

**Braintree District Council**  
**Duty to Co-operate**  
**Statement**

**October 2017**

## Introduction

This statement sets out how Braintree District Council has met the requirements of the duty to cooperate in preparing its Local Plan. It follows the suggested format contained in the August 2015 Planning Advisory Service Duty to Cooperate Statement Template. Given that Braintree Section 1 of the Local Plan has been submitted jointly with Colchester Borough Council and Tendring District Councils, the format of this statement primarily considers the Duty to Co-operate in the context of this joint approach.

Section 110 of the Localism Act transposes the duty to cooperate in to the Planning and Compulsory Purchase Act 2004 and introduces section 33A, which sets out a duty to cooperate in relation to the planning of sustainable development. The duty to cooperate applies to all local planning authorities, county councils and prescribed bodies, and requires that they must co-operate with each other in maximising the effectiveness with which development plan documents are prepared.

The Localism Act states that, in particular, the duty to cooperate requires that engagement should occur constructively, actively and on an ongoing basis during the plan-making process. It also states that regard must be had to the activities of other authorities where these are relevant to the local planning authority in question. National policy makes it clear that the Duty to Co-operate is not a 'duty to agree', but that every effort should be made to secure necessary cooperation before submission of a Local Plan to the Planning Inspectorate.

The neighbouring authorities and prescribed relevant bodies for the purposes of section 33A of the Act, as set out by the Town and Country Planning (Local Planning) (England) Regulations 2012 are:

- Tendring District Council (Within Strategic Housing Market Area)
- Babergh District Council
- Colchester Borough Council
- Chelmsford City Council (within Strategic Housing Market Area)
- Maldon District Council
- St Edmundsbury Council
- South Cambridgeshire District Council
- Essex County Council
- Suffolk County Council
- Cambridgeshire County Council
- The Environment Agency
- Historic England
- Natural England
- The Mayor of London
- Highways Agency
- The Office of Rail and Road
- Transport for London
- Integrated Transport Authority
- The Civil Aviation Authority
- The Homes and Communities Agency
- Mid Essex Clinical Commissioning Group/NHS
- The Marine Management Organisation
- South East Local Enterprise Partnership

Paragraphs 178-181 and 156 of the National Planning Policy Framework (NPPF) outline the relevant planning policy issues to be considered under the duty to cooperate. It states that '*public bodies have a duty to co-operate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities*'. It states that this should include strategic policies to deliver:

- The homes and jobs needed in the area;
- The provision of retail, leisure and other commercial development;
- The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management and the provision of minerals and energy (including heat);
- The provision of health, security, community and cultural infrastructure and other local facilities; and
- Climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape

### **Relevant Local Authorities and Strategic Planning Policy Context**

- Essex County Council – Essex Minerals Local Plan (2014), The Essex and Southend on Sea Waste Local Plan (2017).
- Colchester Borough Council – Adopted Local Plan (2001-21), Emerging Local Plan 2017 to 2033.
- Tendring District Council – Tendring District (2007), Tendring District Council Local Plan 2013-2033 and beyond.
- Uttlesford District Council – Uttlesford Local Plan (2005), Regulation 18 Local Plan (2017)
- Chelmsford City Council – Local Development Framework (2011)
- Maldon District Council – Maldon District Local Development Plan (2017)
- St Edmundsbury District Council – Core Strategy (2010), Vision 2031 (2014)
- Babergh and South Suffolk District Council – Babergh Local Plan Part 1 (2014)
- South Cambs District Council – Core Strategy (2007), Site Specific Policies DPD (2010), Adopted Proposals Map 2012.
- Cambridgeshire County Council – Minerals and Waste Core Strategy (2026)
- Suffolk County Council – Minerals Core Strategy (2008), Waste Core Strategy (2026)

### **Statutory Consultees**

- Environment Agency (EA) – The EA have been involved with the preparation of the Water Cycle Study and Strategic Flood Risk Assessment evidence base work.
- Historic England – Have been consulted during the preparation of the Local Plan. Ongoing work will be required on detailed matters as development sites are progressed, in particular with the garden communities work.
- Natural England – Have been involved with the production of the Habitats Risk Assessment and Appropriate Assessment. There will be ongoing work with them on the Recreation Avoidance Mitigation Strategy.
- The Mayor of London – The District is not a London Borough, however the mayor, through the GLA have been consulted on the Local Plan at every stage.

Representatives from the EPOA attend as representations of Essex at stakeholder meetings with the GLA and report back to Councils on matters and actions arising.

- Civil Aviation Authority – BDC continue to be engaged by the CAA on matters relating to flightpaths and BDC have responded to consultations on route alterations.
- Homes and Communities Agency – Ongoing discussions around the delivery of housing sites in the Local Plan and the future of Wethersfield Airbase.
- Clinical Commissioning Groups – On going meetings which enable the authority to update the CCG on the progress of the Local Plan.
- The Office of Rail and Road – Have been consulted as part of the Local Plan process.
- Highways England – Involved with the production of the Local Plan and work on the garden communities. Ongoing need for co-operation due to the A12 and A120 routes options.
- The Marine Management Organisation – Braintree District Council does not have a coast.
- South East Local Enterprise Partnership – The Council has had a number of meetings with officers at the SELEP including at a senior level. The Council has also worked with the SELEP to put forward funding bids for infrastructure projects which would unlock housing growth.
- Local and adjacent Parish Councils – Stat consultees, ongoing consultation and pre-consultation to the draft Local Plan. Parish Councils were sent all sites submitted for consideration through the Local Plan’s Call for Sites, before any decisions were made as to which sites should be included.
- Local Police Body (Police Crime Commissioner) – Consultee with the Local Plan and ongoing work to enable the potential re-location of police headquarters to the district.
- Anglia Water – Engagement though the production of the Water Cycle Evidence base and Strategic Flood Risk Assessment, and site selection process.
- Essex and Suffolk Water – Engagement though the production of the Water Cycle Evidence base.

### **Strategic Geography** (All figures taken from the Annual Monitoring Report 2016)

Braintree District is a large predominantly rural district located in the north of Essex. It covers approximately and has a population of 150,360 in mid-2015, over three main towns and 60 parishes.

The estimated median age of residents was 42.8 in 2015, which is older than the UK average, and an increase from 40.6 in 2008.

The largest town is Braintree, followed by Witham and Halstead. 5 of the larger villages are designated as Key Service Villages.

In terms of relationships with other authorities, the district has high levels of out commuting to Chelmsford, Uttlesford and London. The district also has one of the highest commuting distances for work being the 12<sup>th</sup> highest commuting distance in England.

The residential population is expected to increase from 150,360 to between 165,000 and 175,000 by 2033.

The largest economic sector in the district is wholesale & Retail Trade; repair of vehicles, followed by human health & Social Work Activities, construction, and manufacturing.

Between 2006 and 2016, house prices in Braintree increased by 37% (Up by £73,287) which is the third lowest increase in prices across the Essex districts.

The district is relatively unconstrained in terms of environmental constraints, whilst some areas are affected by flooding the majority of the district is Flood Zone 1. No national park, or AONB's are present but a proposed extension area to the Dedham Vale AONB could potential impact on the north east part of the District, several SSSI are present but are generally located away from the main towns and are unlikely to impact on growth. Large areas of the district are best and most versatile agricultural land (BMV), or have the potential to be. Areas of lower quality are in more unsustainable areas of the district.

### **Key links and issues from Prescribed Bodies**

#### **Housing Market Area**

Braintree shares a housing market area with Chelmsford, Colchester, and Tendring. This has been agreed through joint work on housing market areas both inside and outside the HMA.

#### **Chelmsford City Council**

Commuting between adjacent Local Authorities. Chelmsford City Council has highlighted the issue of commuting particularly along the Great Notley/Great Leighs corridor. Braintree Council is proposing development at land east of Great Notley and Chelmsford is also proposing a smaller level of development at Great Leighs. As there is a commuting link from those living in Braintree and commuting to Chelmsford (either to access jobs in the town, the A12 or the railway line) Chelmsford have requested additional wording in the Local Plan regarding contribution to a proposed Chelmsford North East Bypass. This is agreed by BDC and is included as a minor modification. The authorities are both signatory's to the North Essex MOU who have resolved to work together. This has included joint discussions with ECC around secondary school places for the new communities around Great Notley/Great Leighs.

#### **Suffolk County Council St Edmundsbury and Babergh and Mid-Suffolk**

Have raised cross border issues relating to the potential for a bypass for Sudbury, and the potential for retail proposals to impact Sudbury town centre. Alterations have been made in the regulation 18 draft Plan to take this into account and ensure that the route of the bypass remains protected when it is in the District.

#### **Maldon District Council**

Maldon District Council whilst involved in the discussions around the north Essex MOU were not signatory's to the final version due to the advanced nature of their Local Plan. Maldon have raised a number of issues in the Local Plan which are related to soundness rather than Duty to Co-operate. The issues include the exact wording of housing and employment sections, the need for specific boundaries for the garden communities and the need to work together on the traffic issues caused by growth in both Maldon and Braintree District around the Hatfield Peverel village and the B1019 which traffic from Maldon uses to access the A12. Work is ongoing between the Councils and all three Essex authorities and it is intended that

statements of common ground be agreed between the authorities prior to the orally section of the examination.

### **Colchester, Tendring, and Essex County Council**

Are partners in the garden communities project which is outlined in more detail below.

### **South Cambridgeshire District Council and Cambridgeshire County Council**

Braintree shares a small rural border with Cambridgeshire. The border is in a rural part of both Districts and is not crossed by any roads or other links. Both authorities have been consulted on the Local Plan and have confirmed that they have no issues to raise as there are no strategic cross boundary issues to consider between the two authorities.

### **Basildon Borough Council**

Have raised two issues through the consultation. The first relates to a request to seek some of the Gypsy and Travellers numbers from Basildon be met in other parts of Essex, including Braintree District. The Essex Planning Officers Association have commissioned consultants to undertake work on behalf of Essex authorities to attribute need in the County. Braintree has a substantial need of its own identified within that report which it intends to meet in full. The request was considered, however no sites were available in the District to support additional pitches and the Council and proposed meeting its own need through the allocation of pitches as part of the mix of uses on large scale allocations, including the garden communities.

The second issue was the potential of the south Essex HMA to not be able to meet its housing needs (although this has not been raised by the other south Essex HMA's with the authority). A procedure for dealing with these types of requests has recently been approved by the Essex Planning Officers Association which sets out the stages an authority needs to go through. BDC is also proposing a minor modification to the Local Plan to include the potential review mechanism for these requests after Local Plans are adopted. A statement of common ground with Basildon covering these issues will be submitted.

### **Memorandum of Co-operation: Collaborative working on strategic growth priorities in North and Central Essex**

This Memorandum of Co-operation (MOC) was agreed between Braintree District Council, Chelmsford City Council, Colchester Borough Council, Essex County Council and Tendring District Council in June 2016. Its aim is to provide a statement of intent under the Duty to collaborate on strategic issues, identify key strategic issues which will have a bearing across the wider geographic area, to articulate the process for and outcomes from this collaboration, principally through the statutory planning process, and to ensure appropriate integration and alignment of strategic investment priorities in support of sustainable growth and to use this to make the case collectively for the necessary funding. A copy of this document is included within the Appendix.

### **North Essex Garden Communities**

In the summer of 2015 the Councils of North Essex (Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council) agreed to set up a series of joint working groups to manage the shared strategic planning of North Essex. These initial working groups have developed into the full programme of meetings and staffing and resourcing arrangements that are set out below.

The following groups relating to planning meet fortnightly;

#### Master Planning and Infrastructure Working Group

This group includes planning representatives from Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council, ATLAS and is also attended by various supporting consultants and legal advice when these are appropriate.

The group actions matters including the delivery of the joint section 1 of the Local Plans, commissioning and signing off joint evidence base documents to support both the Local Plans and the Garden Communities, consultation strategies and community engagement and general project management and risk management issues.

#### Transport Working Group

This group is attended by planning and transport colleagues from Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council and transport consultants. The group actions matters including commissioning and signing off evidence base in relation to the Local Plans and Garden Communities, updates on strategic highway matters and transport and infrastructure text within the documents.

#### Economic Working Group

An economic working group has been set up in the last 2 months to ensure specialist in this area of being engaged. Economic development colleagues from Essex County Council, Braintree District Council, Colchester Borough Council and Tendring District Council attend the group along with representatives from consultancies as appropriate. This group is managing the creation of an economic vision for each of the garden communities and the economic evidence base to support the Local Plan examination and the Garden Communities.

#### Steering Group

This group of directors from Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council oversee the garden communities project. The Steering Group agrees budgets and recommendations from the various working groups and manages risk and overall project management.

#### Board

A formal board for North Essex Garden Communities has been set up and meets every month, after being a shadow board for around a year. The board includes the chief executives, leaders and portfolio holders for planning from Essex County Council, Braintree District Council, Colchester Borough Council and Tendring District Council. It also includes representatives from University of Essex and the Haven Gateway. Representatives from other areas including the DCLG are invited to attend the meeting.

There are also specialised meetings which take place to discuss legal and financial matters relating to the garden community projects. These meet as and when required.

In the case of all meetings these are facilitated from dedicated North Essex Garden Community resources made up of a Project Manager, programme manager and administrative assistant. A group managing director has also just been appointed to take overall control of the project. The costs of these posts are met from a centralised budget

which is made up of funding from each of the four local authority partners and grant funding from DCLG.

A planning policy officer was also appointed in September to be shared between the three local planning authorities of Braintree, Colchester and Tendring. This post will be primarily responsible for managing the Development Plan Document process for each of the Garden Communities which will include the commissioning of evidence from specialist consultants and writing the joint documents.

The local planning authorities have agreed to produce joint Development Plan Documents for each of the Garden Communities which will be published for consultation in November 2017. Each garden community is potentially cross border and therefore each DPD is a joint document. West of Braintree is being produced on behalf of Braintree District Council and Uttlesford District Council, Colchester Braintree Borders on behalf of Colchester Borough Council and Braintree District Council and Tendring Colchester borders on behalf of Tendring District Council and Colchester Borough Council. In each case

#### **Duty to Co-operate between Braintree District Council and Uttlesford District Council**

Braintree District Council (BDC) and Uttlesford District Council (UDC) are adjacent authorities in the north of Essex. They share a large broadly north/south boundary which is mainly rural in nature. The main road route between the two Districts is the A120. There are no rail lines between the two authorities.

BDC and UDC do not form part of the same Strategic Housing Market Area, neither do they sit within the same identified economic corridors. Nevertheless given their proximity, there are strategic issues between the two authorities which have been discussed through the Duty to Co-operate. These are;

#### The Garden Community at West of Braintree

BDC produced an Issues and Scoping consultation document in early 2015. This noted the possibility of free standing new settlements, but did not propose any particular locations at that time. UDC noted during that consultation that following member discussion they would work closely with BDC to evaluate proposals close to the District boundary and work together on all cross boundary strategic issues and this work began.

A Garden Community at West of Braintree was proposed within the BDC Preferred Options Local Plan in the summer of 2016. The public position as set out in the UDC response to the consultation noted the advantages of planning a coterminous new settlement between the two authorities and the opportunity to plan jointly for that in subsequent documents (without prejudice to a later UDC decision). A question around the relationship between Boxted Wood itself and the new development were raised. These issues and many others were discussed as work on the project has continued.

In the summer of 2017, BDC released its Regulation 19 public consultation which included a strategic area of search for a garden community at West of Braintree, as well as policies to support the Garden Communities. This Local Plan had been produced in consultation with officers at UDC. The UDC responses notes the strong working relationship between the authorities in bringing forward the Local Plans and the commitment to continue to work closely together.



The UDC regulation 18 Local Plan was also published in the summer of 2017, which also included land at the West of Braintree, as a garden community, which BDC is supportive of.

Regular meetings have taken place between the local authorities since this project began. This includes a series of regular meeting between the chief executives and lead officers, these have taken place approximately every quarter since late 2015.

Meetings between Councillors from both authorities have also taken place, both formally and informally to discuss proposals.

Building on a series of meetings which have taken place between officers since 2015 to discuss Local Plan progress, a working group made up of representatives of UDC, BDC, ECC and NEGC has been set up following the decisions made in the summer of 2017 in order to progress the West of Braintree DPD and its associated evidence base. This group currently meets every fortnight.

The Councils have now had a commitment to work closely together to proceed on the garden community (notwithstanding decisions to be made on the UDC Local Plan Regulation 19 expected in January 2018). This has included a formal commitment to work together to produce a joint Development Plan Document on the West of Braintree. This document will be published later in October and if approved will be subject to an Issues and Options consultation in November and December 2017.

There are no matters of disagreement in relation to the Duty to Co-operate and the West of Braintree Garden Community.

#### Strategic Transport Links along the A120 corridor

Both Councils sit along the already improved part of the A120, which is a dual carriageway for the length of its journey through BDC and UDC. However at the edge of each District the A120 becomes single carriageway and is subject to significant congestion. The two junctions where this change happens (the junction with the M11 to the west and 'Galley's Corner' to the east) also suffer from serious congestion and will require upgrading during the Local Plan period.

The Councils are working together with other stakeholders, most notably Essex County Council and Highways England to ensure that improvements to the network take place to facilitate the growth within both local authorities.

There are no matters of disagreement in relation to the highway network.

#### Strategic Employment Links to London Stansted Airport

Sitting within UDC, London Stansted Airport is one of the largest regional employers and provides a gateway for national and international travel destinations. As such its influence goes beyond the boundary of UDC. Indeed London Stansted Airport is the biggest single employer of Braintree District residents with a movement of just under 4,000 commuters from Braintree into Uttlesford each day (less than 1,000 commuters make the journey the other way).

The Councils and Manchester Airport Group, the operator of London Stansted Airport, undertake regular liaison meeting to ensure that issues are discussed and public transport

and other measures are in place to ensure accessibility to the Airport by methods other than private car travel.

There are no matters of disagreement in relation to the highway network.

The Councils continue to develop their working relationship at officer, senior officer and Councillor level. There continue to be regular meetings across all these areas to discuss planning, growth and other issues and specific working groups, including Essex County Council, to progress the joint Garden Community and joint Development Plan Document.

There is also continuing engagement through wider groups such as the Essex Planning Officers Association which both Councils actively participate in.

Work on the joint DPD will continue with the officer working group producing a joint Local Development Plan document which will be subject to joint engagement, consultation and examination.

The Duty to Co-operate has been met between UDC and BDC. Despite at different stages in the Local Plan process, the Councils have come together to consider cross boundary strategic issues and to take plans forward for a cross boundary garden community of up to 13,000 new homes. There is a continuing commitment to work together to complete the joint Development Plan Document on West of Braintree and to act in partnership to deliver the garden community in the long term.

### **Stansted Airport**

Stansted Airport is located within the adjacent district of Uttlesford, it is a major employer in the region, and employs a large number of District residents. Continuing engagement will be required with Manchester Air Group (MAG), who operate the airport, as it seeks to continue with its growth and expansion plans. Braintree District is well positioned to take advantage of growth, as it has good links to it. Local businesses are also well positioned to take advantage of the airport and the businesses which operate from it. Various liaison meetings and forums take place between the Airport operators and this authority.

### **Retail Catchments**

As set out in the Council's Retail Evidence base, the retail centres at Colchester and Chelmsford serve as a regional function which serve a wider catchment, with Braintree filling the more local market for convenience food goods. The district has a lower retention of comparison goods spending, due to its close proximity to both Colchester and Chelmsford. Braintree does host Freeport Designer Outlet village which attracts customers from London and the wider region. There are no issues with any authorities on retail catchments.

### **Infrastructure**

The southern part of the District has is well connected to the strategic road and rail network with both the A12 and A120 and mainline railway line connecting to London and Norwich. Braintree itself is served by a single track branch line which can only operate a limited service.

Highways England has consulted on proposals to widen the A12 to three lanes as it runs through the district. The route options included both on and off route changes as well as the

potential for new junctions as well as closing some existing junctions. This scheme is proposed to commence works by March 2021 and be completed by 2026.

It is also proposed to dual the A120 between Braintree and the A12. The current route is single carriage between Marks Farm Roundabout and the A12, and is likely to be over capacity by 2033. The route is also considered unreliable due to congestion. Essex County Council on behalf of Highways England consulted on a number of route options for the A120 and is expected to announce the results of that consultation shortly. It is hoped that funding for the A120 will be secured and delivered by 2026.

These issues are dealt with in more detail in the transport and infrastructure section below.

### **Bio-diversity and environmental linkages**

Several SSSI are present in the district, but no European Designated sites. Southern parts such as Hatfield Peverel, Witham, Kelvedon and Feering have the potential to have recreational impacts on designated sites located on the coast in Maldon District. These have been considered within a Habitats Regulation Assessment and an Appropriate Assessment more details of which are set out below.

### **Flood Risk**

The area is not directly impacted by coastal flooding, and is predominantly Flood Zone 1. A Strategic Flood Risk Assessment is part of the evidence base which has been prepared with input and sign off from statutory consultees. There are no cross boundary flooding issues.

### **Measures for co-operation**

Every Local Plan is expected to be reviewed on a rolling 5 year program. This will provide the opportunity for further duty to co-operate meetings between the Local Authorities.

Ongoing and existing arrangements for co-operation include joint working with Colchester Borough Council, Tendring District Council and Essex County Council at both officer and Member level. This is likely to continue for the duration of the garden communities project and is set out in more detail below.

Essex Planning Officer Association (EPOA) – The EPOA represents 12 Local Planning Authorities in Essex, as as two unitary authorities (Thurrock and Southend-on-Sea). Heads of planning departments from the authorities meet several times a year to discuss planning issues affecting the whole of Essex, and produce planning guidance documents. It is also the main mechanism used to respond to adjacent strategic documents such as the London Plan. There are also sub groups for officers in planning policy, development management, enforcement and planning admin.

Haven Gateway – The Council is an active member of the Haven Gateway and participates at both an officer and Councillor level. The partnership works towards the promotion of economic growth and infrastructure improvements in the Haven Gateway region which includes authorities east of Braintree along the A120 corridor.

Dedham Vale and Stour Valley Joint Advisory Committee – the Council participates and contributes to this group at an officer and Councillor level to work with other authorities, statutory consultees and third sector organisations to promote and conserve this area.

Essex Chief Executives Group/ Essex Leaders Group – The two groups bring together leaders and chief executives across Essex to deal with strategic issues, governance and strategy. This does include work streams in relation to growth.

HCA – Future of Wethersfield Airbase. The former Wethersfield Airbase is currently home to the MOD police and is used as a training facility. It is likely to become surplus to requirements during the course of the Local Plan period and is likely to be passed to the HCA for disposal. Once the timing of decommissioning is finalised and the constraints around the site are fully understood, the position will become clearer and the site could feature in a future Local Plan review. The Council has a good working relationship with the HCA on other sites and issues and meets regularly at an officer level.

### **NHS/CCG**

Officers meet on a quarterly basis with Mid Essex CCG to discuss issues relating to health care provision in the district. This forum gives the local authorities the opportunity to update the CCG on progress with Local Plan and enables issues to be discussed prior to consultation. The forum also gives the Council access to the CCG's estates website on health facilities, GP provision and patient numbers for the district, and where people live in relation to which GP they are registered with.

### **Strategic planning priorities - Introduction**

NPPF paragraph 156 advises local planning authorities to set out the strategic priorities for the area in the Local Plan. For the Braintree, Colchester and Tendring Local Plans, the agreed approach for all three Local Plans has been to prepare a shared Section 1 containing strategic policies for the three-authority area, including three proposed Garden Communities. Each authority has then separately prepared a Section 2 containing policies for their local area.

Given that the shared Section 1 Local Plan is by definition a strategic cross-boundary plan, the focus of this Duty to Cooperate statement is on how Braintree District, along with Colchester and Tendring, have jointly addressed the principal cross-boundary strategic concerns set out in Section 1. The following sections set out how the Local Plan's strategic Section 1 policies have been addressed and managed on a strategic basis. The themes are aligned with Section 1 policies:

- Housing (Section 1 policy SP3: Meeting the Need for New Homes)
- Employment (Section 1 policy SP4: Providing for Employment)
- Infrastructure (Section 1 policy SP5: Infrastructure)
- Creating Quality Places (Section 1 policy SP6: Creating Quality Places)
- Joint Garden Communities (Section 1 policies SP7: Development and Delivery of New Garden Communities in North Essex, SP8: Tendring/Colchester Borders Garden Community, SP9: Colchester/Braintree Borders Garden Community, SP10: West of Braintree Garden Community).

|                                 |
|---------------------------------|
| <b>HOUSING</b>                  |
| <b>Strategic planning issue</b> |

Section 1 of the Local Plan states that the North Essex authorities are committed to plan positively for new homes and to significantly boost the supply of housing to meet the needs of the area, including the need to provide a workforce for forecast jobs. To meet the requirements of national policy to establish the number and type of new homes, the authorities commissioned Peter Brett Associates to produce an Objectively Assessed Housing Need Study building on earlier work to meet the requirements of the NPPF to prepare a Strategic Housing Market Assessment (SHMA). Detailed analysis in the report suggests that a Housing Market Area comprising Braintree, Colchester, Chelmsford and Tendring Council areas forms a sound basis for assessing housing need.

Demographic projections are the starting point for assessing how much housing will be required across an area. Based on 2014 national projections covering the period 2013 to 2037, the conclusion reached is that the objectively assessed need across the Housing Market Area is 2,999 new homes a year over the period 2013 – 2037. The total requirement across north Essex, excluding Chelmsford City Council's area, is 2,186 new homes per year. This figure includes a figure of 550 new homes per year for Tendring. Calculation of housing need in the District is complicated by uncertainty arising from unattributed population change (UPC).

Evidence on overall levels of affordable housing provision will be set out in more detail within the individual Local Plans and will take account of identified needs. Garden Communities need to be mixed and balanced communities and will be expected to provide 30% affordable housing. (Para 4.6)

Each Garden Community will be expected to provide suitable sites for Gypsies and Travellers. Additional requirements for sites to meet District wide needs are set out in Section Two of each District/Borough Local Plan.

#### **Evidence base**

- Strategic Housing Market Housing Assessment Update (Braintree District, Chelmsford City, Colchester Borough and Tendring District) (December 2015)
- Objectively Assessed Housing Need Study (Braintree District, Chelmsford City, Colchester Borough and Tendring District) (July 2015 and November 2016 update)
- AECOM Garden Communities Concept Feasibility Studies (June 2017)
- Greater Essex Demographic Forecasts 2013 – 2037 – Phase 7 Main Report (May 2015)
- North Essex Local Plans Viability Assessment (Section 1) (April 2017)
- Braintree Economic Viability Study (June 2017)
- Braintree District Council Affordable Housing Viability Assessment (July 2015)
- Braintree Housing Background Paper (2017)
- Braintree Gypsy and Traveller Accommodation Assessment Need Summary Report (May 2017)
- Colchester Economic Viability Study (June 2017)
- Colchester Gypsy and Traveller Accommodation Assessment Need Summary Report (May 2017)
- Tendring Economic Viability Study (June 2017)
- Tendring Gypsy and Traveller Accommodation Assessment Need Summary Report (May 2017)

#### **Strategic Partners**

Core LPA Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council

Secondary LPA partners

- Chelmsford City Council

Duty to Cooperate consultees

- Essex County Council
- Maldon District Council
- Basildon District Council

**Actions required during the preparation of the Issues and Options, Preferred Options and Publication Draft document.**

**Action:** Preparation of a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex'.

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** MOC was signed by the above authorities (Leaders or Planning Portfolio holder) and identified strategic issues the authorities needed to address collaboratively – this included providing for housing: *To meet the needs of a growing and ageing population; through ensuring the availability of developable land in appropriate locations and that the market delivers a suitable mix of housing types.* A housing evidence base has been prepared to support the Local Plans, discussions have taken place with duty to cooperate consultees, and relevant policies included in Section 1 and 2 of each Local Plan to address strategic and local housing issues.

**Date:** MOC signed June 2016.

**Action:** Development of a joint evidence base on Objectively Assessed Housing Need

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council

**Outcome:** Commissioning of Peter Brett Associates to carry out Objectively Assessed Needs study in accordance with Government methodology on OAN.

As the fourth local authority in the housing market area, Chelmsford City Council have been involved at every stage of the work on OAN and affordable housing need which were all commissioned jointly. Chelmsford Council is aware of and supportive of the approach and the housing numbers developed in line with the study results, however due to a mismatch between the timetables of the Local Plan, were not able to be part of the joint Section 1 strategic plan and are progressing their plan separately.

**Date:** OAN report published July 2015 with November 2016 update

**Action:** Development of a joint evidence base on housing need in the form of a Strategic Housing Market Assessment to assess the scale and mix of housing and the range of tenures that the local population is likely to require over the plan period

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council

**Outcome:** Commissioning of HDH Planning & Development to carry out a Strategic Housing Market Assessment report in accordance with Government methodology for a SHMA

**Date:** Published December 2015

**Action:** Development of a joint evidence base on affordable housing targets and viability to ensure a consistent approach to affordable housing targets across the Section 1 plan area while allowing for justified local variations. This included testing of different levels of affordable housing to determine their impact on viability.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council

**Outcome:** Commissioning of Troy Planning to carry out economic viability assessment work for each authority using the same methodology following Government guidance.

**Date:** Reports for each authority published June 2017.

**Action:** Development of a joint evidence base on Gypsy and Traveller accommodation requirements.

**Partners:** Essex local authorities.

**Outcome –** The Braintree GTAA is part of a wider study that covers the whole of Essex, together with Southend-on-Sea and Thurrock. Due to the complexity of this wider study the overall Essex GTAA Report has not yet been completed. However the fieldwork undertaken for the County as a whole enabled the calculation and assessment of need for Braintree, Colchester and Tendring to allow these authorities to understand levels of need for their plan period.

**Date:** Publication in May 2017 of separate Needs Summaries for Braintree, Colchester and Tendring in advance of publication of an Essex-wide report.

**Action:** Preparation of 'Section 1' of the Local Plans to address the cross boundary strategic issues identified in the MOC.

**Partners:** North Essex LPAs and ECC

**Outcome:** The alignment of Local Plan preparation between the three LPAs following the Issues and Options consultation. An outcome was the preparation of a common 'Section 1' to the Draft Plans in order to address the strategic issues. Section 1 included Policy SP3, Meeting Housing Needs which was based on a comprehensive evidence base including both the joint studies noted above. The policy lists the key requirements for identifying sufficient deliverable sites or broad locations during the plan period to meet Objectively Assessed Need. Policy SP7 on Garden Communities provided that they should include 30% affordable housing. This requirement was also stated in Policies SP8, SP9, and SP10 along with provision for Gypsies and Travellers being an element of the overall total of

housing units to be provided.

**Date:** The preferred options documents were prepared during 2015 and consulted in 2016. Meetings between the three LPAs took place throughout 2015 on a one to one basis, and through the North Essex Garden Communities project.

### Outcomes from strategic working

The outcome from strategic working are:

- The completion of a range of housing evidence reports for the three North Essex LPAs using a consistent and robust methodology;
- Confidence backed up by the evidence that the housing objectives contained in the Local Plans can be delivered;

### Local Plan policies

The evidence contained within the housing reports referenced above directly informed Local Plan preparation and policy.

#### Section 1

- **Policy SP3** was slightly amended by the three LPAs for the Publication Draft version of the plan to include the latest OAN figures to inform the housing target for each authority. The policy provides that each authority will identify sufficient deliverable sites or broad locations against that requirement.

#### Section 2

##### Braintree

- **Policy LPP 17: Housing Provision and Delivery** provides for the delivery of at least 14,320 new homes in District between 2013 and 2033 based on an OAN of 716 homes a year. These homes will be located primarily in Strategic Growth Locations including two new Garden Communities. The policies in the Publication Draft reflect the latest evidence from the Housing Market Area and Garden Community studies.
- **Policy LPP 33: Affordable Housing** provides a 30% affordable housing target for main towns with a threshold of 15 dwellings and 40% in all other areas with a threshold of 11 dwellings or more. These targets reflect the evidence in the July 2015 Braintree Affordable Housing Study and June 2017 Braintree Economic Viability Study .
- **Policy LPP 36: Gypsy and Traveller and Travelling Showpersons' Accommodation** states that the Council will allocate up to 30 pitches at Strategic Growth Locations and the garden communities, or through the planning application process.

##### Colchester

- **Policy SG2: Housing Delivery** provides for the delivery of at least 14,720 new homes in Colchester Borough between 2017 and 2033 based on an OAN of 920 homes a year. The allocations are guided by the settlement hierarchy and are focused on the Colchester urban area and the two Garden Communities which include land in Colchester. The policies in the Publication



Draft reflect the latest evidence from the Housing Market Area and Garden Community studies.

- **Policy DM8: Affordable Housing** states that 30% of new dwellings on housing developments of more than 10 dwellings in urban areas and above 5 units in designated rural areas should be provided as affordable housing. The Preferred Options proposed target was 20%, which was a figure that had been derived from earlier viability work. The proposed 30% figure is based on more recent evidence contained in the June 2017 Economic Viability Study.
- **Policy DM11: Gypsies, Travellers, and Travelling Showpeople** states that there is an overall need for 15 pitches by 2033 (including 2 pitches for nomadic travellers and 13 pitches for those identifying as gypsies and travellers) which will be met by through expansion of an existing site; provision at the two new Garden Community sites; and by a criteria-based approach to any further applications.

### Tendring

- **Policy LP1: Housing Supply** provides for the delivery of at least 11,000 new homes in Tendring District between 2013 and 2033 based on an OAN of 550 homes a year. The allocations are guided by the settlement hierarchy and are focused on Strategic Allocations and the Tendring/Colchester Borders Garden. The policies in the Publication Draft reflect the latest evidence from the Housing Market Area and Garden Community studies.
- **Policy LP5: Affordable and Council Housing** states that proposals involving the creation of 11 or more homes will be expected to include 30% of new dwellings to be made available to Tendring District Council to acquire at a proportionate discounted value for use as affordable or council housing. As an alternative, the Council will accept a minimum 10% of new dwellings, (including conversions) to be made available to Tendring District Council or its nominated partner(s) to acquire at a proportionate discounted value for use as council housing alongside a financial contribution towards the construction or acquisition of property for use as council housing equivalent to delivering the remainder of the 30% requirement. These targets reflect the evidence in the June 2017 Tendring Economic Viability Study.
- **Policy LP9: Traveller Sites** states that there is a need for 7 pitches by 2033 (including 2 pitches for nomadic travellers and 5 pitches for those identifying as gypsies and travellers) which will be met by through provision at the Garden Community sites; and by a criteria-based approach to any further applications.

### Objectively Assessed Need

In 2015, Braintree, Chelmsford, Colchester and Tendring Councils commissioned Peter Brett Associates to carry out an Objective Assessment of Housing Need for the housing market area to provide a consistent and robust basis for determining housing provision targets. Maldon had defined itself for the purposes of its own Local Plan as a discrete Housing Market Area. This was not considered to cause any problems for the other authorities however, since the other four Councils met the self-containment criteria used to define housing market areas regardless of Maldon.

The Basildon response to the Draft Publication Local Plan consultations of Braintree, Colchester and Tendring requested that the three Councils include a review mechanism in their joint Section 1 Local Plans to allow for the potential accommodation of other authorities unmet housing need. It is considered that this issue has been addressed in part by the adoption by the Essex Planning Officers

Association of a 'Mechanism for the Consideration of Unmet Housing Need'. As part of the joint protocol, each SHMA will be expected to carry out assessment of HMA area need before requesting assistance from any other area. In addition to following this protocol, Braintree, Colchester and Tendring have met with Basildon to discuss Duty to Cooperate issues and agreed the plan could be modified by the addition of the following sentence to SP3: 'The Council will review housing numbers regularly in accordance with national policy requirements, and in doing so the Council will have regard to the housing needs of the wider area.'

Unresolved Issues: Braintree, Colchester and Tendring will work to resolve with Basildon District Council any outstanding issues around review mechanisms for unmet need, agreeing Statements of Common Ground and minor modifications as appropriate. While this plan is being submitted prior to the introduction of the March 2018 requirement for plans to use a new standardised housing number calculation methodology, housing numbers will in any case be regularly reviewed using the latest methodology as part of the process of overall regular plan review.

#### Gypsy and Traveller Accommodation Provision

The Basildon response to the Braintree, Colchester and Tendring Draft Publication Local Plans included a request for those Councils to meet unmet need for Gypsy and Traveller Accommodation arising from Basildon. Each authority subsequently examined its potential to meet Basildon need and concluded that no identifiable additional sites for gypsies and travellers have emerged through the Local Plan development process that could meet this need.

Braintree has examined the potential to meet to meet Basildon's need and concluded that no identifiable additional sites for gypsies and travellers have emerged through the Local Plan development process that could meet this need. Braintree District Council already has a substantial gypsy and traveller need which it is proposing to meet through the allocation of gypsy and traveller sites on large scale new housing allocations, including on the garden communities. The Call for Sites process which the Council undertook at the beginning of the Local Plan process did not identify any sites which proposed gypsy and traveller or travelling showpeople uses.

Colchester: Colchester has examined the potential to meet Basildon need and concluded that no identifiable additional sites for gypsies and travellers have emerged through the Local Plan development process that could meet this need. The Call for Sites process undertaken as part of developing the Local Plan involved submission of a form specifying the preferred type of development for sites submitted. None of the proponents for sites submitted indicated their preference for use as gypsy and traveller sites. The Council proposes in Local Plan Policy DM11 that its own need will be met through expansion of an existing site; provision at the two new Garden Community sites; and by a criteria-based approach to any further applications.

Basildon also raised a point concerning the specific requirements for sites in Colchester generated by those meeting the definition of gypsies and travellers. The evidence contained in the May 2017 Colchester GTAA Needs Summary report by ORS indicated a requirement for two pitches to meet the need generated by those meeting the definition of gypsies and travellers. If later evidence emerges through the Examination process that supports a different figure, the Council would be prepared to consider amending the figure through the modification process.

Tendring has examined the potential to meet to meet Basildon's need and concluded that no identifiable additional sites for gypsies and travellers have emerged through the Local Plan development process that could meet this need. The Call for Sites process undertaken as part of

developing the Local Plan did not identify sites where there was a preference for development as gypsy and traveller accommodation. The Council proposes in Local Plan Policy LP9 that its own need will be met through expansion of an existing site; provision at the new Garden Community; and/or by a criteria-based approach to any further applications

As required by national guidance, the Council will regularly review its requirements for all forms of housing including gypsies and travellers. The review will include consideration of the gypsy and traveller accommodation needs of the wider area, including Basildon/South Essex. Braintree, Colchester and Tendring have met with Basildon to discuss Duty to Cooperate issues.

Unresolved Issues: Braintree, Colchester and Tendring will work to resolve with Basildon District Council on any outstanding issues around gypsy and traveller accommodation provision, agreeing Statements of Common Ground and minor modifications as appropriate. Braintree, Colchester and Tendring The local planning authorities will review housing numbers regularly in accordance with national policy requirements, and in doing so will have regard to the housing needs of the wider area

### **Ongoing cooperation**

Braintree, Colchester and Tendring will continue to work closely with government departments, other Essex authorities, and Essex County Council, to agree requirements for all types of housing including affordable units and Gypsy and Traveller accommodation, and allocate sufficient housing land. This will be done through:

- Engagement and cooperative working through regional and sub-regional fora such as the Essex Planning Officers Association, the Essex Housing Officers Group and the Haven Gateway Housing Officers Group.
- Engagement and cooperative working through the North Essex Garden Communities project to ensure the deliverability and sustainability of housing for the Garden Communities.
- Preparation of site specific DPDs for the three Garden Communities, to include commissioning of further work exploring the mechanisms for delivering high quality design and sustainable new communities in each Garden Community.

Monitoring will be undertaken by the LPAs through the preparation of the annual Authority Monitoring Reports which will review the amount of housing delivered. The North Essex Garden Communities Steering and Working Groups will monitor the delivery of innovative new approaches to well-designed and sustainably located housing being developed for the Garden Communities. The Development Plan Documents now being progressed by the North Essex Garden Communities project will incorporate the latest evidence on housing issues.

## **EMPLOYMENT**

### **Strategic planning issue**

Section 1 of the Local Plan provides that a key objective for the area is to strengthen and diversify local economies to provide more jobs and to achieve a better balance between the location of jobs and housing, which will reduce the need to travel and promote sustainable growth.

As part of the work to assess housing requirements, an analysis of economic forecasts was undertaken together with demographic projections to establish the inter-relationship between population growth, forecasts of new jobs and the number of new homes needed to accommodate these levels of growth. Employment Land Needs Assessments have been carried out by each

authority which set out the amount of employment land that is required within the Plan period.

Braintree, Colchester and Tendring commissioned work to explore the employment opportunities associated with the development of innovative Garden Communities based on the likely demographic profile of these new communities and to develop quantified scenarios for future employment growth. The consultants concluded that assuming political commitment and proactive delivery on the part of local authorities, Garden Communities had the potential to deliver one job per household, in line with the Garden Communities charter, and to support employment growth in surrounding areas. The Tendring Colchester Border Garden Community is considered to perform the best in employment terms given the opportunities provided by its location adjacent to the University Essex, but the other two Garden communities also are well-placed to take advantage of employment opportunities in new technology-based businesses, construction of the Garden Communities, access to employment opportunities in Colchester and Braintree town centres, meeting the growing need for local services, and accommodating elements of the logistics supply chain.

Employment forecasts for the three authorities accordingly factor in the longer-term aspirations for employment growth arising from the positive spin-offs associated with Garden Communities. It is important to note, however, that while job numbers can be expected to grow at a consistent rate, current trends point to overall lower requirements for additional B1 floorspace. This reflects the growth of home working enabled by enhanced digital connectivity; the continuing decline of manufacturing with its need for large floor areas; and the prevalence of 'hot desking' leading to lower requirements for office floorspace.

#### **Evidence base**

- North Essex Garden Communities Employment and Demographic Study (April 2017)
- AECOM Garden Communities Concept Feasibility Studies (June 2017)
- Greater Essex Infrastructure Framework 2016-2036 (February 2017) North Essex Local Plans Viability Assessment (Section 1) (April 2017)
- SELEP Growth Deal and Strategic Economic Plan
- SELEP Growth Deal and Strategic Economic Plan (full)
- Objectively Assessed Housing Need Study (Braintree District, Chelmsford City, Colchester Borough and Tendring District) (July 2015 and November 2016 update)
- Employment Land and Floorspace Aligned with November 2016 OAN (May 2017)
- Braintree Employment Land Needs Assessment (August 2015)
- Colchester Employment Land Needs Assessment (January 2015)
- Colchester Employment Land Trajectory and Report (May 2017)
- Tendring Employment Land Review (May 2016)
- Tendring Employment Land and Floorspace (May 2017)

#### **Strategic Partners**

*List of bodies engaged with*

Core LPA Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council

Secondary LPA partners

- Chelmsford City Council

Duty to Cooperate consultees

- Essex County Council
- South East Local Economic Partnership

**Actions required during the preparation of the Issues and Options, Preferred Options and Publication Draft document.**

**Action:** Preparation of a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex'.

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** MOC was signed by the above authorities (Leaders or Planning Portfolio holder) and identified strategic issues the authorities needed to address collaboratively – this included providing for employment: *To strengthen and diversify local economies to provide more jobs; and to achieve a better balance between the location of jobs and housing, which will reduce the need to travel and promote sustainable growth.* An employment evidence base has been prepared to support the Local Plans, discussions have taken place with duty to cooperate consultees, and relevant policies included in Section 1 and 2 of each Local Plan to address strategic and local employment issues.

**Date:** MOC signed June 2016.

**Action:** Development of a joint evidence base on housing and jobs alignment in the Strategic Housing Market Area

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council

**Outcome:** Commissioning of Peter Brett Associates to carry out Objectively Assessed Needs study, incorporating consideration of housing/job alignment issues, along with subsequent supplementary report on Employment Land and Floorspace Aligned with Nov. 2016 OAN.

**Date:** OAN report published July 2015 with November 2016 update, Employment Land and Floorspace report published May 2017.

**Action:** Development of a joint evidence base on viability of Local Plans, including employment objectives

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council

**Outcome:** Commissioning of Hyas Associates to carry out Section 1 Viability Assessment study to assess the potential deliverability and viability of the Garden Communities as well as commissioning of Troy Planning Associates to assess the deliverability and viability of each authority's Local Plan.

**Date:** Section 1 Viability Assessment report published April 2017, Braintree, Colchester and Tendring Whole Plan Viability Studies published June 2017.

**Action:** Development of a joint evidence base on the employment generating potential of Garden Communities

**Partners:** Braintree District Council, Colchester Borough Council, and Tendring District Council

**Outcome –** Commissioning of SQW/Cambridge Econometrics to complete a study analysing the demographic forecasts and employment generating potential of the three proposed Garden Communities for North East Essex.

**Date:** North Essex Garden Communities Employment and Demographic Studies published April 2017.

**Action:** Preparation of 'Section 1' of the Local Plans to address the cross boundary strategic issues identified in the MOC.

**Partners:** North Essex LPAs and ECC

**Outcome:** The alignment of Local Plan preparation between the three LPAs following the Issues and Options consultation. An outcome was the preparation of a common 'Section 1' to the Draft Plans in order to address the strategic issues. Section 1 included Policy SP4, Providing for Employment and Retail which was based on a comprehensive evidence base including both the joint studies noted above and Employment Land Needs Assessments specific to each authority. The policy lists the key requirements for supporting a strong, sustainable and diverse economy across North Essex, with the Councils pursuing a flexible approach to economic sectors showing growth potential across the Plan period.

**Date:** The preferred options documents were prepared during 2015 and consulted in 2016. Meetings between the three LPAs took place throughout 2015 on a one to one basis, and through the North Essex Garden Communities project.

#### **Outcomes from strategic working**

The outcome from strategic working are:

- The completion of a range of employment evidence reports for the three North Essex LPAs;
- Confidence backed up by the evidence that the employment objectives contained in the Local Plans can be delivered;
- The consideration of employment issues associated with the three Garden Communities and the positive spin-offs for employment opportunities in the wider area they are considered to generate; and

- The promotion and encouragement of innovative approaches to growth which seek to enhance sustainability through delivery of well-located employment opportunities with good access to transport links and up-to-date digital connectivity.

### **Local Plan policies**

The evidence contained within the employment reports referenced above directly informed Local Plan preparation and policy.

### **Section 1**

**Policy SP4** was amended by the three LPAs for the Publication Draft version of the plan, to provide annual jobs forecast figures derived from up to date modelling work and to provide two plausible scenarios for employment land requirements to allow for flexibility.

**Policies SP8, SP9, and SP10** were slightly amended to reflect the strategic aims, ambitions and requirements for the three new Garden Communities and to highlight the requirements for high speed broadband to support business and enable working from home.

### **Section 2**

#### **Braintree**

- **Policy LPP 21: Location of Employment Land** provides for the allocation of 51.1 hectares of employment land in the District, with the location of major business parks in West Braintree and Colchester/Braintree Borders Garden Communities to be determined through a Strategic Growth DPD. The allocations reflect the commitment in policy SP3 to the strategic contribution to employment provision in Braintree of the proposed Garden Communities. The policies in the Publication Draft plan reflect the latest evidence from District- based studies as well as the cross-boundary study considering the employment implications of Garden Communities.

#### **Colchester**

- **Policy SG3 Economic Growth Provision** provides for the allocation of 39.7 hectares of employment land in the Borough, with an additional 4.5 hectares of employment land expected to come forward in Colchester within the Garden Communities. The allocations reflect the commitment in policy SP3 to the strategic contribution to employment provision in Colchester of the proposed Garden Communities. The policies in the Publication Draft reflect the latest evidence from the Borough based studies (including the Employment Land Trajectory Report) as well as the cross-boundary study considering the employment implications of Garden Communities.

#### **Tendring**

- **Policy PP7:Employment Allocations.** provides for the allocation of 19.83-21.8 hectares of employment land in the District, including 6 hectares of employment land expected to come forward in Tendring within the Garden Community. The policy also notes the potential for a further 8.4-28.4 hectares to come forward during the post-2033 period. The allocations reflect the commitment in policy SP3 to the strategic contribution to employment provision in Colchester of the proposed Garden Communities. The policies in the Publication Draft reflect the latest evidence from the District based studies as well as the cross-boundary study considering the employment implications of Garden Communities.

### Employment Allocations in Garden Communities

The North Essex Garden Communities project commissioned SQW/Cambridge Econometrics to consider the deliverability of the objective of one job per household for Garden Communities. The consultants concluded that assuming political commitment and proactive delivery on the part of local authorities, Garden Communities could achieve this target based on their achievement of high levels of innovation and sustainability and consequential attractiveness to inward investment.

Unresolved Issues: The initial work by SQW/Cambridge Econometrics provided a high-level analysis of potential and was not based on specific allocations. The Development Plan Documents for each authority now under development by the North Essex Garden Communities project will provide detail on employment allocations along with more information on the mechanisms for delivering job growth in each community. Further consultant work is being commissioned by the local authorities to inform this analysis.

### Viability Assessments

To support the Publication Draft Local Plans, the North Essex LPAs commissioned work on an overall assessment of the viability and deliverability of Garden Communities, completed by Hvas Associates, along with reports commissioned from Troy Planning Associates considering the whole plan viability of each individual authority's Local Plan assessed using a consistent methodology. This reflects the fact that assessment and testing from a viability perspective needs to demonstrate that there is a 'reasonable prospect' that non-residential as well as residential sites could be viably developed when proposed, recognising that there may be a degree of outstanding uncertainty over detailed assumptions or information. This is particularly relevant to the Garden Communities considering their overall scale and phasing.

Unresolved Issues: Work on viability will be updated as required to inform development of the more detailed masterplanning work being undertaken for the Development Plan Documents being prepared for each Garden Community.

### Ongoing Assessment of Employment Land Requirements

Given the fast-changing nature of current economic trends, the three local authorities will need to carefully monitor the evolving requirements for employment floorspace and land. In the first instance, this involves having regard to the relationship between jobs and housing, with the objective of achieving alignment between the two. Work commissioned from Peter Brett Associates explored the implications for employment floorspace allocations of two alternative economic forecasting models, providing a consistent methodology for Braintree, Chelmsford, Colchester and Tendring to use in assessing appropriate allocation levels.

While job numbers can be expected to grow at a consistent rate, current trends point to overall lower requirements for additional B1 floorspace, reflecting the growth of home working enabled by enhanced digital connectivity, the continuing decline of manufacturing with its need for large floor areas; and the prevalence of 'hot desking' leading to lower requirements for office floorspace.

Unresolved Issues: Work on employment floorspace and land requirements will be updated as required to inform development of the more detailed masterplanning work being undertaken for the Development Plan Documents being prepared for each Garden Community. Additionally, each



authority will need to carefully monitor the delivery of employment land within its area to determine if a review of Local Plan allocation requirements is needed.

### **Ongoing cooperation**

Braintree, Colchester and Tendring will continue to work closely with government departments, the South East Local Economic Partnership, Essex County Council, business organisations and other partners to promote innovation and inward investment, improve training opportunities, and allocate sufficient employment land. This will be done through:

- Engagement and cooperative working through regional and sub-regional fora such as the Haven Gateway Partnership and the South East Local Economic Partnership, including active pursuit of funding bids supporting inward investment and training opportunities.
- Engagement and cooperative working through the North Essex Garden Communities project to maximise the employment creation aspects of the Garden Communities.
- Preparation of site specific DPDs for the three Garden Communities, to include commissioning of further work exploring the mechanisms for delivering the one job per household objective for each Garden Community.

Monitoring will be undertaken by the LPAs through the preparation of the annual Authority Monitoring Reports which will review the amount of employment land delivered. The North Essex Garden Communities Steering and Working Groups will monitor the delivery of innovative new approaches to employment being developed for the Garden Communities. The Development Plan Documents now being progressed by the North Essex Garden Communities project will incorporate the latest evidence on employment issues.

## **INFRASTRUCTURE AND CONNECTIVITY**

### **TRANSPORT**

#### **A.1 Strategic planning issue**

*Define the issue*

North Essex is well placed in the context of connections by road, rail, air and sea to the wider region and beyond, and these connections will need to be strengthened as part of developing sustainable transport networks. The A12 and A120 trunk road network form part of the Trans-European Network carrying international vehicular traffic. The Great Eastern Main Line (GEML) and branch lines, link the major towns and cities via a high capacity, high frequency rail line radiating from London. The strategically important London Stansted Airport lies to the west within a 60km radius of key urban centres in North Essex. Access via sea is provided by the port at Harwich.

The challenge is to provide North Essex with a sustainable transport system that provides good access to jobs and services, to support economic growth. Growth promoted through the new Local Plans, particularly via large scale new developments where delivery will extend beyond the plan period, provides an opportunity to prioritise, facilitate and deliver larger scale transport infrastructure projects that can significantly improve connectivity across and within the area, and positively alter travel patterns and behaviour to reduce reliance on the private car.

The strategic planning transport issues that the Local Plans will need to explore are: how a high

quality, efficient and accessible transport network can be delivered in the future; how the location and planning of new development can help to reduce the need to travel; and how new communities can be planned in a way that can help to influence a change in people's travel behaviour, towards more sustainable modes of transport. Transport infrastructure issues to address during the plan period include the capacity of the A12; the need for improvements to the A120 from Braintree to the A12; capacity of the Great Eastern Main Line; service frequency for the Braintree branch line; and the need for high quality rapid public transit networks and connections, in and around urban areas with links to the new Garden Communities.

Growth will create demand for additional road and rail use with the associated need for new and upgraded infrastructure. Future planned growth provides the opportunity to address some of these infrastructure needs, although growth locations and sites need to be considered carefully with regard to the balance of providing necessary infrastructure and the viability and deliverability of development.

For new Garden Communities, the challenge will be to create a community in which people move around in a different way to people in most towns in North Essex currently do. Networks need to give priority to people for short everyday trips to link people to work, education, retail, and leisure, creating an independent safe environment.

#### **Evidence base**

- [Braintree: Local Plan Highways Options Assessment, January 2016](#)
- [Braintree: Local Plan Highways Interim Assessment, June 2016](#)
- [Braintree: Highways Transport Planning Preferred Option Assessment, March 2017](#)
- [Braintree: Highways Transport Planning Preferred Option Assessment - Appendix A-F, March 2017](#)
- [Braintree: Highways Transport Planning Preferred Option Assessment - Appendix G-L, March 2017](#)
- [Braintree Infrastructure Delivery Plan](#)
  
- [Colchester Local Plan Modelling Support Transport Planning, April 2016](#)
- [Colchester Local Plan Traffic Modelling Technical Report, July 2016](#)
- [Colchester Local Plan Traffic Modelling Technical Report, July 2017](#)
- [Colchester Cycle Delivery Strategy](#)
- [Colchester Infrastructure Delivery Plan](#)
  
- [Tendring Local Plan Modelling Support, December 2015](#)
- [Tendring Local Plan Modelling Stage 2, September 2016](#)
- [Tendring Local Plan Modelling Stage 3, May 2017](#)
- [Tendring Infrastructure Delivery Plan](#)
  
- [North Essex Garden Communities Access and Movement Study, May 2017](#)
- [Colchester Rapid Transit, Strategic Outline Business Case, September 2016](#)
  
- [Road Investment Strategy 1 \(RIS 1\), Highways England](#)
- [A12 and A120 Route Based strategies, Highways England](#)
- [A12 Chelmsford to A120 Widening Scheme, Highways England](#)
- [Essex Transport Strategy: The Local Transport Plan for Essex, 2011, Essex County Council](#)
- [A120 consultation material, Essex County Council](#)
- [Essex Cycle Action Plan, Essex County Council](#)
- [Greater Essex Growth and Infrastructure Framework, 2017](#)

- Anglia Route Study, Network Rail, March 2016
- SELEP Growth Deal and Strategic Economic Plan
- SELEP Growth Deal and Strategic Economic Plan (full)

### Strategic Partners

#### Core LPA Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council

#### Secondary LPA partners

- Chelmsford City Council

#### Other interested LPAs

- Maldon District Council
- Uttlesford District Council
- Babergh District Council

#### Duty to Cooperate consultees

- Essex County Council
- Highways England
- Network Rail
- Train Operating Company (Greater Anglia)

### Actions required during the preparation of the Issues and Options and Preferred Options document

**Action:** Preparation of a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex' (MOC).

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** MOC was signed by the above authorities (Leaders or Planning Portfolio holder) and identified strategic issues the authorities needed to address collaboratively – this included the issues covering 'transport infrastructure and connectivity'. A transport evidence base has been prepared to support the Local Plan, discussions have taken place with duty to cooperate consultees, and relevant policies included in Section 1 and 2 of each Local Plan to address strategic and local transport issues.

**Date:** MOC signed June 2016.

**Action:** Completion of Local Plan transport modelling to support the Preferred Options consultation to assist Braintree District Council, Colchester Borough Council and Tendring District Council determine an appropriate strategy, and ensure that the potential impact of any allocations being considered on the transport network was quantified and understood.

**Partners:** Essex County Council and Highways England.

**Outcome - Issues and Options:**

High level commentary and data on the highway network and transport issues was included within Braintree District Council, Colchester Borough Council and Tendring District Council consultation documents. Transport/traffic modelling was not undertaken at this stage as a spatial strategy (or a preferred option) had not been determined. Discussions took place with Essex County Council and Highways England to understand high level strategic issues and potential impacts on the highway and local road network.

**Date:** Discussions with Essex County Council and Highways England took place throughout 2014 and 2015 to inform the Issues and Options consultation and scope transport modelling.

**Outcome - Preferred Options:**

Transport modelling for the Local Plans was completed by Essex County Council (through Ringway Jacobs) on behalf of Braintree District Council, Colchester Borough Council and Tendring District Council by December 2015 with reports refined in 2016 prior to the Preferred Options consultation (June to September 2016). Highways England was involved throughout the process to assess/discuss impacts on their network. The reports can be viewed on the LPA's website and through the web-links in section 2 above.

**Date:** Transport modelling undertaken throughout 2015 and 2016 and reports published 2016 to support the Preferred Options consultation.

**Action:** Meetings were held between Network Rail and Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council to understand rail capacity and how Network Rail and the Train Operating Companies plan for growth, and what interventions (if any) may be required to address Local Plan growth.

**Partners:** Network Rail, Greater Anglia, Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** The Anglia Route Study prepared by Network Rail (March 2016) shows that while capacity varies along the Great Eastern Main Line, capacity to accommodate growth is limited and is particularly constrained in peak times from Chelmsford to London. Improvements are required along the Line to accommodate growth and provide a faster more competitive service across the region. The Study identifies a package of improvements necessary to respond to the need for increased capacity, which are seen as priorities to enable growth, improve services and journey reliability. These will be progressed by Network Rail. A new franchise has been awarded to Greater Anglia for passenger services in the region. The franchise includes a commitment to replace the entire train fleet during 2019 and 2020, which in combination with a new timetable, will significantly increase passenger capacity.

**Date:** Meetings were held in 2015 and 2016 with Network Rail, and both Network Rail and Greater Anglia attended North Essex Garden Communities Transport Working Group meetings in 2016 and 2017.

**Action:** Preparation of 'Section 1' of the Local Plans to address the cross boundary strategic issues

identified in the MOC.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** The alignment of Local Plan preparation between the three LPAs following the Issues and Options consultation. An outcome was the preparation of a common 'Section 1' to the Draft Plans in order to address the strategic issues. Section 1 included Policy SP5: Infrastructure and Connectivity. In terms of transport, the policy lists the key infrastructure requirements for the strategic area, including improvements to the A12, A120, and the potential for high quality rapid transit and local network improvements. Increased emphasis was placed on sustainable modes of travel covering public transport, walking and cycling, reflecting the results of the Local Plan transport modelling.

**Date:** The 'preferred options' documents were prepared during 2015 and consulted in 2016. Meetings between Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council, and Highways England took place throughout 2015 on a one to one basis, and through the North Essex Garden Communities project. Meetings took place between Braintree District Council, Chelmsford City Council, Uttlesford District Council and Essex County Council to determine their cross boundary strategic issues. Meetings were also held with Network Rail and Grater Anglia to understand rail capacity issues.

#### **Outcomes from strategic working**

The outcome from strategic working are:

- The completion of Local Plan Modelling reports and Infrastructure Delivery Plans for the three North Essex LPAs;
- The Local Plans are capable of sustainable delivery, without unacceptable adverse impact on the Strategic Road Network (managed by Highways England) or the Local Road Network (managed by Essex County Council);
- The inclusion of transport improvements in the wider area that are beneficial for North Essex;
- The consideration of transport issues associated with the three Garden Communities;
- The promotion and encouragement of more sustainable modes of transport and initiatives through the Local Plan that seek a modal shift to alternative modes of transport and reduce the need to travel;
- Coordinated meetings between Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council, Highways England, Network Rail and the Greater Anglia (train operating company) to ensure representations made at the Issues and Options and Preferred Options stage (Regulation 18) of Local Plan preparation were addressed through appropriate policy and evidence review. Meetings also took place between Braintree District Council, Chelmsford City Council, Uttlesford District Council and Essex County Council to determine their cross boundary strategic issues.

#### **Transport modelling following Preferred Options consultation**

Braintree District Council, Colchester Borough Council and Tendring District Council each commissioned Essex County Council (through Ringway Jacobs) to undertake further highway modelling to inform the Draft Publication Local Plans (Regulation 19). This identified the impact of each LPA's final spatial strategy on the local and wider highway network, potential mitigation measures and costs. Cross boundary impacts, with a focus on the three Garden Communities, were

identified, together with impacts on adjoining local authorities.

ECC assisted the preparation of the Local Plans through joint meetings with Highways England. The LPAs worked closely with ECC and Highways England to consider the impacts of growth, what mitigation measures were required and their costs, and potential funding sources of infrastructure including developer contributions. This information was then included within the respective Infrastructure Delivery Plans.

The modelling indicated that mitigation is not feasible at all key junctions to enable them to operate 'within capacity' at 2033. Improvements to key junctions and strategic highway interventions will need to be supplemented by sustainable transport measures and a change in travel behaviour. To further encourage modal shift, Local Plan policies require developers to actively discuss opportunities to expand or provide new services, when development proposals come forward.

The level of growth outlined in the Publication Draft Local Plans (Regulation 19) will impact the strategic highway network. There are currently a number of ongoing strategic studies/projects by Essex County Council and Highways England aimed at improving the existing transport network and alleviating known congestion issues across North Essex. These projects are likely to have a significant positive effect on trip distribution in the latter stages of the plan period. Such projects include A12 widening between the M25 and A12 J25; A120 Braintree to A12 dualling; the Great Eastern Main Line and the Braintree Branch Line (including Crossing passing loop).

Essex County Council and Highways England are progressing the above, and lobbying Government for their inclusion in national strategies and plans, to provide the Local Plans with the necessary degree of certainty for their future implementation and funding.

### **Discussions with Network Rail and Greater Anglia**

Meetings were held in 2015 and 2016 with Network Rail, and both Network Rail and Greater Anglia attended North Essex Garden Communities Transport Working Group meetings in 2016 and 2017.

The Anglia Route Study prepared by Network Rail (March 2016) shows that while capacity varies along the Great Eastern Main Line, capacity to accommodate growth is limited and is particularly constrained in peak times from Chelmsford to London. Improvements are required along the Line to accommodate growth and provide a faster more competitive service across the region. The Study identifies a package of improvements necessary to respond to the need for increased capacity, which are seen as priorities to enable growth, improve services and journey reliability. A new franchise has been awarded to Greater Anglia for passenger services in the region. New services will be provided commencing 2018 and the entire fleet of trains will be replaced and in service by 2020 adding capacity.

### **Local Plan policies**

The evidence contained within the transport modelling reports and the discussions with Network Rail and the Greater Anglia directly informed Local Plan preparation and policy.

### **Section 1**

**Policy SP5** was amended by the three LPAs in consultation with Essex County Council to provide an updated position particularly around the A12 and A120, and better reflect the strategic aims, ambitions

and requirements for the three new Garden Communities.

## **Section 2**

### **Braintree**

- **Policy LPP 44: Sustainable Transport** facilitates sustainable modes of transport through new development to promote accessibility and integration into the wider community and existing networks. To further encourage modal shift developers should be actively encouraged to discuss opportunities to expand or provide new services from the Growth Locations. The policy was strengthened to require all developers to prepare Travel Plans, consistent with ECC policy.
- **Policy LPP 45: Parking Provision** requires appropriate vehicle and cycle parking for new development.
- **Policy LPP 47: Transport Related Policy Areas** identifies two 'gateway' areas in Braintree which require measures to improve better connectivity to nearby settlements for cyclists and pedestrians.
- **Policy LLP 48: New Road Infrastructure** outlines safeguarded schemes. ECC recommended amendment to clarify the status of the A131 Halstead Bypass.

### **Colchester**

- **Policies TC4, NC4, SC3, EC4** apply to the Colchester urban area (central, north, south, east). The policies reflect collaborative work with ECC as Highway Authority, and Highways England, and reflect the evidence from the transport modelling following the preferred options consultation. The policies require development in each area to contribute to a package of sustainable measures including walking, cycling, public transport, travel planning and the promotion of sustainable travel. Where it is demonstrated that proposals impact on the highway network, CBC will seek contributions towards mitigation and improvements to a specified list of strategic projects applicable to a geographical area.
- **Policy DM20: Promoting Sustainable Transport and Changing Travel Behaviour.** CBC will work with developers and other partners to increase modal shift towards sustainable modes by improving accessibility of development through the promotion of walking and cycling as an integral part of development, and by further improving public transport.
- **Policy DM21: Sustainable Access to Development.** All new developments should seek to enhance accessibility for sustainable modes of transport.
- **Policy DM22: Parking.** Requires appropriate vehicle and cycle parking for new development and greater use of Park & Ride.

### **Tendring**

- **Policy CP1: Sustainable transport and accessibility.** The policy facilitates sustainable modes of transport, and the prioritisation of cycle and pedestrian movements, including access to passenger transport. The policy requires developers to prepare Travel Plans and Transport Assessments and Statements.
- **Local Plan Policy CP2: Improving the transport network.** The policy was amended following recommendations by ECC to better reflect national policy requirements, best practice, and the role played by Highways England and ECC as Highway Authority.
- **Site specific policies in Chapter 9** outline relevant transport requirements relating to access and any required transport infrastructure, and are included as a result of the Local plan transport modelling.

Unresolved issues: None

## **Infrastructure Delivery Plans (IDP)**

To support the Publication Draft Local Plans and further determine cross boundary strategic issues, Braintree District Council, Colchester Borough Council and Tendring District Council each prepared an IDP. Draft IDPs were published in May 2017 and updated in October 2017. The IDPs show the following:

- What infrastructure is required and how it will be provided (e.g. co-location, etc).
- Who is to provide the infrastructure.
- How will the infrastructure would be funded.
- When the infrastructure could be provided.

Braintree District Council, Colchester Borough Council and Tendring District Council consulted with Essex County Council and Highways England, together with other transport providers to ensure the range of necessary transport infrastructure arising from Local Plan growth was identified.

## **North Essex Garden Communities**

### Rapid Transit Studies

Essex County Council through Ringway Jacobs supported Braintree District Council, Colchester Borough Council and Tendring District Council is working to prepare reports on rapid transit options for the three Garden Communities. These will provide options on the type, route and cost to enable discussion with government on potential funding sources. The study are being commissioned and reviewed as part of the North Essex Garden Communities project through the Transport Working Group. Meetings and workshops have taken place throughout 2016 and 2017.

Unresolved issues: Exact delivery, phasing, cost and funding. Essex County Council has included rapid transit as part of its bid to the Government's Housing and Infrastructure Fund (for the Tendring Colchester Borders Garden Community). A Government decision is expected to be made Autumn 2017.

### Access and Movement Study

Essex County Council through Ringway Jacobs supported Braintree District Council, Colchester Borough Council and Tendring District Council with the analysis of the concept of Garden Communities for their emerging Local Plans. An important consideration is how each of the Garden Communities can positively internalise journeys within their developments and maximise their integration and connectivity with the rest of North Essex via high quality modern public transport. Meeting this ambition will help to avoid unsustainable travel patterns and mitigate otherwise adverse impacts associated with the performance of the local and strategic highway network.

An access and movement study was prepared, which provides a series of potential policy interventions that could be trialled at one or more of the Garden Communities. These are designed to align with the Garden Community ethos, especially the encouragement of active and sustainable modes of travel. The study is also based on a realisation that early decisions such as the choice of development partners both in terms of residential and employment will make a big difference to the trajectory of the Garden Community. The study was commissioned and reviewed as part of the North



Essex Garden Communities project through the Transport Working Group. Meetings and workshops took place throughout 2016 and 2017.

### Concept Frameworks

Concept Frameworks were prepared for each of the three Garden Communities and are being used to inform the Development Plan Documents (DPDs) currently being prepared for each Garden Community. This includes more detailed information on required transportation infrastructure and access arrangements.

### **A120**

The A120 plays an important role as an economic corridor and there is a need to improve highway capacity along this route between Colchester and Braintree. As the Local Plans propose a new Garden Community in the vicinity of the A120, the ability for the development to contribute to the improvement of the highway network in this area will need to be considered.

### A120 Braintree to Marks Tey Junction Improvements

Highways England is currently investigating the potential for junction improvements to the A120 between Braintree and Marks Tey. Initial options for the Marks Farm roundabout and A120 – Colne Road junction have been produced. Two options have been taken forward for Marks Farm, which, in conjunction with the Millennium Way slips, should provide a significant reduction in journey time and queue length in 2031 from the projected figures with the junction remaining as it currently is.

### A120 Braintree to A12 Route Options

Highways England asked Essex County Council to lead on the feasibility work to determine options for a new A120 route between Braintree and the A12. Public consultation on five options took place January to March 2017. Braintree District Council, Colchester Borough Council and Tendring District Council each provided a response and attended various meetings in the lead up to consultation. In November 2017, Essex County Council will recommend a preference to Government for inclusion in the next Government Road Investment Strategy (RIS), which will run from 2020 to 2025. Increasing the capacity of the A120 has the potential to reduce traffic on local roads, congestion at key junctions on the existing A120 route, and improve safety and journey reliability.

The A120 Braintree to A12 route has yet to be approved by the Government and at this stage is an unfunded project. Essex County Council continues liaison with Highways England and ensure a coordinated scheme with their proposals for the A12.

### **A12 widening between M25 and A12 J28**

The Government released its Road Building Strategy in December 2014 which included a commitment to improve the A12, in terms of its reliability and capacity. Upgrades to the A12 will clearly improve its reliability and assist issues arising on neighbouring local routes when incidents arise on the A12. Commitments relevant to North Essex include:

- A12 widening between Chelmsford (Boreham, Junction 19) to Colchester (Junction 28) to three lanes to help address congestion problems and inconsistent standards.
- Preparation to widen the stretches between London and Chelmsford, and around the Colchester bypass.

Highways England are currently investigating widening the A12 to 3 lanes in each direction between the M25 and Junction 25 on the A12 at Marks Tey. The section between Chelmsford and Marks Tey has been identified in the RIS 1 document to be delivered first, with construction outlined to start by the end of 2020. The widening of the remainder of the route is to be included in 'Road Period 2' with the aim to complete construction by the end of 2025.

### **Braintree Rail Loop**

Braintree District Council continues to work in partnership with ECC to seek funding and lobby for the delivery of the Braintree branch line rail loop with a 2016 business case identifying the positive benefits of this loop in enabling more frequent services on the Braintree branch line. Capacity improvements on the Braintree branch line, specifically the construction of a passing loop, were identified as an infrastructure requirement in the adopted Braintree Core Strategy (2011) to support growth in the whole District. The Braintree rail loop was included as an option for investment in the recent Anglia Route Study. Since that study was completed, the Local Plan proposes a significant increase in the number of new homes for Braintree, which increases the importance of any passing loop.

It is expected, if improvements that facilitate a higher frequency of trains can be made, that this will help encourage more trips by train, which is of significance given the high number of car trips in to and out of Braintree town. This would likely alleviate the junctions on routes into Braintree from the south, particularly given the large number of people travelling between Witham / Chelmsford and Braintree. Therefore, demand at key junctions carrying traffic in and out of the town, such as the junctions on Pods Brook Road (Springwood Drive), Pierrefitte Way (London Road – Clare Road, Aetheric Road – Pierrefitte Way), Notley Road (Notley Road – South Street) and the A120 (Panners Interchange, Galleys Corner), may reduce.

### **SELEP**

ECC has secured funding through SELEP (Round 1) Single Local Growth Fund for the route based strategies below and are committed within the overall SELEP programme.

- A133 Colchester to Clacton (£6m, with £3m ECC contribution) to commence 2018.
- A131 Braintree to Sudbury (£3.68m, with £1.88m ECC contribution) to commence 2019.
- A131 Chelmsford to Braintree (£7.32m, with £3.72m ECC contribution) to commence 2019.

### **Greater Essex Growth and Infrastructure Framework (GIF)**

Braintree District Council, Colchester Borough Council and Tendring District Council assisted in the completion of collaborative evidence on infrastructure needs across Greater Essex through the GIF to set out the County's infrastructure requirements in the context of planned growth and estimated likely costs and funding gaps. Transport partners were Essex LPAs, Essex County Council, Highways England, Network Rail and the Train Operating Companies. The outcome was the publication of the GIF in February 2017. The study was a collaboration between all authority areas in Essex and Essex County Council and was carried out by consultants Aecom. The findings of this study along with other transport studies were used to inform the LPAs respective IDPs.

### **Ongoing cooperation**

Braintree, Colchester and Tendring will continue to work closely with government departments, Highways England, Essex County Council, Network Rail, rail operators and other partners to better integrate all forms of transport and improve roads and public transport and to promote cycling and walking. This will be done through:

- Engagement and cooperative working through the North Essex Garden Communities project, particularly the Transport Working Group
- Preparation of DPDs for the three Garden Communities
- Lobbying Government for the inclusion of the A120 in 'RIS 2' and funding for rapid transit.

Key projects during the plan period will see improvements to the A12, A120, Great Eastern Main Line including rail services, and provision of rapid transit connections in and around urban areas and the Garden Communities. An integrated and sustainable transport system will be delivered that supports economic growth and helps deliver the best quality of life.

Although funding for some of these improvements is not yet guaranteed, the authorities will work with providers to ensure that investment will be made at the appropriate time to support the proposed growth.

Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council will consider Transport Assessments supporting major development proposals in relation to appropriate access and safety matters.

Monitoring will be undertaken by the LPAs through the preparation of the annual Authority Monitoring Reports, and regular reporting of key infrastructure projects through the North Essex Garden Communities project, particularly the Transport Working Group.

## EDUCATION

### Strategic planning issue

New development must provide for the educational needs of new communities and this is set out in more detail within the Infrastructure Delivery Plan. This will involve the expansion of existing schools where feasible, and the construction of new schools, together with provision for special educational needs, early years and childcare places. Education requirements will need to be based on a strong understanding of future pupil numbers, with co-operation between county, district and borough councils. A range of educational opportunities will need to be addressed as part of a sustainable growth strategy, including practical vocational training, apprenticeships, and further and higher education.

### Evidence base

- Braintree Infrastructure Delivery Plan
- Colchester Infrastructure Delivery Plan
- Tendring Infrastructure Delivery Plan
- Greater Essex Growth and Infrastructure Framework, 2017
- Commissioning school places in Essex 2016-2021

- Meeting the demand for school places in Essex – 10-year plan 2017-2026

### Strategic Partners

#### Core LPA Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council

#### Secondary LPA partners

- Chelmsford City Council

#### Other interested LPAs

- Maldon District Council
- Uttlesford District Council

#### Duty to Cooperate consultees

- Essex County Council

### Actions required during the preparation of the Issues and Options and Preferred Options document

**Action:** Preparation of a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex' (MOC).

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** MOC was signed by the above authorities (Leaders or Planning Portfolio holder) and identified strategic issues the authorities needed to address collaboratively – this included the issues covering 'education and healthcare'. Education requirements arising from Local Plan growth are addressed in the Infrastructure Delivery Plan supporting the Local Plan. Discussions have taken place with duty to cooperate consultees, and relevant policies included in Section 1 and 2 of each Local Plan to address strategic and local education issues.

**Date:** MOC signed June 2016.

**Action:** An assessment of education requirements arising from Local Plan growth to support the Preferred Options consultation and the preparation of a sustainable spatial strategy that shows:

- the number of additional primary and secondary school places, and early years and child care places (EYCC) generated from Local Plan growth;
- the location and number of any new school and EYCC;
- whether existing schools and EYCC need/can be expanded; and
- the locations where expansion is not feasible.

**Partners:** Essex County Council as the Local Education Authority.

**Outcome - Issues and Options:** High level commentary on education issues was included within the

Braintree District Council, Colchester Borough Council and Tendring District Council consultation documents. A full assessment of the additional school and EYCC places generated from Local Plan growth and spatial implications was not undertaken at this stage as a spatial strategy (or a preferred option) had not been determined. Discussions took place with Essex County Council to understand strategic issues and potential impacts on education provision.

**Date:** Discussions with Essex County Council and took place throughout 2014 and 2015 to inform the Issues and Options consultation.

**Outcome - Preferred Options:** Essex County Council undertook an assessment of Local Plan growth based on the 'preferred spatial strategy' for Braintree District Council, Colchester Borough Council and Tendring District Council. This showed where additional school and EYCC places would be needed, together with the proposed site allocations where a new school and/or EYCC facilities would need to be provided as a policy requirement.

**Date:** Essex County Council undertook assessment throughout 2015 and 2016 to support the Preferred Options consultation.

**Action:** Preparation of 'Section 1' of the Local Plans to address the cross boundary strategic issues identified in the MOC.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** The alignment of Local Plan preparation between the three LPAs following the Issues and Options consultation. An outcome was the preparation of a common 'Section 1' to the Draft Plans in order to address the strategic issues. Section 1 included Policy SP5: Infrastructure and Connectivity. In terms of education, the policy states that strategic priorities for infrastructure provision or improvements are to:

- Provide sufficient school places in the form of expanded or new primary and secondary schools together with early years and childcare facilities, with larger developments setting aside land and/or contributing to the cost of delivering land for new schools where required; and
- Facilitate and support provision of practical vocational training, apprenticeships, and further and higher education.

**Date:** The 'preferred options' documents were prepared during 2015 and consulted in 2016. Meetings between Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council, took place throughout 2015 on a one to one basis, and through the North Essex Garden Communities project. Meetings also took place between Braintree District Council, Chelmsford City Council, Uttlesford District Council and Essex County Council to determine cross boundary strategic issues given Local Plan preparation by Chelmsford City Council and Uttlesford District Council.

#### **Outcomes from strategic working**

The outcome from strategic working are:

- The completion of an assessment of primary, secondary and EYCC places generated from Local Plan growth;
- Policy requirements for the provision of land or financial contributions for schools and/or EYCC facilities.
- Infrastructure Delivery Plans for the three North Essex LPAs outlining education requirements

covering EYCC, primary and secondary school, Sixth Form, Special Education Needs and Post 16;

- The consideration of education issues associated with the three Garden Communities
- Coordinated meetings between Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council, to ensure the representations made at the Issues and Options and Preferred Options stage (Regulation 18) of Local Plan preparation were addressed through appropriate policy and evidence review. Meetings also took place between Braintree District Council, Chelmsford City Council, Uttlesford District Council and Essex County Council to determine cross boundary strategic education issues and implications for Local Plan policy and allocations;
- The Council holds regular meetings with Colchester Institute who run the College at Braintree and have recently launched a Braintree education and skills board which is a partnership of local schools, employers and FE colleges to improve access to and opportunity for skills development and education in the District.

### **Local Plan policies**

The education assessment and meetings with Essex County Council directly informed Local Plan preparation and policy.

#### **Section 1**

- **Policy SP5** states that strategic priorities for infrastructure provision or improvements are to:
  - Provide sufficient school places in the form of expanded or new primary and secondary schools together with early years and childcare facilities, with larger developments setting aside land and/or contributing to the cost of delivering land for new schools where required; and
  - Facilitate and support provision of practical vocational training, apprenticeships, and further and higher education.
- **Policy SP7: Development and Delivery of New Garden Communities in North Essex.** Structure the new communities to create sociable, vibrant and walkable neighbourhoods with equality of access for all to a range of community services and facilities including education.
- **Policy SP8: Tendring/Colchester Borders Garden Community.** A secondary school, primary schools and early-years facilities will be provided to serve the new development.
- **Policy SP9 - Colchester/Braintree Borders Garden Community.** At least one secondary school, primary schools and early-years facilities will be provided to serve the new development.
- **Policy SP10: West of Braintree Garden Community.** Secondary school, primary schools and early-years facilities will be provided to serve the new development.

#### **Section 2**

##### **Braintree**

- **Policy LPP 18: Strategic Growth Location - Land East of Great Notley, south of Braintree.** Requirements for a new EYCC facility and financial contributions to secondary education provision.
- **Policy LPP 19: Strategic Growth Location - Land East of Broad Road, Braintree.** Requirements for a new primary school and EYCC facilities.
- **Policy LPP 20: Strategic Growth Location - Former Towerlands Park Site.** Requirements for a new primary school, EYCC facilities and financial contributions.
- **Policy LPP 21: Strategic Growth Location - North West Braintree.** Requirements for a new primary school, EYCC facilities and financial contributions.
- **Policy LPP 22: Strategic Growth Location - Land at Feering.** Requirements for new EYCC facilities and financial contributions to primary and secondary education provision.

- **Policy LPP 23: Strategic Growth Location - Wood End Farm, Witham.** Requirements for a new EYCC facility and financial contributions to primary education provision.
- **Policy LPP 31: Comprehensive Redevelopment Area - Land between A12 and GEML, Hatfield Peverel.** Financial contributions to EYCC, primary and secondary education facilities.
- **Policy LPP 64: Educational Establishments.** Sites proposed for, or in current educational use, or which have ceased to be used for education in the recent past, will be protected for that use. Change of use is considered subject to assessment. The creation of new school and education facilities is supported.

### Colchester

- **Policy SC2: Middlewick Ranges.** Requirements for a new primary school, EYCC facilities and financial contributions.
- **Policy SG7: Infrastructure Delivery and Impact Mitigation.** Developers will be expected to contribute towards the delivery of relevant infrastructure (includes education).
- **Policy DM3: Community Facilities.** New development will be required to provide, or contribute towards the provision of community facilities including education, to meet the needs of new and expanded communities and mitigate impacts on existing communities, which will be secured by Section 106 contributions or CIL/equivalent infrastructure levy.
- **Policy DM3: Education Provision.** Sites proposed for, or in current educational use, or which have ceased to be used for education in the recent past, will be protected for that use. Change of use is considered subject to assessment. The creation of new school and education facilities is supported.
- **Policy DM11: Gypsies, Travellers, and Travelling Showpeople.** Proposals for any further applications will be judged on the basis that sites should be located with access to schools.
- **Policy DM20: Promoting Sustainable Transport and Changing Travel Behaviour.** Focusing new walking and cycling improvements on areas of employment, education and health facilities, and on the town centre and public transport interchanges. Ensuring new developments are supported by quality public transport linking them to the main urban areas and major centres of employment, health and education.

### Tendring

- **Policy HP 2: Community Facilities** (covers education). The Council will work with the development industry and key partners to deliver and maintain a range of new community facilities. New development should support and enhance community facilities.
- **Policy PP8: Tourism.** The Council will support conference facilities for business and educational purposes.
- **Policy PP 12: Improving Education and Skills.** The Council will work with partners to deliver new and improved facilities. Planning permission will not be granted for new residential development unless the individual or cumulative impacts of development on education provision can be addressed. Change of use is considered subject to assessment.
- **Policy SAMU1: Development at EDME Maltings, Mistley.** Financial contributions to primary and secondary education provision.
- **Policy SAMU2: Development at Hartley Gardens, Clacton.** Requirements for a new primary school, EYCC facilities and financial contributions.
- **Policy SAMU3: Development at Oakwood Park, Clacton.** Requirements for a new primary school, EYCC facilities and financial contributions.
- **Policy SAMU4: Development at Rouses Farm, Jaywick Lane, Clacton.** Requirements for a new primary school and EYCC facilities.
- **Policy SAMU5: Development South of Thorpe Road, Weeley.** Requirements for a new primary school and EYCC facilities.
- **Policy SAH1: Development at Greenfield Farm, Dovercourt.** Financial contributions to EYCC, primary and secondary education provision.

Unresolved issues: ECC has raised a few specific points on educational provision for allocations in the authority's Section 2 plans, but it is considered that these points can be resolved through discussion and potential minor modifications to the policies for those allocations.

### **Infrastructure Delivery Plans (IDP)**

To support the Publication Draft Local Plans and further determine cross boundary strategic issues, Braintree District Council, Colchester Borough Council and Tendring District Council each prepared an IDP. Draft IDPs were published in May 2017, and updated in October 2017. The IDPs show the following:

- What infrastructure is required and how it will be provided (e.g. co-location, etc).
- Who is to provide the infrastructure.
- How will the infrastructure would be funded.
- When the infrastructure could be provided.

Braintree District Council, Colchester Borough Council and Tendring District Council consulted with Essex County Council, together with other education providers to ensure the range of necessary education infrastructure arising from Local Plan growth was identified.

### **North Essex Garden Communities**

#### Concept Frameworks

Concept Frameworks were prepared for each of the three Garden Communities and will be used to inform the Development Plan Documents currently being prepared for each Garden Community.

### **Greater Essex Growth and Infrastructure Framework (GIF)**

Braintree District Council, Colchester Borough Council and Tendring District Council assisted in the completion of collaborative evidence on infrastructure needs across Greater Essex through the GIF to set out the County's infrastructure requirements in the context of planned growth and estimated likely costs and funding gaps. The outcome was the publication of the GIF in February 2017. The study was a collaboration between all authority areas in Essex and Essex County Council and was carried out by consultants Aecom. The findings of this study along with other transport studies were used to inform the LPAs respective IDPs.

### **Ongoing cooperation**

Braintree, Colchester and Tendring will continue to work closely with Essex County Council to ensure delivery of education infrastructure. This will be done through:

- One to one meetings with Essex County Council and engagement with developers/relevant school providers/promoters to facilitate the delivery of new schools and EYCC facilities as required
- Engagement and cooperative working through the North Essex Garden Communities project, particularly the Masterplanning and Infrastructure Group
- Preparation of Development Plan Documents for the three Garden Communities

Monitoring will be undertaken by the LPAs through the preparation of the annual Authority Monitoring



Reports, and regular reporting of key infrastructure projects through the North Essex Garden Communities project, particularly the Masterplanning and Infrastructure Group.

## HEALTHCARE

### Strategic planning issue

The National Planning Policy Framework states that ‘the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. The authorities will need to work with the NHS, Public Health and local health partnerships to ensure adequate provision and range of healthcare facilities to support new and growing communities. This will be particularly important given the ageing profile of existing and future residents. There is already a need for more and better quality health care facilities across North Essex with some areas having relatively poor access to health care facilities. Health objectives will also be delivered through providing safe, attractive and convenient routes for walking and cycling, and maximising participation in active modes of travel.

### Evidence base

- [Braintree Infrastructure Delivery Plan](#)
- [Colchester Infrastructure Delivery Plan](#)
- [Tendring Infrastructure Delivery Plan](#)
  
- [Greater Essex Growth and Infrastructure Framework, 2017](#)
- [Suffolk & North East Essex Sustainability & Transformation Partnership Plan July 2017](#)
- [Mid-Essex Sustainability and Transformation Partnership Plan](#)
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### Strategic Partners

#### Core LPA Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council

#### Secondary LPA partners

- Uttlesford District Council

#### Duty to Cooperate consultees

- North East Essex Clinical Commissioning Group
- Mid-Essex Clinical Commissioning Group
- East of England Ambulance Service NHS Trust
- Colchester Hospital University Foundation Trust
- Community Health Partnerships
- Department of Health
- Essex County Council (as Public Health)

### Actions required during the preparation of the Issues and Options and Preferred Options document

**Action:** Preparation of a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex' (MOC).

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** MOC was signed by the above authorities (Leaders or Planning Portfolio holder) and identified strategic issues the authorities needed to address collaboratively – this included the issues covering 'education and healthcare'. Health requirements arising from Local Plan growth are addressed in the Infrastructure Delivery Plan supporting the Local Plan. Discussions have taken place with duty to cooperate consultees, and relevant policies included in Section 1 and 2 of each Local Plan to address strategic and local healthcare issues.

**Date:** MOC signed June 2016.

**Action:** Identifying healthcare requirements arising from Local Plan growth to support the Preferred Options consultation and the preparation of a sustainable spatial strategy that shows the type and location of new health care facilities and the integration of health and well-being principles into plan-making. Ensuring the Local Plan facilitates social interaction and creates healthy, inclusive communities.

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council, North East Essex Clinical Commissioning Group, Mid-Essex Clinical Commissioning Group, East of England Ambulance Service NHS Trust, Colchester Hospital University Foundation Trust, Community Health Partnerships, Department of Health.

**Outcome - Issues and Options:** High level commentary on healthy communities and health care issues was included within the Braintree District Council, Colchester Borough Council and Tendring District Council consultation documents. An assessment of additional healthcare infrastructure generated from Local Plan growth and the spatial implications was not undertaken at this stage as a spatial strategy (or a preferred option) had not been determined. Discussions took place with NHS and CCG's to understand strategic issues and potential impacts on healthcare provision.

**Date:** Discussions with the NHS and CCG's took place throughout 2014 and 2015 to inform the Issues and Options consultation.

**Outcome - Preferred Options:** New health care infrastructure requirements were identified. Health and wellbeing objectives were incorporated throughout the documents. Braintree District Council, Colchester Borough Council and Tendring District Council attended respective Clinical Commissioning Group meetings to explain the emerging Local Plan and seek input.

**Date:** Discussions with the NHS and CCGs took place throughout 2015 and 2016 to support the Preferred Options consultation.

**Action:** Preparation of 'Section 1' of the Local Plans to address the cross boundary strategic issues identified in the MOC.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** The alignment of Local Plan preparation between the three LPAs following the Issues and

Options consultation. An outcome was the preparation of a common 'Section 1' to the Draft Plans in order to address the strategic issues. Section 1 included Policy SP5: Infrastructure and Connectivity. In terms of healthcare, the policy states that strategic priorities for infrastructure provision or improvements are to:

- Ensure that essential healthcare infrastructure is provided as part of new developments of appropriate scale in the form of expanded or new healthcare facilities including primary and acute care; pharmacies; dental surgeries; opticians, supporting community services including hospices, treatment and counselling centres.
- Require new development to maximise its positive contribution in creating healthy communities and minimise its negative health impacts, both in avoidance and mitigation, as far as is practicable.

**Date:** The 'preferred options' documents were prepared during 2015 and consulted in 2016.

### Outcomes from strategic working

- *What was the result of the strategic cooperation and how has this influenced the plan (specific references to relevant policies are included where possible)?*
- *What are the issues that remain unresolved? How does the Council plan to manage these.*
- *What are the implications of unresolved matters?*

The outcome from strategic working are:

- The integration of health and wellbeing objectives throughout the Local Plan;
- Policy requirements for the provision of land or financial contributions for new healthcare infrastructure.
- Infrastructure Delivery Plans for the three North Essex LPAs outlining healthcare requirements;
- The consideration of healthcare issues associated with the three Garden Communities and appropriate provision in policy;
- Coordinated meetings were held between Braintree District Council, Colchester Borough Council, Tendring District Council and a range of NHS partners (North East Essex Clinical Commissioning Group, East of England Ambulance Service NHS Trust, Colchester Hospital University Foundation Trust, Community Health Partnerships, Department of Health, Other?) to ensure the Local Plan representations were addressed through appropriate policy and evidence review. Braintree Council has similarly liaised with Mid-Essex colleagues.

### Local Plan policies

#### Section 1

- **Policy SP5** states that strategic priorities for infrastructure provision or improvements are to:
  - Ensure that essential healthcare infrastructure is provided as part of new developments of appropriate scale in the form of expanded or new healthcare facilities including primary and acute care; pharmacies; dental surgeries; opticians, supporting community services including hospices, treatment and counselling centres.
  - Require new development to maximise its positive contribution in creating healthy communities and minimise its negative health impacts, both in avoidance and mitigation, as far as is practicable.
- **Policy SP7: Development and Delivery of New Garden Communities in North Essex.** Planning design and management of the built environment to promote health, happiness and well-being. Provision of community facilities including health.
- **Policy SP8: Tendring/Colchester Borders Garden Community.** Primary healthcare facilities will be provided to serve the new development.

- **Policy SP9 - Colchester/Braintree Borders Garden Community.** Primary healthcare facilities will be provided to serve the new development.
- **Policy SP10: West of Braintree Garden Community.** Primary healthcare facilities will be provided to serve the new development.

## Section 2

### Braintree

- **Policy LPP52: Health and Wellbeing Impact Assessment.** Certain development requires a Health Impact Assessment.
- **Policy LPP 19: Strategic Growth Location - Land East of Broad Road, Braintree.** Contributions to local healthcare facilities.
- **Policy LPP 23: Strategic Growth Location - Wood End Farm, Witham.** Financial contributions to health provision as required by the NHS.
- **Policy LPP 31: Comprehensive Redevelopment Area - Land between A12 and GEML, Hatfield Peverel.** Financial contributions to health provision as required by the NHS.
- **Policy LPP 35: Specialist Housing.** Health services should be available on site or in close proximity and have capacity to accommodate the additional services required from residents.
- **Policy LPP 65: Local Community Services and Facilities.** Change of use of health care facilities to other uses will not be permitted unless proposals are consistent with the service provider's strategy for infrastructure provision in the wider area and/or modernisation programme for delivery of that service or facility.

### Colchester

- **Policy SG7: Infrastructure Delivery and Impact Mitigation.** Developers will be expected to contribute towards the delivery of relevant infrastructure (includes health).
- **Policy SS13: Rowhedge.** Provision of new health services to be agreed with the North Essex Care Commissioning Group.
- **Policy DM1: Health and Wellbeing.** Certain development requires a Health Impact Assessment.
- **Policy DM3: Community Facilities.** New development will be required to provide, or contribute towards the provision of community facilities, to meet the needs of new and expanded communities and mitigate impacts on existing communities, which will be secured by Section 106 contributions or CIL/equivalent infrastructure levy (includes health).
- **Policy DM11: Gypsies, Travellers, and Travelling Showpeople.** Proposals for any further applications will be judged on the basis that sites should be located with access to community facilities (includes health).
- **Policy DM20: Promoting Sustainable Transport and Changing Travel Behaviour.** Focusing new walking and cycling improvements on areas of employment, education and health facilities, and on the town centre and public transport interchanges. Ensuring new developments are supported by quality public transport linking them to the main urban areas and major centres of employment, health and education.

### Tendring

- **Policy HP 1: Improving Health and Wellbeing.** The Council will work to improve the health and wellbeing of residents. Certain development requires a Health Impact Assessment.
- **Policy HP 2: Community Facilities** (covers health). The Council will work with the development industry and key partners to deliver and maintain a range of new community facilities. New development should support and enhance community facilities.
- **LP4: Housing Layout.** Design to promote health and wellbeing.
- **Policy LP 10: Care, Independent Assisted Living.** Support the construction of high quality care

homes and extra-care housing in sustainable locations.

- **Policy SAMU2: Development at Hartley Gardens, Clacton.** Financial contributions towards health provision as required by the NHS/CCG.
- **Policy SAMU3: Development at Oakwood Park, Clacton.** Land and financial contributions for healthcare facilities as required by the NHS/CCG.
- **Policy SAMU4: Development at Rouses Farm, Jaywick Lane, Clacton.** Land and financial contributions for healthcare facilities.
- **Policy SAH1: Development at Greenfield Farm, Dovercourt.** Financial contributions towards health provision as required by the NHS/CCG.
- **Policy SAH2: Development Low Road, Dovercourt.** Financial contributions towards health provision as required by the NHS/CCG.
- **Policy SAH3: Development Robinson Road, Brightlingsea.** Financial contributions towards health provision as required by the NHS/CCG.
- **Policy SAE1: Carless Extension, Harwich.** Financial contributions towards health provision as required by the NHS/CCG.

### **Infrastructure Delivery Plans (IDP)**

To support the Publication Draft Local Plans and further determine cross boundary strategic issues, Braintree District Council, Colchester Borough Council and Tendring District Council each prepared an IDP. Draft IDPs were published in May 2017, and updated in October 2017. The IDPs show the following:

- What infrastructure is required and how it will be provided (e.g. co-location, etc).
- Who is to provide the infrastructure.
- How will the infrastructure would be funded.
- When the infrastructure could be provided.

Braintree District Council, Colchester Borough Council and Tendring District Council consulted a range of NHS providers to ensure the range of necessary healthcare infrastructure arising from Local Plan growth was identified.

It was agreed that a working group would be established to ensure health and planning issues are co-ordinated in future. The group would include representatives of those agencies referred to above and in addition a representative from Public Health at Essex County Council would be invited to join. A further meeting is being arranged in early November to provide health sector input to the Development Plan Documents under development for the garden communities.

It was also agreed that the Sustainability and Transformation Partnerships (STP) provides a way of looking at health at a strategic level and that the IDP is very much dependent on information received from health partners. As a result a joint response to the Health section of the Infrastructure Delivery Plan has been provided to the Councils and the updated IPD added to the evidence base . The Sustainability and Transformation Partnerships (STP) Directors of Finance Group and STP Estates Group were identified as the appropriate bodies to ensure co-ordination and a joint response to issues

### **North Essex Garden Communities**

#### Concept Frameworks

Concept Frameworks were prepared for each of the three Garden Communities and will be use to

inform the Development Plan Documents currently being prepared for each Garden Community.

### **Greater Essex Growth and Infrastructure Framework (GIF)**

Braintree District Council, Colchester Borough Council and Tendring District Council assisted in the completion of collaborative evidence on infrastructure needs across Greater Essex through the GIF to set out the County's infrastructure requirements in the context of planned growth and estimated likely costs and funding gaps. The outcome was the publication of the GIF in February 2017. The study was a collaboration between all authority areas in Essex and Essex County Council and was carried out by consultants Aecom. The findings of this study along with other transport studies were used to inform the LPAs respective IDPs.

### **Ongoing cooperation**

Braintree, Colchester and Tendring will continue to work closely with all NHS partners to ensure delivery of healthcare infrastructure. This will be done through:

- One to one meetings and engagement with developers/relevant health providers to facilitate the delivery of required infrastructure
- Engagement and cooperative working through the North Essex Garden Communities project, particularly the Master planning and Infrastructure Group
- Preparation of Development Plan Documents for the three Garden Communities

Monitoring will be undertaken by the LPAs through the preparation of the annual Authority Monitoring Reports, and regular reporting of key infrastructure projects through the North Essex Garden Communities project, particularly the Master planning and Infrastructure Group.

## **Creating Quality Places**

### **Strategic planning issue**

The North Essex area has a great variety of natural environments, and wonderful towns and villages. It is critical that given the scale of new development proposed that high standards of place-making are incorporated within all new developments.

Place-making also includes the network of green and blue infrastructure which will provide essential infrastructure to the new developments and link the developments within the existing open space and natural environment. These links will need to take place across local authority boundaries.

### **Evidence base**

There is a wide range of evidence base which has been used to develop the policies on place shaping and providing for green and blue infrastructure.

This includes;

Garden Communities Concept Feasibility Studies Vol 1 – 3 (joint)

Integrated Water Management Plan (joint)

Braintree District Water Cycle Study

Colchester Borough Water Cycle Study

Tendring District Council Water Cycle Study

Braintree District Open Space Study

Colchester Borough Green Infrastructure Study

Tendring District Open Space Assessment Report

Braintree District Historic Characterisation Study

Braintree District Landscape Character Assessments

Tendring District Landscape Character Assessment

Colchester Borough Coastal Protection Belt Report

### **Strategic Partners**

#### Core Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council
- Essex County Council

#### Secondary LPA partners

- Chelmsford City Council

#### Other interested LPAs

- Maldon District Council
- Uttlesford District Council

#### Duty to Cooperate consultees

- Anglian Water
- Environment Agency
- Natural England
- Heritage England

### **Actions required during the preparation of the Issues and Options and Preferred Options document.**

**Action:** Preparation of a policy on place shaping principles which can be applied across the whole North Essex.

**Partners:** Primarily Braintree District Council, Colchester Borough Council and Tendring District

Council with support from Essex County Council.

**Outcome:** A Preferred Options Local Plan shared strategic part 1 was published for consultation in 2016 which included a policy on place shaping.

**Date:** Preferred options draft approved in summer 2016

**Action:** Prepare a Habitats Regulation Assessment and an Appropriate Assessment to cover the north Essex Area

**Partners:** Braintree District Council, Colchester Borough Council and Tendring District Council working in partnership with Essex County Council and Natural England.

**Outcome:** A HRA and AA have been produced to accompany the preferred options Local Plan in the summer of 2017.

**Date:** Published in the summer of 2017

**Action:** Prepare a Recreational Avoidance Mitigation Strategy

**Partners:** Initially Braintree District Council, Colchester Borough Council, Tendring District Council and Natural England. Later expanded to include other local authorities in Essex including Chelmsford City Council.

**Outcome:** It has been agreed with Natural England that a RAMs will need to be produced to ensure that the impact of the growth proposed can be appropriately managed. Natural England suggested that given this is an issue for more than the three north Essex authorities, that an Essex wide RAMs may be helpful. This has been agreed by the north Essex authorities and by the Essex Planning Officers Association in September 2017, who will now be helping to co-ordinate the strategy at a strategic level.

**Date:** The approach was agreed with Natural England in the summer of 2017. The first meeting of the wider group is scheduled to take place in early November 2017.

**Action:** Update the Essex Design Guide which provides Essex wide guidance on design and layout including on parking and road layout.

**Partners:** This is being led by the Essex Planning Officers Association and Essex County Council. All local authorities in Essex including Braintree District Council, Colchester Borough Council and Tendring District Council have been involved in its inception.

**Outcome:** A steering group was set up as well as theme specific and technical working groups to agree the content of the new Essex Design Guide.

**Date:** The final document is expected to be completed by the end of 2017 and will be an online interactive website of guidance for local authorities and developers.

**Action:** Understand the water and waste water supply and management position for North Essex.



**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council, Anglian Water, Essex and Suffolk Water and the Environment Agency.

**Outcome:** Each of the three local authorities had undertaken some assessment of water and waste water supply to support the Local plan process. However given the longer term and larger scale nature of the proposed garden communities it was agreed to undertake additional work to understand the long term position. This would be primarily to support the development plan documents being developed for each of the garden communities. An Integrated Water Management Plan is being developed by specialist consultants on behalf of the three authorities.

**Date:** Phase 1 was completed in the Summer of 2017 and phase 2 will be completed in Spring 2018.

### **Outcomes from strategic working**

The Local Plan joint section 1 is the main outcome of strategic cross boundary working on this and other issues. The part 1 policy SP6 provides those overarching principles on a wider than local basis and has been informed by consultation responses from bodies such as Natural England, Heritage England and the Essex Wildlife Trust.

The Local Plan joint section 1 is also accompanied by a SA/SEA which examines the consequences of the proposed development and mitigation required across the three local authority areas.

The Local Plan joint section 1 is also accompanied by a HRA and Appropriate Assessment which again covers the three local authority areas and deals with the specific consequences of the growth and development set out in the Plan.

Following from the work done on the Appropriate Assessment it has been agreed with Natural England that a Recreational Avoidance Mitigation Strategy will also be undertaken. As this is a requirement for more than the three north Essex authorities, this is being undertaken on an Essex wide basis. This will provide a more comprehensive response to the issues of Recreational avoidance but will take more time to complete. Natural England suggested this approach which has been agreed by the authorities.

### **Ongoing cooperation**

Monitoring will be undertaken by the LPAs through the preparation of the annual Authority Monitoring Reports, and regular reporting of key projects through the normal Local Plan process. The monitoring requirements of section 1 are set out within table 1 of section 1 for the three authorities, with further monitoring requirements set out in each individual local authority section 2.

The RAMs is likely to suggest additional monitoring which will be agreed by the Essex authorities and Natural England.

## **BROADBAND**

### **Strategic planning issue**

*Define the issue*

The NPPF indicates how high quality communications infrastructure is crucial for sustainable growth. The availability of high speed and reliable broadband, particularly in rural areas, is a key factor in unlocking new development opportunities and ensuring that people can access services online and work from home.

Fast broadband connections and telecommunications are an increasingly important requirement to serve all development. New development should contribute to the creation of a comprehensive and effective network in both urban and rural areas to promote economic competitiveness and to reduce the need to travel. The priority is to secure the earliest availability for universal broadband coverage and fastest connection speeds for all existing and new developments. Developers are encouraged to engage with broadband providers.

**Evidence base**

*What is the evidence used to develop the LP's strategic policies?*

- Greater Essex Growth and Infrastructure Framework, 2017

**Strategic Partners**

*List of bodies engaged with*

Core LPA Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council

Duty to Cooperate consultees

- Essex County Council

**Actions required during the preparation of the Issues and Options and Preferred Options document**

- *How have you worked collaboratively with its partners*
- *What actions did you take to manage strategic issues*
- *Where joint evidence has been developed e.g. SHMA, who was involved?*
- *What have the relevant dates been in the process, how and when were key decisions made?*

**Action:** Preparation of a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex' (MOC).

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** MOC was signed by the above authorities (Leaders or Planning Portfolio holder) and identified strategic issues the authorities needed to address collaboratively – this included the issues covering the provision of upgraded broadband infrastructure and services under the 'Transport Infrastructure and Connectivity' topic.

**Date:** MOC signed June 2016. (see Appendix 1)

**Action:** Ensuring broadband is addressed through the Local Plan.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council

**Outcome** - High level commentary on broadband issues was included within the Braintree District Council, Colchester Borough Council and Tendring District Council Issues and Options consultation documents. Specific policies were included in the Preferred Options consultation document.

**Date:** Discussions with Essex County Council (Superfast Essex Broadband Programme) took place throughout 2015 and 2016 to support the Preferred Options consultation.

**Action:** Preparation of 'Section 1' of the Local Plans to address the cross boundary strategic issues identified in the MOC.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** The alignment of Local Plan preparation between the three LPAs following the Issues and Options consultation. An outcome was the preparation of a common 'Section 1' to the Draft Plans in order to address the strategic issues. Section 1 included Policy SP5: Infrastructure and Connectivity. In terms of broadband, the policy states that strategic priorities for infrastructure provision or improvements are to:

- Roll-out of superfast broadband across North Essex to secure the earliest availability for universal broadband coverage and fastest connection speeds for all existing and new developments (residential and non-residential), where all new properties allow for the provision for superfast broadband in order to allow connection to that network as and when it is made available..

**Date:** The 'preferred options' documents were prepared during 2015 and consulted in 2016.

#### **Outcomes from strategic working**

- *What was the result of the strategic cooperation and how has this influenced the plan (specific references to relevant policies are included where possible)?*
- *What are the issues that remain unresolved? How does the Council plan to manage these.*
- *What are the implications of unresolved matters?*

The outcome from strategic working are:

- Policy requirements for the provision of broadband as part of new residential and non-residential development.

#### **Local Plan policies**

##### **Section 1**

- **Policy SP5** states that strategic priorities for infrastructure provision or improvements are to:
  - Roll-out of superfast broadband across North Essex to secure the earliest availability for universal broadband coverage and fastest connection speeds for all existing and new developments (residential and non-residential), where all new properties allow for the provision for superfast broadband in order to allow connection to that network as and when it is made available..

## Section 2

### Braintree

- **Policy LPP49: Broadband.** The Council will work with the telecommunications and broadband industry to maximise access to broadband, wireless hotspots and improved mobile signals for all residents and businesses.

### Colchester

- **Policy SG7: Infrastructure Delivery and Impact Mitigation.** Developers will be expected to contribute towards the delivery of relevant infrastructure.

### Tendring

- **Policy CP 3: Improving the Telecommunications Network.** Requirements for new telecommunications and broadband infrastructure.

## North Essex Garden Communities

### Concept Frameworks

Concept Frameworks were prepared for each of the three Garden Communities and will be used to inform the Development Plan Documents currently being prepared for each Garden Community.

### Greater Essex Growth and Infrastructure Framework (GIF)

Braintree District Council, Colchester Borough Council and Tendring District Council assisted in the completion of collaborative evidence on infrastructure needs across Greater Essex through the GIF to set out the County's infrastructure requirements in the context of planned growth and estimated likely costs and funding gaps. The outcome was the publication of the GIF in February 2017. The study was a collaboration between all authority areas in Essex and Essex County Council and was carried out by consultants Aecom. The GIF includes information relating to broadband.

### Superfast Essex Broadband Programme

The government has committed to ensuring that every premise in the UK has access to broadband with a minimum download speed in line with the defined Universal Service Obligation (USO) by the end of 2015. The USO is currently 2Mbps however will shortly be amended to 10Mbps under the Government's planned Digital Economy Bill.

In more remote locations where connection into BT Openreach / Virgin Media's broadband network to achieve these speeds is not possible, support and funding towards alternative connection technologies such as satellite broadband is offered.

Connection to superfast broadband throughout the Greater Essex area is continuously undertaken via commercial roll-outs by BT Openreach, Virgin Media and Gigaclear. Superfast broadband is now defined as speeds of 30Mbps or more; however this has recently been updated by Broadband Delivery UK (BDUK) from the definition of speeds of 24Mbps or more. In addition, other commercial operators are active in Greater Essex and technology offering alternatives to the traditional fibre

approach is expanding rapidly.

The first phase of the Superfast Essex programme, with a target to expand superfast broadband connectivity to 87% of premises in Essex overall, has been achieved and delivered earlier than programmed in 2016.

Essex has now started further investment in a second phase of the Superfast Essex programme with the objective of reaching 95% coverage by 2019. This is based on the definition of 24Mbps or more, however shall be updated following the revision of the definition of Superfast Broadband. Essex are working in partnership with BT and Gigaclear to deliver Phase 2 of their Superfast Essex programme. Phase 2a, to be delivered by BT, and Phase 2b, being delivered by Gigaclear and looking at the more rural areas, started in 2015.

Essex is also looking at the development of ultrafast broadband provision to employment centres using Fibre to the Home (FTTP). The ambition would be to provide ultrafast coverage to all major business parks in the Greater Essex area.

A number of schemes including the Gigaclear contract and Dark Fibre Network schemes in Colchester are currently underway. Colchester Borough Council is working with its network operator partner County Broadband to provide fibre and connectivity to 850-900 businesses/business premises in Colchester Town Centre. This entirely new network will deliver previously unavailable asymmetrical down load - upload speed of up to 1,000Mbps.

BT Openreach and other providers offer superfast broadband connection for all new developments, either free of charge or as part of a co-funded partnership. Fibre to the Premises (FTTP) shall be provided free of charge to housing developments with one hundred or more dwellings. Developments smaller than this may have to provide contributions to ensure FTTP connection, or shall be provided copper connections for free.

Planning rules are being reviewed at both a local and national level, to ensure that new build properties are enabled with fast broadband and potentially ultrafast broadband, as part of the development. The councils are now including within their Local Plan a requirement for all new developments to have high speed connectivity. It is important that policies and arrangements are put in place to make superfast broadband provision the responsibility of developers (residential or commercial), in order to prevent the connectivity gap that has been narrowed by state intervention under the Superfast Essex programme from reoccurring.

#### **Ongoing cooperation**

- *How will the strategic issues be managed on an ongoing basis?*
- *What are the mechanisms/structures being used to do this?*
- *How will cooperation be monitored?*

Braintree, Colchester and Tendring will continue to work closely with Essex County Council through the Superfast Essex Broadband Programme and other service providers to secure the earliest availability of universal broadband coverage and the fastest available connections speeds in the District and to ensure that these are made available to all new developments, along with measures to

futureproof development for additional technologies. This will be done through:

- One to one meetings and engagement with developers/relevant providers to facilitate the delivery of required broadband infrastructure
- Engagement and cooperative working through the North Essex Garden Communities project, particularly the Masterplanning and Infrastructure Group
- Preparation of Development Plan Documents for the three Garden Communities

Monitoring will be undertaken by the LPAs through the preparation of the annual Authority Monitoring Reports, and regular reporting of key infrastructure projects through the North Essex Garden Communities project, particularly the Master planning and Infrastructure Group.

## **GARDEN COMMUNITIES**

### **Strategic planning issue**

A key element of the spatial growth strategy for North Essex is the development of new sustainable garden communities.

Garden communities were amongst a range of options which were considered by the local authorities to deliver their housing and employment needs. A number of sites of sufficient scale to accommodate a garden community were identified through the Call for Sites, the Strategic Land Availability Assessment (SLAA) and wider evidence gathering processes by each of the local authorities. All these options were evaluated and the assessments can be seen as part of the Sustainability Appraisal.

An Appropriate Assessment has also been completed to consider the effects of proposals in Section 1 on the integrity of the European sites either alone or in combination with other plans and projects. At the Screening Stage the likely significant effects on European Sites, either alone or in combination with other plan and projects, were loss of offsite habitat, recreational impacts and water quality. These issues were further considered through the Appropriate Assessment.

Loss of off-site habitat - To mitigate for the loss of off-site habitat, the Appropriate Assessment identified the need for wintering bird surveys for the Tendring Colchester Borders Garden Community as part of any project level development proposals and masterplanning, to determine the sites individual importance for golden plover and lapwing and inform mitigation proposals and a commitment to mitigation and phasing of Tendring Colchester Borders Garden Community is required within the Section 1 Strategic Plan dependent on the findings of bird surveys.

Recreational Impacts - To mitigate for any increase in recreational pressures at the European sites, the Appropriate Assessment recommended the production for Recreational Avoidance and Mitigation Strategies (RAMS) for the Colne & Blackwater, Stour and Orwell SPAS/Ramsar sites and Essex Estuaries SAC.

Water quality – To ensure that the water quality of the European Sites are not adversely affected by growth proposals in Section 1, the Appropriate Assessment recommended the inclusion of policy safeguards to ensure that adequate water treatment capacity exists prior to developments proceeding

and a commitment that the phasing of development would not exceed water and sewage infrastructure capacity and that the necessary infrastructure upgrades would be in place prior to developments coming forward.

The three authorities are committed to implementing the recommendations in the Section 1 Appropriate Assessment and these will be further progressed through the Strategic Growth DPDs.

Due to the scale of development proposed across North Essex and the infrastructure constraints which exist in many of the existing main settlements, new garden communities were considered the most deliverable and sustainable option, providing a major long-term supply of new homes if they could be delivered to the right standards at the right time. Locations for three new garden communities were selected based on the evidence gathered and assessments undertaken.

These new communities will accommodate a substantial amount of the housing and employment growth planned for North Essex within the plan period and beyond in a sustainable way that meets the vision and strategic objectives, and provides a quality of development and community that would not occur in the absence of a holistic approach to planning and delivery. In the absence of commitment and a policy framework that secures the principles of garden communities development in the identified locations would not be acceptable. Other options for meeting the growth would have to be considered.

The North Essex Garden Communities will be planned new settlements that respond directly to their regional, local and individual site context and opportunities to create developments underpinned by a series of interrelated principles which are based on the Town and Country Planning Association (TCPA) Garden City Principles, adapted for the specific North Essex context as set out in the North Essex Garden Communities Charter.

At least two of the three garden communities will be cross-boundary, and continued close joint working between the authorities involved will be required to secure their successful delivery. Each of the authorities is committed to ensuring that the new garden communities are as sustainable and high quality as possible and that the infrastructure needed to support them is delivered at the right time. This will require the local authorities to work very closely with the landowners within the proposed garden community locations to develop and put in place a robust delivery mechanism that will ensure a fair and equitable distribution of the costs and land requirement needed to secure the ambitions for these garden communities and create a long term legacy appropriate to the scale of this ambition. The Councils have developed and incorporated Local Delivery Vehicles (LDV) that could be used to deliver the garden communities. The Councils are aware of the emerging Government proposals for locally led new town development corporations that may offer an alternative means of delivery. Other delivery models are also being considered, and an appropriate tailored approach will need to be used in relation to each community. The Councils are confident that the LDV models viable and can deliver successful and sustainable garden communities, but will continue to explore other ways of achieving the vision that offer similar levels of confidence that the right quality of development will be delivered at the right time. The North Essex Garden Communities Charter has provided a good starting point in creating a framework for this approach.

Uttlesford are not formal partners in this Strategic Plan for North Essex. However in June 2017 Uttlesford District Council produced a Regulation 18 'Preferred Options' Local Plan which includes within policy SP8 and on the key diagram the extension of the West of Braintree garden community into land within their District, extending the total size of this community by around 3,500 homes. Joint

working between Braintree District Council and Uttlesford District Council in particularly on this garden community is continuing.

The Garden Communities are located within a Minerals Safeguarding Area. In line with the Essex Minerals Local Plan, the Mineral Planning Authority requires a Minerals Resource Assessment to be undertaken to assess if the sites contain a minerals resource that would require extraction prior to development. Should the viability of extraction be proven, the mineral shall be worked in accordance with the phased delivery of the non-mineral development.

Development Plan Documents will be developed for each of the garden communities. These will set out the design, development and delivery principles of each new community based on the principles set out in SP7 'Development and Delivery of New Garden Communities in North Essex' as well as the mechanism for attributing house completions to the local planning authorities' housing targets.

Based on the partnership wording between the North Essex authorities to date and their continuing commitment to the projects, each of the three proposed garden communities is planned to deliver 2,500 dwellings during the Local Plan to 2033. Delivery of 2,500 dwellings in the cross-border garden communities, no matter where they are physically built, within the Local Plan period to 2033 will be attributed as set out in section 2 of each of the individual Local Plans, or if more dwellings are built then 50:50 between the two districts concerned. A detailed mechanism will be developed to attribute housing completions to the local planning authorities to deal with the possibility that fewer than 2,500 dwellings are completed in any of the communities during the plan period to 2033; it will be informed by the DPD and agreed through a Memorandum of Understanding. It will take into account a range of factors including;

- The resources, including finance, committed to the partnership by the councils to support delivery of high quality garden communities and achieve the projected housing delivery in

both districts;

- The wider benefits of the garden communities to the districts;
- The burdens to the infrastructure of the districts generated by communities; and
- The proportion of the housing built in each district

## **Evidence base**

### Concept and alternatives

North Essex Garden Communities Concept Feasibility Study (June 2016)

- Baseline Compendium
- Opportunities and Constraints
- Options and Evaluation
- Garden Communities Charter

North Essex Garden Community Evaluation of Alternatives: Colchester Metro Town (April 2017)

North Essex Garden Communities Evaluation of Alternatives: Monks Wood, Braintree (May 2017)



North Essex Garden Communities West of Braintree Concept Framework (May 2017)

Demographics and housing

Objectively Assessed Housing Need Study (Braintree District, Chelmsford City, Colchester Borough and Tendring District) (July 2015 and November 2016 update)

Strategic Housing Market Assessment Update (Braintree District, Chelmsford City, Colchester Borough and Tendring District) (December 2015)

Greater Essex Demographic Forecasts 2013 – 2037 – Phase 7 Main Report (May 2015)

North Essex Garden Communities Employment and Demographic Studies (April 2017)

Braintree Gypsy and Traveller Accommodation Assessment Need Summary Report (May 2017)

Colchester Gypsy and Traveller Accommodation Assessment Need Summary Report (May 2017)

Tendring Gypsy and Traveller Accommodation Assessment Need Summary Report (May 2017)

Viability

North Essex Local Plans Viability Assessment (April 2017)

North Essex Local Plans Viability Assessment – Appendices (April 2017)

Braintree Economic Viability Study (June 2017)

Braintree District Council Affordable Housing Viability Assessment (July 2015)

Colchester Economic Viability Study (June 2017)

Tendring Economic Viability Study (June 2017)

Employment

Employment Land and Floorspace Aligned with November 2016 OAN (May 2017)

Braintree Employment Land Needs Assessment (August 2015)

Braintree Economic Viability Study (June 2017)

Colchester Employment Land Needs Assessment (January 2015)

Colchester Employment Land Trajectory and Report (May 2017)

Colchester Economic Viability Study (June 2017)

Tendring Employment Land Review (May 2016)

Tendring Employment Land and Floorspace (May 2017)

Tendring Economic Viability Study (June 2017)

## Transport/Movement

North Essex Garden Communities – Movement and Access Study (May 2017)

Colchester Local Plan Traffic Modelling Technical Report (May 2017)

Tendring Local Plan Modelling Support (May 2017)

Braintree Local Plan Preferred Option Assessment Highways/Transport Planning (March 2017)

Braintree Local Plan – Preferred Option Assessment Update on A120 & A12 Studies (May 2017)

Colchester Rapid Transit Strategic Outline Business Case (September 2016)

## Infrastructure

Greater Essex Infrastructure Framework 2016-2036 (February 2017)

Tendring Infrastructure Delivery Plan (May 2017)

## Sustainability Appraisal and Habitat Assessments

Habitats Regulations Assessment for North Essex Authorities Shared Strategy Part 1 for Plan Plans – Pre-submission (Regulation 19) (May 2017)

North Essex Authorities Strategic Section One for Local Plans: Draft Publication (Regulation 19) Draft Sustainability Appraisal (SA): Environmental Report (June 2017)

North Essex Authorities Strategic Section One for Local Plans: Draft Publication (Regulation 19) Draft Sustainability Appraisal (SA): Non-Technical Summary (June 2017)

North Essex Authorities Strategic Section One for Local Plans: Draft Publication (Regulation 19) Draft Sustainability Appraisal (SA): Annex A Plans and Programmes (June 2017)

North Essex Authorities Strategic Section One for Local Plans: Draft Publication (Regulation 19) Draft Sustainability Appraisal (SA): Annex B Baseline Information (June 2017)

North Essex Authorities Strategic Section One for Local Plans: Draft Publication (Regulation 19) Draft Sustainability Appraisal (SA): Annex C Alternatives and Consultation Comments (June 2017)

The North Essex Garden Communities Prospectus (September 2017).

## **Strategic Partners**

### Core LPA Partners

- Braintree District Council
- Colchester Borough Council
- Tendring District Council

### Secondary LPA partners

- Uttlesford District Council
- Essex County Council
- Chelmsford City Council

Duty to Cooperate consultees

- Maldon District Council
- Highways England

**Actions required during the preparation of the Issues and Options and Preferred Options document.**

**Action:** Preparation of a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex'.

**Partners:** Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council, Essex County Council.

**Outcome:** MOC was signed by the above authorities (Leaders or Planning Portfolio holder) and identified strategic issues the authorities needed to address collaboratively – this included garden communities.

**Date:** MOC signed June 2016.

**Action:** Preparation of North Essex Garden Communities Concept Feasibility Study

**Partners:** Braintree District Council, Colchester Borough Council and Tendring District Council.

**Outcome:** The feasibility study comprised 4 volumes – Baseline Compendium; Opportunities and Constraints; Options and Evaluation; and the Garden Communities Charter.

The baseline compendium collated existing data covering a wide range of social, economic and environmental themes. It provided a contextual oversight of the four broad search areas, flagging a series of attributes that went on to inform development of the garden community proposals. The attributes considered included demographics, housing need, economy and employment, transport, landscape character, sensitivity and condition, ecological designation, and water cycle.

The Opportunities and Constraints document presented a synthesis of the key opportunities and constraints arising from the analysis and understanding of the evidence base presented in the Baseline Compendium.

The Options and Evaluation document provided a high-level indicative development capacity based on a series of common assumptions for each of the four sites; the options were subsequently evaluated.

The final volume of the feasibility study is the Garden Communities Charter which draws on the earlier volumes to set out 10 placemaking principles developed to articulate the Councils' ambition for the Garden Communities and to help drive forward their development. They are based on the TCPA principles but are adapted for the specific North Essex context explored earlier in the study.

**Date:** Published June 2016

**Action:** Development of a joint evidence base on viability of the garden communities.

**Partners:** Braintree District Council, Colchester Borough Council and Tendring District Council.

**Outcome:** Commissioning of Hyas to test the viability of policies as set out in Section 1 of the Braintree, Colchester & Tendring Local Plans, in line with the requirements of the National Planning Policy Framework ('NPPF') and other key guidance and best practice in relation to plan making and viability. As the Local Plan Section 1 identifies 3 strategic sites to be brought forward as Garden Communities, the study focuses upon a viability assessment of each of the sites as the prime spatial aspect of Section 1. The assessment draws upon a range of data sources and assumptions and presents a general consideration of viability including sensitivity and scenario testing.

**Date:** Published April 2017

**Action:** Development of a joint evidence base on various aspects of the garden communities including demographics and housing, employment, infrastructure including transport and movement and sustainability.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council, Chelmsford City Council (demographics) and Essex County Council (transport and movement).

**Outcome:** Commissioning of various studies on the topics outlined above and described more fully in the individual sections of this statement.

**Date:** Various

**Action:** Joint consideration of alternative garden community proposals

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council

**Outcome:** Joint commissioning of AECOM to assess the alternative proposals of Metro Town and Monks Wood.

**Date:** May 2017

**Action:** Preparation of 'Section 1' of the Local Plans to address the cross boundary strategic issues identified in the MOC.

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council.

**Outcome:** The alignment of Local Plan preparation between the three Councils following the Issues and Options consultation. Common 'Section 1' or strategic elements were prepared for the draft Plans in order to jointly address the strategic issues. Section 1 included Policy SP7 Development and Delivery of New Garden Communities in North Essex; Policy SP8 Tendring Colchester Borders Garden Community; SP9 Colchester Braintree Borders Garden Community; and SP10 West Braintree Garden Community. These policies identify the broad locations and range of scale for three garden communities and set out the requirements of these developments in relation to place-making and design quality, housing, employment and jobs, transportation and community and other infrastructure.

**Date:** The Preferred Options documents were prepared during 2015 and consultation was undertaken in 2016. Meetings took place between the three local planning authorities, on a one-to-one basis and

as part of the north Essex Garden Communities project, throughout 2015.

**Action:** The establishment of joint structures, financial commitment and approach to land acquisition to support delivery of the garden communities

**Partners:** Braintree District Council, Colchester Borough Council, Tendring District Council and Essex County Council

**Outcome:** Establishment of North Essex Garden Communities Ltd (NEGC) and local delivery vehicles for each garden community; and promotion of NEGC as 'responsible body' for establishment of locally controlled new town. Agreement in principle to provide funding to the LDV's and commitment of £500,000 from each Council to the joint project. Agreement to enter land agreements with landowners to enable delivery of the garden communities and support in principle for compulsory purchase of land if voluntary land agreements cannot be achieved in a reasonable time.

**Date:** Decisions by each Council in November 2016 and September 2017.

### **Outcomes from strategic working**

The outcomes from strategic working are:

- The completion of a range of garden communities evidence reports for the three North Essex local planning authorities;
- The inclusion of three garden communities proposals in the Local Plans, at least two of which will be cross-boundary;
- Confidence backed up by the evidence that the garden communities proposals contained in the Local Plans can be delivered.

#### **Local Plan policies**

The evidence contained within the garden community related evidence directly informed Local Plan preparation and policy.

#### **Section 1**

**SP7 – Development and Delivery of New Garden Communities in North Essex** was amended slightly by all three local planning authorities through amendments to the principles for the design, development and delivery of each of the new garden communities. These were to:

- Reflect the updated information about likely capacity for development in the Garden Communities beyond the Plan period. Delivery of homes within the Plan period remains at 2,500 for all three garden communities.
- Include requirements for robust delivery mechanisms including in relation to community infrastructure. This reflects research into long term stewardship of community infrastructure in other garden communities and new town developments.
- Expand the description of tools that will be used to achieve the highest quality of design including concept frameworks, and design codes and making reference to local development orders. This reflects the emerging Garden Community Concept Frameworks.
- Make reference to providing homes for the aging population and to providing 30% affordable housing in each garden community. This target reflects the viability testing carried out in the North Essex Local Plans (Section 1) Viability Assessment (April 2017).
- Set out the principle that the costs and benefits of developing a garden community are shared by all landowners.
- Require, in consultation with Essex County Council as minerals planning authority,

consideration of potential on-site mineral resources to reflect the Essex Minerals Local Plan.

An addition was made to the policy stating that a Development Plan Document will be developed for each of the garden communities to set out the principles of their design, development and phasing.

**SP8 – Tendring/Colchester Borders Garden Community, SP9 – Colchester/Braintree Borders Garden Community and SP10 – West of Braintree Garden Community** were amended by the three local planning authorities to reflect progress with developing Development Plan Documents for each of the three new garden communities. Publication of the Issues and Options Draft Development Plan Documents for all three new garden communities is planned for November 2017.

Amendments include:

- Changes to the overall number of houses to be built (although there will still be 2,500 built in each garden community in the Plan period);
- Amendments to transportation proposals;
- Broader definition of potential employment opportunities
- Reference to provision of high speed broadband;
- Clarification that long-term stewardship arrangements for community assets will be funded by the development and residents will have a stake in their management.

Unresolved issues

There is a need to provide more detailed policies for the garden communities. This will be resolved through the development of the Development Plan Documents.

## **Section 2**

Garden Communities proposals are dealt with in Section 1 of the Local Plans.

### **Ongoing cooperation**

Braintree, Colchester and Tendring will continue to work closely with government departments; the South East Economic Partnership, Essex County Council and other partners to promote develop proposals for the design, delivery and long term stewardship of the new garden communities. This will be done through:

- Engagement and cooperative working through the North Essex Garden Communities project
- Engagement and cooperative working through regional and sub-regional fora including the Essex Planning Officers' Association
- Preparation of site specific Development Plan Documents for the three Garden Communities, to include commissioning of further work exploring the mechanisms for delivering high quality design and sustainable new communities in each Garden Community.

The strategic issues will be monitored by the North Essex garden Communities Steering Group to which the Masterplanning and Infrastructure Working Group and the Transport Working Group report.

The joint authority project team will continue to provide project management capacity and expertise, including monitoring of delivery.

Monitoring will also be undertaken by the local planning authorities through the preparation of the annual Authority Monitoring Reports which will review delivery of the garden communities including the amount of employment land and housing delivered.

No issues have been raised by South Cambridgeshire District Council, they are a statutory consultee, and when either authorities review its Local Plan they would be a statutory consultee in that process, and would co-operate under the duty.

Cambridgeshire County Council have indicated that no Duty to Co-operate issues exist between them and Braintree District Council and vice versa. They are a statutory consultee and would be consulted during any future review of the Local Plan.

### **Conclusion**

Braintree District Council considers it has met all the requirements under the Duty to Co-operate in the formulation of the Submission Draft Local Plan. The information detailed in this report provides an overview of the relationship between the authority and the relevant prescribed bodies and provides details on how strategic cross boundary issues have been met. This includes working with two other local authorities to produce a Joint section 1 of the Local Plan which includes strategic policies across the North Essex area.

## Appendix 1

### **A Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex**

#### **Introduction**

Essex is a large county made up of some 12 city and district authorities together with the county council and two unitary authorities. Despite its size the authorities have a strong track record of working collaboratively on growth issues through regional and structure plans; and, more recently, as part of the South East Local Enterprise Partnership.

In Essex as elsewhere, economic and demographic growth pressures cut across administrative boundaries, reflecting functional and spatial geographies. Settlement patterns, migration flows, commuting and strategic infrastructure needs all have significant influences within and between local authority areas.

The Localism Act 2011 places a Duty to Co-operate on local planning authorities and county councils<sup>1</sup>, requiring them to engage constructively, actively and on an on-going basis in the preparation of plans where this involves strategic matters. The National Planning Policy Framework encourages authorities to prepare joint, non-statutory documents, particularly where this provides evidence of having effectively cooperated to plan for issues with cross-boundary impacts<sup>2</sup>.

This Memorandum of Co-operation (MOC) seeks to meet this purpose and to go further in setting out a range of common challenges and opportunities across the area and how these will be addressed.

#### **Parties to the Memorandum**

This Memorandum is agreed by the following Local Authorities:

- Braintree District Council
- Chelmsford City Council
- Colchester Borough Council
- Essex County Council
- Tendring District Council

This group of neighbouring authorities historically have made a significant contribution to Essex's growth. They have agreed to come together because of their shared desire to continue to promote sustainable growth; and the particular need to articulate the strategic priorities within the wider

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<sup>1</sup> Localism Act 2011, section 110.

<sup>2</sup> National Planning Policy Framework, paragraph 181.



area and how these will be addressed. Central to this is the effective delivery of planned strategic growth, particularly housing and employment development, with the necessary supporting infrastructure. The authorities will continue to engage with the South East Local Enterprise Partnership in developing their growth priorities.

## **Objectives**

Against this background, the main aims of this MOC are to:

- provide a high level statement of intent under the Duty to Co-operate to collaborate on strategic issues;
- to identify the key strategic issues that will have a bearing across the wider geographic area;
- to articulate the process for and outcomes from this collaboration, principally through the statutory planning process; and
- to ensure appropriate integration and alignment of strategic investment priorities in support of sustainable growth, and to use this to make the case collectively for the necessary funding.

## **Strategic Issues**

Future population growth will be driven largely by net migration rather than natural change. This will require an appropriate response from the local authorities to ensure that sufficient houses, employment premises and supporting social and other infrastructure are provided. The ageing profile of residents also requires a proactive response to provide the right type of housing and supporting facilities.

Past under-investment in transport infrastructure and increased demand for road and rail use has placed significant strain on the network. Future planned growth provides the opportunity to address these infrastructure needs as well as to ensure that sustainable travel modes are promoted, although there will be significant challenges in funding what is required.

Against this background, the key strategic issues the authorities need to address collaboratively are:

- **Transport Infrastructure and Connectivity** – Focused on addressing capacity constraints on the A12, A120, A130 and A414; together with upgrades to the Great Eastern Main Line rail line and services; and provision of upgraded broadband infrastructure and services.
- **Providing Sufficient New Homes** - To meet the needs of a growing and ageing population; through ensuring the availability of developable land in appropriate locations and that the market delivers a suitable mix of housing types.
- **Providing for Employment** - To strengthen and diversify local economies to provide more jobs; and to achieve a better balance between the location of jobs and housing, which will reduce the need to travel and promote sustainable growth.

- **Addressing Education and Healthcare Needs** - A range of good quality educational opportunities will need to be addressed as part of a sustainable growth strategy, including practical vocational training and apprenticeships linked to local job opportunities. The authorities will need to work with the NHS and local health partnerships to ensure adequate provision of healthcare facilities to support new and growing communities.
- **Ensuring High Quality Outcomes** – Strategic collaboration provides the opportunity for greater ambition in planning and delivering high quality sustainable new communities; particularly, for example, through new garden communities. More generally, new development must be functional and viable, but also reflect high standards of urban and architectural design. Major new developments will be planned carefully with the use of masterplans and design codes where appropriate.

### **Collaborative approach and outcomes**

With the removal of the statutory requirement to produce a strategic plan, Local Plans are the main vehicle for delivering an area's growth requirements and how these will be accommodated. However, as these are necessarily limited in their geographic scope, individual local authorities cannot fully reflect strategic influences and issues within them.

The authorities' agreed response to this is to produce a common strategic section for the current reviews of each of their Local Plans. This 'Part 1' of their Plans will provide the evidence to support their strategic approach to the key issues outlined above, and a spatial strategy and policies responding to these issues in a proactive manner. The separate 'Part 2' for each plan will then address local issues and policies within each authorities' area.





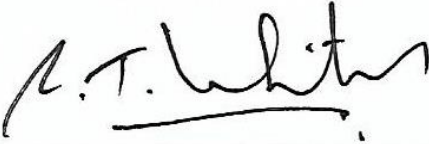
### **Governance**

The work required to deliver the necessary outcomes from this strategic collaboration will be overseen by a Joint Member Group with representation from each of the participating authorities. This will be supported by an Officer Group which will report to the Joint Member Group. Terms of Reference for these Groups will be developed and agreed. Other sub-regional groupings and partners will be engaged as necessary as work progresses.

### **Timing**

This Memorandum has immediate effect and will remain in place until adoption of the last of the authorities' local plans, unless this version is reviewed and replaced before this.

**June 2016**

| Signature                                                                                                         | Role                                                                              | Authority                  |
|-------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|----------------------------|
|                                  | Leader of the Council                                                             | Braintree District Council |
|                                  | Leader of the Council                                                             | Tendring District Council  |
|                                  | Leader of the Council                                                             | Colchester Borough Council |
| <br>21 <sup>st</sup> June 2016. | Councillor John Spence<br>Cabinet Member for<br>Finance, Housing and<br>Planning. | Essex County Council       |
|                                | Leader                                                                            | Chelmsford City Council    |

## Appendix 2

### Essex Planning Officers' Association (EPOA) - Mechanism for the Consideration of Unmet Housing Need

#### 1 Introduction

- 1.1 At a Duty to Co-operate meeting for Chelmsford's Local Plan in May 2017, it was identified by participants that there was a need for a high-level process or mechanism to be agreed to guide how potential unmet housing needs are considered by all Essex authorities. Other requests by individual local authorities to potentially accommodate their 'unmet' housing need have been made in responding to recent Local Plan consultations. It was considered important to address this matter, as the lack of such a mechanism was identified as key issue by the Inspector at the Castle Point Local Plan Examination.
- 1.2 The EPOA Policy Forum discussed the matter at its meeting on 6 June and a Task Finish Group with membership from each of the Essex HMAs was established.



**Strategic Housing Market Areas in Essex**

- |                                                                                  |               |
|----------------------------------------------------------------------------------|---------------|
| 1 - West Essex – Epping Forest, Harlow and Uttlesford                            | 4- Maldon     |
| 2 - South Essex – Basildon, Castle Point, Rochford, Southend on Sea and Thurrock | 5 - Brentwood |
| 3 - Central Essex – Braintree, Chelmsford, Colchester and Tendring               |               |

## **2 Policy Context**

- 2.1 **Housing Need** - Paragraphs 47 and 159 of the NPPF states the full, objectively assessed needs for market and affordable housing are assessed for the housing market area (FOAHN). Jointly prepared Strategic Housing Market Assessments (SHMAs) identify the 'policy off' demographic derived need, making further adjustments for employment projections, affordability, the needs of specific groups in the community and wider market signals.
- 2.2 **Housing Supply** – Paragraph 159 of the NPPF identified the need to prepare a Strategic Housing Land Availability Assessment which identifies the potential supply of housing sites.

## **3 Recommended Process**

- 3.1 To have a clear understanding of the housing needs in their HMA, local planning authorities, in partnership with neighbouring authorities and HMAs, should:
- 1) Agree their full objectively assessed housing number
  - 2) Irrespective of policy constraints, assess whether there are sufficient available and achievable housing sites to deliver the identified housing need
  - 3) Agree a consistent approach and methodology for assessing policy constraints across the HMA
  - 4) If there is an unmet housing requirement – reassess SHLAA, potentially re-distribute within HMA and then consider request to adjoining HMA.

