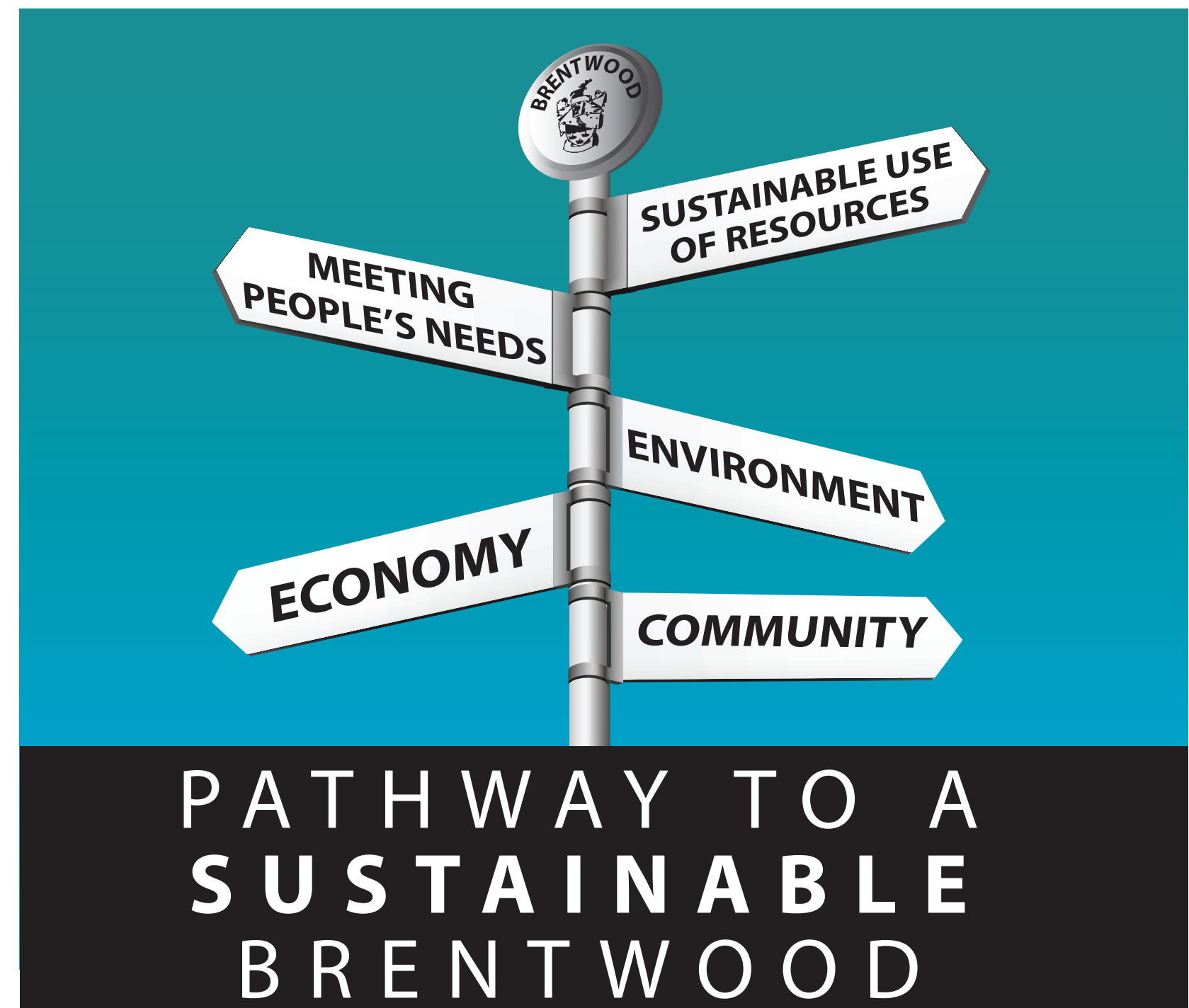


Brentwood Borough's Sustainable Community Strategy
and Local Development Framework Core Strategy
Development Plan Document



Issues and Options Consultation Document



November 2009

We can provide this document in other formats, such as large print, audio tape or a translation. For more information please call 01277 312629.

Brentwood Borough's Sustainable Community Strategy
and Local Development Framework Core Strategy
Development Plan Document

Pathway to a Sustainable Brentwood

Issues and Options Consultation Document

Brentwood Borough Council, Town Hall, Ingrave Road, Brentwood CM15 8AY

Telephone: 01277 312500

Website: www.brentwood.gov.uk

Email: planning.policy@brentwood.gov.uk

1	Introduction	4
	The Purpose and Scope of this Document	4
	Brentwood Sustainable Community Strategy	4
	The Local Development Framework	4
	What is the Core Strategy?	5
	Sustainability Appraisal and Strategic Environmental Appraisal	5
	Conformity	6
	Evidence Base	6
	How the Plans will be Prepared and Your Involvement	6
	How to Make Comments	7
	What Next?	7
2	Borough Context	9
	Location and Character	9
	Environment	10
	Population	12
	Housing	13
	Economy and Employment	14
	Shopping Provision	16
	Transport	16
	Health & Deprivation	17
	Education, Tourism and Culture	17
	Open Space and Recreation	18
3	Hierarchy of Settlements in Brentwood	19
	Settlement Category 1: Main Town	19
	Settlement Category 2: Village Service Centres	20
	Settlement Category 3: Larger Villages	20
	Settlement Category 4: Smaller Villages	21
4	National and Regional Policy Framework	22
	National Policies	22
	Regional Policy Context	22
	Local Policies and Programmes	22
5	Sustainable Development	23
	What is meant by Sustainability?	23
	The General Principles of Sustainability	23
	The Borough's Responsibilities towards Sustainable Development	23
6	A Vision for Brentwood	25
	The Existing Vision	25
	The Spatial Vision	25
	The Proposed Vision	25

	Strategic Objectives	25
7	Strategic Themes for Delivering the Vision and Objectives	27
	Themes for a Sustainable Brentwood	27
	Theme 1: Sustainable Use of Resources.....	27
	Theme 2: Ensuring the Protection of the Natural and Built Environment & Local Character.....	28
	Theme 3: Local Economy and Economic Development	29
	Theme 4: Meeting People's Needs	32
	Theme 5: Ensuring a Healthier Lifestyle and Safer Community	36
8	The Spatial Options for the Future Development of Brentwood	38
	Spatial Option 1: Centralised Growth.....	39
	Spatial Option 2: Transport Corridor Led Growth.....	41
	Spatial Option 3: Semi-Dispersed Growth	43
	Spatial Option 4: Dispersed Growth.....	45
9	Implementation and Monitoring Framework	47
	Implementation.....	47
	Monitoring	47
10	Appendix 1: Research Studies & Evidence Base	48

1 Introduction

The Purpose and Scope of this Document

- 1.1 As part of the new development plan process introduced by the Planning and Compulsory Purchase Act 2004, all Councils have a statutory duty to produce a Core Strategy Development Plan Document to ensure a planned rather than a piecemeal approach to development and creating a shared vision for the future. The purpose of this document is to set out for public debate the matters that the Core Strategy and the Brentwood Borough Sustainable Community Strategy will address. It provides a focus for discussion on proposals for the future of the Borough and sets out the wider context of current social, economic and environmental issues. It is intended to:
- Set out the long term vision for the whole Borough and how it may change between now and 2031;
 - Outline the issues facing the Council and strategic partners in the services provided;
 - Act as the focus for deliberations on options for accommodating and managing change; and
 - Help build consensus on the broad directions of future planning policies and the way in which essential facilities and services will be provided to meet the Borough's needs.

Brentwood Sustainable Community Strategy

- 1.2 This is a Borough-wide strategic plan, produced by the Local Strategic Partnership. The current Sustainable Community Strategy was formally adopted in 2004. Its overall aim was to improve the quality of life for all the people of Brentwood. The proposed Sustainable Community Strategy will provide the wider strategic context for development of the spatial options in the Core Strategy and other Local Development Framework (LDF) policies.

The Local Development Framework

- 1.3 The LDF, as introduced in the Planning and Compulsory Purchase Act 2004, is a set of documents that guide planning and development for a particular area and will replace the current Local Plan adopted in August 2005. The Brentwood LDF will comprise a number of policy documents as expressed in Figure 1.

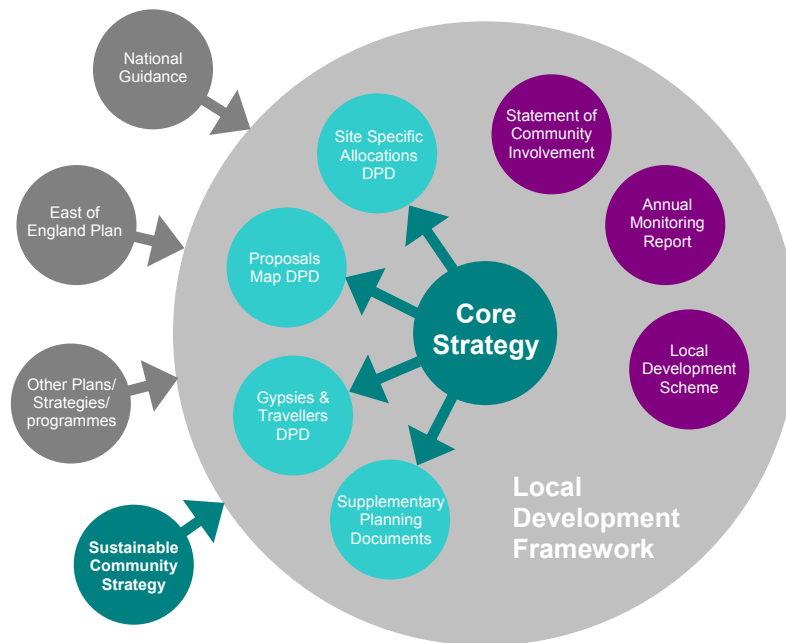


Figure 1: the Local Development Framework documents

What is the Core Strategy?

- 1.4 The Core Strategy is the main Development Plan Document within the LDF and sets out the spatial policies seeking to maintain and enhance the Borough as a thriving, successful, attractive and overall sustainable place for people to live, work and enjoy their free time. It would play a key part in the delivery of Brentwood's Sustainable Community Strategy. It should also outline the spatial mechanisms for other plans and programmes prepared by partners and other agencies. It should contain:

- A long-term spatial vision and strategic objectives for the area;
- A spatial strategy and structure diagram;
- Core policies that will apply to the whole Borough; and
- A monitoring and implementation framework.

Sustainability Appraisal and Strategic Environmental Appraisal

- 1.5 Under the Planning and Compulsory Purchase Act 2004, the Council is required to carry out a Sustainability Appraisal of the Core Strategy. The purpose is to identify and report on the likely environmental, social and economic impacts of the plan. Similarly, the European Union requires that any plan or programme, which may have significant effects on the environment, should be formally assessed by a Strategic Environmental Assessment. The Council is undertaking a Sustainability Appraisal and Strategic Environmental Assessment as a single

process in order to reduce duplication. There is no requirement to subject the Sustainable Community Strategy to a Sustainability Appraisal.

Conformity

- 1.6 Both the Core Strategy and the Sustainable Community Strategy need to be consistent with national policy guidelines and the Regional Spatial Strategy and, indeed, the Core Strategy must be in conformity with these and with relevant legislation. The Core Strategy must also be consistent with the Sustainable Community Strategy and should be the spatial tool for its implementation. Both strategies should accord with the Council's and other partners' corporate priorities.

Evidence Base

- 1.7 An evidence base comprising research reports, technical papers and other studies will inform the preparation of all the LDF documents. The specific studies that have been commissioned or carried out by the Council, which provide the current evidence base, together with those to be undertaken are listed in Appendix 1.

How the Plans will be Prepared and Your Involvement

- 1.8 This document has been prepared jointly by Brentwood Borough Council and the Local Strategic Partnership. Although the responsibility for the consultation and the preparation of the Core Strategy will rest on the Council, the Local Strategic Partnership will be responsible for the Sustainable Community Strategy. Extensive discussion has already taken place between Council Officers, Members, Local Strategic Partners, the Parish Councils and other stakeholders in drafting this consultation document. It represents a major step towards encouraging wider discussion and the gathering of further evidence and views that will lead to the development of both strategies.
- 1.9 In order to ensure that the Sustainable Community Strategy and the Core Strategy reflect the views and aspirations of people living or working in the Borough, the Council wants to give everyone the opportunity to be involved. Community engagement at an early stage of document preparation is an essential part of the process. The purpose of this consultation is to gather views on all the key issues affecting Brentwood. It is an important part of the process of evidence gathering and will help to develop the options for managing growth and developing detailed policies and actions. Once you have read this document, we would encourage you to give us your views and comments on the various issues and possible options for the future development of Brentwood.

How to Make Comments

- 1.10 The Council is using a variety of consultation methods to enable and facilitate involvement in the preparation of these documents. More information on this can be found on the Council's website. A separate comment form has been prepared setting out a number of questions to stimulate debate around the issues raised. You are encouraged to make comments on the issues and options set out in this document by:
- Completing the online Comment Form at www.brentwood.gov.uk; or
 - Filling in and returning the enclosed Comment Form, or other comments in writing to the LDF/SCS Project Team, Brentwood Borough Council, Town Hall, Ingrave Road, Brentwood, Essex CM15 8AY; or
 - E-mailing a comment form or other comments to planning.policy@brentwood.gov.uk; or
 - Faxing a Comment Form or other comments to 01277 312635
- 1.11 In making responses to the questions set out in the Comment Form you are strongly advised to read the relevant section in this document to fully understand the context in which the questions are set. If you have any queries regarding the consultation, please contact the Planning Policy Team on 01277 312530 / 312610.
- 1.12 The period for comments will run for six weeks commencing on Wednesday 11th November 2009. All comments should be received by 5pm on Wednesday 23rd December 2009. **All responses received will be made available for public inspection.**

What Next?

- 1.13 All comments received will inform the preparation of the final Sustainable Community Strategy and the further stages in the preparation of the Core Strategy. Figure 2 overleaf shows the main stages in the preparation of these two strategies.
- 1.14 In the case of the Core Strategy, representations will be invited at a future date for a further six-week period on a draft document before formal submission to the Secretary of State for approval. In the case of the Sustainable Community Strategy, it is anticipated that a further period of consultation will take place on a draft of this document prior to formal adoption.
- 1.15 It is anticipated that the Sustainable Community Strategy will be adopted in early 2010 and the Core Strategy in 2011.

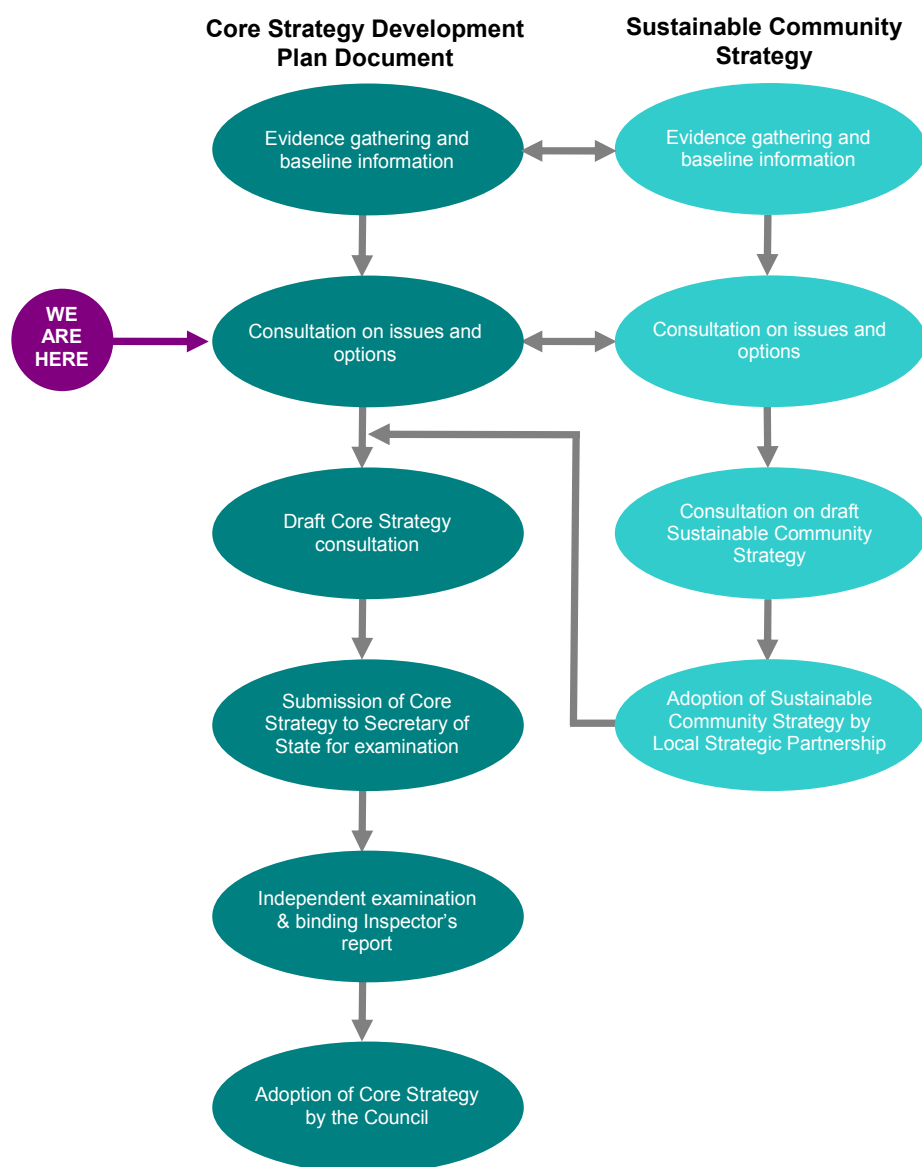


Figure 2: main stages in the preparation of the Core Strategy and Sustainable Community Strategy

2 Borough Context

- 2.1 This section of the document looks at the context for the issues and options set out later for consideration. It outlines the current profile of the Borough, using the research that has been undertaken, the Sustainability Appraisal Baseline Profile and the key messages from the evidence base.

Location and Character

- 2.2 The Borough of Brentwood is situated in the south-west of the county of Essex, immediately to the east of the Greater London Metropolitan area, and is located entirely within the Metropolitan Green Belt. The Borough covers an area of approximately 15.3 hectares and houses a population of approximately 71,500 (2007 estimate). It is located within the sub-regional area referred to as the 'London Arc'.

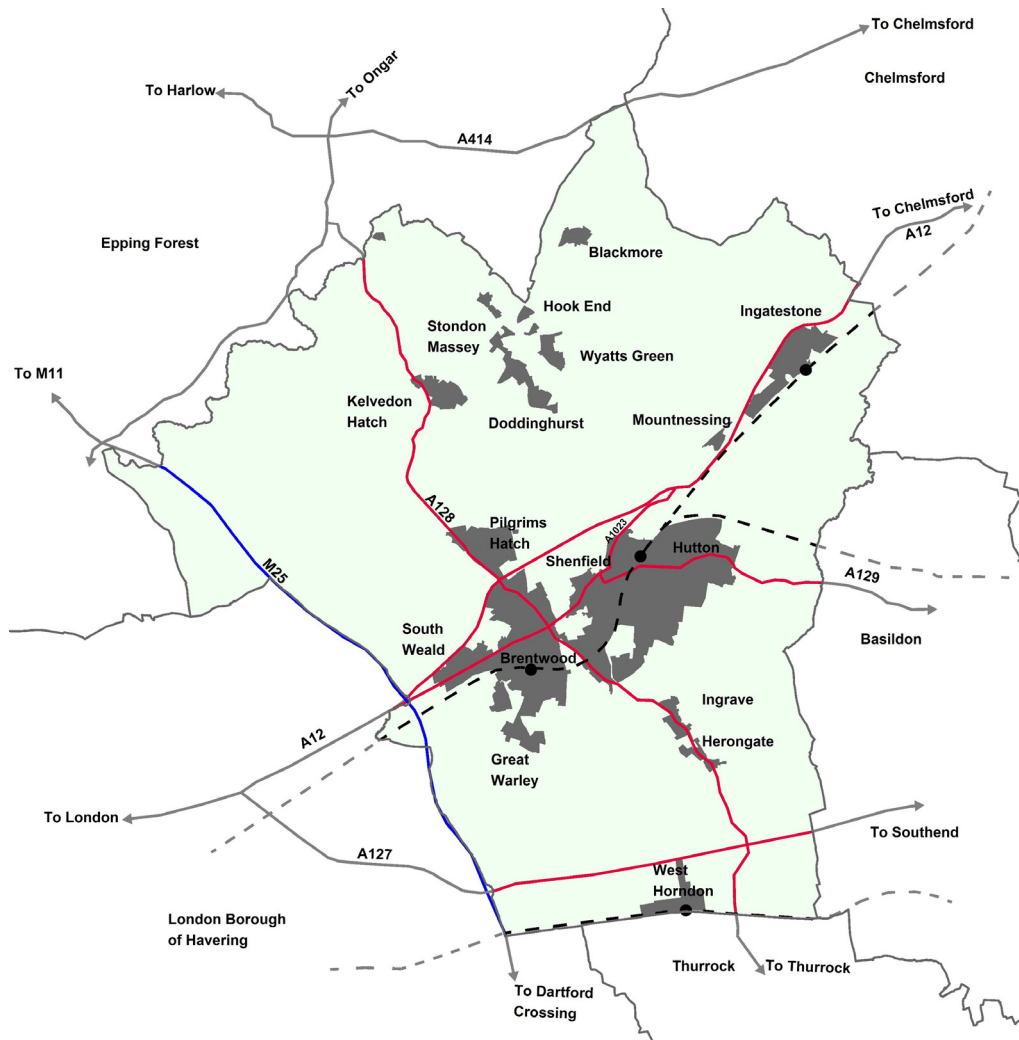


Figure 3: map of Brentwood Borough

- 2.3 The Borough is immediately adjacent to the eastern edge of the M25 and the A12 (London to East Anglia) and A127 (London to Southend), also run through the Borough providing good road accessibility. The Borough is also well served by the national rail network to both Norwich and Southend. This road and rail network also gives access to airports at Stansted, City, Southend, Gatwick and Heathrow and port facilities at Tilbury, Harwich and Felixstowe, as well as the south coast ports via the Dartford Crossing.
- 2.4 The Borough is bounded by the London Borough of Havering to the west, Chelmsford Borough to the north-east, Epping Forest District to the north-west, Basildon District to the south-east and the Borough of Thurrock to the south.
- 2.5 The only sizeable settlement within the Borough is Brentwood town, with a population of approximately 50,000. Ingatestone is the largest village settlement. The remaining settlements are smaller villages and hamlets.

Environment

Green Belt

- 2.6 The Borough of Brentwood is situated entirely within the London Metropolitan Green Belt. Approximately 80% of the Borough is rural, with built up areas making up less than 20% of the Borough. The rural areas comprise villages set within a largely attractive rolling landscape, comprising a mix of agricultural land, woodland, and parks.

Landscape Quality

- 2.7 In terms of the quality of the landscape in the Borough, three distinct landscape character types have been identified: River Valley (to the north-west), Wooded Farmland (the majority of the Borough) and Fenland (to the south), the majority of which are highlighted as having a relatively high sensitivity to change.
- 2.8 The majority of the agricultural land in the Borough is classed as grade 3, with some better quality grade 2 land, predominantly located in the north-west of the Borough. This reflects the fact that the better quality agricultural land within Essex as a whole also tends to be located in the north-west of the County.

Cultural Heritage

- 2.9 Brentwood features 13 Conservation Areas and 518 listed buildings spread across the Borough, as well as 12 Scheduled Ancient Monuments. It also features three historic parks and gardens (Thorndon Park, Weald Park and Warley Place).

Flooding

- 2.10 Most of the Borough is free from risk of flooding. The areas prone to a risk of flooding are located around the main water courses, with the most significant stretch being at the north-west border of the Borough along the River Roding. The impacts of climate change and increased precipitation may, however, lead to increased flooding within the Borough in the future.

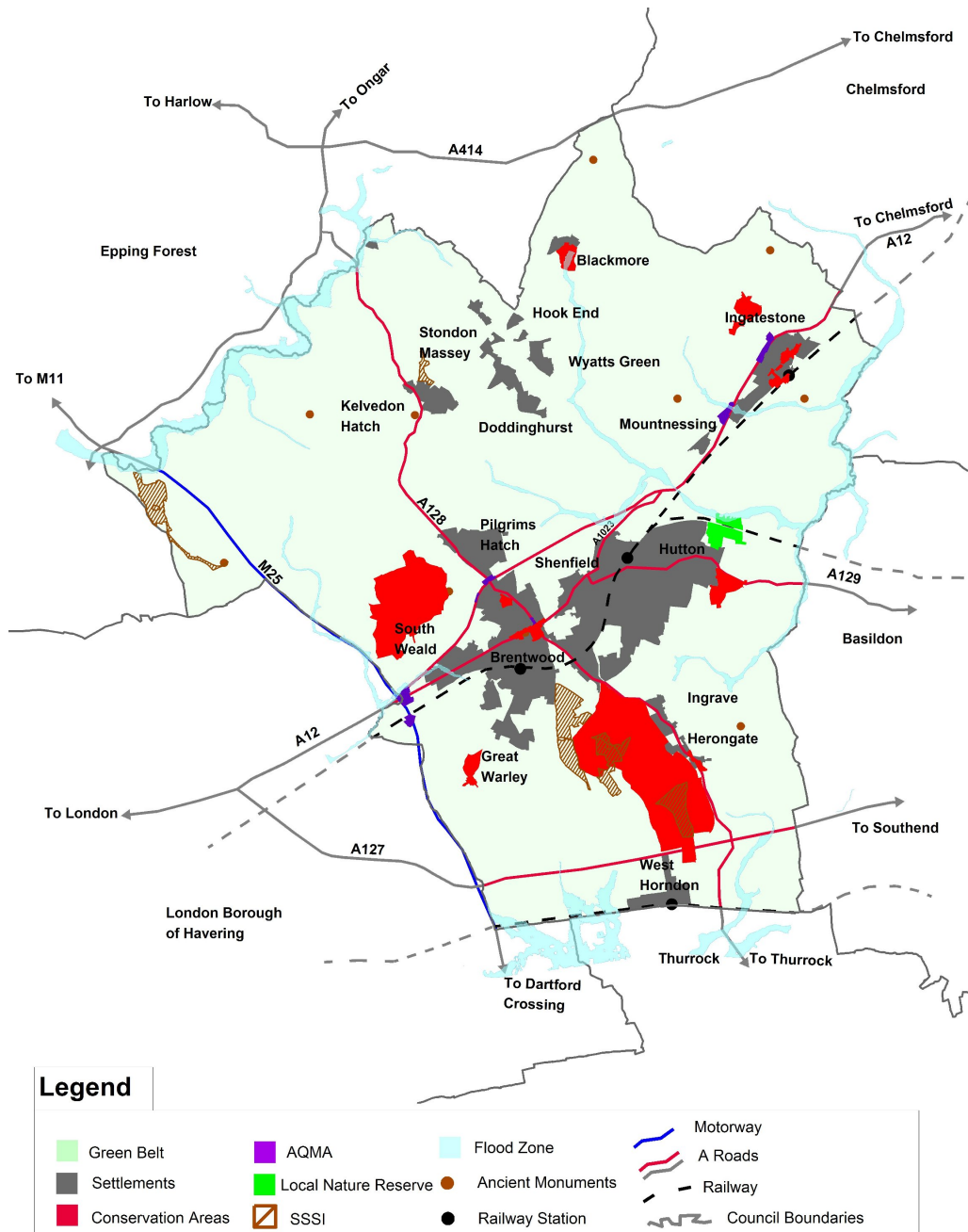


Figure 4: environmental features map

Biodiversity

- 2.11 The Essex Biodiversity Action Plan sets out those species and habitats within Brentwood that should be protected and enhanced. Priority habitats within Brentwood include woodlands, grasslands, hedgerows and ponds. Priority species include dormice, great crested newts and bats.
- 2.12 There are three Sites of Special Scientific Interest (SSSI) within the Borough at Coppice, Kelvedon Hatch; Curtis Mill Green; and Thorndon Park. All have previously been classified as being in 'unfavourable' condition, but remedial work has recently been taking place to reverse this decline. Two of the sites are located within the north-west area of the Borough and one is located to the south.

Air Quality

- 2.13 Although air quality in Essex as a whole is generally good, Brentwood Borough features a high proportion of Air Quality Management Areas (AQMA) relative to the rest of the region, with seven in total located within the Borough. The primary area of concern relates to pollution from transport, and hence the AQMA designated within Brentwood Borough are predominantly located on the main transport route of the A12. The one exception is the AQMA located within Brentwood town centre at the A128/A1023 junction (Wilson's Corner). The main pollutant identified within all of the AQMA within Brentwood is nitrogen dioxide.

Energy

- 2.14 In 2005, both domestic and commercial energy consumption in Brentwood were below the average for Essex County as a whole. With the possible exception of some small scale domestic solar panels, Brentwood currently has no renewable energy schemes.

Waste & Recycling

- 2.15 Brentwood's waste generation levels are significantly lower than the County average for waste. With regard to recycling its waste, Brentwood currently performs above average within the County, recycling or composting approximately 41% of waste produced, in comparison to the Essex County average of 35%. This is above the government target of 25% recycling/composting of waste.

Population

- 2.16 At the date of the 2001 census, Brentwood had a total population of 68,456, a decrease of 3.2% since the previous census in 1991, which was a continuation of a trend seen since 1971. However, in 2007 the population was estimated at approximately 71,500 and is projected to continue to increase. Approximately 70% of the Borough's population live in Brentwood town itself.
- 2.17 Between 1991 and 2001, the percentage of the population over 60 years old rose by 23.9% and the pensioner population rose by 27.1%. This increasing ageing population within the Borough is predicted to grow further in the future (see figure 5). Additionally during this period, the Borough saw a decrease of 18% in the numbers of people aged between 16 and 24 years old. In terms of ethnicity, in 2001 Black and Minority Ethnic groups made up approximately 7% of the total population, which was slightly higher than the Essex average but lower than the national average.

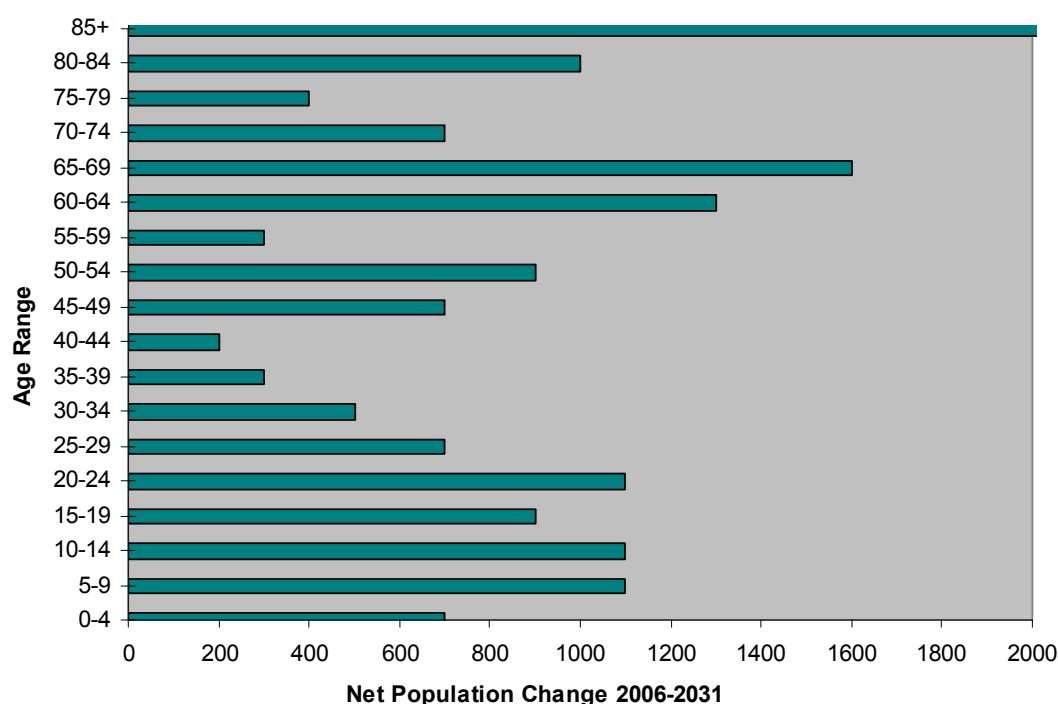


Figure 5: projected net population change 2006-2031

Housing

- 2.18 Brentwood currently has a total dwelling stock of approximately 31,700. The levels of home ownership within the Borough are high, with 79% of the population living in owner-occupied housing (2001), above the national average.
- 2.19 House prices within the Borough are significantly above national averages, being driven up, amongst other things, by the Borough's proximity to London and the high proportion of the population who earn their salaries within London. This has created an issue of affordability within the Borough, particularly for those people who work in the Borough itself and therefore tend to earn lower salaries than those who work in London. The problem of affordability has a major impact on first-time buyers and young people.
- 2.20 In 2008, the average house price in the Borough was approximately £315,000, compared to a national average of approximately £220,000 and an Essex average of approximately £235,000. This partly reflects the housing stock within the Borough, where there is a higher proportion of detached and semi-detached houses and a lower than average proportion of terraced properties and flats. Although recent development has aimed to redress this imbalance with more one and two bedroom properties being built, as demonstrated in table 1, there is still a growing need for more affordable housing and smaller units.
- 2.21 In addition, the number of households on the housing register has been steadily increasing over recent years, suggesting an increasing need for social housing.
- 2.22 The East of England Plan states that a minimum of 3,500 additional dwellings are required to be built in Brentwood between 2001 and 2021. This is the second lowest figure across the eastern region, reflecting Brentwood's location

within the Green Belt and means approximately a 10% increase to the existing housing stock.

Year	1 bed	2 bed	3 bed	4+ bed	Unknown	Total
2001/2	53	60	57	27	-16	181
2002/3	34	128	75	47	-20	264
2003/4	28	100	43	58	-20	209
2004/5	25	85	18	28	-5	151
2005/6	41	31	10	23	11	116
2006/7	59	154	8	23	-26	218
2007/8	67	127	39	22	-14	241
Total Net Dwelling Completions	307	685	250	228	-90	1380

Table 1: net dwelling completions by dwelling size (2001-2008) (figures include both residential gains and losses)

- 2.23 The overall housing requirement equates to an annual average of 175 additional dwellings. Nearly 1,400 of the dwelling requirement has already been built since 2001. The remaining 2,100 dwellings to be built by 2021 equates to approximately 160 dwellings per year. Although the Borough has been achieving a higher than average annual completion figure than the East of England Plan requirement, it is estimated that the rate of development will start to fall short of the targets after 2016 as the identified land supply begins to run out. Additionally, a review of the current East of England Plan is currently underway, rolling forward the plan period to 2031 and this could lead to a further increase in the housing targets set.
- 2.24 The Borough features an average proportion of households containing special needs members (11.7%) and an above average proportion of households containing older persons (27.1%). It is anticipated that with the predicted ageing population there will be pressure for further special needs housing.

Economy and Employment

- 2.25 The East of England plan sets out the Borough's requirement for additional job growth between 2001 and 2021. Brentwood falls within the 'rest of Essex' region, where it is stated that 56,000 additional jobs should be provided across the authorities of Braintree, Brentwood, Chelmsford, Epping Forest, Harlow, Maldon and Uttlesford.
- 2.26 It has been highlighted that economic productivity within the wider mid-Essex region is a concern. Although Essex productivity levels are around the average for the UK as a whole, it is recognised that improved productivity can enhance the region's competitiveness and improve the economy's ability to generate higher living standards for employees and residents.

- 2.27 As for housing, employment development within the Borough is also constrained by the Green Belt. The current availability of undeveloped allocated employment land is minimal (approximately 3.2 hectares across the Borough), although there is a significant amount of vacant floorspace and extant planning permissions (2.43 hectares).
- 2.28 Unemployment in the Borough is relatively low and below the national average, at just under 2%. However, the proportion of the population that is economically active is also slightly below the national average. This is largely due to the higher than average retired population. In addition to this, there are a relatively low number of students in the Borough, perhaps due to a lack of higher education facilities.
- 2.29 Average gross annual earnings in Brentwood is £29,387, significantly higher than the national average of £19,712 (ONS, 2001). This is driven by the fact that many of the Borough's population work in London where their salaries are higher. In fact, when the salaries of those who work outside the Borough are compared to those who work within the Borough, there is an average difference of approximately £200 per week.
- 2.30 In terms of the types of industry within the Borough, the most predominant industry type is property and business services, followed by construction, both at above national average levels (2005). Office and retail dominate the stock of commercial premises and there is also a relatively high level of small firms. Despite of the Borough's rural character, employment in agriculture is below the national average, as is manufacturing.
- 2.31 The predominant employment types of Brentwood residents themselves are services, finance, IT and other business activities and distribution, hotels and restaurants (see table 2). Of particular note is the above average level of people employed in finance, IT and other business activities within the Borough and the below average level of people employed in public admin, education and health. The proportion of manual workers within the Borough is below average and there is a higher than average proportion of managerial and supervisory workers.

Type of Job	Brentwood (%)	Eastern (%)	Great Britain (%)
Manufacturing	8.7	12.0	11.9
Construction	6.8	5.1	4.5
Services	83.4	81.0	82.1
Distribution, hotels and restaurants	23.5	26.1	24.7
Transport & communications	7.6	6.4	5.9
Finance, IT & other business activities	26.9	19.5	20.0
Public admin, education & health	19.9	24.3	26.4
Other services	5.5	4.8	5.1
Tourism related	7.7	7.8	8.2

Table 2: proportion of employees in different industry classes (2004)

- 2.32 This difference between industry types and employment types is reflective of the fact that, at the time of the 2001 census, only 42.5% of residents both lived and worked in the Borough. A significant proportion (35.5%) of residents commute to London for work. The next most popular destinations for employment at the time of the 2001 census were Basildon, Chelmsford and Thurrock.
- 2.33 Within the Borough itself, the main office employment areas are Brentwood town centre, Brentwood station area and Warley Business Park. There are also seven employment areas and numerous other smaller enterprises scattered throughout the Borough. Significant employers within the Borough include BT, Ford, Countryside Properties and Océ.

Shopping Provision

- 2.34 The main shopping area in the Borough is Brentwood town centre itself, centred on the High Street. Sitting within the hierarchy of shopping centres below the five sub-regional centres, Brentwood is the highest order Principal Town Centre in Essex.
- 2.35 The town centre features a good range of national multiple retailers, as well as a range of services and a number of independent specialist shops, adding to its attractiveness. Comparison goods retailers account for 49% of the total units. The town centre is under-represented, however, in terms of convenience retailers, which account for only 5% of the total (below the national average of 9%). In spite of this, Brentwood retains approximately 60% of convenience goods spend, and just 26% of comparison goods spend, reflecting some of the limitations of the town centre's current retail offer and the presence of the sub-regional centres and Lakeside, which are relatively accessible to Brentwood residents and offer a wider shopping choice.
- 2.36 There are also important local centres at Hutton Road, Shenfield, Ingatestone High Street and Warley Hill around Brentwood station. Additionally, there are many smaller parades and individual shops serving the more local residential areas and villages.

Transport

- 2.37 The Borough is well connected in terms of both road and train routes. To the west of the Borough is the M25, and the A12 from London to Colchester and Ipswich and the A127 from London to Southend also pass through the Borough from east to west. However, whilst the Borough has good accessibility to the strategic road network, both this and the local road network can become severely congested, particularly at peak times, and it is predicted that this is likely to increase in the future. Widening of the M25 from three to four lanes is currently taking place between the A12 and the M11, as part of planned improvements to the whole of the orbital motorway.
- 2.38 There are four rail stations located within the Borough. The main lines from London Liverpool Street to both Norwich and Southend-on-Sea pass through the Borough, with fast services stopping at Shenfield and Ingatestone and metro services stopping at Brentwood. Services from London Fenchurch Street also pass through the Borough, stopping at West Horndon on their way to Southend-on-Sea. Additionally, the main terminus for Crossrail will be located at Shenfield,

which will lead to station improvements here and Brentwood station as well as increased capacity.

- 2.39 Bus services within the Borough are centred on Brentwood town itself, with services outside of the town area being limited, particularly at off-peak times. (See figure 3 for a map of key transport routes within Brentwood Borough.)
- 2.40 Car ownership in the Borough is high, with over 84% of households owning a car in 2006 and over 40% of households owning two cars or more, compared to the national average of 29%. Conversely, only 16% of households did not own a car. Although below the national average, a significant proportion of the population (57%) travel to work by car. Additionally, a higher than average proportion of the population travel by train (20%). This perhaps reflects the high number of people who work in London. Approximately 25% of residents travel over 20km to their workplace. However, there is also a slightly higher than average percentage of people in the Borough who work from home.
- 2.41 The percentage of those who cycle to work in the Borough is below both the regional and national averages at approximately 1%. However, more people travel to work on foot than the national and regional averages.

Health & Deprivation

- 2.42 Brentwood residents enjoy a good quality of life and, as such, health in the Borough is relatively good. There is a higher proportion of the population classed as having 'good' health than England as a whole. Additionally, life expectancy, particularly among women is higher than the national average. In a survey carried out for the Council, 90% of Brentwood residents said that they were 'satisfied' or 'very satisfied' with Brentwood as a place to live.
- 2.43 Brentwood is a relatively affluent Borough, with few areas of social deprivation. However, there are some elements of deprivation within the Borough. In 2004, 46.7% of the small areas measured in total are classed as deprived with regard to access to services and this specifically applies predominantly to the rural areas surrounding Brentwood town to the north-west, north-east and south-west.
- 2.44 In addition, the East Ham estate off Running Waters, in the south of Brentwood town, has been identified as deprived in relation to its living environment.

Education, Tourism and Culture

- 2.45 Within the Borough of Brentwood there are 24 primary schools and 6 secondary schools. There are no higher education establishments although there is the Brentwood Adult Community college, providing further education for adults across its two centres in Bishops Hill and Warley.
- 2.46 Educational attainment levels in the Borough are good. Brentwood has a slightly higher than average proportion of 15 year old pupils achieving GCSEs or equivalent, and 66% of all pupils achieve at least 5 grades A*-C in 2007. There is a slightly lower than average number of people that achieve no qualifications. In relation to the indices of deprivation it was indicated in 2007 that just 2% of the areas measured were deprived in relation to education, skills and training.

- 2.47 The Borough has a range of cultural, social and community facilities, including the Brentwood Centre's International Hall, Old House Arts & Community Centre, Brentwood Theatre, Hermitage Gallery, the Hermit Club, Merrymeade House, Ingatestone and Fryerning Community Club, Hutton Community Association and other Parish and Village Halls. There are three libraries in the Borough, located at Ingatestone, Shenfield and Brentwood. In addition, there are a range of sports and recreation facilities, including the larger facilities at the Brentwood Centre, Shenfield Sports Centre, the Clearview Tennis Centre, Warley Leisure Park and Brentwood Golf Centre.
- 2.48 Brentwood has a relatively small supply of hotel accommodation although this has been increasing of late, with a number of new permissions being granted. There has been a steady growth in demand for hotels from the corporate market as the Borough's economy has developed. Brentwood is well placed to attract transient corporate business and for this market to expand further. There is also some potential for growth in demand from the leisure break and overseas tourist markets. It was predicted that based on 2008 hotel accommodation levels, there was possible scope for an additional 246 hotel rooms in the Borough by 2021, which is now being provided via two hotel planning permissions within Brentwood (Premier Inn, Kings Road) and Mountnessing (Lower Road).

Open Space and Recreation

- 2.49 A recent study has been completed assessing the level of open space within the Borough. This assesses the levels of a variety of types of open space, including parks and gardens, natural and semi-natural greenspace, amenity greenspace, children and young people's space, sports facilities, allotments and community gardens, cemeteries and churchyards & green corridors and civic spaces. Although there is a high level of open land within the Borough, this does not necessarily indicate that there is a sufficient level of tailored open space, such as the types listed above, for residents to enjoy in all areas or that it is linked so as to be accessible and usable for everyone.
- 2.50 A number of recommendations were made from the open space study with regard to increasing open space provision in certain deficient areas within the Borough. Gaps in provision were identified for most types of open space. Within Brentwood itself, the only open space provision within walking distance of the Brook Street area is for children and young people. It has therefore been recommended that a pocket park be provided in this area. Within the Shenfield/Hutton area, it is the central area of Shenfield that is most poorly catered for, where there is a deficiency of a range of open space types. It has therefore been recommended that two new green spaces are provided within this area. Within Ingatestone village, there is a slight lack of provision to the northern end, with limited alternative open space provision. It is also recommended within the study that improvements are made to the green network within the Borough, particularly linkages to the key open spaces such as the Country Parks.

3 Hierarchy of Settlements in Brentwood

- 3.1 The Borough is made up of settlements of different sizes ranging from the town of Brentwood itself to the smallest villages/hamlets such as Navestock Side, South Weald and Swallows Cross. Rather than simply categorise the settlements in order of size, a hierarchy can be identified by grouping them in terms of their characteristics, focusing on the range of services and facilities provided. This gives a theoretical indication of the appropriateness of these settlements to accommodate further growth. Further detailed work is still required to confirm or refine the hierarchy and its underlying assessment and this will be undertaken as the Core Strategy is taken forward. However, this initial hierarchical appraisal is included at this stage of consultation for discussion. The hierarchy is set out graphically at Figure 6.
- 3.2 The scale of development and change in the Borough needs to take account of the area's constraints and opportunities, as well as external factors such as its proximity to London and its strategic location. In responding to the need to accommodate further growth as determined by the Regional Spatial Strategy, the general principle of a settlement hierarchy is considered to be an appropriate tool in helping to gauge the scale of development that could be accommodated and where this could go.
- 3.3 The existing settlement hierarchy is based on a number of factors such as its historic development, accessibility, physical and environmental constraints and opportunities, and how previous development plans have accommodated growth. The Council's consideration will continue to take these factors into account and is bound by the following:
- How well the settlement can accommodate any proposed scale of housing and employment development?
 - What impact additional development will have on sustainable development principles?
 - How consistent this is with national policies and the Regional Spatial Strategy?
 - How well it enables development to maximise the use of brownfield sites?
- 3.4 It is considered that there are four categories of settlements in the borough.

Settlement Category 1: Main Town

- 3.5 Brentwood is the only town and largest settlement in the Borough. It is relatively accessible and well served by public transport, including rail stations at Brentwood and Shenfield. The town centre provides the main focus in the Borough for shopping, community and cultural facilities, which is supported by the district shopping centres around the two rail stations, and other local shopping parades. There are a good range of employment areas, secondary schools, health and leisure facilities. In accordance with sustainable development principles and the Regional Spatial Strategy, the town has been seen as the prime focus for growth.

Settlement Category 2: Village Service Centres

- 3.6 Ingatestone village provides the second category in the hierarchy, being the largest village and with facilities that cater for a significant catchment, beyond its immediate area. It is a district shopping centre with a good range of jobs, community and health facilities. Public transport accessibility is relatively good and the village has a rail station. There is also a secondary school.

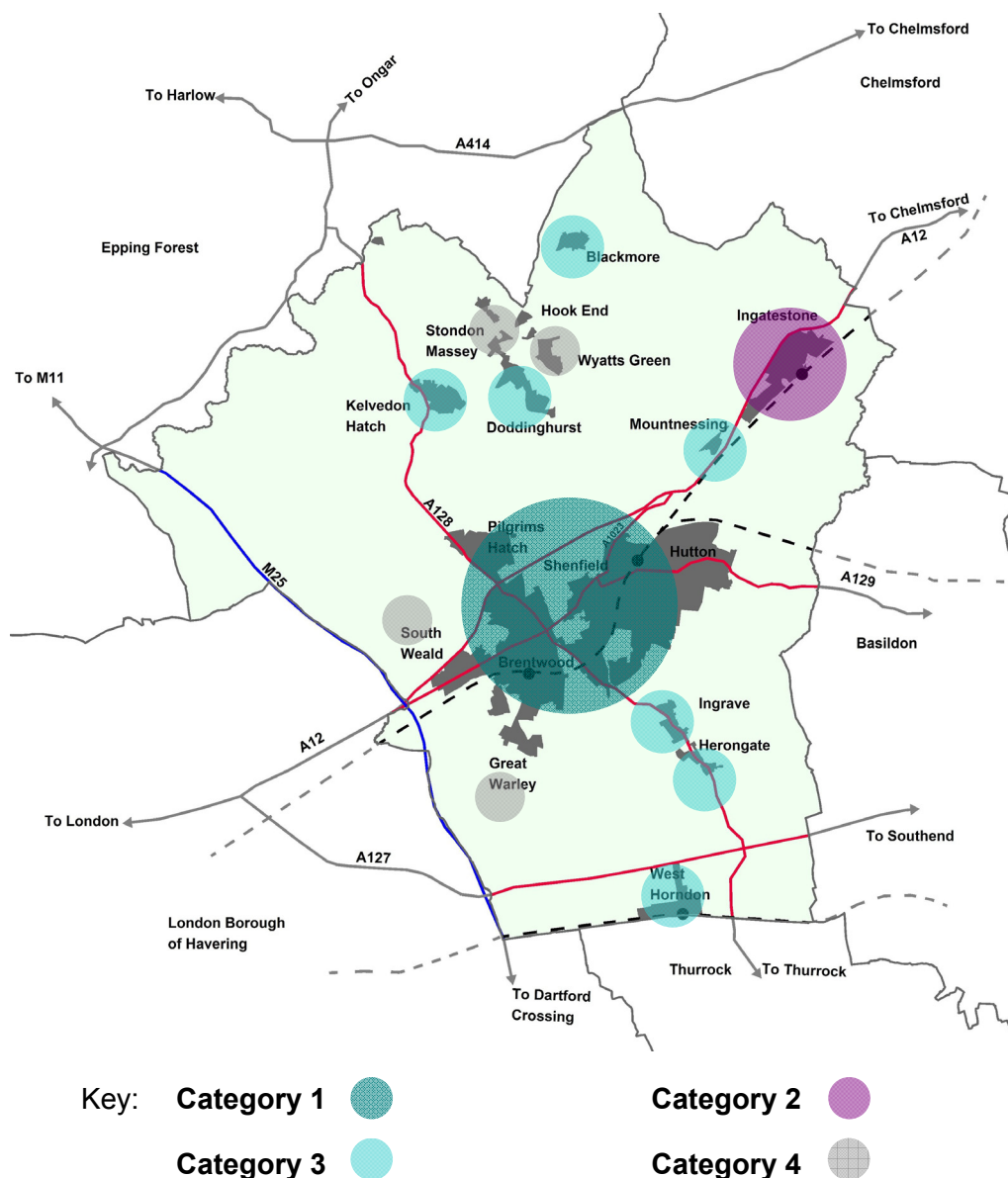


Figure 6: map of the proposed settlement hierarchy

Settlement Category 3: Larger Villages

- 3.7 The larger villages in the Borough are served by a local shopping parade and a primary school, but generally have limited community and health facilities, limited local jobs and only a fair bus service. West Horndon is included in this category, but has some distinctive advantages, such as the rail station and a significant employment area.

Settlement Category 4: Smaller Villages

- 3.8 This category is made of the smallest villages, with limited shops, jobs and community facilities. These are remote settlements with poor public transport accessibility.

Hierarchy of Brentwood Settlements		
Grouping	Characteristics	Settlements Included
Category 1	<ul style="list-style-type: none"> • Main town • Town Centre and focus for a range of shopping and cultural facilities • Other district and local shopping facilities • Range of employment areas • Hospital and other health facilities • Range of secondary schools • Higher order leisure and community facilities • Very good public transport accessibility 	Brentwood
Category 2	<ul style="list-style-type: none"> • Largest village • A good range of jobs • Convenience shopping centre • Secondary school • Community and health care facilities • Good public transport accessibility 	Ingatestone
Category 3	<ul style="list-style-type: none"> • Larger villages • Limited jobs • Local shopping parades • Primary school • Limited community and health facilities • Fair public transport accessibility 	West Horndon Doddinghurst Kelvedon Hatch Herongate Ingrave Mountnessing Blackmore
Category 4	<ul style="list-style-type: none"> • Smaller Villages • Few shops • Few local jobs • Few or limited community facilities • Poor public transport accessibility 	South Weald Great Warley Hook End Wyatts Green Stondon Massey

Table 3: hierarchy of Brentwood settlements

- i. It should be noted that equal size in terms of population between two settlements does not necessarily mean that they would be in the same category, as the availability of facilities or services offered may not be the same.
- ii. The final hierarchy will be informed by the result of the Sustainability Appraisal and the responses to this consultation.

4 National and Regional Policy Framework

National Policies

- 4.1 Local authorities must have regard to national policies and advice in the preparation of their own strategies. The Sustainable Community Strategy and the Core Strategy are expected to be consistent with national guidelines and the Core Strategy must be in conformity with these. Planning Policy Statement 1 provides the overarching principles that local planning authorities should follow in preparing their plans. It states that plans should:
- Ensure that sustainable development is pursued in an integrated manner
 - Promote outcomes in which environmental, economic and social objectives are achieved together over time
 - Contribute to global sustainability by addressing the causes and potential impacts of climate change
 - Adopt a spatial planning approach
 - Promote high quality inclusive design in the layout of new developments and individual buildings in terms of function and impact on the character and quality of an area
 - Contain clear, comprehensive and inclusive access policies that benefit the entire community
 - Ensure community involvement and enable communities to contribute to ideas about how the vision can be achieved

Regional Policy Context

- 4.2 The East of England Plan, which together with the LDF forms the development plan for the area, was published in May 2008. It provides the framework for the Sustainable Community Strategy and the Core Strategy and, amongst other things, sets out the housing target and the number of jobs to be provided, referred to in chapter 2.

Local Policies and Programmes

- 4.3 It is important that the Core Strategy and Sustainable Community Strategy reflect and facilitate the implementation of other Council and partners' plans and strategies, in order that actions are coordinated in achieving objectives and delivery of a shared vision, within a process that ensures sound infrastructure planning. There are, therefore, a number of other documents and policy frameworks to which the Council must have regard. The aim is for the policies in the Core Strategy to integrate and be consistent with these. The Local Development Framework can assist in the implementation of these strategies, specifically where they involve the use of land, and also identify the links between them.

5 Sustainable Development

What is meant by Sustainability?

5.1 Sustainability relates to the maintenance and enhancement of environmental, social and economic resources. It means:

- Meeting the needs of the present without compromising the ability of future generations needs to be met
- Ensuring that development is defined as balancing the fulfilment of human, social and economic needs with the protection of the natural environment

The General Principles of Sustainability

5.2 The concept of sustainability underpins the content of this document. In general, sustainability encompasses three broad areas:

- **Environmental Sustainability** – strives to achieve economic growth and social development without undermining the need for environmental protection. Promoting sustainable development means taking a sensible, measured and balanced approach that will ensure natural resources and the environment are not degraded.
- **Social Sustainability** – involves recognising and creating conditions for meeting the needs of everyone and giving them equality of opportunity. This also means paying particular regard to issues relating to older people, people with disabilities, families, youth, and other vulnerable or marginalised groups, due to their economic, social or cultural background.
- **Economic Sustainability** – aims to promote the economic wealth of the Borough, and the well-being and the quality of life of its residents. Sustainable economic growth needs to balance conventional economic objectives such as creating jobs, increasing productivity and growing incomes with social and environmental considerations.

The Borough's Responsibilities towards Sustainable Development

5.3 The Borough has a responsibility towards global sustainability and will play its part in minimising climate change and maintaining finite resources. It will aim to:

- Contribute to global sustainability by addressing the causes and potential impacts of climate change through policies which reduce energy use and emissions, and promotes renewable, use of natural resources and loss of biodiversity
- Promote high quality, flexible and innovative design and improve the character and overall quality of an area

- Seek to improve quality of life, community well-being and economic growth whilst protecting the environment against degradation
- Promote sustainable design and construction and move towards carbon neutral development

6 A Vision for Brentwood

The Existing Vision

- 6.1 The Mission Statement within the previous Sustainable Community Strategy, as set by the Local Strategic Partnership, was:

To serve the needs and aspirations of local people by working in partnership with the whole community in order to ensure that Brentwood Borough remains a safe, pleasant and healthy place in which to live, work and relax for the benefit of current and future generations.

- 6.2 Within the current Local Plan, the overarching aim of the plan is set out as:

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

The Proposed Vision

- 6.3 The Vision for a sustainable Brentwood should reflect the issues, values and challenges facing the Borough up to 2031. It should also reflect the aspirations of the Community and support the implementation of the Regional Spatial Strategy, the Sustainable Community Strategy and other local plans and programmes. A proposed vision is set out below:

To build on and enhance all that is best and valued of the existing character and environment of the town and its surrounding rural areas, ensuring that it is a place that provides a high quality of life for those that live, work and relax in the Borough, both now and in the future.

See question in Section 1 of the comment form.

Strategic Objectives

- 6.4 The objectives for the Sustainable Community Strategy and the Core Strategy should outline what will need to be achieved to deliver the overall vision by addressing the key issues that are important. The objectives give direction for the spatial strategy that follows. It is important to set realistic and achievable objectives. Many if not all of the objectives cannot be delivered by the Council alone and will require working closely with partners.

6.5 The following are some of the objectives that are being considered, but there undoubtedly will be others, which will follow from this consultation and be developed as the themes, set out in the following section, are considered further:

- Direct growth to the most sustainable locations and manage it to that which can be accommodated by the available infrastructure and services
- Maximise the best use of available urban land through appropriate and well balanced mixed use development
- Reduce the negative impacts of development on people and the environment by encouraging the prudent use of resources; reducing pollution and waste and encouraging the use of renewable energy
- Preserve and enhance the natural and historic environment, biodiversity and visual character of the Borough
- Seek to provide everyone with access to appropriate local housing in order to create balanced communities
- Promote social inclusion through equality of access to employment, housing, education, health and recreational facilities and open space
- Provide high quality shopping, leisure, cultural and community facilities
- Improve public transport and encourage sustainable transport choices
- Ensure a prosperous and vibrant local economy
- Enhance the attraction of Brentwood Town Centre as the focus for shopping, employment and cultural activities in the Borough
- Encourage all residents to lead healthy lives
- Reduce crime and fear of crime and ensure safe and secure living and working environments

See question in Section 2 of the comment form.

7 Strategic Themes for Delivering the Vision and Objectives

Themes for a Sustainable Brentwood

- 7.1 In order to provide a framework for the policies that will deliver the vision and strategic objectives in the Core Strategy, the Council has identified a number of strategic themes that the Core Strategy and the Sustainable Community Strategy should address. These have been determined using Government and Regional Policy and Guidance, our own research and monitoring of the Borough and from consultation with stakeholders. The themes are:

- **Theme 1:** Sustainable Use of Resources
- **Theme 2:** Ensuring the Protection of the Natural and Built Environment & Local Character
- **Theme 3:** Local Economy and Economic Development
- **Theme 4:** Meeting People's Needs
- **Theme 5:** Creating a Healthy and Safer Community

For each of the suggested themes, a brief context is set out which leads to the identification of issues and possible opportunities for consideration in responding to the issues.

Theme 1: Sustainable Use of Resources

- 7.2 Minimising climate change and reducing our impact on it, together with safeguarding the world's finite natural resources, are a global concern. The Council is committed to the Government's objective of stemming climate change and protecting natural resources by ensuring that development takes place in an environmentally sustainable manner. The existing Local Plan promotes the prudent use and good management of resources and the encouragement of the use of renewable sources of energy
- 7.3 Pollution and CO₂ emissions from buildings and transport constitute a significant threat to the environment and to people's quality of life. Responding to growing environmental concerns, the Council considers it important to reduce emissions within the Borough.
- 7.4 The Borough has both below average levels of energy consumption and waste. Air quality within the Borough could be improved, with the Borough featuring a high proportion of AQMAs relative to the rest of the region. Water is also a precious natural resource and the question of how water is used and managed will become increasingly important as demand increases and climate change puts additional pressure on resources. There are some limited areas of flood risk within the Borough although the impacts of climate change may lead to increasing flood issues.
- 7.5 Promoting sustainable and innovative design and construction, the use of low carbon technologies, renewable energy schemes, reduction of car dependency

and promotion of the use of public transport would also assist in achieving the objectives of sustainable development and in reducing our impact on the environment.

7.6 The key issues to be addressed are how to:

- Promote environmentally sustainable patterns of development
- Minimise waste and promote recycling
- Promote and increase the use of energy efficiency measures
- Reduce the risk from flooding and the impact of flooding on development
- Improve water quality and reduce air pollution
- Minimise water use
- Encourage carbon neutral development
- Increase the use of renewable energy technologies
- Promote the use of transport modes other than the private car, such as walking and cycling
- Adapt to the impacts of climate change
- Create and raise awareness of environmental matters

See questions in Section 3 of the comment form.

Theme 2: Ensuring the Protection of the Natural and Built Environment & Local Character

7.7 The current Local Plan policies and the Sustainable Community Strategy reflect Government advice on the need to conserve the natural environment, to protect cultural heritage and historic buildings and to maintain local distinctiveness.

7.8 Brentwood has a large number of buildings of historic and architectural interest and sites of archaeological importance that are worthy of preservation for the future, including 13 Conservation Areas, 518 listed buildings and 12 Scheduled Ancient Monuments. The Borough also features a high quality natural environment and the Borough's Green Belt and many open spaces are rich in wildlife habitat and biodiversity. Located in the Borough are three nationally designated Sites of Special Scientific Interest, two Country Parks, three Historic Parks and Gardens and a significant number of County Wildlife Sites.

7.9 These natural and built assets, together with the general quality of the rural and urban areas give the Borough a very special and valued character. It is therefore important that this distinct character is not devalued. The quality of the natural and man made environment requires conservation and/or enhancement. Specifically, those national designations such as Sites of Special Scientific Interest and the Historic Parks and Gardens within the Borough require protection. Additionally, any new development should be attractive and designed to a high standard and quality, allowing for innovation whilst respecting the character of the local area.

- 7.10 Whilst the Borough is generally well provided with both formal and informal open spaces, provision can vary between areas and the quality and accessibility of green spaces will also differ. There is also a need to link spaces to improve its wider use and value.
- 7.11 The key issues to be addressed are how to:
- Protect and enhance the Borough's environmental assets, including its landscape and biodiversity, whilst also allowing for new development to take place
 - Protect and conserve the local character of the built environment, including the borough's historic assets
 - Integrate natural areas into development (e.g. trees, hedgerows, ponds and woodlands)
 - Maintain and enhance the Borough's open space, parks and gardens for leisure and recreation
 - Manage green infrastructure within the Borough and improve the linkages between green spaces
 - Allow for innovative design in new development whilst respecting the established local character
 - Ensure that the public spaces and the public realm within the Borough respect the local character

See questions in Section 4 of the comment form.

Theme 3: Local Economy and Economic Development

Prosperous and Stable Economy

- 7.12 The Council's intention, as set out in the most current Sustainable Community Strategy and the Local Plan, is to maintain a sound economic base within the Borough, as well as catering for the needs of existing local businesses in order to ensure their viability and competitiveness. Continuous economic prosperity and thriving businesses are as important as bringing social and environmental benefits to the community.
- 7.13 The East of England Plan sets out the requirement for an increase in employment provision in the Borough up to 2031 as part of 56,000 additional jobs across mid Essex. There is a need to make sufficient provision for these additional local jobs within the Borough and to secure suitable premises to support local economic development, such as promoting additional small business start up units. The current availability of undeveloped allocated employment land is minimal (approximately 3.2 hectares across the Borough), although there is a significant amount of vacant floorspace and extant planning permissions (2.43 hectares). The need for increased employment land must also be balanced against the need for additional land for housing, as well as the aims of protecting the Borough's greenfield land and its existing urban character.

- 7.14 Brentwood is a relatively economically prosperous Borough, with average incomes above the national average and low unemployment. However, economic activity within the Borough is below the national average, reflecting the large retired population, the loss of younger people of working age due to the higher than average price of housing and the large number of residents that work outside of the Borough. Despite the current global economic climate however, indications show that the area continues to maintain a stable level of economic activity.
- 7.15 The Borough's employment structure is dominated by the service sector and the majority of people who work in the Borough are employed within this sector, as well as business activities such as finance and IT, distribution and administration. At present more than 35% of the workforce commutes to London for employment and only 42.5% of the population both live and work in the Borough. There is therefore a reverse commuting flow with a high proportion of local jobs filled by workers from outside the Borough, generally in unskilled roles, particularly in the service sector. This to some extent reflects a skills mismatch in the Borough and there is the potential to address this mismatch through focusing on new high-skills knowledge based jobs that may aid in reducing the number of people commuting in and out of the Borough and in attracting an increased younger population. Strategies should seek to create strong and diverse economic growth and a competitive local economy within which development, transport, enterprise, skills and training are co-ordinated to improve access for local people to local employment.
- 7.16 The key issues to be addressed, therefore, are how to:
- Provide sufficient land for employment purposes
 - Provide good quality premises that meet the economic and business needs of the area
 - Safeguard sufficient land and premises on brownfield sites to support the growth of existing and new businesses
 - Promote new enterprise and encourage the development of local business and new job opportunities
 - Attract new investment to the Borough, in order to support new business start-ups and to develop existing businesses
 - Maximise employment opportunities for local people arising from new developments
 - Support existing local businesses to remain viable and competitive
 - Support the local economy and work with businesses and education establishments to raise skill levels and training.
 - Attract the right businesses to match the skills of the future local population
 - Strike a suitable balance between enabling business growth and protecting the area's high quality environment

See questions in Section 5 of the comment form.

Shopping, Leisure and Culture

- 7.17 Existing local policies seek to concentrate major retail and other town centre uses in Brentwood town centre, whilst acknowledging the vital importance of the smaller district centres and local shopping parades to residents' accessibility to essential shopping facilities and other services. They also provide an important contribution to the local economy.
- 7.18 Brentwood town centre, together with the main district centres (Ingatestone High Street; Shenfield, Hutton Road; and Warley Hill) and the local shopping parades represent a focus for a range of community activities that are essential for sustaining and enhancing quality of life in the Borough. The Council's aim is to continue to promote the vitality and viability of Brentwood town centre and other centres. This can be supported by giving sufficient attention to securing well designed, high quality built environments within these centres.
- 7.19 Brentwood is the largest shopping centre in the Borough. It is an attractive town centre with a good range of shops, including a high proportion of independent and specialist traders. Its general well being and contribution to the local economy is important for all those who live, work or visit the area. It needs to develop its distinctive shopping offer in order to continue to withstand the competition from other larger town centres such as Romford, Basildon, Chelmsford, Lakeside and the forthcoming Stratford City, as well as the challenges of modern shopping patterns such as mail order and the internet.
- 7.20 In addition to shopping, other activities such as leisure, tourism, cultural and entertainment facilities also add to the vitality and viability of Brentwood's centres. The Borough features a range of cultural, social, community and recreational facilities and it is important that these are sustained and developed in the same way as other economic activities and, in particular, that they reflect the changing future needs of the Borough's population.
- 7.21 Whilst Brentwood remains the most sustainable location for major shopping, businesses and other town centre activities, its capacity for further growth is limited. This is partly due to existing congestion within the centre and a lack of parking provision, the limited availability of identifiable development sites (other than the William Hunter Way car park) and the surrounding residential development. Detailed discussion on transport issues within the town centre is covered under Theme 4. The whole of Brentwood High Street is also covered by Conservation Area designation and any future development needs to take account of this.
- 7.22 The key issues to be addressed, therefore, are how to:
- Safeguard the distinctive character of the Brentwood town centre area and maintain its vitality and viability
 - Promote the growth of Brentwood town centre as the main location for further retail, employment, recreation and leisure facilities in the Borough, based on the identified needs of the population
 - Maintain the roles and functions of Ingatestone, Shenfield and Warley Hill district centres and other local parades and ensure that they continue to provide a range of local facilities

- Improve access to the Borough's shopping centres and promote the use of public transport within these
- Maintain, manage and continue to enhance the quality of the public realm within the town centre and other local centres that create comfortable, safe and usable places
- Manage car parking and traffic movement in the town and local centres

See questions in Section 5 of the comment form.

Theme 4: Meeting People's Needs

Ensuring Appropriate Housing Provision

- 7.23 National and regional policies expect a continuous supply of identifiable, available and deliverable housing sites. The expectation is that the majority of this should be on previously developed land rather than greenfield sites. Brentwood Borough's housing requirement is set in the East of England Plan, which requires a minimum of 3,500 additional net dwellings over the period between 2001 and 2021, equating to an average of 175 dwellings per annum. The current consultation by the East of England Regional Assembly on the roll-forward of the East of England Plan to 2031 has put forward a number of growth scenarios for consideration, ranging from an extrapolation of the existing regional strategy (3,440 dwellings 2011-2031) to a Household projection based scenario (7,000 dwellings 2011-2031).
- 7.24 Development land is a scarce resource that is being put under pressure by the increasing demand for new homes. The opportunity of finding suitable land for housing is also constrained by the Borough's Green Belt designation. The Council's current policy is in line with the central Government policy of maximising the use of previously developed land. In the Borough over the past five years, nearly 100% of housing completions have taken place on previously developed land. Although previously developed land within the urban area provides the most sustainable location, there is unlikely to be enough land to ensure a continuous supply of housing to meet future requirements.
- 7.25 Continued intensification and redevelopment at higher densities within existing residential areas is leading to concern over its impact on local character. In order to accommodate new development and protect local character, therefore, there may be a need to consider releasing greenfield land for housing.
- 7.26 The key issues to be addressed therefore are how to:
- Achieve the optimum use of existing residential land whilst protecting local character
 - Achieve an appropriate balance between the development and intensification of existing urban areas and pressure for the release of land from the Green Belt
 - Provide sufficient housing land in suitable locations with good access to jobs and services

- Achieve a suitable and sufficient mix of housing to meet the needs of all residents
- Ensure the delivery of necessary infrastructure to facilitate housing development

See questions in Section 6 of the comment form.

Meeting the Need for Affordable Housing and other Housing Needs

- 7.27 The Borough is relatively affluent and nearly 80% of the Borough's population own their home, significantly higher than the national average. Nevertheless, due to the high level of house prices and rental levels in the Borough, with an average house price in 2008 of approximately £315,000 against the national average of approximately £220,000, affordability is a significant issue and the number of people experiencing difficulties in meeting their housing needs is high. The proximity of the Borough to London puts an additional pressure on it in terms of the demand for housing. An independent Housing Needs Study carried out in 2004 revealed that some 1,750 households wanted to own or rent their home within the Borough but cannot afford to.
- 7.28 The current affordable housing policy for the town of Brentwood requires developments of 20 dwellings or above (0.66ha) to provide 35% as affordable housing. The opportunity to deliver increased levels of affordable housing is currently constrained by existing policy and the limited number of sites above the threshold. This 35% affordable housing is currently split between 30% subsidised rented and 5% intermediate housing, such as shared ownership (for key workers). Work currently being undertaken on a Strategic Housing Market Assessment, as part of the evidence base, but yet to be completed, indicates that whilst there is a continuing need for discounted rented social housing, there will be a more significant need for intermediate housing in the future.
- 7.29 The size and type of housing together with the density at which it is built has implications for the amount of land required. There is the need to ensure that the Borough's overall housing requirements are met through an appropriate range, mix and type of housing. A high proportion of the existing dwellings within the Borough are larger three and four bedroom detached properties. However, indications show that the predominant need within the Borough is for smaller one and two bedroom properties. Recent completions have aimed to address this, with 80% of completions in 2007/8 being one and two bedroom. Further effort is required to address this imbalance however, whilst still ensuring that sufficiently mixed communities are created.
- 7.30 The Borough features an average proportion of households containing special needs members (11.7%) and an above average proportion of households containing older persons (27.1%). The proportion of the total population living beyond the age of 65 years is further increasing and is predicted to grow by 7.2% between 2007 and 2012 and those aged 85 years + by 15.8% in the same period. This is likely to affect the number as well as the type of dwellings to be provided.
- 7.31 The key issues to be addressed, therefore, are how to:
- Provide an appropriate range of housing in terms of types, sizes, tenure and mix

- Secure more affordable housing provision in new housing development through a review of the thresholds and the proportion of affordable housing required, in order to meet the identified local need
- Deliver an appropriate split of affordable housing between social rented and intermediate
- Deliver sufficient special needs accommodation
- Meet the housing needs of an ageing population, particularly through the provision of accessible housing
- Develop links with other care organisations

See questions in Section 6 of the comment form.

Transport

- 7.32 Accessibility lies at the heart of creating a sustainable community. Ideally, essential services, employment and community facilities should be provided within walking distance of homes, or accessible by public transport. Both national and regional transport policies carry the same theme of promoting the most sustainable modes of transport, reducing the need to travel and discouraging the use of the car.
- 7.33 Brentwood has good rail connections to London with rail stations at Brentwood, Shenfield, Ingatestone and West Horndon. However, capacity at peak times is a concern. The proposed Crossrail link to Shenfield will increase capacity and further improve access to central London and Heathrow airport from Shenfield and Brentwood stations.
- 7.34 The bus network in Brentwood is run by private operators, focusing on services within defined routes mainly through Brentwood town centre and the built up areas. The frequency of the services is reasonable at peak hours but limited during the evenings and weekends. Public transport accessibility is a problem in the rural areas and of concern to those without the choice of alternative modes of transport.
- 7.35 Car ownership in the Borough is very high (40% of households own two cars or more) and most journeys are made by car. A significant proportion (57%) of the people working and living in the Borough use a car to travel to work.
- 7.36 Peak hour traffic congestion occurs, particularly in Brentwood town centre and roads leading into the centre, and it is likely that the level of car ownership will continue to rise. Car travel is a major contributor to CO₂ emissions and it is evident that peak hour traffic could increase significantly in the future without further investment in alternative modes of transport.
- 7.37 The Council will need, therefore, to promote spatial policies that will enhance the delivery of transport infrastructure necessary to provide for new development in a sustainable way, whilst minimising the need to travel and providing a choice of alternative modes of transport.

7.38 The key issues to be addressed, therefore, are how to:

- Direct development to accessible locations
- Reduce congestion throughout the Borough and thus reduce CO₂ emissions
- Provide relief for congestion in the main centres, considering the possibility of park and drive or park and walk facilities
- Reduce the high dependency on car use and encourage a change to more sustainable modes of transport
- Improve facilities for cycling and walking
- Achieve better integration of public transport facilities with private transport, cycling and walking facilities
- Improve accessibility to the town centre, local facilities and services, particularly for rural communities, young, elderly and disabled people
- Improve road safety and provide a safe, efficient and sustainable movement of people and goods in the Borough
- Reduce the number, length and time of journeys
- Secure investment for improved transport services and facilities

See questions in Section 6 of the comment form.

Infrastructure

7.39 In Brentwood as in many other places, the provision of infrastructure such as community facilities, health care services and roads do not necessarily keep pace with population growth and development, particularly housing. Any existing deficiencies in infrastructure provision will be exacerbated if existing infrastructure or proposed improvements are not able to cope with future additional development.

7.40 Funding of infrastructure is also a growing concern. With less public money, there is a greater need for developers to contribute to the provision of necessary infrastructure. Much of Brentwood's housing development has been built on relatively small sites, which themselves do not require any significant infrastructure provision, but cumulatively put pressure on existing facilities.

7.41 It is important, therefore, that new development is provided in locations where it can be supported by existing or proposed infrastructure.

7.42 The key issues to be addressed, therefore, are how to:

- Safeguard and ensure provision of sufficient land for infrastructure to meet the needs of the current and future community
- Ensure timely provision of infrastructure to accompany development
- Ensure that proposals for new developments make appropriate contributions towards the provision of infrastructure

- Ensure development is restricted in areas where infrastructure and other services are inadequate and there are no proposals for future improvements
- Improve access to facilities, particularly for young people, the elderly and the disabled people

See questions in Section 6 of the comment form.

Theme 5: Ensuring a Healthier Lifestyle and Safer Community

- 7.43 Living a healthy lifestyle in a safe community with suitable access to appropriate health care facilities and community services are major policy issues on the national and regional agenda. Two of the Council's proposed strategic objectives reflect this in seeking to achieve a safe, healthy and socially inclusive community. However, many of the services and facilities necessary to achieve these aims in the Borough can only be provided by the Council and other partners such as the Primary Care Trust, the police, the voluntary sector and the private sector, working together, particularly through the Local Strategic Partnership.
- 7.44 The Sustainable Community Strategy and the Core Strategy should improve choice and enhance the ability of the residents to achieve their aspirations. The Core Strategy should support and facilitate the plans and programmes of partner agencies in providing access to better facilities and services, in particular through the provision of land and buildings of an appropriate scale, form, location and design.
- 7.45 Developments which increase the opportunity for safer and healthier environments can lead to a higher quality of life and can contribute to peoples' well-being.
- 7.46 The key issues to be addressed, therefore, are how to:
- Safeguard existing community facilities
 - Provide for appropriate development of new high quality health, leisure, entertainment, sport, cultural facilities
 - Ensure that major new developments provide opportunities for additional community facilities
 - Ensure that the needs of all social groups are met
 - Promote education, learning and training around healthy living
 - Reduce crime and the fear of crime
 - Reduce levels of deprivation
 - Assist the vulnerable, those on low income and those with special needs
 - Reduce the adverse factors affecting health and welfare and ensure that no household suffers from fuel poverty

- Promote equality of opportunities and improve access to health and social care for both young and old people
- Assist where possible with the needs of the frail, the elderly, and people with disabilities
- Improve access to community facilities and local employment
- Encourage Community Groups to obtain funding

See questions in Section 7 of the comment form.

8 The Spatial Options for the Future Development of Brentwood

- 8.1 The Core Strategy is the spatial tool for the implementation of the Sustainable Community Strategy. The spatial options set out below describe the different approaches the Council could take in delivering the vision and objectives set out in the early part of this document for the Core Strategy and the Sustainable Community Strategy. In showing that the process of preparing the Core Strategy is sound, the Government requires that all reasonable spatial options are considered through the consultation process. The options also need to take account of National and Regional policies.
- 8.2 Possible options will have a number of common elements including the ability to:
- Deliver the additional housing and jobs required to meet the East of England Plan to 2021 and the eventual levels of growth in the roll forward of that plan to 2031
 - Maintain the openness of the Green Belt and avoid coalescence of existing settlements
 - Protect and preserve the Borough's environment and ecology and environmental and biodiversity designations
 - Provide sufficient additional land for a range of purposes and deliver new development in a sustainable manner
 - Give priority to suitable sites within or adjoining existing towns and villages and making use of previously developed land and vacant or under-used buildings
 - Deliver new development that meets the needs of the Borough and that is based on the evidence collected throughout the plan-making process
 - Deliver some targeted development in the smaller rural communities, such as the provision of affordable housing for local needs and local jobs
- 8.3 Based on the broad vision of the Borough and the proposed underlying strategic objectives of the Sustainable Community Strategy and Core Strategy, four alternative spatial options for the future development of the Borough have been put forward for discussion. These are:
- Centralised Growth
 - Transport Corridor-led Growth
 - Semi-Dispersed Growth
 - Dispersed Growth
- 8.4 The Council has suggested these options at this stage for the purpose of discussion and there is no attempt to show that one is better than the other. The

consultation, additional evidence collected and the Sustainability Appraisal will be significant factors in determining a final preferred option.

Spatial Option 1: Centralised Growth

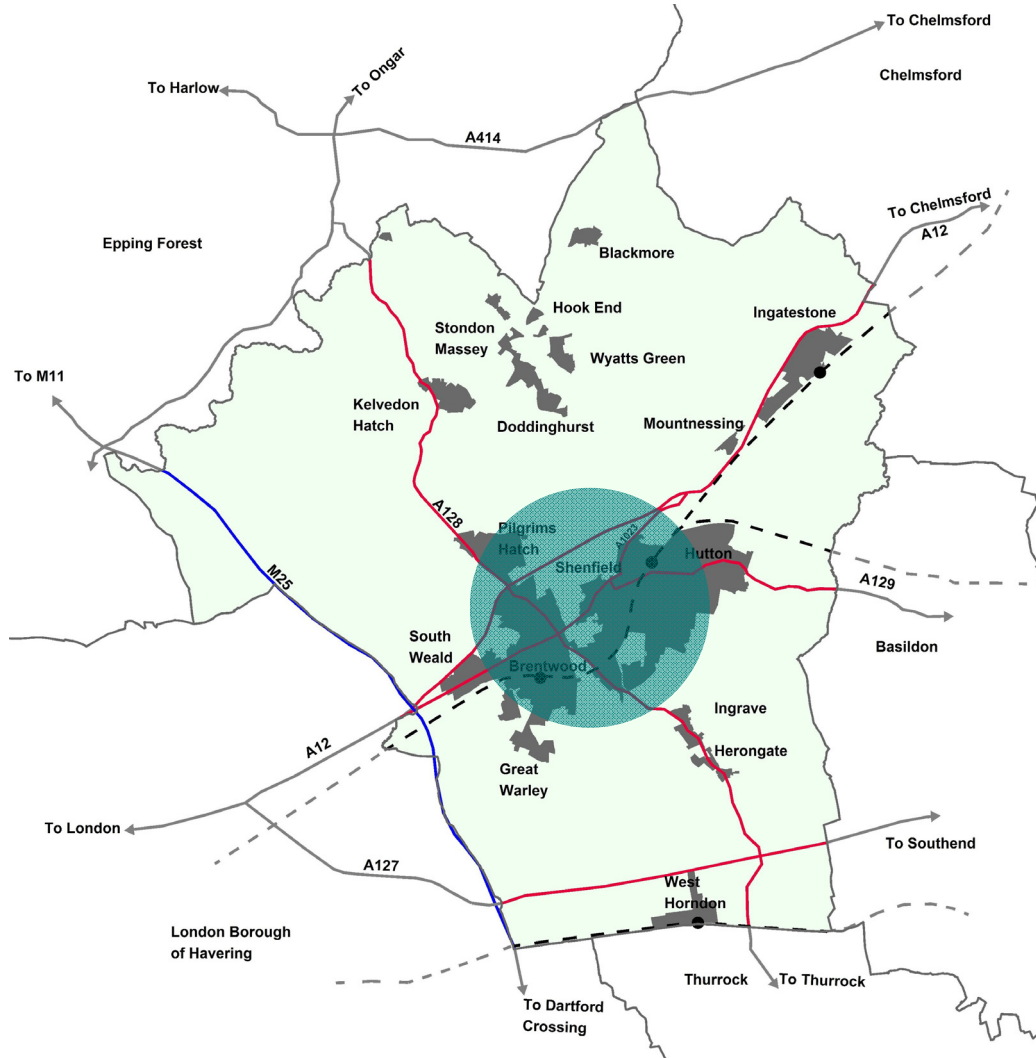


Figure 7: spatial option 1 – centralised growth

- 8.5 This option seeks to secure the provision of new housing and employment by directing new development towards the town of Brentwood. It seeks to meet future growth by promoting high density and mixed use development in the town through infill, change of use and redevelopment. Whilst a significant amount of the housing requirement is already committed in the town through planning permissions and further potential sites have been identified, the availability of suitable and deliverable sites may not meet the entire development requirements. The residual requirement may need to be provided through an urban extension or extensions of the town into the Green Belt. This option is illustrated in figure 7 and the benefits and weaknesses are set out in table 4.

Benefits	Weaknesses
<ul style="list-style-type: none"> • Efficient use of land and buildings that maximises the reuse of previously developed land in the town • Provides for development where access to jobs, services and other facilities are greatest • Reduces pressures on the wider Green Belt and open spaces • Opportunity to reduce the need to travel by car and promote sustainable modes of transport • Reduces the impact of development pressure over a large part of the Borough • Potential to maximise the economic benefits of Crossrail 	<ul style="list-style-type: none"> • Limited brownfield opportunities to provide the range of housing and facilities required • Potential increase in congestion on the town centre and local road network • Potential to overstretch existing infrastructure • High density development may not be in keeping with the character of the urban areas • Restriction on business growth in other centres • impact on the viability of rural settlements • Possible coalescence with surrounding settlements • Environmental and biodiversity constraints to the south of the town

Table 4: benefits and weaknesses of spatial option 1

Spatial Option 2: Transport Corridor Led Growth

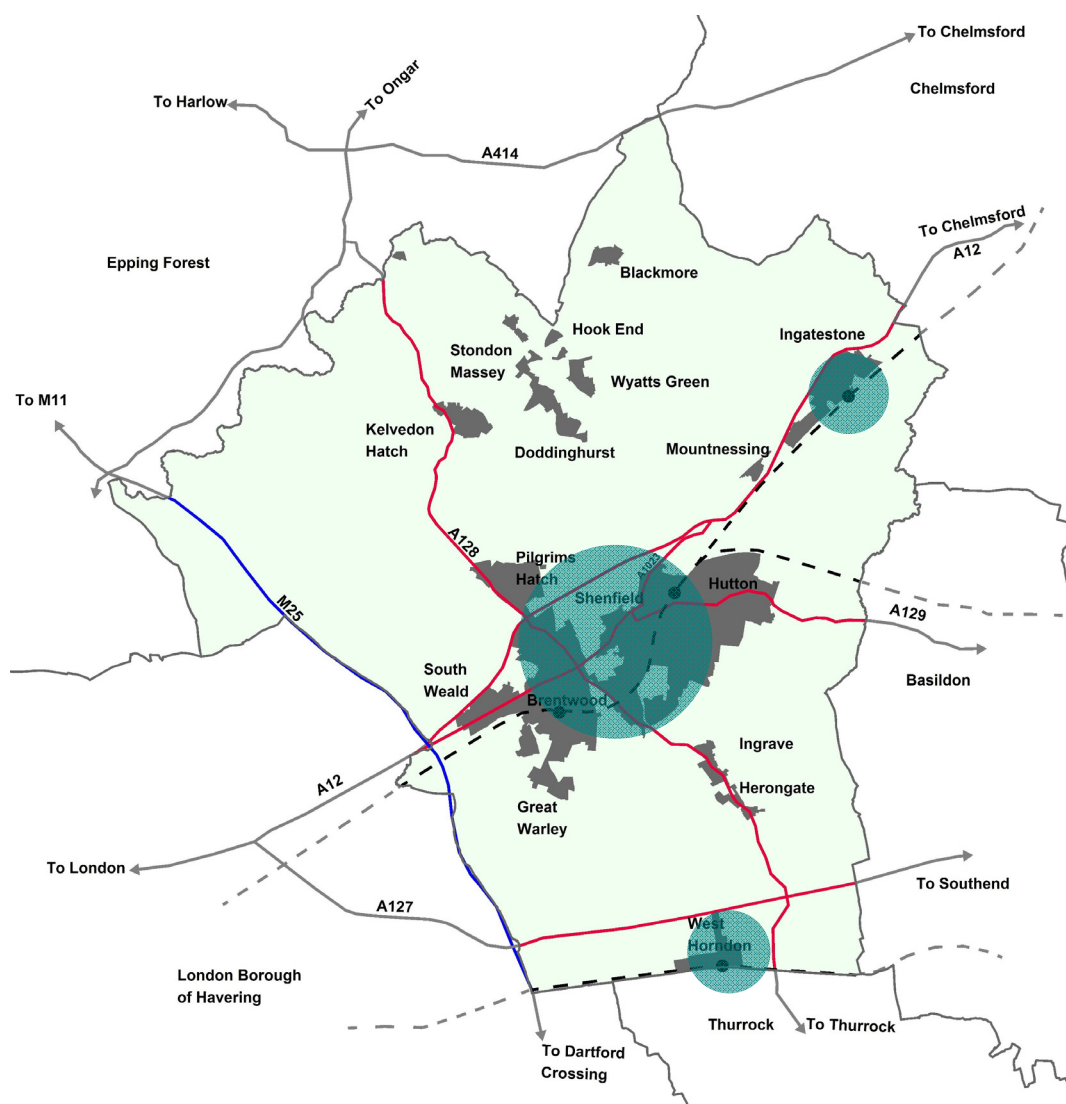


Figure 8: spatial option 2 – transport corridor led growth

- 8.6 This option is similar to option 1 in that it will still direct development to the town of Brentwood, but would seek to achieve greater provision of new housing and jobs at other locations within the main transport corridors in the Borough. It would spread development to cover a wider area by releasing land for development in other sustainable locations and particularly at transport nodes. Again, it is likely that this option may require the release of land, certainly beyond 2021, through urban extensions into the Green Belt.
- 8.7 This option would focus future growth in and around Brentwood, Ingatestone and West Horndon. This option is illustrated by figure 8 and the benefits and weaknesses of this option are shown in table 5.

Benefits	Weaknesses
<ul style="list-style-type: none"> • Efficient use of land and buildings that maximises the reuse of previously developed land in the Borough's main settlements • Provides for development where access to jobs, services and other facilities are relatively good • Potential to direct housing and economic development to areas with good rail links • Potential to enhance and/or improve provision of services, infrastructure and facilities in Ingatestone and West Horndon • Potential to maximise the economic benefits of Crossrail • Reduces pressures on the wider Green Belt 	<ul style="list-style-type: none"> • Limited brownfield opportunities to provide the range of housing and facilities required • High density development may not be in-keeping with the character of the urban areas • Encourages growth in areas where the availability of land and buildings may be limited • Increasing demand on other facilities, such as schools, recreation and shopping • Potential impact on the Green Belt around main settlements

Table 5: benefits and weaknesses of spatial option 2

Spatial Option 3: Semi-Dispersed Growth

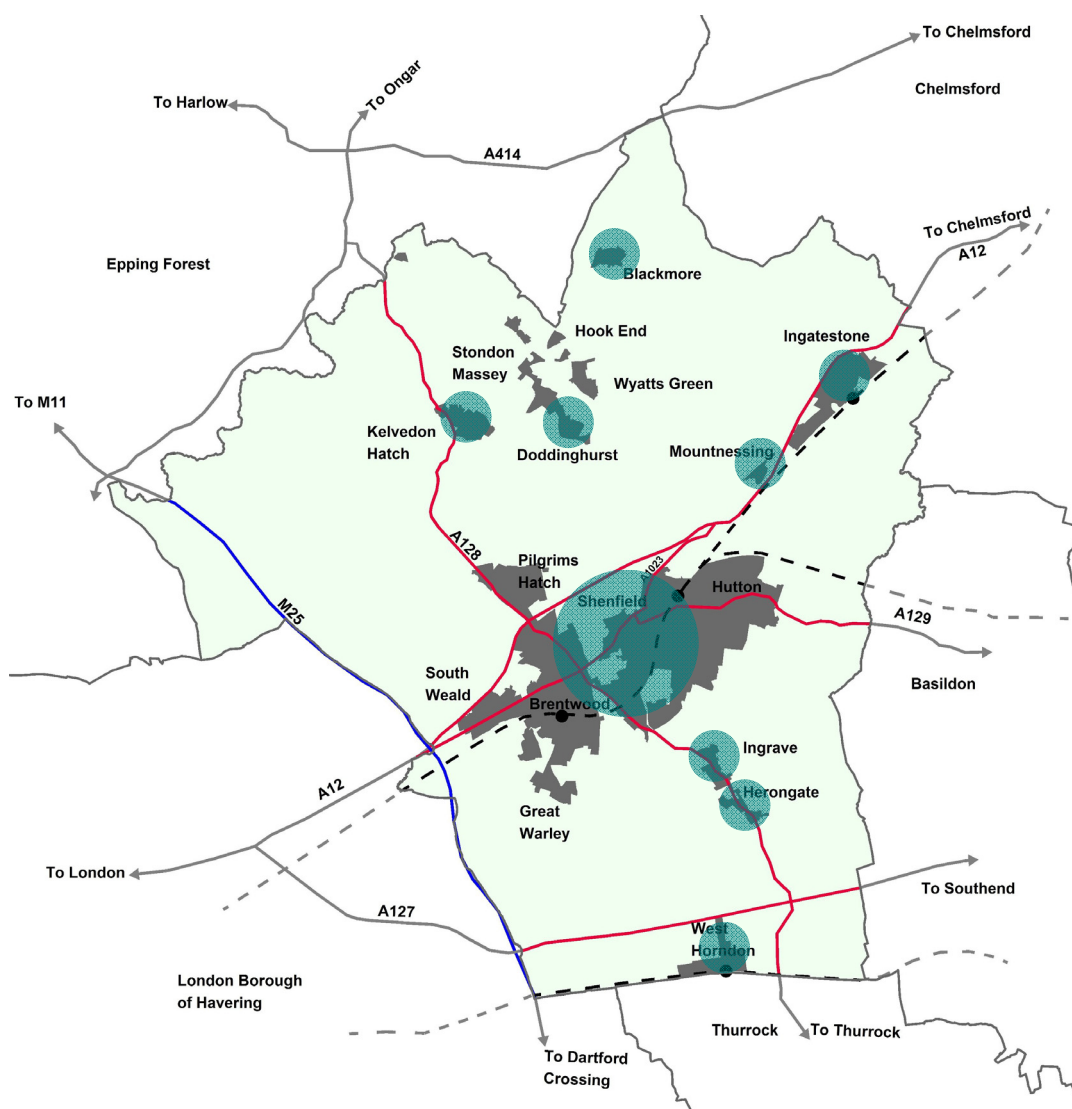


Figure 9: spatial option 3 – semi-dispersed growth

- 8.8 This option seeks to secure the provision of new housing and employment by directing new development towards the main settlements, including the larger villages of Ingatestone, West Horndon, Doddinghurst, Kelvedon Hatch, Herongate, Ingrave, Mountnessing and Blackmore.
- 8.9 Whilst the starting point for development opportunities would be the main town, it enables the search to be extended to other higher order settlements to accommodate growth. The option provides opportunity for development where there are existing facilities and the potential to channel new infrastructure investment to specific locations. There are, however, concerns about the impact of development and the ability to attract new funding for the infrastructure that will support new development. This is likely to mean the expansion of the settlement beyond the built envelope and encroachment into the Green Belt.
- 8.10 This option is illustrated by figure 9 and the benefits and weaknesses of this option are shown in table 6.

Benefits	Weaknesses
<ul style="list-style-type: none"> • Efficient use of land and buildings that maximises the use reuse of previously developed land in the Borough's main towns and villages • Provides for development where access to jobs, services and other facilities are relatively good • Potential to improve infrastructure in the larger villages • Opportunity to improve public transport in parts of the rural area • Opportunity for improved community facilities including education, leisure and culture in main settlements 	<ul style="list-style-type: none"> • Limited brownfield opportunities in some areas • Potential impact on the Green Belt and areas of high amenity value across the Borough • Cost of new infrastructure and the provision of community facilities • Increased need to travel, with both houses and jobs dispersed across the Borough with poor access to public transport facilities in some areas

Table 6: benefits and weaknesses of spatial option 3

Spatial Option 4: Dispersed Growth

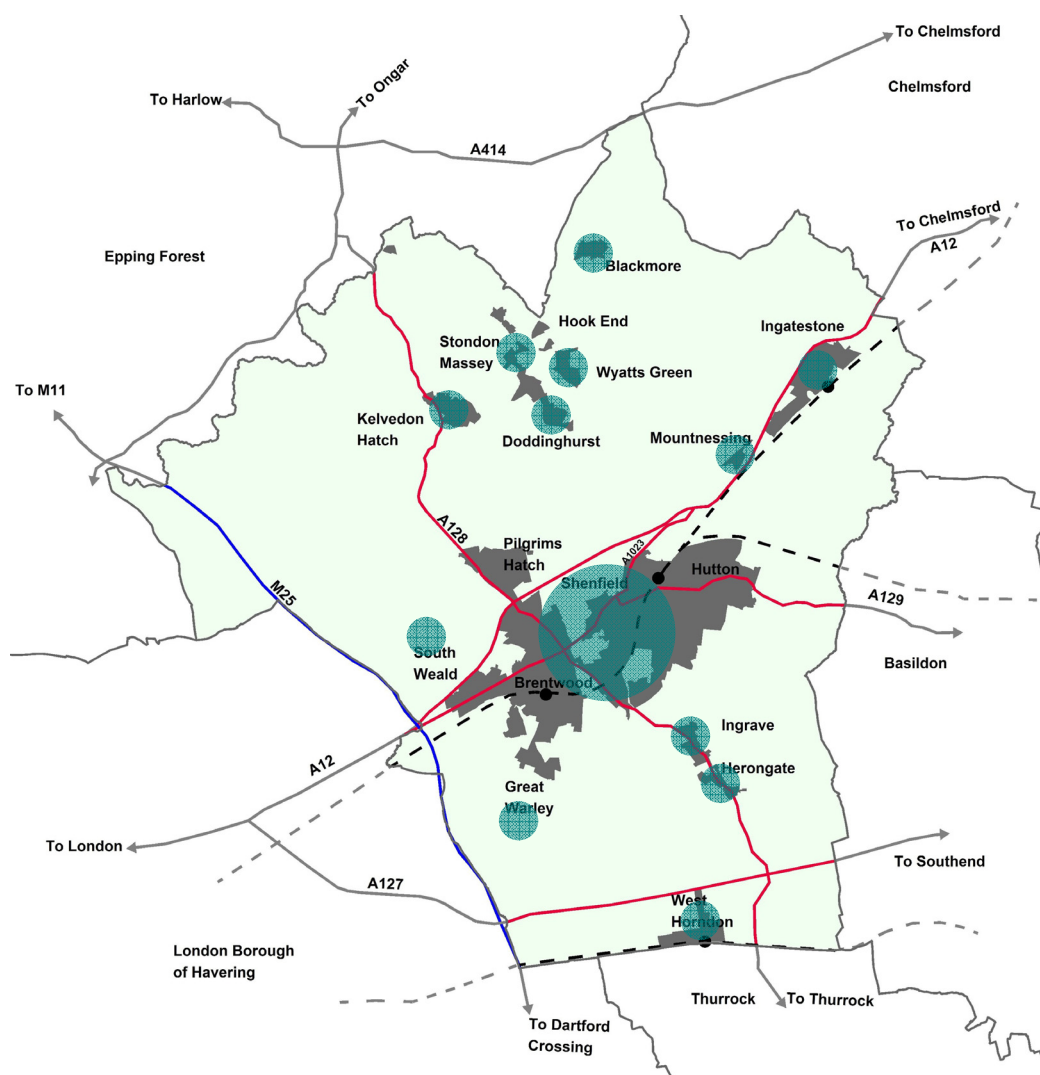


Figure 10: spatial option 4 – dispersed growth

- 8.11 This option spreads growth across the borough. The level of development in the smaller settlements would be greater than that to provide for local needs, which may form part of the earlier options. Whilst individual impacts on the Green Belt, due to the need to release land, may be less, the impact will be felt across all communities. This option has the potential to maintain the vitality of the smaller villages and provide new local employment opportunities at different locations within the Borough. However, it may increase development in locations with poor public transport accessibility and that are remote from the main employment areas and services, thus increasing car usage.
- 8.12 This option is illustrated by figure 10 and the benefits and weaknesses of this option are shown in table 7.

Benefits	Weaknesses
<ul style="list-style-type: none"> Efficient use of land and buildings that maximises the reuse of previously developed land across 	<ul style="list-style-type: none"> Limited brownfield opportunities in some areas Potential impact on the Green Belt

<p>the Borough</p> <ul style="list-style-type: none"> • Any Green Belt releases limited in impact on individual settlements • Potential to allow for high quality development at densities in keeping with existing character • Opportunities to contribute to the viability of the rural economy • Potential to provide improved local services and/or maintain the viability of existing facilities 	<p>and areas of high amenity value across the Borough</p> <ul style="list-style-type: none"> • Cost of new infrastructure and the provision of community facilities • Increased need to travel, with both houses and jobs dispersed across the Borough with poor access to public transport facilities
-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

Table 7: benefits and weaknesses of spatial option 4

See questions in Section 8 of the comment form.

9 Implementation and Monitoring Framework

Implementation

- 9.1 The delivery and implementation of the strategies and policies can only take place through the active participation of all the partners, whether they are other public authorities, statutory undertakers, private developers and businesses or the wider community. The Council and Local Strategic Partners add value by being proactive and initiating, facilitating and implementing actions in a more coordinated way, where appropriate. They seek to enhance delivery by encouraging individual organisations to increase their effectiveness and efficiency and by working together and reducing duplication. Effective implementation of the Sustainable Community Strategy and the Core Strategy will be accelerated by other delivery vehicles such as the Council's transport Implementation plan, Housing Strategy and Economic Development Plan, plus the plans and programmes of other agencies such as the Primary Care Trust, the County Council and the Police Authority.

Monitoring

- 9.2 Monitoring should happen at all levels and there is a need to drive and measure delivery accordingly in order to achieve the vision and the strategic objectives. Much of the work described in the Sustainable Community Strategy is already monitored by partners as part of their everyday work. To avoid duplication, Brentwood's Local Strategic Partnership reports will include only the main indicators of progress and achievement and will act as "signposts" to the detailed activities being undertaken by each partner. The primary means by which progress will be measured against the Sustainable Community Strategy will be through the indicators and targets set out in the Local Area Agreement, as this is the delivery mechanism for the Strategy.
- 9.3 The objectives and detailed policies in the final Core Strategy will be monitored as part of the Annual Monitoring Report and subsequently reviewed as necessary through the ongoing Local Development Framework process.

10 Appendix 1: Research Studies & Evidence Base

- 10.1 An evidence base consisting of research reports, technical papers and on-going studies supports the local development framework. These have been prepared or commissioned by the council. Relevant research from other organisations has also been taken into account.
- 10.2 The following evidence base has been used to help define the key issues within the Borough that will then aid in developing a sound Core Strategy. As highlighted below and given that the Core Strategy is still in the early stages of preparation, some of the studies are yet to be completed. However, findings from these will be fed into the future development of the Core Strategy for the Borough.
- Brentwood Borough Council Annual Monitoring Report 2007/8
 - 5 year Deliverable Housing Land Supply Assessment
 - Brentwood Borough Hotel and Visitor Accommodation Futures (2008) – Hotel Solutions
 - Braintree, Brentwood, Chelmsford, Maldon and Uttlesford Landscape Character Assessments (2006) – Chris Blandford Associates
 - Mid-Essex Economic Futures (2006) - University of the West of England
 - Survey and Assessment of Needs and Audit of Open Spaces, Sport and Recreation Facilities in Brentwood Borough (2007) - PMP
 - Strategic Environmental Assessment Baseline Information Profile 2006-2007 (2007) – Essex County Council
 - Sustainability Appraisal of Brentwood Borough Council Local Development Framework: Updated Scoping Report (2009) – Scott Wilson
- 10.3 A range of additional research and studies are either underway or still to be completed. Following the completion of each of these, the findings will input into the final documents.
- Strategic Housing Market Assessment (SHMA) – ORS (currently being finalised)
 - Strategic Housing Land Availability Assessment (SHLAA) – Atkins (in preparation)
 - Employment Land Review (joint study with Epping Forest District Council, in preparation)
 - Strategic Flood Risk Assessment (SFRA) & Water Cycle Strategy
 - Retail Needs/Capacity Assessment
 - Infrastructure Study