investment, including enhancements to the Eastgate Centre's entrances, which have previously been hidden from view and refurbishment of the external appearance and shop units around Town Square, which shows added market confidence in the centre, at a time it needs to modernise its built facilities.

- 8.29 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.
- 8.30 Whilst environmental quality is reasonable, some 'softening' of the appearance of the town centre through investment and regeneration projects in suitable public realm treatments would be beneficial as there is little architectural diversity or significant areas of green space.
- 8.31 The town centre contains two Grade II listed buildings at Brooke House (Grade II), and the raised pool and sculpture in the foreground of Brooke House (Grade II and group value), which contribute to its special interest. The town centre's listed buildings and public art represent a significant part of the town centre's history, layout and sense of place, which can be linked to the post-war New Town planning movement. Any proposal for development within the town centre, including public realm improvements, should therefore take into account, and contribute positively to the historic quality of the area.
- 8.32 The town centre also plays an important civic and community function which is due to be enhanced by the introduction of the new South Essex College campus as part of the redevelopment of Market Square. This will secure the physical redevelopment of part of the town centre, following the relocation of the market into St Martin's Square, further to the north. The introduction of the college will introduce significant new additional footfall into the town centre, particularly during weekdays.
- 8.33 While retail diversity is strong, the *Basildon Retail and Commercial Leisure Capacity 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 as would the rest of Basildon Town Centre. There is therefore scope for a qualitative and quantitative enhancement of the A3 (Restaurants and Cafes) and A4 (Pubs and Bars) and a hotel offer within Basildon Town Centre, and the majority of the identified new 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. The Council is leading a proposal to redevelop East Square with a new multiplex and supporting restaurants and public realm enhancement which should enable the centre to genuinely offer better facilities in the evenings and compete with other leisure destinations within and outside the Borough.
- 8.34 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 (2012)* 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 for buses, taxis and trains, as well as creating new development opportunities through the redevelopment of the bus and railway station areas. This is alongside changes to the highway network that will enable improved traffic management.
- 8.35 To support the regeneration of Basildon Town Centre, the Council have identified a minimum dwelling capacity of 1,036 units (see policy SD2) within the boundaries of the town centre through the latest *HELAA* and maximising densities. This corresponds with the opportunity to deliver up to 2,128 homes which is based on the 1,500 to 2,000 homes outlined in the *Basildon Town Centre Masterplan*, which itself covers a larger area than the defined town centre, and an uplift of 6.4% based on higher density residential development being delivered historically than originally anticipated within the *Masterplan*, as set out in the *Town Centre Masterplan Residential Audit Paper*. There have also been a number of residential schemes that have already come to fruition since the approval of the *Masterplan*, including several office to residential conversions at Regent House, Keilting House and Trafford House. There is an expectation that further opportunity sites

will be realised over the course of the plan period, focused however on more purpose built accommodation.

## **Policy R2 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, a new hotel, up to around 2,128 residential units, a further education college, and a mix of business, community and open space uses. These will all be delivered as guided by 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.

### **Laindon Town Centre**

- 8.36 Laindon Town Centre is located 2 miles to the west of Basildon Town Centre. It predominantly comprises the purpose built Laindon Shopping Centre as well as a NHS 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.
- 8.37 Numerous studies, including the *Basildon Retail and Commercial Leisure Capacity Study*, have identified the Laindon Shopping 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 for Laindon Town Centre 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.
- 8.38 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.
- 8.39 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.
- 8.40 It also remains the Council's aspiration to facilitate the replacement of the Laindon Health Centre, which is adjacent to the Laindon Shopping Centre to improve health facilities for the existing and future local community.
- 8.41 In September 2017, Swan Community Housing secured planning consent for the redevelopment of the existing shopping centre, the neighbouring health centre and a local supermarket into a new mixed-use residential, office, retail and health development with parking and new public spaces, centred on a new High Street. "Laindon Place" will commence construction on a phased basis from 2018.

## **Policy R3 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 its Masterplan.
2. The town centre will be regenerated through a mixed-use scheme providing new retail floorspace in a High Street format, including a stand-alone replacement large format foodstore, alongside at least 224 residential units, 1,681m<sup>2</sup> of offices, a replacement NHS health centre, open space, 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.

### ***Pitsea Town Centre***

- 8.42 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)* set 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.
- 8.43 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 *Basildon Retail and Commercial Leisure Capacity 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-away 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.
- 8.44 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 an enhanced 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 parts of the town centre. At present the town centre favours cars more than pedestrians which has an impact on footfall and pedestrian safety.
- 8.45 With the provision of additional retail units as part of the regeneration of the Pitsea Market which are now the base of The Range 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 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 R4 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.

## **Wickford Town Centre**

- 8.46 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 renewed paving, shop frontages, landscaping and lighting.
- 8.47 The town centre, whilst relatively small in size, contains two small semi-enclosed 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.
- 8.48 The town centre benefits from good public transport links providing connections to Basildon and the wider 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.
- 8.49 The *Basildon Retail and Commercial Leisure Capacity Study* revealed there is a fairly good representation of convenience goods retailers within the town centre with the presence of Aldi and 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, a restaurant, and is largely dominated by take-away operators.
- 8.50 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 achieved through phased delivery.
- 8.51 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 *Basildon Retail and Commercial Leisure Capacity 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.
- 8.52 In terms of new provision, the study recommended that an additional foodstore within Wickford could be beneficial as there is evidence that 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.
- 8.53 The latest *HELAA* report has identified capacity for at least 15 residential units within the town centre but there is a recognised potential for this figure to increase, subject to further development projects that support the regeneration of the town centre coming forward, particularly those which review the role and provision of parking in the town centre. As recently as January 2018, planning consent was granted for the redevelopment of the existing Rylands Hostel to the south of the town centre to provide 30 affordable residential units, alongside 78m<sup>2</sup> of commercial floorspace.
- 8.54 While the need for additional accommodation provision in Wickford is less clear, the *Basildon Borough Hotel Futures Study* recommends that there could be potential for a small lodge-hotel linked to a pub restaurant, pub rooms, possibly a small budget hotel, and/or the expansion of the existing hotels that serve the town.

## **Policy R5 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.

## **Policy R6: Billericay Town Centre Enhancement**

### **Policy Context**

- 8.55 The *NPPF* expects planning policies set out policies for the management and growth of town centres over the plan period to ensure their vitality and viability in the long term.
- 8.56 In terms of the historic aspect of the town centre, the *NPPF* 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**

- 8.57 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.
- 8.58 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.
- 8.59 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.
- 8.60 The majority of the town centre has been designated as a Conservation Area since the 1960s and is therefore legally 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 Town Centre Conservation Area Management Plan in 2012* and the *Billericay Conservation Area Shop Front and*

*Design Guide in 2015* as Supplementary Planning Documents 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, work towards its continued conservation and strengthen the quality of the shopping experience.

- 8.61 Whilst the town centre has a high quality environment with interesting architectural diversity, the *Basildon Retail and Commercial Leisure Capacity Study* did identify there being very few 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.
- 8.62 The *Basildon Retail and Commercial Leisure Capacity 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 within the centre.
- 8.63 The *Basildon Borough Hotel Futures Study* identifies opportunities for accommodation development in Billericay in terms of pub accommodation; restaurants with rooms; a small boutique hotel possibly, subject to suitable building for conversion; and a small budget hotel possibly on a suitable site.
- 8.64 The *Basildon Parking Capacity and Intervention Study* identifies Billericay as having a lower level of parking provision per capita than other town centres across the Borough. There is therefore an underlying demand for additional parking provision within the town centre, with demand for parking forecast to exceed current available capacity over the coming years. There are limited opportunities for new car park sites, which presents challenges in sustainably delivering further capacity, unless any of the existing car parks are decked, which would need to be done sympathetically due to the historic protection of the wider area and the amenity of surrounding residential buildings. The study however considers a range of potential measures that could form the basis of an improved parking policy.

## **Policy R6 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, alongside a mix of other leisure and community uses where opportunities arise.
2. Opportunities to enhance the public realm, including the introduction of a dedicated space for 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 centre's historic character, whilst not impacting on amenity.
3. The overall vehicle parking stock will be efficiently and effectively managed through the implementation of appropriately designed supply, maintenance, charging and enforcement measures.
4. 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*, *Billericay Town Centre Conservation Area Management Plan* and any other relevant policy requirements of this plan.

## ALLOCATIONS POLICIES

### Policy R7: Town Centre Boundaries, Policy R8: Primary Shopping Frontages and Policy R9: Secondary Shopping Frontages

#### Policy Context

- 8.65 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.
- 8.66 Whilst the Local 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.
- 8.67 The *NPPF* requires planning policies to guard against the unnecessary loss of valued facilities and services such as local shops, particularly where this would reduce the community's ability to meet its day-to-day needs. Historically, shops and other A-class 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

- 8.68 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.
- 8.69 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 *Basildon Borough Shopping Frontage Review and Changes to Town Centre Boundaries (2015)*. The recommendations of this are reflected on the Policies Map.
- 8.70 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.
- 8.71 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 to be set for these centres to limit further loss of retail from within the town centres' core areas and provide the flexibility required to ensure that this successful mix with low vacancy rates is maintained. As development and occupier details are yet to be established for Laindon Town Centre, the designation of primary and shopping secondary frontages has not been carried forward into policy as it is considered premature to identify primary and secondary shopping frontages. This will be kept under review as the centre is regenerated to inform a future review of the Local Plan.

- 8.72 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 otherwise be appropriate. This is particularly important for Basildon Town Centre which is expected to increase its leisure provision considerably over the plan period.
- 8.73 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, where it would not result in an unreasonable break, or dominance in the shopping frontage.

## **Policy R7 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 contributes to the viability and vitality of the town centre).
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 policy requirements of this plan.
3. For proposals within Primary Shopping Areas, development above ground floor level will be encouraged where there will be no adverse impact on the functioning of the ground floor retail or other beneficial use, to the extent that it would make a ground floor units unviable.

## **Policy R8 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 net loss of retail floorspace at a scale that would result in the proportion of A1 retail uses at ground floor level (taking account of any unimplemented planning permissions) falling below:
    - 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 temporary 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.

## **Policy R9 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 net loss of retail floorspace at a scale that would result in the proportion of

- A1 retail uses at ground floor level (taking account of other unimplemented planning permissions) falling below 30% which is justified as necessary to support the continued retail function of that frontage zone;
  - 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.

## Policy R10: Local Centres

### Policy Context

- 8.74 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.
- 8.75 The *NPPF* expects planning policies to aim for a balance of 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

- 8.76 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 contribute 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.
- 8.77 The Council considers the Borough's 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%.
- 8.78 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.).
- 8.79 New local centres will also be created, where necessary, as part of the larger strategic housing 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 R10 Local Centres

1. Within local centres, as defined on the Policies Map and listed in Appendix 4, 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 proactively and appropriately marketed for a minimum of one calendar 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 and where adequate parking and servicing arrangements can be put in place.
- 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 strategic housing allocation policy in this Local 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.

## Policy R11: Out of Centre Retail Areas

### Policy Context

- 8.80 The *NPPF* expects local planning authorities to allocate 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.
- 8.81 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

- 8.82 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.
- 8.83 Whilst the retail provision at these locations often compliments 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 discouraged in favour of town centre locations.
- 8.84 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 of Pipp's Hill and Mayflower have a strong

market share in comparison goods.

## **Policy R11**

### **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. Pipp's 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 the expansion and intensification of the shopping area in these locations, where sequential and impact assessments have indicated that it is appropriate to do so.

## **Policy R12: Festival Leisure Park and Surroundings**

### **Policy Context**

8.85 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. 'Out of centre' is identified as a location not in or on the edge of a centre but not necessarily outside the urban area. Unless an out of centre location is identified as a centre in the Local Plan it does not constitute a town centre.

### **Evidence Base**

- 8.86 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.
- 8.87 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 childrens' play centre, a wake-boarding centre, hotel accommodation and a nightclub. In the vicinity, there is also a David Lloyd Leisure Centre and a go-karting centre.
- 8.88 The *Basildon Retail and Commercial Leisure Capacity Study* found that the Leisure Park draws trade for dining and leisure activities from across the whole of the 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.
- 8.89 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 discouraged and such opportunities should instead be focused to the town centres.

## **Policy R12 Festival Leisure Park and Surroundings**

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

## **Policy R13: Locations for Hotel/Visitor Accommodation**

### **Policy Context**

- 8.90 Tourism development is identified as a main town centre uses and local planning authorities are required through the *NPPF* to allocate suitable sites that meet the scale and type of development needed 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 appropriate edge of centre sites and then in other accessible locations that are well connected to the town centre.
- 8.91 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, the *PPG* recommends that local planning authorities plan positively to identify the most appropriate alternative strategy for meeting the need and sets out the considerations for tourism.

### **Evidence Base**

- 8.92 There are eight hotels operating within the 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).
- 8.93 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 more 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.
- 8.94 The *Basildon Borough Hotel Futures Study* was commissioned to ensure that the Council puts in place an appropriate policy approach in line with future market demand for hotel accommodation in the Borough, hotel operator location and site requirements, national planning policy, and to guide other Council intervention to support hotel development in the Borough. The need for two new large hotels, some smaller scale hotels and possible extensions to existing hotels in Basildon was identified in the study as well as potential for some small scale accommodation in Billericay and Wickford. Two key broad locations in Basildon that were considered to be appropriate for large hotel development were Basildon Town Centre, in order to support its regeneration, and the A127 Enterprise Corridor, to help promote business growth. Policies R2 and E1 support hotel development in these locations.
- 8.95 The *Basildon Retail and Commercial Leisure Capacity 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 would be in line with the town-centre-first approach has been considered 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.

- 8.96 Land off Nethermayne, adjacent to Basildon Golf Course and less than 1 mile from Basildon Town Centre has been considered as a suitable location for delivering some of the hotel provision within the Borough. The site is approximately 2ha in size and located on the edge of the urban area, the majority of which is outside the Green Belt. It is in public ownership and is envisaged that a proposed higher grade hotel could 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.
- 8.97 Consequently, a less prescriptive policy approach was recommended as being better suited for land adjacent to Basildon Golf Course in order to support a realistic and viable scheme on the site, having regard to evidence. Such a policy would support proposals which recognise the specific characteristics of the site, and will seek to promote the development of hotel accommodation alongside other supporting services and/or uses, in line with the Council's objectives.

### **Policy R13**

#### **Locations for Hotel/Visitor Accommodation**

1. The provision of a full-service hotel with conference and function space 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 100 bedrooms;
  - 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 should be no taller than four storeys; and
  - f. All other relevant policies in this plan have been complied with, in particular, those policies in chapter 16 of this plan.
2. The Council will support other new or redeveloped leisure and/ or operational uses on the remaining part of land adjacent to Basildon Golf Course where such uses are appropriate in terms of nature, scale and location subject to compliance with all other relevant policies of this plan.
3. The Council will support additional hotel provision in the Borough's town centre locations, as well as in the A127 Enterprise Corridor alongside, and in support of, business development.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy R14: Locations for Town Centre Uses**

#### **Policy Context**

- 8.98 The Government supports a town centre first approach when locating development for town centre uses as this ensures the vitality and viability of centres. As such the *NPPF* requires local planning authorities to apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan.
- 8.99 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 the default threshold of 2,500m<sup>2</sup> would apply.

- 8.100 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, including local consumer choice and trade in the town centre and wider area.
- 8.101 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

- 8.102 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 that are not in an existing centre.
- 8.103 In line with the *NPPF*, 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.
- 8.104 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.
- 8.105 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 2,500 sq.m is not appropriate for the area and has therefore set a local threshold. The *Basildon Retail and Commercial Leisure Capacity Study* considered the national threshold to be too high for the Borough given that units of around 500m<sup>2</sup> 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: 500m<sup>2</sup>
  - Outside local centres: 200m<sup>2</sup>
- 8.106 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.
- 8.107 In terms of retail evidence, local planning authorities should use their evidence base to assess the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development. Therefore, it is considered that the policy recommendations within the *Basildon Retail and Commercial Leisure Capacity Study* are justified and based on adequate, up to date and relevant evidence about the economic prospects of the Borough.
- 8.108 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 *Basildon Retail and Commercial Leisure Capacity Study* recommends a number of locally based considerations for the Impact Assessment and these form part of the criteria for policy R14.

## Policy R14

### 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 not in accordance with the Local Plan. 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 the existing out of centre shopping areas or Festival Leisure Park.
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 below 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
Regional Town Centre	500m <sup>2</sup>
Town Centre	500m <sup>2</sup>
Local Centre	200m <sup>2</sup>

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.

## Policy R15: Existing Local Shops

### Policy Context

- 8.109 There is no specific policy in the *NPPF* in relation to local shops which are located outside centres. However, the *NPPF* expects planning policies to aim for a balance of uses within an area so that people can be encouraged to minimise journey lengths for a range of activities, one of which is

shopping. Local shops located within existing communities support this aim.

- 8.110 In addition, the *NPPF* requires planning policies to plan positively for the retention and development of local services and community facilities such as local shops to enhance the sustainability of communities and residential environments.

### **Evidence Base**

- 8.111 The *Basildon Borough Local Centres Review* 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 areas outside the Borough's centres from other forms of development (such as residential conversions) where there remains a need for the provision of the local service in the area.

### **Policy R15 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 subject to compliance with policy HC11 and all other relevant policy requirements of this plan.

### **Policy R16: Hot Food Takeaways**

#### **Policy Context**

- 8.112 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 well-being needs and work with public health leads and organisations.
- 8.113 The *NPPF* 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 and deliver social, recreational and cultural facilities and services the community needs. Planning policies and decisions should take account of and support local strategies to improve health and well-being for all and 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.

#### **Evidence Base**

- 8.114 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.
- 8.115 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.
- 8.116 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 well-being in the country and that there is a link between

excess body weight and diseases such as type 2 diabetes, cancer and heart disease.

- 8.117 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.
- 8.118 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.
- 8.119 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 Clinical Commissioning Groups (CCG). The Basildon and Brentwood CCG has identified within their *Strategic Prevention Implementation Plan 2014-2019* 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 well-being, to consider the role the local plan could play in reducing obesity.
- 8.120 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.
- 8.121 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 the Borough.

## **Policy R16 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. New hot food takeaway shops will only be permitted when they fall outside 400 metres of the boundary of new and existing schools, colleges, and youth centres. Exceptions will apply to retail, town and local centre locations within this 400 metre buffer zone, subject to compliance with all other relevant policies of this plan.

3. Outside designated centres, and in areas where the residential character of an area predominates, no more than two A5 units should be located adjacent to each other.
4. 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.

## Policy R17: Betting Offices

### Policy Context

- 8.122 The *NPPF* emphasises that the purpose of the planning system is to contribute towards sustainable development. Improving health, social and cultural well-being for all and delivering sufficient community and cultural facilities and services to meet local needs supports this goal.
- 8.123 Town centres are recognised as being integral to meeting local need and supporting well-being. 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.
- 8.124 Licensing authorities are required to publish a Statement of Gambling Policy at least every three years, under the *Gambling Act 2005*. Basildon Council has a policy for granting licensing, which was reviewed in 2016, following amendment to guidance issued by the Gambling Commission. The *Gambling Licensing Policy Statement (2016)* is a statement of the principles the Council applies when deciding to approve or reject license applications for casinos and other gambling outlets. Paragraph 4.3 of the *Gambling Licensing Policy Statement* specifically states that Basildon Council will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. Paragraphs 4.4 and 4.5 also make reference to the new requirements introduced by the Gambling Commission in April 2016 with regards to assessing local risk.

### Evidence Base

- 8.125 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.
- 8.126 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.
- 8.127 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.
- 8.128 As with healthy eating and obesity, gambling is linked to deprivation. There are areas within the 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.

- 8.129 In addition to the impacts on health and well-being, 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.
- 8.130 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 R17**  
**Betting offices**

In addition to the principles set out in the Council's *Gambling Licensing Policy Statement*, proposals for new betting offices will not be permitted if they fall within 400m of any existing permitted betting office.

# Chapter 9: Promoting Sustainable Transport

## STRATEGIC POLICIES

### Policy T1: Transport Strategy

#### Policy Context

- 9.1 The *NPPF* expects local planning authorities to actively manage patterns of growth to maximise the use of public transport, walking and cycling, and to 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 promotes sustainable transport modes. Different policies and measures will be required to maximise the use of sustainable transport modes in rural and urban areas.
- 9.3 Local planning authorities are also expected to work collaboratively with neighbouring authorities and relevant transport authorities and providers to develop strategies for the provision of viable transport infrastructure necessary to support sustainable development.
- 9.4 Essex County Council, as the local Highways Authority, 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 Borough.
- 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 strategy 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 Borough, 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 (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 £27m for improvements to the A127/A130 Fairglen 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 in the neighbouring borough of Thurrock. Following a route consultation which took place from 26 January to 24 March 2016, in April 2017 the Secretary of State for Transport announced the preferred route 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. Highways England will be consulting on the preferred route for the Lower Thames Crossing in early 2018, following the route announcement and responding to the consultation feedback from local authorities. Highways England have been modelling the impact of the Lower Thames Crossing on various highway routes across the South East, including South Essex and North Kent. It is therefore necessary for Basildon Council to continue to work closely with Highways England, Essex County Council and its neighbouring authorities to ensure that in addition to the maximising the opportunities the crossing presents, any challenges arising from the Lower Thames Crossing to the local transport network are fully addressed. The application for the Development Consent Order will be submitted to the Planning Inspectorate's National Significant Infrastructure Project process in 2019, with approval expected in late 2020 or early 2021. The Lower Thames Crossing is then expected to open to traffic in 2027 subject to planning consent and finance arrangements.
- 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 The Borough 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 *Publication Local Plan Transport and Highway Impact Assessment (THIA) (2018)* shows that parts of the 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 significant queue lengths at some junctions, and results 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 Detailed junction modelling of the highway network in the Borough 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. The modelling consists of a highway impact assessment, which has evolved through the emerging iterations of the Local Plan, to assess the impact of future growth on the highway network, followed by mitigation modelling to determine whether or not improvements to the highway network could be brought forward to effectively manage the increased level of traffic anticipated for the future year 2034. The latest findings of the modelling are set out in the *Publication Local Plan THIA*. The highway modelling includes various scenarios that have been tested in 2011, 2014 and 2018, with the latest version providing a VISUM model which provides total coverage of the Borough and strategic junctions outside the Borough to gain a full understanding of the impacts of additional traffic associated with specific growth locations contained in this Local Plan.
- 9.14 The results of the *Publication Local Plan THIA* 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 at 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 walking and other sustainable modes such as cycling and public transport, 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 *Publication Local Plan THIA* 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 mitigation modelling within the *Publication Local Plan THIA* 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 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. However, currently three junctions out of seventeen tested experience capacity issues and following mitigation of the road network after the Local Plan's growth is taken into consideration, a total of five junctions would have capacity issues at morning or evening peak times emphasising the need for a more strategic approach to mitigation is needed and also a shift towards more sustainable travel modes.
- 9.18 Meanwhile, the mitigation modelling for the south of the Borough also showed that the majority of junctions could be brought within their designed capacity, either through existing *Essex Transport Strategy* works such as the *Basildon Integrated Transport Package* and the *A127 Corridor for Growth: An Economic Plan 2014*, or through the mitigation proposed to be installed alongside future development. In recognition of that the A127 is not trunked and yet is part of a 24 mile corridor for growth stretching across different planning and highway authority areas, the Council has signed a Statement of Common Ground with the local authorities along the route, Essex County Council and Transport for London to ensure that in the future, a more coordinated programme of investment and management is followed in the interests of upgrading the whole route to support growth in Greater London and Essex.
- 9.19 The mitigation measures identified through the mitigation modelling will however come at a cost, which has been calculated as part of a high level costing exercise as part of the highway modelling of the Local Plan. 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 into Wickford on the A132. A significant scheme such as this will require funding beyond which can be secured from developer contributions or CIL, and therefore it will be essential to secure funding from the Government/SELEP.

- 9.20 In addition to the strategic highway mitigation schemes identified to keep the main road network moving and safe, it will be necessary for individual development schemes to make localised improvements to the road network to ensure safe and sustainable access to development sites. These localised improvements will need to be identified in conjunction with the Highway Authority, and therefore ongoing engagement between Basildon Council and Essex County Council will be necessary.
- 9.21 In terms of sustainable transport modes, the Council has worked with Essex County Council to develop a local Cycling Strategy, as part of its duties under the Education Act 1996. A strategic approach to cycling is essential to get more people using cycling as a travel choice, bringing wider travel, health and well-being benefits. Within Basildon (including Laindon and Pitsea) there is a well-developed network of cycleways, which were installed through the development of the New Town, but this is not the case in Billericay and Wickford to the north. Despite this, the proportion of people travelling to work by bicycle is below the national average. It is therefore necessary to deliver improvements to the existing network and secure parking facilities at key destinations, whilst also incorporate new route provision and facilities within new development to increase participation.
- 9.22 In terms of public transport provision, the *Basildon Integrated Transport Package* will deliver public transport improvements within the Borough around bus and railway stations. Similarly, Basildon Council in partnership with Essex County Council and Greater Anglia rail franchise plan to improve public transport integration around Billericay and Wickford railway stations. The Local Plan will expect the opportunity 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 influences an overall modal shift.

## **Policy T1 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 on a route-corridor basis with Essex County Council, planning authorities and 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 encourage behavioural change in individual travel choices. 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.
- f. Ensuring that potential adverse impacts on the natural environment, as a result of proposals for new or improved transport infrastructure are either prevented or successfully mitigated as part of the development proposal.

## Policy T2: Improvements to Carriageway Infrastructure

### Policy Context

- 9.23 The *NPPF* expects local planning authorities to identify the transport infrastructure required to support sustainable development, and to seek improvements to the transport network that limit or avoid the significant impacts of development.
- 9.24 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

- 9.25 Owing to the capacity issues identified on the highway network in the Borough through the *Publication Local Plan THIA*, 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.
- 9.26 The *Essex Transport Strategy*, the *A127 Corridor for Growth: An Economic Plan*, and future 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.
- 9.27 ***A127 Corridor for Growth: An Economic Plan:*** The A127, which passes through the heart of the Borough is a strategic route in South Essex and East London 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 A127/A130 Fairglens Interchange suffering particularly severe congestion during peak periods. It is expected that congestion on the A127 will worsen as a result of growth across South Essex without mitigation. 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. The current estimated cost of delivering the Economic Plan is in the region of £76m, excluding any widening of the route to three lanes. The A127/A130 Fairglens Interchange is amongst the elements of the Economic Plan 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.
- 9.28 ***A176 Upper Mayne:*** This short length of narrow 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 allow more highway space to reduce queuing, 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, to complement the *A127 Economic Plan*, ensuring the efficient operation of this equally important route over the long term to support growth.

- 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 mitigation modelling within the *Publication Local Plan THIA*. These improvements have been subject to a high level costing exercise, and funding for these improvements will be secured through the use of the Community Infrastructure Levy (CIL) and/or Section 106 contributions from developers, and where necessary supplemented by funding secured through bids to the SELEP/DfT. The projects that will be pursued are summarised below.
- 9.31 **A127 Fortune of War:** The *UK Air Quality Action Plan for Nitrogen Dioxide (2017)* is particularly relevant at this junction, as national modelling indicates the potential for Nitrogen Dioxide levels to exceed European limits in this location. Congestion management therefore has a role to play in addressing that issue. This junction remains the only constriction to free-flow along the A127 within Essex and is a 'pinch point'. As such, it is a limiting factor for capacity between Southend-on-Sea and the M25, through Basildon and the delays it causes are at a cost to drivers and may discourage business and people locating to the area. Improvements at this junction are expected to offer benefits within the internal road network of Basildon in addition to freeing up capacity on the A127. Previous modelling of potential schemes at this junction suggest that benefits could also include reduced queuing at the junction of A176/Upper Mayne with St. Nicholas Lane, however, the full extent of potential scheme benefits are currently being investigated as part of separate study commissioned by the Highways Authority.
- 9.32 **A new grade separated junction on the A127 at Pound Lane:** This junction is required to serve the development proposed to the east of Basildon (policies E6 and H11) and in Wickford (policies H12, H13, H14 and H15). These sites combined will provide around 5,000 homes and over 3,300 jobs. The new junction will also improve access to the A127 Enterprise Corridor by providing a new easterly access point, reducing pressure at the A132 Nevendon Interchange. 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 A127/A130 Fairglens Interchange. However, this proposal is substantially more expensive, and will require support from neighbouring authorities and funding support to supplement developer contributions from the SELEP/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 the historic Billericay Town Centre. Junctions in this location experience capacity issues. It is proposed that spine roads are provided running through site H17 to provide an alternative route to the west, avoiding the town centre. This will require some limited improvements to the existing local highway network. It is expected that the costs of this route will be met by developers as they bring forward their sites for development.
- 9.34 **A link road from West Mayne extending westwards to strategic site H8:** In order to support development within strategic site H8, it is necessary to provide a new link road from the site to provide local access to Laindon without using the Dunton Interchange. It is expected that this link road will provide access for occupiers of the new development to services within Laindon Town Centre, supporting the vitality and viability of that centre. It is expected that this link road will be designed to a standard that would accommodate bus movements and emergency vehicles, 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 *Publication Local Plan THIA* identifies the need to undertake improvements at the following junctions in order to support growth:

- A13 Haywain junction, Vange
- A176/Dry Street Interchange, Basildon (In delivery 2018)
- A176/St Nicholas Lane junction, Basildon
- A127/A176 Pipp's Hill Interchange, Basildon
- B1464 London Road/High Road/Clay Hill Road, Basildon
- A13/A176 Five Bells Interchange North, Basildon
- A13 Pitsea Interchange, Basildon
- A129/Mountnessing Road/London Road roundabout, Billericay
- B1007/A129 Sun Corner junction, Billericay
- B1007/Norsey Road/High Street/Western Road, Billericay
- A129/Southend Road/Outwood Common Road, Billericay
- A129/Southend Road/Hickstars Lane, Billericay
- A132/Runwell Road/A132 junction, Wickford
- A1245/Chelmsford Road/A129 London Road, Wickford
- A132/Golden Jubilee Way/Radwinter Avenue, Wickford
- A129/London Road/Nevendon Road/High Street, Wickford

- 9.37 It is expected that these local junction improvements will be secured through CIL and/or planning obligations secured through Section 106 or Section 278 agreements alongside growth in the respective settlement. Where necessary, bids will be made to the SELEP or Government funding streams 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.
- 9.39 A number of the carriageway improvement projects listed have been identified through the Sustainability Appraisal to have the potential to impact upon designated nature sites depending on their routing and design. It will therefore be necessary to adopt safeguards to ensure the protection and enhancement of the natural environment at an early stage of development of these projects in order to identify appropriate mitigation against any negative effects that may arise.

## **Policy T2 Improvements to Carriageway Infrastructure**

1. In order to manage congestion and reduce the effects of pollution on key routes, and at key junctions within the Borough, the Council will work with SELEP, 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 Fairglens Interchange;
  - b. Widening of the A127 in line with the A127 Corridor for Growth: An Economic Plan;
  - c. Improvements to the A176 Upper Mayne junction with the A127;
  - d. Improvements to the A13 in line with the *A13 Route Management Strategy*;
  - e. Improvements to the A127 Fortune of War junction;
  - f. The provision of a new grade separated junction on the A127 at Pound Lane, including a link road to Cranfield Park Road/Tresco Way;
  - g. The provision of a south/south-west relief route for Billericay alongside new housing development;
  - h. The provision of a link road from West Mayne to site H8, providing multi-modal connections to Laindon Town Centre;
  - i. Modifications to the Basildon Town Centre road network in line with *the Basildon Town Centre Masterplan*; and
  - j. Various individual junction improvement schemes:
    - i. A13 Haywain junction, Vange
    - ii. A176/Dry Street Interchange, Basildon
    - iii. A176/St Nicholas Lane junction, Basildon
    - iv. A127/A176 Pipp's Hill Interchange, Basildon
    - v. B1464 London Road/High Road/Clay Hill Road, Basildon
    - vi. A13/A176 Five Bells Interchange North, Basildon
    - vii. A13 Pitsea Interchange, Basildon
    - viii. A129/Mountnessing Road/London Road roundabout, Billericay

- ix. B1007/A129 Sun Corner junction, Billericay
  - x. B1007/Norsey Road/High Street/Western Road, Billericay
  - xi. A129/Southend Road/Outwood Common Road, Billericay
  - xii. A129/Southend Road/Hickstars Lane, Billericay
  - xiii. A132/Runwell Road/A132 junction, Wickford
  - xiv. A1245/Chelmsford Road/A129 London Road, Wickford
  - xv. A132/Golden Jubilee Way/Radwinter Avenue, Wickford
  - xvi. A129 London Road/Nevedon Road/High Street, Wickford
2. The improvements and alterations to carriageway infrastructure listed above are considered to be the minimum requirements to support development. Where appropriate, developers will be required to demonstrate how they intend to improve highway infrastructure beyond this. 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. Detailed assessment of the potential impacts of any new or improved transport scheme on the natural environment, including SSSI and adjacent Local Wildlife Sites will be required, and where adverse effects are predicted, appropriate mitigation will need to be identified and undertaken.
  4. Developers will be expected to contribute towards these carriageway alterations either in-kind through on-site route provision as specified within their allocation policy, or through financial contributions via the Community Infrastructure Levy or planning obligations secured through Section 106 Agreements. 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.

## Policy T3: Improvements to Footpaths, Cycling and Bridleway Infrastructure

### Policy Context

- 9.40 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, development 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.
- 9.41 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 PRow network;
  - Improving signing;
  - Improving crossing facilities; and
  - Ensuring that pedestrian routes are accessible for everyone.
- 9.42 Improving the safety of the cycling network is also a key concern within the *Essex Transport Strategy*. Policy 14 of the strategy 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 strategy 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.
- 9.43 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.
- 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:

- Establishing a coherent, comprehensive and advantageous cycle network in every major urban area, utilising a combination of on-carriageway and off-carriageway cycle facilities;
- Ensuring each borough or district has an up to date cycling action plan (renewed every 5 years);
- Providing well-placed and high quality cycle parking at key public destinations such as town centres, leisure facilities and railway stations;
- Ensuring that all new housing includes secure and easily accessible cycle storage and that new secure cycle storage is facilitated in existing housing developments;
- 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;
- Prioritising more frequent and good maintenance of our cycle network;
- 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;
- Continuing to improve cycle safety at sites with actual and perceived safety problems; and
- Developing an improved mechanism for the reporting of safety issues.

9.45 The Basildon Cycling Action Plan (2017) aims to:

- Identify how cycling levels can be increased in the Borough;
- Prioritise funding for new cycle schemes;
- Create a usable, high-quality cycle network that connects residential areas with key employment locations, railway stations, and town centres; and
- Create opportunities to increase recreational cycling.

9.46 Taking into account the current barriers to cycling in the Borough, commuter flow analysis and locations of development, the *Cycling Action Plan* has highlighted a series of interventions for cycle enhancements in the Borough:

- Review existing route signage and lighting and improve maintenance of existing routes;
- Prioritise north–south and east–west flagship routes, providing access to Basildon Town Centre and railway station;
- Increase provision of useful cycle routes in Billericay, Wickford, and Basildon in particular;
- Provide new and improved cycle parking with a focus of satisfying the considerable demand for commuter trips at railway stations;
- Fill obvious gaps in the existing cycle-route network (on alignments with cycle-friendly topography);
- Provide new infrastructure on key roads with cycle-friendly topography;
- Develop Flagship Routes through Feasibility Studies to Detailed Design; and
- Promote and market Flagship Routes with ‘Cycle Superhighway’ style branding and disseminating techniques.

## Evidence Base

9.47 *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 steeper 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 more 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.

9.48 The *Basildon Cycling Action Plan*, identifies high quality and well planned infrastructure which will be vital in encouraging cycling and improving safety.

9.49 PRoW are planned and managed by the Highway Authority through the *Essex Transport Strategy*. The Borough’s network of 147km of PRoW, representing 2.3% of the wider Essex network are protected in law, and all members of the public have a right to their use and enjoyment. The Borough’s PRoW encompass public byways, bridleways and footpaths; with the latter representing

76% of the network. Legislation places certain duties and responsibilities on farmers and landowners in respect of PRow that cross land within their ownership and control. Similarly, developers wishing to build on land that is crossed by a PRow must bear in mind their responsibility to ensure that the public are still able to make use of the Right of Way.

- 9.50 The *Essex Public Rights of Way Improvement Plan 2013* identifies ten objectives from which management of the PRow will be guided including incorporating approved pathways into the PRow network; better integrate PRow with other access provision, initiatives and facilities; reducing fragmentation; and improving accessibility.
- 9.51 Disregarding PRow during the planning process can result in serious problems both at development stage and post completion, with costly resolutions which could result in enforcement action by the Highway Authority.
- 9.52 Through the Local Plan the Council will seek to improve and retain the existing PRow network, however it is important to ensure that such improvements are in keeping with the surroundings of the PRow, in order to maintain natural and/or historic setting.

### **Policy T3 Improvements to Footpaths, Cycling and Bridleway 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 latest *Essex Transport Strategy*, *Public Rights of Way Improvement Plan* and *Basildon Cycling Action Plan* to improve footpaths, footways and cycling infrastructure as well as the safety of users 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 *Essex Transport Strategy*, *Public Rights of Way Improvement Plan* and the *Basildon Cycling Action Plan*. It will also expect development proposals to support their implementation by:
  - a. Retaining and improving any existing footpaths, footways, cycleways, bridleways and other Public Rights of Way passing through or adjacent to their site;
  - a. Providing additional footpaths, cycleways and bridleways which link up with the existing network and address any gaps in the network, thereby providing access to nearby residential, commercial, retail, education and leisure opportunities, as well as access to the countryside;
  - b. Providing facilities for pedestrian and cycle access, including the provision of cycle parking, in both residential development and non-residential development; and
  - c. Contributing to facilities for pedestrian and cycle access at nearby public transport hubs.

### **Policy T4: Improvements to Public Transport Infrastructure and Services**

#### **Policy Context**

- 9.53 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.
- 9.54 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**

- 9.55 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.

- 9.56 There is also an opportunity for the Borough to take advantage of the benefits of the new Elizabeth Line, being delivered by the Crossrail project. It is a new pan-London non-stop rail service which will be operating from Shenfield in the neighbouring borough of Brentwood from December 2018. This is only one stop westwards from Billericay on the existing Greater Anglia mainline. The Elizabeth Line 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.
- 9.57 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 Office of Rail and Road 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.
- 9.58 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 to 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 by 2020 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 the Local Plan, through public transport upgrades.
- 9.59 Whilst public transport connectivity within the main towns is generally 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. Additionally, both the Borough's smaller village settlements of Crays Hill and Ramsden Bellhouse and within the A127 Enterprise Corridor experience infrequent public transport services, affecting the ability of local residents to access services and employment by more sustainable means.
- 9.60 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.
- 9.61 Passenger transport is therefore one of the key considerations of the *Essex Transport Strategy* which proposes the following improvements in relation to the Borough:
- **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.
  - **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, a programme of bus prioritisation and improved bus waiting facilities has been proposed

along the A13.

## **Policy T4 Improvements to Public Transport Infrastructure and 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;
    - iv. Enhance accessibility to railway stations; and
    - v. 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 Office for Rail and Road, 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. Work with large employers, Essex County Council and public transport operators to improve bus connectivity in business areas and encourage employees to travel sustainably to work.
4. 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 other frequently accessed 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.

## **ALLOCATION POLICY**

### **Policy T5: Transport Improvements Areas**

#### **Policy Context**

- 9.62 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**

- 9.63 A number of the projects identified in policies T2, T3 and T4 as identified in the *Essex Transport Strategy* and the *Publication Local Plan THIA* require land to be made available to enable transport improvements to take place in the future. In particular, these include:
- Improvements to the A127/A130 Fairglens Interchange;
  - Widening of the A127 in line with the *A127 Corridor for Growth: An Economic Plan*;
  - 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*;
- Improvements to 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 H8, 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:
  - A13 Haywain junction, Vange
  - A176/Dry Street Interchange, Basildon (in delivery 2018)
  - A176/St Nicholas Lane junction, Basildon
  - A127/A176 Pipp's Hill Interchange, Basildon
  - B1464 London Road/High Road/Clay Hill Road, Basildon
  - A13/A176 Five Bells Interchange North, Basildon
  - A13 Pitsea Interchange, Basildon
  - A129/Mountnessing Road/London Road roundabout, Billericay
  - B1007/A129 Sun Corner junction, Billericay
  - B1007/Norsey Road/High Street/Western Road, Billericay
  - A129/Southend Road/Outwood Common Road, Billericay
  - A129/Southend Road/Hickstars Lane, Billericay
  - A132/Runwell Road/A132 junction, Wickford
  - A1245/Chelmsford Road/A129 London Road, Wickford
  - A132/Golden Jubilee Way/Radwinter Avenue, Wickford
  - A129/London Road/Nevedon Road/High Street, Wickford

9.64 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.

9.65 Detailed assessment of the potential impacts of any new or improved transport scheme on the natural environment, including SSSI and adjacent Local Wildlife Sites will be required, and where adverse effects are predicted, appropriate mitigation will need to be identified.

## **Policy T5 Transport Improvements Area**

1. The Council will safeguard land required for transport improvements as 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.

## DEVELOPMENT MANAGEMENT POLICIES

### Policy T6: Managing Congestion

#### Policy Context

- 9.66 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 cumulative impacts of development, following mitigation, are severe.
- 9.67 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 to Basildon Borough including the A127, A130, A13 and A129 as key priorities for the South Essex sub-area.
- 9.68 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 A127 Enterprise Corridor, the A176 between Five Bells and Basildon Hospital, and the A132/A13 junction in Pitsea.
- 9.69 The *NPPF* stipulates that all development which generate significant amounts of transport movement should be supported by a Transport Statement or Transport Assessment and should be required to provide a Travel Plan. 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.

#### Evidence Base

- 9.70 The *Publication Local Plan THIA* 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 the Local Plan indicates that without mitigation many junctions in the Borough will exceed their designed capacity. 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 T6 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 in order to satisfy the requirements of the Highway Authority.
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 to the satisfaction of the Highway Authority.
4. Where it is 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 considered to be severe following consultation with the Highway Authority, 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.

## Policy T7: Safe and Sustainable Access

### Policy Context

- 9.71 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.
- 9.72 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.
- 9.73 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.
- 9.74 The *Essex Local Transport Plan Development Management Policies* 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 PRoW 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*.
- 9.75 The *UK Air Quality Action Plan for Nitrogen Dioxide* is also relevant in the Borough, as national modelling indicates the potential for Nitrogen Dioxide levels to exceed European limits on the A127 at the Fortune of War junction. Congestion management has a role to play in addressing that issue.

### Evidence Base

- 9.76 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.
- 9.77 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, and other gases such as nitrogen dioxide arising from road transport movements in the Borough. This has implications for public health and also for the environment. 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 an increase in emissions arising from transport movements. In order to address this

issue, applications for developments requiring a Transport Assessment or Transport Statement will be required to produce an Air Quality Assessment which includes air quality monitoring data with their proposal, covering key junctions local to the site. Where air quality impacts are likely to arise a Mitigation Strategy should also be provided which fully ameliorates these impacts.

9.78 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.

9.79 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 T7 Safe and 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;
  - c. No significant adverse impact on local air quality, once mitigation measures have been taken into account;
  - d. Development must not result in a significant adverse impact on PRow, or the local road network in respect of traffic capacity and highway safety, and
  - e. Access to public transport services within 400m of any home or frequently visited non-residential development, as required by policy T4, with the exception of infill development within the Green Belt.
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 development requires a Transport Assessment or Transport Statement it must incorporate, or be accompanied by, an Air Quality Assessment, which includes air quality monitoring data, to determine the impacts of the proposal on local air quality. Where adverse impacts on local air quality are identified, a Mitigation Strategy will be required.
4. Where a development 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.

## Policy T8: Parking Standards

### Policy Context

- 9.80 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;
  - Local car ownership levels; and
  - A need to reduce the use of high-emission vehicles.

### Evidence Base

- 9.81 The *Essex Parking Standards - Design and Good Practice (2009)* currently sets out vehicle parking standards for Essex taking into account those matters identified in national policy. It is considered that these parking standards, or any subsequent future iteration of these 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 and is consistent with the approach taken with other authorities in Essex.
- 9.82 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.
- 9.83 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. Whilst this may be appropriate in some locations within the Borough, the *Basildon Borough Parking Capacity and Intervention Study* highlighted potential capacity issues with town centre parking in Billericay and Wickford in particular. It also highlighted issues with on-street parking within the A127 Enterprise Corridor. There is therefore a need to consider the local context of proposals before accepting significantly less parking provision than is required by the parking standards in some destinations.
- 9.84 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 therefore the standards are considered appropriate.
- 9.85 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 T8 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.

## **Policy T9: Town Centre, Employment Areas and Railway Station Parking Provision**

### **Policy Context**

- 9.86 The *NPPF* requires local planning authorities to seek to improve the quality of parking in town centres and ensure it is convenient, safe and secure.

### **Evidence Base**

- 9.87 The Council will continue to promote sustainable forms of travel through policy and by working in partnership with providers. However it also recognises that private vehicles will continue to be a preferred mode of travel for many users. It is therefore important to ensure that there is adequate parking provision both in new residential developments and around our town centres, employment areas and railway stations.
- 9.88 The Council commissioned a *Basildon Borough Parking Capacity and Intervention Study* which examined the current provision and quality of off street parking within the Borough's five town centres, at the railways stations and within the A127 employment corridor. The study also provided comments on the level of on street parking within certain parts of the Borough, which is managed by the South Essex Parking Partnership on behalf of the Council. The purpose of the study was to provide recommendations on parking provision for the preparation of the Local Plan in relation to the retention, and potential for intensification, of existing parking provision and the creation of additional parking provision.
- 9.89 The study reported a significant level of provision within Basildon Town Centre which is largely within multi-storey car parks that are well maintained and with relatively straightforward access. The parking supply was not found to be heavily utilised and this is not forecast to change significantly across the plan period. In contrast to Basildon, the current parking supply in Billericay and particularly the railway station was observed to be very well utilised and it is likely that either future growth in demand will need to be managed or additional provision will be required to accommodate growth.
- 9.90 Parking within Laindon and Pitsea Town Centres are both considered to be sufficient. The provision in Laindon is however of a poorer standard, this should be addressed through the redevelopment of Laindon Town Centre as set out in policy R3. There was also found to be an imbalance in the distribution of demand, particularly for the railway stations, which are situated further away from the main town centres.
- 9.91 The overall level of provision within Wickford, in comparison to the local population, is relatively good with a number of different parking options. However the quality of parking and the accessibility of some car parks within the town centre could be improved. The railway station parking was identified as being restricted and the level of projected residential growth across the town during the plan period could create significant demand constraints in the future.
- 9.92 Parking capacity was identified as being constrained at a number of railway station car parks across the Borough. The Council is now working with the rail franchise operators and Network Rail to develop viable options for addressing this issue at the stations. Whilst some opportunities for decking these car parks is available to increase capacity, these should be considered alongside wider transport measures to manage demand.
- 9.93 An examination of parking provision within the A127 Enterprise Corridor identified a range of pressures, with certain employment locations being reliant on on-street parking which can lead to traffic flow issues. This was generally linked to businesses having insufficient off-street parking provision. The parking standards in policy T8 will have an important role to play in managing levels of employment parking as well as other forms of parking.

### **Policy T9**

#### **Town Centre, Employment Areas and Railway Station Parking Provision**

1. The Council will support proposals that seek to increase the parking provision within town centres,

employment areas and at the Borough's railway stations where there is an identified shortfall in capacity. Proposals will also be supported where they result in improvements to the quality and accessibility of existing parking provision.

2. Proposals that would result in the loss of parking provision will only be permitted where the said loss does not result in an under supply of parking within the area. Consideration should be given to the impact that any loss would have on both current and future parking demand in light of the planned growth proposed within this plan.

## **Policy T10: Electric Vehicle Charging Infrastructure Standards**

### **Policy Context**

- 9.94 The *NPPF* supports the move to a low carbon future and advises that local planning authorities should plan for ways to reduce greenhouse gas (GHG) emissions.
- 9.95 The introduction of the *Climate Change Act 2008* signified a long-term commitment from the Government to reduce GHG emissions by at least 80% from 1990 levels by 2050. Road transport contributes about 20% of overall UK CO<sub>2</sub> emissions and electric vehicles (EVs) are considered a technologically effective means of reducing this form of carbon emissions and therefore helping to meet the carbon reduction targets set to mitigate climate change. The Committee on Climate Change (CCC) found that the UK needs 60% of new cars and vans to be electric by 2030 to meet the 2050 climate change targets. The figure is currently at less than 1% (in 2014) and is only assumed to rise to 8% by 2020.
- 9.96 The UK was also one of 13 international members of the Zero Emission Vehicle (ZEV) Alliance to sign a commitment to promote cleaner motoring and slash transport emissions. It includes an agreement to make all passenger vehicle sales zero emission vehicles by 2050.
- 9.97 Decarbonisation of the road transport sector is therefore an essential area of policy focus and the provision of EV charging infrastructure has been identified as a barrier to the uptake of EV ownership.

### **Evidence Base**

- 9.98 There are only three public locations and six business locations for EV charging located at present within the Borough. Whilst it is not possible to identify how many private homes have EV charging points, extensive research (both in UK and other countries) shows that home-based overnight charging is the charging option preferred by drivers and policy makers and day charging at the workplace is the second preferred charging location.
- 9.99 The Council prepared an *Electric Vehicle Charging Infrastructure Briefing Paper (2017)* which considered the best approach for the Council, as a local planning authority, to promote the use of EVs. It identified that the Local Plan has a role to play and recommended a requirement for EV charging infrastructure to be incorporated into new development through policy as part of parking provision requirements. Such an approach is in line with practice established in the London Plan and by other local planning authorities.

### **Policy T10 Electric Vehicle Charging Infrastructure Standards**

1. The Council is supportive of improving the uptake of low emission and electric vehicles. In order to ensure that growth in the Borough can support this, all new developments will be required to include, where practical, appropriate provision for electric vehicle charging points. Electric vehicle parking should be counted as part of the total parking provision, and bays should be clearly marked. The following standards will apply in the Borough:
  - f. Residential developments (excluding use class C1 hotels and C2 residential institutions) require 1 passive charging point per unit (dwelling with dedicated parking) or where off-plot or communal parking is provided 50% of all new parking spaces should have active charging points.

- g. Non-residential developments, use class C2 residential institutions and proposals for stand-alone car parks, should include active provision for electric car charging points of 1 charging point or 10% of all new parking spaces, whichever is greater.
  - h. Use class C1 Hotels should include active provision for electric car charging points of 30% of all new parking spaces.
2. In cases where charging points, including infrastructure to enable retrofitting, cannot be provided within the development site, developer contributions may be sought to enable those facilities to be suitably provided in other locations including public car parks or on-street parking spaces.

## Policy T11: Access for Servicing

### Policy Context

- 9.100 The *NPPF* is clear that safe and suitable access to a development site should be achieved for all people.
- 9.101 As outlined in the *Essex Transport Strategy*, Essex is a natural conduit for freight movements because of its trunk roads and rail routes, and its port 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.
- 9.102 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.
- 9.103 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

- 9.104 As stated in the Evidence Base for policy T1, the results of the *Publication Local Plan THIA* 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 queuing 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 South Essex. 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.
- 9.105 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 T11**  
**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.

# Chapter 10: Supporting High Quality Communications Infrastructure

## STRATEGIC POLICY

### Policy COM1: Digital 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 The *Digital Communications Infrastructure Strategy (2015)* by Department for Culture, Media and Sport is the national strategy for developing the coverage and capacity of the UK's broadband network and future communication technology services.
- 10.3 Essex County Council has adopted *21st Century Digital Essex (2011)*, the County Strategy for delivering world-class broadband in Essex, which aims to increase the amount of homes and businesses that have high quality telecommunications available to them.

#### Evidence Base

- 10.4 Communication technology is integral to daily life, with the Internet, mobile phones, radio and television being more obvious examples. In order to create sustainable and successful communities in the 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 appropriate locations, and at the right times, to meet the needs of the community and businesses.
- 10.5 The *Communications Infrastructure Report (2012)* by Ofcom 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.
- 10.6 The *UK Next Generation Network Infrastructure Deployment Plan: Broadband Delivery UK (2015)* by the Department for Culture Media and Sport states that superfast broadband supports business growth and local job creation and makes it easier for people to get into work by allowing more flexible working patterns. Superfast 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>5</sup>. However, there is now an increased emphasis on improving speeds further by providing fibre to the properties, reducing the need for copper wiring which otherwise inhibits speeds. Additionally, rural communities around Crays Hill and Ramsden Bellhouse do not have access to fibre broadband requiring the network to be extended. There is also a need within the Borough to improve access to superfast broadband for businesses in the A127 Enterprise Corridor where there is limited fibre broadband connectivity.
- 10.7 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

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<sup>5</sup> As mapped and analysed by 'Think Broadband' - an independent broadband news and information site which tracks broadband speeds in localities throughout the UK

and remain competitive and flexible.

## **Policy COM1 Digital Communications Infrastructure Strategy**

1. The Council will:
  - a. Seek to ensure that all homes and businesses in the Borough have access to superfast broadband and 4G mobile network coverage, as a minimum;
  - b. Support the future roll out of new communications technologies that will ensure businesses in the Borough can participate effectively in the global, national and local economies; and
  - c. Support the future role out of new communication technologies that will enable residents and businesses in the Borough to access a broader range of service opportunities, to improve their quality of life, competitiveness and reduce the need to travel.
  - d.
2. This will be achieved through the *Infrastructure Delivery Plan* and by working with partner organisations including Essex County Council, infrastructure providers and service operators to:
  - a. Extend, and where necessary enhance the capacity of existing broadband and 4G mobile network coverage to those areas which currently experience deficits, most notably the A127 Enterprise Corridor and rural communities;
  - b. Identify practical and sustainable ways in which new forms of communications infrastructure can be rolled out early across the Borough, having regard to any financial, planning and physical constraints and opportunities which may exist;
  - c. Ensure that opportunities to align communications with new development and highways infrastructure and other works are realised to ensure that efficiencies are achieved in terms of cost, delivery and disturbance time.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy COM2: Determining Applications for Digital Telecommunications Equipment**

#### **Policy Context**

- 10.8 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.
- 10.9 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<sup>6</sup> and where Article 4 Directions are in place which have removed the relevant Permitted Development rights. Similarly, Listed Building Consent is required for installations on, or within the curtilage of a Listed Building.
- 10.10 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.
- 10.11 The *NPPF* requires local planning authorities to support the expansion of electronic communications networks, including telecommunications and high speed broadband through planning policy. The number of radio and telecommunications masts should be kept to a minimum, consistent with the efficient operation of the network, and seek the use of existing masts, buildings or structures wherever possible. Where new equipment is required it should be sympathetically designed and

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<sup>6</sup> As designated by the Planning (Listed Buildings and Conservation Areas) Act 1990

camouflaged, where appropriate.

- 10.12 Local planning authorities are required to take a positive approach to the provision of telecommunications equipment and not impose bans or strict restrictions on location or distances between new telecommunications development and existing development. Applications for telecommunications development should be determined on planning grounds, and supported by the necessary evidence to justify the proposed development.

## **Evidence Base**

- 10.13 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, capable of managing its impact on the environment. The dense concentration of the majority of Borough businesses into the A127 Enterprise Corridor also means that higher demands are concentrated into a restricted geographical area.
- 10.14 Historically, mobile network providers tend to co-locate antenna and dishes on existing masts; although the increasing demand for higher speed telecommunications equipment could result in a need 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. The Local Plan will help manage that demand to reach an optimum solution for both network coverage and capacity, whilst protecting amenity.
- 10.15 In recent years there has been a considerable growth in the variety of digital telecommunications equipment located within neighbourhoods and there are already a number of digital 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 more sensitive to the installation of new masts and cabinets. It is therefore essential to ensure that the proliferation of new digital telecommunications equipment structures is kept to a minimum, that their visual impact is appropriately mitigated, and to seek opportunities for the rationalisation or screening of existing equipment, as necessary to improve amenity.
- 10.16 With continual advances in technology it is likely that demand for new digital telecommunications infrastructure will be sustained, albeit it may change form. 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 digital services. The Council recognises the need to take account of the technical limitations on siting, but operators must also recognise the Local Plan's role in protecting areas which are more sensitive to matters such as visual intrusion, and the need to protect residential amenity.
- 10.17 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 COM2**

### **Determining Applications for Digital Telecommunications Equipment**

Proposals (including for prior approval under Part 16 of the *General Permitted Development Order*) for new or upgraded digital telecommunications equipment should:

1. Demonstrate that the siting and design of the installation would not have a detrimental impact upon

the visual, operational use and amenity of neighbouring occupiers, the host building or public space (where relevant), on safeguarded land for transport improvements as defined in policy T5, and on the appearance and character of the area;

2. Seek opportunities to share existing masts or sites with other providers. Where a new structure alongside existing equipment, or a new 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.

## **Policy COM3: Digital Communications Infrastructure in New Residential and Commercial Developments**

### **Policy Context**

- 10.18 The *NPPF* state that planning policies should recognise and seek to address potential barriers to investment, including any lack of infrastructure and services. Local planning authorities should also work with other authorities, stakeholders and providers to assess the quality and capacity of infrastructure, including telecommunications, and ensure there is sufficient provision alongside development.

### **Evidence Base**

- 10.19 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 its 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 or extended communities as they evolve throughout the plan period.
- 10.20 As new development increases the demand for digital communications infrastructure, it is likely that development sites will require new telecommunications equipment and infrastructure to be upgraded in order to provide the future occupiers with the effective mobile and broadband connectivity as required. This is especially the case for those sites that have been identified for development and are peripheral to the existing urban areas, 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 COM3**

#### **Digital Communications Infrastructure in New Residential and Commercial Developments**

1. The Council will support proposals which install new, or improve existing, communications infrastructure if they are required to enable the successful delivery of new development, and where they accord with all other relevant policies in the plan. All new developments will be expected to:
  - a. Identify and plan for the digital 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;
  - b. Include provision for connection to superfast broadband and 4G mobile phone coverage across the site, as a minimum;
  - c. Encourage the provision, accommodation and use of communal digital telecommunications equipment; and
  - d. Take account of Highway Authority land requirements as set out in policy T5, when determining the location and route of new utility services in the vicinity of the highway

network or proposed highway network, so as not to impede or add cost to highway mitigation schemes.

2. In addition, where the scale, form or massing of the new development can be demonstrated by sound technical evidence, to be likely to cause an interference with existing digital communications infrastructure in the vicinity, that is otherwise avoidable by design, the Council will seek opportunities to mitigate such impact through appropriate design modifications and all suitable measures for re-siting, re-provision or enhancement of any relevant digital communications infrastructure within the new development.

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

## Policy Context

- 11.1 As set out in respect of policy SD1, the *NPPF* requires local planning authorities to boost significantly the supply of housing. It expects evidence to be used to ensure that the objectively assessed needs for market and other forms of housing including affordable housing is met in full through planning policy, 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. In order for sites to be identified in the Local Plan they must be suitable for development, available (or likely to become available during the plan period) and achievable (viable). It is expected, that at any point in time, a five year supply of deliverable housing sites will be available in the Borough.
- 11.2 In addition to setting out requirements for the quantum of growth, the *NPPF* also sets out requirements for securing an appropriate mix of housing. Local planning authorities to identify the size, type, tenure and range of housing that is required, reflecting local demand. In particular it also expects specific provision to be made for affordable housing, and for the housing needs of different groups in the community, such as, but not limited to, older people and people with disabilities, families with children and people who wish to build their own homes.
- 11.3 Separate to the *NPPF*, national planning policy in relation to Gypsies, Travellers and Travelling Showpeople is set out in the *Planning Policy for Traveller Sites (PPTS)*. The *PPTS* establishes the objective for fair and equal treatment for Gypsies, Travellers and Travelling Showpeople in terms of securing their accommodation needs, which facilitates their traditional and nomadic way of life, whilst respecting the interests of the settled community. As with the *NPPF*, the *PPTS* expects local planning authorities to assess and plan for the specific accommodation needs of Gypsies, Travellers and Travelling Showpeople and to be able to identify a five year supply of sites for this purpose.
- 11.4 Policy SD1 establishes that during the period of the Local Plan, at least 15,465 homes will be delivered within the Borough. The policies in this chapter establish how these will be delivered. Policy SD2 meanwhile establishes the distribution of growth. The other policies in this chapter will establish the precise locations of strategic housing growth, the requirements of development on these sites and general development management policies which will apply to all housing growth locations.

## STRATEGIC POLICIES

### Policy H1: Housing Strategy

#### Evidence Base

##### *Housing Needs*

- 11.5 Whilst policy SD1 makes provision for 17,791 homes, the full objectively assessed need, there are concerns around delivery which mean it may only be possible to deliver around 15,465 of these homes in the period to 2034. This compares to a housing requirement of between 19,491 and 19,771 which comprises a need for between 19,440 homes and 19,720 homes arising from the *SHMA Addendum*, and a need for 51 pitches for ethnic Gypsies and Travellers arising from the *Basildon Borough Gypsy and Traveller Local Needs Accommodation Assessment (BBLNAA) (2018)*. This means that there is a potential unmet need for housing of up to 4,000 homes, when both supply and delivery issues are taken into account. It is therefore extremely important that those homes provided within the Borough effectively respond to local demand issues, as there is no slack in the supply to allow for the provision of homes local people do not need, or cannot afford.
- 11.6 The *Strategic Housing Market Assessment (SHMA) (2016)* identifies the need for different house sizes to meet the changing needs of the Borough's population. There is a demand amounting to 40% of total supply for smaller units, reflecting the demographic trends of the Borough and the desire amongst younger residents to get on the housing ladder. There is also a strong demand,

accounting for 40% of need, for 3 bedroom properties reflecting the need of growing families. The need for properties of 4 bedrooms or more is limited to 20% of supply. However, it is important that these homes are provided as they will help to attract more professional people to live in the area. This is particularly important for both business growth and also in sustaining public services, in particular healthcare.

- 11.7 The *SHMA* also identifies a housing pressure arising from the growing population of older people. This has implications for the turnover of existing homes within the housing stock, and for the demand for specialist accommodation for older people who may need to live in supported housing. The *SHMA* identifies the need for 1,491 units of specialist housing accommodate for older people, and also the need for 598 bedspaces in residential/nursing homes.
- 11.8 Whilst the need for housing in the Borough is high, simply making provision at current market values (or higher) will not address the issue, as average house prices within the Borough are in excess of seven times the income of the resident population. This makes 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 6,274 of new homes delivered in the Borough over the period from 2017 to 2034 to be affordable, as defined by the *NPPF*, in order to meet the needs arising.
- 11.9 In terms of the need for Gypsy, Traveller and Travelling Showpeople accommodation, this is identified in the *BBLNAA*. This has been prepared in accordance with the *PPTS* and *Housing and Planning Act 2016*, and forecasts the needs for Gypsies, Travellers and Travelling Showpeople in the Borough to 2034. Due to the different requirements of the *PPTS* and the *Housing and Planning Act 2016*, the *BBLNAA* identifies two groups of Gypsies, Travellers and Travelling Showpeople, depending on whether they meet the 'planning definition':
- Do not meet the planning definition:** Those who should be planned for in accordance with their specific cultural needs for living accommodation in accordance with the *Equality Act 2010*, the *Children's and Families Act 2014* and the *Human Rights Act 1998*, but no longer exercise a nomadic lifestyle and where the *PPTS* does not apply (ethnic Gypsies, Travellers and Travelling Showpeople).
- Do meet the planning definition:** Those Gypsies, Travellers and Travelling Showpeople who continue to travel and for whom the policy requirements of the *PPTS* apply (nomadic Gypsies, Travellers and Travelling Showpeople).
- 11.10 An equivalent to 51 pitches until 2034 is considered to be for Gypsies, Travellers and Travelling Showpeople that do not currently meet the planning definition, but nevertheless, have an ethnic right to live in culturally appropriate accommodation. These needs should be met as part of the overall housing provision and have therefore been added to the full objectively assessed need for housing.
- 11.11 The need arising from nomadic Gypsies and Travellers is 53 pitches until 2034. Additionally, there is a requirement of 3 additional plots for nomadic Travelling Showpeople. National policy in the *NPPF* and *PPTS* requires this need to be planned for specifically.
- 11.12 The wider group of Essex authorities has prepared an *Essex LNAA* into which the findings of the Basildon Borough *LNAA* have been integrated. At this time, it has not been possible to robustly assess the need for transit sites in Essex, with data on unauthorised encampments collected to date insufficient to establish a requirement. Changes have been made to the data collection process, but it will not be possible to undertaken an assessment until 2019/20 at the earliest. Should that assessment identify the need for a transit site within the Borough in the future, this will need to be considered through the next review of the Local Plan.

### **Housing Land Supply**

- 11.13 The Local Plan makes provision for a supply of 17,791 homes, as set out in policy SD2. It comprises the following forms of identified supply:

Table 11.1: Housing supply within the Borough

Source of Supply	Capacity
Dwelling Completions 2014 – 2018	2,247
Dwelling Units with Planning Consent at 1 <sup>st</sup> April 2018	2,641
Town Centre Regeneration Dwelling Capacity (outstanding)	1,164
Other Urban Dwelling Units on sites in the HELAA (suitable, available and achievable)	2,166
Strategic Sites removed from the Green Belt	7,072
Designated Neighbourhood Areas	1,389
Village Extensions to Crays Hill	65
Self-Build Sites	32
Limited Infill Development in the Green Belt	135
Windfall	880
<b>Total</b>	<b>17,791</b>

- 11.14 The *Windfall Assessment* identified the potential for around 880 additional homes to be secured during the plan period on sites which cannot be identified at this time and these have been included in the table above as windfall. No allowance for windfall is included within the five years to 2023.
- 11.15 There is the potential within the land supply to achieve a higher rate of delivery than that set out in policy SD1. However, this would require the infrastructure needed to support growth being brought forward in a timely manner, and for development capacity to be optimised on each potential site.
- 11.16 A *Whole Plan Viability Assessment (2018)* has been prepared to understand the implications of the policy requirements of this plan on development viability. Generally, the sites being brought forward for residential development as part of the Local Plan are considered to be viable, although some public funding will be required to secure strategic infrastructure improvements needed to open up some sites in East Basildon and Wickford. Viability is not therefore considered to be a constraint on housing land supply, or on the provision of affordable housing as a proportion of overall development.
- 11.17 In terms of land supply for ethnic Gypsies and Travellers, this can be met from within the identified supply, including limited infill development in the Green Belt. Infill plots offer similar sites to those currently occupied by a majority of the Gypsies and Travellers living in the Borough. Specific sites however need to be identified for nomadic Gypsies, Travellers and Travelling Showpeople which beyond the extent of the Green Belt or inset from the Green Belt in order to conform with the *PPTS*. This is dealt within in more detail in policy H3.

### **Housing Quality**

- 11.18 The quality of homes in the Borough, and the communities in which they are located is important to the health and well-being of residents, and also to the vitality of the local economy. Good quality housing and access to services will be especially important in attracting the skilled professionals needed in the local economy and local public services to live in, or come to the Borough.
- 11.19 The *Essex Design Guide (2018)* highlights the importance of good design in ensuring that new homes meet the needs of residents now and in the future. It especially highlights the importance of ensuring that new homes are sustainable not only to benefit the environment, but also to ensure homes are efficient and people can afford to live in them. It also highlights the health and well-being benefits that can be derived through planning for green spaces and opportunities for active travel within development.

- 11.20 The *Linking Planning, Health and Wellbeing Topic Paper (2017)* emphasises the importance connectivity between housing and community has on mental well-being, and for ageing well. It is therefore essential for health, and for the capacity of healthcare services, that new homes are delivered as part of communities, supported by the full range of infrastructure needed. The phasing of infrastructure to be delivered alongside housing is therefore paramount.

## **Policy H1 Housing Strategy**

1. In order to deliver at least 15,465 new homes within Basildon Borough during the period 2014 to 2034, as specified in policy SD1, which respond to the needs of local residents now, and in the future, the Council will:
  - a. Encourage the effective re-use of land within existing residential areas for the provision of new homes;
  - b. Encourage development in town centres to incorporate residential development on upper floors, and in locations on the edge of town centres.
  - c. Identify specific strategic sites for additional housing growth across the Borough, with the aim of creating sustainable communities supported by sufficient infrastructure;
  - d. Ensure that the mix of new homes provided in the Borough is aligned with the needs of the population. This will enable first time buyers, growing families and those looking to down-size to meet their accommodation needs;
  - e. Secure specific provision of specialist accommodation for older people, and other vulnerable adults living in our communities;
  - f. Provide opportunities for local people to build their own homes through the identification of sites specifically for self-build development; and
  - g. Identify sites to meet the special accommodation needs of our Gypsy, Traveller and Travelling Showpeople population.
2. In order to ensure that local people have the opportunity, financially, to access new homes, the Council will seek to ensure that provision is made for 6,274 affordable homes inclusive of the total housing target for the Borough. This will be achieved by:
  - a. Seeking a proportion of new homes provided by developers to be affordable (see policy H26);
  - b. Delivering affordable homes via the Council's own house building programmes; and
  - c. Securing a new public site for the accommodation of Gypsies and Travellers (see policy H3).
3. In order to ensure new homes contribute positively towards the quality of the Borough as a place to live, and enable communities to be sustainable and thrive, the Council will require the following:
  - a. The delivery of homes must be phased to align with infrastructure provision;
  - b. High standards of design that create places people want to live now and in the future;
  - c. High standards of sustainability within the design and construction of new homes so that residents can enjoy a low cost, healthy living environment;
  - d. The provision of integrated formal public open space, and the enhancement of the green infrastructure network to offer a range of health and environmental benefits; and
  - e. High levels of accessibility by public transport and active modes of travel to employment, education, services and recreation opportunities in order to promote inclusion and encourage community cohesion.

## **Policy H2: Specialist Accommodation for Older People and Disabled Adults**

- 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 and those with disabilities can continue to live healthy and active lives within existing communities. This approach 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 those with disabilities, and can unnecessarily restrict independence.

- 11.22 There are currently 2,600 specialist accommodation units for older people within the Borough of which 2,535 are Sheltered and Enhanced Sheltered Housing and the remaining 65 units provide Extra Care Accommodation. The *SHMA Addendum* has identified the projected need for additional specialist accommodation up to 2037 for the Borough of 1,716 units. This amounts to an average delivery rate of 75 units per annum and therefore a need for an additional 1,491 units by 2034. The following table shows this demand by type of specialist accommodation and the Council's *Housing Strategy* has defined this as a proportional split of 85% Sheltered/ Enhanced Sheltered Housing to 15% Extra Care Units.

Table 11.2 The Need for Specialist Accommodation for Older People by 2034

Specialist Accommodation Type	Additional Provision Required (units)
Sheltered Housing	1,097
Enhanced Sheltered Housing	175
Extra Care	219
<b>Total</b>	<b>1,491</b>

- 11.23 The current split in tenure of specialist accommodation within the Borough is 87% rental and 13% leasehold. Whilst the need for rental units will remain, the increasing number of older households likely to want to remain homeowners is expected to result in an increased demand for leasehold specialist accommodation in the future, as their needs change and they require different levels of care. The projected tenure split of 50% leasehold and 50% rental, as recommended by Housing LIN SHOP@, will therefore be sought by the Council. However this will be kept under review through the Council's *Housing Strategy*, which should be considered as supporting information when applying these policies.
- 11.24 As well as specialist accommodation, it is also important to ensure that homes are designed and built in such a way that enables the occupant to remain in their home for as long as is practical and safe. Part M4 Category 2 of the *Building Regulations* on adaptable and accessible homes provides the opportunity for people to live in their homes for longer as they can be adapted to accommodate changing needs in terms of accessibility. The Council will require a proportion of new homes to be constructed to Part M4 Category 2 within major development proposals.
- 11.25 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. The *SHMA Addendum* shows that the population of people aged 75 and over, living in communal accommodation is expected to grow by 598 people by 2034.
- 11.26 There is also a need in the Borough for specialist accommodation for people with disabilities where care and support are provided with the purpose of enabling the individual, the support to live as independently as possible in the community. This includes people with learning difficulties, autism and/or physical or sensory impairment. Whilst the majority of their needs are currently met within the existing community, there is existing 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 *Independent Living Programme for Adults with Disabilities Market Position Statement (2016)* sets out data related to the specialist care and accommodation needs of working aged disabled adults and reports a future need of 103 places within the Borough by 2021/22. The level of provision within the Borough is currently sufficient to meet its needs, and consequently there is no specific requirement for further provision in this regard. However this will need to be kept under review, with flexibility available to enable any special provision required through consultation with Essex County Council Social Services.
- 11.27 There is also opportunity for specialist accommodation to assist in the delivery of healthcare services through the provision of step-down accommodation for adults being discharged from hospital with no ongoing need to remain in hospital, but who cannot immediately return home. Such schemes are likely to be small in scale and any arising demand should be identified and delivered in consultation with Basildon and Brentwood CCG and the Basildon and Thurrock University

Hospital NHS Foundation Trust when a large development proposal comes forward.

## **Policy H2**

### **Specialist Accommodation for Older People and Disabled Adults**

1. The Council will seek to secure at least 1,491 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 598 additional residential care/nursing beds for older people throughout the plan period. This will be achieved by:
  - a. Working with those promoting large strategic housing sites to include provision on these sites; and
  - 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.
3. The Council will work with Essex County Council Social Services, in the delivery 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.
4. To support the provision of specialist accommodation that assists in the delivery of health care services, the Council will work with Basildon and Brentwood (CCG) and the Basildon and Thurrock University Hospital NHS Foundation Trust, as and when the need arises and when larger development proposals come forward.
5. The Council will be seeking to deliver a proportion of new homes that are adaptable and accessible in line with the relevant Building Regulations in order for people to live in their homes for longer.

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

### **Policy Context**

11.28 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 Traveller sites in their area. The *PPTS* makes clear 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* 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 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.

11.31 In support of Council's legal duties in respects of the *Housing and Planning Act 2016*, 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 Local Plan, working collaboratively with neighbouring local planning authorities.

11.32 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 Traveller sites including access to services, health and safety and protecting local amenity and environment.

11.33 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. 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**

11.34 In accordance with the *PPTS*, a *Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (BBLNAA)* was completed in January 2018. 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)*, also published in January 2018, which features the need results of all Greater Essex authorities. Both studies followed the same methodology and collectively represent a local and strategic picture of needs until 2034.

## **Existing Provision**

11.35 The *BBLNAA* identified existing provision comprising of 25 pitches on a public site in Courtauld Road, Basildon, 96 pitches on 55 private sites that are authorised with planning permission, 7 pitches on 7 private sites with temporary planning permission and 13 pitches on 12 private sites which do not benefit from planning permission, but have been present for a substantive period of time meaning they are immune from enforcement, also known as tolerated sites. Additionally, there is one existing Travelling Showpeople yard comprising of 2 plots that is authorised with planning permission within the Borough. The *Basildon Borough Site Potential Study (2018) (BBSPS)* recommends that these existing sites and yards are safeguarded for the provision of pitches and plots.

## **Need for Additional Provision**

11.36 The *BBLNAA* covering the period 2016-2034 identified a specific need of 47 additional nomadic pitches for Gypsies and Travellers. A further 6 pitches represent 10% of the unknown population's projected growth needs as judged to be reasonable by the *BBLNAA* to include in the future pitch forecast and plan for. In addition 3 nomadic plots for Travelling Showpeople to be delivered within the Borough by 2034.

11.37 The 5 year land supply position required by the *PPTS* can be broken down as set out in Table 11.3 below.

Table 11.3: 5 Year Land Supply for Gypsy, Travellers and Travelling Showpeople Pitches/ Plots

	2016 - 2021	2021 - 2026	2026 - 2031	2031 - 2034	Total	+10% Unknown	Combined Need
Gypsy and Traveller Pitches for PPTS Need	32	5	6	4	47	+6	53
Travelling Showpeople Plots for PPTS Need	1	1	0	1	3	0	3

#### Identified Land for the Additional Provision

- 11.38 *BBLNAA*The *BBS*PS evaluated whether there were any suitable and available locations or specific land parcels available to meet the need for nomadic Gypsy and Traveller pitches and Travelling Showpeople plots within the Borough using a sequential approach.
- 11.39 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 *BBS*PS identified the Gardiners Lane South site in the existing urban area as being appropriate for the accommodation of additional publically owned pitches. The site was previously identified as being capable of delivering 2 pitches in the *High Level Development Framework for Gardiners Lane South*, however its capacity has been maximised, drawing on best practice evidenced in the *BBS*PS, to ensure the site is used efficiently to enable the provision of a total of 10 pitches. It will form part of the wider allocation for land west of Gardiners Lane South under policy H5.
- 11.40 The study was unable to identify any further sites within the existing urban areas as being suitable or available for accommodating additional Gypsy and Traveller provision which the Council also found acceptable from an access perspective. The Council therefore considered the appropriateness of allocating sites in the Green Belt and making them inset within the Green Belt.
- 11.41 A significant number of the Borough's existing Gypsy and Traveller sites are located within the Green Belt, particularly within the Borough's Plotland areas. The highest concentrations are located along the A127 corridor to the east of Basildon, south of Wickford and south of Crays Hill and all of the existing Travelling Showpeople plots are in south Wickford. The *BBS*PS identified and assessed existing sites, many of which were located along the A127 corridor, for their potential to be expanded and/or intensified, as well as new sites promoted through the study. A total of 7 Green Belt sites were identified within the *BBS*PS, as being potentially available and suitable for additional provision. Of these 7 sites, 4 were located within the designated Hovefields and Honiley Neighbourhood Area and have not been considered within the Local Plan due to a lack of safe and sustainable highways access. The other sites included 2 new sites within North Benfleet and Fobbing and one existing Gypsy and Traveller site in Crays Hill which could be intensified. These sites could contribute a total of 5 additional pitches towards meeting local need.
- 11.42 The study identified a total of 45 unauthorised pitches across the Borough, of which at least nine of these pitches are known to be occupied by Gypsies and Travellers that meet the *PPTS* definition but are subject to planning enforcement. The status of the occupants of the remaining pitches is unknown, however the *BBLNAA* expects at least 6 of these pitches to be occupied by Gypsies and Travellers who meet the *PPTS* definition. Whilst these pitches are not currently regularised they are already in a developed state. It is also acknowledged that the provision of any new pitches to meet the identified need will need to be on land in non-Green Belt locations due to a lack of available sites within the urban areas. If existing unauthorised sites were not considered further for their potential, land in the Green Belt which is likely to be currently undeveloped would be required.
- 11.43 Consideration was therefore given to whether there was merit in allowing for land already in use by Gypsies and Travellers to be regularised for this use. This approach would not increase the amount of derelict and degraded Green Belt land as previously developed sites would not be vacated. It would also enable Gypsies and Travellers who meet the planning definition to remain in existing communities and ensure that the needs of these households are recognised when services are

being planned, such as health services. The provision of pitches on existing sites and on land that is already owned by Gypsies and Travellers would provide more private pitches which could be delivered earlier in the plan period and contribute towards a five year supply. It should be noted that the approach to regularising unauthorised sites would only apply to existing occupied sites as at 18 October 2018, and not to any newly arising unauthorised sites.

- 11.44 The *BBSPS* also concluded that there were no suitable sites within the existing urban area which could address the immediate 5 year land supply need for Travelling Showpeople plots. The existing Travelling Showpeople yard within the Borough which is in the Green Belt also had no further capacity for additional plots. The Council has therefore made provision for a new Travelling Showpeople yard accommodating all 3 additional plots within the new employment land allocation at Burnt Mills under policy E6. Yards are typical mixed use and the allocation provides good access to the strategic highway network with sufficient land outside of the Green Belt for the plots to be appropriately designed and sited.
- 11.45 The sites assessed as being suitable and available for new pitches within the *BBSPS* and the subsequent review of existing unauthorised Gypsy and Traveller sites, as categorised within the *BBSPS*, would provide a minimum of 44 additional Gypsy and Travelling pitches across the plan period. It is anticipated that through new site provision and by working with the travelling community to regularise appropriate unauthorised sites occupied by Gypsies and Travellers, 34 of these pitches would be deliverable within the first 5 years of the plan period which means that the Borough's nomadic Gypsy and Traveller needs arising within the first 5 years of the plan, as shown in Table 11.3, would be met. However, there remains a shortfall of 9 Gypsy and Traveller pitches to meet the identified need which will arise towards the end of the plan period. Furthermore, whilst the Local Plan makes provision for meeting the Travelling Showpeople need in full, the yard is unlikely to come forward within the first 5 years of the plan period when the need for one plot arises owing to strategic nature of development to be delivered on land allocated by policy E6 and the need for a masterplanned approach.
- 11.46 The Council will therefore work closely with the neighbourhood areas, where the community includes Gypsy and Travellers to ensure that growth arising from within these areas is accommodated within their Neighbourhood Plans. The Council will also continue to work with neighbouring authorities to identify a strategic approach to meeting the needs of Gypsies, Travellers and Travelling Showpeople in accordance with the requirements of national policy.

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

1. The Council will secure the existing nomadic Gypsy and Traveller pitch provision and nomadic Travelling Showpeople plots. It will also make provision for additional Gypsy and Traveller pitches and Travelling Showpeople plots to contribute to meeting the accommodation and well-being needs of the Borough's Gypsy, Traveller and Travelling Showpeople, who meet the *PPTS* definition. This will be achieved by:
  - a. Securing 25 existing authorised public urban pitches and 116 private pitches currently authorised, with temporary planning permission or tolerated.
  - b. Securing the 2 existing authorised Travelling Showpeople plots.
  - c. Working with the travelling community to ensure that existing unauthorised sites, where they had been occupied for at least 3 months at the 18 October 2018 and meet specified design and location criteria as set out in policy H24, are regularised and permitted for use by the travelling community. This will contribute to delivering a minimum of 29 new pitches.
  - d. Allocating a public site for 10 pitches on land west of Gardiners Lane South as part of the comprehensive redevelopment of that urban site in accordance with policy H5.
  - e. Allocating the following 3 sites found to be suitable and available for Gypsy and Travellers accommodation within the *BBSPS*:
    - i. One site with 2 pitches in Crays Hill
    - ii. One site with one pitch in North Benfleet
    - iii. One site with 2 pitches in Fobbing
  - f. Making provision for a Travelling Showpeople yards comprising of 3 plots as part of the new employment land allocation at Burnt Mills in accordance with policy E6.

2. The Council will work with the designated neighbourhood areas, where the community includes Gypsy and Travellers, to ensure that the growth arising from those households is met within the neighbourhood area as part of any development that occurs.
3. The Council will continue to work collaboratively with neighbouring authorities through the Joint Strategic Plan to develop a strategic approach to traveller provision that meets the needs of Gypsies, Travellers and Travelling Showpeople over the wider area for the longer term, consistent with the requirements of the national policy for traveller site provision.
4. Planning permission for the change of use of all authorised and allocated Gypsy and Traveller pitches or Travelling Showpeople plots to uses other than for residential use by Gypsies, Travellers, or Travelling Showpeople that meet the *PPTS* definition will be restricted, unless acceptable replacement accommodation can be provided, or it can be demonstrated that the site is no longer required to meet any identified needs.

## ALLOCATION POLICIES

### Policy H4: New Gypsy and Traveller Pitch and Travelling Showpeople Plot Provision

#### Policy Context

- 11.47 The *PPTS* states that local planning authorities should ensure that Traveller sites are sustainable. Local Plans should therefore ensure their policies:
- Promote peaceful and integrate co-existence between the site and the local community;
  - Promote access to health services;
  - Ensure children can attend school on a regular basis;
  - Provide a settled base that reduces the need for long-distance travelling and possible environmental damage caused by unauthorized encampment;
  - Provide for proper consideration of the effect of local environmental quality on the health and well-being of Travellers;
  - Avoid placing undue pressure on local infrastructure and services;
  - Do not locate sites in areas at high risk of flooding; and
  - Reflect the extent to which traditional lifestyles can contribute to sustainability.
- 11.48 It goes on to say when assessing the suitability of sites in rural or semi-rural settings, local planning authorities should ensure that the scale of such sites does not dominate the nearest settled community. In terms of Green Belt, the *PPTS* reiterates the *NPPF* that inappropriate development is harmful to the Green Belt and should not be approved, except in very special circumstances which includes Traveller sites. The *PPTS* does allow for the alteration of Green belt boundaries providing this is done through the preparation of the Local Plan. A local planning authority may make an exceptional, limited alteration to the defined Green Belt boundary, which might be to allocate a site inset within the Green Belt specifically as a traveller site, in order to meet a specific identified need.
- 11.49 Regard should also be had to the need for mixed use yards for Travelling Showpeople to allow residential accommodation and storage of equipment.

#### Evidence Base

- 11.50 The *BBSPS* has evaluated the potential options for accommodating the need through specific sites in the Borough that are suitable and available as required by the *PPTS* and *NPPF*. Sequentially, the *BBSPS* examined urban land available for development to determine its suitability for pitches and plots and identified one site at Gardiners Lane South as being suitable with a capacity of 10 pitches. Upon review, the Council concluded that access issues prevented further sites in the urban area from coming forward.
- 11.51 The study then assessed sites within the Green Belt which had been promoted in terms of their

suitability and availability. 2 new sites within Fobbing and North Benfleet and an existing site within Crays Hill which could be intensified were identified as being suitable and available. These sites collectively provide an additional 5 pitches.

- 11.52 To meet the identified need for Travelling Showpeople the Council has made provision for a Travelling Showpeople yard which will contain 3 plots as part of the new employment land allocation at Burnt Mills (E6). Travelling Showpeople plots tend to be mixed use requiring land for the storage and maintenance of vehicles and equipment, which is compatible with the type of uses within an employment area, as well as an area providing residential accommodation. The employment allocation also offers good highway access which is preferably for any Travelling Showpeople yards due to the nature of their business.
- 11.53 All other sites will be secured through a criteria based policy, as set out at H24.

#### **Policy H4**

#### **New Gypsy and Traveller Pitch and Travelling Showpeople Plot Provision**

1. To help meet the identified need for Gypsy, Traveller and Travelling Showpeople accommodation within the Borough, the Council has allocated the following sites and yard, to deliver 15 new pitches for Gypsies and Travellers and 3 additional plots for Travelling Showpeople:
  - a. One publically owned site providing 10 pitches on land west of Gardiners Lane South as part of the strategic allocation H5;
  - b. 3 sites, as listed in Appendix 3, providing a total of 5 pitches within North Benfleet, Fobbing and Crays Hill, which were identified within the *BBSPS* as being suitable and available; and
  - c. One Travelling Showpeople yard providing 3 plots on land east of Burnt Mills as part of the new employment allocation E6.
2. In determining all planning applications for the sites listed in Part 1 of this policy, only those that can demonstrate their status as a Gypsy, Traveller or Travelling Showperson will have weight attributed to the need for a site.
3. The Council will manage the siting and design of all applications for new or extended nomadic Gypsy, Traveller and Travelling Showpeople accommodation in accordance with specific criteria-based policy H24.

### **Housing Growth in Basildon (including Laindon, Pitsea, Steeple View and Noak Bridge)**

#### **Policy H5: Land West of Gardiners Lane South, Basildon**

- 11.54 The urban site known as Land West of Gardiners Lane South will create a new neighbourhood for central Basildon which provides areas for employment, new homes and open space. This site was initially identified in the *Basildon District Local Plan* and allocated for the provision of 16ha of employment provision and 20ha of housing and open space provision. However comprehensive development of the site was not realised as a result of viability challenges, due to complex infrastructure requirements. Since then, a resolution to grant planning permission for a 15 pitch Gypsy and Traveller site and two separate but adjacent developments for 41 and 32 (net) residential units have been approved subject to separate S106 agreements for affordable housing and contributions towards education and health. To date only the scheme for 41 residential units has proceeded, as legal issues associated with land ownership and covenants have stopped the other schemes from proceeding.
- 11.55 The Council has re-examined the allocation and the site remains suitable, available and achievable for residential development if planned for differently. Owing to the site's position within the A127 Enterprise Corridor, and recent investment in the local road network, the site also has a future economic role in respects of new land supply for employment purposes. The Council therefore expects this site to provide for new B-Class business premises, alongside residential development.

- 11.56 An identified constraint to the successful delivery of Gardiners Lane South has always been the re-provision of some of the existing sports facilities located within the site, which have been identified as being an important local resource. The loss of sports pitches, particularly grass pitches will therefore be resisted by the Council in accordance with the *NPPF*, *PPG* and advice by Sports England. Any sports provision that would otherwise be lost on site through redevelopment must be relocated commensurate and prior to any residential or employment development taking place that would otherwise affect it.
- 11.57 Whilst this challenge creates its own additional land requirements and costs the *Whole Plan Viability Assessment* and the *Playing Pitch Relocation Study (2018)*, which examined viability options for their relocation elsewhere in Basildon, concluded that future development on this site would still be viable. As such, any lost provision at Gardiners Lane South will be relocated to new community sports hubs on sites H8 to the west of Basildon and H11 to the east of Basildon. There is also opportunity to consolidate the sports facilities remaining on site to create a central community sports hub that serves both residents of the new development and the wider community.
- 11.58 To assist in the delivery of this site the Council commissioned a *High Level Development Framework for Gardiners Lane South (2017)* which sets out the overall development concept and development principles for the site, as well as tests different development options and phasing. This policy is aligned with Option A of the preferred Development Framework with a 3 form of entry primary school on-site requiring 2.9ha of D1 education land as per the recommendation of Essex County Council, and the provision of 10 Gypsy, Traveller or Travelling Showpeople pitches/plots.
- 11.59 In order to facilitate the delivery of this site and secure the relocation of some of the existing recreational uses to bring forward land for the alternative uses, a more detailed Development Brief/Masterplan will need to be prepared. Drawing down from the principles established by the *High Level Development Framework*, it should provide further detail on how the site will be delivered, either on a phased basis, or more comprehensively. It should also set out the scale, layout and massing of housing, employment, community facilities, open space, ecology, drainage, and the internal highway and transport network that will serve the site. It is important that the Development Brief/Masterplan sets out the relocation strategy for the existing sports provision.
- 11.60 Whilst the exact layout of the site will be determined through the Development Brief/Masterplan, the *High Level Development Framework* recommends employment land be directed within the north east of the site, closer to the adjacent Cranes employment area; public open space to the north west where the remaining sports provision is currently sited, and the primary school and residential areas including a small local centre to be directed to the southern part of the site close to the established residential area of Fryerns.
- 11.61 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 subsequent planning applications have demonstrated that biodiversity issues are nevertheless present. Therefore proposals for this site will need to be accompanied by new ecological assessments, and any harm will need to be addressed in accordance with policy NE4.
- 11.62 Additionally, the site is in a Critical Drainage Area, BAS14 in the adopted *Surface Water Management Plan (2012)*, 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.
- 11.63 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 highways improvements will be required. 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 H5

### Land West of Gardiners Lane South, Basildon

1. 37ha of land west of Gardiners Lane South, Basildon, as identified on the Policies Map with the notation H5, will be developed into a high quality mixed-used community. Re-development of the site will provide the following, subject to an updated Development Brief/Masterplan and a strategy for the re-provision of existing sports pitches:
  - a. at least 790 homes at an average density of 56 dph;
  - b. 2.9ha of D1 education land for primary and early years provision;
  - c. open space provision comprising 9.9ha of sport pitches and supporting facilities, amenity open space, landscaping and drainage;
  - d. 10 Gypsy and Traveller pitches or Travelling Showpeople plots; and
  - e. 5.5ha of B-class employment floorspace as required by policy E5.
2. Development of the site must be informed by an up to date Development Brief/Masterplan, which considers the detailed matters of how to deliver the site's strategic policy requirements, including its scale and layout, massing, supporting facilities, open space, 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 relocation of some of the existing sports clubs and their supporting facilities onto strategic sites on the edge of the Borough's main town, as set out in policies H8 and H11, will be required prior to the redevelopment of pitches on this site. Any relocated provision must be replaced with equivalent or better facility provision both in terms of quality and quantity. Where sports facilities are to remain on site, the Council will support opportunities to consolidate and reconfigure the provision to create a sports community hub to ensure that it meets both the needs of the existing community and the additional need generated by the new residential development.
4. The site should be delivered following a comprehensive scheme, however in order to maintain flexibility and account for previous delivery challenges, a phased delivery programme must be prepared to help manage land assembly and cause less disruption to existing residents or new occupiers.
5. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
6. Development of this site must also comply with all other relevant policy requirements of this plan.

## Policy H6: Land North of Dry Street, Basildon

- 11.64 Land to the north of Dry Street in Basildon was allocated as an Area of Special Reserve in the *Basildon District Local Plan*. The site which includes the South Essex College Nethermayne Campus received planning consent for 725 homes, a primary school, a local centre and open space in 2013. There is a Section 106 Agreement accompanying the planning consent which has secured local infrastructure improvements and affordable housing provision. The site is currently under construction and will be built out in phases. The first phase of residential development enables the college relocation to Market Square in Basildon Town Centre, once the relocation of the market is completed into St Martins Square. The subsequent phases deliver the remaining residential development, open space and the retail units.

## **Policy H6**

### **Land North of Dry Street, Basildon**

1. Land to the North of Dry Street, Basildon, as identified on the Policies Map with the notation H6, will be developed to provide 725 high quality homes, a primary school, a local centre and open space. Land to the west of the site will be protected for nature conservation purposes. Its delivery will be aligned with the provision of infrastructure, as detailed in the associated Section 106 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.

## **Policy H7: Land North and South of London Road, Vange**

- 11.65 This allocation forms an extension to Vange with good access to local amenities, schools, Basildon Hospital and the Town Centre. Land to the north and south of London Road is identified as being capable of delivering residential development, open space, as well as an extension to Vange Primary School which abuts the northern part of the allocation.
- 11.66 The 24.5ha allocation comprises two development areas and is capable of delivering around 650 new homes. The first development area, hereafter referred to as H7a, is located to the south of the London Road immediately adjacent to the existing urban area and Brickfield Road and covers approximately 1ha. The second development area, hereafter referred to as H7b, is around 23.5ha 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 and neighbouring land at Tompkins Farms.
- 11.67 H7a 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. Open space provision is to be located on land adjacent to the Grade II\* Listed All Saints Church which will remain within the extent of the Green Belt. This will help to preserve its historic setting and value despite the new development.
- 11.68 Development within H7b will also require a landscape buffer towards the south west of the site to manage the effects of noise and pollution arising from the A13 and Five Bells junction. Development should avoid causing harm to the Local Wildlife Site (LoWS) designations surrounding the site, and existing open land adjacent to these designations should be retained for biodiversity enhancements improving the development's integration with its surroundings and reduce its visual impact with adjacent open land.
- 11.69 These development areas are within close proximity to Basildon Meadows SSSI and Langdon Hills Country Park and mitigation will be required through contributions towards recreation amenities in response to expected increases in visitor numbers. All development proposals will need to be accompanied by ecological assessments, and any harm identified to any national and local wildlife designations will need to be addressed in accordance with policy NE4.
- 11.70 CLH Pipeline System (CLH-PS) has provided a location plan extract of its pipeline apparatus which may be affected by housing allocations in the borough. This plan shows that H7 is in close proximity to CLH-PS apparatus. CLH-PS has standard requirements for crossing or working in close proximity to its pipelines, in order to ensure that the existing fuel pipeline crossing the Borough can be accommodated within the design of new development, together with any accompanying mitigation that might be required, It is therefore expected that the design and layout of development on this site must be in accordance with CLH-PS requirements for proposed development sites, and must be carried out in consultation with CLH-PS.
- 11.71 The development areas will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area, which includes the provision of sufficient land for the proposed expansion to Vange Primary School in H7b. Development will also impact on the demand for GP provision within the area and 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.

- 11.72 Utility providers have indicated that these sites are well served by existing power supply networks, but improvements will need to be made to the drainage capacity to accommodate growth. They are also in a Critical Drainage Area. 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.
- 11.73 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 H7a, will be secured from the existing Brickfield Road. Access for H7b will utilise existing access for the former Basildon Zoo and a second access point onto London Road. In order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location, junction improvements at the A13/A176 Five Bells Interchange North will be required. 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 H7 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 H7a, will be developed for high quality housing at a density of 35duph to provide around 35 homes; and land to the north of London Road, Vange, as identified on the Policies Map with the notation H7b, will be developed for high quality housing at a density of 35duph to provide around 615 homes.
2. Access to these sites must be secured in accordance with the policies of the Highways Authority. Access to H7a should be secured from the existing Brickfield Road, and H7b should utilise existing, as well as create a new access onto London Road.
3. Development area H7b will be expected to provide sufficient land to support the expansion of Vange Primary School. The development areas will also be expected to meet the full costs of expanding the primary school, and providing sufficient on-site early years provision to accommodate the needs of the development.
4. Development area H7b will be required to include open space provision within its area. H7a will be required to provide open space provision adjacent to All Saints Church, as identified on the Policies Map.
5. 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 and wildlife designations to the north, landscape buffers should be provided to the southern boundary of H7a and to the south-western and northern boundaries of H7b. Where appropriate, these landscape buffers should be multi-functional and also seek to deliver open space, ecological and surface water management benefits.
6. The design and layout of development must take into account the existing fuel pipelines in close proximity to the site. Consideration will be given to the requirements of CLH Pipeline System, in order to ensure safe working in close proximity to buried CLH-PS pipelines
7. Development on these sites will be required to make contributions to mitigate the impact it will have on the nearby Basildon Meadow SSSI and Langdon Hills Country Park to the west.
8. Development on these sites will be required to contribute towards, and be aligned with improvements to the nearby A13/A176 Five Bells Interchange North.
9. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where

appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.

10. Development of these sites must also comply with all other relevant policy requirements of this plan.

## **Policy H8: West of Basildon**

- 11.74 Land within this allocation has been identified as being suitable for the delivery of around 300 new homes. The site is adjacent to the urban area of Basildon and has good access to employment areas, local services and amenities including Laindon railway station and Laindon Town Centre, which is receiving significant investment to improve the retail offer and access to healthcare.
- 11.75 The site will also provide open space, which includes a 7.8ha community sports hub, in order to meet the needs arising from this site and to relocate sports facilities from Gardiners Lane South, as set out in policy H5. The open space and community sports hub will be located on land to the east of the site with residential development located to the west.
- 11.76 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area. The site will also impact on the demand for GP provision within the area and 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, unless the NHS determine that on-site provision is required.
- 11.77 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.
- 11.78 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 natural features where wildlife may be prevalent.
- 11.79 The allocation is in proximity to the historic settlement of Dunton and the surrounding landscape includes historic field patterns and also Medieval buildings including Dunton Hall, St Mary the Virgin Church and the Old Rectory. Development will therefore be expected to respect the historic setting of these features and mitigate any harm through appropriate landscaping, layout and design. There is also potential for non-designated heritage assets of archaeological interest within the site and policy HE4 will be applicable.
- 11.80 In terms of highways, access arrangements for this site will need to be in accordance with the *Local Transport Plan Development Management Policies*. Access to the eastern part of the site will be secured via a new link road from West Mayne and a secondary access will also be secured into the sports facilities from Mandeville Way. Access to the western part of the site will be secured from Lower Dunton Road. Development in this location will be expected to make a contribution towards these junction improvements, and also contribute towards improvements to walking, 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 H8 West of Basildon**

1. 20ha of land to the west of Basildon, as identified on the Policies Map with the notation H8, will be developed to provide around 300 high quality homes at a density of around 30duph, as well as open

space including a 7.8ha sports hub.

2. The on-site open space provision will be located to the eastern part of the site. It should provide a new sports hub incorporating the relocated sports pitches from Gardiners Lane South, in accordance with policy H5, and additional provision that meets the needs arising from this development.
3. Access will be secured from West Mayne for the residential element of this proposal to the east of the site, and from Lower Dunton Road for development to the west of the site in accordance with the policies of the Highways Authority. A secondary access will be secured to the sports facilities from Mandeville Way.
4. The design and layout of development must respect the nearby historic assets of the settlement of Dunton, the medieval field patterns in the area and medieval buildings.
5. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
6. Development on this site must also comply with all other relevant policy requirements of this plan.

## **Policy H9: Land West of Steeple View, Laindon**

- 11.81 Land adjacent to the established residential area of Steeple View has been identified as a sustainable location for the delivery of 245 new homes and associated open space.
- 11.82 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.
- 11.83 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 natural features where wildlife may be prevalent.
- 11.84 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards education and childcare provision in the local area. Sites H9 and H10, which are both located to the north of the A127, when combined will result in the need for approximately 1 form of entry of additional capacity. Basildon Council considers that it would be appropriate to expand Noak Bridge Primary School but detailed feasibility work is required before Essex County Council, as the Local Education Authority, can confirm this as their preferred option. The school is on a constrained site, and its extension will therefore incur greater costs than would arise on a less constrained site e.g. 3G pitch provision, and more complex built structures. The development on sites H9 and H10 will be expected to meet the full costs of this extension, if proved feasible. The cost is likely to be higher per dwelling than the typical cost quoted in the *Essex Developer Contributions Guidance*.
- 11.85 The site will also impact on the demand for GP provision within the area and 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, unless the NHS determine that on-site provision is required.
- 11.86 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.

- 11.87 In terms of road infrastructure, upgrades to the A127 Dunton junction and improvements to the Fortune of War junction will be required to support growth in this location and on other nearby sites that contribute to traffic pressures at these junctions. 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. Contributions towards improvements to cycling and public transport provision within the vicinity of the site will also be expected in order to facilitate a modal shift towards active and sustainable transport modes.
- 11.88 The Fortune of War junction on the A127, which is the nearest junction to the site allocation, has been identified in the *UK Air Quality Plan for Nitrogen Dioxide* as exceeding the statutory limit for NO<sub>2</sub> concentrations and therefore is recognised as posing a risk to human health. Whilst it is acknowledged that the A127 plays a strategic role and carries traffic from a wide area and will therefore require a coordinated approach to dealing with this exceedance, it is important to avoid exposing more people to air quality levels that pose a risk to human health. NO<sub>2</sub> concentrations are expected to fall to within statutory levels by 2023. It is expected that this site will not come forward for development purposes until such time as air quality in the vicinity of the site has been shown to sit below these statutory limits.

## **Policy H9 Land West of Steeple View, Laindon**

1. 9ha of land to the west of Steeple View, Laindon, as identified on the Policies Map with the notation H9, will be developed to provide around 245 high quality homes at a density of 35duph.
2. In order to ensure residents of this development are not exposed to unsafe air quality, development on this site must not come forward until such time as air quality within the vicinity of the site has been shown to be within statutory limits for NO<sub>2</sub>.
3. 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 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 hard and soft landscape 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.
4. Access to the highway network will be provided from Dunton Road to protect the amenity of nearby residential properties. Contributions towards local highway network management will be sort to ensure the highway safety of road users and pedestrians, including extending the public footpath along Dunton Road.
5. Development on this site will be required to contribute towards, and be aligned with improvements to the nearby A127 Fortune of War and/or A127 Dunton junctions
6. In the event that sufficient expansion of Noak Bridge Primary School to meet the demand for primary school places from this development and H10 proceeds, a commensurate developer contribution to this project will be required. The costs associated with this expansion may exceed normal standard costs due to the constrained nature of the primary school site. In any event, appropriate developer contributions will be sought towards education infrastructure and development of H9 will not be permitted until a scheme to provide sufficient school places to serve it has been agreed with Essex County Council.
7. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where

appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.

8. Development of this site must also comply with all other relevant policy requirements of this plan.

## **Policy H10: Land East of Noak Bridge, Basildon**

- 11.89 Land adjacent to the existing urban area of Noak Bridge has been allocated to deliver around 400 new homes. On-site open space will also be required and the site 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.
- 11.90 CLH Pipeline System (CLH-PS) has provided a location plan extract of its pipeline apparatus which may be affected by housing allocations in the borough. This plan shows that H10 is in close proximity to CLH-PS apparatus. CLH-PS has standard requirements for crossing or working in close proximity to its pipelines, in order to ensure that the existing fuel pipeline crossing the Borough can be accommodated within the design of new development, together with any accompanying mitigation that might be required. It is therefore expected that the design and layout of development on this site must be in accordance with CLH-PS requirements for proposed development sites, and must be carried out in consultation with CLH-PS.
- 11.91 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards education and childcare provision in the local area. Sites H9 and H10, which are both located to the north of the A127, when combined will result in the need for approximately 1 form of entry of additional capacity. Basildon Council considers that it would be appropriate to expand Noak Bridge Primary School but detailed feasibility work is required before Essex County Council, the Local Education Authority, can confirm this as their preferred option. The school is on a constrained site, and its extension will therefore incur greater costs than would arise on a less constrained site e.g. 3G pitch provision, and more complex built structures. The development on sites H9 and H10 will be expected to meet the full costs of this extension, if proved feasible. This cost is likely to be higher per dwelling than the typical cost quoted in the *Essex Developer Contributions Guidance*.
- 11.92 In addition to education contributions, there will also be a requirement for a contribution towards the expansion of GP services within the area to serve the residents of these sites. This is in line with the NHS's strategy of expanding provision to accommodate growth at existing surgeries.
- 11.93 In terms of highways, it is expected that two points of access are secured to serve development within H10, both from Wash Road. Additionally, a footpath link will be provided into the existing Noak Bridge village.
- 11.94 The *Publication Local Plan THIA* shows that localised improvements to the Pipp's Hill Interchange are necessary in order to provide the capacity to accommodate growth in Noak Bridge. It will therefore be necessary for development on this site to contribute towards any localised improvements to the Pipp's 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.
- 11.95 Utility providers have indicated that the 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. There is surface water flood risk, and risks associated with reservoir flooding of the Pipp's Hill (Aquatels) Lake, which means that the south-eastern part of the site should be used for open space purposes only. It is expected that measures will be taken on-site in accordance with policy CC4 to ensure that this flood risk does not affect future occupiers of the site and/or any existing properties nearby.
- 11.96 The 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 development must therefore be accompanied by appropriate ecological assessments, and must

also seek to retain and enhance natural features where wildlife may be prevalent.

- 11.97 Development in this location will be in the vicinity of the Noak Bridge Conservation Area, designated heritage assets and long distance views to St Mary Magdelene Church in Great Burstead to the north west. Proposed development must not cause harm to the setting of the Conservation Area and all historic features should be respected in the layout and design of the development proposed for the whole allocation.

## **Policy H10**

### **Land East of Noak Bridge, Basildon**

1. 20ha of land to the east of Noak Bridge, as identified on the Policies Map with the notation H10, will be developed for around 400 high quality homes at 45dph. On-site open space provision will be secured towards the south-east and east of the site, aligning with those areas at risk of flooding.
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 the site. A further landscape buffer must be provided between development in H10 and the Noak Bridge Nature Reserve and any development on this site must be well screened from noise and air pollution arising from the nearby A127 to the south.
3. The design and layout of development must take into account the existing fuel pipelines in close proximity to the site. Consideration will be given to the requirements of CLH Pipeline System, in order to ensure safe working in close proximity to buried CLH-PS pipelines.
4. The development should complement the existing character of the Noak Bridge village in respects of building styles, street layout, open spaces and boundary treatments, with Wash Road forming a key frontage to ensure that the development relates well to its surroundings. Careful consideration must be given to the setting of the Noak Bridge Conservation Area, and the designated heritage assets at Laindon Pond and Daniels Farm on Wash Road in preparing the design and layout of development.
5. Access to the highway network will be provided from Wash Road. Additional pedestrian and cycling routes will be secured via a link to Bridge Street, and also through the extension of the public footpath on Wash Road to the highway access points for this site.
6. In the event that sufficient expansion of Noak Bridge Primary School to meet the demand for primary school places from this development and H9 proceeds, a commensurate developer contribution to this project will be required. The costs associated with this expansion may exceed normal standard costs, due to the constrained nature of the primary school site. In any event, appropriate developer contributions will be sought towards education infrastructure and development of H10 will not be permitted until a scheme to provide sufficient school places to serve it has been agreed with Essex County Council.
7. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
8. Development of this site must also comply with all other relevant policy requirements of this plan.

## **Policy H11: East of Basildon**

- 11.98 H11 is a 53ha allocation located to the east of Basildon urban area which is expected to deliver a residential extension to Pitsea comprising of 650 homes, a new local centre, strategic open space, and a new community hub which includes an education and leisure provision. The allocation was identified in the preferred Development Framework as part of a much larger opportunity site which

is set out in the *High Level Development Framework for East Basildon (HLDF) (2017)*. The employment element of the preferred Development Framework for an extension to Burnt Mills employment area is a strategic employment allocation which is located to the north of H11 and will be delivered through policy E6. Much of the remaining land within the preferred Development Framework forms part of the designated Bowers Gifford and North Benfleet Neighbourhood Area. As such, the remaining residential provision in this area will be delivered through an adopted Neighbourhood Plan.

- 11.99 The *HLDF* sets out the overall development concept and development principles for this allocation. However the Council will require a more detailed Masterplan or Development Brief for the site to be produced prior to development to ensure the site is cohesive and any necessary infrastructure is delivered alongside development. Phasing of H11 will be aligned with the provision of infrastructure, as set out in the *Infrastructure Delivery Plan*.
- 11.100 The residential development will be located on 30ha of land in the southern part of the allocation adjacent to the existing urban area of Pitsea and will include a new local centre. The Eversley Leisure Centre and associated pitches currently within this area will be relocated to form part of the new community hub. The loss of sports pitches, particularly grass pitches, will be resisted by the Council in accordance with the *NPPF*, *PPG* and advice by Sports England. Any sports provision that would otherwise be lost on site through redevelopment must be relocated prior to any residential development taking place.
- 11.101 Access into the residential extension should be secured from existing roads including Ilfracombe Avenue, Eversley Road and Woodcote Crescent. It is also important to provide access to local services and ensure connectivity between the new development and existing neighbourhoods in Pitsea.
- 11.102 In the north of the allocation will be a new community hub on land either side of Trenham Avenue, adjacent to the urban area of Pitsea and the new strategic open space which will remain within the extent of the Green Belt. The hub and strategic open space will provide community playing pitches that meet the needs arising from the new residential development and some of the relocated sports provision from Gardiners Lane South, in accordance with policy H5. It will also include the relocated Eversley Leisure Centre and associated pitches.
- 11.103 In addition to sports and leisure provision the community hub will also include land for D1 educational use to accommodate additional primary and secondary school provision. There is opportunity to relocate an existing primary school to the hub in order to meet existing needs and those arising from the new development or to provide an additional 1 form of entry primary school and associated early years provision. Access to the community hub should be secured from Tyefields and the upgraded Trenham Avenue, subject to highways approval.
- 11.104 This allocation is not known to be highly ecologically sensitive. It is however recognised that there will be wildlife living within natural features of the development areas such as trees and hedgerows. Any application for development must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance natural 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.
- 11.105 Utility providers have indicated that this allocation 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 allocation 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.
- 11.106 Development 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.
- 11.107 It will be necessary to secure local upgrades to the highway and transport network to achieve suitable access to the allocation by both private vehicles and by public transport, bicycle and for

pedestrians. This will include a new east-west link road between Tyefields and Pound Lane for public transport and active travel only to enable residents of Bowers Gifford and North Benfleet to access the new community hub, as well as upgrades and extensions to the PRoW network.

- 11.108 In terms of strategic highway infrastructure upgrades, major changes to the road network would be required to enable all development to occur to the east of Basildon, including in this allocation, within the designated neighbourhood area and within the employment allocation at Burnt Mills, as set out in policy E6, and also the development proposed for Wickford. This includes a new grade separated junction on the A127 which will require new development to provide funding through developer contributions, and/or justification for funding provision from the SELEP and/or Government. Development within H11 will therefore be required to make contributions towards upgrades to the A127 junction.

## **Policy H11 East of Basildon**

1. 53ha of land to the east of Basildon, as identified on the Policies Map with the notation H11, will be expected to deliver around 650 high quality homes at a density of 35 dph, a new local centre, strategic open space, and a new community hub comprising of leisure and educational facilities.
2. Development of the site must be informed by an up to date Masterplan, which considers the strategic matters to deliver the site's policy requirements, including its scale and layout, massing, supporting facilities, open space, ecology, drainage, and internal highway and transport network.
3. A 30ha residential extension to Pitsea to the south of the allocation will include a new local centre with access from existing roads into the area. The relocation of sports pitches from this area to the community hub will be required prior to their redevelopment.
4. A new community hub providing leisure facilities and land for D1 educational use will be located to the north of the allocation. In terms of leisure provision, the hub will comprise of the relocated Eversley Leisure Centre while the strategic open space will be expected to provide a community playing pitch provision that meets the needs arising from the residential development in H11 in accordance with HC2, as well as offset the loss of playing fields from elsewhere in H11 and accommodate the relocated sports pitches from Gardiners Lane, as set out in policy H5. The strategic open space will remain within the extent of the Green Belt. It is expected that any relocated provision will be replaced with equivalent or better facility provision both in terms of quality and quantity.
5. The hub will also comprise of a new or expanded relocated primary school and associated early years provision and land for the provision of a secondary school. Access to the hub will be secured from Tyefields and the upgraded Trenham Avenue.
6. The design and layout of development must respect the designated historic assets on the London Road, and ensure that elements of the historic environment and their setting are adequately protected from harm.
7. Development will be required to provide a new east-west link road for public transport and active travel only between Tyefields and Pound Lane. They will also be required to contribute towards the delivery of a new grade separated junction of the A127 at Pound Lane/Cranfield Park Road.
8. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
9. Development of this site must also comply with all other relevant policy requirements of this plan.

## Housing Growth in Wickford

### Policy H12: Land South of Wickford

- 11.109 29ha of land within this location has been identified as being suitable for the delivery of around 1,100 new homes and a primary school. The northern part of the site is adjacent to the urban area of Wickford while the Wick Country Park and farmland form the southern boundary. An open space provision to the south-west of the allocation, which will remain within the extent of the Green Belt, forms part of the requirements for this allocation, as does landscape buffers to the eastern and southern boundaries of the site. The total size of the allocation is 38ha.
- 11.110 The open space provision on land to the south-west of the allocation will help the area stay semi natural and ensure separation between the development and the Fairmead Plotlands which are further westwards. The landscape buffers to the south and east of the site should be retained and enhanced to help ensure a defensible Green Belt boundary can be maintained during this plan and not lead to coalescence with Basildon to the south, which is more important given that the urban area is to expand eastwards under policy E6. In addition, the buffer to the south should act as a barrier to mitigate the impact that may otherwise be caused from noise and air pollution from the A127, and to soften the new settlement boundary against the Wick Country Park to the south.
- 11.111 Opportunities to retain, enhance and extend existing hedgerows and PRoW forming an east-west green corridor between the existing and new urban areas should be explored and integrated into the development. Development will also be expected to incorporate enhancements to the entrance of the Country Park from its junction with Tresco Way/Mersea Crescent to ensure improved access to the facility.
- 11.112 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 eastern part 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, hedgerows and watercourses. Any application for development must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance natural features where wildlife may be prevalent in accordance with policy NE4. Opportunities to deliver ecological enhancement of the river corridor should also be explored. 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. The layout of the site should also ensure that flood risk associated with North Benfleet Brook does not affect future occupiers of the site and/or any existing properties nearby and that the maintenance of the river corridor is not impeded.
- 11.113 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.
- 11.114 The 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 to serve the residents of the site, unless the NHS determine that a standalone facility is required.
- 11.115 In terms of highways, access will be taken from appropriate points along Cranfield Park Road and Tresco Way, 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, major changes to the strategic and local highway network is needed. This includes the provision of a new grade separated junction on the A127 at Cranfield Park Road and Pound Lane, upgrades to the A127/A130 Fairglen Interchange, together with improvements to the A132 between the A127 and

Golden Jubilee Way junction.

- 11.116 Development of this site will be expected to make a contribution towards the local and strategic road network improvements. Phasing of the site will be aligned with the provision of infrastructure, as set out in the *Infrastructure Delivery Plan*. It is expected that proportionate contributions will also be made towards improvements to walking, cycling and public transport access within the vicinity of the site, particularly towards Wickford town centre to the north and the A127 Enterprise Corridor to the south. These will be required in order to facilitate a modal shift towards active and sustainable transport modes.

## **Policy H12 Land south of Wickford**

1. 29ha of land to the south of Cranfield Park Road, Wickford, as identified on the Policies Map with the notation H12, will be developed to provide around 1,100 high quality homes at a density of 45dph and a primary school. An open space provision will be located on land in the south-western part of the allocation which will remain within the extent of the Green Belt.
2. Access should be secured from Tresco Way and Cranfield Park Road in accordance with the policies of the Highways Authority.
3. 2.1ha of D1 education land for the provision of primary school and early years childcare places will be provided on-site, as specified by Essex County Council, to align with the educational needs arising from the development.
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, landscape 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, as well as ecological enhancements to the river corridor. The amenity and open space provision should be complimentary to the semi natural facilities provided at the nearby Wick Country Park the access to which should be enhanced from Tresco Way.
5. The layout of development must have regard to the level of flood risk across the site associated with the North Benfleet Brook and development should be designed to ensure sufficient access is provided to the river channel for maintenance.
6. Development on this site will be required to 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.
7. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
8. Development of this site must also comply with all other relevant policy requirements of this plan.

## **Policy H13: Land North of Southend Road, Shotgate**

- 11.117 Land within this allocation has been identified as being suitable for the delivery of around 280 new homes and open space. The allocation covers 17ha of land adjacent to the Shotgate area of Wickford.
- 11.118 A substantial landscape buffer must be provided to the north and east of the site to reduce impacts of odour, air and noise pollution on residential amenity from the Shotgate Water Recycling Centre,

the High Voltage Transmission Lines (HVTL) and from the elevated A130 to the east. It should retain and enhance the existing hedgerows, tree groups and PRow, and be multi-functional by providing strategic open space, PRow, ecological and surface water management benefits. The landscape buffer should also help ensure a defensible Green Belt boundary can be maintained during the Local Plan.

- 11.119 This site is not known to be highly ecologically sensitive, however it does adjoin land owned by Essex Wildlife Trust and designated as a Local Wildlife Site (LoWS) 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, hedgerows and watercourses. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance natural features where wildlife may be prevalent in accordance with policy NE4.
- 11.120 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area, to be achieved through the expansion of existing schools. The site will also impact on the demand for GP provision within the area and 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 Wickford area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.121 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. The presence of HVTL to the east will mean at least minimum separation standards between the line's route and new properties will have to be adhered to in the design of the new development to the satisfaction of National Grid and the Health & Safety Executive.
- 11.122 In terms of highways, access for this site will be secured from the A129/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, major changes to the strategic and local highway network will be needed. This includes the consideration of a new grade separated junction on the A127 at Cranfield Park Road and Pound Lane, upgrades to the A127/A130 Fairglen Interchange, together with improvements to the A132.
- 11.123 Development on this site will therefore be expected to make a contribution towards improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to walking, 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 H13**

#### **Land North of Southend Road, Shotgate**

1. 17ha of land to the north of Southend Road, Shotgate, Wickford, as identified on the Policies Map with the notation H13, will be developed to provide around 280 high quality homes at a density of 35duph, and strategic open space incorporating formal and informal areas.
2. Access to the site should be secured from Southend Road in accordance with the policies of the Highways Authority.
3. In order to ensure that the impacts on new homes from noise and odour pollution arising from the Shotgate Water Recycling Centre are minimised, the strategic open space provision will be located to the northern part of the site. A landscape buffer should also be provided to the eastern boundary

of the site to ensure that development on this site is well screened from noise and air pollution arising from the A130. Landscape buffers should be multi-functional and should also seek to deliver new open space, Public Rights of Way, ecological and surface water management benefits.

4. Proposals must be informed by Odour Plume Modelling to the satisfaction of Anglian Water if new homes are to be located within 400m of the Shotgate Water Recycling Centre, and any mitigation works required to enable development closer to the centre must be completed and operational, prior to the site's residential occupation.
5. The siting of new homes should ensure the minimum distances from the High Voltage Transmission Lines is maintained, including maintaining the recommended separation distances advised by National Grid and the Health and Safety Executive.
6. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
7. Development of this site must also comply with all other relevant policy requirements of this plan.

## **Policy H14: Land South of Barn Hall, Wickford**

- 11.124 Land within this allocation has been identified as being suitable for the delivery of around 540 new homes and replacement strategic open space provision. The allocation covers 14ha of land part of which was previously designated as an Area of Special Reserve in the *Basildon District Local Plan*.
- 11.125 The open space provision will be delivered to the west of the development area on land within the Green Belt. The open space should retain and enhance the existing hedgerows, tree groups and PRow and connect to the existing neighbourhoods of north-west Wickford. This will be achieved by providing multi user access through the developed area of H14 into the open space.
- 11.126 A key component of delivering this allocation will be the relocation of the Barn Hall Recreation Ground and its facilities to the west of the housing development, the majority of which will be on land within Green Belt and allocated for open space. The loss of sports pitches, particularly grass pitches, will be resisted by the Council in accordance with the *NPPF, Planning Practice Guidance* and advice by Sports England. Any sports provision that would otherwise be lost on-site through redevelopment must be relocated commensurate to any residential development taking place.
- 11.127 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 natural features where wildlife may be prevalent in accordance with policy NE4.
- 11.128 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area. The site will also impact on the demand for GP provision within the area and 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 Wickford area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.129 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.

- 11.130 Principal access for this site should be secured from Haslemere Road and Farnham Avenue, 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, major changes to the strategic and local highway network will be needed in Wickford. This includes alterations to the A132/Runwell Road roundabout which is in the vicinity of this site. 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.
- 11.131 Development on this site will therefore be expected to make a contribution towards improvements to the local and strategic road network as appropriate. Proportionate contributions towards improvements to walking, 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 H14 Land South of Barn Hall, Wickford**

1. 14ha allocation of land south of Barn Hall, Wickford, as identified on the Policies Map with the notation H14, will be developed to provide around 540 high quality homes developed at a density of 45duph and new and enhanced open space.
2. Access to this site will be secured from Haslemere Road and Farnham Avenue in accordance with the policies of the Highways Authority.
3. The Barn Hall Recreation Ground will be relocated to the west of the development area on land identified as open space and Green Belt on the Policies Map. Its relocation must be commensurate to the redevelopment of its current site and it should form part of the new strategic open space for north Wickford with new connections to the existing Public Rights of Way. It is expected that any relocated provision will be replaced with equivalent or better facility provision both in terms of quality and quantity. It will be in addition to any sports provision required to meet the needs arising from the new development.
4. A landscape buffer should be provided to the western boundary of the development area. This landscape buffer should seek to deliver ecological and surface water management benefits in conjunction with the proposed open space uses located further west of the development area.
5. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
6. Development of this site must also comply with all other relevant policy requirements of this plan.

#### **Policy H15: Land North of London Road, Wickford**

- 11.132 This allocation is located to the west of Wickford and comprises land between Castledon Road and Sudgen Avenue. Development of this site will complete the urban infilling between existing ribbon development along London Road, whilst also providing new open space.
- 11.133 The site is suitable for the delivery of around 300 new homes, subject to a landscape buffer being provided to the north to accommodate the floodplain of the River Crouch, and the retention of

natural and semi-natural woodland to the east. The landscape buffer will provide the locally accessible informal open space. The site is also expected to retain and enhance the existing hedgerows, tree groups and PRow, as well as extend these linear features to promote better access to the countryside and rural landscape.

- 11.134 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 natural features where wildlife may be prevalent in accordance with policy NE4.
- 11.135 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area. The site will also impact on the demand for GP provision within the area and 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 Wickford area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.136 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.
- 11.137 In terms of highways, principal access arrangements for the site will be secured from Castledon Road and London Road. Access points and internal roads will need to be designed in accordance with the *Local Transport Plan Development Management Policies* and all roads should provide frontage development. 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, major changes are needed to the strategic and local highway network in Wickford. This includes the consideration of a new grade separated junction on the A127 at Cranfield Park Road and Pound Lane, upgrades to the A127/A130 Fairglen Interchange, together with improvements to the A132 near Nevendon and Runwell.
- 11.138 Development on this site will therefore be expected to make a contribution towards 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, 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 H15**

### **Land North of London Road, Wickford**

1. 14ha allocation on land to the north of London Road, Wickford, as identified on the Policies Map with the notation H15, will be developed at a density of 35duph to provide around 300 high quality homes.
2. Access to the site should be secured from Castledon Road and London Road, through the upgrade of existing access points to standards that meet the requirements of the Highways Authority.
3. A landscape buffer should be provided to the northern boundary of the site. This buffer should be multi-functional and should also seek to deliver informal open space, ecological, flood risk management and surface water management benefits.
4. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally

and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.

5. Development of this site must also comply with all other relevant policy requirements of this plan.

## **Housing Growth in Billericay**

### **Policy H16: Land North East of Potash Road, Billericay**

- 11.139 Land within this allocation has been identified as being suitable for the delivery of around 255 new homes. In order to mitigate the visual impact that 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, particularly along the boundaries of the site.
- 11.140 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 natural features where wildlife may be prevalent in accordance with policy NE4. 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.
- 11.141 CLH Pipeline System (CLH-PS) has provided a location plan extract of its pipeline apparatus which may be affected by housing allocations in the Borough. This plan shows that H16 is in close proximity to CLH-PS apparatus. CLH-PS has standard requirements for crossing or working in close proximity to its pipelines, in order to ensure that the existing fuel pipeline crossing the Borough can be accommodated within the design of new development, together with any accompanying mitigation that might be required. It is therefore expected that the design and layout of development on this site must be in accordance with CLH-PS requirements for proposed development sites, and must be carried out in consultation with CLH-PS.
- 11.142 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area. The site will also impact on the demand for GP provision within the area and 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 Billericay area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.143 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.
- 11.144 In terms of highways, principal access will be secured from Potash Road and it 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 H16

### Land North East of Potash Road, Billericay

1. 11ha of land north east of Potash Road, Billericay, as identified on the Policies Map with the notation H16, will be developed to provide around 255 high quality homes at a density of 35duph.
2. Access to this site must be secured from Potash Road, utilising existing access points.
3. Landscape buffers should be provided along the 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.
4. The design and layout of development must take into account the existing fuel pipelines in close proximity to the site. Consideration will be given to the requirements of CLH Pipeline System, in order to ensure safe working in close proximity to buried CLH-PS pipelines.
5. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
6. Development of this site must also comply with all other relevant policy requirements of this plan.

## Policy H17: South West Billericay

- 11.145 H17 is the largest site allocation in the Local Plan for Billericay and consists of five distinct areas. The allocation builds on the *South West Billericay High Level Development Framework (2017)*. The allocation covers approximately 95ha of land, some of which will remain within the extent of the Green Belt, and seeks to deliver around 1,700 new homes across four residential extensions to the south west of Billericay. The allocation will also deliver a new primary school and early years provision, relocated tennis and cricket clubs, a south west relief road and a network of open space provision.
- 11.146 The relief road, stretching from the A129/London Road heading towards Brentwood, south-eastwards to the junction of the B1007/Laindon Road with A176/Noak Hill Road, is key to the release of land for development in this location. It will provide both access to the development sites, and also help to alleviate the impacts of growth on the nearby Sun Corner junction in Billericay Town Centre, which experiences significant congestion. Various alternative highway options were tested prior to the identification of the need for a relief route, however mitigation testing indicated that these would be insufficient to address current congestion and provide capacity for growth.
- 11.147 Various options have been considered with regard to the relief road, and the most appropriate, deliverable option, as set out in the *South West Billericay High Level Development Framework*, will pass along Frithwood Lane from its junction with Tye Common Road to development area H17d. This will require the widening of Frithwood Lane, within its highways boundary, to its junction with Tye Common Road. This section of the relief road will not be as wide as the rest of the route, due to existing residential development. Therefore a separate route will be required to make provision for cycling and a bridleway.
- 11.148 The relief road acts to define the development area in this location and forms much of the revised Green Belt boundary for south west Billericay. The allocation consists of four residential extensions and also land allocated for the relocation of the cricket club and tennis club to the west of the residential allocations. Whilst this land is allocated for the provision of these clubs, it will remain within the extent of the Green Belt to ensure that the land remains protected from future redevelopment. Access to these sport facilities will be secured to the satisfaction of the Highway Authority.

- 11.149 The first development area, hereafter referred to as H17a, is an 18ha residential extension on land west of Mountnessing Road. The site is capable of delivering around 540 new homes alongside open space provision. Development will be expected to retain and enhance existing tree belts, field boundaries, hedgerows and the PRow crossing the site. The majority of open space provision, including the relocated cricket club will be located on land to the west of the allocation and will remain within the extent of the Green Belt. It will form part of a multi-functional landscape buffer to the west of the residential development, which should also seek to deliver ecological and surface water management benefits. In terms of highways, principal access for H17a should be secured from A129/London Road at the new junction where the relief road meets London Road from the south. A secondary vehicular access could be taken from Mountnessing Road to the satisfaction of the Highway Authority.
- 11.150 The second development area, hereafter referred to as H17b, is a 17ha residential extension on land south of London Road which includes the current location of the cricket and tennis clubs. The site has been identified as being suitable for the delivery of around 290 new homes following the relocation of the cricket club and tennis club. The loss of sports pitches will be resisted by the Council in accordance with the *NPPF*, *PPG* and advice by Sports England. Any sports provision that would otherwise be lost on site through redevelopment must be relocated and be in operational use prior to any development taking place.
- 11.151 In addition to residential development, this site will be required to deliver a new primary school and early year's provision, as it is the best location within the wider H17 to meet the requirements of the Essex County Council's *Developers' Guide to Infrastructure Contributions*. This school will serve the needs of the entire development, and the developers of all development areas within H17 will therefore be expected to contribute towards the costs of this provision. A total of 2.1ha is required to meet the needs arising from this site for primary and early year's provision.
- 11.152 Local open space provision is also required within this development area, along with a new landscape buffer on the western boundary. It should be multi-functional and should seek to deliver open space, ecological and surface water management benefit. The site will also be expected to retain and enhance existing tree belts, field boundaries, hedgerows and the PRow crossing the site. In terms of highways, this site will be accessed via the new relief road which will form the edge of the development area. Secondary points of access to the site should be taken from Heath Close and Mountnessing Road to provide integration with the neighbouring urban area to the satisfaction of the Highway Authority.
- 11.153 The third development area, hereafter referred to as H17c, is a 14ha residential extension on land west of Tye Common Road. The site is capable of delivering around 350 new homes with the open space provision integrated within the development and also located to the western boundary of the site within the extent of the Green Belt, as part of a multi-functional landscape buffer.. It should also seek to deliver ecological and surface water management benefits and retain existing tree belts and hedgerows. In terms of highways, principal access for H17c should be secured from the new relief road which will form the western edge of the development area. Secondary access points could also be taken from Tye Common Road and/or the upgraded Blunts Wall Road to the satisfaction of the Highway Authority.
- 11.154 The fourth development area, hereafter referred to as H17d, is the southern residential extension to Billericay on land east of Frithwood Lane. The allocation is 22ha of land capable of delivering around 520 new homes, as well as a substantial landscape buffer to the south of the development area. H17d will also be expected to deliver a green corridor through the site accommodating the tree belt, hedgerows, PRow and landscape buffer. The landscape buffer should be multi-functional and also seek to deliver open space, ecological and surface water management benefit. An *Archaeological Assets and Impact Assessment (2016)* has identified the potential for archaeological assets within the site due to previous finds within, and on land surrounding the site. As such a field evaluation in addition to an archaeological assessment must be undertaken and form part of any application, in accordance with policy HE4.
- 11.155 In addition to contributions to the provision of the relief road, new development will also be expected to make a contribution towards the improvements to the local and strategic road network as appropriate. This is in order to ensure that there is sufficient highways capacity within the local area to accommodate growth in this location. Proportionate contributions towards improvements to walking, cycling and public transport access within the vicinity of each site in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

- 11.156 This allocation will require community infrastructure provision to support the development proposed. In terms of early years and primary education the provision will be on site, as set out in relation to parcel H17b.
- 11.157 The allocation will also 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 however owing to level of development planned for Billericay it is likely that a new GP hub will be required to serve residents of this allocation. Consultation with the NHS will be needed to establish whether on-site provision will be required and to identify a suitable location for it within the allocation. If the NHS determine that an on-site provision is not required, all development will be expected to make a contribution towards the expansion of GP services within the area to serve the new residents.
- 11.158 Utility providers have indicated that the allocation 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.
- 11.159 The allocation will be required to bring Frith Wood into active management for the lifetime of the development and ideally beyond, in accordance with the *NPPF*. Frith Wood is a designated Ancient Woodland and Local Wildlife Site (LoWS) and documented evidence set out in the *Historic Environment Assessment of Frith Wood, Billericay (2018)* reports that the area has been wooded since at least 1260AD whilst ecological work has indicated the potential presence of dormice within the site. Any recreational impacts on Frith Wood and Laindon Common, which is also a designated LoWS, arising from population growth will also need to be managed for the purpose of ensuring the integrity and well-being of these areas and their nature conservation ensemblage. Beyond this, the allocation is not known to be highly ecologically sensitive, however it is recognised that there will be wildlife living within natural features of the developable area such as trees and hedgerows. Any application relating to this allocation must therefore be accompanied by appropriate ecological assessments, and must seek to retain and enhance natural features where wildlife may be prevalent in accordance with policy NE4. Whilst the allocation is not in any Critical Drainage Areas, development must nevertheless ensure that measures to manage land drainage are installed.

## **Policy H17 South West Billericay**

1. Approximately 95ha of land to the south west of Billericay will create a series of linked, urban extensions to the town with a new relief road and a network of new open spaces. The allocation will be expected to deliver:
  - a. around 1,700 high quality homes at an average density of 35dph across four residential extensions;
  - b. 2.1ha for D1 education uses within H17b;
  - c. the relocation of the cricket club and tennis club to land west of the residential allocations;
  - d. open space provision and landscape buffers; and
  - e. a new relief road extending from A129 London Road to the B1007/Laindon Road/ A176/Noak Hill Road junction.
2. Development as part of this allocation must be informed by an up to date Masterplan, which considers the strategic matters to deliver the site's policy requirements, including its scale and layout, massing, supporting facilities, open space, ecology, drainage, and internal highway and transport network.
3. The relocation of the cricket club and tennis club will be accommodated on land to the west of the residential allocations, as identified on the Policies Map. It is expected that any relocated provision will be replaced with equivalent or better facility provision both in terms of quality and quantity. This land will remain within the extent of the Green Belt and the facilities should have access

arrangements which meet the satisfaction of the Highway Authority.

4. Land west of Mountnessing Road, as identified on the Policies Map with the notation H17a, will form a residential extension of around 540 new homes accessed from London Road with Mountnessing Road providing secondary access. Some open space provision should be integrated within the development area, but additional open space and the relocated cricket club is expected to be provided to the west of the development area within the extent of the Green Belt.
5. Land south of London Road, as identified on the Policies Map with the notation H17b, will form a residential extension of around 290 new homes and include 2.1ha of land for D1 education uses. The new school provided on the D1 education land is expected to accommodate children and primary pupils from the entire site, with all developers contributing proportionately. To unlock development, the cricket club and tennis club must be relocated prior to any redevelopment of their current locations. Access to H17b will be taken from the new relief road to the west of the development area.
6. Land west of Tye Common Road, as identified on the Policies Map with the notation H17c, will form a residential extension of around 350 new homes. Access should be taken from the new relief road to the west of the development, as well as from Tye Common Road and/or the upgraded Blunts Wall Road.
7. Land east of Frithwood Lane, as identified on the Policies Map with the notation H17d, will form a residential extension of around 520 new homes which is served by the new relief road. Development will be expected to provide a green corridor through the site incorporating the Public Rights of Way, existing landscape features and new open space. Due to the likelihood of archaeological assets within the site a field evaluation will be required as part of any application in accordance with policy HE4.
8. Landscape buffers should be provided to the western boundaries of H17a, H17b and H17c and to the southern boundary of H17d. These landscape buffers should be multi-functional and should also seek to deliver open space, recreation, ecological and surface water management benefits. Existing Public Rights of Ways should be retained and enhanced, where possible. Tree belts, hedgerows and other natural landscape features should also be retained and enhanced.
9. The allocation will be required to bring the ancient woodland of Frith Wood into active woodland management, with provisions put in place for this management to be ongoing for the lifetime of the development.
10. Additional GP services will be required to serve the residents of the allocation, either on-site with a new GP hub or through contributions to expand existing facilities in Billericay, as specified by the NHS.
11. All development areas will be expected to contribute towards the delivery of the new relief road including all associated junctions and the widening of Frithwood Lane. It is expected that a cycle way and bridleway will be required as part of the delivery of the relief road. Where the section of the relief road is too narrow a segregated cycle way and bridleway will be required.
12. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
13. Development of this allocation must comply with all other relevant policy requirements of this plan.

## Policy H18: Land South of Windmill Heights, Billericay

- 11.160 Land adjacent to the South Green neighbourhood of Billericay has been identified as being a sustainable location for the delivery of around 200 new homes and associated open space. The site is contained by the existing urban area and the road network, and represents a logical extension to the existing urban area which will align with the southernmost extent of allocation H17, to the west. There will be landscape impacts arising from development on the western part of this site. However, there is an existing hedgerow and veteran trees which can be retained on the western boundary to reduce the visual impact, and this can be supplemented with additional landscaping along this boundary.
- 11.161 On-site open space and surface water management should be integrated into the landscape of the site. The PRoW along the north eastern edge of the site should be retained and enhanced to provide connectivity between the new development and the adjacent residential area.
- 11.162 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 natural features where wildlife may be prevalent in accordance with policy NE4. 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.
- 11.163 An *Archaeological Assets and Impact Assessment* has identified the potential for archaeological assets within the site due to local heritage and previous finds on land surrounding the site. As such, a field evaluation in addition to an archaeological assessment must be undertaken and form part of any application, in accordance with policy HE4. The evaluation may require a geophysics survey and targeted trial trenching.
- 11.164 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area. The site will also impact on the demand for GP provision within the area and 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 Billericay area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.165 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.
- 11.166 In terms of highways, access will be taken from Kennel Lane 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 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 H18

#### Land South of Windmill Heights, Billericay

1. 8ha of land south of Windmill Heights, South Green, as identified on the Policies Map with the notation H18, will be developed to provide around 200 high quality homes at a density of 35duph.

2. Access to this site should be secured from Kennel Lane in accordance with the policies of the Highways Authority.
3. Multi-functional landscape buffers should be provided to the western and southern boundaries of the site. These landscape buffers should retain existing hedgerows and trees and should also seek to deliver open space, ecological and surface water management benefits.
4. Due to the likelihood of archaeological assets within the site, a full field evaluation, in addition to a desk-based archaeological assessment will be required as part of any application.
5. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
6. Development of this site must also comply with all other relevant policy requirements of this plan.

### **Policy H19: Land East of Greens Farm Lane, Billericay**

- 11.167 This allocation will expand the neighbourhoods of Sunnymede and South Green in Billericay through two residential extensions, as well as create a 16ha extension to the existing Mill Meadows Nature Reserve. The residential extension to Sunnymede is 9ha of land north east of Greens Farm Lane, hereafter referred to as H19a. The site is expected to deliver around 300 new homes. Land south east of Greens Farms Lane, hereafter referred to as H19b, is a 3ha residential extension to South Green capable of delivering around 100 new homes.
- 11.168 Landscape buffers will be required along the southern boundary of H19a and the northern boundary of H19b to screen development from the new strategic open space which will be located on land between the two development areas. The strategic open space will form the extension to Mill Meadows Nature Reserve and provide locally accessible public open space for the wider area of Billericay, as well as meet the needs arising from this allocation.
- 11.169 The allocation 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 development must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance natural features where wildlife may be prevalent in accordance with policy NE4.
- 11.170 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area. The site will also impact on the demand for GP provision within the area and 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 Billericay area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.171 Utility providers have indicated that this allocation 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 within the allocation 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 allocation 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.

- 11.172 The allocation 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.
- 11.173 In terms of highways, principal access will be from Greens Farm Lane for development to the west of both H19a and H19b, and from Outwood Common Road for development to the east of H19a and H19b. 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 to the satisfaction of the Highway Authority.
- 11.174 Proportionate contributions towards improvements to cycling and public transport access within the vicinity of H19a and H19b in order to facilitate a modal shift towards active and sustainable transport modes will also be required.

## **Policy H19**

### **Land East of Greens Farm Lane, Billericay**

1. Land to the north east of Greens Farm Lane, as identified on the Policies Map with the notation H19a, will be developed to provide around 300 homes at a density of 35duph. Land to the south east of Greens Farm Lane, as identified on the Policies Map with the notation H19b, will be developed to provide around 100 homes at a density of 35duph.
2. Access to these sites must be secured in accordance with the policies of the Highways Authority. It is expected that access to H19a and H19b will be secured from Greens Farm Lane and Outwood Common Road.
3. Land between H19a and H19b, as identified on the Policies Map as public open space, will provide the 16ha extension to Mill Meadows Nature Reserve as strategic open space provision. It will remain within the extent of the Green Belt and be multi-functional, incorporating open land, formal recreational open space, and ecological and surface water management benefits.
4. The extension to Mill Meadow Nature Reserve must be gifted to the Council, or a third party agreed by the Council, prior to the first occupation of any development, and mechanisms to ensure the ongoing maintenance of this open space for a minimum period of 20 years will need to be secured.
5. Landscape buffers should be provided around the edges of both H19a and H19b in order to integrate the development into the local environment.
6. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.
7. Development of these sites must also comply with all other relevant policy requirements of this plan.

## **Policy H20: Land East of Southend Road, Billericay**

- 11.175 Land within this allocation has been identified as being suitable for the delivery of around 190 new homes and the creation of a linear landscape buffer which follows the existing watercourse and incorporates open space, field boundaries and tree belts.
- 11.176 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, hedgerows and watercourses. Any application for the site must therefore be accompanied by appropriate ecological assessments, and must also

seek to retain and enhance natural features where wildlife may be prevalent in accordance with policy NE4. 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.

- 11.177 Development in this location must not cause harm to the setting of the Grade II listed buildings within the vicinity of the site including Sames Cottage, Elm Cottage, Southend Farmhouse and Coxes Farmhouse. The setting of all historic assets should be respected in the layout and design of the development proposed.
- 11.178 This site will require community infrastructure provision to support the level of growth proposed. There will be a requirement for contributions towards early years childcare and primary school provision in the local area. The site will also impact on the demand for GP provision within the area and 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 Billericay area to serve the residents of the site, unless the NHS determine that on-site provision is required.
- 11.179 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.
- 11.180 In terms of highways, access will be taken 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 walking, 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 H20**

### **Land East of Southend Road, Billericay**

1. 9.5ha of land east of Southend Road, as identified on the Policies Map with the notation H20, will be developed to provide around 190 high quality homes at a density of 35dph. On-site open space provision should be included within the development.
2. Access to this site should be taken from Southend Road in accordance with the policies of the Highways Authority.
3. 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.
4. The design and layout of development must respect the setting of designated historic assets surrounding the site including several Grade II listed buildings.
5. Development must be supported by sufficient infrastructure to ensure that it is sustainable, and does not exceed the capacity of existing infrastructure, including highways, community facilities and services. Proposals are required to assess the development's potential impact, in accordance with nationally and/or locally prescribed methodology, and consult with the relevant infrastructure provider where appropriate. Where impacts are identified mitigation must be provided in the form of contributions or other reasonable measures, as agreed with the Council. Applicants should refer to the relevant policies within this plan for expected standards of provision.

6. Development of this site must also comply with all other relevant policy requirements of this plan.

## **Policy H21: Self-Build Allocations**

- 11.181 The Council maintains a register of people who are seeking to acquire a serviced plot of land to develop as a home for their own need. These are either in the form of self-build or custom housebuilding, as defined in the *Self-build and Custom Housebuilding Act 2015 (as amended)*. Local planning authorities are expected to identify demand and consider future need for this type of housing and plan accordingly, including through policies within their Local Plan. By developing policies within their Local Plans for this type of development local planning authorities can identify suitable sites and assist in increasing the number of planning permissions for self-build. Demand identified by the register is limited, and mainly indicates a need for sites in the northern part of the Borough.
- 11.182 Through the preparation of this plan, the Council assessed all sites which were submitted to them for development and identified three small parcels of land as being suitable specifically for self-build due to their size and access to existing services. The sites are adjacent to the existing settlement boundary of Billericay and whilst suitable, their development potential would not be realised unless they were allocated through policy and subsequently removed from the extent of the Green Belt. No suitable sites of a similar scale were identified in other parts of the Borough.
- 11.183 The first site is land east of Laindon Road, Billericay, hereafter referred to as H21a. It is 0.8ha in size and capable of delivering around 6 self-build homes. Access will be taken from Laindon Road with a new internal road serving the new homes.
- 11.184 The second site is 1.5ha of land at Maitland Lodge, Great Burstead, hereafter referred to as H21b. The site is capable of delivering around 20 self-build homes which are served by a new internal road that is accessed from Southend Road.
- 11.185 The third site is on land adjacent to The Mount, Billericay, hereafter referred to as H21c. It is 0.6ha in size and capable of delivering around 6 self-build homes. Access to the site will be taken from The Mount with a new internal road to serve the new homes. Development on this site will need to be mindful of the nearby SSSI and Scheduled Monument of Norsey Woods, and ensure that no harm arises that impacts on these designated features.
- 11.186 The sites are not known to be highly ecologically sensitive, however it is recognised that there is a SSSI, ancient woodland and Local Nature Reserve nearby to H21c at Norsey Woods. There will be wildlife living within natural features of the sites such as trees, hedgerows and watercourses. Any application for the sites must therefore be accompanied by appropriate ecological assessments, and must also seek to retain and enhance natural features where wildlife may be prevalent in accordance with policy NE4. None of these sites fall within a critical drainage area, or are affected by flood risk.

### **Policy H21 Self-Build Allocations**

1. Land east of Laindon Road, Billericay, as identified on the Policies Map with the notation H21a, has been allocated for the purposes of self-build to deliver around 6 new homes. Access will be taken from Laindon Road, subject to approval by the Highways Authority.
2. Land at Maitland Lodge, Great Burstead, as identified on the Policies Map with the notation H21b, has been allocated for the purposes of self-build to deliver around 20 new homes. Access will be taken from Southend Road, subject to approval by the Highways Authority.
3. Land adjacent to The Mount, as identified on the Policies Map with the notation H21c, has been allocated for the purposes of self-build to deliver around 6 new homes. The development must be sensitive to the nearby Norsey Wood for its ecological and historic asset designations. Access will be taken from The Mount, subject to approval by the Highways Authority.
4. Proposals must demonstrate that the development meets the criteria and definition of self-build or

custom housebuilding as part of any planning application.

5. Development of these sites must also comply with all other relevant policy requirements of this plan.

## **Policy H22: Housing Growth in Crays Hill**

- 11.187 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.
- 11.188 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.
- 11.189 The 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.
- 11.190 The *Serviced Settlement Review* recommended several parcels of land around the village core that would represent suitable housing development locations and which would support improvements to local infrastructure, in particular local public transport services. The sites that have been allocated have potential to deliver between 64 and 69 homes across the plan period, as a result of the revision to the Green Belt boundaries which form the village envelop.
- 11.191 One particular amendment brings Southlands Road, previously within the Crays Hill Plotland, but detached from the rest of the Plotland area, into the village envelop. Southlands Road was identified as providing opportunity for development, but its full development potential would not be realised if it was to remain in the Green Belt. However to ensure that the area is not over developed, given its location on the edge of the village, only road frontage development will be permitted.
- 11.192 The *Serviced Settlement Review* and the *HELAA* identified two sites as being suitable for delivering infill development. One site is located on land to the rear of Barnsfield, Crays Hill and is capable of delivering between 10 and 12 homes with the creation of an access road into the site to serve the new homes, subject to Highways Authority approval. The site's capacity has been reduced, in order to allow for separation between the new homes and existing properties which surround the site on three sides. The other site is located on land between London Road and Corner Road which can deliver up to 11 homes. An access road into the site to serve the new homes from Approach Road would be required, subject to Highways Authority approval.
- 11.193 Road frontage development only will be permitted on the remaining sites due to their size, location and relationship with existing residential development. Sites providing road frontage development would be able to accommodate between 43 and 46 homes.
- 11.194 Whilst the *Service Settlement Review* and *HELAA* considered a larger number of sites as having potential to accommodate housing development, some sites have not been included in the Local Plan due to other overriding considerations. Additional sites to the east of the village had been promoted, but they would extend the village further eastwards and in the long term risk the coalescence of Crays Hill with Wickford and/or Ramsden Bellhouse. Sites promoted within Crays Hill Plotland within the extent of the Green Belt may be suitable for infill however they would be determined against Policy GB4.
- 11.195 All new homes should be in keeping with the existing pattern and style of development in the village and the plot sizes will be expected to reflect the sizes of neighbouring plots. A table showing how this should be distributed across the sites is below.

Table 11.5 Housing sites within Crays Hill suitable for infill and road frontage development

Site Reference	Site Name	Capacity (homes)
<b>Infill Development</b>		
H22a	Land rear of Barnsfield, Crays Hill	10-12
H22b	Land between London Road and Corner Road	11
<b>Road Frontage Development</b>		
H22c	Land on north side of London Road adjacent to Whitesbridge Farm	11
H22d	Land at South Lodge, Southlands Road	5
H22e	Land opposite South Lodge, Approach Road	2-3
H22f	Land east of South Lodge, Approach Road	1-2
H22g	Land east of Corner Road	6-7
H22h	Land north of London Road (west of Beam End Cottage)	9
H22i	Land north of London Road (east of Annawest)	3
H22j	Land north of London Road (east of Hughendon)	6
<b>Total</b>		<b>64-69 homes</b>

## Policy H22 Housing Growth in Crays Hill

1. Local amendments have been made to the Green Belt boundary in order to extend the village envelop of Crays Hill. Within the village envelop, the allocated sites are capable of delivering up to 69 new high quality homes.
2. Infill development for between 10 and 12 homes will be permitted on land to the rear of Barnsfield, Crays Hill, as identified on the Policies Map with the notation H22a. Access should be taken from London Road, subject to Highways Authority approval. The layout of the site must provide some degree of separation between the new homes and the properties that surround the site.
3. Infill development for up to 11 homes will be permitted on land between London Road and Corner Road, as identified on the Policies Map with the notation H22b. Access into the site should be taken from Approach Road, subject to Highways Authority approval.
4. Only road frontage development will be permitted on all other sites within the village envelop, including on the sites as identified on the Policies Map as notations H22c to H22j.
5. All new homes should be designed in accordance with the local character and existing pattern of development in the village. Plot sizes will be expected to reflect the sizes of neighbouring plots.
6. Development will be required to contribute in a proportionate way to the provision of local infrastructure, community and services improvements.
7. Development proposals must also comply with all other relevant policy requirements of this plan.

## DEVELOPMENT MANAGEMENT POLICIES

### Policy H23: The Location of Residential Development

#### Policy Context

11.196 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. Local planning authorities should support proposals for the change of use of buildings into residential use where there is an identified need for additional housing in that area, unless there are good economic reasons for not doing so.

#### Evidence Base

11.197 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.

11.198 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 *EDNA*, *ELPS*, and the *Basildon Retail and Commercial Leisure Capacity 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.

11.199 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.

11.200 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 H23

#### 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 that are currently predominantly residential in nature;
  - b. Areas allocated for residential purposes on the Policies Map, in accordance with policies H5 to H22;
  - c. Above shops within shopping frontages in town centres and local centres, as identified on the Policies Map; or
  - d. 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.

## **Policy H24: Applications for Gypsy and Traveller Sites and Travelling Showpeople Yards**

### **Policy Context**

- 11.201 Paragraphs 22 to 28 of the *PPTS* sets out the development management criteria applicable when considering the merits of applications for Gypsy, Traveller or Travelling Showpeople sites.

### **Evidence Base**

- 11.202 Residential Gypsy and Traveller sites and Travelling Showpeople yards provide permanent homes for their communities. They can be privately owned, rented out by local authorities as affordable pitches, or privately owned and rented to other Gypsies, Travellers or Travelling Showpeople.
- 11.203 The size and the amount of facilities available on the Gypsy and Traveller sites varies. 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<sup>7</sup>. The amount of facilities on a site also 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, but will commonly have a brick-built day room for sanitary purposes.
- 11.204 The design requirements of Travelling Showpeople yards on the other hand are different. These 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.
- 11.205 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 H24**

#### **Applications for Gypsy and Traveller Sites and Travelling Showpeople Yards**

1. Applications for new Gypsy and Traveller Sites or Travelling Showpeople Yards will be permitted where the proposal is for a site allocated for this purposes, or for any other site where the principle of residential development is acceptable; the proposed occupants meet the relevant planning definitions set out in the *Planning Policy for Traveller Sites*; and the proposals meet the design and location criteria set out in part 3 of this policy.
2. Applications to regularise existing unauthorised Gypsy and Traveller Sites or Travelling Showpeople Yards within the Green Belt will be exceptionally permitted where the site was occupied for this purpose for at least 3 months at the 18 October 2018; the proposed occupants meet the relevant planning definitions set out in the *Planning Policy for Traveller Sites*; and the proposals meet the design and location criteria set out in part 3 of this policy.
3. Any applications for planning permission for Gypsy and Traveller sites and Travelling Showpeople

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<sup>7</sup> *Designing Gypsy and Traveller Sites - Good Practice Guide, CLG, 2008; revoked 2015*

yards received throughout the plan period must meet following local design and location criteria:

- a. The site must reasonably be accessible to services and facilities;
  - b. The number of pitches/plots on any one site should be of a scale that is appropriate and which promotes peaceful and integrated co-existence between occupiers of the site and the local community;
  - 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 and well-being, or be located in an area of high risk of flooding;
  - g. Proposals for yards accommodating Travelling Showpeople should allow for a mixed-use yard with separate areas for residential and the storage and maintenance of equipment that protect residential amenity;
  - h. All sites should be well planned in respects of their internal layout and through a combination of soft and hard landscaping positively enhance their setting and promote opportunities for healthy lifestyles including play areas for children;
  - i. All other proposals for mixed residential and business activities will be assessed on a site specific basis, taking the above criteria into account; and
4. Any development granted under this policy will be subject to a condition limiting occupation to Gypsies and Travellers or Travelling Showpeople, as appropriate.

## Policy H25: The Size and Types of Homes

### Policy Context

11.206 The *NPPF* requires planning policies to deliver a wide choice of high quality homes and create mixed and balanced communities. It expects local planning authorities to identify the size and types of new homes that are required in particular locations, reflecting local demand.

### Evidence Base

11.207 The *SHMA and SHMA Addendum* 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.

11.208 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 and number of bedrooms for additional households. These are set out in Tables 11.6 and 11.7.

Table 11.6 Size of Accommodation Required (Extracted from South Essex SHMA Addendum 2017 Table 5.3)

1 Bed	2 Beds	3 Beds	4+ Beds
14%	26%	40%	20%

Table 11.7 Type of Accommodation Required (Extracted from SHMA 2016 Figure 8.11)

Detached	Semi-Detached	Terraced	Flat
22%	28.3%	32.6%	17.1%

11.209 The tables above indicate that during the plan period there is a need for a mix of different type and

sized properties to meet the diverse needs of the Borough's residents with a greater requirement for 3 bedroom properties and terraced housing above all other sizes and types.

- 11.210 The estimated need for affordable housing by size across the plan period, according to the *SHMA Addendum*, is similar to that of the overall housing mix for the Borough. However, this assumes that households will continue to occupy properties of the same size as equivalent households have occupied in the past. Recent Government welfare reforms which restricts under occupation has resulted in a greater demand for smaller sized properties for downsizing households. The *Housing Strategy* provides updated figures that have regard to the impact of these reforms and reports a greater need currently for 1 and 2 bedroom properties for Affordable Housing as shown in the table below.

Table 11.8 Current Size of Accommodation Required for Affordable Housing (Extracted from Housing Strategy 2018-2023 Appendix 3 Table 5)

1 Bed	2 Beds	3 Beds	4 Beds
39%	53%	5%	3%

- 11.211 The Council will keep the requirement for different housing types and sizes for different tenures under periodic review and the most up to date requirements will be set out in the Council's separate *Housing Strategy*.
- 11.212 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.
- 11.213 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.
- 11.214 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.
- 11.215 In terms of the specialist accommodation needs of older people policy H2 identifies the need for 1,491 units of extra care, sheltered housing and enhanced sheltered housing within the Borough in the period to 2034. This represents around 10% of the minimum housing target for the Borough set out in policy SD1. 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.
- 11.216 The Council has published a *Specialist Accommodation Briefing Paper (2017)* which examined locational criteria for the suitability of strategic sites to provide specialist accommodation. This report draws on the information provided by Essex County Council as part of their Independent Living Programme and identifies a number of strategic housing sites that are suitable for providing specialist accommodation for older people in respect of their location to centres, existing local amenities and public transport. It also highlights sites that are capable of being suitable where

amenities and services are provided as part of (or nearby) the development scheme. The Independent Living Programme recommends that specialist accommodation schemes for older people should consist of a minimum of 60 units to a maximum of 300 units for reasons of affordability and the ability to create and support an active community. According to viability testing carried out as part of the Local Plan preparation some sites can deliver a minimum of 45 retirement units or 30 extra-care units and remain viable.

- 11.217 Whilst the 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 be seeking to secure a proportion of new homes to meet the requirements of Part M4(2) of the *Building Regulations* on accessible and adaptable dwellings. Part M4(2) provides the opportunity for people to live in their homes for longer as they can be adapted to accommodate changing needs in terms of accessibility.
- 11.218 There is insufficient evidence to indicate a demand for wheelchair accessible homes in the Borough. Furthermore, the *Whole Plan Viability Assessment* work has shown that requirements to make homes wheelchair accessible can cost upwards of £23,000 per dwelling. This is a significant development cost to impose without evidence. Needs will however arise for wheelchair accessible housing over the plan period, and the Council will therefore seek for wheelchair accessible housing to be provided as part of the affordable housing provision where a need has been identified, as part of policy H26.

## **Policy H25**

### **The Size and Types of Homes**

1. All proposals for residential development will be expected to provide high quality homes with sufficient private amenity space to meet the needs of residents.
2. All sites delivering 10 or more homes should comprise a housing mix of 40% one and two bedroom homes, 40% three bedroom homes, and 20% four or more bedroom homes. Consideration will be given to schemes proposing a different housing mix where they relate to urban regeneration schemes to ensure the most effective use of urban land is attained.
3. Sites delivering 600 homes or more must provide specialist accommodation for older people on site, which accounts for 10% of the total number of homes being delivered. Specialist accommodation should comprise of sheltered housing and/or extra care accommodation.
4. On all other sites delivering 10 or more homes, 10% of homes should be constructed to the requirements of Part M(2) of the *Building Regulations*.
5. 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, and conversions.

## **Policy H26: Affordable Housing Provision**

### **Policy Context**

- 11.219 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.
- 11.220 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*. Where an affordable housing need is identified, planning policies should require this to be met on site, unless

off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities.

- 11.221 Plans should be deliverable. The *NPPF* requires the costs of any requirements likely to be applied to development, such as requirements for affordable housing provision, standards, infrastructure contributions or other requirements, to be set at a level that would not undermine the deliverability of development and the plan as a whole.

## **Evidence Base**

- 11.222 The *SHMA Addendum* identifies the need for at least 6,274 new affordable homes to be delivered within the Borough over the plan period. This represents 31% of the total need. It identifies a newly arising need of 288 units per annum and an additional shortfall of 514 homes to meet the backlog of need, which should be addressed within the first five years of the plan period.
- 11.223 The outcomes of the *SHMA Addendum* are based on an assessment of affordability within the local housing market, as reported in the *SHMA*, 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.
- 11.224 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.
- 11.225 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.
- 11.226 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.
- 11.227 Due to changes to the 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.

## **Accommodation for Disabled Adults**

- 11.228 A position statement by Essex County Council, as part of their Independent Living Programme, identifies a need for a further 103 accommodation units for disabled adults within the Borough by 2022 to enable independent living. Approximately 13% of these homes require wheelchair access and should therefore be built to Category 3 - wheelchair user dwellings of the *Building Regulations*, hereafter referred to as Part M4(3). To enable independent living accommodation must be in accessible locations, provide sufficient space and be designed in such a way to meet the needs and support required. It is also important that any scheme providing independent living offers affordable rent tenures.
- 11.229 The provision of accommodation for this group of people is not normally made at a large scale, as

needs differ from person to person. Provision is normally made in smaller schemes such as shared housing, individual self-contained housing, or in specially commissioned self-contained housing within a development. Such schemes typically comprise between 6 and 10 units of accommodation at the most. Due to the scale of these schemes and also the need for social services to fund their delivery, it is difficult to plan at the Local Plan level for this type of accommodation need. However, there is the opportunity to secure schemes of this nature as part of the affordable housing element of development schemes at the planning application stage through consultation with Essex County Council Social Services.

- 11.230 Consequently, homes built to Part M4(3) will be expected to form part of the affordable housing provision and be built to a specification to be wheelchair accessible. The distinction between wheelchair accessible which is provided at point of completion and wheelchair adaptable which enables later adaptation are set out within Part M of the *Building Regulations*.
- 11.231 Specialist accommodation can also assist in the delivery of health care services through the provision of step-down accommodation for adults being discharged from hospital with no ongoing need to remain in hospital but who cannot immediately return home. The requirement for such schemes within the Borough would be identified in consultation with the Basildon and Brentwood CCG and the Basildon and Thurrock University Hospital NHS Foundation Trust.

### ***Development Viability***

- 11.232 The *Whole Plan Viability Assessment* has determined that development within the Borough is generally viable at 31% affordable housing provision, taking into account the other policy requirements of the Local Plan. However, it is noted that there are viability challenges for schemes of up to 150 houses in Basildon, 150 flats in Basildon and 150 flats in Wickford.
- 11.233 The headroom identified in the testing undertaken for the *Whole Plan Viability Assessment* means that most types of schemes in the Borough will remain viable over time, even if there are small fluctuations in costs or in the market. Additionally, contingency for abnormal costs has been built into the modelling. Consequently, the Council does not believe it is necessary to entertain development proposals which seek to reduce the provision of affordable housing on the basis of economic viability arguments, except in relation to urban and flatted developments in Basildon for 150 units or less, and flatted development schemes in Wickford of around 150 units. In these cases, careful analysis of the viability of proposals will be undertaken to secure a reasonable proportion of affordable housing on site, as testing has shown that schemes in Wickford, and housing schemes in the Basildon urban area can normally tolerate 25% affordable housing provision.

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

- 11.234 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 needs.
- 11.235 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 Homes England 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 H26 Affordable Housing Provision**

1. 31% affordable housing provision will be required on all sites of 11 units or more.
2. The tenure split of affordable housing provision is 70% affordable rent accommodation at 60% market value, and 30% intermediate housing.
3. The size and mix of affordable housing provision should be determined on a site by site basis in discussion with the Council's Housing Service, having regard to the Council's latest Housing Strategy and the overall mix of development proposed and its locality. Where directed by the Council, discussions should also take place with the Basildon and Brentwood Clinical Commission Group, the Basildon and Thurrock Hospital NHS Foundation Trust, and Essex County Council Social Services to determine if any specialist affordable housing provision is required in lieu of standard homes.
4. All strategic housing sites as identified in policies H5 to H20 of this Local Plan must meet their full affordable housing requirement on site. In respect of all other sites, generally all affordable housing should be provided within the 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.
5. A Commuted Payment up to 31% provision will be sought on sites where it is determined that it is not possible to deliver 31% affordable housing on-site. The Council will establish and periodically review a Commuted Payment methodology in its Housing Strategy.
6. Viability assessments will only be accepted for affordable housing provisions of less than 31% for the following types and locations of schemes and, where a lower provision is justified, affordable housing will be required at the level at which the development becomes viable:
  - a. Flatted development schemes of around 150 units in Basildon Town and Wickford;
  - b. Housing development schemes of around 150 units in Basildon Town and Wickford; and
  - c. Other schemes only where there are exceptional development costs.
7. The Council will require that all affordable housing:
  - a. is designed and built to the same standard as the market housing;
  - b. is integrated into the development and from an external appearance should be indistinguishable from the market housing; and
  - c. has vehicle parking provided at the same ratio as for the development as a whole.
8. 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.

## **Policy H27: Houses in Multiple Occupation and the Subdivision of Family Homes**

### **Policy Context**

- 11.236 The *NPPF* requires local planning authorities to plan for a mix of homes that creates sustainable and inclusive communities.

### **Evidence Base**

- 11.237 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.

- 11.238 Consequently, proposals for flats, bedsits and houses in multiple occupation are often controversial and can have significant impact on the amenity of an area. The Council therefore requires applicants to consider the amenity of residents in adjacent dwellings, and within the building itself. This will be achieved through careful internal layout, which for example avoids positioning living rooms next to bedrooms in adjacent dwellings. The Council will also require the level of parking to support such proposals to be in accordance with the parking standards for use class C1: hotels as set out in the latest adopted Essex Parking Standards, and any future iterations of these standards. This level of provision is more reflective of the demand likely to be generated from this type of accommodation.
- 11.239 Whether there is a proliferation of these forms of accommodation will be assessed in relation to each application on the basis of the existing proportion of houses in multiple occupation in the area. Generally, no more than 30% of the dwellings in the area would be expected to be houses in multiple occupation.

## **Policy H27**

### **Houses in Multiple Occupation and the Subdivision of Family Homes**

Development involving the conversion of houses into flats, bedsits or houses in multiple occupation will be permitted provided that it:

- a. incorporates a convenient principal entrance door for each unit of accommodation and provides an appropriate standard of residential accommodation;
- b. would not lead to a proliferation of flats, bedsits or houses in multiple occupation in a particular area causing unacceptable levels of traffic congestion or activity;
- c. the internal layout minimises possible noise disturbance and/or overlooking to immediate neighbours; and
- d. the proposal will not result in an unsatisfactory living environment for prospective occupiers.

## **Policy H28: Maximising the Housing Stock**

### **Policy Context**

- 11.240 *As set out in the NPPF, 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**

- 11.241 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.
- 11.242 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 H28**

### **Maximising the Housing Stock**

1. The re-development of residential properties for alternative uses will only be permitted in exceptional circumstances and if the proposal can demonstrate that it furthers other sustainable development objectives 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.

# 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 SD4. 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. Such policies should ensure that developments seek to create long-term value and add to the overall quality of the area throughout their lifetime; 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 character and history; and create safe and accessible environments.
- 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 The *NPPF* recommends that local planning authorities have local design review arrangements in place to provide assessment and support to ensure high standards of design are achieved. 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 The *NPPF* states 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 *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.
- 12.7 The way places are designed affects the way residents and users behave. *Active Design (2015)* published by Sport England in conjunction with Public Health England highlights the way design can be used to encourage greater levels of activity amongst residents and users of development. It sets out nine principles that can be applied when designing and masterplanning development proposals in order to support healthy lifestyles by facilitating participation in sport and physical activity, including encouraging walking and cycling for short journeys and introducing space for sport and recreation within development proposals.
- 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. The Local Plan sees the Borough's land cover made up of 59% Green Belt and 41% urban or expanding urban areas.
- 12.10 The Historic Environment Characterisation Assessment (2011), Green Belt Study Review (2017), Settlement Hierarchy Review (2015) and Urban Characterisation and Design Review Study (2015) reveal that it is difficult to establish a single cultural identity for the whole of the Borough. Collectively they identify it as 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. Whilst pockets of its more historic origins remain in a physical sense, the impact of the mid-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 between neighbourhoods, which helps to create a sense of place and distinct local identities.
- 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 its 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 is 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, whilst 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, as well as the safety of the Borough's built environment and its relationship with the natural environment. The Council will pro-actively 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. When determining new development proposals the Council will have regard to the latest design guidance including the *Essex Design Guide*.

## **Policy DES1 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 effective use of land, supports healthy lifestyles and creates better places 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 optimises the use of land, whilst complementing and enhancing the quality, appearance and functionality of an area. 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, in accordance with those policies in chapters 16 and 17 of this plan;
  - 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. Provide well-designed streets and spaces which support and sustain a broad variety of users and community activity. Within the street there should be a clear distinction between public and private spaces, continuity of street frontages, and appropriate levels of enclosure to create 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. Create the conditions for walking and cycling between locations within and beyond the development, and prioritise these travel modes through the safe integration of walking and cycling routes. Opportunities for new walking and cycling routes will be sought when the existing permeability is poor;
  - g. Incorporate a network of multifunctional open spaces which provide opportunities for a range of different active uses, and also offer benefits in terms of wildlife and environmental mitigation, having regard to policies NE1 and HC1 of this plan;
  - h. Deliver buildings, places and spaces that promote healthy lifestyles 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 development densities 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, public realm strategies, and design guidance in Supplementary Planning Documents will be prepared and used to consider new development proposals to ensure that new development is well designed to reflect its context and respond to future needs. When new development proposals are brought forward within a designated neighbourhood area, the local design policies and guidance within the adopted Neighbourhood Plan will be applicable.
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.

## ALLOCATION POLICY

### Policy DES2: Areas of Special Development Control

#### Evidence Base

- 12.19 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.
- 12.20 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, Wickford 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.
- 12.21 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, with new housing site allocations adjacent to some of them and with two of the areas now being part of designated neighbourhood planning areas. 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. It is also likely that policies managing development and those regarding design and local character for the areas within the designated neighbourhood areas will be incorporated within Neighbourhood Plans. However, until such a time that there are up to date Neighbourhood Plans for these areas with relevant policies, and to ensure that the area outside of a designated neighbourhood area maintains its unique character, it is important that policy which preserves the existing character of these areas is included within this plan.
- 12.22 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. The three existing Areas of Special Development Control have a recognisable and distinctive special character and appearance, often identifiable and cohesive. Previous policies may have been 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 DES2

### 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. This policy will apply to proposals within the two designated neighbourhood areas until such a time that Neighbourhood Plans for the relevant Special Development Control Areas are adopted which cover the design and management of development within these areas. Extensions to dwellings should respect the symmetry of the original buildings.
2. Any proposals for residential development including new build, replacement dwellings, 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.

## DEVELOPMENT MANAGEMENT POLICIES

### Policy DES3: Urban Character Areas

#### Policy Context

- 12.23 The *NPPF* establishes that development should respond to an area's character and identity, creating or reinforcing its local distinctiveness. Policy DES3 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

- 12.24 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.
- 12.25 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

12.26 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 DES3 Urban Character Areas**

1. The Borough's Urban Character Areas will be managed and where possible, enhanced through development proposals using character assessments as part of the planning application process, and taking into account the Basildon Borough urban design evidence base.
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.

## **Policy DES4: High Quality Buildings**

### **Policy Context**

- 12.27 The *NPPF* expects Local Plans to include robust and comprehensive policies that set out the quality of development expected in an area, using amongst other things, buildings to establish a strong sense of place. Policies should not attempt to stifle innovation or originality, although they may seek to reinforce local character and distinctiveness.
- 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.

### **Evidence Base**

- 12.29 The *Urban Characterisation and Design Review Study* of the Borough reveals that the urban area within the 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.
- 12.30 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.

- 12.31 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.
- 12.32 Although there are only a few older buildings that have been intentionally designed for adaptability and sustainability, some are capable of responding to changing environmental 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.
- 12.33 Commercial properties are concentrated in specific areas within the Borough, as the New Town was planned using strong segregation between land uses. Buildings in these areas can have a uniform character, with building blocks of standardised shapes of muted or metallic finish and limited architectural detail. 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.
- 12.34 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.
- 12.35 Roller shutters and other forms of security of varying aesthetic desirability are also a common feature of commercial frontages. Shopfronts, security shutters and canopies in town and local centres can also influence perceptions of the accessibility and security of an area and visually impact on the street scene. 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 often leads to a more unwelcoming and hostile environment. 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.
- 12.36 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 scene. 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 DES4 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.
3. In all cases, the provision of security measures should form an integral part of the design approach for buildings. 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.

## Policy DES5: High Quality Landscaping and Public Realm Design

### Policy Context

- 12.37 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. The *PPG* states that 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.
- 12.38 In addition, best practice<sup>8</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

- 12.39 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 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.
- 12.40 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. They are also important when seeking to integrate new developments on the edge of towns into the landscape in which they sit, and the neighbouring urban area.
- 12.41 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,

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<sup>8</sup> Including *The Manual for Streets 1 and 2*, and *the Urban Design Compendium*

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.

- 12.42 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 shrubs, 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.
- 12.43 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. It is recognised that there may be instances where the use of non-native species can be justified. For example, where a non-native species may offer specific environmental benefits that make them particularly suitable for use on a site. The use of non-native species should however normally be avoided.
- 12.44 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. In some locations, such as town centres there may be a public realm strategy in place to direct the provision of public realm works which complement the wider area. Relevant development proposals should apply the design principles embedded in such strategies. Some developments however, especially those in town centres without a public realm strategy, on the edge of settlements, or where new places are being created within the A127 Enterprise Corridor will require a public realm strategy themselves in order to ensure effective integration.
- 12.45 When preparing proposals for the public realm, consideration should be given to the way people use spaces. For example, consideration should be given to potential desire lines when identifying paved areas, and materials should be used which safeguard against anti-social behaviour, such as graffiti and vandalism.
- 12.46 Consideration should also be given to how car parking is integrated into the layout and design of the public realm as increased levels of car ownership and multi-car households has led to pressures for on-street parking. In some areas this causes problems with excessive on-street parking, parking on pavements and a loss of landscape from the street scene as frontages are paved to accommodate off-street parking. This acts to make the public realm appear cluttered and less green in many parts of the Borough, and should be avoided.
- 12.47 Attention should also be given as to how public open spaces and play areas are integrated into the design of the public realm. The 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. Again, such design should be avoided.
- 12.48 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. This should incorporate landscaping to create greener feeling, more welcoming places which also contribute to environmental well-being through flood risk management, urban cooling, air quality amelioration and habitat creation.

## **Policy DES5 High Quality Landscaping and Public Realm Design**

1. All development must 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.

2. Proposals for new development or the redevelopment of prominent sites within town centres, and for developments comprising 50 homes or more, or 1,000m<sup>2</sup> or more in other locations will be expected to be supported by a Public Realm Strategy setting out how they will:
  - 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. Seek to minimise visual clutter;
  - e. Ensure legibility and permeability within and surrounding the development;
  - f. Incorporate good quality landscape design with an emphasis on creating an attractive green environment;
  - g. Incorporate public art in accordance with policy DES6;
  - 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 vehicle and cycle 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.
  
3. In all cases where a Public Realm Strategy is required, and in any other case where landscaping is required to make a development proposal acceptable, a detailed Landscape Strategy should be prepared and approved by the Council, which can be incorporated into the Public Realm Strategy if appropriate, which:
  - a. Includes planting plans identifying the species types, sizes, numbers, densities of plants proposed in the planting regime and any necessary aftercare arrangements;
  - b. Includes native species, as a biodiversity priority, appropriate to the location and climatic conditions and if applicable, justifies 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. Integrates measures to manage climate change, improve air quality and promote biodiversity;
  - e. Integrate sustainable drainage systems to help manage surface water and run-off;
  - f. Take account of the function, circulation and servicing of places and any site constraints; and
  - g. Set out the maintenance and management of landscaping areas.
  
4. All significant development proposals, as defined by Part 2 of this policy, will be required to contribute to the provision, enhancement and maintenance of the public realm, either by means of on-site provision, and/or a financial contribution. Where appropriate, a Planning Obligation may be used to secure off-site public realm improvements.
  
5. 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 to a standard the same, or better, than that which existed prior to the development occurring. This will be secured by a planning condition, or where necessary a planning obligation.

## Policy DES6: Public Art and Cultural Interpretation

### Policy Context

- 12.49 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.
- 12.50 The *Essex Public Art Guide* stresses the benefits of public art on the quality of the environment, and associated benefits for the economy and for communities. It advocates a 'Percent for Art'

whereby developers use 1% of the development cost for commissioning artwork.

## **Evidence Base**

- 12.51 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.
- 12.52 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.
- 12.53 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.
- 12.54 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 DES6**

### **Public Art and Cultural Interpretation**

1. The Council will encourage the provision of high quality, sustainable, new or extended public art within the Borough.
2. The provision of all public art and interpretation/information infrastructure must contribute positively to the locality, be site specific, and have regard to all other relevant policies in this plan.
3. The Council will require the provision of public art within the following types of development. The scale of public art provision should be proportionate to the scale of development, with a value equivalent to 1% of the construction value of the development, subject to viability:
  - a. Developments comprising 50 or more residential dwellings;
  - b. Developments comprising 1,000m<sup>2</sup> or more commercial floorspace;
  - c. Developments which are likely to have a significant impact upon the public realm due to their nature or location; or
  - d. Developments which are likely to have a high degree of public access.
4. The Council will seek the protection of existing public art, requiring the appropriate reinstatement or re-siting of artworks and other objects of cultural significance when such buildings or sites are redeveloped. Planning Conditions, or, if necessary, Planning Obligations, will be used to secure arrangements for protecting public art affected by development activities.

## **Policy DES7: Managing Advertisements**

### **Policy Context**

- 12.55 Advertisements are controlled under the *Town and Country Planning (Control of Advertisement)*

*Regulations 2007*. Some advertisements benefit from deemed consent, where certain criteria are met. Others require express consent as a consequence of their potential to impact on amenity and public safety. The regulations do not establish the meaning of amenity or public safety, and this is therefore a matter for local determination, although there is clear rules preventing the setting of criteria related to the content or subject matter of advertisements. The *NPPF* states that advertisements should be subject to control only in the interests of amenity and public safety, taking into account cumulative impacts.

- 12.56 Guidance on whether express consent for advertisement is required can be found in the DCLG publication *Outdoor advertisements and signs: a guide for advertisers (2007)*.

## **Evidence Base**

- 12.57 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.
- 12.58 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.
- 12.59 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.

## **Policy DES7 Managing Advertisements**

1. Advertising structures should be of high quality, integrate with the street scene, and relate positively to the surrounding environmental context. In determining applications for express advertisement consent, the Council will have regard to their impact on public safety and amenity including their cumulative impact.
2. 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;
  - 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.
3. 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.
4. 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, and may be refused to avoid a proliferation of advertisements.

# Chapter 13: Promoting Healthy Communities

## STRATEGIC POLICIES

### Policy HC1: Health and Well-being Strategy

#### 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 The *PPG* defines a healthy community as a place that 'supports healthy behaviours and supports reductions in health inequalities'. This is not only restricted to promoting physical and recreational activities, but also includes enabling the creation of healthy living environments for people of all ages which supports social interaction and emotional health and well-being, which are equally important to resilient communities.
- 13.3 It is not however the role of the Local Plan alone to deliver healthy communities. The *NPPF* expects local planning authorities to 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.
- 13.4 Local authorities have a crucial role in delivering sport and physical activity opportunities. Local health and well-being strategies<sup>9</sup> have highlighted physical inactivity as an issue that needs to be tackled. Sport England, through their 'Active Design' policy, promote 10 principles that promote activity, health and stronger communities through the way towns and cities are designed and built. Sport England also have a strategy 'Towards an Active Nation' which sets out their vision to encourage everyone to feel able to engage in sport and physical activity, regardless of age, background or level of ability.
- 13.5 Essex County Council have a statutory duty to 'improve the health of their local populations' and are responsible for public health across the county. 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 and Well-Being Strategy for Essex (2012)* established a strategy for achieving this statutory duty. Basildon Council is one of the partners that has joined up with Active Essex, a publicly funded organisation hosted by Essex County Council, to be part of the '*Active Essex Strategy 2017 – 2021*', which has received national lottery funding to create innovative partnerships to make it easier for people to access sport and physical activity within Essex, therefore improving health and well-being.
- 13.6 At this time, NHS England commissions core GP services. Meanwhile, the Basildon and Brentwood CCG covers Basildon Borough and Brentwood Borough. The CCG is responsible for commissioning other primary and secondary healthcare services needed in this area, and prepares plans for this purpose. It is responsible for ensuring that its commissioning plans link to the *Joint Essex Health and Well-being Strategy*. As an acute service provider Basildon and Thurrock University Hospital has an important role in delivering services required by the CCG, and is therefore essential to the health and well-being of residents in the Borough, and neighbouring areas. There are a range of other providers for GP, community health and mental health services.
- 13.7 Meanwhile, Essex County Council is responsible for social care provision across all Essex Districts and Boroughs. 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.

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<sup>9</sup> Department for Digital, Culture, Media & Sport and Tracey Crouch MP (2015). *Sporting Future: A New Strategy for an Active Nation*

## Evidence Base

- 13.8 The *Linking Planning, Health and Wellbeing Topic Paper* draws together evidence from a range of sources to identify how the Local Plan can most effectively address matters of health and well-being in the Borough. In particular it draws on the *Joint Strategic Needs Assessment* and the *Joint Essex Health and Wellbeing Strategy*, as well as deprivation information in order to identify priorities for health and well-being that should be addressed through the Local Plan. The priorities identified are:
- Deprivation and inequality in health outcomes
  - Low rates of physical activity within the population
  - An ageing population (ageing well)
  - Improving mental health and well-being
  - Reducing the prevalence of adult and child obesity
- 13.9 Whilst it is likely that most people will suffer some form of ill health at some point, the *Linking Planning, Health and Wellbeing Topic Paper* presents evidence which shows that there is a significant link between deprivation, especially employment deprivation, and health outcomes. It is therefore essential in Basildon, where life expectancy for men varies by 10 years between the most deprived and least deprived wards, that access to services and employment are as much a focus for health and well-being as matters which are more traditionally linked to health.
- 13.10 Evidence from studies and research across various urban areas, also shows that access to a good quality environment, with green spaces and places to walk, contributes towards both the physical and mental well-being of people ensuring that they are in the best health to engage in employment, or training which leads to employment. The quality of the physical environment is therefore key to addressing both health outcomes and issues associated with deprivation. However, this would indicate that the Basildon urban area (including Laindon and Pitsea) has a poor quality environment with limited green space and opportunities for walking etc., which is not the case. Whilst there is a need for the quality of some open spaces to be improved to promote increased appeal, use and activity there is an over-supply of open space in Basildon and most areas are of an adequate to good standard. The Basildon urban area also has a good, planned cycle network compared to other areas, albeit there is a need for some links to be improved. Despite this, Basildon has low rates of participation in regular physical activity and one of the lowest rates of cycling to work in Essex. Similarly, rates of walking to work could also be increased. Therefore, whilst the quality of the environment is important to health and well-being, it does not necessarily mean that people will engage in activity, or be less deprived, as there are a more complex range of matters to be addressed. Nonetheless, it cannot but help to remove or reduce the physical barriers to activity.
- 13.11 Obesity is also an issue within the Borough and is linked to poor health outcomes. Whilst physical activity can help to manage obesity, it is important to also create opportunities for people to eat well. The *Hot Food Takeaways Assessment* shows that there is a particular prevalence of takeaways in those parts of the Borough which are more deprived. Takeaway food is typically more calorific than home cooked food and can contribute towards obesity. There is evidence from other parts of England that actions to manage the prevalence of takeaways can contribute towards better health outcomes. Furthermore, opportunities to grow food locally such as in gardens and allotments can also contribute towards better eating, and better health outcomes. There is therefore evidence to suggest existing allotments should be retained and improved, whilst new allotments and gardens should be appropriately incorporated into developments.
- 13.12 Access to services and the right types of accommodation can also enable, or otherwise isolate people. This has implications for their ability to participate in both the community and in employment and training. Poor quality, or the wrong type of accommodation can make people ill, or else see them trapped in their homes. Opportunities to access services meanwhile ensures people can interact with others and get the support they need to thrive. It cannot however be assumed that services, and jobs are accessible if people cannot walk, cycle or get a bus to them, as not everyone, especially in deprived communities, has access to a car. The need for specialist accommodation in accessible locations for older people and disabled adults is especially important, as it will help these groups of people to stay healthy and well for longer.
- 13.13 Whilst there are measures that can be taken to ensure that both existing communities and new development create opportunities for people to live well, there will always be a demand for health

services, and evidence has indicated that an ageing population will continue to give rise to strains on these services into the future. There is therefore a need for the CCG and health service providers to review how they deliver their services to respond to current and emerging patterns of demand, and also new technologies. The Council has been working closely with NHS England, the CCG and Basildon and Thurrock University Hospital in this regard, and has already delivered a new health centre in Wickford via joint working arrangements and is about to commence work on a similar joint project with the hospital to modernise visitor and patient facilities as well as create additional clinical space.

- 13.14 There is also a requirement to consider how need arising from growth can be accommodated within the system. In the first instance, developments will be expected to limit need through the application of good quality design and layout which applies active design principles, as advocated in the *Essex Design Guide*. The Essex Planning Officers Association has prepared *Health Impact Assessment Guidance*, and this will be applied to all appropriate developments to ensure that opportunities to promote good health, and reduce impacts on health services have been incorporated into development. A Health Impact Assessment (HIA) allows for assessment of the development against a number of criteria that are known to influence health and well-being and enable Basildon Council to meet the *NPPF* objectives of creating healthy communities. The use of a HIA, as a material consideration, also enables Basildon Council to ensure that the positives benefits from the proposed development can be maximised whilst any identified negatives are either removed or mitigated against. In addition, a HIA may be required when it is identified through an Environmental Impact Assessment. In this instance, a HIA may be part of an expanded element to human health, as an integrated assessment or be required as a full HIA. The approach should be agreed by the Council early in the preparation of a planning application.
- 13.15 Whilst the Council expects development to minimise health impacts, there will remain a need for additional healthcare provision, and developments will be expected to contribute towards the expansion of services necessary to support growth. This may take the form of new GP hubs, the expansion of existing facilities, or the provision of infrastructure which enables existing facilities to be used more effectively, or for longer. It will be for NHS England and the CCG, in consultation with the service providers, to determine the types of interventions needed in each area to support growth. The Council will continue to work with NHS England and the CCG, and the service providers including Basildon Hospital, to determine the types of interventions needed as early as possible and incorporate these into the Borough's *Infrastructure Delivery Plan*.

## **Policy HC1 Health and Well-being Strategy**

Throughout the plan period, the Council will seek to deliver development and growth which has a positive impact on the health and well-being of residents, and address issues of health deprivation and health inequality in the Borough. In order to achieve this, the Council will:

1. Promote good physical and mental health and healthy lifestyles amongst residents by:
  - a. Ensuring access to high quality open spaces, and opportunities to engage in sport and recreation;
  - b. Providing opportunities for people to walk and cycle, both for recreation purposes, and also as part of their day to day activities; and
  - c. Encouraging residents to grow their own foods, and managing further provision of takeaways within the Borough.
2. Ensure that everybody has the opportunity to participate within the community, and access employment opportunities within the Borough by:
  - a. Ensuring community facilities are of a good quality and are located where they can be accessed by walking, cycling and public transport; and
  - b. Ensuring that the accommodation needs of older people and disabled adults are met, and are met in locations which enable residents to remain active members of the community.
3. Ensure that growth in the Borough is aligned to improvements in the provision of healthcare services by:

- a. Working with NHS England, the Clinical Commissioning Group, the Basildon and Thurrock University Hospital and other providers of healthcare services in the Borough to ensure those organisations have the built facilities they need to deliver their service plans;
  - b. Requiring developers to contribute towards the provision of built facilities, and other improvements to healthcare services alongside their proposals for residential development. Where specified in policies H5 to H22, contributions may be required in-kind upon the development sites. In all other cases, financial contributions towards off-site provision will be secured.
4. Ensure new development is designed and located to promote good health, and avoid sources of harm to health by:
- a. Requiring all developments of 50 homes or more, 1,000m<sup>2</sup> of floorspace or more, or fall within the A5 use class, set out in policy R16, to be accompanied by a Health Impact Assessment prepared in accordance with local guidance;
  - b. Requiring good quality design in new developments, including design which incorporates active design principles; and
  - c. Avoiding development in locations which may cause harm to human health by way of disturbance to the quality of life, or pollution.

## Policy HC2: Strategic Approach to Leisure and Recreation

### Policy Context

- 13.16 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. The *NPPF* 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.
- 13.17 The *NPPF* 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.
- 13.18 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 relevant planning applications affecting playing fields, 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.
- 13.19 At the Essex level, the *Essex Sports Facilities Strategy 2007–2020* identifies a number of significant issues, challenges and opportunities which provide the framework for the strategic planning process for sports facility provision across the County. Its approach to future community sports facility provision focuses on areas that have low participation across all age groups including Basildon Borough, which is also one of the areas that is 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

- 13.20 The Council has regularly updated its evidence base with regard to open space provision, playing pitch provision and indoor sports facilities. Previous updates took place between 2010 and 2012, and have enabled the Council, alone and in conjunction with partners, to plan for and deliver a number of improvements to open spaces, playing pitch provision and sports facilities in the Borough. However, over the course of time circumstances change. For example, the demand for indoor gymnasium facilities has outstripped expectations due to the competitive success of local athletes and the legacy of the London 2012 Olympic and Paralympic games. Furthermore, the number of homes planned for in this Local Plan is greater than that anticipated in 2010-2012. It has therefore been necessary to commission a review of this evidence base, and it is likely to be the case that this need will arise again through the lifetime of the Local Plan.

- 13.21 The most recent work to assess and plan for open spaces, playing pitches and indoor sports facilities has been undertaken at a South Essex level. This has enabled the consideration of cross-boundary movements for sport and recreation to take place, recognising that some facilities, such as Basildon Sporting Village, have a wider than local draw. It has also enabled the consideration of opportunities for joint working and shared facilities to occur. It is these strategies, and the standards that they contain, which will be applicable when developers are seeking to bring forward residential development proposals within the Borough which generate an additional need for open space, playing pitches and indoor sports facilities.
- 13.22 Whilst the Council has consistently planned for and delivered improvements to open space, playing pitch and indoor sports provision within the Borough, the level of uptake of sport and physical activities by local residents has remained 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.
- 13.23 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 the relatively high levels of deprivation in 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. The evidence provided by the *Gardiners Lane South Playing Pitch Relocation Feasibility Assessment*, highlights the opportunity to create three new community sports hubs at Gardiners Lane South, East Basildon and West Basildon, and this will therefore form part of the strategy for targeting investment into this part of the Borough, along with other measures in the Open Space, Playing Pitches and Built Facilities Strategies.
- 13.24 In addition to formally identified open spaces, the wider network of Green Infrastructure in the Borough and beyond provides the opportunity for outdoor recreation such as walking and cycling. PRoW and the cycle network therefore have an important role to play in ensuring the health and well-being of Borough residents. Furthermore, the provision of high quality local opportunities to walk and cycle will help to stop local residents from travelling for such activity, protecting sensitive habitats on the Essex coast from disturbance, and also reducing the need to travel. Ensuring new developments are connected to the PRoW network and the delivery of the *Basildon Cycling Action Plan* are therefore also essential to the Council's approach to leisure and recreation.
- 13.25 Whilst the Council has delivered a number of open space, playing pitch and indoor sport provision projects in recent years, it cannot deliver everything that is needed going forward, and there is a role for communities, sports clubs, governing bodies, private businesses and developers in bringing forward facilities that meet the needs of local people. In some instances, opportunities will arise to bring forward land in the Green Belt for open space/playing pitch use. This will normally be consistent with the requirements of national Green Belt policy where the scale and proliferation of ancillary buildings do not harm the openness of the Green Belt, and consequently it may be possible for the Council to support such proposals. It should however be noted that the Council will normally expect those bringing forward new facilities outside the Council's own programme of works to manage and maintain them using their own resources. This is particularly applicable to those open spaces brought forward by developers to meet the needs of growth arising from their development.

## Policy HC2

### Strategic Approach to Leisure and Recreation

1. The Council will promote active and healthy lifestyles amongst all its residents by promoting, and where necessary delivering alone, or in partnership with others, improvements to leisure and recreation provision in the Borough. During this Local Plan period the Council will:
  - a. Seek improvements to the quality, quantity and accessibility of open spaces in the Borough, with the aim of encouraging recreation in the local area, and preventing additional recreational disturbance to Natura 2000 sites elsewhere in Essex by:

- i. Protecting existing public open spaces, including Country Parks, from development unless a strategy is in place to fully compensate such loss;
  - ii. Bringing the landfill site at Pitsea, or parts thereof, into use as a public open space;
  - iii. Securing new public open space, including Country Park or nature reserve provision, alongside all new housing sites as identified in policies H5 to H20. Where the specific location of open space provision is not identified on the Policies Map, this must be secured within the development in accordance with local standards for open space provision; and
  - iv. Securing open space provision in accordance with local standards on all residential development sites not identified in policies H5 to H20.
- b. Seek improvements to the quality, quantity and sustainability of playing pitch provision in the Borough through the implementation of the *Playing Pitch Strategy*. Where necessary playing pitch provision will be secured on strategic housing sites as identified in policies H5 to H20. All other residential developments will be expected to contribute towards off-site provision in accordance with local standards for playing pitch provision.
  - c. Seek improvements to the quality, quantity and sustainability of indoor sports facilities in the Borough through the implementation of the *Built Facilities Strategy*. Unless on-site provision is specified within a strategic housing site allocation policy (H5 to H20), all residential developments will be expected to contribute towards off-site provision in accordance with local standards for indoor sports provision.
  - d. Seek improvements to the Public Rights of Way and cycle networks through the provision of routes to and through development sites, connecting to the existing networks.
  - e. Support the provision of outdoor sports facilities in the Green Belt where associated built development does not harm the openness of the Green Belt or the purposes on including land within it.
2. Where appropriate, the Council will seek to secure the required provision of public open spaces, Country Parks, playing pitches and indoor sport facilities, PRow and cycle networks, and their ongoing maintenance through planning conditions and/or developer contributions.

## Policy HC3: Strategic Approach to Education, Skills and Learning

### Policy Context

- 13.26 The *NPPF* places great importance on ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. 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 create, expand or alter schools.
- 13.27 At a local level meanwhile, the Council recognises the role good education opportunities at all levels, including at early years, has on ensuring that local people are able to fulfil their potential. This is considered particularly important given the levels of deprivation and the inequalities that exist in the Borough. The Council is therefore committed to improving education opportunities in the Borough in partnership with others as part of its *Corporate Plan* and its priorities.

### Evidence Base

- 13.28 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. This will contribute towards the health and well-being of local residents by helping to reduce employment deprivation. Education facilities includes, but are not limited to nurseries, pre-schools, Essex Child and Well-being Service, children's centres, schools, colleges, libraries, youth facilities and other community learning spaces. The Local 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**

- 13.29 The Borough is currently generally well served by school provision. However, *Commissioning School Places in Essex (2017-2022)* 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 given an outflow of pupils from Basildon. 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 in neighbouring Castle Point 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.
- 13.30 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.
- 13.31 However, the Council has worked closely with the LEA to identify the potential need for school places in the future having regard to the scale of growth set out in this plan, and also the locations of growth. Overall, it is anticipated that there is a need for at least one new secondary school and at least 5 new primary schools, along with extensions to some existing schools. Where appropriate, policies H5 to H20 indicate the need for on-site provision of a school to accommodate growth arising from either that site alone, or the combination of sites in that location. The Council will work collaboratively with developers, LEA and other relevant bodies responsible for faith schools, foundation schools, academies and grammar school annexes to deliver the schools required to support the growth arising from this plan.
- 13.32 Whilst this plan makes some provision for windfall growth, it does not make provision for unplanned growth arising from large scale speculative development proposals. This will need to be considered and planned for on a site by site basis. Where sufficient provision cannot be secured this may affect the acceptability of development.
- 13.33 In relation to both planned and unplanned growth regard should be had to Essex County Council's *Guide to Developer Contributions* in order to determine the level of contribution likely to be sought. Where new school provision is required, the land provided by the developer must also meet the criteria set out in the Guidance including the design and layout of school sites and evidence in the form of a Land Compliance Report.

## **Further and Higher Education**

- 13.34 The availability of A-level and higher education tuition in the Borough is limited, and many students 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 to access 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. However, South Essex College are due to move into Basildon Town Centre by 2020 as part of a wider programme of regeneration. This will improve the accessibility of further education in the Borough, and potentially reduce the need to travel elsewhere. In addition, PROCAT, which offers further and higher education training in advanced technologies, is seeking to expand its provision at its site at the PIPPS Hill Industrial Estate. There are no universities within the Borough, however the University of Essex and Anglia Ruskin Universities have campuses in Southend and Chelmsford respectively, which can be reached from the Borough by private car and public transport.

## **Adult Community Learning**

- 13.35 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. The *Joint Strategic Needs Assessment* shows that 8.8% of the adult population of the Borough had no qualifications as at 2013. 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.

- 13.36 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.
- 13.37 Additionally, there are three day centres for the over 50s in the Borough 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.

### **Early Years and Childcare**

- 13.38 Summer 2017 childcare sufficiency data suggests that there are 230 early years and childcare settings with the Borough at that time. These include sessional pre-schools, nurseries, primary school nurseries, independent schools, out of school clubs and childminders. This does not include parent groups and community run activities within local community buildings.
- 13.39 In addition to early years and childcare provision, the Essex Child and Family Well-being service play an important role within the early years 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.
- 13.40 The LEA has indicated that around 606 additional spaces will be needed to support the level of growth identified in this plan. With demographic changes and the Extended Funding Entitlement offer which was introduced in September 2017 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 as well as other essential services and infrastructure. It may prove necessary to locate new early years and childcare facilities close to major existing and new employment locations, where demand is identified.

### **Youth Services**

- 13.41 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.
- 13.42 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.
- 13.43 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.
- 13.44 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**

- 13.45 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.

- 13.46 There are no proposals in the immediate future for new libraries in the Borough, rather county-wide initiatives, such as Essex Book Festivals are promoted to encourage people to use existing facilities.

### **Policy HC3 Strategic Approach to Education, Skills and Learning**

1. The Council will work with Essex County Council 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 early years and childcare, primary and secondary schools as required to accommodate residential growth;
  - 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. In order to ensure sufficient school place provision to align with growth, new schools will be secured on strategic housing sites as identified in policies H5 to H20. All other residential developments will be expected to contribute towards off-site provision in accordance with Essex-wide standards for education and early years contributions.
4. Where it is not possible to address a deficit in education provision through the on-site provision of a sustainable school and/or early years setting, or through developer contributions towards a feasible scheme for the expansion of an existing school and/or early years setting, planning consent may be refused.

## **ALLOCATION POLICIES**

### **Policy HC4: Community Facilities**

#### **Policy Context**

- 13.47 The *NPPF* emphasises the links between the provision of community facilities in appropriate locations with health, well-being and inclusive communities. Community facilities include local shops, meeting places, sports venues, cultural buildings, public houses and places of worship. Planning policies should ensure an integrated approach to considering the location of community facilities and services alongside housing and economic uses.

#### **Evidence Base**

- 13.48 Community facilities are 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 public, voluntary and community sectors. 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.

- 13.49 The importance of existing leisure, education and health facilities are set out previously. In addition to this there are a more limited number of public performing art venues, galleries and museums within the Borough and also a number of public and privately owned community buildings.
- 13.50 The Council has a portfolio of forty-four community buildings, as shown in 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 most neighbourhoods in Basildon New Town were built.
- 13.51 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.
- 13.52 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 HC4 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.

#### **Policy HC5: Public Open Spaces**

##### **Policy Context**

- 13.53 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.

##### **Evidence Base**

- 13.54 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. 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.
- 13.55 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.
- 13.56 The Council's most recent *Open Space Assessment (2010) and Playing Pitch Strategy Review and*

*Technical Addendum (2011)* considered the quantity, quality and accessibility of open spaces, and playing pitches, in the Borough and advised on the approach that should be taken to each site. In particular it highlighted where open spaces should be retained for leisure and recreation purposes. They also set standards for the quantity, quality and accessibility of open space and playing pitch provision.

- 13.57 As set out in respect of policy HC2, the level of growth now proposed in the Local Plan is greater than that considered in 2010, and consequently both the *Open Space Assessment* and *Playing Pitch Assessment* are subject to review at a South Essex level. However, the projected growth in population is such that open spaces will become more important resources for the future rather than less, and therefore the ongoing protection of those open spaces identified in 2010 remains justified. It will however be necessary to consider the most up to date local *Open Space Strategy/Playing Pitch Strategy* when considering the appropriateness of proposals for the redevelopment of public open spaces, as these will contain the most up to date local standards.

## **Policy HC5 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 open space is replaced with an equivalent or better facility either on-site as part of the new development, or off-site in a suitable location;
  - c. The development would not result in a net loss of open space overall;
  - d. The reconfiguration would achieve enhancements to address identified deficiencies in the capacity, range, quality and accessibility of the open space, informal recreation provision and maintenance; and
  - e. The reconfiguration would not be detrimental to any other active travel, environmental or cultural function performed by the existing open space.

## **Policy HC6: Local Green Spaces**

### **Policy Context**

- 13.58 The *NPPF* introduces the ability for local communities to protect green spaces of local significance by designating them Local Green Spaces in Local Plans and Neighbourhood Plans. This designation would prevent new development being permitted on these spaces unless very special circumstances exist.
- 13.59 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.
- 13.60 Criteria on what areas should be considered suitable for the Local Green Space designation are set out within the *NPPF* and relate to the proximity of the green space to the community it serves, its particular local significance and whether it is local in character.
- 13.61 The *NPPF* states that local policy managing development within Local Green Spaces should be consistent with policy for Green Belts. The 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. The *NPPF* defines very special circumstances in the context of Green Belts as being when the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

## **Evidence Base**

- 13.62 Local people and some Local Councils expressed, during public consultations, the desire to have some of the Borough's green spaces designated as Local Green Spaces in accordance with the *NPPF*. The Council subsequently received and assessed 87 nominations for possible Local Green Space designation.
- 13.63 All the sites put forward were tested against the *NPPF* criteria, having regard to the advice in the *PPG*. As a consequence of this assessment 39 sites were considered to meet the criteria for Local Green Space designation and are listed as Local Green Spaces in Appendix 6 of this plan.
- 13.64 It should be noted that green spaces protected by law, including areas of Common Land, Village Greens, Town Greens, allotment gardens, Sites of Special Scientific Interest, and Local Nature Reserves were excluded from inclusion on the list of Local Green Spaces due to the level of protection already afforded to them.

## **Policy HC6 Local Green Spaces**

Local Green Space designations within the Borough are defined on the Policies Map with the notation HC6, and a schedule of these Local Green Spaces is listed within Appendix 6. Consistent with the *NPPF*, there is a presumption against development on, or the redevelopment of a Local Green Space, unless the development would enhance the use of the Local Green Space for outdoor sport or recreation purposes, or would otherwise improve the quality of the Local Green Space through enhancements to its visual amenity or biodiversity.

## **Policy HC7: Allotment Gardens**

### **Policy Context**

- 13.65 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**

- 13.66 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.
- 13.67 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 strategic housing allocations in H5 to H20 to secure additional provision for the growing population.

## **Policy HC7 Allotment Gardens**

1. The locations of existing allotment gardens are identified on the Policies Map with the notation HC7, and a schedule of these allotment gardens is included in Appendix 5.
2. 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 H5 to H20 will be pursued having regard to other relevant policies set out in this plan.

## **Policy HC8: Playing Fields Associated with Education Facilities**

### **Policy Context**

- 13.68 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.
- 13.69 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.
- 13.70 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**

- 13.71 Playing fields provide the valuable space required to maintain and enhance opportunities for people to take part both in formal team sports, and in other more informal activities. Sport England defines a 'playing field' as the whole of a site which encompasses at least one playing pitch. A 'playing pitch' is defined as a delineated area which, together with any run off area, is of 0.2 hectares or more, and which is used for association football, American football, rugby, cricket, hockey, lacrosse, rounders, baseball, softball, Australian football, Gaelic football, shinty, hurling, polo or cycle polo.
- 13.72 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 HC8 Playing Fields Associated with Education Facilities**

1. Playing fields associated with education establishments are identified on the Policies Map with the notation HC8, and listed within Appendix 5. These will be protected from development, unless for education and sports provision, and opportunities to improve them will be pursued having regard to other relevant policies set out in this plan.
2. Where possible, the Council will work with education establishments to encourage the shared use of playing pitches, indoor sports facilities and other appropriate community spaces outside school

hours.

3. 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.

## **Policy HC9: Private Open Spaces - Conditional Access**

### **Policy Context**

- 13.73 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.
- 13.74 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**

- 13.75 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. 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.
- 13.76 A number of private clubs at Gardiners Lane South currently provide sports based recreational facilities for their members. Policies E5 and H5 anticipate the redevelopment of parts 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, and a *Playing Pitch Relocation Feasibility Assessment* has been undertaken to identify how this will be achieved in accordance with the requirements of Sport England. Any relocation must be carried out in accordance with that assessment, or a replacement document of a similar standard, and 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.
- 13.77 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.

### **Policy HC9**

#### **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 the notation HC9, and listed within Appendix 4.
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. Private open spaces including ancillary facilities, should be replaced with an equivalent or better facility, in a suitable location.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy HC10: New and Enhanced Community Facilities**

#### **Policy Context**

- 13.78 The *NPPF* expects local planning authorities to 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 develop and modernise in a sustainable way and be retained for the benefit of the community.

#### **Evidence Base**

- 13.79 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.
- 13.80 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.
- 13.81 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.
- 13.82 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 HC10**

##### **New and Enhanced Community Facilities**

1. New and enhanced community facilities such as community and cultural centres; premises for sport, leisure and recreation; public open space and managed informal recreation including Country Parks; 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;

- 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 disabled people.
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.
3. Where possible, the council will work with community facility providers to encourage the shared use of facilities to increase out of hours usage.

## **Policy HC11: Loss of Community Facilities and Policy HC12: Loss of Open Space**

### **Policy Context**

- 13.83 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**

- 13.84 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.
- 13.85 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.
- 13.86 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.

- 13.87 For these reasons, the Local 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 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 HC11 Loss of Community Facilities**

1. Proposals resulting in the loss of an existing community facility as identified on the Policies Map with the notation HC11 will only be permitted where:
  - a. The community facility is replaced with an equivalent or better facility, in terms of the quantity and quality of provision, either on-site as part of new development, or off-site in a suitable location;
  - b. 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
  - c. 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 (b) 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.

## **Policy HC12 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; or
  - b. The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss; or
  - c. There are cumulative community benefits identified, the need for which clearly outweighs the loss; or

- d. An assessment shows that the site is no longer required for, or is demonstrably unsuitable for its original intended purpose; or
  - e. There is no viable or reasonably practicable means of restoring or re-using it for an alternative form of open space; and
  - f. 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.

# Chapter 14: Protecting Green Belt Land

## STRATEGIC POLICY

### Policy GB1: Strategic Approach to Green Belt Protection

#### Policy Context

- 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. Although the majority of the Borough's population lives within the urban areas, outside the extent of the Green Belt, the Green Belt is the location of a number of isolated farms, homesteads and unserved settlements as identified in policy SD2.
- 14.3 The existing Green Belt is land which has been identified in previous plans prepared by the Council and its predecessors. It is open land which, when it was defined, was intended to remain open on a permanent basis. In order to prevent inappropriate development within the Green Belt and to ensure its permanence:
- a. there is a strong presumption against planning permission being given for inappropriate development within the Green Belt: permission for such development should not be given except in very special circumstances
  - b. once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan.
- 14.4 In the twentieth century and in the period before the Second World War there was generally no requirement for permission before erecting a new building. The result, particularly around London, was the proliferation of urban sprawl which also applied to South Essex. If the process had continued without restriction, it is possible that the whole of the area would have been developed for housing and associated development.
- 14.5 After the enactment of the *Town and Country Planning Act 1947*, it became necessary to obtain planning permission before erecting a new building. In 1955, Government set out policy for the establishment and maintenance of Green Belts (*Circular 42/55*).
- 14.6 The Minister drew attention to the importance of checking the unrestricted sprawl of the built-up areas, and of safeguarding the surrounding countryside against further encroachment. He said that he was satisfied that the only really effective way of achieving these objectives was by the formal designation of clearly defined Green Belts around the areas concerned.
- 14.7 The purpose of including land in the Green Belt was:
- to check the further growth of a large built-up area;
  - to prevent neighbouring towns from merging into one another; or
  - to preserve the special character of a town.
- 14.8 Planning permission was not to be given, except in very special circumstances, for the construction of new buildings or for the change of use of existing buildings for purposes other than agriculture, sport, cemeteries, institutions standing in extensive grounds, or for other purposes appropriate to a rural area. The Government said that these proposals, if strictly adhered to, should prove most effective and the boundaries of Green Belts were to be defined in development plans.
- 14.9 Later, two new purposes for Green Belts were identified, so that the list of purposes now reads:

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

- 14.10 The openness and permanence of Green Belts has therefore always been a key feature of Green Belt policy. The *NPPF* states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open.
- 14.11 The Government continues to attach great importance to Green Belts and the *NPPF* makes clear that the presumption in favour of sustainable development does not apply in respect of land designated as Green Belt
- 14.12 Whilst this plan has been prepared in accordance with the original *NPPF*, the Council acknowledges that the Neighbourhood Plans currently being prepared for the designated neighbourhood areas will not come forward in the transitional period and will therefore be assessed against the newer version of the *NPPF*. The newer version, maintains the same level of protection for Green Belts but does allow for changes to Green Belt boundaries to be made through Neighbourhood Plans where strategic policies have identified a need for such a change. The Local Plan has justified a need to redefine Green Belt boundaries in response to the existence of exceptional circumstances and has set specific housing requirement figures for each of the neighbourhood areas. Consequently, further changes to the Borough's Green Belt boundaries can and will occur through Neighbourhood Plans.

## Evidence Base

- 14.13 In what is now the Borough of Basildon, the Green Belt were first designated in 1957 in the *County Development Plan*. The extent of the Green Belt was unaltered in the *Approved Review Development Plan (1976)* and the *Approved Structure Plan (1989)*. The 1957, 1976 and 1989 plans were all prepared by Essex County Council. The detailed inner boundary of the Green Belt was defined in the *Billericay Local Plan (1989)* prepared by Basildon Council. There were objections to both plans on the basis that the boundary of the Green Belt had been drawn too narrowly. Those objections were considered by an Inspector at a local inquiry. Following his recommendations, the plans were adopted, as appropriately amended.
- 14.14 Since the plans were adopted there has been significant growth in population within the Borough. This has led to increased pressure for more development in order to provide enough homes and jobs for the population. The objectively assessed need (OAN) for housing and employment land (see policy SD1) is a quantification of that pressure. These circumstances emphasise the importance of the maintenance of the Green Belt – restricting urban sprawl and providing open space for the urban population. It is not possible to accommodate all the OAN within the urban area. Accordingly it is not possible to maintain the existing extent of the Green Belt without an acceptance that some of the OAN will not be met. Conversely, it is not possible to meet the OAN in full without development of land which is currently within the Green Belt. The Council has therefore amended the previous Green Belt boundary to allocate land for development around the Borough's settlements and created a new Green Belt boundary within this plan.
- 14.15 As part of the preparation of the Local Plan, the Council commissioned a *Landscape Character and Green Belt Landscape Capacity Study (2014)* in order 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 (2017)* and sought once again to assess the whole of the Green Belt against the five Green Belt purposes. The findings from these studies helped identify the areas that have been removed from the Green Belt but they also identified which areas and features play an important role in maintaining the openness and permanence of the Borough's Green Belt.
- 14.16 Both the *Landscape Character and Green Belt Landscape Capacity Study* and the *Green Belt Study Review* 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 separation from settlements in the area of adjoining authorities including those in Castle Point to the east.

- 14.17 The distances between settlements are generally small – for example, only 1km between Wickford and Basildon. It is very important accordingly that these key strategic gaps remain in the Green Belt and development within them strongly resisted. 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 into each other. Similarly the gaps between north-east Basildon and south-west Wickford, and between Pitsea, and Thundersley are very important in maintaining the separation of these settlements.
- 14.18 There are many parts of the Green Belt covered by wildlife, historic, or public open space designations which underscore the importance of keeping them permanently open. Although most of these individually are small areas, the Bowers and Vange marshes are an extensive area within the Green Belt to the south east of the Borough which are covered by national and local wildlife designations. There are other areas with a large number of designations which are valued for their scenic beauty, including the Langdon Hills and the wooded hillsides of east of Billericay. The *Landscape Character and Green Belt Landscape Capacity Study* identified qualities across the whole of the Green Belt which needed to be safeguarded including rural and long distance views; historic field patterns; areas of mature woodland and meadows; PRoW; river corridor; open and rural character; public open space; and land giving a sense of separation between settlements. All these qualities of land within the Green Belt need to be protected.
- 14.19 Moreover there is opportunity to enhance the value of much of the Green Belt in the Borough by improving accessibility by the provision of 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.
- 14.20 The *Landscape Character and Green Belt Landscape Capacity Study* and the *Historic Environment Characterisation Assessment Project (2011)* also found that the Borough has a well-preserved historic landscape character, containing a rich resource of historic features of high sensitivity. There are field patterns of Anglo-Saxon or Medieval origin which remain intact and a number of historic churches and other listed buildings dispersed throughout the open components of the landscape. There are two Conservation Areas within the Green Belt, namely Little Burstead and Great Burstead, each recognised in the *Conservation Area Character Appraisals (2011)* for their historical and architectural interest.
- 14.21 Finally, the Green Belt in its entirety plays an important role in encouraging regeneration within existing urban areas The Council wishes to encourage development within the urban area, using where possible redundant greenfield sites and previously developed land.

## **Policy GB1**

### **Strategic Approach to Green Belt Protection**

1. The Council will continue to protect the permanence and openness of land designated as Green Belt. Development within the Green Belt will only be permitted in very special circumstances, if it is not inappropriate development, or if it is in accordance with an adopted Neighbourhood Plan.
2. Development that is not inappropriate in the Green Belt is defined within the *NPPF*. Development that is not inappropriate as defined in the *NPPF* will be subject to consideration against policies GB3 to GB11 of this Local Plan to ensure that harm to the Green Belt is minimised.
3. Policy SD4 does not apply to land within the Green Belt.
4. 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 (provided that it is appropriate development as defined in the *NPPF*).

## ALLOCATION POLICY

### Policy GB2: Green Belt Extent

#### Policy Context

- 14.22 The *NPPF* states that local planning authorities with Green Belts in their area should establish Green Belt boundaries in their Local Plans which set the framework for Green Belt and settlement policy. Once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. At that time, authorities should consider the Green Belt boundaries having regard to their intended permanence in the long term, so that they should be capable of enduring beyond the plan period.
- 14.23 When drawing up or reviewing Green Belt boundaries, the *NPPF* expects local planning authorities to take account of the need to promote sustainable patterns of development. They should consider the consequences for sustainable development of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary. The *NPPF* also sets out criteria that local planning authorities should meet when defining boundaries.
- 14.24 As set out above, the *NPPF* makes clear that the presumption in favour of sustainable development does not apply in respect of land designated as Green Belt.

#### Evidence Base

- 14.25 The extent of the existing Green Belt and, in particular its inner boundary, was determined in the *Billericay Local Plan (1989)* following careful examination of all the relevant matters. It was considered that the Green Belt as defined fulfilled the purposes of the Green Belt as contained in Government policy. In accordance with the appropriate guidance, it was intended that the defined boundary should be permanent. With some exceptions, inappropriate development within the Green Belt has not been permitted.
- 14.26 Although all the land within the Green Belt was considered to fulfil the purposes of the Green Belt, it was not necessarily the case that each piece of land contributed to each of the purposes of the Green Belt or that each piece, although by definition important, was of equal importance.
- 14.27 In the preparation of this Local Plan, the *Green Belt Study Review* 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 which fulfilled all or most of the purposes of the Green Belt and which it was clearly important should be kept open on a permanent basis. These areas included the area containing Norsey Woods and Mill Meadows SSSIs to the east of Billericay, the area surrounding Noak Hill and to the north-west 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 Borough). There were however other areas within the Green Belt which it considered did not contribute as fully to the purposes of the Green Belt. This does not mean that they may not form important parts of the Green Belt. Nonetheless if there is to be any modification of the boundary of the Green Belt to accommodate future development needs, it is these areas that need to be considered as potentially providing scope for change.
- 14.28 The Council considers that it is important that the Local Plan identifies land which can be developed in order to meet [a substantial part of] the OAN for land for housing and employment. It is not realistically possible both to meet the OAN and to maintain Green Belt boundaries as they are. The precise effects of not providing additional land for new homes and for jobs are not easy to predict, but it is likely that the quality of life of those living in the Borough and surrounding areas will suffer. It is considered that the extent of this need was not foreseeable when the boundaries of the Green Belt were originally fixed. In these circumstances and in the light of the pressing need, it is considered that, on balance, exceptional circumstances do exist to justify some modification of the boundary of the Green Belt.
- 14.29 Accordingly, and in the light of the *Green Belt Study Review*, the Local Plan proposes that there should be some modification of the boundary of the Green Belt. The Local Plan retains 6,551ha of land as Green Belt which it considers should continue to be protected for Green Belt purposes.

Exceptionally it proposes that 399ha be removed from the Green Belt. The extent of the Green Belt as set out in this Local Plan is 59% of the land area of the Borough, a reduction of 4%. It should be noted that in the event that a Neighbourhood Area revises its Green Belt boundaries through a Neighbourhood Plan, these figures will be adjusted. This will be reported through the Authority Monitoring Report.

## **Policy GB2 Green Belt Extent**

The extent of the Green Belt is defined on the Policies Map.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy GB3: New Development in the Green Belt**

#### **Policy Context**

- 14.30 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 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.
- 14.31 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 within 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 GB3 New Development in the Green Belt**

Where very special circumstances have been demonstrated, and development is exceptionally permitted within the Green Belt, the Council will seek to remove permitted development rights for any further works to, and within the curtilage of, the proposed development where it is likely that further development would cause harm to the openness of the Green Belt.

### **Policy GB4: Green Belt Residential Infill Development**

#### **Policy Context**

- 14.32 The *NPPF* states that the construction of new buildings in the Green Belt is inappropriate but identifies, as exceptions, several circumstances where new buildings will not be considered as inappropriate development within the Green Belt. In particular, is the limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.
- 14.33 The identification of development of this kind not being considered as inappropriate was a change in policy, introduced by way of the *NPPF*. The effect of this is that some development is now considered not inappropriate which would have been considered as inappropriate at the time that the *Basildon District Local Plan* was adopted in 1998.

## Evidence Base

- 14.34 As a consequence of the change to national Green Belt policy permitting limited infilling, it has been necessary to review the Borough's Green Belt to determine the extent to which such infilling could take place and whether specific development management policies are needed to limit its impact. A review of the Green Belt and the potential for infill development was therefore undertaken as part of the *Green Belt Infill Topic Paper (2017)* to consider the potential for infilling to occur, which could in combination, give rise to adverse impacts on the openness of the Green Belt. It also sought to identify whether any criteria should be applied to identify sites which may be appropriately infilled and limit harm to the Green Belt. The *Green Belt Infill Topic Paper* identified that there is potential for localised Green Belt infill within the Borough, much of which would be possible in existing areas of established Plotland. It considered that if infill was to be realised, and still accord with the *NPPF*, it would need to be subject to a strict development management policy to ensure that the land could remain in the Green Belt.
- 14.35 Whilst the Green Belt already contains residential development, character is not uniform, but tends to be more semi-rural in nature, compared to that of the main towns and serviced settlements. Consequently, it is necessary to ensure that any new infill development within the Green Belt is designed and located in such a way as to limit harm on the Green Belt's openness and purposes, as well as any prevailing local character. Having regard to the mix of current development within the Green Belt, it is considered that where infill development is otherwise acceptable in principle, it will normally only be acceptable if the new structures are of a smaller scale. Infill dwellings therefore designed as either bungalows, chalets or other low-height structures are expected to typify the predominant form new infill development should take. Given the semi-rural locations of existing residential areas in the Green Belt, residential plots themselves are normally larger than what you would see in the Borough's main towns and villages. The size of the plots means that dwellings can often be set back from the boundaries of the site and this helps provide a sense of openness, which is important given the Green Belt location. Replicating such form with new infill development should therefore help ensure that the scale, setting and character of any new buildings continues to be managed appropriately to its Green Belt setting.
- 14.36 Some infill sites, which could meet the *NPPF* definition are however larger in area and it may be argued that they could be subdivided. Doing so however, whilst also ensuring the openness and purposes of the Green Belt can be maintained is likely to be difficult. The sub-division of infill sites would normally only be acceptable at a density that respects the existing pattern of development and providing the resulting subdivided plots meet all the criteria within the policy.
- 14.37 Infill development will also be expected to be well landscaped to minimise impact on the openness of the Green Belt through appropriate greening and screening. Infill development that would result in the removal of significant tree cover, regardless of whether Tree Preservation Orders (TPOs) are in place will not be supported. It will also need to demonstrate compliance with other relevant policies in this plan which could otherwise affect the principle of development including the site's flood risk status, drainage role or nature conservation value.
- 14.38 A review of the Green Belt's infill potential, through the *Green Belt Infill Topic Paper*, has identified that existing Green Belt residential locations, predominantly in the Borough's remaining Plotland settlements, have the potential to provide approximately 145 new individual building plots in the future, when applying the policy criteria. However this estimate includes opportunities for infill development in the Hovefields and Honiley Neighbourhood Area within the Fairmead Plotland area which is accessed directly from the A127. This access is not considered safe or sustainable and, as a result, infill development will not be permitted in the Hovefields and Honiley Neighbourhood Area under this policy. As such, this policy has the potential to deliver approximately 135 new dwellings only.
- 14.39 Any potential infill site must have appropriate and safe access to the public road network, or benefit from an internal road network that connects to it. In order to be appropriate for development, infill plots should face onto the public road, or internal road network to ensure appropriate access, but should not face onto, and should be screened from any part of the Primary Route Network (PRM) in order to ensure that the site maintains its Green Belt setting.
- 14.40 In striking the balance for Green Belt infill, it will be necessary to remove any permitted development rights from new development permitted under this policy, which will ensure the scale of infill development within the Green Belt can continue to be managed without an adverse effect

on the openness or purposes of including land in the Green Belt.

## **Policy GB4 Green Belt Residential Infill Development**

1. Limited residential infilling within the Green Belt will exceptionally be permitted where it does not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development. This policy applies to all areas within the Green Belt with the exception of the designated Hovefields and Honiley Neighbourhood Area. In order to be exceptionally permitted such infill development must meet all of the following criteria:
  - a. The proposed development plot must be located between existing dwellings on an existing road frontage, or on a corner plot. The development however should not front and directly access onto the Borough's primary route network;
  - b. The plot size must have a frontage which is of a similar average width as surrounding residential development; The dwelling(s) must be low-rise in height, such as bungalows and chalets, which harmonise with the building heights predominant in the area;
  - c. The dwelling(s) must be set within the site, and must have circulation space around it comparable to adjoining properties;
  - d. The dwelling(s) must be constructed on a similar building line (formed by the front main walls of existing dwellings) and be of a similar scale, form and proportion to those adjacent;
  - e. The dwelling(s) must reflect the materials, design features and architectural style predominant in the area;
  - f. The development of the site must not involve the removal of significant existing tree coverage;
  - g. The development must incorporate appropriate boundary treatments and soft landscaping; and
  - h. Subdivision of plots may occur where the resulting plots would meet criteria a-g of this policy.
2. Where development proposals are permitted as infill development within the Green Belt, the Council will seek to remove the permitted development rights to, or within the curtilage of the new development in order to ensure that extensions, alterations and ancillary buildings would not result in the development causing harm to the character or the openness of the Green Belt.

## **Policy GB5: Extensions and Alterations to Buildings in the Green Belt and Policy GB6: Replacement Buildings in the Green Belt**

### **Policy Context**

- 14.41 Whilst the *NPPF* requires local planning authorities to regard the construction of new buildings as inappropriate in the 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 it 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
  - the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), subject to meeting certain criteria.
- 14.42 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 and cannot meet the criteria within GB4, it may not be appropriate to replace the building with another.

## Evidence Base

- 14.43 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.
- 14.44 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.
- 14.45 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.
- 14.46 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 35m<sup>2</sup> or to 90m<sup>2</sup> over and above the original dwelling whichever was the greater, as well as other stipulating criteria.
- 14.47 In line with the *NPPF*, the Council will consider proposals for extensions and replacements to buildings within the Green Belt where they do not result in disproportionate additions over and above the size of the original building, taking into account floorspace, mass and volume increase. 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.
- 14.48 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.
- 14.49 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.
- 14.50 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 by 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.
- 14.51 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 GB3 or GB4.

## **Policy GB5**

### **Extensions and Alterations to Buildings in the Green Belt**

1. Extensions and alterations<sup>10</sup> to a building will not be permitted where they result in disproportionate additions over and above the size of the original building, either individually or cumulatively, in line with the *NPPF*, unless it can be demonstrated that very special circumstances exist that require additional provision. 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>11</sup>, together with any previous extensions, alterations and outbuildings would not result in disproportionate additions over and above the size of the original building, taking into account floorspace, mass and volume and 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 are 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. The Council will seek to remove relevant permitted development rights where it is likely that further development would cause harm to the character or the openness of the Green Belt.

## **Policy GB6**

### **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>12</sup> of the replacement building would not result in a disproportionate increase 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, unless it can be demonstrated that very special circumstances exist that require additional provision;
  - 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;

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<sup>10</sup> *Extensions to a building include porches, conservatories, attached garages and rooms in the roof. Rooms in a roof includes an alteration or extension to the roof and 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. Extensions and alterations does not include basements where the basement would not exceed the footprint of the original dwelling, it is located entirely underground, not visible externally and is not artificially raised above natural ground level.*

<sup>11</sup> *Floorspace calculations are based on external dimensions*

<sup>12</sup> *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*

- 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 seek to remove relevant permitted development rights where it is likely that further development would cause harm to the openness of the Green Belt.

## **Policy GB7: Change of Use of Buildings and Land in the Green Belt**

### **Policy Context**

- 14.52 The *NPPF* allows for the partial or complete redevelopment of previously developed land within the Green Belt, whether redundant or in continuing use (excluding temporary buildings), subject to meeting certain criteria.
- 14.53 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. The following exceptions to this would be applicable for Green Belt locations:
- 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.
- 14.54 The *NPPF* 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**

- 14.55 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. The conversion of buildings that require substantial rebuilding, in order to make them suitable for re-use, will not be permitted.
- 14.56 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 GB7 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

- d. alterations and extensions that would change its existing form and character;
  - e. There will be no detrimental impact on the area's character and it is not visually intrusive within the wider landscape;
  - f. 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
  - g. It will not result in unacceptable generation of traffic, or excessive noise or air pollution, or other forms of disturbances.
2. The Council will seek to remove relevant permitted development rights where it is likely that further development or changes to land use would cause harm to the character or the openness of the Green Belt.

## **Policy GB8: Ancillary Buildings and Structures in the Green Belt**

### **Policy Context**

- 14.57 The *NPPF* does not make specific reference to ancillary buildings with regards to development within the Green Belt. However, it does list 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**

- 14.58 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.
- 14.59 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 existing 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.
- 14.60 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.
- 14.61 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.
- 14.62 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. 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.
- 14.63 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 continue to happen in the future.

- 14.64 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 GB8 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 the proposals are consistent with the advice in the *NPPF* and can 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 are 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 a disproportionate increase 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 unless it can be demonstrated that very special circumstances exist that require additional provision.
2. The Council will seek to remove relevant permitted development rights when determining a proposal where it is likely that further development would cause harm to the openness of the Green Belt.
3. Proposals which do not meet criteria 1(a) will be classed as new development and determined against policy GB3 or GB4.
4. Extensions or alterations to existing ancillary buildings will be determined against policy GB5 and replacement ancillary buildings will be determined against policy GB6.

## **Policy GB9: Extensions to Residential and other Curtilages, and Boundary Treatments in the Green Belt**

### **Policy Context**

- 14.65 The *NPPF* states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. It identifies one of the purposes for including land within the Green Belt as being to assist in safeguarding the countryside from encroachment.
- 14.66 In terms of good design, the *NPPF* makes clear that planning policies and decisions should aim to ensure that development establish a strong sense of place, responds to local character and history, creates safe and accessible environments and is visually attractive as a result of good architecture and appropriate landscaping.
- 14.67 The *NPPF* enables local planning authorities to refuse permission 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

- 14.68 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.
- 14.69 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.
- 14.70 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 GB9

### Extensions to Residential and other Curtilages, and 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.
3. The Council will seek to remove relevant permitted development rights where it is likely that further development would cause harm to the character or the openness of the Green Belt.

## Policy GB10: Agricultural Worker Dwellings in the Green Belt

### Policy Context

- 14.71 Whilst local planning authorities are expected to regard the construction of new buildings as inappropriate in the Green Belt, the *NPPF* allows exceptions to this which includes buildings for agriculture and forestry. 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

- 14.72 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.

- 14.73 The availability of alternative accommodation in the vicinity or nearby settlements will also be a factor in determining applications, this includes the consideration of permitting residential infilling within the Green Belt in line with policy GB4. 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.
- 14.74 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.
- 14.75 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.
- 14.76 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 remove the permitted development rights in respect of agricultural buildings within that area.

## **Policy GB10**

### **Agricultural worker dwellings in the Green Belt**

1. Planning permission will not normally be granted for new dwellings in the Green Belt unless it meets any of the exceptions set out in the *NPPF*. 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.

## **Policy GB11: Positive Uses of Land in the Green Belt**

### **Policy Context**

14.77 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**

14.78 The *Landscape Character and Green Belt Landscape Capacity Study Volume Two (2014)* which supports the *Green Belt Study Review* assessed the landscape sensitivity of the Borough's Green Belt and identified special qualities to be safeguarded through policy.

14.79 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 PRoW 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.

14.80 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.

14.81 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 GB11 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 is compliant with all other relevant policies of this plan and 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.

# Chapter 15: Meeting the Challenge of Climate Change and Flooding

## STRATEGIC POLICIES

### Policy CC1: Responding to Climate Change

#### Policy Context

- 15.1 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.
- 15.2 The *NPPF* requires planning policies 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 the Local 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 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 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. Research by the Building Research Establishment (BRE) concluded that the most cost effective way of reducing the energy consumption of new buildings (by approximately 10%) lies in improving building fabric and services i.e. in improving the energy efficiency of new buildings.

- 15.8 The same research by BRE also showed that the greatest lifetime reduction in CO<sub>2</sub> emissions is achieved through the implementation of renewable energy sources i.e. by increasing the amount of energy being produced from renewable sources within the Borough. This approach saves 4.2 times more CO<sub>2</sub> emissions than energy efficiency alone. 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 500m<sup>2</sup> 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. BRE recommends that a fabric first approach should be taken with energy efficiency savings of 10% achieved in the first instance through improvements to the building fabric and services, accompanied by a further 10% reduction in energy use through the implementation of renewable energy technologies.
- 15.9 Further opportunities to increase renewable energy generation within the Borough have also 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 (CHP) plants, solar photovoltaics and micro-generation. In relation to CHP, and other forms of energy generated from waste, consideration has been given as to how this could be secured in a sustainable and deliverable way within Basildon Borough. The *Renewable Energy Options Topic Paper (2017)* concludes that the Borough's strength as an employment location makes it suitable for the application of Eco-Industrial Park (EcoIP) principles<sup>13</sup> within its existing A127 Enterprise Corridor, where many waste facilities and manufacturers are already clustered. This approach closes the economic cycle, reduces the cost and impacts of transporting waste and enables delivery in stages aligned with investment. Policy CC7 sets out the criteria that will be considered when locating renewable energy generating infrastructure.
- 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 the Local 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.

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<sup>13</sup> United Nations Industrial Development Organisation <https://www.unido.org>

## **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 the Borough 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 arising from the potential of 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 to adopt managed retreat by making greater 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)(2011)* 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 the 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 (2012)* 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 the 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 (2015)* 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 also reduce energy consumption, the approach focuses on improving the thermal efficiency of buildings, and on natural cooling methods.

## Policy CC1 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 T3 and T4;
  - 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;
  - e. Seeking the reduction of CO<sub>2</sub> emissions from buildings through the use of a “fabric first” approach and through 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 500m<sup>2</sup> or more, or one or more residential units, to incorporate the fabric first approach and 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 should be employed as an alternative approach; and
  - f. Supporting and promoting the implementation of Eco-Industrial Park (EcoIP) principles within the A127 Enterprise Corridor.
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.

## Policy CC2: Flood Risk and Drainage Management

### Policy Context

- 15.18 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 *SFRA* 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>14</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 the 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

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<sup>14</sup> Designated by the Flood and Water Management Act 2010

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 nationally and locally valued for their nature conservation. There is also a waste landfill site and civic amenity site in this area that is allocated in the 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 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 the future, 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 in Castle Point, 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. Proposals which provide for, or integrate flood defence schemes to manage risk arising from fluvial flood risk, should take into account the Environment Agency's *Flood Risk Management Plan (FRMP)* for the area concerned to ensure that flood risk is not increased elsewhere on the river. A partnership approach to flood defence projects will normally be advocated by DEFRA. However, where a scheme is required predominantly to protect a new development from flood risk, it is expected that the developer will provide the funding.
- 15.24 Pluvial flooding in combination with other sources of flood risk, poses the greatest risk to people and property within the 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 the 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 the 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 the Borough in order to ensure that SuDS are effective in addressing the local flood risk issues.

## **Policy CC2 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 the Borough, 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 all areas identified as flood risk zone 3b, including the existing network of washlands, 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 the 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 the *National Standards for SuDS*, and also the principles and local standards arising from the *Essex SuDS Design Guidance* as set out in Appendix 7;
  - c. Expect developers to fund in full flood defence and/or mitigations schemes predominantly required to make a new development acceptable in planning terms; and
  - d. 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.

## **ALLOCATION POLICY**

### **Policy CC3: Washlands**

#### **Policy Context**

- 15.27 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 CC3 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.

## DEVELOPMENT MANAGEMENT POLICIES

### Policy CC4: Managing Flood Risk in New Development

#### Policy Context

- 15.30 The *NPPF* sets out the approach that should be taken to determining applications for development in areas where flood risk is a consideration. Development should not be permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. 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. Vulnerability classifications are set out in the PPG, and should be considered in respect of both the Sequential and Exception Tests.
- 15.31 The *NPPF* 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 and 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. The test must be informed by a site specific FRA and an SFRA where one has been prepared.
- 15.32 The site specific FRA 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 the 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 documents 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 experiences 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 Standards for SuDS*, and the principles and local standards set out in the *Essex SuDS Design Guidance (2014)*. The principles and local standards are included at Appendix 7. 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 CC4 Managing Flood Risk in New Development

1. All relevant development proposals must be accompanied by a technically robust flood risk assessment, prepared in accordance with the requirements of the Environment Agency and the Lead Local Flood Authority.

2. 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 exceptions 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.
3. 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.
4. Where a development proposal for a site is 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.
5. 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 Standards for SuDS*, and the principles and local standards for SuDS design set out at Appendix 7, and incorporated into the development to offer multi-functional benefits. 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.
6. 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.
7. Where the depth of flooding from any source during a 1 in 1,000 year event plus climate change is predicted to be 0.6m or less, or the building is intended for residential or some other form of more vulnerable use, 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.
8. Where the depth of flooding from any source during a 1 in 1,000 year event plus climate change is predicted to be greater than 0.6m, and the proposed use is less vulnerable to flood risk, any buildings must be designed and constructed to be flood resistant to 0.6m consistent with criterion 7 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.

## Policies CC5 and CC6: Sustainable Buildings

### Policy Context

- 15.39 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 Local Plans should 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 relevant Government policy and nationally described standards. Nationally described standards for sustainable development were previously set out in the *Code for Sustainable Homes* which have now been 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, the *NPPF* expects consideration to be given to local requirements for decentralised energy supply. However, such requirements have to be feasible or viable. It 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 The *NPPF* expects Local Plans to 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 former Code for Sustainable Homes should be adopted within planning policies. Part G of the *Building Regulations* however 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.

## **Policy CC5 Sustainable Buildings - New Builds**

1. All new development proposals will be required to satisfy the following criteria, unless the developer can robustly demonstrate why this is not technically or financially viable:
  - a. New 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 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, measures encompassed as part of the fabric first approach 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.
  - c. 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.
  - d. Space should be made available within the site to enable segregated waste storage for waste arising from the proposed use of the development;
  - e. 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;
  - f. 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;
  - g. 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; and
  - h. 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;
2. Where new national standards exceed those set out above, the national standards will take precedence.

## **Policy CC6**

### **Sustainable Buildings - Extensions, Alterations and Conversions**

1. All new extensions, alterations and conversions will be required to satisfy the following criteria, unless the developer can robustly demonstrate 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; and
  - e. 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.
2. Applicants are encouraged to consider whether opportunities exist to make improvements to the energy and water efficiency of the existing building, use of the fabric first approach and use of decentralised energy sources alongside the construction works required to deliver the proposed extension or alteration.

3. Where new national standards exceed those set out above, the national standards will take precedence.

## **Policy CC7: Renewable Energy Infrastructure**

### **Policy Context**

- 15.54 The *NPPF* is clear that Local Plans should support the delivery of renewable and low carbon energy and associated infrastructure. Plans should include a positive strategy to promote energy from renewable and low carbon energy development and identify 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.
- 15.55 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**

- 15.56 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.
- 15.57 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.
- 15.58 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*.
- 15.59 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 as detailed below.

### **Wind Turbines**

- 15.60 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.
- 15.61 Proposals for wind turbines may however still result in harm to the landscape or significant features within the landscape, ecology or historic assets, the openness of the Green Belt, and can cause noise pollution, depending on their exact location and scale. Proposals will therefore need to be considered against all relevant policies.

### **Combined Heat and Power Plants (CHP)**

- 15.62 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.
- 15.63 There are currently three potential anchor loads identified by the Department of Energy and Climate Change (DECC) located within the Borough at Ford Dunton, Basildon and Thurrock University

Hospital's Nethermayne site and in the A127 Enterprise Corridor along Cranes Farm Road. These locations have been identified as producing considerable heat to be successfully served by CHP plants. Eco-Industrial Park (EIP) principles would enable the successful provision of variable scale CHP provision within the Borough's existing employment areas along the A127 Enterprise Corridor, close to sources of heat which would have wider sustainability and economic benefits.

- 15.64 Proposals for CHP plants may give rise to harm to the landscape or significant features within the landscape, ecology or historic assets, the openness and purpose of including land within the Green Belt, and may result in pollution or otherwise cause harm to local communities and infrastructure capacity, depending on their location and scale. Proposals will therefore need to be considered against all relevant policies.

### ***Solar Photovoltaic (PV) Panels***

- 15.65 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.
- 15.66 Proposals for solar farms may however result in harm to the landscape or significant features within the landscape, ecology or historic assets, or the openness or purpose of including land within the Green Belt, depending on their location and scale. Proposals will therefore need to be considered against all relevant policies.

### ***Microgeneration***

- 15.67 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 impacts of proposals will need to be considered to ensure they comply with all relevant policies, as there is the potential for harm to the built and/or historic environment, the landscape and residential amenity, depending on the type and location of the proposal.

## **Policy CC7 Renewable Energy Infrastructure**

1. Proposals for renewable and low carbon energy schemes, including schemes which apply Eco-Industrial Park (EIP) principles, will be positively considered provided they are in a sustainable and accessible location and comply with all other relevant policies within this plan.
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. Where a CHP plant would not be located within or adjacent the A127 Enterprise Corridor, evidence must be provided indicating that the intended anchor load is committed to the scheme and will make effective use of the heat resource.

## Chapter 16: 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 natural, semi-natural and planned green and blue spaces habitats and corridors. 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 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 blue and green corridors and/or PRoW, 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 (SSSI), Local Nature Reserves (LNR), as well as non-statutory areas such as Ancient Woodland. In addition, special regard will be given to sites of a more local importance, such as Local Wildlife Sites (LoWS) 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 the Local 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 is 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, waterbodies, allotments, etc. It also extends to include elements of the wider countryside such as the PRoW network, hedgerows, watercourses, highway verges and the strategic landscape. In most parts of the Borough, green infrastructure extends into the urban areas and is part of our town centres and neighbourhoods in the form of local amenity and public spaces 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 The *NPPF* sets out how sustainable development involves contributing to the protection and enhancement of the built, natural and historic environment, as well as supporting healthy communities. 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.
- 16.8 In order to move away from a net loss of biodiversity towards achieving the gains expected by the *NPPF*, local planning authorities should plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure. It expects particular regard

to be had to those sites which sit higher on the nature conservation hierarchy. Of the greatest importance are Ramsar and Natura 2000 sites (Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). Whilst the closest of these (Benfleet and Southend Marshes SPA, and the Crouch and Roach Estuary SPA), sit outside the Borough, the Habitat Regulations Assessment which was prepared to accompany this plan identifies the potential for population growth in the Borough to have residual impacts on these coastal sites, as a consequence of recreation arising from population growth. The majority of Essex authorities are therefore working together to prepare a Recreation Avoidance and Mitigation Strategy (RAMS) to identify how the cumulative residual impacts of Local Plans across Essex can be addressed for all of the Essex coast Natura 2000 sites.

- 16.9 In planning for green infrastructure, the *NPPF* recognises that some open land can perform many functions such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production. The *NPPF* is also clear that planning policies should protect and enhance PRoW 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 Borough is split between the Thames and the Anglian River Basin Districts. The *Thames River Basin Management Plan (2015)*, and the *Anglian River Basin Management Plan (2015)* have been prepared by the Environment Agency to deliver the requirements of the *EU Water Framework Directive*, and also other relevant water related directives including the *Shellfish Waters Directive*, the *Bathing Waters Directive*, the *Urban Waste Water Treatment Directive* and the *Habitats Directive* in relation to the water dependent Natura 2000 sites for the rivers and other water bodies within Basildon Borough and surrounding areas.
- 16.12 Currently, key water bodies in, or near to the Borough including the lower Thames Estuary, the Upper Crouch, the Crouch, the River Wid and the Crouch Estuary are all at less than 'good ecological status', thus are deemed to be failing their environmental targets. In order to meet the requirements of the *Water Framework Directive*, these water bodies need to achieve 'Good Ecological Potential' and 'Good Chemical' Status by 2027. The River Basin Management Plans contain action plans for achieving these objectives which requires local planning authorities to ensure that new development does not cause further deterioration in water quality, and contributes towards improving water quality by delivering improvements to green infrastructure and biodiversity throughout the Borough.
- 16.13 The Greater Thames Marshes Nature Improvement Area, which covers 50,000ha of land in South Essex, North Kent and Greater London, includes the 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.
- 16.14 The initial targets of the Nature Improvement Area's 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 aims 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.
- 16.15 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'. Actions have been taken to deliver elements of the *South Essex Green Grid Strategy* throughout South Essex since its conception such as the expansion of recreation and nature education facilities at Wat Tyler Country Park in Pitsea and the creation of the RSPB's Bowers Marsh Nature Reserve. Subsequently, there is a need for this strategy to be reviewed to reflect both these

positive changes, and any changes arising from development patterns or changes to pressures on green infrastructure in the meantime. This will be achieved through ongoing joint working across South Essex, and will seek to incorporate a wider area for the first time, including those parts of Basildon Borough and Rochford District, to the north, which fell outside the original strategy area.

- 16.16 Meanwhile, at a more local level Essex Wildlife Trust and local wildlife organisations and groups have pursued local programmes of green infrastructure improvements. The most significant of these is Essex Wildlife Trust's Living Landscape programme which seeks to take a landscape-led approach to planning for Green Infrastructure, land use and management. There are several Living Landscape areas within the Borough, and those which extend across its boundaries.

## Evidence Base

- 16.17 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 area 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 features offering key views at Langdon Hills.
- 16.18 Other studies such as the *Historic Environment Characterisation Project*, 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 the Borough around the Thames marshlands, the escarpments and ridges of Langdon Hills, east Billericay and Doeshill, Wickford.
- 16.19 The *Open Space Assessments* also cover the whole Borough, and identify existing networks of green spaces and corridors that are used for informal recreation, habitats and transport. 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. It is essential that this occurs alongside new development proposals in order to ensure that recreational impacts arising from population growth are directed towards green spaces that have low levels of ecological sensitivity. This will ensure that ecologically sensitive sites within the Borough, and Natura 2000 sites nearby in Castle Point and Rochford areas are protected from recreational pressures arising from an increased population.
- 16.20 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 the Local Plan, or the cumulative growth arising from plans across South Essex do not place unmanaged pressure on these areas.
- 16.21 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.
- 16.22 As well as the amenity and biodiversity benefits green infrastructure provides, green infrastructure can also help reduce the impact from 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 CO<sub>2</sub> and other pollutants in the air. Whilst there are currently no declared Air Quality Management Areas (AQMAS) within the Borough increased levels of traffic congestion around main highway interchanges may give rise to increased Nitric Oxide (NO<sub>x</sub>) levels which can be harmful to health, but which can also be ameliorated through tree planting and the retention of trees.
- 16.23 Historically, blue spaces such as washlands have played an important role in managing flood risk

in the existing urban areas of the Borough. It is important that blue spaces are also incorporated into new developments to minimize flood risk and support appropriate sustainable drainage going forward. Flooding arising from surface water runoff and the insufficient capacity of the local drainage network is a significant source of flooding in the Borough. The *Strategic Flood Risk Assessment* advises how there is a particular need to ensure that future development incorporates sustainable drainage systems (SuDS) to adequately manage surface water runoff and does not reduce the ability of the existing drainage network and washlands system to perform its function.

## **Policy NE1 Green Infrastructure Strategy**

1. The Council will work with partners to prepare and deliver a Recreation Avoidance and Mitigation Strategy (RAMS) for the Essex Coast Natura 2000 sites, ensuring that recreational activities resulting from the population growth arising in this plan, and the plans of other nearby authorities, is managed and mitigated in such a way as to avoid harm to these important nature conservation designations.
2. The Council will work with partners to prepare and deliver a review of the South Essex Green Grid Strategy in order to ensure that it continues to deliver projects which protect ecologically sensitive sites from harm and deliver improved recreational opportunities for residents, building on existing networks of open spaces and green linkages. As part of this review the Council will seek the expansion of the strategy into the northern part of the Borough, and will also integrate, where possible, projects arising from the Nature Improvement Area, the Essex Wildlife Trust's Living Landscapes programme, and other locally-led schemes.
3. In delivering green infrastructure projects, and when considering applications for development, the Council will work with partners and developers to:
  - a. Protect areas of ecological sensitivity from development and recreational pressures, by locating development away from such locations having regard to the hierarchy of designations, securing the on-site provision of green infrastructure for recreational activity, and seeking contributions towards the delivery of the Essex Coast RAMS. All new housing and employment allocations should also secure strategic landscaping that incorporates space for biodiversity, including new habitat creation;
  - b. Recognise the importance of country parks, Local Wildlife Sites, and PRoW as key features of the Borough's green infrastructure, and ensuring they are protected and enhanced where possible;
  - c. Secure a net increase in biodiversity across the Borough's area with a focus on priority habitats and priority species;
  - d. Encourage the preservation and enhancement of landscape and landscape features;
  - e. Provide green infrastructure which ensures buffering and enhancement of watercourses in order to bring their ecological and chemical status in line with the objectives of the Water Framework Directive;
  - f. Secure the provision of green infrastructure alongside development across all sites to achieve a reduction in pollution to air, water and soil;
  - g. 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
  - h. Seek the provision of blue and green infrastructure which is multi-functional 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.

## **ALLOCATION POLICIES**

### **Policy NE2: Country Parks**

#### **Policy Context**

- 16.24 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 Borough including Queens Country Park, Wick Country Park and the Wat Tyler Country Park.

- 16.25 The *NPPF* expects the planning system to contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes. Local Plans should identify and map local ecological networks, including the hierarchy of international, national and locally designated sites of importance.

### **Evidence Base**

- 16.26 The *Landscape Character and Green Belt Landscape Capacity Study Volume One (2014)* 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.
- 16.27 The *Open Space Assessment Part I (2010)* 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. However, it is important that the development and use of the country parks as a recreational resource does not come into conflict with their other role as a place for nature conservation and as such specific planning and land management practices are needed.

### **Policy NE2 Country Parks**

1. Existing country parks, as identified on the Policies Map, will be retained and opportunities to enhance them as a recreational resource (both formal and informal active recreation) and connect them effectively to the Public Right of Way network will be supported where they will not cause harm by way of:
  - a. Direct or indirect disturbance of areas of biodiversity significance within or adjacent to the country park; or
  - b. Severance of biodiversity corridors within the country park, or linking the country park to the wider network of habitats; or
  - c. Urbanisation of the country park.
2. Development proposals which do not enhance a country park as a recreational or educational resource will not normally be supported.

### **Policy NE3: Local Wildlife Sites**

#### **Policy Context**

- 16.28 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 through planning policy.

#### **Evidence Base**

- 16.29 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.
- 16.30 Local Wildlife Sites in the Borough can be negatively affected by actions such as development, poor agricultural practices, inappropriate management, road-widening, and recreational activities. If this occurs it can affect their wildlife value and the contribution they make to biodiversity, landscapes and the natural environment.
- 16.31 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 NE3**

#### **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 8.
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, including proposals for recreational uses, which would result in harm to a Local Wildlife Site will be considered against the requirements of policy NE4.

## **DEVELOPMENT MANAGEMENT POLICIES**

### **Policy NE4: Development Impacts on Ecology and Biodiversity**

#### **Policy Context**

- 16.32 Planning policies should promote the preservation, restoration and re-creation of priority habitats and ecological networks and minimise the impacts on biodiversity. Plans should distinguish between the hierarchy of international, national and local designation and the level of protection afforded to them should be commensurate to their status. Planning permission should be refused for development where significant harm cannot be avoided, adequately mitigated or as a last resort compensated for.
- 16.33 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*.
- 16.34 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**

- 16.35 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 as harm to these sites should normally be avoided, consistent with the *NPPF*. The Habitat Regulations Assessment prepared to accompany the Local Plan identified a potential for population growth arising from the Borough, in combination with that arising elsewhere in Essex, to have a cumulative impact on Natura 2000 sites through increased recreational pressure. Whilst on-site green infrastructure provision can offset some of this pressure, the coast will nonetheless be a draw to visitors as it provides an environment which cannot be replicated elsewhere. There is therefore a need for development in the Borough to contribute towards the *Essex Coast Recreation Avoidance and Mitigation Strategy (RAMS)* to ensure these recreation pressures are appropriately avoided or mitigated.
- 16.36 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. Regard should be had to Natural England's standing advice when proposing development within proximity of a recognised biodiversity asset in order to ensure that appropriate measures, commensurate to the importance of the asset are taken to avoid, mitigate, manage or otherwise compensate for harm are taken within the development proposal.

- 16.37 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.
- 16.38 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 NE4 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 direct 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 be refused unless it can be shown that there is an overriding public interest which necessitates that development occurring in that location.
3. Proposals resulting in indirect adverse impacts on sites with these designations, such as recreational disturbance, must be fully mitigated through a combination of on-site measures such as the provision of suitable alternative natural green space within the development site, and a financial contribution towards the measures set out in the *Essex Coast Recreation Avoidance and Mitigation Strategy (RAMS)*. A management scheme must be put in place to ensure the on-going maintenance of any on-site mitigation measures.
4. 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. It must be demonstrated that there is a need for the development proposed and 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 priority 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.

5. 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.

## Policy NE5: Development Impacts on Landscape and Landscape Features

### Policy Context

- 16.39 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. Planning policies should consider the connections between people and places, and the integration of new development into the natural, built and historic environment. The relationship between development and the landscape should therefore be addressed when decisions are made on planning applications.
- 16.40 The *NPPF* also expects the protection and enhancement of valued landscapes in order to contribute to, and enhance the natural and local environment.

### Evidence Base

- 16.41 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.
- 16.42 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.
- 16.43 In order to ensure that landscape character is a consideration in the location, design and layout of development proposals within the Borough, a *Landscape Character Assessment*, which forms part of the *Landscape Character and Green Belt Landscape Capacity Study* was undertaken in 2014. This provides a clear steer as to the nature and extent of development that may be appropriate outside the main urban areas of the Borough, and should be used as a starting point when preparing detailed development proposals in these locations.
- 16.44 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 NE5**

### **Development Impacts on Landscape and Landscape Features**

The landscape character and local distinctiveness of the Borough shall be protected, conserved and, where possible, enhanced. Proposals for development shall take into account the local distinctiveness and the sensitivity to change of the distinctive landscape character area as set out in the Borough's *Landscape Character and Greenbelt Landscape Capacity Study (2014)*, or any subsequent review. Development will be permitted provided that it protects, conserves and, where possible, enhances:

- a. The landscape character and local distinctiveness of the area including its historical, biodiversity and cultural character, its landscape features, its scenic quality, its condition and its tranquillity;
- b. The distinctive setting of, and relationship between, settlement and buildings and the landscape including important views, landmarks and the degree of openness;
- c. The nature conservation value of the area including the composition, pattern and extent of woodland, forests, trees, field boundaries, vegetation and other features;
- d. The recreational value of the landscape;
- e. The special qualities of rivers, waterways, wetlands and their surroundings and
- f. The topography of the area including sensitive skylines, hillsides and geological features.

## **Policy NE6: Pollution Control and Residential Amenity**

### **Policy Context**

- 16.45 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.
- 16.46 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 soil, air, water or noise pollution.
- 16.47 It 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.
- 16.48 The *NPPF* also 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.
- 16.49 With regard to noise, 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. While in terms of light pollution the *NPPF* states that planning policies should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.
- 16.50 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. Meanwhile, the Environment Agency advises that it may be appropriate to restrict new sensitive development (e.g. residential or offices) within 250m of certain permitted activities, such as combustion operations, incinerators, composting operations, anaerobic plants, existing landfill operations and intensive pig and poultry installations to avoid exposure to excess levels of noise, odour, dust and pests.

## **Evidence Base**

### ***Air pollution***

- 16.51 The *Environment Act 1995* gives local authorities the responsibility to periodically review and assess local air quality and where air quality objectives are unlikely to be achieved, to designate Air Quality Management Areas (AQMA). Subsequently the local authority develops action plans aimed at reducing air pollution. As a result of the review and assessment process, three pollutants have been identified as potential threats to air quality in the Borough. They are Nitrogen Dioxide, Particulate Matter (PM<sub>10</sub>), Dust and Sulphur Dioxide (SO<sub>2</sub>). There are no AQMAs designated in the Borough, and 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 therefore from traffic emissions, particularly along major routes and at key junctions. The *UK Air Quality Plan* identifies a stretch of the A127 where modelling indicates that EU Limit Values for Nitrogen Dioxide emissions are at risk of being exceeded up until 2023. Ongoing primary data collection is therefore underway to assess the extent of this harm. As the type and location of new development will influence traffic generation and the pattern and volume of vehicular movement, impact on the potential for EU Limit Values to be exceeded, the Council will look to locate new development, particularly those expected to generate a large number of vehicle journeys, to the most accessible locations encouraging alternative travel by active and sustainable travel modes. 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. Developers will be expected to contribute towards accessibility and junction capacity improvements as detailed in chapter 9.
- 16.52 Increasing risks 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***

- 16.53 Noise can constitute a statutory nuisance and is subject to the provisions of the *Environmental Protection Act 1990* and other relevant law.
- 16.54 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 permitted development occurs incrementally over time as granted by the *Town and Country Planning (General Permitted Development Order 1995* (as amended), as the Borough grows, and as proposals, such as those for Gardiners Lane South (site allocations H5 and E5), are progressed bringing employment and residential uses into closer proximity through careful planning and design.

### ***Water pollution***

- 16.55 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 Sustainable Drainage Systems (SUDS) are secured as part of new development proposals in order to minimise impacts on water quality.

### ***Light pollution***

- 16.56 The *Landscape Character and Greenbelt Landscape Capacity Study* 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 well-being.

### **Residential amenity**

16.57 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 NE6 Pollution Control and Residential Amenity**

1. All development proposals must be located and designed in such a manner as to not 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 and office development, and other forms of development which may be sensitive to excessive exposure to noise, light, odour, heat, dust or vibrations, 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. Such sensitive uses will not normally be permitted within 250m of uses such as, but not limited to, combustion operations, incinerators, composting operations, anaerobic plants, existing landfill operations, and intensive pig and poultry installations.
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 the movement of construction traffic, and placing requirements on applicants to submit further proposal details will be implemented in order to ensure impacts on the environment and residential amenity are kept within acceptable limits and where possible reduced both during construction and during ongoing use and occupation.

## **Policy NE7: Development on Contaminated Land**

### **Policy Context**

16.58 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 contaminated land and the pollution of controlled waters the Environment Agency recommends that consideration is given to their guidance on *Groundwater Protection: Principles and Practice (GP3)*, the *Model Procedures for the Management of Land Contamination (CLR11)* and *Guiding Principles for Land Contamination*.

16.59 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.

- 16.60 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.
- 16.61 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 a planning application where contaminated land is evident.

## **Evidence Base**

- 16.62 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 NE7**

### **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.

## **Policy NE8: Ensuring Health and Safety in Development**

### **Policy Context**

- 16.63 As stated in the *NPPF* planning policies and decisions should 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.
- 16.64 The *NPPF* 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***

- 16.65 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*.
- 16.66 In addition, within the Borough there are also underground High Pressure Gas Mains, and a Liquid Fuel Transportation Pipeline.
- 16.67 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.
- 16.68 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***

- 16.69 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.
- 16.70 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 NE8**

### **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.

## **Policy NE9: Development of Agricultural Land**

### **Policy Context**

- 16.71 The *NPPF* requires local planning authorities to consider the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be used in preference to that of higher quality.

## Evidence Base

- 16.72 Agricultural land is an important natural resource which is vital to sustainable development. The Agricultural Land Classification System was introduced in 1966 and it provides a framework for classifying land according to the extent to which its physical or chemical characteristics impose long-term limitations on agricultural use. Agricultural land is classified into grades 1 to 5 with grade 3 being sub-divided into two further subgrades, 3a and 3b. Agricultural land that is classified as grades 1, 2 or 3a is considered to be the best and most versatile, with grades 3b, 4 and 5 of moderate to poor quality.
- 16.73 Natural England's *Agricultural Land Classification Map* for the Eastern region shows that there is a small area of land to the south within the Borough that is grade 4, whereas the rest of the land is grade 3. However, it does not provide information relating to the subgrades 3a and 3b.
- 16.74 Natural England expect regard should be had the DEFRA's standing advice entitled *Construction Code of Practice for the Sustainable Use of Soils on Construction Sites* when considering development proposals on agricultural land within the Borough.

## Policy NE 9 Development of Agricultural Land

Development of the best and most versatile agricultural land shall be avoided, unless it can be demonstrated to be the most sustainable choice from reasonable alternatives. Where it cannot be avoided, standing advice from Natural England shall be applied.

# Chapter 17: Conserving and Enhancing the Historic Environment

## STRATEGIC POLICY

### Policy HE1: Strategy for Conserving and Enhancing the Historic Environment

#### Policy Context

- 17.1 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 non-designated assets identified by the local planning authority, including those on a local list.
- 17.4 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 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;
  - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
  - 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, the *NPPF* expects local planning authorities to weigh the harm it will cause against the public benefits of the proposal. 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 non-designated local 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 127 Listed Buildings<sup>15</sup> and three Scheduled Monuments<sup>16</sup>. Local designations comprise of four Conservation Areas<sup>17</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 relevant *Conservation Area Appraisals and Management Plans* that have been prepared for each Conservation Area. There are a large number of sites of archaeological interest within the Borough which are identified in the *Essex Historic Environment Record*. They are considered to be a finite resource and the *Basildon Borough 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 faced with varying sensitivities to change due to their character, context and potential for further archaeological deposits. These landscapes are identified in the *Basildon Borough Historic Environment Characterisation Project* and the *Basildon Borough Landscape Character and Green Belt Landscape Capacity Study*.
- 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

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<sup>15</sup> *Planning (Listed Buildings and Conservation Areas) Act 1990*

<sup>16</sup> *Protected by the Ancient Monuments and Archaeological Areas Act 1979*

<sup>17</sup> *Protected by the Planning (Listed Buildings and Conservation Areas) Act 1990*

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 latest local *Heritage At Risk Register (HARR)*.
- 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 HE1 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 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.

## **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>18</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 any further needs, the local planning authority has the power to

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<sup>18</sup> *Planning (Listed Buildings and Conservations Area) Act 1990*

designate outside the Local Plan process.

- 17.21 When determining planning applications that affect a heritage asset (including Conservation Areas), 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.

## 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* which is a material planning consideration.

## Policy HE2 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*.

## Policy HE3: Listed Buildings

### Policy Context

- 17.26 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, grade I and II\* registered parks or gardens would be exceptional and should still be resisted.
- 17.27 When determining planning applications that affect a heritage asset, such as a Listed Building, 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

- 17.30 127 Listed Buildings<sup>19</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 the Borough's only 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 a development proposal to repair, renovate, alter and extend a Listed Building if it compliments 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,

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<sup>19</sup> As of 31 March 2017

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 of 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 HE3 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. Be supported by a Historic Building Survey carried out in accordance with Historic England guidelines, which 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.

### **Policy HE4: Scheduled Monuments and Archaeology**

#### **Policy Context**

17.34 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, local planning authorities should 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 Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should also 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 their 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. 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 the site of the former Basildon Hall, in West Thorpe, Basildon. The third is the multi-period 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 the former 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 the 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 artefacts 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 Medieval and Post-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 *Basildon Borough 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 the Local 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 HE4 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 impacted upon by development, 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.

#### **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, 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 HE5

### 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.

# Chapter 18: Implementation

## STRATEGIC POLICY

### Policy IMP1: Implementation Strategy

#### Policy Context

- 18.1 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 to plan positively for the provision of development and infrastructure required in the area in accordance with the objectives, principles and policies of the *NPPF*. To ensure that there is a reasonable prospect that planned infrastructure is deliverable, local planning authorities should assess district-wide development costs as part of the plan preparation stage. For this reason, infrastructure and development policies should be included in the Local Plan.
- 18.2 The *NPPF* is clear that pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the costs of any requirements likely to be applied to development, such as requirements for affordable housing provision, standards, infrastructure contributions or other requirements, should be set at a level that would not undermine the deliverability of development.
- 18.3 Local planning authorities are expected to set out what contributions would be required from development to make the development acceptable within their plans. Such contributions would be sought in the form of planning obligations, of which Community Infrastructure Levy is one such form.

#### Evidence Base

- 18.4 An *Infrastructure Delivery Plan (IDP)(2018)* has been prepared to accompany the Local 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 Local Plan. It 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 Local 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* 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. The CIL is expected to raise a proportion of the infrastructure costs estimated within the *IDP*. There is however an infrastructure funding deficit which will need to be addressed if the scale of growth in the Local 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 SELEP, 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 infrastructure 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 the Local 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 with more complex requirements.

- 18.7 The *HELAA* shows that there are some development sites identified within the Local 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 an 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 development that 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. Furthermore, it may involve itself in direct delivery of development where it is in the Council's commercial interest to do so. The Council has its own housebuilding company called Sempra Homes in this regard.
- 18.8 Some of the sites in the *HELAA*, and indeed some of the allocations in the Local Plan, are less complex. The preparation of development briefs or masterplans in relation to these sites would be excessive in terms of bringing them forward. However, the financial risks associated with development may still hinder these sites in coming forward. There is therefore the potential for the Council to use its authority to grant Permission in Principle to de-risk brownfield sites on the Brownfield Register, and less complex allocations in the Local Plan, enabling them to be delivered sooner.

## **Policy IMP1 Implementation Strategy**

1. The successful implementation of the Local 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. Additionally, where appropriate, the Council may engage in direct delivery.
4. For less complex sites, both allocated and within the urban area, the Council will investigate the potential of permitting 'Permission in Principle' where it has the potential to de-risk sites, and bring forward development.
5. 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.

## DEVELOPMENT MANAGEMENT POLICIES

### Policy IMP2: Use of Planning Obligations

#### Policy Context

- 18.9 The *NPPF* set out the Government's policy on planning obligations and is clear that planning conditions are preferable to planning obligations. Local planning authorities should only seek planning obligations where they meet all of the following tests:
- necessary to make the development acceptable in planning terms;
  - directly related to the development; and
  - fairly and reasonably related in scale and kind to the development.
- 18.10 These tests are set out as statutory tests in the *Community Infrastructure Levy Regulations 2010 (as amended)* and as policy tests in the *NPPF*. The planning obligations section of the *PPG* also provides guidance on the use of planning obligations and repeats earlier advice that planning obligations should mitigate the impact of unacceptable development.
- 18.11 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/or 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 planning authorities should ensure that the combined total impact of such requests do not threaten the viability of the site and scale of development identified in the development plan.

#### Evidence Base

- 18.12 In terms of identifying the requirements for obligations the Council will use the information and evidence in the *Infrastructure Delivery Plan* for 2018 and any subsequent updated version of the plan. This will be backed up by consultation and discussions with service providers at the time applications are made. Information was provided by the major infrastructure providers such as Essex County Council for education (including early years childcare) and highways, the local Clinical Commissioning Group/Community Health Partnerships/NHS England for health, Anglian Water, the Environment Agency and the Lead Local Flood Authority for flood protection and water management.
- 18.13 The *Whole Plan Viability Assessment* has determined that the majority of development within the Borough is viable, taking into account policy requirements including affordable housing, and also the requirement for Section 106 Agreements to be provided on most sites. However, it is recognised that planning obligation requirements, if excessive can affect the viability of development, and therefore some flexibility will need to be shown by the Council where it is demonstrated that the cumulative effects of a number of planning obligations affect the viability of development proposals.

- 18.14 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 in 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 H26.
- 18.15 Policy IMP2 focuses solely on the use of planning obligations in the form of Section 106 Agreements and Sections 38 and 278 Highways Agreements. Planning obligations will not be secured to be used to deliver specific infrastructure projects that are identified on the Community Infrastructure Levy Regulation 123 List as they will be paid for by the developer through the Community Infrastructure Levy.

## **Policy IMP2 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 where it is not possible to secure it through the Community Infrastructure Levy or a planning condition, subject to an obligation 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, the following:
  - 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 the 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 consideration to the proportion of affordable housing required, having regard to policy H26, 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.

## Policy IMP3: Phasing of Development

### Policy Context

- 18.16 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, such as conditions or agreements, if they are considered necessary to make development acceptable in planning terms. 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

- 18.17 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.
- 18.18 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.
- 18.19 Most proposals for housing development will be required to provide a proportion of affordable housing alongside market housing in accordance with policy H26. 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 IMP3 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 H26 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.

## **Policy IMP4: Piecemeal Development**

### **Policy Context**

- 18.20 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. The *NPPF* is clear that the efficient use of land is expected. In an area such as Basildon Borough 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**

- 18.21 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, each development 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.
- 18.22 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 IMP4 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.

## Glossary

Relevant Abbreviation	Term	Definition
-	Affordable Housing	<p>Social rented, affordable rented and intermediate housing and Starter Homes, 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 <i>Housing and Regeneration Act 2008</i>), 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>Starter homes are new dwellings available to first time buyers between the ages of 23 and 40 years of age. Starter homes are to be sold at a discount of at least 20% of the market value and always for less than £250,000 outside of Greater London (and £450,000 in Greater London).</p> <p>The <i>National Planning Policy Framework</i> 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	<p>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.</p>
-	Ancient woodland	<p>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.</p>

AMR	Annual Monitoring Report/Authority's Monitoring Report	<p>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.</p> <p>Section 35 of the <i>Planning and Compulsory Purchase Act 2004 (as amended)</i> 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 <i>the Localism Act 2011</i> it was known as an Annual Monitoring Report, or AMR.</p>
-	Areas of Special Reserve	<p>The <i>Basildon District Local Plan 1998</i> 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.</p>
-	Biodiversity	<p>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.</p>
BAP	Biodiversity Action Plan	<p>A strategy prepared for the local area aimed at conserving biological diversity.</p>
-	Brownfield land	<p>Land that has been developed previously.</p>
BLR	Brownfield Land Register	<p>Brownfield Land Registers are a statutory requirement and are designed to provide up-to-date and consistent information on sites that local authorities consider to be appropriate for residential development having regard to the criteria set out in <a href="#"><i>Regulation 4 of the Town and Country Planning (Brownfield Land Register) Regulations 2017</i></a>.</p>
-	Building Regulations	<p><i>Building Regulations</i> 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.</p>
-	Carbon sink	<p>A carbon sink is anything that absorbs more carbon than it releases.</p>
-	Climate Change	<p>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.</p>

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.
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 well-being 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 <i>Planning (Listed Buildings and Conservation Areas) Act 1990</i> .
-	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	The building or completion by persons working with or for individuals or associations of individuals of houses to be occupied as homes by those individuals. This does not include the building of a house on a plot acquired from a person who also builds the house wholly or mainly to plans or specifications decided by the builder/seller, not the future occupier.
-	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 former name of 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.
-	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 <i>Localism Act 2011</i> , and amends the <i>Planning and Compulsory Purchase Act 2004</i> . 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.
EcoIP	Eco Industrial Park	An Eco-Industrial Park (also known as a Resource Recovery Park) is an industrial park in which businesses cooperate with each other and with the local community in an attempt to reduce waste and pollution, efficiently share resources (such as information, materials, water, energy, infrastructure, and natural resources), and help achieve sustainable development, with the intention of increasing economic gains and improving environmental quality.
-	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.
	Fabric First Approach	The Fabric First approach to energy efficiency means getting the building to do the work by incorporating energy efficiency into the build envelope first rather than using renewable energy technology (e.g. ventilation strategy, heating system).
-	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:  check the unrestricted sprawl of large built up areas  prevent neighbouring towns from merging  safeguard the countryside from encroachment  preserve the setting and special character of historic towns

-	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 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	<i>European Directive 92/43/EEC (the Habitats Directive)</i> 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	A property let to 3 or more tenants who form 2 or more households who share a kitchen, bathroom or toilet. This includes a house converted to flats or bedsits which are not wholly self-contained.

HELAA	Housing and Employment Land Availability Assessment	The <i>National Planning Policy Framework (NPPF)</i> and <i>Planning Practice Guidance (PPG)</i> 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 <i>Listed Buildings and Conservation Areas Act 1991</i> .
-	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 <i>Town and Country Planning Act 1990</i> ) that grants planning permission for a specific development proposal or classes of development.
LDD	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 <i>Localism Act</i> 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).
-	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.
MHCLG	Ministry for Housing, Communities and Local Government	Responsible for planning and housing within central government.
-	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 <i>NPPF</i> is a material consideration in the preparation of development plans 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 <i>Birds Directive</i> adopted in 1979. At the heart of both these Directives is the creation of a network of sites called Natura 2000. The <i>Birds Directive</i> requires the establishment of Special Protection Areas (SPAs) for birds. The <i>Habitats Directive</i> 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 <i>Localism Act (2011)</i> to allow local communities to 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 <i>NPPF</i> 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 <i>Town and Country Planning Act 1990</i> ) 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 <i>Planning Act 2008</i> process (as amended by the <i>Localism Act 2011</i> ), 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 <i>Town and Country Planning Act 1990</i> to mitigate the impacts of a development proposal.
PPG	Planning Policy Guidance	Provides details to support the effective implementation of the <i>National Planning Policy Framework</i> .
-	Plotlands	Thirteen Green Belt settlements in the 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.
-	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 Rights 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.
-	Rural Enterprise Sites	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 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.
-	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 <i>Town &amp; Country Planning Act</i> ) 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	The building or completion by persons working with or for individuals or associations of individuals of houses to be occupied as homes by those individuals. This does not include the building of a house on a plot acquired from a person who also builds the house wholly or mainly to plans or specifications decided by the builder/seller, not the future occupier.
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 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 <i>Habitats Directive</i> . They provide increased protection to Special a variety of animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.
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 ' <i>Birds Directive 1979</i> '.
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 <i>Environmental Assessment of Plans and Programmes Regulations 2004</i> ) 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.
-	Strategic Open Space	This is a new, strategic focus for open space provision and investment in areas of identified deficiencies. This strategic approach to open space will help maximise the potential of open spaces to contribute to a more inclusive and sustainable future.
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 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 <i>Town and Country Planning (Use Classes) Order 1987</i> 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>The <b>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>The B use classes 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>The C use classes include:</p> <p>C1 Hotels - Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).</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 D use classes 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 Sui Generis 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, 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.</p>
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-	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 Agricultural Land Classifications Topic Paper	Basildon Borough Council	2017
Archaeological Assets and Impact Assessment for Potential Growth Locations within Basildon Borough	Place Services	2016
Basildon Borough Air Quality Topic Paper	Basildon Borough Council	2017
Basildon Borough Ecological Surveys	LUC	2016
Basildon Borough Ecology Surveys - Additional Sites	LUC	2016
Basildon Borough Ecology Surveys - Additional Sites	LUC	2017
Basildon Borough Economic Development Topic Paper (Working Draft)	Basildon Borough Council	2018
Basildon Borough Employment Land & Premises Study (ELPS)	Atkins	2013
Basildon Borough Flood Risk Sequential Test for the Basildon Borough Draft Local Plan	Basildon Borough Council	2015
Basildon Borough Gardiners Lane South Playing Pitch Relocation Study	RQA Ltd and BAQUS	2017
Basildon Borough Green Belt Infill Policy Topic Paper	Basildon Borough Council	2017
Basildon Borough Green Belt Study	Basildon Borough Council	2013
Basildon Borough Green Belt Study Review	Basildon Borough Council	2015
Basildon Borough Green Belt Study Review	Basildon Borough Council	2017
Basildon Borough Green Belt Topic Paper	Basildon Borough Council	2017
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 Local Needs Accommodation Assessment	Opinion Research Services	2018
Basildon Borough Gypsy, Traveller and Travelling Showpeople Site Provision Study (BBSPP)	Peter Brett Associates	2015
Basildon Borough Gypsy, Traveller and Travelling Showpeople Site Provision Study	Peter Brett Associates	2015
Basildon Borough Gypsy, Traveller and Travelling Showpeople Site Provision Study	Peter Brett Associates	2018
Basildon Borough High Level Development Frameworks – East Basildon Development Framework	Pell Frischmann	2017
Basildon Borough High Level Development Frameworks - Gardiners Lane Development Framework	Pell Frischmann	2017

Basildon Borough High Level Development Frameworks - Hovefields and Honiley High Level Site Evaluation	Pell Frischmann	2018
Basildon Borough High Level Development Frameworks - South West Billericay Development Framework	Pell Frischmann	2017
Basildon Borough Historic Environment Characterisation Project	Essex County Council	2011
Basildon Borough Hot Food Takeaway Assessment	Basildon Borough Council	2015
Basildon Borough Hotel Futures Study	Hotel Solutions	2016
Basildon Borough Housing and Economic Land Availability Assessment Review 2018	Basildon Borough Council and Peter Brett Associates	2018
Basildon Borough Housing Options Topic Paper	Basildon Borough Council	2018
Basildon Borough Housing Supply Windfall Report	Basildon Borough Council	2017
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 Linking Planning, Health and Wellbeing	Basildon Borough Council	2017
Basildon Borough Local Centres Review	Basildon Borough Council	2013
Basildon Borough Local Centres Review (2015 Update)	Basildon Borough Council	2015
Basildon Borough Local Green Spaces Report	Basildon Borough Council	2017
Basildon Borough Local Plan Authority Monitoring Report 2016 – 2017	Basildon Borough Council	2017
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 Options for Meeting Hotel Needs	Basildon Borough Council	2016
Basildon Borough Local Plan - Sustainable Accessibility Appraisal	Essex Highways	2017
Basildon Borough Open Space Assessment Gap Analysis	Basildon Borough Council	2015
Basildon Borough Outline Landscape Appraisals of Potential Strategic Development Sites	The Landscape Partnership	2017
Basildon Borough Parking Capacity and Intervention Study	JMP Consultants Ltd	2017
Basildon Borough Part 1 – Publication Local Plan Transport and Highways Impact Assessment	Essex Highways	2018

Basildon Borough Part 2 – Publication Local Plan Transport and Highways Impact Assessment	Essex Highways	2018
Basildon Borough Part 2 Addendum – Publication Local Plan Transport and Highways Impact Assessment	Essex Highways	2018
Basildon Borough Playing Pitch Study	RQA Ltd	2005
Basildon Borough Playing Pitch Study Technical Addendum	RQA Ltd	2011
Basildon Borough Plotland Study	Basildon Borough Council	2015
Basildon Borough Plotland Study - June 2017 Update	Basildon Borough Council	2017
Basildon Borough Plotland Topic Paper	Basildon Borough Council	2017
Basildon Borough Serviced Settlement Review	Basildon Borough Council	2017
Basildon Borough Shopping Frontage Review and Changes to Town Centre Boundaries	Basildon Borough Council	2015
Basildon Borough Specialist Accommodation Site Selection	Basildon Borough Council	2017
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 Review of the Clustering of Betting Offices	Basildon Borough Council	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
Communications Infrastructure Report	Ofcom	2012
Essex Coast Landscape Character Assessment	Essex County Council	2005
Essex County Council Grow-On Space Feasibility Study	SQW Ltd and BBP Regeneration	2016
Essex County Council Heritage At Risk Register (HARR)	Essex County Council	2013

Essex Gypsy, Traveller and Travelling Showpeople Local Needs Accommodation Assessment (ELNAA)	Essex Local Authorities	2018
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
Historic Environment Assessment of Frith Wood, Billericay	Place Services	2018
Living Landscape Project	Royal Society of Wildlife Trusts	2010
South Essex Economic Development Needs Assessment	GVA	2017
South Essex Strategic Housing Market Assessment (SHMA)	Turley Associates and Edge Analytics	2016
South Essex Strategic Housing Market Assessment Addendum Report	Turley Associates and Edge Analytics	2017
South Essex Strategic Retail Study	Peter Brett Associates	2017
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 Dunton Area Landscape Corridor Design Options - Local Plan Green Infrastructure	Place Services	2017
The Marmot Review	Michael Marmot	2010
The Medical Management of Problem Gamblers	British Medical Journal	2010
Town Centre Masterplan Residential Audit	Basildon Borough Council	2018

## 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
Basildon Borough Community Strategy 2012-2036	Basildon Renaissance Partnership	2013
Basildon Borough Contaminated Land Strategy	Basildon Borough Council	2013
Basildon Borough Corporate Plan 2017-2021	Basildon Borough Council	2017
Basildon Borough Cycling Action Plan	Essex Highways	2017

Basildon Borough Draft Housing Strategy 2017-2022	Basildon Borough Council	2017
Basildon Borough Draft Local Plan	Basildon Borough Council	2016
Basildon Borough Economic Development Strategy	Basildon Borough Council	2014
Basildon Borough Economic Development Policy	Basildon Borough Council	2017
Basildon Borough Infrastructure Delivery Plan (IDP)	Basildon Borough Council	2018
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	2018
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 2017-2022	Essex County Council	2017
Cycling Delivery Plan 2014	Department for Transport	2014
Designing Gypsy and Traveller Sites - Good Practice Guide	Department for Communities and Local Government (DCLG)	2008
Digital Communications Infrastructure Strategy	Department for Culture, Media and Sport	2015
Dunton Garden Suburb Consultation Document	Basildon Borough Council and Brentwood Borough Council	2015
Dunton Garden Suburb Statement of Consultation	Basildon Borough Council and Brentwood Borough Council	2015
Economic Plan for Essex	Essex County Council	2014
Essex Adult Social Care Market Position Statement	Essex County Council	2012
Essex and Southend-on-Sea Waste Local Plan	Essex County Council and Southend-on-Sea Borough Council	2017
Essex Cycling Strategy	Essex County Council	2016
Essex Design Guide	Place Services	2018

Essex Economic Growth Strategy	Essex County Council	2012
Independent Living for Adults with Disabilities Position Statements	Essex County Council	2016
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 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
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 Planning Policy Framework (NPPF)	Ministry for Housing, Communities and Local Government (MHCLG)	2018
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	2012

	Communities and Local Government (DCLG)	
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 East Local Enterprise Partnership (SELEP) Strategic Economic Plan	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
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: List of Strategic Housing Allocations

Policy Number	Name of Allocation	Housing Number
H5	Land West of Gardiners Lane South, Basildon	790
H6	Land North of Dry Street, Basildon	725
H7	Land North and South of London Road, Vange	650
H8	West of Basildon	300
H9	Land West of Steeple View, Laindon	245
H10	Land East of Noak Bridge, Basildon	400
H11	East of Basildon	650
H12	Land South of Wickford	1,100
H13	Land North of Southend Road, Shotgate	280
H14	Land South of Barn Hall, Wickford	540
H15	Land North of London Road, Wickford	300
H16	Land North East of Potash Road, Billericay	255
H17	South West Billericay	1,700
H18	Land South of Windmill Heights, Billericay	200
H19	Land East of Greens Farm Lane, Billericay	400
H20	Land East of Southend Road, Billericay	190

## Appendix 3: Gypsy and Traveller Site Provision

### List of Suitable and Available Gypsy and Traveller Sites

Site Reference	Number of Pitches
Land at Readers Yard and Willows, Fobbing	2
Land East of the Willows, North Benfleet	1
Fox Gardens, Crays Hill	2

## Appendix 4: 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
	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 5: Open Spaces, Indoor Sports Provision and Community Facilities

## Open Space Standards

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 the 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*)

## FOR NEW DEVELOPMENT IN URBAN AREAS

New development in urban areas should contribute a minimum of 46m<sup>2</sup> 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:

- 21m<sup>2</sup> of Natural and Semi-Natural Green Space
- 25m<sup>2</sup> 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.

Each of these standards cannot 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

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 = 17m <sup>2</sup> per 1000 population	
2012 Total Water Space Provision	Capacity = 2,885m <sup>2</sup>
2012 Population	173,400
Capacity Ratio per 1,000 population	16.46m <sup>2</sup> per 1000 population

### Sports Halls

Recommended Local Standard of Provision = 60 sq.m per 1000 population	
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>
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## 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	Required	Courts per 1,000 Population
2012	138,140	8	0.05	7.3	0.05

## Playing Pitch Standards

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.

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

<b>2021</b>	
<b>Adult Pitches</b>	Projected shortfall of 5 (LOW growth) to 10 (HIGH)
<b>Junior Pitches</b>	Projected shortfall of 30 (LOW) to 35 (HIGH)
<b>2031</b>	
<b>Adult Pitches</b>	Projected shortfall of 7 (LOW growth) to 15 (HIGH)

<b>Junior Pitches</b>	Projected shortfall of 33 (LOW) to 40 (HIGH)
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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	1.5ha (15m <sup>2</sup> per person)	97 (adult 60 & junior 37)	A) 270ha B) 280.5ha	A) 279ha B) 292.5ha	A) 288ha B) 307.5ha
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)

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

Regional and local consultations indicate that the Borough's current provision is meeting its demand.

### Outdoor Bowls

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.

### List of 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
Hannakins Farm	Rosebay Avenue	Billericay & Burstead	Public	Outdoor Sports Facility
Queens Park Country Park	Rosebay Avenue	Billericay & Burstead	Public	Urban Parks and Gardens

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
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
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

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
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
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
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	Basildon	Public	Urban Parks and

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
	Road/Upper Mayne			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
Stock Brook Manor Country Club	Queens Park Avenue	Billericay & Burstead	Private	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

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
Holy Cross Recreation Ground	Church Road	Basildon	Public	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
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

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
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 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	Private	Amenity Green Space
Land behind Mayflower School playing fields	Behind Mayflower School, Stock Road	Billericay & Burstead	Private	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	Billericay &	Public/ Private	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>
	Farm Lane	Burstead		
Land at Daines Road	Daines Road/Jacksons Lane	Billericay & Burstead	Private	Amenity Green Space
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
Land at Scott Drive	Maitland Road/ Scott Drive The Broadway	Wickford	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 Speyside Walk	Speyside Walk	Wickford	Public	Amenity Green Space
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
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
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

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
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
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 North of Miles Gray Road	Miles Gray Road	Basildon	Public	Amenity Green Space
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 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	Lincoln Road/Craylands	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>
Road (West)				
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
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

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
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 Renacres	Renacres	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
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

<b>Location Name</b>	<b>Location Address</b>	<b>Settlement Area</b>	<b>Location Ownership</b>	<b>Primary Purpose of Land</b>
Land behind Bearsted Drive	Bearsted Drive/Elham Drive	Basildon	Public	Amenity Green Space
Land at Great Chalvedon Hall	Tyefields	Basildon	Public	Amenity Green Space
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	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>
Close	Close/Malyons			
Land at Loxford	Loxford	Basildon	Public	Amenity Green Space
Land at Littlebury Green	Littlebury Green/Felmores	Basildon	Public	Amenity Green Space
Land at Felmores	Felmores/Burnt Mills Road	Basildon	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/Felmores	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
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

Location Name	Location Address	Settlement Area	Location Ownership	Primary Purpose of Land
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

### List of 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
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

School	Type of Facility
	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 John's School	Grass Field
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
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)

## List of Community Facilities and Indoor Sports Provision

<b>Community Facility</b>	<b>Use</b>
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
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

<b>Community Facility</b>	<b>Use</b>
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: Local Green Spaces

Site Reference	Site Name	Size (Ha)	Ward
LGS03	Outwood Common Open Space	0.9	Billericay East
LGS04	Lake Meadows	16.2	Billericay West
LGS05	Sun Corner	4.3	Burstead
LGS09	Noak Bridge Coppice	1.7	Crouch
LGS11	Steeple View Community Centre	1.6	Crouch
LGS12	Steeple View Open Space	2.3	Crouch
LGS13	Barrington Gardens Playground	0.2	Fryerns
LGS14	Land at Pendle Drive	1	Fryerns
LGS15	Fryerns East Recreation	6.8	Fryerns
LGS16	Holden Gardens Allotments	1.6	Fryerns
LGS19	Pendle Drive Allotments	0.4	Fryerns
LGS21	The Hatherley Play area	0.7	Fryerns
LGS23	Land at Cooper sales	1.3	Laindon Park
LGS24	Manor House Recreation Ground	1	Laindon Park
LGS26	Victoria Park	15.6	Laindon Park
LGS27	Great Berry Open Space	4.9	Langdon Hills
LGS29	Raphaels/ Rise Park	1.7	Lee Chapel North
LGS30	The Frame Play Area	0.2	Lee Chapel North
LGS33	Yardeley Playground, off Falstones	0.4	Lee Chapel North
LGS34	Great Gregorie Open Space	1.3	Nethermayne
LGS35	Renarces, Little Dodden Play Area	1	Nethermayne
LGS40	Mill Green Open Space	3.1	Pitsea North West
LGS41	Howard Park	2.7	Pitsea South East
LGS45	Barstable Open Space	1.8	St Martins
LGS46	Mopsies Park	2.7	St Martins
LGS49	West Thorpe	2.1	St Martins
LGS53	Luncies Road Open Space	1.1	Vange

<b>Site Reference</b>	<b>Site Name</b>	<b>Size (Ha)</b>	<b>Ward</b>
LGS54	Nevendon Recreation Ground	2.4	Wickford Castledon
LGS55	Land at Hodgson Way, Fanton Chase	1.2	Wickford North
LGS67	Home Meadows (Rickits Memorial)	0.4	Burstead
LGS72	The Copse/ Perry Street	0.2	Billericay West
LGS83	Walsingham Way at Cranmer Close	0.1	Billericay West
LGS17	Holy Cross Recreation Ground	14	Fryerns
LGS20	Whitmore Park	4.6	Fryerns
LGS25	Presidents Court Open Space	3.6	Laindon Park
LGS32	Markhams Chase Recreation Ground	9.5	Lee Chapel North
LGS37	Swan Mead	3.2	Nethermayne
LGS42	Land at Great Chalvedon Hall	3.2	Pitsea South East
LGS50	Kent View Road Rec	4.8	Vange

## Appendix 7: 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	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.

Number	Title	Standard
		<p data-bbox="660 271 804 297">Runoff Rate</p> <p data-bbox="660 353 1442 595">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 data-bbox="660 651 1458 954">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 data-bbox="660 1010 852 1037">Storage Volume</p> <p data-bbox="660 1093 1458 1368">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 data-bbox="660 1424 1442 1637">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 data-bbox="660 1693 1442 1805">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 data-bbox="660 1861 1442 2074">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 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</p>

Number	Title	Standard								
		discharge at 2l/s/ha.								
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"> <thead> <tr> <th>Source of Runoff</th> <th>Treatment Stages</th> </tr> </thead> <tbody> <tr> <td>Roofs, playing fields</td> <td>1</td> </tr> <tr> <td>Residential roads, parking areas, commercial zones</td> <td>2</td> </tr> <tr> <td>Waste and industrial sites, loadings bays and HGV parks</td> <td>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> <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 Slopes not exceeding 1 in 20, minimum of 1 in 50.</li> </ul>								

Number	Title	Standard
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 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 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 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 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> <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</li> </ul>

Number	Title	Standard
		<p>easy to manage</p> <ul style="list-style-type: none"> <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 8: 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

<b>Site Reference</b>	<b>Site Name</b>
Ba28	Moses' Spring/Barrenleys/Claypittshill Woods
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 9: Saved Policies to be Superseded

This sets out the local planning policies originally adopted by *Basildon District Council in 1998* (with selected Alterations in 1999), which were saved by a Secretary of State Direction in September 2007 and will be replaced by policies in the Local Plan 2014-2034 with their corresponding references.

Local Plan Saved Policy 2007		Local Plan 2014-2034 Replacement Policy	
Policy Ref.	Title	Policy Ref.	Title
GB1	Definition of Green Belt	GB2	Green Belt Extent
GB3	Replacement of Dwellings in Green Belt	GB6	Replacement Dwellings in the Green Belt
GB4	Extensions of Dwellings in Green Belt	GB5	Extensions and Alterations to Dwellings in the Green Belt
GB5	Definition of a Dwelling	-	-
GB6	Agricultural Workers Dwellings in Green Belt	GB10	Agricultural Workers Dwellings in Green Belt
GB7	Re-Use of Buildings in the Green Belt	GB7	Change of Use of Buildings in the Green Belt
S2	Housing Sites	H1	Housing Strategy
		H5	Land West of Gardiners Lane South, Basildon
		H6	Land North of Dry Street, Basildon
		H7	Land North and South of London Road, Vange
		H8	West of Basildon
		H9	Land West of Steeple View, Basildon
		H10	Land East of Noak Bridge, Basildon st of Basildon
		H11	East of Basildon
		H12	Land South of Wickford
		H13	Land North of Southend Road, Shotgate
		H14	Land South of Barn Hall, Wickford
		H15	Land North of London Road, Wickford
		H16	Land North East of Potash Road, Billericay
		H17	South West Billericay
		H18	Land South of Windmill Heights, Billericay
		H19	Land East of Greens Farm Lane, Billericay
		H20	Land East of Southend Road, Billericay
		H21	Self Build Locations
		H22	Housing Growth in Crays Hill
S3	Areas of Special Reserve	H6	Land North of Dry Street, Basildon
		H14	Land South of Barn Hall, Wickford
S5	Affordable Housing (1999 Alternations)	H26	Affordable Housing Provision

C1	Protected Areas	NE1 NE3	Green Infrastructure Strategy Local Wildlife Sites
C2	Country Parks	NE2	Country Parks
C5	Trees and Woodlands	NE4 NE5	Development Impacts on Ecology and Biodiversity Development Impacts on Landscape and Landscape Features
C7	The Marshes Area	NE1 NE5	Green Infrastructure Strategy Development Impacts on Landscape and Landscape Features
C13	Water Wildlife	NE4	Development Impacts on Ecology and Biodiversity
C15	Hazardous Substances – Population’s Health and Safety	NE6 NE8	Pollution Control and Residential Amenity Ensuring Health and Safety in Development
C16	Hazardous Substances – Hazardous Installations	NE8	Ensuring Health and Safety in Development
E1	Comprehensive Development Areas – Gardiners Lane South	E5	Land West of Gardiners Lane South
E2	Proposed Employment Areas – Terminus Drive, Pitsea	E2	Existing Employment Areas for B2
E3	Proposed Employment Areas – North of Courtauld Road, Basildon	E2	Existing Employment Areas for B2
E4	Existing Employment Areas	E2 E4 E7	Existing Employment Areas for B2 Protection of Existing Employment Areas for B2 Manufacturing and Industrial Rural Enterprise Sites
E5	Ford Research and Development Centre	E3	Existing Employment Areas for Research and Development
E6	Untidy Industry	E6	Untidy Industrial Zone, Burnt Mills
E7	Alternative Uses of Industrial Premises	E10	Non B-Class Employment Development
E10	General Employment Policy	E9	Locations for Employment Development
SH1	New Retail Development – Sequential Test	R1 R11 R12 R14	Retail and Commercial Leisure Strategy Out of Centre Retail Uses Festival Leisure Park and Surroundings Locations for Town Centre Uses
SH3	Town Centre Development Sites – Land Allocation	R2 R3 R4 R5	Basildon Town Centre Regeneration Laindon Town Centre Regeneration Pitsea Town Centre Regeneration Wickford Town Centre Regeneration

		R6	Billericay Town Centre Enhancement
SH4	Town Centre Shopping Frontages – Primary Shopping Frontage	R8	Primary Shopping Frontages
SH5	Town Centre Shopping Frontages – outside Primary Shopping Frontage	R9	Secondary Shopping Frontages
SH6	Retailing on Industrial Sites	R1 R11 R14	Retail and Commercial Leisure Strategy Out of Centre Retail Areas Locations for Town Centre Uses
SH7	Local Shopping Centres – New Development and extension to existing	R10 R15	Local Centres Local Shops
SH8	Local Shopping Centres – Protection	R10 R15	Local Centres Local Shops
SH9	Temporary Retail Uses – boot sales, Sunday markets, etc.	R1	Retail and Commercial Leisure Strategy
TC1	District Wide Town Centre Policy	R1 R7 R14	Retail and Commercial Leisure Strategy Town Centre Boundaries Locations for Town Centre Uses
TC3	Wickford Town Centre	R5	Wickford Town Centre Regeneration
TC4	Pitsea Town Centre – Site Allocations	R4	Pitsea Town Centre Regeneration
TC5	Markets	R1	Retail and Commercial Leisure Strategy
TC6	Residential Development in Town Centres	R1	Retail and Commercial Leisure Strategy
R1	Open Space – Protection	NE1 HC5 HC6 HC7 HC9	Green Infrastructure Strategy Public Open Spaces Local Green Spaces Allotment Gardens Private Open Spaces – Conditional Access
R4	Proposed Open Space – Hannikins Farm, Billericay	HC5	Public Open Spaces
R13	Sports Facilities Allocation – Church Road/ Basildon Road, Laindon	NE3	Local Wildlife Sites
R15	Golf Courses – Driving Ranges and Siting Conditions	-	-
R16	Noisy and Disturbing Sports – Protecting Local Amenity	NE5 NE6	Development Impacts on Landscape and Landscape Features Pollution Control and Residential Amenity
T5	Public Transport – Improved	T1	Transport Strategy

	Facilities at Public Transport Interchanges	T4	Improvements to Public Transport and Services
BE12	Development Control	DES1 DES3 DES4 DES5	Achieving Good Design Urban Character Areas High Quality Buildings High Quality Landscaping and Public Realm Design
BE13	Areas of Special Development Control Policy – Ramsden Bellhouse	DES2	Area of Special Development Control
BE14	Areas of Special Development Control Policy – Sugden Avenue, Wickford	DES2	Area of Special Development Control
BE15	Areas of Special Development Control Policy – Bowers Gifford	DES2	Area of Special Development Control
BE17	Shop Fronts	DES4 HE2 HE3	High Quality Buildings Conservation Areas Listed Buildings
BE18	Advertisements – General	DES7	Managing Advertisements
BE19	Advertisements – Green Belt	DES7	Managing Advertisements
BE20	Telecommunications	COM2	Determining Applications for Digital Telecommunications Equipment
BE21	Healthcare Developments (New Primary and Community Health Facilities)	HC1 HC10	Healthy Communities Strategy New and Enhanced Community Facilities
BE22	Healthcare Developments (Extension to Hospital Facilities)	HC1 HC10	Healthy Communities Strategy New and Enhanced Community Facilities
BE24	Crime Prevention	DES4	High Quality Buildings