

# Tendring District Council



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## PLANNING POLICY AND LOCAL PLAN COMMITTEE

# AGENDA

DATE:	Tuesday, 16 July 2019
TIME:	6.00 pm
VENUE:	Council Chamber - Council Offices, Thorpe Road, Weeley, CO16 9AJ

### MEMBERSHIP:

Councillor Turner (Chairman)  
Councillor Fairley (Vice-Chairman)  
Councillor Allen  
Councillor Broderick  
Councillor Bush  
Councillor Chapman

Councillor C Guglielmi  
Councillor I Henderson  
Councillor Newton  
Councillor Scott  
Councillor Skeels

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Agendas and Minutes are published on the Council's website [www.tendringdc.gov.uk](http://www.tendringdc.gov.uk). Agendas are available to view five working days prior to the meeting date and the Council aims to publish Minutes within five working days of the meeting.

Meeting papers can be provided, on request, in large print, in Braille, or on disc, tape, or in other languages.

For further details and general enquiries about this meeting, contact Keith Simmons on 01255 686580.

DATE OF PUBLICATION: Friday, 5 July, 2019

## AGENDA

**1    Apologies for Absence and Substitutions**

The Committee is asked to note any apologies for absence and substitutions received from Members.

**2    Minutes of the Last Meeting (Pages 1 - 4)**

To confirm and sign as a correct record, the minutes of the meeting of the Committee, held on 29 January 2019.

**3    Declarations of Interest**

Councillors are invited to declare any Disclosable Pecuniary Interests or Personal Interest, and the nature of it, in relation to any item on the agenda.

**4    Questions on Notice pursuant to Council Procedure Rule 37**

Subject to providing two working days' notice, a Member of the Committee may ask the Chairman of the Committee a question on any matter in relation to which the Council has powers or duties which affect the Tendring District and which falls within the terms of reference of the Committee.

**5    Public Speaking (Pages 5 - 8)**

The Council's Public Speaking Scheme for the Planning Policy & Local Plan Committee gives the opportunity for members of the public and other interested parties/stakeholders to speak to the Council's elected members on the Planning Policy & Local Plan Committee on any specific agenda item to be considered at that public meeting.

**6    Report of the Corporate Director (Planning and Regeneration) - A.1 - Section 1 Local Plan Examination: Additional Sustainability Appraisal, Evidence and Proposed Amendments (Pages 9 - 240)**

- a) To recommend to Full Council approval of the Additional Sustainability Appraisal and to report to the Planning Policy and Local Plan Committee the findings of the additional evidence base having been prepared in response to the Planning Inspector's concerns about the new Garden Communities proposed as part of the Section 1 Local Plan for North Essex.
- b) To seek the Committee's recommendation to Full Council that a series of proposed amendments to the Local Plan be submitted to the Inspector for consideration as minor and major modifications.
- c) To seek the Committee's recommendation to Full Council that six weeks public consultation is undertaken on the Additional Sustainability Appraisal, additional evidence base and proposed amendments before they are submitted to the Secretary of State to then enable the Local Plan Inspector to resume and conclude their examination.

**7    Report of the Corporate Director (Planning and Regeneration) - A.2 - Updated Housing Supply Position, Housing Trajectory and Strategic Housing Land Availability Assessment (SHLAA) (Pages 241 - 330)**

To report, to the Planning Policy and Local Plan Committee:

- the number of new homes built in Tendring during the 2018/19 financial year;
- the current housing land supply position (the 'five-year' supply);
- the updated year-by-year trajectory for building new homes over the remainder of the new Local Plan period up to 2033; and
- the new Strategic Housing Land Availability Assessment (SHLAA) which provides the detailed evidence base for the above figures.

**8 Report of the Corporate Director (Planning and Regeneration) - A.3 - Essex Coastal Recreational disturbance Avoidance and Mitigation Strategy (RAMS) (Pages 331 - 548)**

To provide an update for Members on the Essex Coastal Recreational disturbance Avoidance and Mitigation Strategy (RAMS) and to describe how this may affect the Council's planning policies and decision-making in the future.

**Date of the Next Scheduled Meeting**

*The next scheduled meeting of the Planning Policy and Local Plan Committee is to be held in the Council Offices, Thorpe Road, Weeley, CO16 9AJ at 6.00 pm on Thursday, 3 October 2019.*

## **INFORMATION FOR VISITORS**

**PUBLIC ATTENDANCE AT LOCAL PLAN COMMITTEE MEETINGS**

Welcome to this evening's meeting of Tendring District Council's Local Plan Committee.

This is an open meeting which members of the public can attend to see Councillors debating and transacting the business of the Council. However, please be aware that, unless you have registered to speak under the Public Speaking Scheme, members of the public are not entitled to make any comment or take part in the meeting. You are also asked to behave in a respectful manner at all times during these meetings.

Members of the public do have the right to film or record Committee meetings subject to the provisions set out below:-

**Rights of members of the public to film and record meetings**

Under The Openness of Local Government Bodies Regulations 2014, which came into effect on 6 August 2014, any person is permitted to film or record any meeting of the Council, a Committee, Sub-Committee or the Cabinet, unless the public have been excluded from the meeting for the consideration of exempt or confidential business.

Members of the public also have the right to report meetings using social media (including blogging or tweeting).

The Council will provide reasonable facilities to facilitate reporting.

### **Public Behaviour**

Any person exercising the rights set out above must not disrupt proceedings. Examples of what will be regarded as disruptive, include, but are not limited to:

- (1) Moving outside the area designated for the public;
- (2) Making excessive noise;
- (3) Intrusive lighting/flash; or
- (4) Asking a Councillor to repeat a statement.

In addition, members of the public or the public gallery should **not** be filmed as this could infringe on an individual's right to privacy, if their prior permission has not been obtained.

Any person considered being disruptive or filming the public will be requested to cease doing so by the Chairman of the meeting and may be asked to leave the meeting. A refusal by the member of the public concerned will lead to the Police being called to intervene.

# Public Document Pack Agenda Item 2

Local Plan Committee - (Ceased on 22 January 2019)

29 January 2019

## MINUTES OF THE INAUGURAL MEETING OF THE PLANNING POLICY AND LOCAL PLAN COMMITTEE, HELD ON TUESDAY 29 JANUARY 2019 AT 6.00 PM IN THE COUNCIL CHAMBER, COUNCIL OFFICES, THORPE ROAD, WEELEY

<b>Present:</b>	Councillors Stock OBE (Chairman), Turner (Vice-Chairman), Bush, Chapman, Coley, Ferguson, Henderson, Land, Newton, Poonian and Skeels Jnr
<b>Also Present:</b>	Councillors Nicholls and White
<b>In Attendance:</b>	Ewan Green (Corporate Director (Planning and Regeneration)), Lisa Hastings (Head of Governance and Legal Services & Monitoring Officer), Gary Guiver (Planning Manager) and Katie Sullivan (Committee Services Officer)

### 9. WELCOME

The Chairman (Councillor Stock OBE) welcomed everyone to this first meeting of the Planning Policy and Local Plan Committee meeting.

He reminded Members that following approval at the full Council meeting held on 22 January 2019, the name of the former Local Plan Committee and its terms of reference had now been amended.

### 10. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

Apologies for absence were submitted on behalf of Councillors Bray (with no substitute), Platt (with no substitute) and G V Guglielmi (with Councillor Coley as his substitute).

### 11. MINUTES OF THE LAST MEETING

It was **RESOLVED** that the minutes of the last meeting of the Local Plan Committee, held on 30 October 2018, be approved as a correct record and signed by the Chairman.

### 12. DECLARATIONS OF INTEREST

There were no declarations of interest made at this time.

Later on in the meeting, during agenda item 5, Councillor Stock OBE declared a Personal Interest, insofar as he was a Director of North Essex Garden Communities Limited.

### 13. QUESTIONS ON NOTICE PURSUANT TO COUNCIL PROCEDURE RULE 37

There were none on this occasion.

### 14. PUBLIC SPEAKING

The Chairman invited the following person to address the Committee:

Bill Marshall, a resident of the District, made a statement relating to item A.1 of the Report of the Corporate Director (Planning and Regeneration Services) in which he

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expressed concerns about the lack of community involvement with the Local Development Scheme and the timescales mentioned within Appendix 1 for sections 1 and 2 adoptions. Mr Marshall asked the Committee to carefully consider what was before them and to dig deep into figures and dates.

Councillor Stock OBE declared a Personal Interest, insofar as he was a Director of North Essex Garden Communities Limited.

**15. REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION SERVICES) - A.1 - LOCAL DEVELOPMENT SCHEME**

The Committee had before it a report of the Corporate Director (Planning and Regeneration Services) (A.1) which sought its agreement to publish a new Local Development Scheme (LDS) which had included a revised timetable for completing the examination of the Local Plan, taking into account the Planning Inspector's latest advice.

It was reported that the LDS was designed to set out the process for producing the Local Plan and other planning documents, including the anticipated timetable of consultation periods, examinations and expected dates of adoption.

It was further reported that the LDS document was an essential tool that would help to ensure the Council stuck, as best as it could, to a set timetable and therefore made the most efficient use of its resources. Publishing the LDS also ensured that stakeholders, including members of the public, Town and Parish Councils, landowners and developers, partner organisations and, critically, the Planning Inspectorate were kept aware of the timetable the Council was working to and could therefore organise their time and resources accordingly.

The Committee was aware that the Council's last LDS, published in 2017, had proposed a timetable of work that had aimed to have the new Local Plan published for two rounds of public consultation, examined by a Planning Inspector and formally adopted by the Council by September 2018, in line with the relevant planning regulations.

The Committee was also aware that the Local Plan had been submitted to the Planning Inspector in October 2017 and Examination in Public of Section 1 of the Plan had commenced in Spring 2018. However, Examination in Public of Section 1 had currently been paused by the Inspector, in order to allow the three North Essex authorities involved (Braintree, Colchester and Tendring) to carry out further work.

The Committee was informed that the Examination in Public of Section 1 was currently anticipated to recommence in Autumn 2019, with the Inspector's Section 1 report expected in Winter 2019/20. Subject to the Inspector finding Section 1 of the Plan 'sound', commencement of Examination in Public of Section 2 of the Plan was expected to commence in Spring/Summer 2020. Adoption of both Section 1 and Section 2 of the Plan was currently anticipated to take place in Winter 2020/21, with the potential to adopt Section 1 in Spring 2020, if adopted independently of Section 2 of the Plan. Should the timetable change as a result of further delays, an updated LDS would be produced.

The revised LDS was attached as Appendix 1.

Having considered and discussed all of the information provided, it was moved by Councillor Turner, seconded by Councillor Land and:

**RESOLVED** that the Committee approves the Local Development Scheme (LDS) 2019-2021 (attached as Appendix 1 to item A.1 of the Report of the Corporate Director (Planning and Regeneration)) and agrees to its publication on the Council's website.

**16. REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION SERVICES) - A.2 - PLANNING REFORM: SUPPORTING THE HIGH STREET AND INCREASING THE DELIVERY OF NEW HOMES CONSULTATION RESPONSE**

The Committee had before it a report of the Corporate Director (Planning and Regeneration Services) (A.2) which provided information on the implications of the Government's new Planning Reform paper.

It was reported that the Government had published its 'Planning Reform: Supporting the High Street and Increasing the Delivery of New Homes' consultation between 29 October 2018 and 14 January 2019. The consultation had been open to all public and private bodies and members of the public.

It was further reported that the consultation had included separate proposals in respect of:

- Part 1: new and amended permitted development rights and changes to use classes, including to support the regeneration of the high street and to extend existing buildings upwards to create new homes.
- Part 2: the disposal of surplus local authority land - rationalising and updating the rules which govern disposal of public land at less than best value.
- Part 3: a draft listed building consent order to support the work of the Canal & River Trust.
- Part 4: draft guidance on the compulsory purchase powers of new town development corporations.

**Part 1: Permitted development rights and use classes**

The Government was seeking views on new permitted development rights to allow greater flexibility for change of use; use the airspace above existing buildings for additional new homes and extensions; remove the right to install new public call boxes and the associated advertising consent; and increase the height threshold for the installation of off-street electric vehicle charging points. They had also proposed to make permanent other existing time-limited rights, and to make an update to the Use Classes Order to reflect changing high streets and make them more resilient.

**Part 2: Disposal of local authority land**

There were well established consent procedures in place where local authorities sought to dispose of surplus land at less than best consideration. The Government was proposing to extend local authorities' freedoms to do so without seeking consent from the Secretary of State, thereby providing greater flexibility to dispose of surplus land in support of local development objectives.

Part 3: Canal & River Trust: Draft listed building consent order

The Government was proposing to make the first listed building consent order which would allow minor, routine works to the Canal & River Trust's listed waterway structures without the need for individual listed building consent applications. This would remove unnecessary applications from the system whilst ensuring that appropriate protection for listed buildings and their settings is maintained.

Part 4: New town development corporations: Draft compulsory purchase guidance

The Government sought views on draft guidance on the compulsory purchase powers of new town development corporations. It had set out, amongst other things, the factors which Ministers would take into account when deciding whether or not to confirm new town compulsory purchase orders. This was intended to provide additional clarity to those with an interest in proposed new settlements, including promoters, investors, infrastructure providers, landowners and local communities.

The Committee was informed that the deadline to respond to the Government's consultation had fallen between two Committee cycles. In preparing a response Officers had consulted internally and with the North Essex Authorities. Due to the time allowed for those consultees to respond, action had to be taken prior to seeking a decision from this Committee. Given the tight time turnaround, Officers had consulted with Councillor Stock OBE in his capacity as both Leader of the Council and the Chairman of this Committee to agree the draft response for submission, with the matter being reported to the Committee thereafter.

Councillor Ferguson thanked the Chairman and also the Planning Manager (Gary Guiver) for their quick response with this matter.

Having considered and discussed all of the information provided, it was moved by Councillor Stock OBE, seconded by Councillor Ferguson and:

**RESOLVED** that the Committee:-

notes the contents of the report and supports the consultation response, which was previously the subject of consultation with and in agreement by, the Chairman of this Committee; and submitted to the Government as this Council's formal consultation response.

The meeting was declared closed at 6.27 pm

Chairman

# Tendring District Council



## PUBLIC SPEAKING SCHEME – PLANNING POLICY & LOCAL PLAN COMMITTEE

JANUARY 2016

### GENERAL

The Public Speaking Scheme (“the Scheme”) is made pursuant to Council Procedure Rule 39 and gives the opportunity for a member of the public and other interested parties/stakeholders to speak to the Council’s elected members on the Planning Policy & Local Plan Committee on any specific agenda item to be considered at that public meeting.

The Scheme covers both questions and statements to the Committee on a particular agenda item. Any individual wishing to speak must contact Committee Services (see details below).

### NOTICE OF QUESTION

If an individual wishes to ask a question, at the Planning Policy & Local Plan Committee meeting, prior notification of that question must be received. The principle is to provide the Chairman (or an Officer, if the Chairman decides appropriate) the ability to fully answer questions, which have been received in advance.

**Notice of a question is received by delivering it in writing or by email to Committee Services on [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk), by midday on Thursday 11 July 2019.**

At the meeting, you will be given an opportunity to read out your question to the Committee and an answer will be provided. Supplementary questions are not permitted and there is no debate by the Committee at this stage.

### STATEMENTS

Advance notification of the content of a statement on specific agenda items is not required, but to assist the running of the agenda, notification of wishing to speak

should be given prior to the meeting. Please contact Committee Services (email [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk) or telephone 01255 686580).

## **NUMBER AND TIMING OF QUESTIONS**

At any Local Plan Committee meeting an individual is limited to asking one question or making a statement per agenda item. On each agenda item, no public speaker may speak for longer than three minutes.

Consistent with the Council Procedure Rules, the time allocated for receiving and disposing of questions shall be a maximum 45 minutes. Any question not disposed of at the end of this time shall be the subject of a written response, and published with the minutes of the meeting.

## **SCOPE OF STATEMENTS OR QUESTIONS**

**Please be straightforward and concise and keep your comments to the content of the agenda item. Please be courteous and do not make personal remarks. You may wish to come to the meeting with a written statement of exactly what you wish to say or read out, having checked beforehand that it will not overrun the three minutes allowed.**

Any question or statement which is not directly related to an agenda item for that meeting of the Committee will be rejected. For questions, any rejection will be communicated in advance of the meeting by Officers, and for statements made at the meeting, this will be confirmed by the Chairman.

The Council also reserves its right to reject questions or statements if in its opinion the content is defamatory, frivolous or offensive or requires the disclosure of confidential or exempt information.

## **PLANNING POLICY & LOCAL PLAN COMMITTEE MEMBERS & POINTS OF CLARIFICATION**

No public speaker can be questioned by the Committee however, through the Chairman, relevant points of clarification arising out of the public speaking can be requested at the specific agenda item, before the debate commences. Points of clarification can be given by Officers, with the Chairman's permission.

## **WHO DO I CONTACT FOR MORE INFORMATION**

The Council's website will help you access documents (web: [www.tendringdc.gov.uk](http://www.tendringdc.gov.uk))

If you have a query with regard to public speaking, or wish to register to speak, please email [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk) or telephone 01255 686580.

If your query is in relation to the Local Plan, please contact:

Tendring District Council, Planning Services, Council Offices Thorpe Road, Weeley,  
Essex CO16 9AJ Tel: 01255 686177 email: [planning.policy@tendringdc.gov.uk](mailto:planning.policy@tendringdc.gov.uk)

**Monitoring Officer, Tendring District Council, in consultation with Head of  
Planning and Chairman of the Planning Policy & Local Plan Committee**  
**(Council Procedure Rule 39)**  
**(January 2016)**

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# Agenda Item 6

## PLANNING POLICY AND LOCAL PLAN COMMITTEE

16 JULY 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.1 – SECTION 1 LOCAL PLAN EXAMINATION: ADDITIONAL SUSTAINABILITY APPRAISAL, EVIDENCE AND PROPOSED AMENDMENTS

(Report prepared by Gary Guiver and Lisa Hastings)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

- a) To recommend to Full Council approval of the Additional Sustainability Appraisal and to report to the Planning Policy and Local Plan Committee the findings of the additional evidence base having been prepared in response to the Planning Inspector's concerns about the new Garden Communities proposed as part of the Section 1 Local Plan for North Essex.
- b) To seek the Committee's recommendation to Full Council that a series of proposed amendments to the Local Plan be submitted to the Inspector for consideration as minor and major modifications.
- c) To seek the Committee's recommendation to Full Council that six weeks public consultation is undertaken on the Additional Sustainability Appraisal, additional evidence base and proposed amendments before they are submitted to the Secretary of State to then enable the Local Plan Inspector to resume and conclude their examination.

##### EXECUTIVE SUMMARY

###### Background

Section 1 of the submitted Local Plan ('the Section 1 Plan') sets out an overarching strategy for future growth across Braintree, Colchester and Tendring – the 'North Essex Authorities' ('NEAs'). As well as including policies setting the overall housing and employment requirements for North Essex up to 2033, the Section 1 Plan proposes three new cross-boundary 'Garden Communities' along the A120 corridor with the potential for longer-term and comprehensively-planned growth. In contrast, 'the Section 2 Plan' for each of the three authorities contains more specific local policies and proposals relevant only to their individual area.

Before a Local Plan can be formally adopted by a Council, it must be examined by a government-appointed Inspector whose job it is to check that 1) the plan has been prepared in line with various legal requirements and 2) that the policies and proposals in the plan comply with the 'tests of soundness' contained within the National Planning Policy Framework (NPPF). Examination hearings for the Section 1 Plan took place between January and May 2018; and in June 2018 the

Inspector wrote to the North Essex Authorities setting out his initial findings. Whilst he confirmed the legal compliance and soundness of some elements of the plan and praised the NEAs' innovation and ambition, the Inspector found some of the evidence and justification in support of Garden Communities to be lacking and was therefore unable to pass the Section 1 Plan as sound. The Inspector's specific concerns were reported to Members in October 2018.

In his letter, the Inspector offered the NEAs advice and options for how best to proceed. Having considered his advice, the NEAs in October 2018 confirmed that they remained committed to using Garden Communities principles to secure the future housing requirements in North Essex and would produce additional evidence to address each of the Inspector's concerns. On the 10<sup>th</sup> December 2008, the Inspector confirmed that he was satisfied that the proposals for further work on the evidence base satisfactorily responded to the points he had raised as identified issues and paused the examination until the NEAs' further work on the evidence base and an Additional Sustainability Appraisal was completed. Monthly updates have been submitted to the Inspector on the programme timetable as requested.

The additional evidence has now been completed and the findings are detailed within the main body of this report with a summary of the findings set out below.

#### Additional Sustainability Appraisal

Some of the Inspector's biggest concerns were about the previous Sustainability Appraisal (SA) which is both a legal requirement of the plan making process and a key piece of evidence in determining the most appropriate 'spatial' strategy for growth. The Inspector found that some of its assumptions were either not properly justified or were biased in favour of the NEA's preferred spatial strategy for three Garden Communities and therefore did not represent an objective or reliable assessment. He advised that further work would be needed to rectify these problems and advised different consultants ought to be selected for that work.

The Additional SA has been undertaken by consultants LUC who have followed a revised methodology that has been shared with the Inspector himself and has been the subject of consultation and engagement with statutory bodies and key participants in the Local Plan examination – taking particular care to ensure it addresses the Inspector's previous concerns. The Additional SA first tests a range of alternative development site proposals against a series of tried and tested 'sustainability criteria' applying assumptions guided, where possible, by information provided by site promoters themselves. The second stage of the SA then tests different combinations of those site proposals against the sustainability criteria which represent a reasonable range of alternative spatial strategies for the authorities to consider in determining the most appropriate approach for the Local Plan.

The findings of the Additional SA indicate that many of the site proposals and alternative spatial strategy options are closely matched when assessed against the sustainability objectives. However, none of the alternative spatial strategies stand out as performing notably stronger than the current strategy in the submitted Section 1 Local Plan. There is consequently nothing arising

from this new evidence that would suggest that the current spatial strategy is not justified or needs to change to make way for an alternative approach. Officers therefore recommend that the NEAs continue to promote the current spatial strategy involving the creation of three new Garden Communities in the locations currently proposed.

#### Additional evidence base

- HIF Bids: A progress update on two bids to the government's 'Housing Infrastructure Fund' (HIF) by Essex County Council to secure funding a) for the realignment of the A12 between Marks Tey and Kelvedon and b) for the construction of a link road between the A133 and A120 and a rapid transit system to the east of Colchester. This will demonstrate to the Inspector that positive progress is being made in securing the road infrastructure that will be key to the delivery of the proposed Garden Communities. The bids are currently being evaluated by Homes England. ECC has written to Government Ministers setting out the importance of announcements on the outcome of the HIF bids as quickly as possible.
- A120 Dualling: Indicative timescales for constructing of a new dual carriageway between Braintree and the A12 south of Kelvedon following Essex County Council's favoured route announcement in June 2018. This will provide greater clarity to the Inspector over the timing of works and their implications for highway capacity and the delivery of Garden Communities.
- Rapid Transit: Technical feasibility study from transport consultants Jacobs showing how and when a 'Rapid Transit System' (RTS) can be delivered to connect the new Garden Communities to key services, facilities and employment opportunities in and around Colchester, Braintree and Stanstead; and how much it is likely to cost. This will address the specific shortcomings in the previous evidence identified by the Inspector in his letter.
- Modal Shift: Technical paper from consultants ITP explaining how, through RTS proposals and other measures, the NEAs can achieve a 'modal shift' target for 30% of all journeys to, from and within the Garden Communities to be made by rapid transit. Again, this will address the Inspector's previous concern about the likelihood of achieving that target.
- Marks Tey Station: Update from discussions with Network Rail that suggest relocating Marks Tey Station to the centre of the proposed Garden Community for the Colchester/Braintree Borders Garden Community is unlikely to be practical option. Although the Garden Community was never reliant on the station being relocated, there is now clarity in moving forward that the development will need to be planned to integrate with the station's existing location.
- Housing Delivery: Research by the NEAs on the rates of housing development that can be achieved on large scale developments following different models and approaches to satisfy the Inspector that the scales of development proposed for the Garden Communities are realistically deliverable.

- Viability: Viability Assessment Update from consultants Hyas which re-tests the economic viability of three Garden Community proposals in light of updated cost and value assumptions, and addresses the specific concerns raised by the Inspector in relation to assumptions made in the previous assessment – including the cost of RTS. The updated assessment confirms that all three Garden Communities can be considered to be economically viable under a range of situations and scenarios which are considered to be rational and reasonable. West of Braintree Garden Community is viable under all modelled scenarios. The viability of the Colchester Braintree Borders Garden Community and (to a lesser degree) the Tendring Colchester Borders Garden Community are more dependent on securing Government investment for upfront infrastructure and/or inflation in future property values.
- Employment Land: Paper prepared by the Centre of Economics and Business Research (Cebr) advising on the calculation of how much ‘employment land’ ought to be incorporated into the Garden Community proposals to meet the needs likely to arise from growth in business and industrial activities and to contribute towards overall employment growth. This addresses the Inspector’s specific concern about the lack of any indication as to how much employment land would be provided at each of the three Garden Communities. Cebr’s paper provides figures which form the basis of proposed modifications to the Section 1 Plan.
- Phasing and Delivery: Infrastructure Planning, Phasing and Delivery report prepared by consultants AECOM which explores and sets out reasonable assumptions for how each of the three Garden Communities could be delivered in a phased manner. The assumptions in this report are particularly useful in informing wider assumptions about infrastructure delivery and economic viability.
- Infrastructure Costs: A detailed cost estimate produced by Gleeds has set out the overall scope, scale and estimated costs of all strategic infrastructure requirements for each proposed Garden Community.
- Habitats Regulation Assessment (HRA): An assessment undertaken by consultants LUC of the likely effects of development in the Local Plan on wildlife sites of European importance. HRA is a legal requirement and the report has been updated to take into account an important legal ruling from the Court of Justice for the European Union and the progress that Essex Authorities have made in developing the Essex Recreation disturbance Avoidance Mitigation Strategy (RAMS).
- Delivery Mechanisms: A paper from legal firm Dentons which explains how it is intended that a public and private sector partnership in the form of a Local Delivery Vehicle will be used to deliver the Garden Communities and how this fits with current government thinking. This evidence also included a paper on State Aid considerations.

All of the above evidence supports Officers' view that the current proposals in the Section 1 Local Plan are sound and, when presented to the Planning Inspector, will address all of his previous concerns.

### Proposed amendments

As well as producing the above evidence in response to the Planning Inspector's concerns about Garden Communities, the North Essex Authorities have also compiled a table of proposed amendments to the Section 1 Plan. These amendments are aimed at addressing certain issues identified by the Inspector, partner organisations and objectors to the Plan and ensuring the plan meets the tests of soundness. Many of the proposed amendments arose from suggestions and discussions at the examination hearings in 2018 and the Inspector's interim findings whereas others arise from the findings of the additional evidence base.

Importantly, Officers are not recommending any substantial changes to the strategy for growth as set out in the Section 1 Local Plan. The additional evidence prepared in response to the Inspector's original concerns demonstrates that the establishment of three Garden Communities in the broad locations already identified in the plan is justified and represents an appropriate, sustainable and deliverable strategy.

Notable amendments include:

- New policies (SP1A and SP1B) to clarify how the Local Plan, taken as a whole, will operate in practice in the determination of planning applications; and to reflect the new Essex-wide approach to recreational disturbance avoidance and mitigation in relation to internationally important wildlife sites.
- Additional wording in Policy SP3: 'Meeting Housing Needs' to explain how the housing figures in the policy will be used for assessing authority's five-year housing supply requirements.
- Corrections to the employment land figures in Policy SP4 for the individual NEAs following the discussions at the examination hearings and the Inspector's subsequent advice.
- Additional wording for the infrastructure and connectivity policy (SP5) to provide greater clarity over what would happen if, for whatever reason, it becomes clear that the infrastructure required for the Garden Communities will not be funded or delivered; as well as identifying the key infrastructure projects that would need to be secured in advance of the start of the Garden Communities.
- The inclusion of specific employment land figures in the Garden Community policies SP7, SP8, SP9 and SP10 as well as additional wording in relation to waste water, the protection European designated sites and the historic environment and specific infrastructure priorities relevant to specific Garden Communities.

It will be the Inspector's choice whether or not to accept the proposed amendments to the Local Plan through the resumed examination process, in determining whether it satisfies the necessary statutory requirements and is sound. Section 20(7C) of the 2004 Act provides that the Inspector must, if asked to do so by the local planning authority, recommend formal modifications to the local plan that would satisfy the requirements mentioned in subsection 20(5)(a) and is sound, therefore such modifications could be suggested by the Inspector following conclusion of the examination.

#### Next steps

If Full Council approves and the other NEAs agree, the Additional Sustainability Appraisal, all of the additional new evidence base documents listed above and the table of proposed amendments are published for six weeks public consultation between 19<sup>th</sup> August and 30<sup>th</sup> September 2019 before they are submitted, along with any representations received, to the Planning Inspector to enable him to resume the examination. It is expected that the further examination hearings will take place in late 2019 or early 2020.

### **RECOMMENDATION**

**That the Planning Policy and Local Plan Committee recommends to Council that:**

- a) the additional evidence base summarised within Appendices 2 to 11 to this report and available in full as background papers are accepted as part of the evidence base for Section 1 of the submitted Local Plan which contains strategic planning policies and proposals common to the North Essex Authorities of Braintree, Colchester and Tendring;
- b) it approves the findings of the Additional Sustainability Appraisal work (summarised in Appendix 1) which appraises the submitted Local Plan strategy for three cross-border Garden Communities and the reasonable alternatives to such strategy;
- c) it agrees that the Additional Sustainability Appraisal work and evidence base (including the additional evidence) supports the existing spatial strategy for growth in the submitted Local Plan proposing three cross-border Garden Communities and that it is justified as being the most appropriate strategy;
- d) it approves the schedule of proposed amendments to the submitted Local Plan (attached as appendix 12);
- e) a six-week public consultation on the schedule of proposed amendments, the Additional Sustainability Appraisal work and the additional evidence base be undertaken, starting on 19 August 2019 and ending on 30 September 2019;
- f) following the period of consultation, the above documents along with any duly-made representations received during the consultation period, be submitted to the Secretary of State to enable the Local Plan Inspector to resume and complete the examination of the Section 1 Local Plan; and

- g) the Council requests the Local Plan Inspector to recommend any further modifications to the Publication Draft Local Plan as necessary to make it sound.

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

The preparation of a new Local Plan is a high priority for all three of the North Essex Authorities. It is also the goal of government for local planning authorities to deliver sustainable development and coordinated provision of housing, jobs and infrastructure whilst best protecting and enhancing the natural and built environment. The North Essex Authorities and Essex County Council are working together to deliver a coordinated approach which promotes the creation of new ‘garden communities’ crossing district borders.

### RESOURCES AND RISK

The examination of Section 1 of the Local Plan has been funded jointly by the North Essex Authorities through their respective LDF/Local Plan budgets.

If any significant modifications to Section 1 of the Local Plan are required, they will need to be the subject of public consultation in their own right before the plan can proceed to adoption. The consultation may result in further objections; however, unless they raise fundamental issues which require re-examination, they are unlikely to result in further changes. If they do, there is a risk of further delay to the examination process for Section 2 of the Local Plan. There is also a risk of legal challenge following the adoption of the Local Plan if any party believes that the Inspector or the Councils have made any legal or procedural errors. This risk has however been minimised with the Inspector taking particular care to thoroughly examine legal and procedural matters, twice, as part of the examination process.

If Members decide to proceed with substantially different approach to existing strategy would necessitate the formal withdrawal of the Section 1 Plan and all three Section 2 Plans from the examination process – requiring the authorities to begin the plan-making process again, either jointly, in partnership or individually. Whilst some of the technical evidence prepared to date could be used to inform the preparation of a new plan(s), the majority of evidence base documents would need to be revised and the plan itself would have to follow a different format to reflect the requirements of the new NPPF that was published in 2018. To meet with legal and procedural requirements, the three-stage plan-making process would need to start from scratch with the first stage being consultation on issues and options.

Section 1 of the Local Plan is individually submitted by the North Essex Authorities but applies equally to all three Councils, therefore for the Examination to be resumed and proceed, each authority must agree to continue with the existing strategy and submitted plan. Should either Braintree District or Colchester Borough Councils postpone or make an alternative decision

Members at Tendring will need to consider their position. The outcome of the Local Plan Committees for Braintree and Colchester will be reported to Full Council.

## **LEGAL**

The planning legislation and the National Planning Policy Framework (NPPF) (both the 2012 version applicable to this Local Plan and the new 2018 version) place Local Plans at the heart of the planning system, so it is essential that they are in place and kept up to date. The NPPF expects Local Plans to set out a vision and a framework for the future development of the area, addressing the needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 (as amended) state that applications for planning permission must be determined in accordance with the ‘development plan’ unless material considerations indicate otherwise. The statutory ‘development plan’ for Tendring, as it stands is the 2007 Adopted Local Plan. However, the policies and proposals in the Adopted Local Plan are increasingly out of date. The NPPF states that where the development plan is out of date permission should be granted for sustainable development unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits or other policies indicate otherwise. It is therefore essential to progress the emerging Local Plan through the stages of the plan making process and ensure it meets the requirements of national planning policy so it can become the new statutory development plan and be relied upon by the Council acting as the Local Planning Authority.

Section 33A of the Planning and Compulsory Purchase Act 2004, as amended (“2004 Act”) places a legal duty upon local authorities and other public bodies to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation, this is known as the ‘Duty to Cooperate’ on strategic matters of cross-boundary significance, which includes housing supply. Before a Planning Inspector can begin the process of examining a Local Plan, they need to be satisfied that the local authority has demonstrated it has done everything it can to ensure effective cooperation with neighbouring authorities and other partner organisations and has sought to resolve, as far as is possible, any cross-boundary planning issues.

The Town and Country Planning (Local Planning)(England) Regulations 2012 make provision for the operation of the local development planning system including, for the purposes of this report, regulations relating to the preparation, publication and representations relating to a local plan and the independent examination.

Section 19 of the 2004 Act requires a local planning authority to carry out a Sustainability Appraisal of each of the proposals in a Local Plan and the consequence of reasonable alternatives, during its preparation and in addition prepare a report of the findings of the Sustainability Appraisal. More generally, section 39 of the Act requires that the authority preparing a Local Plan must do so “with

the objective of contributing to the achievement of sustainable development". The Sustainability Appraisals for Sections 1 and 2 incorporate the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004 (commonly referred to as the 'Strategic Environmental Assessment Regulations'), which implement the requirements of the European Directive 2001/42/EC (the 'Strategic Environmental Assessment Directive') on the assessment of the effects of certain plans and programmes on the environment. The purpose of a Sustainability Appraisal is to ensure that potential environmental effects are given full consideration alongside social and economic issues.

There are two Sustainability Appraisals for the Publication Draft Local Plan. One for Section 1 and one for Section 2. Section 1 is common with Colchester and Braintree Councils and has been examined as part of the Section 1 hearings. An Additional Sustainability Appraisal for Section 1 has been undertaken in light of the Inspector's concerns to ensure it considers a full range of realistic alternatives to Garden Communities, at a range of different sizes. The detail of the Additional Sustainability Appraisal is set out within the body of this Report.

The NPPF requires a local planning authority to submit a plan for examination which it considers to be "sound" meaning that it is: positively prepared, justified and effective. The job of the Planning Inspector is to test that the Local Plan meets legal and procedural requirements and the above tests of soundness. The Inspector has confirmed that legal and procedural requirements have been met, however further evidence is required to comply with the tests of soundness and this evidence is already in the process of being prepared. Any modifications proposed by the Inspector at the end of the examination process will ensure the plan meets all of these requirements but these have to be published for consultation in their own right before the Council can proceed to the adoption of Section 1 and the examination of Section 2.

Section 20(7C) of the 2004 Act provides that the Inspector must, if asked to do so by the local planning authority, recommend modifications to the local plan that would satisfy the requirements mentioned in subsection 20(5)(a) and is sound.

## OTHER IMPLICATIONS

**Area or Ward affected:** All wards (although the land proposed for a Garden Community crossing the Tendring/Colchester Border falls mainly within the new Alresford and Elmstead ward and the Ardleigh and Little Bromley ward).

**Consultation/Public Engagement:** The Leader of the Council and Chairman of the Local Plan Committee has informed and updated all elected members at various stages since the letters were received from the Inspector. Communication has been through correspondence to members, all member briefings with officers and a statement at Full Council.

As outlined in the May 2019 update to the Planning Inspector, the NEAs will undertake consultation on the revised evidence base, additional sustainability appraisal, and proposed

modifications to Section 1 from Mid-August to the end of September, subject of course to decisions made at the respective committees.

The purpose of the consultation will be to gather views on the additional evidence base documents that have been commissioned to address the issues raised in the Inspector's interim findings on Section 1 in June last year. By doing so the NEAs hope that any issues with the evidence base will be raised at the earliest opportunity to help inform the Examination.

The questions posed to consultees will be intentionally general in nature as the proper place for specific questions on the revised evidence base will be through any additional matters, issues and questions the Inspector may publish prior to reconvened hearing sessions. However, it will be important for the consultation and the responses to the consultation to avoid revisiting matters which the Inspector has not raised as of concern to the Examination of Section 1.

The consultation will be jointly hosted on the NEAs' web-based portal and measures will be put in place to avoid duplicate responses being made to individual authorities. Due to the technical nature of the consultation the NEAs do not intend to carry out any drop-in sessions, however the consultation will be carried out in accordance with regulations 19 and 35 to ensure that all interested parties have an equivalent opportunity to make representations.

#### Revised evidence base

The NEAs will publish the additional documents as previously set out to the Inspector on the portal and invite comments on their content. The NEAs envisage posing a question such as '*Do you have any comments to make on the additional evidence base documents that have been prepared by the NEAs' in response to the Inspector's interim findings?*'

#### Additional Sustainability Appraisal

The NEAs will publish the final SA report on the portal and invite comments on its content. Similar to the proposed question on the revised evidence base, the NEAs envisage asking consultees a question such as '*Do you have any comments to make on the Additional Sustainability Appraisal which has been prepared in response to the Inspector's interim findings?*'

#### Proposed modifications

The NEAs will publish a full set of proposed modifications to Section 1 which have been suggested in response to discussions at the previous Examination hearing sessions; in response to the Inspector's interim findings; and also in response to the findings of the revised evidence base. Although the Inspector has already provided feedback on some of these proposed modifications the NEAs consider it appropriate to invite feedback on all of proposed changes at this stage. The NEAs envisage posing a question such as '*Do you have any comments to make on the proposed modifications to the NEAs' shared Section 1 Local Plans?*'

Given the more complicated nature of this aspect of the consultation, the NEAs will ensure that the responses are clearly related to specific modifications and that revised wording is requested where consultees consider the proposed modifications to be unsound. Where proposed modifications

materially affect the plan's policies, they can only be made if the Inspector considers they are necessary to make the plan sound and/or legally compliant.

Following the consultation the NEAs will process all representations received and submit them (alongside the documents subject to the consultation) to the Programme Officer in a similar fashion to which followed the Regulation 19 Submission consultation in October 2017.

## PART 3 – SUPPORTING INFORMATION

### Background

Section 1 of the emerging Local Plan ('the Section 1 Plan') sets out an overarching strategy for future growth across Braintree, Colchester and Tendring – the 'North Essex Authorities' ('NEAs'). As well as including policies setting the overall housing and employment requirements for North Essex up to 2033, the Section 1 Plan proposes three new cross-boundary 'Garden Communities' along the A120 corridor. In contrast, 'the Section 2 Plan' for each of the three authorities contains more specific local policies and proposals relevant only to their individual area.

The three Garden Communities proposed in the Section 1 Plan are:

- Tendring/Colchester Borders Garden Community (Policy SP8) – 7,000-9,000 homes on land between Elmstead Market and Colchester.
- Colchester/Braintree Borders Garden Community (Policy SP9) – 15,000 to 24,000 homes on land around Marks Tey.
- West of Braintree Garden Community (Policy SP10) – 7,000 to 10,000 homes on land north of the A120 west of Rayne.

These are long-term comprehensively-planned development proposals designed to follow 'Garden Community Principles' including pro-active collaboration between the public and private sectors, community empowerment and engagement, high quality design and management of the built and public realm, integration of infrastructure and development and long-term governance and stewardship arrangements. The developments are expected to take place partly within the timescale of the Local Plan (to 2033) but mostly beyond that period. The Section 1 Plan currently envisages that each of the three Garden Communities will deliver 2,500 new homes in the plan period up to 2033; i.e. 7,500 homes across North Essex. The majority of new housing development expected in the period between now and 2033 will still however come from sites that are already under construction or have already obtained planning permission and sites that are allocated for housing development in each of the authorities' Section 2 Local Plans.

The final part of the process for the preparation of a Local Plan, before it can be formally adopted,

is the examination. The purpose of the examination is for a government-appointed Planning Inspector to ensure the Council has followed relevant legal and procedural requirements and to test the plan for its ‘soundness’ which includes ensuring that it is consistent with national planning policy. Key legal tests include ensuring the Council has complied with the legal duty to cooperate, the requirements for sustainability appraisal and requirements for community consultation. The ‘tests of soundness’ which are set out in the National Planning Policy Framework (NPPF) are:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

In October 2017, the North Essex Authorities submitted their Local Plans to the Secretary of State to begin the formal process of examination. The Secretary of State then appointed an experienced Planning Inspector, Mr. Roger Clews, to undertake the examination for Section 1 of the plan.

Following the examination hearings, the Councils received three letters from the Local Plan Inspector containing interim feedback on the soundness and legal compliance of the Section 1 Local Plan. The first letter dated 8<sup>th</sup> June 2018 set out the Inspector’s initial findings mainly in respect of legal compliance and the soundness of the Garden Community proposals. The second letter dated 27<sup>th</sup> June 2018 set out the Inspector’s findings in respect of the need for new homes. The third letter dated 2<sup>nd</sup> August 2018 contained the Inspector’s response to questions of clarification raised by the NEAs in respect of the Inspector’s first letter. The content of these letters were all reported to Members in 2018.

Overall, the Inspector was satisfied that the authorities had complied with the legal duty to cooperate and other legal and procedural matters and was also satisfied that the overarching employment and housing targets in the plan had been justified on the basis of sound evidence. He also praised the authorities for their innovation and ambition in promoting three new Garden Communities in North Essex and stated that if carried out successfully it has the potential to provide for housing and employment needs not just in the current Plan period but well beyond it.

However, the Inspector found the evidence provided to support the Garden Communities was lacking in a number of respects. The main areas of concern related to:

- Transport infrastructure – in particular the lack of certainty over its practical delivery, timing,

- costs and funding;
- Housing delivery – in particular the assumptions about how many new homes could realistically be built at the Garden Communities in the period up to 2033;
  - Employment provision – the lack of any indication as to how much employment land would be provided as part of the new Garden Communities;
  - Viability – in particular some of the assumption made in respect of transport infrastructure costs, land purchase and interest costs and contingency allowances.
  - Delivery mechanisms - questions over the NEAs approach to delivering Garden Communities through the formation of a locally-led ‘development corporation’ and whether the development could be delivered through other alternative methods.
  - Sustainability appraisal – in particular the objectivity of the appraisal and concerns that it was biased in favour of the NEA’s preferred strategy.

In summary, the Inspector identified a number of key issues about the viability and deliverability of the Garden Community proposals and the way in which the authorities had selected the option of Garden Communities over other reasonable alternatives. Because of this, he was unable to endorse the Section 1 Local Plan as being sound. Instead, the Inspector provided the authorities with three options for how to progress a Local Plan towards adoption.

Option 1 would have involved removing Garden Communities from the Local Plan and proceeding with the examination of Section 2, so long as the Local Plan was reviewed again within 2-3 years (at which point the evidence in support of Garden Communities might have been stronger). Option 2 effectively meant undertaking more work to fill the gaps in the evidence and delaying the examination of Section 2 until the Inspector had been satisfied that the Garden Communities were deliverable and that Section 1 of the Plan was sound. Option 3 would have meant withdrawing the Local Plan and starting again.

On 22<sup>nd</sup> October 2018, the NEAs wrote to the Inspector to advise him that the Councils remained committed to using Garden Communities principles to secure the future housing requirements in the North Essex Authorities area and would provide the further evidence requested by the Inspector including evidence on:

- the availability of funding for the necessary strategic infrastructure;
- the financial viability of the proposed communities;
- the environmental effects, including transport issues;
- employment provision within the Communities (and elsewhere) to ensure housing growth is matched with economic growth; and
- continuing engagement with the local communities.

The Councils also committed to reviewing the ‘Sustainability Appraisal’ underpinning the choice of strategy in the Local Plan, ensuring that it considered a full range of reasonable alternatives to the Garden Communities, at a range of different sizes. Importantly, the Councils committed to reviewing all of the above evidence before submitting it to the Inspector and before any further consultation – to see whether any changes to the plan or the overall strategy were necessary.

## **Additional Sustainability Appraisal (SA)**

### **The role of Sustainability Appraisal (SA)**

The strategy for growth or ‘spatial strategy’ in the Section 1 Local Plan includes the establishment of three Garden Communities along the A120 corridor to deliver long-term growth within the current plan period to 2033 and beyond. One of the tests of soundness is to ensure that the plan and its spatial strategy is ‘justified’. To be justified, the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence. The Sustainability Appraisal (SA) is a legal requirement and key piece of evidence designed to test different policies, proposals and alternative strategies and to inform the decisions a planning authority takes when choosing its strategy for growth.

The purpose of the SA is to ensure that potential environmental effects are given full consideration alongside social and economic issues. SA is also a legal requirement and should be undertaken at each of the key stages of the plan making process. Section 19 of the Planning and Compulsory Purchase Act 2004 requires a local planning authority to carry out an SA of each of the proposals in a Local Plan and the consequence of reasonable alternatives, during its preparation. More generally, section 39 of the Act requires that the authority preparing a Local Plan must do so “with the objective of contributing to the achievement of sustainable development”. SAs also incorporate the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004 (commonly referred to as the ‘Strategic Environmental Assessment Regulations’), which implement the requirements of the European Directive 2001/42/EC (the ‘Strategic Environmental Assessment Directive’) on the assessment of the effects of certain plans and programmes on the environment.

### **The Inspector’s concerns about the previous SA and suggestions for further work**

In his June 2018 letter (paragraphs 93-129) the Inspector raised a number of concerns about the previous SA prepared and submitted alongside the Section 1 Local Plan. He firstly questioned the objectivity of the assessment; concluding that its authors had made optimistic assumptions about the benefits of Garden Communities and correspondingly negative assumptions about the alternatives, without evidence to support many of those assumptions - thus he felt that the assessment lacked objectivity and was unreliable. He secondly questioned the rationale behind the choice of alternative strategies that were tested as part of the assessment and identified a lack of clarity in the description of the alternatives and why they were tested at certain scales – making it difficult for the public to understand the alternatives and to give an effective opinion. Thirdly, the Inspector questioned the combinations of sites that were tested, in particular the reasons for excluding of the alternative ‘Monks Wood’ development proposal from Lightwood Strategic as an option for testing in combination with other Garden Communities. Because of the shortfalls identified in the previous SA, the Inspector concluded that the choice of three Garden Communities as part of the preferred spatial strategy had not been properly justified and it had not been demonstrated that the chosen strategy was the most appropriate when considered against the reasonable alternatives.

In advising the NEAs on how to proceed, the Inspector provided some suggestions in his letter as to how the shortcomings in the SA might be rectified. He first suggested (paragraph 122) that

before embarking on any Additional SA work the NEAs re-examine the evidence base for any Garden Community proposals they wish to assess, especially with regard to viability, the provision of transport infrastructure and employment opportunities, in order to ensure that they have a sound basis on which to score them against the SA objectives. As explained elsewhere in this report, additional evidence in respect of each of these subjects has now been prepared.

The Inspector also advised (paragraph 123) that Additional SA work must be an objective comparison of individual Garden Community site options at a range of different sizes, insuring (in particular) that the Monks Wood proposal is assessed as an alternative at an appropriate scale. Adequate reasons (paragraph 124) would have to be given for taking forward or rejecting certain options from the first stage of the assessment. In the second stage of the assessment, the Inspector (paragraph 125) would expect an assessment of alternative spatial strategies for the Plan area including, as a minimum, the following:

- Proportionate growth at and around existing settlements;
- CAUSE's Metro Town proposal; and
- One, two or more Garden Communities (depending on the outcomes of the first-stage of the assessment).

The Inspector also advised (paragraph 128) that different consultants be used to undertake the Additional SA work than the authors of the previous SA to help ensure that the further work is free from any earlier influences and is therefore fully objective.

#### Methodology for the Additional Sustainability Appraisal (SA)

Independent consultants LUC have been appointed to undertake the Additional SA advised by the Inspector. The methodology that LUC has applied takes on board the Inspector's advice and was the subject of consultation in its own right with statutory consultees, other partner organisations and participants in the Local Plan Examination (including campaign groups and site promoters). The methodology has also been shared with the Inspector himself to allow him the opportunity to indicate any suggestions or concerns with the Additional Sustainability Appraisal [SA] Method Scoping Statement. In his letter in December 2018, the Inspector confirmed he was satisfied with the approach being adopted. There has also been engagement between LUC and various stakeholders in the form of meetings, a 'check and challenge workshop' and requests for information from alternative site promoters which have all helped to ensure that the assessment is as robust, and transparent, as possible.

The methodology for the Additional SA work has followed a two-stage process – the first involving an assessment of a range of potential development sites throughout North Essex at different scales of development; and the second involving an assessment of different 'spatial strategy' alternatives derived from different combinations of those sites, ensuring that the alternatives identified specifically by the Inspector are tested.

All sites and spatial strategy alternatives are assessed against the established 15 sustainability objectives which include creating safe, cohesive communities; meeting housing needs; achieving more sustainable travel behaviour; conserving and enhancing wildlife and geological sites; improving air quality; conserving and enhancing landscape quality; and safeguarding and

enhancing soil quality and mineral deposits.

### Options tested

The alternative spatial strategy options tested as part of the Additional SA work have been derived following some key principles to ensure they represent a good range of reasonable alternatives. The principles include: ensuring all options meet the required housing need in the plan period to 2033; reflecting the relative housing need and commuting patterns as they affect different parts of North Essex; and ensuring alternative strategies are coherent, logical and reasonable. 17 spatial strategy options have been tested which comprise 11 options for the area of North Essex to the west of Colchester (mainly affecting Braintree district) and 6 options for the area east of Colchester (mainly affecting Tendring) – with the idea being that the most appropriate option to the west is combined with the most appropriate option to the east to result in the most appropriate spatial strategy for North Essex overall.

As required by the Inspector, the option of proportionate growth around existing settlements has been tested. It takes two forms in the assessment – a ‘percentage-based’ approach to growth which requires all towns and villages in North Essex area to accommodate the same percentage increase in dwelling stock in the period up to 2033; and a ‘hierarchy-based’ approach which directs more development towards larger towns and less development towards smaller villages with limited services and facilities. Both approaches take into account the amount of housing development that is already proposed through existing planning permissions and housing allocations in respective Section 2 Local Plans – which already account for some 80% of expected growth. The percentage-based growth scenario involves a ‘thin spread’ of development around nearly every town and village in the western part of the North Essex area (Option West 1) and a stronger focus for major development around the coastal towns to the east, including Clacton, Harwich, Frinton, Walton, West Mersea and Wivenhoe (Option East 1). In contrast, the hierarchy-based growth scenario involves a greater focus on development on the edge of Braintree and at Hatfield Peverel and Halstead to the west (Option West 2); and significant growth around the coastal town of Brightlingsea to the east (Option East 2).

Options involving different numbers and different combinations of Garden Communities have been also tested in line with the Inspector’s advice. To the west of North Essex, the current strategy in the Section 1 Local Plan of Garden Communities west of Braintree and at the Colchester/Braintree border at Marks Tey (Option West 3) has been re-assessed as well alternatives incorporating the Monks Wood alternative Garden Community proposal from Lightwood Strategic. These include Monks Wood being developed alongside and in addition to the existing Local Plan Garden Community proposals (Option West 4); and as a direct alternative to either of the two current proposals (Options West 5 and West 6).

Strategic developments in the form of major urban extensions to the east of Braintree (Option West 7) and on land at Halstead (Option West 8) have been tested alongside proportionate growth around other settlements; and the option of just having one single Garden Community alongside proportionate growth around existing settlements has also been tested in a different combinations involving the West of Braintree Garden Community alone (Option West 9); the Colchester/Braintree Borders Garden Community alone (Option West 10); and the Monks Wood

alternative Garden Community alone (Options West 11).

For the eastern part of North Essex, the alternative options that have been tested are the current Tendring/Colchester borders Garden Community (Option East 3); a north-east urban extension to Colchester crossing the administrative boundary at Ardleigh (Option East 4); ‘Tendring Central Garden Village’ – a proposal for major development on land around Frating, as promoted by Edward Gittins & Associates (Option East 5); and, in line with the Inspector’s advice, the ‘Metro Plan’ concept promoted as an alternative by the Campaign Against Urban Sprawl in Essex (CAUSE) which involves developing land around the railway stations at the villages of Alresford, Great Bentley, Weeley and Thorpe le Soken which are all along the Colchester to Clacton branch line.

#### Assessment findings (see Appendix 1)

The Councils have now received from LUC the ‘Summary of Draft Findings’ with the full SA report to be completed in time for the meetings of the three authorities’ respective Committees.

The options for further proportionate growth around existing settlements to end of the plan period in 2033 performed relatively poorly against the various sustainability objectives compared to alternatives that involved more focussed strategic development in the form of new settlements or major urban extensions – particularly in relation to travel patterns, modes of transport and the delivery of affordable housing. The proportionate growth scenarios have therefore been found to be less sustainable - which demonstrates, importantly, that the NEAs are justified in exploring more strategic alternatives that involve the establishment of new communities.

For those more strategic spatial strategy alternatives to the west of Colchester, the SA finds that performance against the various sustainability objectives is fairly similar and there is consequently ‘little to choose’ between the different options. Professional judgement is therefore required to distinguish between them, taking other factors into account.

For the spatial strategy alternatives to the east of Colchester, again the options perform similarly against the sustainability objectives although the proposal for a north-east extension to Colchester (Options East 4) is considered to be the weakest due to its potential negative impacts on the Bullock Wood SSSI and limited transport connections into Colchester. The Tendring/Colchester Borders Garden Community (Option East 3) and Tendring Central Garden Village (Option East 5) perform better than the CAUSE Metro Plan (Option East 6) in the longer term because they would provide for a scale of development sufficient to accommodate a health care facility; although Tendring Central is likely to be subject to significant adverse effects from noise pollution.

The Tendring/Colchester Borders Garden Community performs well in terms of potential economic growth. Metro Plan performs well in terms of easy access to railway stations which could help to reduce carbon emissions, however the rural location of the Metro Plan developments could lead to longer journeys by car where rail is not a realistic choice. For shorter journeys, the Garden Community performs most strongly.

In many respects Tendring Central Garden Village performs as well as the Tendring/Colchester Garden Community, although no better; and whilst it has the advantage of an existing employment

area and would retain its own distinctiveness being separated by some distance from Colchester, its location and distance from Colchester is likely to encourage a high proportion of journeys by car.

#### Officers' recommendation following the findings of the Additional SA work

Whilst many of the alternative spatial strategy options perform similarly against the various sustainability objectives, the findings of the Additional SA work do not suggest in any way that there is a clearly stronger alternative to the current strategy for three Garden Communities set out in the submitted Section 1 Local Plan. On this basis, there are no reasons arising from the SA findings for Officers to change their recommendation in respect of the most appropriate strategy for growth in North Essex. It is considered that the Additional SA work will satisfy the Inspector that reasonable alternatives have been considered in an objective way and that the choice of spatial strategy for the Section 1 Plan is both justified and sound.

#### Additional Evidence Base

As well as the additional work on the Sustainability Appraisal, there are various pieces of other evidence aimed at addressing the Inspector's specific concerns. Below is a summary of the evidence, setting out the Local Plan position, the issues raised by the Inspector and how the evidence addresses those issues.

#### **HIF Bids**

The Section 1 Local Plan (through Policy SP5) identifies 'strategic priorities for infrastructure provision and improvements' to support the major growth proposed for North Essex. These include improved road infrastructure and strategic highway connections to reduce congestion and provide more reliable journey times along the A12, A120 and A133 to improve access to markets and suppliers for businesses, widen employment opportunities and support growth.

For the Tendring/Colchester Borders Garden Community, Policy SP8 in the Section 1 Plan requires primary vehicular access to the site to be provided off the A120 and A133 and the Concept Framework prepared by David Lock Associates shows a potential link road between the A133 and the A120.

For the Colchester/Braintree Borders Garden Community, it is already proposed that the A12 will be widened – however the form that widening will take will have implications for the scale of development that the Garden Community can deliver. Policy SP9 in the Section 1 Plan envisages between 15,000 and 24,000 new homes. The Concept Framework prepared by David Lock Associates shows how realigning the A12 to follow a more southerly route could release more land to enable development to achieve the upper-end of that range and a pattern of development that can be centred around key facilities.

Both the Colchester/Braintree Garden Community and the West of Braintree Garden Community benefit from additional road capacity being created through the dualling of the A120 between

Braintree and the A12 – the form of which would also have implications for the way in which the Colchester/Braintree Borders scheme is to be laid out.

In his June 2018 letter, the Inspector (paragraph 37) indicated that greater certainty over the funding and alignment of the A120 dualling scheme and the feasibility of realigning the widened A12 at Marks Tey would be necessary to demonstrate that the Garden Communities were deliverable in full. At the time of the Local Plan examination in 2018, no decisions had been taken in respect of either of these schemes.

In response to the Inspector's advice, the NEAs can now provide an update on the progress of two bids that have been made by Essex County Council to the government's Housing Infrastructure Fund (HIF).

Essex County Council has submitted two bids under the 'Forward Funding' element of the HIF programme, which seeks to provide upfront early funding of strategic infrastructure to enable housing to come forward:

- **Colchester Braintree Borders Garden Community (£229m):** The bid seeks funding to support the realignment of the A12 between Kelvedon and Marks Tey to facilitate and realise the full growth potential of the Garden Community. Land is currently being promoted either side of the A12. A comprehensive development is unlikely to be deliverable given severance should the route of the A12 remain. The infrastructure provided by the proposed scheme would facilitate the delivery of 21,000 new homes at the CBBGC site of which 15,000 are unlocked by this HIF investment. Without this funding, development at the site would be capped at around 6,000 homes. Without HIF funding this is likely to continue to be promoted as a single site but unlikely to achieve full Garden City principles, would still suffer from access issues, and may well remain stalled. The realigned route is proposed to reconnect with the existing A12 south and west of Marks Tey, and not east of Marks Tey as per the Colchester Braintree Borders Concept Framework (DLA, 2017, reference EB/026) illustrative alignment, which reduces capacity of the site to 21,000 units. The bid also includes a new junction 25 which will provide direct access to the proposed Garden Community, signalising junction 23 at Kelvedon where the A12 meets a new A120 to facilitate traffic flow and widening of the Kelvedon Bypass to four lanes in each direction to accommodate future traffic volumes.
- **Tendring Colchester Borders Garden Community (£99m):** The bid seeks funding for a new A120 – A133 Link Road and provision for a rapid transit system (RTS). Funding is sought to implement the RTS which will prioritise public transport on key routes into Colchester for new and existing residents. The system will service a new Park and Ride and help to better connect the planned Garden Community on the borders of Colchester and Tendring with the rest of the town. A new strategic link between the A120 and A133 will improve connectivity locally and within the wider region and relieve traffic going to the University of Essex and its Knowledge Gateway technology and research park.

The bids are currently being evaluated by Homes England. Engagement between ECC and

government officials has been very positive to date, and ECC has written to Government Ministers setting out the importance of announcements on the outcome of the HIF bids as quickly as possible.

The bids require works and spend to be implemented by April 2024 and therefore Essex County Council is continuing to evolve more detailed proposals and work on delivery of the infrastructure components in advance of funding decisions, in order to provide a strong foundation for future delivery.

### **A12 widening and junction improvements**

As per the position at the examination, this scheme is included in the funding round known as Road Investment Strategy (RIS) 1 with funding already secured. The A12 programme between J19-25 will be delivered by Highways England under the Project Control Framework (PCF). It is anticipated that Highways England will make a preferred route announcement on the A12 widening project in Summer 2020. The A12 works will require consent through Development Consent Order and the current programme expects this to be submitted in 2022, with start of physical construction in Spring 2023 with works anticipated to be complete by 2027/28.

Highways England have recently announced the appointment of their Delivery Integration Partner, Costain, who alongside Jacobs, will deliver the A12 Chelmsford to A120 Widening scheme from preliminary design and planning application submission, through to construction.

Highways England, Essex County Council, Braintree District Council and Colchester Borough Council are continuing to work closely to understand the impact of the proposed North Essex Garden Community at Marks Tey. The proposed development is likely to affect the alignment of the A12 between junctions 24 and 25, and consequently it may be necessary to put forward new plans that reconsider the road alignment between junctions 24-25. In this case, Highways England will consult with those affected on any potential realignments.

### **A120 Dualling**

At the time of the hearing sessions held in January and May 2018 and the Inspector's June 2018 letter, there had been no decisions in respect of the proposed alignment for the dualled A120 and the Inspector was concerned (paragraph 36) that the various options for realigning the A120 that were under consideration at the time could have quite different implications for the A120's relationship with the Colchester/Braintree Borders Garden Community.

ECC announced its favoured route in June 2018, and was recommended to Highways England / Department for Transport for inclusion in the RIS2. The favoured route runs from Galley Corner at Braintree to a junction with the A12, to the south of Kelvedon. If the A120 Braintree to A12 upgrade is included in the funding round known as RIS 2, it is expected to be announced in 2019. If successful, this would likely be followed by a Preferred Route Announcement. Provided that the scheme progresses as planned, and funding is made available, it is anticipated that construction

could commence in 2023 with the road ready for use by 2027. ECC will continue to lobby the Government if the A120 is not included in RIS 2 to include it for improvement at the earliest possible opportunity.

The A120 Essex project team and Highways England have established a joint Project Board to take strategic and collective decisions and to review progress of the scheme. The project has been reviewed at several points both by Highways England, and through an Independent Assurance Review process. Highways England is satisfied that the project has undertaken its technical and consultation processes effectively, and in accordance with its requirements. The review team concluded that the project team is on track to identify a viable scheme for consideration for inclusion in RIS 2. They gave the project a “green” Delivery Confidence Assessment.

## Rapid Transit

The Section 1 Local Plan (through Policy SP7) proposes a step change in integrated and sustainable transport systems for the North Essex area that put walking, cycling and rapid public transit networks and connections at the heart of growth in the area, encouraging and incentivising more sustainable active travel patterns. Key to achieving this, it is proposed that each Garden Community is served by a ‘rapid transit system’ (RTS) to enable fast public transport connections into Colchester, Braintree and Stanstead. A Movement and Access Study produced in support of the plan set a target of 30% of all journeys to, and from the Garden Communities, to be made by rapid transit.

In his June 2018 letter (paragraph 39), the Inspector raised concern that such a target could only be achieved if RTS was available early on in the lifetime of the Garden Communities and that, at the time of the examination, the planning for RTS was at a very early stage and that there was insufficient evidence on which to determine the likely form of RTS, its capital cost (which would be key to the overall viability of Garden Communities) and the timescales for delivery.

In response to the Inspector’s concerns, Essex Highways (the partnership between Essex County Council and consultants Ringway Jacobs) have produced a document entitled ‘Rapid Transit System for North Essex – from vision to plan’ (summarised in Appendix 2) which explains how a high quality, frequent and rapid public transport system can be created which, alongside other measures incorporated into the Garden Communities, will provide the best possible chance of achieving a successful outcome. The document considers different modes of rapid transport and recommends that bus and trackless tram technology is the best option for the North Essex Garden Communities and also sets out four clearly identified route options for the RTS (see below) which enable rapid linkages between the Garden Communities, town centres, key employment areas (including Stansted Airport) and other important attractors utilising a combination of newly created routes and existing roads.

The four route options include:

- **Route 1** connecting Tendring/Colchester Borders Garden Community, a potential eastern

park and ride site, the university, the main rail station, the hospital and the existing Colchester northern park and ride site.

- **Route 2** connecting Colchester/Braintree Borders Garden Community, a potential western park and ride site, the town centre and the rail station.
- **Route 3** being planning jointly with Uttlesford District Council and connecting Stansted with Braintree via the West of Braintree Garden Community.
- **Route 4** connecting Braintree and the Colchester Braintree Borders Garden Community, and in doing so connects the two subsystems that would have been created.

More detailed study work has already begun on Route 1 as part of the HIF bid for the A120/A133 link road. In terms of delivery, it is expected that Route 1, 2 and 3 will be in place by the end of the plan period. Post 2033, the intention is to extend the level of segregation on Routes 1-3 and introduce Route 4, which connects the two subsystems. The timescales for this further investment will be timed according to funding availability. Whilst significant investment is planned as part of the garden communities, it is expected that additional bids will be made to government for monies (eg. Housing Infrastructure Fund; Strategic Infrastructure Tariff).

The report explains how the proposed form of RTS is economically viable and that it can be incrementally developed, in a phased manner, alongside the growth at Garden Communities.

### **Modal Shift**

In addition to the document produced on RTS, a paper entitled ‘Mode Share Strategy for the North Essex Garden Communities’ (see extract in Appendix 3) has been produced separately by consultants ITP which sets out a variety of measures that can be put in place to influence the way in which people travel, which, alongside RTS will enable the 30% target to be achieved. Such measures include achieving mixed-use developments which integrate residential, leisure and employment land uses together; higher density development in certain locations; building close to the public transport network; the use of car parking restrictions on specific streets; giving priority to walking and cycling in the layout of development; and creation of car free areas in certain locations.

### **Marks Tey Station**

Policy SP9 in the Section 1 Plan in respect of the Colchester/Braintree Borders Garden Community states that opportunities will be explored to establish how Marks Tey rail station can be made more accessible to residents of the new community including through the improvement of walking, cycling and public transport links to the station, or to relocate the station to a more central location. A Concept Framework for the Garden Community shows the relocation of the station some 2km to the south-west where it could form part of a transport interchange in the centre of the community. Neither the Section 1 Plan nor the Concept Framework say that the relocation of the station is essential to the success of the Garden Community.

In his letter, the Inspector stated (paragraph 44) that the current peripheral location of the station would integrate poorly with the structure of the proposed Garden Community and whilst he acknowledged (paragraph 45) that relocation was not essential, he nonetheless felt it would be a missed opportunity if a Garden Community on the scale currently proposed were to proceed with the station on its periphery. Furthermore, the Inspector noted (paragraph 47) that the viability appraisal in support of the Local Plan allocated a considerable cost of some £50million towards the relocation of the station albeit 30 years into the build programme which, in his view, would be too late to enable the station to be integrated into the planning of the new town centre.

Further joint working is being undertaken with Network Rail regarding the potential for a new rail station. Network Rail has undertaken a timetable evaluation to understand the potential implications of a new station on the Great Eastern Main Line (GEML). This analysis indicated that the provision of an additional new station would have a detrimental impact on journey times between Colchester and Chelmsford. Network Rail have advised that it would be more appropriate to consider providing improved connectivity to/from existing stations on the GEML as opposed to the provision of a new station. Additional work is ongoing to look into the capacity of the GEML to consider the impacts of the GC and wider growth on the line.

Consequently, it is presently considered that moving Marks Tey Station is not likely to be feasible and that if the Garden Community for the Colchester/Braintree border is to proceed, it should be assumed that the station will remain in its current location. With the relocation of Marks Tey Station likely to be ruled out, any master planning for the Garden Community will have to proceed on the basis that the station will remain in its current location.

## **Housing Delivery**

All three of the proposed Garden Communities are expected to deliver new homes partly within the timescale of the Local Plan up to 2033 but mostly beyond 2033 and potentially over multiple plan-periods. Whilst they propose between 29,000 and 43,000 in total over their full period of construction, it was only expected that 7,500 new homes will be delivered i.e. 2,500 in each of the three locations up to 2033. To achieve this level of development between now and 2033, each location would need to see rates of development increasing over time to between 250 and 350 homes a year.

In his letter, the Local Plan Inspector (paragraph 53) found that whilst not impossible that one or more of the Garden Communities could deliver at rates of around 300 homes a year, he felt (based on the evidence before him) that it would be more prudent to plan on the basis of an annual average 250 a year. If the NEAs were to adopt this approach, the total number of homes that Garden Communities could be expected to contribute towards housing supply in the period up to 2033 would reduce slightly from 7,500 to nearer 7,000 but more importantly the overall construction period for the Garden Communities would be extremely long, particularly for the larger Colchester/Braintree Borders Garden Community where the construction period would be somewhere between 60 and 96 years. The implications on viability of such a long construction period are considerable – particularly in relation to interest payments.

In response to the Inspector's comments, Officers from the three NEAs have conducted further research into the rates of housebuilding that are achievable and have produced a topic paper entitled 'Build out rates in the Garden Communities' (findings summarised in Appendix 4). The topic paper includes a review of the evidence that was before the Inspector at the examination hearings and a review of recent publications which explore how to boost housebuilding (including the Oliver Letwin Review) as well as evidence on high build-out rates that have either been achieved or are expected to be achieved on sites in other parts of the country.

The topic paper concludes that since the examination hearings the Inspector's advice to plan for an annual average of 250 completions a year at the Garden Communities is overly cautious and that, based on the evidence compiled, rates of more than 300 homes a year are achievable.

## **Viability**

It is important that proposals in the Local Plan are economically viable to ensure they have a realistic prospect of being delivered within the timescales envisaged. The Garden Community proposals were supported by an assessment of viability undertaken by Hyas (North Essex Local Plans (Section 1) Viability Assessment: Main Report & Appendices, April 2017), which was subject to considerable debate at the Examination in Public.

In his letter following the Hearing sessions, the Inspector acknowledged the 'strategic' nature of the viability work in light of the early stage of proposals, the residual valuation methodology and key importance of making sound assumptions. The Inspector accepted that generally reasonable assumptions had been adopted with respect to a broad range of key inputs, but highlighted a number of areas where he felt that the viability assessment required additional work and therefore had not sufficiently demonstrated that the proposed Garden Communities were financially viable.

The specific areas of concern were:

- Transport infrastructure costs – where the Inspector (paragraphs 66 & 68) found that the potential cost of a rapid transit system and/or any likely developer contributions towards the A12 and A120 improvements required further consideration and needed to be fully taken into account as part of the viability assessment work.
- Land purchase and interest – where the Inspector (paragraph 71) found that no allowance had been included in the viability appraisal for the cost of interest on any borrowing to fund the purchase of land by a master developer – which, given the likely scale and during of the Garden Communities, could be substantial.
- Contingencies and sensitivity testing – where the Inspector (paragraph 77) found that the 'contingency' allowance being applied to certain capital sums for specific elements of infrastructure was potentially too low.

- Price of Land – where the Inspector (paragraphs 82-85) found that landowners would require sufficient land values to persuade them to bring land forward for development and that the viability assessment would need to demonstrate that such reasonable uplifts over and above current use values could be achieved.
- Other specific aspects including the cost and timing of a potential new rail station at Marks Tey (paragraph 47), the build out rate being achievable (paragraph 53), the provision of employment land consistent with the wider approach, and ability to deliver the required level of affordable housing.

In response to these issues, Hyas have produced an updated viability assessment (summarised in Appendix 5) which takes into account the latest information on the costs of all strategic infrastructure (including the RTS and elements included in the HIF bids), includes an allowance for interest costs on land purchase, applies higher contingency rates and addresses all other matters raised by the Inspector. The update also considers updates to national planning policy and guidance relating to viability since the previous Examination in Public which provide further clarity to the consideration of viability going forward. A detailed cost estimate produced by Gleeds (extract in Appendix 8) has set out the overall scope, scale and estimated costs of all strategic infrastructure requirements for each proposed Garden Community.

The updated assessment finds that all three of the Garden Community proposals can be considered viable in that they are capable of producing Residual Land Values that will create significant uplift for landowners well in excess of existing/current values. This is alongside generating sufficient profit for developers and investors to meet their requirements, including supplementary considerations of the time/value of money through a discounted cash flow analysis.

The assessment for West of Braintree Garden Community projects positive uplifts in land value (to circa £80,000-£140,000 per gross acre) without any grant assistance and with no allowance for inflation. This is considerably in excess of current use values with greenfield agricultural land worth in the order of £10,000 per acre with positive inflation (which would be expected over time), the uplifts in land value could be considerable meaning that this Garden Community is comfortably viable across a range of scenarios.

The Tendring/Colchester Borders Garden Community is located in an area where house prices are generally lower than those achievable to the West of Braintree and therefore the projected uplift in land value are also generally lower. That said, even without grant assistance and no allowance for positive inflation, the development could still achieve a positive, albeit lower uplift (between £15,000-£70,000 per gross acre) beyond similar agricultural land values (circa £10,000 per acre). The site is more marginal in viability terms at the highest consideration of contingencies. However the achievement of Government grant funding for upfront strategic infrastructure (such as via the currently shortlisted HIF bid, or any subsequent funding opportunity) would increase uplifts to higher levels (upwards to around £200,000 per gross acre). With positive inflation, the scheme could deliver a much higher uplift (upwards of £300,000 per hectare).

The Colchester/Braintree Garden Community comes with significantly higher upfront infrastructure costs than the other two schemes (primarily due to the need to invest in works to the A12) and, as a result, without grant or positive inflation, the development would not achieve an uplift beyond current land values and would not be considered viable. That said, the site benefits from a short-listed infrastructure funding bid and it is therefore not unreasonable to anticipate the proposals to be considered favourably for potential grant funding, either through the current HIF process, or through any future infrastructure funding opportunities that may be implemented to support strategic housing growth. In addition inflation based scenarios produce considerably higher residual land values. With grant but no positive inflation, the development could achieve a positive land value uplift (£60,000 to £100,000 per gross acre) and with inflation the uplift would be considerably higher.

The assessments therefore reveal that for both Tendring Colchester Borders and Colchester Braintree Borders there is a degree of reliance on securing either Grant funding, and/or inflationary impacts to demonstrate viability. The consultants consider that such scenarios are both credible and realistic given the long history of Government support in infrastructure to support housing growth, and trends in inflation over recent decades (including through periods of economic change and uncertainty, albeit recognising that forecasting over such a long timescale will be subject to considerable uncertainty).

The updated viability work is clear in that it can only provide a strategic overview of viability and a point in time consideration that will need to be monitored and reviewed over time. There will be a broad range of factors which could depress or enhance viability going forward, and are set out in the viability update report. Some aspects such as unforeseen costs or wider economic conditions are considered as factors that may depress viability, but a wide range of other factors are identified that could enhance viability over time such as enhanced value created through placemaking, construction cost efficiencies such as through wider uptake of modular construction, inflation rates being higher than forecast, speedier delivery and ability to secure future Government investment support. The updated viability assessment has taken a relatively prudent approach to many assumptions thus providing further confidence that the viability position could improve over time.

As a further consideration, the approach to the Garden Communities is based upon the preparation subsequent site specific Development Plan Documents and ultimately through the development management process. As such viability will need to be subject to ongoing monitoring and review as part of a future and ongoing processes to track costs, values and potential returns.

The overall findings of the updated viability assessment suggest that there is no reason to abandon any of the three Garden Community proposals at this stage in the process over insurmountable concerns about economic viability, as there are realistic and credible scenarios which can deliver viable schemes.

Section 1 (through Policy SP6) aims to deliver sufficient employment within the Garden Communities to accommodate the ‘one job per household’ ambition set out in the NEGC Charter. The submitted Section 1 does not specify how much land should be allocated for employment uses, instead opting for an approach that would allow for the amount of employment land within each Garden Community to be defined through the Strategic Growth Development Plan Documents (DPDs).

In his interim findings the Inspector took issue with this approach and whilst he accepted the difficulties involved in forecasting employment requirements so far into the future, he nonetheless considered it appropriate for Section 1 to provide an indicative employment land requirement. He therefore recommended that the NEAs modify Section 1 to include employment land figures for each Garden Community; doing so would provide direction to the preparation of the DPDs in a similar way to how the housing ranges will be used to inform residential land requirements in the DPDs.

To address this issue, the NEAs appointed Cebr (Centre for Business and Economic Research) to prepare an evidence base document (Appendix 6) which defines the amount of employment land required at each Garden Community. In doing so Cebr have analysed the existing sectors within the North Essex economy and forecasted the growth of these sectors using a variety of assumptions including past trends and the ability to intervene to attract particular sectors to the area. From this analysis Cebr were able to apply industry standard employee to floorspace ratios (different sectors have different ratios) which provided a volume of employment floorspace for each sector. This floorspace information was then converted into gross employment land.

Using Cebr’s work, the NEAs are therefore now in a position to modify Section 1 to include employment land requirements for three Garden Communities as follows:

- Tendring Colchester Borders – 6.9ha within the plan period (as part of a total of 24.5ha)
- Colchester Braintree Borders – 4.0ha within the plan period (as part of a total of 70.1ha)
- West of Braintree – 9.1ha within the plan period (as part of a total of 43.4ha)

These employment land requirements are suggested for inclusion in the proposed modifications.

### **Phasing and delivery**

Section 1 of the Local Plans sets out an ambitious plan to uphold high standards of placemaking and design, whilst also ensuring timely delivery of transport, community, health, education and green and infrastructure. For example Policy SP7 (at point iv) states that infrastructure will be delivered ahead of, or in tandem with, residential development to support new residents and establish sustainable travel patterns.

In his interim findings, the Inspector concluded that whilst he supported the NEAs ambition to deliver infrastructure in such a way he was not convinced that he had seen sufficient evidence to demonstrate the deliverability of such an approach. For example at paragraph 134 he remarks:

*'...The NEAs have, quite rightly, set high aspirations for the quality of their GC proposals and for the provision of affordable housing, open space, and social and community facilities in them. Clarity is needed at the outset over the affordability and deliverability of those aspirations, to ensure that they are not compromised during the development process because of unclear or conflicting expectations.'*

In response to the Inspector's findings the NEAs considered it necessary to provide evidence on the deliverability of the ambition set out in Policy SP7 as well as the site specific Garden Community policies (SP8, SP9 and SP10). The NEAs therefore appointed AECOM to prepare an Infrastructure Planning, Phasing and Delivery report (extract for Tendring/Colchester Borders in Appendix 7), the purpose of which is to demonstrate the phased manner in which infrastructure will be delivered alongside new homes at the Garden Communities. The report looks in detail at the requirements of Section 1 to ensure that the phasing approach is compliant with policy requirements and more generally fulfils the NEAs' ambition of infrastructure-led communities. Importantly the NEAs have ensured that this report is fully consistent with the viability evidence, demonstrating both the deliverability and the financial viability of the approach put forward in Section 1.

### **Habitats Regulation Assessment (HRA)**

The 'Habitats Regulations' relate to the protection of wildlife sites of European importance including Special Protection Areas (SPAs) and Special Areas of Conservation (SACs) which include the Colne Estuary, Hamford Water and the Stour Estuary. 'Habitats Regulation Assessment' (HRA) is required to determine whether or not a proposal, policy or plan for development would adversely affect the integrity of a European site – either alone, or in combination with other plans and projects. The HRA has to be undertaken by the 'competent authority' who, for the Section 1 Local Plan, are the NEAs (i.e. Braintree, Colchester and Tendring Councils).

HRA was undertaken for the Section 1 Local Plan but in April 2018 (after the Local Plan had been submitted, but before the Inspector issued his letter) there was a landmark legal ruling from the Court of Justice for the European Union (CJEU) called the 'People over Wind, Peter Sweetman v Coillte Teoranta' judgement. That judgement had implications for how HRA should be carried out and at which stage of the process mitigation measures (intended to avoid or reduce and harmful effects) should be carried out. In his letter, the Inspector advised that the NEAs would need to consider the implications of this legal judgement and would need to ensure that the HRA is compatible with this landmark judgement. In response, 'Land Use Consultants' (LUC) were commissioned by the NEAs to update the HRA for the Section 1 Local Plan, in consultation with statutory agencies including National England, in light of the legal judgement and this was completed in June 2019.

The 'HRA Report for North Essex Authorities Shared Strategic Section 1 Local Plan' (conclusions attached as Appendix 9) identifies the likely significant effects on European sites as being loss of offsite habitat, recreational impacts and water quality impacts. The assessment concludes that mitigation measures can be secured as part of the relevant developments to address loss of offsite habitat; that recreation impacts can be mitigated through the measures in the Essex Recreation disturbance Mitigation Strategy (RAMS) put in place by Essex authorities; and that the development should not result in adverse impacts to water quality so long as there is a commitment to address water treatment capacity issues prior to specific developments. Modifications to the policies in the Section 1 Local Plan are suggested to ensure that the plan properly reflects the findings of the updated HRA and that necessary mitigation is put in place. This report, alongside the suggested modifications, should demonstrate to the Inspector that the NEAs have complied with the Habitats Regulations in assessing the impacts of the Local Plan.

## **Delivery Mechanisms**

The Section 1 Local Plan explains that the NEAs are 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 Councils to work very closely with the relevant landowners using a robust delivery mechanism that ensures a fair and equitable distribution of the costs and land requirements needed to secure the ambitions for the Garden Communities and create a long term legacy appropriate to the scale of the ambition. Given the scale of complexity of the proposed Garden Communities, it is envisaged that 'Local Delivery Vehicles' (LDVs), with both private and public sector representation, will be used to oversee these developments.

Whilst, in his letter, the Inspector acknowledged that this approach was generally compatible with national planning policy and deploying new models of delivery was a legitimate aspiration, he questioned if other delivery mechanisms could be adopted – suggesting that there was no substantial evidence to show that only new models of delivery were capable of delivering Garden Communities in the way envisaged.

In response to this, the Councils' legal advisors Dentons have produced a specific paper entitled 'Delivery of the Garden Communities' (Appendix 10) which explains that since the submission of the Local Plan in 2017, the government has placed greater emphasis on local authorities taking a more pro-active role in the delivery of new homes and the delivery of Garden Communities. It also explains that new statutory provisions have been put in place promoting 'Locally Led New Town Development Corporations' (LLNTDCs) as a mechanism by which new development can be delivered. It is proposed that modifications to the Local Plan are made to reflect the potential for Garden Communities to be delivered via LLNTDCs but that it will ultimately be for the Councils to decide whether this is the most appropriate means by which to proceed.

The paper also explains that if LLNTDCs are not used as a vehicle to deliver the Garden Communities and landowners and developers are left to bring the development forward on their

own, they will be expected to meet all costs associated with their delivery in accordance with both the policies in the Local Plan and any more detailed requirements set to be included in the new Development Plan Documents (DPDs) for each of the schemes. It also explains that if landowners were unwilling to release their land at a reasonable price which allows for these costs to be met, the NEAs would be willing to use 'Compulsory Purchase Order' (CPO) powers to acquire the land – something that is supported by national planning policy, where necessary.

Dentons' paper will help to explain to the Inspector that whilst a Local Delivery Vehicle or a LLNTDC is the preferred means by which to deliver the Garden Communities, other delivery mechanisms are available and could be employed to ensure that the developments come forward in the way envisaged. When the detailed delivery mechanisms for the Garden Communities are discussed and decided, State Aid issues will be addressed (see Appendix 11).

## **Overall conclusions**

Your Officers consider that the findings of the further Sustainability work and the additional pieces of evidence outlined above provide responses to all of the issues raised by the Inspector in his 2018 letters and demonstrate that the spatial strategy for growth set out in the submitted Section 1 Local Plan, including the three Garden Communities, meets the tests of soundness set out in the National Planning Policy Framework (NPPF).

The further SA work provides an objective assessment that addresses the Inspector's concerns about the previous assessment and follows a robust and transparent methodology developed through positive engagement with objectors to the plan and promoters of alternative development proposals. The findings of the SA work demonstrate that none of the reasonable alternative spatial strategy options perform notably better than the current strategy in the Section 1 Plan and provides no reason for Officers to conclude that the strategy should change. Given that the findings of the additional SA work suggest that many of the options perform similarly against the sustainability objections, planning judgement based on wider factors has to be exercised in determining the most appropriate strategy for growth in North Essex.

The alternative of further proportionate growth around existing settlements up to 2033 has been assessed as part of the additional SA work to help determine whether or not the NEAs are justified in taking a more strategic cross-border approach involving the establishment of new communities. However, the Local Plan process has already considered options relating to growing the main urban areas across North Essex and the majority of housing allocations in the three authorities' Section 2 Local Plans comprise such sites. The NEAs consider that reasonable opportunities to accommodate growth around existing settlements have been exhausted for the purposes of the plan period to 2033. It should be noted that the NEAs have also had a strong record in making use of existing previously developed 'brownfield' sites within settlements where possible.

Adding more development to existing towns and villages to make up the residual housing requirement to 2033 raises some genuine concerns about the efficient provision of infrastructure with existing and future residents having to cope with unnecessary pressure and demand on

existing services and facilities that are not able to be efficiently expanded to cater for growth. Applying a ‘percentage-based’ approach to achieving further proportionate growth around existing settlements, including rural settlements would result in a thin distribution of development around numerous settlements, particularly to the west of Colchester and from a transportation perspective, such a thin distribution of growth is likely to lead to further dependence on the private car. The percentage-based approach would also push more development to coastal towns such as Clacton, Harwich, Frinton/Walton, Brightlingsea, Wivenhoe and West Mersea and this raises serious concerns about environmental impacts on internationally important wildlife areas, impacts on existing transport infrastructure and the ability for the market to realistically deliver the number of homes required given the weaker housing market conditions to the east.

A ‘hierarchy-based’ approach to proportionate growth which directs additional housing to larger settlements would, in contrast, place a large proportion of North Essex’s development to land on the edge of Braintree (a town that is already earmarked for significant growth in the plan period to 2033 in the Braintree Section 2 Plan); and, to a lesser extent, Halstead and Hatfield Peverel. In the face of highly challenging housing requirements going into the future and the constraints and challenges associated with continuing to expand existing settlements, the NEAs are justified in working together to establish new communities in line with Garden Community principles that provide scope for long-term managed growth in strategically important locations extending beyond the timeframes of the current plan that achieve a scale of development that will incorporate and deliver new infrastructure and thus reduce the pressure for expansion of existing communities.

To the west of Colchester, whilst many of the alternative strategies for strategic growth perform similarly against the sustainability objectives in the additional SA work, the proposals for Garden Communities to the West of Braintree and crossing the Colchester/Braintree Border carry genuine advantages. The proposal West of Braintree provides a strategic long term opportunity to deliver growth within the current plan period and beyond and to address needs in the western part of North Essex with direct access to the A120. It is well located to Stansted Airport both as a centre of local employment but also providing opportunities for new business growth. It also provides access to the M11 and the London Stanstead Cambridge Corridor. It is well located to the urban area of Braintree thus enabling it to benefit from the services and facilities provided in that higher order settlement, with a rapid transport system integral to realising that benefit.

The Colchester/Braintree Borders Garden Community also provides the potential for long term growth on a site with close proximity to the mainline railway station at Marks Tey and regular train links to London, Colchester and beyond within walking, cycling or bus rapid transport system to the station. It is well located at the intersection of the A12 and A120 thus providing opportunities for good accessibility and attractiveness to prospective residents and employers alike. There are also more opportunities for sustainable travel links into Colchester, a regionally important centre of employment offering a full range of facilities including a hospital and a major shopping and cultural destination.

Lightwood Strategic’s proposal for an alternative Garden Community at Monks Wood (Pattiswick) is located within 3km of the proposed Colchester/Braintree Borders Garden Community with

Coggeshall located between the two. It performs similarly against the sustainability objectives in the additional SA work but given the scale and proximity of these two proposals, it is not considered appropriate to include Monks Wood in the plan as well as the current Colchester/Braintree Garden Community given the impact on infrastructure, landscape and the existing resident population that these two large developments would have. Monks Wood is accessible to a much smaller, albeit very successful, cluster around Earls Colne Airfield and Coggeshall and is closer to Braintree than the Colchester/Braintree Borders Garden Community. However, the employment market in Braintree is not as strong as Colchester's and major new employment areas are proposed on the west side of Braintree which is in closer proximity to the proposed West of Braintree Garden Community. A Garden Community at Monks Wood would be located on the highly trafficked single carriageway of the A120 and whilst it is proposed that the A120 is dualled and realigned further south (between Kelvedon and Braintree), the only other roads in the vicinity are rural lanes with very limited opportunity to access a site of this size by other routes. The impact on the historic character of the dispersed settlement of Pattiswick is also considered to be greater than on the character of Marks Tey which is much more of a modern settlement.

To the east of Colchester, the Tendring/Colchester borders Garden Community offers multiple benefits to both Colchester and Tendring in terms of housing delivery, the A133/120 link road and the opportunities to relieve traffic and unlock the economic potential for more expansion of the University of Essex and the Knowledge Gateway whilst relieving pressure caused by continued growth on the edge of existing towns and villages. CAUSE's Metro Plan concept does not offer such mutually beneficial outcomes, raises concerns about encouraging car-borne journeys where rail is not a viable alternative, and would significantly and unnecessarily alter the character of a number of rural communities in Tendring that are already under pressure from current developments, and in a district that does not need any further housing sites to meet its objectively assessed housing need up to 2033 over and above the allocations in its Section 2 Local Plan. The Tendring Central Garden Village concept scores similarly to the Tendring/Colchester Borders Garden Community in the additional SA work, but critically does not offer the mutual cross-border benefits to Colchester and Tendring that arise from the link road and potential for growth at the University of Essex and the Knowledge Gateway – it would be an unnecessary standalone development further east into Tendring that would encourage longer car journeys.

Officers therefore consider that the current strategy in the Section 1 Local Plan which proposed three Garden Communities in the locations currently suggested remains the most appropriate strategy for North Essex. The other additional evidence, including studies on rapid transit, housing delivery and viability respond directly to the issues raised by the Inspector and demonstrate that the three proposed Garden Communities are viable and deliverable.

### **Proposed amendments**

If, through the examination process, an Inspector identifies certain issues with the soundness of a Local Plan that can be easily resolved, they can recommend 'modifications' to the plan. Under normal circumstances, modifications are published for consultation following the completion of the

examination and responses are considered by the Inspector before they confirm that the plan is sound and can be formally adopted.

For the Section 1 Plan for North Essex, a number of areas have already been identified which would benefit from amendments which have arisen from a number of sources, including representations received in response to the publication of the plan in 2017; statements of common ground entered into with statutory consultees in the run up to the examination hearings; responses to the Inspector's initial Matters Issues and Questions (MIQs) before the examination hearings; the discussions at the examination hearings themselves; and the Inspector's post-examination letters.

Officers have compiled a schedule of proposed amendments and the Inspector has agreed that these should be published for consultation alongside the Additional Sustainability Appraisal work and other evidence before the examination is resumed. The majority of the proposed amendments are minor changes to the wording of policies and supporting text but others could be considered to represent more fundamental changes to policies and how they are interpreted.

Whilst Members are being asked to endorse the proposed amendments for public consultation, it will be the Inspector who will ultimately decide which, if any, of the amendments should be main modifications to the final version of the plan before it is adopted. Any final modifications recommended by the Inspector will require further consultation following the completion of the examination, but the consultation proposed for the current schedule of modifications will enable objections to be considered, by the Inspector, when he resumes the examination in due course.

The full schedule of proposed amendments is provided at Appendix 12. None of these amendments represent fundamental changes to the overarching strategy in the plan. The most significant of the proposed amendments are highlighted below:

- New Policy SP1A 'Delivering Sustainable Development through the planning system'

An additional policy is suggested for inclusion in the Section 1 Local Plan, on the advice of the Inspector, to clarify how the policies in the Local Plan, taken as a whole, will operate in practice in the determination of planning applications. The proposed policy would state:

*"Development that demonstrably contributes to the achievement of the policies in this Local Plan (and, where relevant, of policies in neighbourhood plans) will normally be permitted unless material considerations indicate otherwise."*

*"Development that is not in accordance with, or which will prejudice the delivery of, the strategic scale development or the achievement of the place making principles, in this Local Plan will not normally be permitted."*

- New Policy SP1B 'Recreational disturbance Avoidance and Mitigation Strategy (RAMS)'

An additional policy is suggested for inclusion in the Section 1 Local Plan, as agreed with Natural England, to reflect the new Essex-wide approach to mitigating against the impacts

on internationally important wildlife sites arising from an increase in development and the associated risk of increased recreational disturbance at those sites. The proposed wording would state:

*"An Essex Coast Recreational disturbance Avoidance and Mitigation Strategy will be completed in compliance with the Habitats Directive and Habitat Regulations. Contributions will be secured towards mitigation measures identified in the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMs) which will be completed by the time the Local Plan is adopted."*

*Prior to RAMS completion, the NEAs will seek contributions from proposed residential development to deliver all measures identified (including strategic measures) through project level HRAs, or otherwise, to mitigate any recreational disturbance impacts in compliance with the Habitat Regulations and Habitats Directive."*

- Policy SP3: 'Meeting Housing Needs'

Modifications to Policy SP3 are suggested to provide some explanation, on the Inspector's advice, as to how the housing figures in the policy will be used for assessing each authority's five-year housing supply requirements. The additional wording proposed would state:

*"The annual housing requirement figures set out below will be used as the basis for assessing each authority's five-year housing land supply subject to any adjustments in Section 2 of each plan to address any undersupply since 2013. The North Essex authorities will review their housing requirement regularly in accordance with national policy requirements, and in doing so will have regard to the housing needs of the wider area."*

- Policy SP4: 'Providing for Employment'

Adjustments to the employment land requirements for the three authorities have been recommended by the Inspector to reflect the outcome of discussions at the examination hearings. In particular, they will rectify errors found within the figures for Braintree and Tendring. The revised employment land figures will be as follows:

	Baseline (ha)	Higher Growth Scenario (ha)
Braintree	20.9	43.3
Colchester	22.0	30
Tendring	12.0	20.0
North Essex	54.9	93.3

- Policy SP5: 'Infrastructure and Connectivity'

Modifications to the infrastructure and connectivity policy are suggested to provide greater clarity over what would happen if, for whatever reason, it becomes clear that the infrastructure required for the Garden Communities will not be funded or delivered. The

modifications also provide greater clarity over what key infrastructure projects will need to be secured in advance of the start of the Garden Communities. The main relevant wording would be as follows:

*"If the necessary strategic infrastructure for the Garden Communities as required by Policy SP5 is not committed within a reasonable period of time and phased alongside the delivery of new communities a review of the Plan will be undertaken prior to any consent being implemented, in order that the consequential shortfall in housing delivery does not overburden the infrastructure of existing communities/settlements."*

*"Infrastructure provision will be secured in a timely manner and programmed to keep pace with growth of new communities.*

*Funding and route commitments for the following strategic transport infrastructure projects will need to be secured in advance of the start of the Garden Communities as follows:*

- *Colchester/ Braintree Borders –*
  - *A12 widening and junction improvements*
  - *A dualled A120 from Braintree to the A12*
- *Tendring /Colchester Borders –*
  - *A120-A133 Link road*
- *A scheme and specification for a phased rapid transit network and programme for the integration of the three Garden Communities into the rapid transit network*
- *Provision of appropriate sustainable travel options will be required to encourage and facilitate sustainable travel behaviour from the outset and to provide viable alternatives to single-occupancy private car use, and will be informed by masterplanning.*

*Requirements for other strategic Garden Community infrastructure are outlined in sections D, E and F of Policies SP8, 9, and 10 and will be further set out in the Development Plan Documents for each Garden Community."*

- Policy SP7: 'Development and Delivery of New Garden Communities in North Essex'

A number of modifications are suggested for the wording of this policy, the most significant of which is to address the Inspector's request that the Section 1 Local Plan specifies the employment land requirements for the Garden Communities. Based on the evidence contained within the report from Cebr, the total amount of employment land included in the three Garden Communities would be around 138 hectares delivering approximately 850,000 square metres of business floorspace.

- Policies SP8, SP9 and SP10: Specific policies for each of the three Garden Communities

It is suggested that each of the policies that correspond with the specific Garden Community proposals are modified to include wording agreed with Natural England in relation to the impact of waste water on internationally important wildlife sites. The wording would be:

*"To ensure new development does not have an adverse effect on any European Protected sites, the required waste water treatment capacity must be available including any associated sewer connections in advance of planning consent."*

Additional wording is also proposed to address issues raised by Historic England at the examination in respect of the potential impact of the Garden Communities on the historic environment, as follows:

*"A Heritage Impact Assessment for each DPD in accordance with Historic England guidance will be required in order to assess impact of proposed allocations upon the historic environment, to inform the appropriate extent, nature and form of the development and establish any mitigation measures necessary."*

Each Garden Community policy will also include a section to set out the amount of employment space to be created as part of that development – based on the evidence contained within the report from Cebr. For the Tendring/Colchester Borders Garden Community (SP8) the figure will be 24.5 square metres; for the Colchester/Braintree Borders Garden Community (SP9) it will be 70.1 square metres; and for the West Braintree Garden Community (SP10) it will be 43.4 square metres.

Further bespoke modifications to each of the Garden Community policies are also proposed to reflect specific infrastructure or environmental requirements, for example additional wording around the proposed A120/A133 link road, the realignment of the A12 and the dualling of the A120 and the need to protect relevant internationally and nationally important wildlife designations.

## **Next Steps**

The relevant Committees of the three Councils are all considering the additional evidence base that has been prepared, the findings of the Additional Sustainability Appraisal work and proposed amendments. Braintree and Tendring District Councils will need to make recommendations to Full Councils and the outcomes of Braintree and Colchester's meetings will be reported to Full Council. If all three authorities agree, the additional evidence base, Additional Sustainability Appraisal work and the proposed amendments will be published for six-weeks consultation to allow third parties the opportunity to consider both the modifications and the evidence and make any comments. The six-week consultation period is expected to run from 19 August 2019 to 30 September 2019.

The Officers of the three authorities will collect any representations made and, following the six-week consultation period, will submit the schedule of proposed amendments, Additional SA work and all the other additional evidence base to the Inspector, along with all the representations received from third parties. The Inspector will then consider all of this information and will liaise with the NEAs to confirm the timetable for resuming the examination and undertaking further examination hearings. The Inspector may issue a further series of Matters, Issues and Questions (MIQs) to establish the main topics he wishes to examine and to invite written responses from

participants in the examination ahead of the hearings. It is currently anticipated that hearings will take place either at the end of 2019 or in early 2020.

Following the completion of the further examination hearings, the Inspector will write to the NEAs to confirm whether or not his concerns about the Garden Communities have been addressed and whether or not the Section 1 Local Plan now meets the tests of soundness. The Inspector will have the ability to recommend additional post-examination main modifications to the plan which would need to be the subject of further consultation in their own right before the plan can be finalised and formally adopted by the NEAs.

The examination of the authorities' individual Section 2 Local Plans will not take place until Section 1 has been examined and found to be sound.

## APPENDICES

1. 'Additional Sustainability Appraisal of North Essex Local Plan Section 1: Summary of Draft Findings.'
2. Executive summary of 'North Essex Rapid Transit System for North Essex: From vision to plan'.
3. Conclusion and next steps from 'Mode Share Strategy for the North Essex Garden Communities'.
4. Summary of findings and conclusion from 'Build Out Rates in the Garden Communities'.
5. Executive summary of 'North Essex Local Plans (Section 1) Viability Assessment Update – Main Report'.
6. 'Employment Provision for the North Essex Garden Communities'.
7. Tendring/Colchester Borders extract from 'North Essex Garden Communities Infrastructure Planning, Phasing and Delivery'.
8. Summary of 'North Essex Authorities Infrastructure Order of Cost Estimate (41,000 homes)'.
9. Conclusions of 'HRA Report for North Essex Authorities Shared Strategic Section 1 Local Plan'.
10. 'North Essex Authorities' Position Statement on Delivery Mechanisms'.
11. 'North Essex Authorities' Position Statement on State Aid'.
12. Proposed amendments to the Publication Draft Braintree, Colchester and Tendring Local Plans: Section One.

## **BACKGROUND PAPERS**

Full versions of the evidence base documents listed as Appendices 1 to 11 are hosted on the Braintree District Council website and can be accessed using the following link:

[https://www.braintree.gov.uk/info/200643/section\\_1/1065/section\\_1\\_examination\\_publication\\_local\\_plan/9](https://www.braintree.gov.uk/info/200643/section_1/1065/section_1_examination_publication_local_plan/9)



[www.landuse.co.uk](http://www.landuse.co.uk)

## **Additional Sustainability Appraisal of North Essex Local Plan Section 1: Summary of Draft Findings**

Prepared by LUC  
July 2019

**Project Title:** North Essex Local Plan Section 1 Additional Sustainability Appraisal

**Client:** North Essex Authorities

Version	Date	Version Details	Prepared by	Checked by	Approved by
2.0	1 July 2019	Submitted to client	Jeremy Owen Stuart Langer Jon Pearson	Jon Pearson Jeremy Owen	Jeremy Owen



[www.landuse.co.uk](http://www.landuse.co.uk)

## **Additional Sustainability Appraisal of North Essex Local Plan Section 1: Summary of Draft Findings**

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July 2019

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# 1 Introduction

- 1.1 This Summary presents the draft findings of the Additional Sustainability Appraisal (SA) of the alternatives to providing growth in the North Essex Authorities (NEA) Plan Area.
- 1.2 The Additional SA of the North Essex Section 1 Local Plan followed a two stage process:
  - Stage 1 appraised strategic sites that could form part of alternative spatial strategies for the Section 1 Local Plan.
  - Stage 2 appraised alternative spatial strategies.
- 1.3 The SA of the strategic sites, which has fed into the SA of the spatial strategies, has been undertaken in a consistent and objective way, using assumptions for the SA objectives that have been applied in the same way for all strategic sites, using the same evidence base.
- 1.4 In carrying out the SA of the spatial strategies, an element of professional judgement has been required to interpret the findings of the individual strategic sites when combined into a spatial strategy, and taking into account existing commitments, Section 2 allocations, and strategic infrastructure.
- 1.5 In order to provide further context and evidence for the SA work, we carried out a review of academic research and guidance on urban form, which sought to identify the sustainability advantages and disadvantages of different approaches to delivering growth.
- 1.6 It should be noted that Quality Assurance checks of the Additional SA work are still being carried out, which may mean that there are some amendments and refinements to be made to these draft findings, which will be reflected in the final Additional SA Report. However, it is not considered that these will result in any fundamental changes to our conclusions.

## 2 Stage 1 – SA of Strategic Site Alternatives

- 2.1 At the outset of the Additional SA work, LUC felt it was necessary not only to appraise alternative new settlement proposals, but also to consider alternatives to new settlements. The Inspector specifically requested that proportionate growth be appraised, and LUC felt it was appropriate to explicitly consider urban extensions as alternatives to new settlements, in order to provide a complete and comprehensive SA.
- 2.2 The NEAs identified 26 sites that could be considered to be 'strategic' in size to be subject to SA. The sites were (NEAGC = North Essex Authorities' Garden Community; ALTGC = Alternative Garden Community; SUE = Strategic Urban Extension; VE1 = Village Extension; C – CAUSE sites):
- NEAGC1 West of Braintree
  - NEAGC2 Colchester Braintree Borders Garden Community (Marks Tey)
  - NEAGC3 Tendring Colchester Borders Garden Community
  - ALTGC1 Land West of Braintree
  - ALTGC2 Land east of Silver End
  - ALTGC3 North West Coggeshall (Monks Wood)
  - ALTGC4 Land at Marks Tey Option One
  - ALTGC5 Land at Marks Tey Option Two
  - ALTGC6 Land at Marks Tey Option Three
  - ALTGC7 Land at East of Colchester Option One
  - ALTGC8 Land at East of Colchester Option Two
  - ALTGC9 Land at East of Colchester Option Three
  - ALTGC10 Land at East of Colchester Option Four
  - ALTGC11 Langham Garden Village
  - SUE1 Land at Halstead
  - SUE2 Land East of Braintree (including Temple Border)
  - SUE3 Land south east of Braintree
  - SUE4 Land south of Haverhill
  - VE1 Land at Kelvedon
  - VE2 Land at Coggeshall
  - VE4 Weeley Garden Village
  - VE5 Tendring Central Garden Village
  - C1 CAUSE Alresford
  - C2 CAUSE Great Bentley
  - C3 CAUSE Weeley
  - C4 CAUSE Thorpe-le-Soken
- 2.3 It should be noted that:
- VE3 (which was the combination of the four CAUSE sites) was, instead, considered as four separate sites C1-C4 under Stage 1 of the SA, then as a coherent whole under Stage 2 of the SA.

- ALTGC1 was subject to initial SA but was not taken any further as it was too similar to NEAGC1.
  - ALTGC4 and ALTGC5 were subsequently merged into one site, ALTGC4.
  - VE2 was subject to initial SA but the NEAs subsequently determined that there is no longer capacity for strategic development as part of the site is consented and the smaller, unconsented residual is appropriately assessed as an option for the Section 2 Local Plans.
- 2.4 The SA was carried out using a set of assumptions applied to each SA objective, in order to ensure consistency in the appraisal process. An initial SA using Geographical Information Systems (GIS) was undertaken, and this was then supplemented by more detailed appraisal of each site.
- 2.5 The detailed appraisal was informed by information included in site information forms (SIFs). The SIFs, which were drafted by the NEAs, were provided to each promoter of a site in order to give them the opportunity to validate or amend the information prepared by the NEAs. The NEAs sought to minimise any further changes to the SIFs, restricting these to clarifications, and aspects of deliverability. The information included the infrastructure that could be anticipated to be delivered as a component of development at each site, in addition to housing.

## Summary of findings of the SA of alternative strategic sites

- 2.6 The overall performance of the alternative strategic sites against the SA objectives found that the difference between them was not that great. There were no sites that performed extremely well against all the criteria and no sites that performed extremely poorly.
- 2.7 For example, all of the sites could involve the development of potential mineral resources and best and most versatile agricultural land, and all could have a potential effect on heritage assets and biodiversity assets. Although there was some variation in the potential for effects between sites, the scale of the sites could provide scope for mitigation.
- 2.8 In summary, no 'showstoppers' were found at this stage of assessment, which meant that it was concluded that no individual sites could be ruled out on the basis of the SA alone.

### 3 Defining Spatial Strategy Alternatives

- 3.1 Taking into account the findings of Stage 1 of the SA, the NEAs proceeded to define alternative spatial strategies to be subject to SA during Stage 2 of the Additional SA process.
- 3.2 The spatial strategy alternatives are set out in the NEA document 'Selection of Spatial Strategy Alternatives', a copy of which is included at **Appendix 1** of this Summary. This document sets out seven principles which the NEAs established to guide the selection of spatial strategy alternatives to be subject to Additional SA. These are:
- Principle 1: Meet the residual housing need within the plan period
  - Principle 2: Test the alternatives suggested by the Local Plan Inspector
  - Principle 3: Reflect relative housing need and commuting patterns in any alternative strategy
  - Principle 4: Ensure alternative strategies are coherent and logical
  - Principle 5: Ensure alternative strategies are reasonable
  - Principle 6: Strategic sites will deliver a minimum of 2,000 homes within the plan period to 2033
  - Principle 7: All strategy options will deliver social infrastructure
- 3.3 As a result of applying these principles, some of the potential strategic sites from the assessment (due to various reasons, as set out in **Appendix 1**) were removed by the NEAs from inclusion in any of the alternative spatial strategies :
- ALTGC1 Land West of Braintree
  - ALTGC2 Land east of Silver End
  - ALTGC5 Land at Marks Tey Option Two (merged with ALTGC4)
  - ALTGC8 Land at East of Colchester Option Two
  - ALTGC9 Land at East of Colchester Option Three
  - ALTGC10 Land at East of Colchester Option Four
  - ALTGC11 Langham Garden Village
  - SUE4 Land south of Haverhill
  - VE2 Land at Coggeshall
  - VE4 Weeley Garden Village
- 3.4 The remaining strategic sites were included in alternative spatial strategies, along with proportionate growth alternatives.
- 3.5 In order to meet principle 3, the housing provision was split across the plan area on an west / east basis, to reflect that the relationship between Colchester and Tendring is different to that between Colchester and Braintree and, that in effect, the choice of strategy for the west of Colchester was not reliant on the choice of strategy to the east of Colchester to a significant degree, and *vice versa*. Breaking down the North Essex area in this way made comparisons between strategies easier and, in our view, more logical.
- 3.6 Taking all the above into account, the following 17 alternative spatial strategies set out in **Table 3.1** were appraised (note that Spatial Strategy West 4 has two variants at different scales of growth). It is considered that these represent an appropriate range of spatial strategies, in that they both respond to the advice of the Inspector and are suitable for the purposes of SA.

**Table 3.1: Spatial strategy alternatives**

<b>WEST OF COLCHESTER</b>	<b>EAST OF COLCHESTER</b>
<b>(Whole of Braintree and most of Colchester) Target of approximately 5,000 additional homes up to 2033</b>	<b>(Tendring and eastern part of Colchester) Target to deliver approximately 2,500 additional homes up to 2033</b>
<ul style="list-style-type: none"> <li>1. Proportionate (percentage-based) growth</li> <li>2. Proportionate (hierarchy-based) growth</li> <li>3. West of Braintree GC [NEAGC 1] + Colchester/Braintree GC [NEAGC 2]</li> <li>4. West of Braintree GC [NEAGC1] + Monks Wood GC [ALTGC 3] + Colchester/Braintree GC [NEAGC 2]  West 4a: smaller scale of West of Braintree [NEAGC1] + Monks Wood GC [ALTGC 3] + smaller scale of Colchester/Braintree GC [NEAGC2]</li> <li>5. Monks Wood GC [ALTGC 3] + Colchester/Braintree Borders GC [NEAGC 2]</li> <li>6. West of Braintree GC [NEAGC 1] + Monks Wood GC [ALTGC 3]</li> <li>7. East of Braintree [SUE 2] + Kelvedon [VE 1]</li> <li>8. Land at Halstead [SUE 1] + proportionate growth.</li> <li>9. West of Braintree GC [NEAGC1] + proportionate growth</li> <li>10. Colchester/Braintree GC [NEAGC2] + proportionate growth</li> <li>11. Monks Wood GC [ALTGC3] + proportionate growth</li> </ul>	<ul style="list-style-type: none"> <li>1. Proportionate (percentage-based) growth</li> <li>2. Proportionate (hierarchy-based) growth</li> <li>3. Tendring Colchester Borders GC [NEAGC 3]</li> <li>4. Colchester North-East Urban Extension [ALTGC 7]</li> <li>5. Tendring Central Garden Village [VE 4]</li> <li>6. CAUSE Metro Plan [C1, C2, C3 &amp; C4]</li> </ul>

## 4 Stage 2 – SA of Spatial Strategy Alternatives

### The approach to the SA of alternative spatial strategies

- 4.1 The majority of the alternative spatial strategies comprised different combinations of the strategic sites appraised in Stage 1 of the SA. The SAs of the alternative spatial strategies were informed by the SA of the strategic sites carried out in Stage 1, including information included in the SIFs. Each alternative spatial strategy included information on employment and the strategic infrastructure that would be needed to support delivery of the strategy.
- 4.2 With respect to the proportionate growth alternatives, or those alternatives where a strategic site was combined with an element of proportionate growth, a greater element of professional judgement was required, particularly for the spatial strategy alternative whereby each settlement would grow at the same percentage (18%), because specific sites were not identified. However, the SA for these alternatives was based on clear descriptions of how much development would go to each settlement, which provided a reasonable basis for coming to judgements.

### Plan period versus fully built out scenarios

- 4.3 The SA has assessed the Section 1 Local Plan alternative spatial strategies both within the plan period (i.e. to 2033) and when fully built out (no specified end date, but likely to be several years, if not decades, beyond the end of the plan period). This makes direct comparisons between the alternative spatial strategies difficult, because some (e.g. proportionate growth) will be delivered by 2033, whereas others that include major strategic sites will continue well beyond 2033. In a sense, this is comparing ‘apples and pears’.
- 4.4 It should be noted that, although some spatial strategies only allocate development to the end of the plan period, development is, in reality, likely to continue beyond 2033. However there is no spatial strategy for this post-2033 development, although it could be presumed that development would continue in the same vein. The effects of the spatial strategies that involve major strategic sites will not be fully felt until well after the end of the plan period. Similarly, temporary effects related to their construction (e.g. noise and disturbance) are likely to be experienced over many years.
- 4.5 In addition, it should be noted that existing commitments and allocations in the Section 2 Local Plans already make up over 80% of the total housing required to be delivered within the plan period (approximately 35,600 of 43,200 homes). In this respect, those spatial strategies that seek to deliver the remaining approximate 7,500 homes within the plan period and no more could be considered too small in scale to be strategic. Conversely, although all spatial strategy alternatives seek to deliver the required additional 7,500 homes in the plan period, some could go on to deliver potentially as much as 35,500 additional homes beyond the plan period. In fact, taking into account the 7,500 they will deliver within the plan period, they could total a similar amount of housing that is planned for through the Section 2 Local Plans.
- 4.6 The Section 2 Local Plans already seek to focus development at existing settlements within North Essex, through Policy SP2 of the Section 1 Local Plan, according to settlement scales, sustainability and existing role. In this respect, some of the settlements are already likely to experience significant housing growth, such as:
  - Colchester (18% growth).
  - Braintree (22%).
  - Clacton-on-Sea (10%).
  - Witham (22%).
  - Halstead (11%).

- Manningtree, Lawford & Mistley (25%)
  - Kelvedon with Feering (42%).
  - Hatfield Peverel (16%).
  - Alresford (28%).
  - Elmstead Market (24%).
  - Great Bentley (27%).
  - Thorpe-le-Soken (24%).
  - Weeley (57%).
  - Eight Ash Green (31%).
  - Rowhedge (21%).
  - Tiptree (22%).
- 4.7 This provides the context for the additional SA work, and the consideration of further growth, both within the plan period and beyond.

## Pros and cons of different urban forms

- 4.8 The review of research undertaken with respect to urban form, which looked at the in-principle pros and cons of new settlements, urban extensions and dispersed development provided some useful indicators as to how these different types of urban form compare in sustainability terms. This found that:
- Dispersed development, which bears many similarities with the proportionate (percentage-based) growth spatial strategy alternative appraised in the Additional SA, performs less well across a range of criteria than new settlements or urban extensions, for example in relation to travel patterns and modes of transport and the delivery of affordable housing.
  - New settlements and urban extensions can perform similarly, depending upon where they are located, and how they are designed and delivered.
- 4.9 For new settlements to perform well in sustainability terms, it is critical that the infrastructure is provided in the early stages of development in order to avoid unsustainable travel behaviours becoming embedded before sustainable transport alternatives become available, and to develop a sense of community cohesion. New settlements can involve a significant amount of embodied carbon by having to develop 'from scratch', although new settlements can be designed to be efficient in carbon terms, including inclusion of renewable energy and encouraging low carbon behaviours, such as sustainable modes of transport. Larger new settlements are more likely to attract economic activity.
- 4.10 Urban extensions can make use of existing infrastructure, or expansions to existing infrastructure, rather than having to start from scratch. If well integrated with the settlements they are attached to, they can offer immediate access to a range of existing jobs, services and facilities, although they can lack a sense of place. Larger urban extensions can also deliver their own services and facilities, economic activity, and the design features associated with new settlements with respect to sustainable travel and reduced carbon.
- 4.11 Viability and deliverability issues can affect both new settlements and urban extensions, but tend to be more pronounced with new settlements unless appropriate funding and governance structures are put in place. Dispersed development may have less in the way of upfront investment, but on the other hand can lead to an accumulation of development with insufficient investment in supporting services, facilities and infrastructure.
- 4.12 In terms of guiding principles, the research found that new settlements are likely to perform best when they are in close proximity to thriving towns and cities in order to share infrastructure and access to jobs and services during the early stages. On the other hand, there is a risk that such new development can draw resources and investment away from the towns and cities with which they are associated.

- 4.13 Of critical importance is that new strategic development should be located in areas with high public transport accessibility, for example along well-served bus corridors, and in close proximity to railway stations and other transport interchanges. The potential to extend existing networks, making better use of existing mainline stations or disused lines, and additional branches (e.g. rapid transit systems) through new neighbourhoods are considered to help make new strategic development more accessible and more successful.
- 4.14 In terms of design, connectivity is important, and the need to avoid severance by major roads and roundabouts. While landscape buffers and green space are to be encouraged, they should not threaten permeability and connectivity with surrounding land uses.
- 4.15 It is acknowledged in the research that the achievement of ‘self-containment’ is an unrealistic ambition given the choice of modes of transport available to modern communities, but that if developments are of a sufficient scale, they can provide for many of the everyday needs of residents within the development, reducing the incentive to travel elsewhere. This can be helped by designing compact developments, which incorporate a mix of uses.
- 4.16 It is interesting to note that the Additional SA of the spatial strategy alternatives for North Essex largely mirrors the findings of the research. The proportionate growth alternatives, based on a simple percentage increase in growth of each settlement, performed relatively poorly against the SA objectives, whereas many of the new settlement and urban extension alternatives performed similarly. In some respects this is not surprising, because the strategic scale of development proposed under these alternatives is such that they are capable of including a range of services and facilities, including jobs, as well as supporting infrastructure.

## Summary of findings of the SA of alternative spatial strategies

### **West of Colchester**

- 4.17 As described above, the proportionate (percentage-based) growth spatial strategy alternative (West 1) performs less well across a number of the SA objectives than the other spatial strategy alternatives, and therefore can be considered less sustainable.
- 4.18 The remaining spatial strategy alternatives perform similarly, albeit with some differences between them:
- It is considered that the spatial strategy alternatives will all be capable of delivering the residual housing requirement (approximately 7,500 homes) within the plan period, and those that extend beyond the plan period will continue to deliver new homes for many years to come. This includes appropriate provision for affordable housing, and a mix of types and tenures, in line with North Essex policy objectives (SA objective 2). The only exception to this is West 2, being proportionate (hierarchical growth), which would require the delivery of 4,500 to 5,000 dwellings as an urban extension to the east of Braintree, which may be challenging to deliver within the plan period.
  - All spatial strategy alternatives are likely to have significant adverse effects on the existing communities affected by the large-scale developments, primarily because of the considerable change of character around existing settlements. However, several of the spatial strategy alternatives are considered to deliver significant positive effects when the new communities are delivered, due to their being designed as coherent settlements in their own right, with a range of services and facilities (SA objective 1).
  - The health benefits will tend to be delivered beyond the plan period, as the level of housing becomes sufficient to accommodate health care facilities at 4,500 dwellings (SA objective 3).
  - Given the scale of development proposed, all of the spatial strategy alternatives will be of sufficient size to incorporate local centres (SA objective 4) and employment land and other jobs (SA objective 5).
  - All of the spatial strategy alternatives could have adverse effects on biodiversity, and for West 3, West 4, West 4a, West 5, West 6, West 10, and West 11 this could be significant depending upon mitigation (SA objective 6). It should be noted that West 3, West 4, West 4a, West 5 and West 10 are located very close to Marks Tey Brick Pit SSSI, although being a geological SSSI it should be possible to mitigate and manage adverse effects. All spatial strategies

include development within SSSI 'Impact Risk Zones', whereby Natural England should be consulted for potential impacts, although this does not mean that they cannot be mitigated.

- With respect to shorter journeys, the majority of spatial strategy alternatives will have significant positive effects in the long-term as services and facilities, and jobs, are provided on site, although those strategies which involve building near existing facilities and services, or the provision of Rapid Transit System could achieve this within the plan period (SA objective 7).
- With regard to longer journeys, it is considered that those spatial strategy alternatives that include both access to a railway station, particularly on the Great Eastern mainline, as well as investment in a Rapid Transit System, will result in significant positive effects in the longer term (SA objective 7). This is because commuting patterns suggest that the primary commuting destinations for residents of Braintree are Chelmsford, Colchester, Uttlesford and London, and that Braintree, Chelmsford and London represent three of the top four commuting destinations for residents of Colchester. Therefore, those spatial strategy alternatives that include relatively easy access to a choice of sustainable transport modes (rail and rapid transit) perform most strongly.
- All of the spatial strategy alternatives could potentially have a significant negative effect on heritage assets (SA objective 9). In many instances, the heritage assets include Grade I and Grade II\* listed buildings either within the site or in close proximity.
- Although all of the spatial strategy alternatives are considered to have minor positive effects on carbon, this is primarily with respect to delivery on site, rather than from traffic. From a traffic perspective, those sites that perform strongest against SA objective 7 are also likely to perform strongest with respect to transport related carbon emissions (SA objective 10).
- None of the spatial strategy alternatives were identified as having significant effects with respect to water (SA objective 11), flood risk (SA objective 12) or air quality (SA objective 13).
- All of the spatial strategy alternatives were considered to have potentially significant adverse effects with respect to landscape (SA objective 14).
- All of the spatial strategy alternatives were considered likely to have potentially significant adverse effects with respect to minerals and likely to have significant adverse effects with respect to soils (SA objective 15).
- In many instances, there was uncertainty with respect to the effects identified as it may be possible to include mitigation, given the scale of the strategic sites that form components of many of the alternative spatial strategies, depending upon how development is designed and delivered.

4.19 In light of the findings of the SA, there is little to choose between the spatial strategies in terms of significant effects at the strategic scale (other than West 1, as noted above). However, the following observations using professional judgement may help to distinguish between them a little more than the objective, assumptions-led SA has achieved:

- The research into urban form suggests that access to good sustainable transport links and services is critical to the achievement of sustainability, and it also makes sense to work with established patterns of travel but seek to achieve changes in travel mode. Those strategies that combine both development focused on railway stations, particularly the Great Eastern mainline, and provision for Rapid Transit, are therefore likely to perform well.
- Those spatial strategies that do not include easy access to rail, especially to the Great Eastern mainline, could be considered to perform less well. For example, Halstead is not well connected in sustainable transport terms, and is not in the major commuting corridors, so those spatial strategies that include significant additional development at Halstead may be considered less sustainable than some of the other spatial strategies.
- On the other hand, those spatial strategies that focus a significant proportion of development along the Great Eastern mainline, for example West 3, West 4, West 5, West 7 and West 10, could, when coupled with development already committed or allocated in the Section 2 Local Plans, lead to the perception of continued urbanisation of the Great Eastern mainline/A12 corridor. Consultations during the SA have also highlighted the lack of capacity on the mainline services to accommodate more passengers at peak times.

- Some strategies rely on Rapid Transit to be successful, including West 3, West 4 and West 4a, West 5, West 6, West 9 and West 11. We understand that developments in the order of 2,500 homes should enable Rapid Transit to begin to become viable, and that as the number of homes increases, services can become more frequent, viability improves, and extensions to the Rapid Transit System (RTS) can be considered. However, it should be noted that this is based on informal advice from the NEA's transport consultants and in the absence of formal evidence is subject to uncertainty.
  - Braintree is already earmarked for 22% growth in the plan period, through commitments and Section 2 allocations. Urban extensions to the east of Braintree, such as in spatial strategies West 2, West 7, West 8, West 9, West 10 and West 11 would increase this growth further. It should be noted that these strategies would result in the first encroachment of development east of the A120 Braintree bypass, and the bypass itself could act as a barrier to integration of new development with the town.
  - The scale of development proposed, in particular under spatial strategy alternatives West 3, West 4, and West 5, is very significant (over 25,000 additional homes when fully built out). Once fully built out, each of these spatial strategies would provide more houses than there currently are in the town of Braintree (even before taking into account planned growth through commitments and Section 2 allocations). It is recognised that large scale development is more likely to attract investment, but it is also more likely to change the character of this part of North Essex. Primarily rural areas would become a chain of settlements linking into the existing settlements. This would particularly be the case for those strategies, such as West 4, which would see considerable development along the A120 corridor. It is also difficult to judge what the impacts may be on the existing settlements, which could either be positive (e.g. providing further support for jobs, services and facilities) or negative (e.g. diverting investment away from the existing settlements to new settlements).
- 4.20 With all the spatial strategies, given the scale of development proposed, there is considerable risk. If for any reason they are not delivered as planned, for example through lack of government funding, or changing market conditions, then delivery may not happen as quickly as anticipated, quality could be compromised, and some aspects may not be delivered as wished. For example, there may be choices to be made with respect to the delivery of affordable housing, a full range of services and facilities, open space, sustainable transport infrastructure and services. This is not to say that these will not be delivered, but simply to observe that development on this scale does carry the risk that its full sustainability potential may not be realised in practice. Much will depend upon funding and governance.
- 4.21 Summaries of the assessment findings for the sites West of Colchester within the plan period (**Table 4.1**) and when fully built out (**Table 4.2**) are included below.

**Table 4.1: Summary of SA scores for spatial strategies west of Colchester within the plan period**

	SA objective														
	SA1: Communities	SA2: Homes	SA3: Health	SA4: Centres	SA5: Economy	SA6: Biodiversity	SA7: Travel	SA8: Infrastructure	SA9: Heritage	SA10: Climate	SA11: Water	SA12: Flood risk	SA13: Air quality	SA14: Landscape	SA15: Minerals & soils
Strategy	--?/?	++?	--/0?	--	-	-?	--?/-?	+?	--?/?	+?	-?/?	0	0/-?	-?	--?/-
West 1	--?/+	-?	+?/-	++	++	-?	++?/+?	+?	--?/?	+	0/?	0	0/0?	--?	--?/-
West 2	--?/+	++	+/-	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 3	--?/+	++	+/-	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 4	--?/+	++	+/-	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 4a	--?/+	++?	+/-	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 5	--?/+	++	+/0	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/0	--?	--?/-
West 6	--?/++	++	+/-	++	++	--?	++?/+?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 7	--?/+	++	+/-	+	++	-?	+?/+?	+?	--?/?	+	0/?	0	0/0?	--?	--?/-
West 8	--?/+	++	+/-	++	++	-?	+?/+?	+?	--?/?	+	0/-?	0	0/0?	--?	--?/-
West 9	--?/+	++	+?/-	++	++	-?	++?/+?	+?	--?/?	+	-?/?	0	0/0?	--?	--?/-
West 10	--?/++?	++?	+/-?	+	++	--?	++?/++?	+?	--?/?	+	-?/?	0	0/-?	--?	--?/-
West 11	--?/+	++	+?/-	++	++	--?	++?/+?	+?	--?/?	+	-?/?	0	0/0?	--?	--?/-

**Table 4.2: Summary of SA scores for spatial strategies west of Colchester when fully built out**

	SA objective														
	SA1: Communities	SA2: Homes	SA3: Health	SA4: Centres	SA5: Economy	SA6: Biodiversity	SA7: Travel	SA8: Infrastructure	SA9: Heritage	SA10: Climate	SA11: Water	SA12: Flood risk	SA13: Air quality	SA14: Landscape	SA15: Minerals & soils
Strategy	West 1	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
West 2	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
West 3	--?/++	++	++/-	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 4	--?/++	++	++/-	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 4a	--?/++	++?	++/-	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 5	--?/++	++	++/0	++	++	--?	++?/++?	+?	--?/?	+	0/?	0	0/0	--?	--?/-
West 6	--?/++	++	++/-	++	++	--?	++?/+?	+?	--?/?	+	0/?	0	0/-?	--?	--?/-
West 7	--?/+	++	++/	+	++	-?	++?/+?	+?	--?/?	+	0/?	0	0/0?	--?	--?/-
West 8	--?/+	++	+/-	++	++	-?	+?/++?	+?	--?/?	+	0/-?	0	0/0?	--?	--?/-
West 9	--?/+	++	+?/-	++	++	-?	++?/+?	+?	--?/?	+	-?/?	0	0/0?	--?	--?/-
West 10	--?/++?	++?	+/-?	+	++	--?	++?/++?	+?	--?/?	+	-?/?	0	0/-?	--?	--?/-
West 11	--?/+	++	+?/-	++	++	--?	++?/+?	+?	--?/?	+	-?/?	0	0/0?	--?	--?/-

## **East of Colchester**

- 4.22 East of Colchester, the choice of strategies is more straightforward. As previously described for West of Colchester, proportionate (percentage) growth East of Colchester (East 1) also performs less well across a number of the SA objectives than the other spatial strategy alternatives, and therefore can be considered less sustainable. Similarly, proportionate (hierarchy) growth (East 2) does not perform well because it would lead to considerable development at Brightlingsea, which is not a sustainable location for strategic growth due to its poor accessibility and environmental sensitivities. Notably it would also fail to deliver sufficient housing within the plan period.
- 4.23 With respect to the remaining spatial strategies (East 3, East 4, East 5 and East 6):
- In the longer term, the effects on existing communities and also the effects arising from the new communities would be similar in terms of significance (SA objective 1).
  - All would deliver the homes required in the plan period (SA objective 2).
  - In terms of access to health care, East 3, East 4 and East 5 perform better than East 6 in the longer term, because they will provide for a scale of development sufficient to accommodate a health care facility (SA objective 3). On the other hand, East 5 could be subject to significant adverse effects from noise pollution.
  - East 3 and East 4 are considered to perform more strongly with respect to access to local centre facilities (SA objective 4) at the end of the plan period, however East 6 also performs well after the plan period.
  - East 3 and East 4 are considered to perform more strongly with respect to the economy (SA objective 5) at the end of the plan period, however East 5 also performs well after the plan period.
  - East 3 and East 5 are anticipated to perform better than East 4 and East 6 with respect to biodiversity (SA objective 6).
  - The main advantage of East 6 when fully built out is with respect to longer journeys and easy access to railway stations (SA objective 7) which is reinforced by the strong commuting relationship between Tendring and Colchester. This would also feed into effects on carbon emissions from traffic (SA objective 10). On the other hand, the rural locations could lead to longer journeys by car for those journeys where rail is not a realistic choice. For shorter journeys, East 3 and East 4 perform most strongly.
  - All of the spatial strategy alternatives could potentially have a significant negative effect on heritage assets (SA objective 9).
  - None of the spatial strategy alternatives were identified as having significant effects with respect to water (SA objective 11), flood risk (SA objective 12) or air quality (SA objective 13).
  - All of the spatial strategy alternatives were considered to have potentially significant adverse effects with respect to landscape, with the exception of East 3, where the landscape impact was considered to be potentially minor (SA objective 14).
  - All of the spatial strategy alternatives were considered to have potentially significant adverse effects with respect to minerals and likely to have significant adverse effects with respect to soils (SA objective 15).
  - In many instances, there was uncertainty with respect to the effects identified as it may be possible to include mitigation, taking into account the scale of the strategic sites, and how development is designed and delivered.
- 4.24 East 3 is the Garden Community proposed in the Section 1 Local Plan. Its main disadvantage compared to some of the other spatial strategies is that it is not on a rail link and as a result a Rapid Transit connection to Colchester and beyond is proposed. It is, though, close to the University of Essex, albeit separated by the A133 dual carriageway. The site is also separated from the urban area of Colchester by Salary Brook Local Nature Reserve, which will help to retain distinctiveness between the communities and act as a resource for both existing and new communities, but may act as a barrier to integration.

- 4.25 Although East 4 performs as well as some of the alternative spatial strategies for the East of Colchester, it would, in effect result in the complete surrounding of Bullock Wood SSSI by development, adding to the development that already exists to the west of this ancient woodland SSSI. In terms of maintaining ecological networks, and potential disturbance effects, this is considered to be a particularly significant risk. It also has no rail link into Colchester.
- 4.26 In many respects, East 5 performs as well as East 3, although no better. It has the advantage of an existing employment area on site, and would retain its own distinctiveness being separated by some distance from Colchester town. Its location on the A120 and its distance from Colchester could encourage a high proportion of journeys by car.
- 4.27 East 6 is designed to operate as a chain of settlements along the Clacton to Colchester rail route, with stations within walking distance and use of rail facilitated by proposed increases in the frequency of services. The chain of settlements would support one another, as well as link into Colchester as the main commuting destination. In this respect it has many advantages, although the rural location of the four settlements could encourage car journeys, notwithstanding the opportunity to travel by train. In other respects, this spatial strategy does not perform any better than the alternatives. It is being promoted by local people rather than landowners or developers, which suggests that it may have a groundswell of support, but it is less certain whether it is deliverable in practice, and therefore there are risks attached.
- 4.28 Summaries of the assessment findings for the sites East of Colchester within the plan period (**Table 4.3**) and when fully built out (**Table 4.4**) are included below.

**Table 4.3: Summary of SA scores for spatial strategies east of Colchester within the plan period**

Strategy	SA objective														
	SA1: Communities	SA2: Homes	SA3: Health	SA4: Centres	SA5: Economy	SA6: Biodiversity	SA7: Travel	SA8: Infrastructure	SA9: Heritage	SA10: Climate	SA11: Water	SA12: Flood risk	SA13: Air quality	SA14: Landscape	SA15: Minerals & soils
<b>East 1</b>	--?/?	--	--?/0	-	+	--?	-?/-?	-?	--?/?	+	0/?	0	0/-?	--?	--?/-
<b>East 2</b>	--?/?	--	?/0	++	++	--?	++?/-?	-?	--?/?	+	0/?	0	0/-?	--?	-?/-
<b>East 3</b>	--?/++	++	+/-	++	++	-?	++?/+?	+	--?/?	+	0/0?	0	0/-?	-?	--?/-
<b>East 4</b>	--?/++	++	+/-	++	++	--?	++?/+?	+	--?/0	+	0/0?	0	0/-?	--?	--?/-
<b>East 5</b>	--?/++	++?	+?/-	+	+	-?	+?/-?	+	--?/?	+	0/0?	0	0/-?	--?	--?/-
<b>East 6</b>	-?/+	++	+/0?	+	?	--?	?/+?	+	--?/?	+	-?/?	-?	0/0	--?	--?/-

**Table 4.4: Summary of SA scores for spatial strategies east of Colchester when fully built out**

Strategy	SA objective														
	SA1: Communities	SA2: Homes	SA3: Health	SA4: Centres	SA5: Economy	SA6: Biodiversity	SA7: Travel	SA8: Infrastructure	SA9: Heritage	SA10: Climate	SA11: Water	SA12: Flood risk	SA13: Air quality	SA14: Landscape	SA15: Minerals & soils
<b>East 1</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>East 2</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>East 3</b>	--?/++	++	++/-	++	++	-?	++?/+?	+	--?/?	+	0/-?	0	0/-?	-?	--?/-
<b>East 4</b>	--?/++	++	++/-	++	++	--?	++?/+?	+	--?/0	+	0/0?	0	0/-?	--?	--?/-
<b>East 5</b>	--?/++	++?	+?/-	+	++	-?	+?/-?	+	--?/?	+	0/0?	0	0/-?	--?	--?/-
<b>East 6</b>	--?/++	++	+/0?	++	+?	--?	+?/+?	+	--?/?	+	-?/?	-?	0/0	--?	--?/-



## 5 Conclusions

- 5.1 The SA of alternative strategic sites showed that many performed similarly against the SA objectives.
- 5.2 With respect to alternative strategic spatial strategies, the clearest conclusion is that those spatial strategies that rely solely on proportionate growth (percentage) are the poorest performing, but for others the differences are much more finely balanced. No spatial strategies stood out as performing much more strongly than the others. None of the spatial strategies are without challenges with respect to environmental assets, such as biodiversity, heritage, minerals and the best and most versatile agricultural land.
- 5.3 To the west of Colchester, the choice of strategy is complicated. Those alternatives that include urban extensions (e.g. to Braintree or Halstead) offer the opportunity to be integrated with existing settlements. However, east of Braintree would be severed from Braintree by the Braintree eastern bypass which represents an important eastern limit to the town. Halstead has no rail service and is not in the key commuting corridors.
- 5.4 The other alternatives tend to offer different combinations of new settlements and/or extensions of existing smaller settlements. Those that are associated with the Great Eastern mainline offer use of existing infrastructure and sustainable access to key commuting destinations including Colchester, Chelmsford and London (although concerns have been expressed by local people of the capacity of this route to cater for additional demand at peak times). The opportunity to introduce a coherent and integrated RTS system to cater for other commuting routes, particularly east-west and to Stansted could be of considerable benefit since these routes are currently poorly served by more sustainable modes of transport. Therefore those alternatives that offer a combination of both access to existing rail and investment in RTS perform strongly in sustainable transport terms.
- 5.5 To the east of Colchester, it appears to be a choice between three alternatives. East 1, being proportionate (percentage) growth does not perform well compared to the alternatives. East 2 does not perform well because it would lead to considerable development at Brightlingsea, which is not a sustainable location for strategic growth due to its poor accessibility and environmental sensitivities. East 4 has potentially significant biodiversity issues due to its potential impact on Bullock Wood SSSI. This leaves East 3 (the Garden Community on the Colchester/Tendring Borders), East 5 (Tendring Central Garden Village), and East 6 (the CAUSE Metro Plan).
- 5.6 East 6 offers the considerable advantage of being on an existing railway line which links into important commuting destinations for people in Tendring (Colchester and Clacton-on-Sea, Kirby Cross, Frinton-on-Sea and Walton-on-the-Naze). Taken together, the four constituent growth locations along the railway line form a critical size to support a range of services and facilities, although individually they do not. They are also rural in character, and all four settlements are earmarked for considerable growth through existing commitments and Section 2 Local Plan allocations.
- 5.7 East 3 and East 5 offer similar opportunities to develop a coherent development that incorporates a good range of services and facilities. Both have the drawback of not being on a rail route, although East 3 offers the opportunity to be connected to Colchester and beyond by RTS and is close to the university. East 5 has the advantage of an existing employment area and good connections to the strategic road network.
- 5.8 It is therefore not possible to come to a definitive conclusion that any one strategy, whether west of Colchester or east of Colchester, is the most sustainable option. The advantage of the Section 1 Local Plan as it stands is that it provides clear direction for strategic development to accommodate North Essex over many decades to come and therefore more certainty in terms of coherence and investment, including in new transport infrastructure, services and facilities. However, some of the alternatives offer opportunities to deliver similar benefits.

- 5.9 It should be noted that the scale of development proposed in the Section 1 Local Plan is considerable and will change the character of parts of North Essex, and the effects on the role and function, and relationship between the new and existing settlements is uncertain – if they complement and support one another, then this would be of benefit, but if they compete for investment and resources this could be a dis-benefit. Some of the other alternatives propose a similar scale of development and therefore offer similar opportunities and risks. The alternatives that propose lower amounts of growth would be less likely to alter the character of North Essex and relationships between settlements, but on the other hand may be less likely to attract the scale of investment of the larger scale alternatives. In addition, in the longer-term, it is likely that there will continue to be a need for more development, and so in future years (planning to well beyond the plan period), similar decisions will need to be made about where the additional growth should go. Under the larger scale alternatives, this decision will already have been made.
- 5.10 Finally, it is worth mentioning that the pace of change of technology, the introduction of 'smart city' thinking, and planning for climate change (both in terms of a net zero carbon future, and adaptation to the effects of climate change), could result in changes in the way that we live our lives that are difficult to anticipate given our embedded lifestyles and, in particular, our reliance on fossil fuels and the private car. It is therefore important that any strategy is future proofed and flexible enough to accommodate these changes as and when they arise.

LUC

1 July 2019

## **Appendix 1**

'Selection of Spatial Strategy Alternatives' document prepared by NEAs

## Selection of Spatial Strategy Alternatives

The Stage 1 assessment of individual site-based options suggests that many of the alternatives perform similarly against the various sustainability criteria and for the majority of sites, there are no alternatives that stand out as being particularly desirable or undesirable. The consequence of this outcome for Stage 2 of the assessment is that there are theoretically a significant and unwieldy number of permutations in which different sites could be combined to form an overall spatial strategy for North Essex. For every site option to be combined with every other potential alternative site and then tested as a spatial strategy in its own right would be an unmanageable task and therefore it is important to apply some common sense judgement to determine what a reasonable number of alternative options would be, based on some reasonable planning principles. Indeed the Local Plan Inspector states in his 8<sup>th</sup> June 2018 letter, in paragraph 118: *"It is not feasible to test every possible option through SA. Reasonable planning judgements have to be made on what to include. That is recognised in the legal requirement for reasons to be given for the selection of alternatives for assessment."*

From the round table discussions involving different stakeholders held as part of the ‘check and challenge workshop held on 29<sup>th</sup> March 2019, a number of key principles, ideas, arguments and factors arose from the discussions. As taken from the record of the check and challenge workshop prepared by LUC, these included:

- Considering demographics, housing need and travel to work patterns to provide the right homes in the right places and to enable choice.
- Ideally each authority should seek to meet its own individual housing needs with their own area rather than crossing boundaries.
- Maximising the opportunities for sustainable travel and alternative means of travel including public transport, electric vehicles and cycles – focussing development on rail links where possible.
- Aspiring to achieve self-containment/self-sufficiency within new settlements but with strong connectivity to other settlements.
- Considering local attributes and settlements’ strengths and weaknesses in terms of infrastructure and environmental capacity.
- Treating viability, deliverability and cost benefit analysis as key determining factors.
- Utilising existing infrastructure capacity where it exists and only considering new settlements when the opportunities for proportionate growth around existing settlements have been exhausted.
- Avoiding scales of development that place additional burden on existing infrastructure without the means to increase infrastructure capacity.
- Empowering communities to plan the growth in their area (e.g. through Neighbourhood Planning) and ensuring communities are well informed.
- Promoting development that supports health provision and the prevention of ill health through health facilities and quality recreational space.
- Considering the impact on various environmental assets including heritage, landscape and biodiversity.
- Considering impact on the vitality and viability of existing town centres, especially if new centres are proposed as part of new developments.

- Considering the potential for new technologies to alter the way people work and commute in the future, including superfast broadband, 5G and driverless vehicles.
- Providing for a mixture of smaller and larger developments to ensure that both short term needs and longer-term strategic needs are met.
- Exploring opportunities for developments in locations with poor services and facilities where they could help to improve those assets for the benefit of all residents.
- Promoting long-term strategic developments that can deliver new infrastructure through economies of scale and a planned approach.
- Considering targeted (as opposed to proportionate) growth in certain areas where it would meet key objectives.
- Planning for strategic-scale growth, but not at the scale currently proposed as part of the Garden Communities.
- Developing a plan that only includes proposals to deal with housing need up to 2033 only.
- Ensuring there are sufficient guarantees over the timing and funding of infrastructure as part of any strategy.
- Expanding existing settlements in a sequential order until they meet their optimum size in terms of maximising self-containment and self-sufficiency.
- Directing development to locations that will support and deliver key transport links and key transport improvements to help tackle congestion problems. Maximising the use of previously developed brownfield land. Avoiding the coalescence of villages through the safeguarding of landscape buffers.
- Locating development close to employment opportunities and locations where new employment sites are likely to be viable.
- Directing more development towards the east and the more deprived areas of Tendring to help stimulate their regeneration.
- Considering large urban extensions where they can deliver rapid transit services to existing jobs, shops, services and facilities.
- Making sure the cumulative impacts of the development are taken into account.
- Assessing the West of Braintree Garden Community in combination with proposals for growth in Uttlesford.

These ideas have all been taken into account along with the Local Plan Inspector's specific comments both by LUC in developing the methodology for the additional Sustainability work and by the NEAs in developing an overarching set of principles to guide the planning judgement that has been applied in the selection of a reasonable set of spatial strategy alternatives for assessing. These seven principles are set out below.

#### **Principle 1: Meet the residual housing need within the plan period**

As a basic principle, any spatial strategy alternative should, as a minimum, meet the objectively assessed housing need for housing in North Essex for the remainder of the plan period to 2033 plus a reasonable level of flexibility (as is currently the case) to guard against the prospect of certain sites not coming forward for development when expected – whether that is through a strategy that identifies sites for the plan period only, or a strategy that identifies larger strategic sites that will deliver homes both within the plan period and beyond.

As set out in Policy SP3 in the Section 1 plan, the total minimum housing requirement for the period 2013 to 2033 is 43,720 – a figure that has already been found to be based on sound evidence by the Local Plan Inspector and of which approximately 11,000 have already been built in the period 2013-2019. Between 2019 and 2033, approximately 31,000 homes are expected to be delivered across North Essex on existing sites with planning permission and on sites allocated in Section 2 Local Plans. For the purposes of the further Sustainability Appraisal Work, it is assumed that the Section 2 allocations will be found to be sound through the examination process; and that together with existing planning permissions, they will deliver the above-mentioned 31,000 homes within the plan period and there is no intention to deallocate any of these sites. Site allocations in the three Section 2 Local Plans have been the subject of separate Sustainability Appraisals which will be examined, in due course, through the future Section 2 examinations.

Taking into account the above planning permissions and Section 2 allocations, the residual requirement for housing in the plan period to 2033 (for which additional sites are required) currently sits at around 2,000 homes. Whilst, in the context of the overall housing need this is relatively modest requirement, it is common planning practice to ‘over-allocate’ land for development to keep to a minimum the risk of the housing need not being met within the plan period because of certain sites failing to come forward for development when expected - for a range of unpredictable reasons. In the current Section 1 Local Plan, the strategy includes proposals for three Garden Communities that, together, are expected to deliver 7,500 in the period to 2033 – meeting and residual requirement for the plan period and incorporating a healthy level of over-allocation whilst also providing locations for longer-term growth beyond the plan period and into subsequent plan periods.

Therefore in testing alternative options to the current strategy, those alternatives must also aim to deliver an equivalent 7,500 homes (approximately) up to 2033 for them to be comparable.

### **Principle 2: Test the alternatives suggested by the Local Plan Inspector**

In his letter of 8<sup>th</sup> June 2018, the Local Plan Inspector Mr. Clews provided some clear advice as to the alternative options that should be tested through the Sustainability Appraisal. In paragraph 125 of his letter, the Inspector suggested that the alternatives should include, as a minimum:

- Proportionate growth at and around existing settlements
- CAUSE’s Metro Town proposal
- One, two or more GCs (depending on the outcomes of the first-stage assessment)

It is therefore important that these alternatives form part of the assessment.

Proportionate growth at and around existing settlements has been tested as part of the further Sustainability Appraisal work in two forms: a) a ‘percentage-based’ distribution of growth that sees each defined settlement (irrespective of their position in the settlement hierarchy) accommodating the same

percentage increase in new housing relative to their existing size and dwelling stock; and b) and ‘hierarchy-based’ distribution which actively prioritises growth around the larger settlements further up the settlement hierarchy which are generally best served by shops, jobs, services and facilities. These proportionate growth options seek only to deliver housing required to the end of the plan period to 2033 and can incorporate development sites of any scale necessary to meet that requirement. The purpose of testing proportionate growth scenarios is to determine whether or not there is any need for the North Essex Authorities to bring forward proposals for stand-alone settlements, Garden Communities or any other more strategic development proposals within this plan period.

CAUSE’s Metro Town (now ‘Metro Plan’) concept is also part of the further Sustainability Appraisal work and, as a strategy, aims to focus growth on land around existing railway stations on the Colchester to Clacton branch line, namely at the villages of Alresford, Great Bentley, Weeley and Thorpe le Soken – all within the Tendring District. It is important that this concept is tested in combination with other options.

Different numbers and combinations of Garden Communities are also now tested in the further Sustainability Appraisal work including, notably, the Monks Wood proposal by Lightwood Strategic at a scale of development which reflects the site promoter’s aspirations.

### **Principle 3: Reflect relative housing need and commuting patterns in any alternative strategy**

The North Essex area contains three local authorities for which housing need has been assessed as part of the Objectively Assessed Housing Needs Study. Through the current proposals in both the Section 1 and Section 2 Local Plans, the distribution of housing growth reflects, broadly, the relative housing needs of the three authorities i.e. that housing need is greater towards the west. These relative housing needs in turn also reflect commuting patterns and how they vary across the North Essex – for example a strong relationship of commuting from Tendring to Colchester for work and, to the west, the relationships between Braintree and Colchester with one-another and more widely with Chelmsford, London and Stansted.

Any alternative spatial strategy should also take the relative housing need and commuting patterns into account for them to be based upon reasonable evidence and logic. For example, there would be little sense in pursuing a spatial option that places all of the 7,500 homes currently proposed through Garden Communities in just one of the three districts because it would ignore the respective housing needs and the commuting patterns of the other two. There would also little sense in promoting a strategy that does not acknowledge or reflect important transport corridors in North Essex such as the A12, the A120 and/or rail connections.

To ensure all alternatives respect relative housing needs and commuting patterns, and to help distil the options down to a manageable number for testing, it is proposed that the North Essex area be divided into two notional sub-areas – namely 1) the area west of Colchester including Braintree and the western part of

Colchester borough and urban area; and 2) the area east of Colchester including Tendring district and the eastern part of Colchester borough and urban area. In accordance with the housing need and commuting patterns it would be reasonable to discount concentrating development at one end of the North Essex area and to expect any spatial strategies to broadly deliver around 5,000 dwellings west of Colchester and 2,500 east of Colchester.

Looking more closely at the residual housing requirements of the three individual authorities, Braintree, Colchester and Tendring are required to deliver an objectively assessed need derived requirement of 14,320, 18,400 and 11,000 homes between 2013 and 2033 respectively – a rough percentage split of 33%, 42% and 25%.

Between 2013 and 2019, actual dwelling completions in each authority were approximately 2,500, 5,500 and 3,000 respectively (11,000 in total) and the amount of development already expected to be delivered within the remainder of the plan period to 2033 through existing planning permissions, Section 2 Allocations and windfall sites in each authority amounts to approximately 11,000 12,000 and 8,000 respectively (31,000 in total). That leaves a ‘residual’ or remaining housing need within each authority (for which additional site allocations would be required) of approximately 2,000 i.e. 1,000 in Braintree (14,320 – 2,500 – 11,000); 1,000 in Colchester (18,400 - 5,500 – 12,000); and 0 in Tendring (11,000 – 3,000 – 8,000). In percentage terms, the split of this residual requirement is approximately: 50% Braintree, 50% Colchester and 0% Tendring as summarised, in very broad terms, in the table below.

Table 1

District	Objectively assessed housing requirement 2013-2033	Actual dwelling stock increase 2013-2018	Dwellings expected 2018-2033 from existing planning permissions, Section 2 allocations and windfall sites	Residual requirement 2013-2018 for which additional allocations are required	% split of the residual requirement by district
Braintree	14,320	2,500	11,000	1,000	50%
Colchester	18,400	5,500	12,000	1,000	50%
Tendring	11,000	3,000	8,000	0	0%

However, the current allocation in the Local Plan across the three authorities incorporates a healthy level of flexibility to provide a buffer for under delivery and to guard against the possibility that, for one reason or another, certain sites might not deliver as planned. This flexibility amounts to some 5,500 homes on top of the residual need of 2,000 which accounts for the 7,500 currently planned for through the three Garden Communities). If that 5,500 homes is allocated to the three authorities in proportion to their overall housing need (i.e. applying the 33:42:25 split), it would give 1,800 extra to Braintree, 2,300 to Colchester and 1,400 to Tendring (roughly 13% flexibility for each district over and above their respective OAN requirements).

For the Section 1 allocation of 7,500 homes to genuinely reflect the objectively assessed housing needs of each of the three authorities, it would need to be distributed as follows:

- Braintree: 2,800 ( $1,000 + 1,800$ )
- Colchester: 3,300 ( $1,000 + 2,300$ )
- Tendring: 1,400 ( $0 + 1,400$ )

If these figures are applied to the notional division of North Essex in west of Colchester and east of Colchester by simply dividing the Colchester figure in half, it would allocate the housing as follows:

- West of Colchester: 4,450 (made up of 2,800 at Braintree and 1,650 derived from half of Colchester's number)
- East of Colchester 3,050 (made up of 1,400 for Tendring and 1,650 derived from the other half of Colchester's number).

This would suggest that the current allocation of 5,000 homes to the two Garden Communities west of Colchester and 2,500 homes to the single Garden Community east of Colchester is broadly reflective of objectively assessed housing needs and it would therefore follow that any strategy that deviates significantly from this 2:1 ratio does not reflect the evidence of housing need. This general principle of testing options that reflect relative levels of need is also reflected, indirectly, in the Inspector's comments within paragraph 114 of his 8<sup>th</sup> June 2018 letter where he says "*it is difficult to see the logic of assessing Monks Wood as an alternative to [the Colchester/Braintree Borders Garden Community] CBBGC and to [the Tendring/Colchester Borders Garden Community] TCBGC, but not to [West of Braintree Garden Community] WoBGC, when appraising combinations of three GCs.*" The logic behind assessing comparable options to the west of Colchester separately from comparable options to the east therefore appears to be in line with the Inspector's thinking.

#### **Principle 4: Ensure alternative strategies are coherent and logical**

For a strategy to be genuinely strategic, it should follow a coherent logic rather than being cobbled together from a 'mix and match' of different concepts and approaches. For example, a strategy for North Essex that incorporated entirely different approaches to growth in each of the three constituent authorities would not reasonably constitute a coherent strategy and would bring into question the benefit of having a joint strategic plan for North Essex. Neither would it be logical to have a strategy that, on the whole, follows the A120 corridor or other key transport corridors but in one location takes an entirely different path that does not reflect such corridors. As a general principle therefore, there ought to be some sensible logic behind any alternative strategy put forward for testing through the Sustainability Appraisal rather than an unnecessary assessment of every conceivable permutation of sites.

## **Principle 5: Ensure alternative strategies are reasonable**

If there is limited evidence to suggest that an option is likely to be delivered, it begs the question whether that option is reasonable. For example, if a site or sites have been put forward as an alternative concept but there is no evidence of any developer or land-promoter involvement or there are significant unresolved questions about the form of development, its infrastructure requirements or the willingness of landowners to bring a scheme forward, there is little sense in treating it as a reasonable alternative to what is currently proposed in the Local Plan. If an assumingly unreasonable site option had emerged from the Stage 1 assessment as performing notably stronger against the sustainability criteria than other alternatives, there may have been a case for investing more time and effort into working with the promoters to work the proposal up into a feasible scheme – however, the conclusion of the Stage 1 assessment has shown that this is not the case and that no one option performs significantly better or significantly worse than another. On this basis, it would not be unreasonable to discount options from the next stage of the process on the basis that the current evidence shows them to be unreasonable. The responses (or lack of response) from site promoters to the method scoping statement consultation, check and challenge workshop and deliverability and viability consultation has helped inform any decisions as to whether certain options are reasonable.

## **Principle 6: Strategic sites will deliver a minimum of 2,000 homes within the plan period to 2033**

With the exception of the proportionate growth scenarios where sites of any size could be combined in order to deliver the residual housing requirement, all the strategy options involving specific strategic sites assume that those sites will deliver a minimum of 2,000 homes within the remainder of the plan period up to 2033.

## **Principle 7: All strategy options will deliver social infrastructure**

All spatial strategy options will deliver the following infrastructure: early years, primary & secondary schools, youth centre provision, open space, bus services, local centre facilities, healthcare facilities and community meeting spaces.

## **Sites to be discounted from the Stage 2 Assessment**

The following list of sites tested as part of the Stage 1 assessment are proposed not to be carried forward into the Stage 2 assessment where different combinations of sites are tested as alternative spatial strategies . The main reasons for sites being discounted at this stage relate to either a lack of evidence to suggest there are reasonably deliverable proposals being advanced through the plan-making process at this time, or a lack of evidence to demonstrate that

they are reasonable options in practical planning terms. Some sites have been discounted because they overlap or form part of a larger site that is being carried forward into Stage 2 or, following responses to the engagement with site promoters, it has been decided to merge certain sites together.

**Table 2**

<b>Site</b>	<b>Reason for discounting</b>
ALTGC1 Land West of Braintree	This is a smaller part of the West of Braintree Garden Community but is not being actively promoted by any landowners or developers at the size of 2,000 dwellings. This option was therefore merged with NEAGC1.
ALTGC2 Land east of Silver End	This site is an eastern extension to Silver End village which is a larger village with a selection of civic and retail services, as such it is not expected that the proposal would be stand-alone. The site is promoted for 1,800 dwellings but large enough to be able to accommodate 2,500 dwellings, these proposals incorporated the route of the A120 (options 4/5 along) with a grade-separated junction as the primary access and it is not likely that existing junctions on the A12 and A120 could accommodate anticipated traffic growth without severe highway impact. Due to the proposal's limited scale, interdependence on Silver End, reliance on the delivery of the new A120 route and lack of clarity on new junctions, this site has been discounted.
ALTGC5 Land at Marks Tey Option Two	This site refers to land west of Marks Tey and is a subsection of the alternative Garden Community being independently promoted by L&Q, Cirrus Land and Gateway 120. The landowner has no desire to subdivide their scheme therefore this site was combined with ALTGC4 to form the full alternative Garden Community proposal. This was assessed through stage 1 as ALTCG4 thus ALTGC5 does no need to be carried forward to the Stage 2 assessment in its own right.
ALTGC8 Land at East of Colchester Option Two	Site not being actively promoted by any landowning party unlike the adjoining ALTGC7 which is being promoted by Gatesby Estates and is more likely to be a deliverable option. There are also concerns about achieving suitable road access and achieving a development of significant dwelling capacity that is also sensitive to the undulating landscape around the valley of Salary Brook.
ALTGC9 Land at East of Colchester Option Three	Forms the northern part of the current Garden Community proposal at NEAGC3 but is unlikely to be a desirable development on its own as it would fail to achieve desired links to the University of Essex and would not facilitate or incorporate the full A133/A120 link road which is a key component of the Garden Community scheme. The AECOM Report on Infrastructure, Planning, Phasing and Delivery suggests that the northern part of the Garden Community would most likely be developed in later phases most likely beyond the current plan period.
ALTGC10 Land at East of Colchester Option Four	Forms the southern part of the current Garden Community proposal but is unlikely to be a desirable development on its own as it would not facilitate or incorporate the full A133/A120 link road thereby lacking direct access to the strategic road network. It is likely that development would cause severe traffic problems for areas East of Colchester Town Centre which already operate at capacity. This option has been discounted in favour of the full development proposed

<b>Site</b>	<b>Reason for discounting</b>
	on the scale of NEAGC3 which would deliver the full link road.
ALTGC11 Langham Garden Village	Site no longer being actively promoted by its original proponent and considered to be an illogical northward extension to Colchester that breaches the strong defensible boundary formed by the A12 Colchester Bypass and threatens the sensitive landscape of the Dedham Vale Area of Outstanding Natural Beauty crossing the Essex/Suffolk border.
SUE4 Land south of Haverhill	Haverhill located outside of the Braintree district and the land in question at extreme north west corner of the Braintree thus there is poor compliance with the principle of developing along the A120 growth corridor. Any strategic development would have to take place in co-operation with West Suffolk Council. However West Suffolk Council is only just embarking on the preparation of a new Local Plan and is exploring issues and options – so plan making timetables for the two authorities are not currently aligned.
VE2 Land at Coggeshall	Envisioned by the LPA as a group of village extensions capable of achieving 2,000 dwellings in total. One of the larger sites (Cogg182) was granted outline permission in 2018 meaning that there is no longer capacity for a strategic scale development at this location.
VE4 Weeley Garden Village	Multiple ownership, no interest from landowners to work together to deliver a comprehensive scheme. Major development at Weeley considered as an option by Tendring District Council as part of its Section 2 Local Plan. Strategic growth at Weeley best tested as part of the CAUSE Metro Plan concept which involves different landowners and forms part of a more cohesive strategy involving other villages along the Colchester to Clacton branch line.

### **Sites to be included in Stage 2 Assessment**

The following list of sites tested as part of the Stage 1 assessment are proposed to be carried forward into Stage 2 where they will be assessed in different combinations, with explanations given.

Table 3

<b>Site</b>	<b>Explanation</b>
NEAGC1 West of Braintree	This is one of the three current Garden Community proposals in the submitted Section 1 Local Plan – against which alternative proposals are to be tested.
NEAGC2 Colchester Braintree Borders Garden Community (Marks Tey)	This is one of the three current Garden Community proposals in the submitted Section 1 Local Plan – against which alternative proposals are to be tested.
NEAGC3 Tendring Colchester Borders Garden Community	This is one of the three current Garden Community proposals in the submitted Section 1 Local Plan – against which alternative proposals are to be tested.

Site	Explanation
ALTGC3 North West Coggeshall (Monks Wood)	scheme be tested at an alternative at 5,000 and 7,000 homes (IED011, para123), Lightwood have confirmed through consultation responses that their evolved scheme stands at 5,500 dwellings.
ALTGC4 Land at Marks Tey Option One	Forms part of the Colchester Braintree Borders Garden Community and also independently promoted by L&Q, Cirrus Land and Gateway 120. AECOM Report on Infrastructure, Planning, Phasing and Delivery suggests that the land around ALTGC 4 and ALTGC 6 could form part of the earlier phases of development and could therefore be the areas of land likely to be preferred if a ‘smaller’ version Marks Tey development was to progress. Proposed that ALTGC 4 and ALTGC 6 be tested as part of an option that includes a greater number of ‘smaller Garden Communities’ (alongside Monks Wood and West of Braintree – see ‘West 4’ below).
ALTGC6 Land at Marks Tey Option Three	Forms part of the Colchester Braintree Borders Garden Community and also independently promoted by L&Q, Cirrus Land and Gateway 120. AECOM Report on Infrastructure, Planning, Phasing and Delivery suggests that the land around ALTGC 4 and ALTGC 6 could form part of the earlier phases of development and could therefore be the areas of land likely to be preferred if a ‘smaller’ version Marks Tey development was to progress. Proposed that ALTGC 4 and ALTGC 6 be tested as part of an option that includes a greater number of ‘smaller Garden Communities’ (alongside Monks Wood and West of Braintree – see ‘West 4’ below).
ALTGC7 Land at East of Colchester Option One	Site being actively promoted by Gatesby Estates and is effectively an urban extension to north east Colchester. Should be tested as a reasonable alternative to the Tendring Colchester Borders Garden Community and other alternatives proposed for the area east of Colchester.
SUE 1 Land at Halstead	Some of this land could form part of an urban extension to Halstead under a proportionate (hierarchy-based) growth option despite poor compliance with the principle of developing along the A120 growth corridor. The site would be capable of delivering dwellings beyond the plan period in reasonable proximity to the Tier 2 settlement of Halstead.
SUE2 Land East of Braintree (including Temple Border)	Could be considered both under a proportionate (hierarchy-based) growth option (with SUE 3) or as a strategic urban extension option in its own right given its proximity to the Tier 1 settlement of Braintree.
SUE3 Land south east of Braintree	Could be considered both under a proportionate (hierarchy-based) growth option (with SUE 3) or as a strategic urban extension option in its own right given its proximity to the Tier 1 settlement of Braintree.
VE1 Land at Kelvedon	Some of this land could form part of an urban extension to Kelvedon to be tested alongside urban extensions to Braintree as a ‘strategic urban extension’ option, particularly as it aligns well with the A120 and A12 growth corridor.
C1, C2, C3, C4 CAUSE Metro Plan	Local Plan Inspector specifically requires the Metro Plan concept to be tested as a spatial strategy alternative. It is a logical concept which aims to focus growth on land around existing railway stations on the Colchester to Clacton branch line, namely at the villages of Alresford, Great Bentley, Weeley and Thorpe le Soken – all within the Tendring District. In taking housing need and commuting patterns into account, the option would be tested as an alternative to the

<b>Site</b>	<b>Explanation</b>
	Tendring Colchester Borders Garden Community and other alternatives proposed for the area east of Colchester.
VE5 Tendring Central	Scheme being actively promoted by Edward Gittins. Development in this location has been considered by Tendring District Council and discounted in the past, but the latest version is a larger development which does relate well to the A120 growth corridor and should be tested as a reasonable alternative to the Tendring Colchester Borders Garden Community and other alternatives proposed for the area east of Colchester (such as Metro Plan).

Proposed Spatial Strategy Options (Table 4)

<b>WEST OF COLCHESTER</b> <b>(Whole of Braintree and most of Colchester)</b> Target of approximately 5,000 additional homes up to 2033	<b>EAST OF COLCHESTER</b> <b>(Tendring and eastern part of Colchester)</b> Target to deliver approximately 2,500 additional homes up to 2033
<p><b>1. Proportionate (percentage-based) growth</b>  <i>[Resulting in a thin distribution of growth across both urban and rural settlements]</i></p> <p><b>2. Proportionate (hierarchy-based) growth</b>  <i>[Resulting a strong focus for growth on Braintree, Halstead and Hatfield Peverel]</i></p> <p><b>3. West of Braintree GC [NEAGC1] + Colchester/Braintree GC [NEAGC2]</b>  <i>[As currently proposed in the submitted Section 1 Local Plan]</i></p> <p><b>4. West of Braintree GC [NEAGC1] + Monks Wood GC [ALTGC3] + Colchester/Braintree GC [NEAGC2] and</b>  <b>West 4a: smaller scale of West of Braintree [NEAGC1] + Monks Wood GC [ALTGC3] + smaller scale of Colchester/Braintree GC [NEAGC2]</b>  <i>[Options involving three Garden Communities including Monks Wood]</i></p> <p><b>5. Monks Wood GC [ALTGC3] + Colchester/Braintree Borders GC [NEAGC2]</b>  <i>[An alternative combination of two Garden Communities]</i></p> <p><b>6. West of Braintree GC [NEAGC1] + Monks Wood GC [ALTGC3]</b>  <i>[Another alternative combination of two Garden Communities]</i></p> <p><b>7. East of Braintree [SUE2] + Kelvedon [VE1]</b>  <i>[A non-Garden Community option proposing focussed growth at Braintree and Kelvedon]</i></p> <p><b>8. Land at Halstead [SUE1] + proportionate growth.</b>  <i>[One alternative Garden Community alongside proportionate growth at existing settlements]</i></p>	<p><b>1. Proportionate (percentage-based) growth</b>  <i>[Resulting in large increases in development at coastal towns]</i></p> <p><b>2. Proportionate (hierarchy-based) growth</b>  <i>[Resulting in major development around Brightlingsea]</i></p> <p><b>3. Tendring Colchester Borders GC [NEAGC3]</b>  <i>[As currently proposed in the submitted Section 1 Local Plan]</i></p> <p><b>4. Colchester North-East Urban Extension [ALTGC7]</b>  <i>[Strategic urban extension across the Colchester/Tendring border]</i></p> <p><b>5. Tendring Central Garden Village [VE5]</b>  <i>[New settlement at Frating at the A133/A120 interchange]</i></p> <p><b>6. CAUSE Metro Plan [C1, C2, C3 &amp; C4]</b>  <i>[Development focussed on railway stations along the Colchester to Clacton branch line at Alresford, Great Bentley, Weeley and Thorpe le Soken]</i></p>

<b>WEST OF COLCHESTER</b> <b>(Whole of Braintree and most of Colchester)</b> Target of approximately 5,000 additional homes up to 2033	<b>EAST OF COLCHESTER</b> <b>(Tendring and eastern part of Colchester)</b> Target to deliver approximately 2,500 additional homes up to 2033
<p><b>9. West of Braintree GC [NEAGC1] + proportionate growth</b> [One alternative Garden Community alongside proportionate growth at existing settlements]</p> <p><b>10. Colchester/Braintree GC [NEAGC2] + proportionate growth</b> [One alternative Garden Community alongside proportionate growth at existing settlements]</p> <p><b>11. Monks Wood GC [ALTGC3] + proportionate growth</b> [One alternative Garden Community alongside proportionate growth at existing settlements]</p>	

## Descriptions of the Options

### West 1: Proportionate (percentage-based) growth

The rationale behind each of the proportionate growth scenarios (West 1 & 2 and East 1 & 2) is to test the potential for accommodating the development currently expected to be delivered through Garden Communities within the current plan period on land in and around existing settlements – thus avoiding the need to establish any new ‘stand-alone’ settlements or other strategic-scale developments, at least until 2033. The Inspector has specifically requested that this option is assessed as part of the further SA work to help demonstrate whether or not a strategy involving the creation of new settlements is justified in the current plan period.

Under this particular option, it is envisaged that all defined settlements in North Essex across all three authorities, regardless of their position within the Local Plan settlement hierarchies would accommodate a pro-rata share of the remainder of the North Essex housing requirement for the period 2019 to 2033 including an element of flexibility – a level of approximately 40,000 homes. This represents an approximate 18% increase in dwelling stock above 2019 levels and under this percentage-based approach, each defined settlement would accommodate an 18% increase in housing over 14 years (2019-2033).

Taking into account homes already expected on sites with planning permission or otherwise allocated in Section 2 plans, many of the existing settlements would not need to accommodate any additional housing as they are already expected to achieve or exceed their 18% dwelling stock quota through existing proposals. There are however some settlements that would be expected to accommodate additional housing allocations under this percentage-based proportionate approach to achieve the remainder of the requirement. For the settlements in the area west of Colchester, these are summarised, in broad terms, in the table below.

Table 5.1

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Halstead	200-300	N/a		
Colchester				
Coggeshall				
Black Notley				
Rayne				
Sible Hedingham				

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Earls Colne	50-99 (each)	N/a		Section 2 Local Plans to be retained and, where necessary, expanded.
Finchingfield				
Castle Hedingham				
Gosfield				
Panfield				
Wethersfield				
Aldham	1-49 (each)	N/a		The very thin spread of additional growth, particularly across smaller villages, would result in numerous developments of insufficient scale to accommodate new facilities such as schools or health centres. Such infrastructure might need to be delivered through pooled financial contributions towards expanding existing facilities or delivering new shared facilities for which land would need to be identified and acquired.
Birch				
Easthorpe				
Great Wigborough				
Layer Breton				
Little Horkestey				
Messing-Cum-Inworth				
Mount Bures				
Peldon				
Salcott				
Wormingford				
Bures Hamlet				
Great Bardfield				
Great Yeldham				
Steeple Bumpstead				
Ashden				
Audley End				
Belchamp Otten				
Belchamp St Paul				
Belchamp Walter				
Blackmore End				
Bradwell				

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Bulmer				
Bulmer Tey				
Colne Engaine				
Cornish Hall End				
Cressing				
Foxearth				
Gestingthorpe				
Great Maplestead				
Great Sailing				
Greenstead Green				
High Garret				
Helions				
Bumpstead				
Lamarsch				
Little Maplestead				
Little Yeldham				
Nounsley				
Pebmarsh				
Ridgewell				
Rivenhall				
Rivenhall End				
Shalford				
Shalford Church End				
Stambourne				
Chapelend Way				
Stambourne Dyers End				
Stinstead				
Sturmer				
Surrex				

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
(Coggeshall)				
Terling				
Tilbury Juxta Clare				
Topplesfield				
White Colne				
White Notley				
Wickham St. Paul				

For the area west of Colchester, a percentage based growth strategy would result in a very thin spread of development through the various settlements with only Halstead having to accommodate additional allocations of 200+ dwellings and six other settlements accommodating 100+. The total amount of development generated through this percentage-based approach would deliver approximately 3,000 homes which is around 2,000 short of what might be expected from the area west of Colchester when applying principle 3 above. This indicates that the proportionate percentage-based approach would shift the majority of the additional development to Tendring and East Colchester, as can be seen under the East 1 option, albeit not to the extent by which such a strategy might be seen as altogether unreasonable.

## West 2: Proportionate (hierarchy-based) growth

Under this option, it is envisaged that development would be allocated to settlements in North Essex across all three authorities according to their position within the settlement hierarchy with the aim of directing growth towards the most sustainable locations.

Policy SP2 in the Section 1 Local, which sets out the spatial strategy for North Essex, states that existing settlements will be the principal focus for additional growth across North Essex within the Local Plan period with development being accommodated within or adjoining settlements according to their scale, sustainability and existing role both within each individual district and, where relevant, across the wider strategic area. Under this hierarchy-based growth strategy, this principle is extended to deliver the full housing requirement for North Essex instead of part of the proposed growth being delivered through Garden Communities.

The hierarchy-based strategy involves 50% of the 40,000 homes between 2019 and 2033 going to the larger 'Tier 1' settlements of Colchester and Braintree; 20% to 'Tier 2' settlements such as Clacton, Harwich, Witham and Halstead; and 10% to 'Tier 3' settlements such as Frinton, Walton & Kirby Cross; Manningtree, Lawford & Mistley, Brightlingsea, Kelvedon and Hatfield Peverel. The remaining 15% would be delivered around smaller 'Tier 4' and 'Tier 5' settlements but with growth already accounted for through existing planning permissions and Section 2 housing allocations.

The Inspector has specifically requested that proportionate growth is assessed as part of the further SA work to help demonstrate whether or not a strategy involving the creation of new settlements is justified in the current plan period. Hierarchy based proportionate growth is a different interpretation to the proportionate growth option outlined under West 1. Appraising two different approaches ensures that proportionate growth has been properly and fully explored. For the settlements in the area west of Colchester, the hierarchy-based distribution of growth is summarised, in broad terms, in the table below.

Table 5.2

Proposal/site	Dwellings to 2033	Total dwellings	Employment Assumptions	Strategy-specific infrastructure assumptions
Land east of Braintree [SUE2]	4,500-5,000	N/a	The proposals for the Braintree site includes the provision of a range of leisure, employment and retail uses to complement the relocation of Braintree Football Club to the site. Approximately 10 hectares of B-use employment land in total is suggested as	<ul style="list-style-type: none"> <li>• RTS links to Braintree Town, Braintree Freeport, and Colchester</li> <li>• Millennium slipways at Galleys Corner Roundabout are required to provide additional capacity for initial phases (funded and expected to be constructed June</li> </ul>
Hatfield Peverel	800 (each)	N/a		

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment Assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Halstead			<p>being deliverable as part of the Braintree scheme alongside 5,000 dwellings.</p> <p>Smaller employment sites of around 2ha could be delivered alongside each of the developments at Hatfield Peverel and Halstead.</p>	<p>2020).</p> <ul style="list-style-type: none"> <li>• New route of A120 to provide a free-flow link in place of the Galley's Corner roundabout.</li> <li>• RIS funded A12 upgrading 2022 to 2025</li> <li>• Bypass for Halstead</li> </ul>

Like the percentage-based proportionate growth scenario, the hierarchy-based model results in many of the existing settlements not needing to accommodate any additional housing as they are already expected to achieve their share of the new homes increase through existing proposals. Unlike the percentage-based approach, however, the settlements that would be expected to accommodate additional housing allocations are fewer in number – meaning less of a ‘thin spread’ of development, but the scale of required growth in the affected settlements much greater, particularly for Braintree and, to a lesser extent, Hatfield Peverel and Halstead.

This approach would deliver around 6,000-6,500 additional homes in the area the west of Colchester which is substantially greater than the 5,000 that would be expected under a strict application of Principle 3 above. This demonstrates that a hierarchy-based approach shifts the focus of development to the west – mainly because Braintree is categorised as a Tier 1 settlement even though its existing dwelling stock and current proposals for development are significantly smaller than that of Colchester.

### West 3: West of Braintree GC [NEAGC1] + Colchester/Braintree GC [NEAGC2]

This option reflects what is already included in the submitted Section 1 Local Plan with development at two new Garden Communities, one west of Braintree and one on the Colchester/Braintree border around Marks Tey. In the submitted plan, each of these Garden Communities is expected to deliver 2,500 new homes within the remainder of the plan period to 2033. In terms of their long-term dwelling capacity, the Colchester Braintree borders proposal will potentially be more than double the size of that west of Braintree.

Under this option, the two garden communities are of a sufficient mass and distance from each other, and other town centres, to be capable of developing as standalone communities. The connection of the proposed garden communities, along the A120 corridor, means that RTS is an option. The Concept Feasibility Study (EB/008) provides evidence that 2,500 dwellings can be delivered in each garden community within the plan period. The two garden communities proposed will deliver a total of 5,000 dwellings to the west of Colchester within the plan period, as justified under principles 1 and 3. The total dwellings figure, which is within the range in the Submission Local Plan, is taken from evidence in the North Essex Local Plan (Strategic) Section 1 Viability Assessment Update report by Hyas Associates and thus reflects the most up to date position in respect of viability assumptions.

Table 5.3

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
West of Braintree GC NEAGC1	2,500	10,000	Evidence base document entitled 'Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For West of Braintree, it suggests approximately 9ha by 2033, 26ha by 2050 and 43ha by 2071. For the Colchester/Braintree Borders, it suggests 4ha by 2033, 19ha by 2050 and 37ha by 2071. Totally built out, it is suggested that West of Braintree will likely deliver 43ha of employment land and Colchester/Braintree borders 37ha.	<ul style="list-style-type: none"><li>• RTS links to Braintree Town, Braintree Freeport and Stansted</li><li>• RTS links to Colchester and Braintree, with potential to link to London Stansted Airport.</li><li>• Strategic improvements to Marks Tey Railway Station.</li><li>• New junctions. Widening, and rerouting of A12.</li><li>• Bypass for A120.</li></ul>
Colchester/Braintree GC NEAGC2	2,500	21,000		

West 4: West of Braintree [NEAGC1] + Monks Wood GC [ALTGC3] + Colchester/Braintree GC [NEAGC2] and West 4a: smaller scale of West of Braintree [NEAGC1] + Monks Wood GC [ALTGC 3] + smaller scale of Colchester/Braintree GC [NEAGC2]

Under these options, there would be three new garden communities to the west of Colchester each of a smaller size overall than those proposed in the Section 1 Local Plan, but each expected to deliver around 2,000 homes in the remainder of the plan period to 2033. The three smaller garden communities would be west of Braintree, the Monks Wood site being promoted by Lightwood Strategic and at Marks Tey. The Inspector specifically requested that a range of options including more or fewer garden communities, including the Monks Wood proposal, are tested as he felt that these would be reasonable scenarios that the previous SA had failed to cover.

Under these scenarios, it is anticipated that each of the three locations – all well related to the existing A120, could reasonably deliver 2,000 dwellings (in line with Principal 6 explained above) i.e. around 6,000 in total for the area west of Colchester – slightly higher than the 5,000 expected from the two Garden Communities currently proposed in the Section 1 Local Plan. This reflects the likely delivery within the plan period of 2,500 dwellings for each site as evidenced in the Concept Feasibility Study for West of Braintree and Braintree Colchester boarders GCs and the viability and deliverability site information form for Monks Wood, but adding in an element of flexibility as three garden communities are proposed.

The size of each proposed garden community under this option is less than options involving 1 or 2 garden communities because, whilst planning for longer term development through the delivery of garden communities this option, if taken forward, will be combined with development to the east of Colchester. An option involving a lower scale of development enables the SA to draw out the different effects, both positive and negative, from smaller and larger garden communities.

The total dwellings figures for West 4 for West of Braintree is within the range in the Submission Local Plan and is taken from evidence in the North Essex Local Plan (Strategic) Section 1 Viability Assessment Update report by Hyas Associates Ltd. The total dwellings figure for Marks Tey is within the range in the Submission Local Plan and includes land that is being independently promoted by L&Q, Cirrus Land and Gateway 120. The AECOM Report on Infrastructure, Planning, Phasing and Delivery suggests that this land could form part of the earlier phases of development and could therefore be the areas of land likely to be preferred if a smaller version Marks Tey development was to progress. The total dwellings figure for Monks Wood reflects the scale of development being promoted as set out in the viability and deliverability site information form.

The total dwelling figures for West 4a for each of the three sites is 5,500. This allows the NEAs to consider the likely sustainability effects of smaller scale development and facilitates a direct comparison of these three sites.

Table 5.4

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
West of Braintree GC NEAGC1	2,000	10,000	Evidence base document entitled 'Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For West of Braintree, it suggests approximately 9ha by 2033, 26ha by 2050 and 43ha by 2071. For the Colchester/Braintree Borders, it suggests 4ha by 2033, 19ha by 2050 and 37ha by 2071. Totally built out, it is suggested that West of Braintree will likely deliver 43ha of employment land and Colchester/Braintree borders 37ha.	<ul style="list-style-type: none"> <li>RTS links to Braintree Town, Braintree Freeport and Stansted</li> <li>RTS links to Colchester and Braintree, with potential to link to London Stansted Airport.</li> <li>Strategic improvements to Marks Tey Railway Station.</li> <li>New junctions. Widening, and rerouting of A12.</li> <li>Bypass for A120.</li> <li>Sustainable transport link to Kelvedon Station</li> <li>District centres</li> </ul>
Monks Wood ALTGC3	2,000	5,500	25h.2a for B 'uses' has been identified in the master plan /land use budget plan that underpins the Alder King Viability Report for Monks Wood (March 2019) at 5,500 homes. Estimated that 11ha would be delivered in the plan period up to 2033.  16.2ha has been identified for Retail /District/Local Centre 'A' uses. Upper floors can provide alternative or additional B1 space to that within the 25.2ha referred to above	

Table 5.4a

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
West of Braintree GC NEAGC1	2,000	5,500	Evidence base document entitled 'Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For West of Braintree, it suggests approximately 9ha by 2033. For the Colchester/Braintree Borders, it suggests 4ha by 2033. It is suggested that these figures are doubled to 18 and 8ha respectively to correspond with the fully built out scenario of 5,500 homes at each development.	<ul style="list-style-type: none"> <li>• RTS links to Braintree Town, Braintree Freeport and Stansted</li> <li>• RTS links to Colchester and Braintree, with potential to link to London Stansted Airport.</li> <li>• Strategic improvements to Marks Tey Railway Station.</li> <li>• New junctions. Widening, and rerouting of A12.</li> <li>• Bypass for A120.</li> <li>• Sustainable transport link to Kelvedon Station</li> <li>• District centres</li> </ul>
Colchester/Braintree GC NEAGC2	2,000	5,500	25h.2a for B 'uses' has been identified in the master plan /land use budget plan that underpins the Alder King Viability Report for Monks Wood (March 2019) at 5,500 homes.  16.2ha has been identified for Retail /District/Local Centre 'A' uses. Upper floors can provide alternative or additional B1 space to that within the 25.2ha referred to above	
Monks Wood ALTGC3	2,000	5,500		

### West 5: Monks Wood GC [ALTGC3] + Colchester/Braintree Borders GC [NEAGC2]

Under this option, there would be two Garden Communities to the west of Colchester but the Garden Community West of Braintree would be substituted with the Monks Wood proposal from Lightwood Strategic so the strategy would include Monks Wood and the Colchester/Braintree Borders Garden Community at Marks Tey. The focus of growth would therefore shift eastwards along the A120 corridor towards Colchester but further away from Braintree and Stansted.

This option would assume 2,500 homes being built at each of the two Garden Communities within the plan period to 2033 – delivering an equivalent number of homes to that already proposed through the Garden Communities in the Section 1 Local Plan. Longer-term however, a total of 26,500 homes are proposed.

Table 5.5

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Monks Wood GC ALTGC3	2,500	5,500	25h.2a for B 'uses' has been identified in the master plan /land use budget plan that underpins the Alder King Viability Report for Monks Wood (March 2019) at 5,500 homes. Estimated that 11ha would be delivered in the plan period up to 2033. Likewise, 16.2ha has been identified for Retail /District/Local Centre 'A' uses. Upper floors can provide alternative or additional B1 space to that within the 25.2ha referred to above	<ul style="list-style-type: none"> <li>• RTS links to Braintree Town, Braintree Freeport and Stansted</li> <li>• RTS links to Colchester and Braintree, with potential to link to London Stansted Airport.</li> <li>• Strategic improvements to Marks Tey Railway Station.</li> <li>• New junctions. Widening, and rerouting of A12.</li> <li>• Bypass for A120.</li> <li>• Sustainable transport link to Kelvedon Station</li> <li>• District centres</li> </ul>
Colchester/Braintree GC NEAGC2	2,500	21,000	Evidence base document entitled 'Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For the Colchester/Braintree Borders, it suggests 4ha	

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
			by 2033, 19ha by 2050 and 37ha by 2071. Totally built out, it is suggested that Colchester/ Braintree borders scheme will likely deliver 37ha.	

### West 6: West of Braintree GC [NEAGC1] + Monks Wood GC [ALTGC3]

Under this option, there are two garden communities: the Colchester Braintree Borders Garden Community at Marks Tey would be substituted with Monks Wood and would delivered alongside the Garden Community West of Braintree. The focus of growth would therefore shift westwards along the A120 corridor away from Colchester and more towards Braintree with the majority of development being within the Braintree district.

This option would assume 2,500 homes being built at each of the two Garden Communities within the plan period to 2033 – delivering an equivalent number of homes to that already proposed through the Garden Communities in the Section 1 Local Plan. Longer-term however, 15,000 homes are proposed.

Table 5.6

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Monks Wood GC ALTGC3	2,500	5,500	25h.2a for B 'uses' has been identified in the master plan /land use budget plan that underpins the Alder King Viability Report for Monks Wood (March 2019) at 5,500 homes. Estimated that 11ha would be delivered in the plan period up to 2033. Likewise, 16.2ha has been identified for Retail /District/Local Centre 'A' uses. Upper floors can provide alternative or additional B1 space to that within the 25.2ha referred to above	<ul style="list-style-type: none"> <li>• RTS links to Braintree Town, Braintree Freeport and Stansted</li> <li>• RTS links to Colchester and Braintree, with potential to link to London Stansted Airport.</li> <li>• Strategic improvements to Marks Tey Railway Station.</li> <li>• New junctions. Widening, and rerouting of A12.</li> <li>• Bypass for A120.</li> <li>• Sustainable transport link to Kelvedon Station</li> <li>• District centres</li> </ul>
West of Braintree NEAGC1	2,500	10,000	Evidence base document entitled 'Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For West of Braintree, it suggests approximately 9ha by 2033, 26ha	

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
			by 2050 and 43ha by 2071. Totally built out, it is suggested that West of Braintree will likely deliver 43ha of employment land.	

### West 7: East of Braintree [SUE2] + Kelvedon [VE1]

Under this option, there would be no stand-alone Garden Communities to the west of Colchester at all. This non-Garden Community option would be different to the proportionate growth scenarios in that it would involve targeted growth in the form of two strategic urban extensions – one to the east of Braintree and one to Kelvedon – both within Braintree district. The focus of growth would therefore move away from Colchester with development to the west at Braintree and further south along the A12 corridor at Kelvedon.

Traditionally growth has been delivered across the NEAs through planned urban extensions to existing settlements, this option is a continuation of this approach. Both options are proposed to deliver 2,500 dwellings each within the plan period and a further 2,500 dwellings each beyond the plan period. Whilst the Inspector did not specifically request that non-garden community options are appraised as part of the Additional SA, the NEAs consider that the appraisal and consideration of urban extensions as a spatial strategy option will provide a useful comparison to the options involving garden communities. Land east of Braintree and land at Kelvedon have been selected as these sites meet the principles outlined above.

Table 5.7

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Land east of Braintree SUE2	2,500	5,000	The proposals for the site includes the provision of a range of leisure, employment and retail uses to complement the relocation of Braintree Football Club to the site. Approximately 10 hectares of B-use employment land in total is suggested as being deliverable as part of the Braintree scheme alongside 5,000 dwellings of which 5ha would be achieved in the plan period to 2033 alongside 2,500 dwellings.	<ul style="list-style-type: none"> <li>• RTS links to Braintree Town, Braintree Freeport, and Colchester</li> <li>• Millennium slipways at Galleys Corner Roundabout are required to provide additional capacity for initial phases (funded and expected to be constructed June 2020).</li> <li>• New route of A120 to provide a free-flow link in place of the Galley's Corner roundabout.</li> <li>• The delivery of the Kings Dene scheme (Kelvedon) is not contingent upon the prior (or eventual) construction of the dualled A120 or the 'Option D' alignment, nor does it prejudice the delivery of this alignment.</li> <li>• RIS funded A12 upgrading 2022 to</li> </ul>
Land at Kelvedon VE1	2,500	5,000	The proposals for Kings Dene include the provision of up to 36ha of employment land for B use class employment use (B1, B2 and B8). This land is to be provided in a highly accessible location to the south west of the	

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
			site between the A12 and railway line. To complement the proposed employment land provision, opportunities also exist to provide B1 and non B class employment generating uses around the rail station as part of mixed used district centre and within local centres.	<p>2025</p> <ul style="list-style-type: none"> <li>• Alternative route from Coggeshall Road through the site to the A12 south west of Kelvedon. This provides the opportunity to remove through traffic from the restricted centre of Kelvedon and connect the Coggeshall traffic directly to the new A12 junction.</li> </ul>

### West 8: Halstead (SUE1) and proportionate growth

This option and the following three options, all involve development of one garden community alongside further proportionate growth. Each of the proposed garden communities to the west of Colchester that are included in the ‘Sites to be included in Stage 2 Assessment’ table are options (West 8, 9, 10 & 11).

The Inspector asked for a range of garden community options to be appraised, including 1, 2 or more garden communities. As the housing requirement to the west of Colchester under Principle 3 is for approximately 5,000 dwellings in the plan period and one strategic site [i.e. at Halstead] is only realistically capable of delivering 2,500 dwellings in the plan period, the remaining development would be delivered through proportionate growth around existing settlements. The total dwellings for site SUE1 at Halstead reflects what the site promoter believes is achievable on the site, as set out in the viability and deliverability site information form.

The proportionate growth for other settlements west of Colchester follows the ‘hierarchy-based’ approach as explained under the West 2 option which, when compared to the ‘percentage-based’ approach (which spreads development very thinly across rural settlements) is considered to be the more sustainable approach. Where a strategic site is being proposed alongside proportionate hierarchy-based growth, the amount of development proposed under proportionate growth is set at half of what is proposed under option West 2. Essentially, this option would direct development to Halstead, Braintree and, to a lesser extent, Hatfield Peverel and would deliver approximately 5,500 homes which reflects, broadly the scale of growth required west of Colchester to meet housing needs in line with Principle 3.

Table 5.8

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Land at Halstead [SUE1]	2,500	8,000	Yes, please refer to accompanying note to site information form. The site provides an opportunity to enhance accessibility to (and/or expand) the Bluebridge Industrial Estate. 2ha of employment land suggested.	<ul style="list-style-type: none"> <li>• Full Halstead Bypass</li> <li>• Restore and restore dismantled railway Colchester Road to Tidings Hill as a new cycle and pedestrian route.</li> <li>• RTS links to Braintree Town, Braintree Freeport, and Colchester</li> <li>• Millennium slipways at Galleys Corner Roundabout are required to provide additional capacity for initial phases (funded and expected to be constructed June 2020).</li> <li>• New route of A120 to provide a free-flow link in place of the Galley's Corner</li> </ul>
Land east of Braintree [SUE2]	2,500	N/a		
Hatfield Peverel	400	N/a	The proposals for the Braintree site includes the provision of a range of leisure, employment and retail uses to complement the relocation of Braintree Football Club to the site. 5ha of employment land suggested alongside 2,500 homes.	

			<p>Smaller employment sites of around 1ha could be delivered alongside development at Hatfield Peverel.</p>	<p>roundabout.</p> <ul style="list-style-type: none"> <li>• RIS funded A12 upgrading 2022 to 2025</li> <li>• Bypass for Halstead</li> </ul>
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### West 9: West of Braintree GC [NEAGC1] and proportionate growth

This option involves development of one garden community and proportionate growth. Each of the proposed garden communities to the west of Colchester that are included in the ‘Sites to be included in Stage 2 Assessment’ table are options (West 8, 9, 10 & 11).

The Inspector asked for a range of garden community options to be appraised, including 1, 2 or more garden communities. As the housing requirement to the west of Colchester is for approximately 5,000 dwellings in the plan period and the West of Braintree Garden Community is only capable of delivering 2,500 dwellings in the plan period, proportionate growth is also required under this option to make up the remainder. That remainder under this option is formed by applying half the development expected under the hierarchy based approach to proportionate growth as set out per West 2. The total dwellings figure, which is within the range in the Submission Local Plan, is taken from evidence in the North Essex Local Plan (Strategic) Section 1 Viability Assessment Update Report by Hyas Associates (June 2019).

The proportionate –hierarchy-based growth that would be delivered alongside the Garden Community would result in a strong focus of development around Braintree with major developments to the east and the west. This option could deliver around 6,000 homes which reflects, broadly the scale of growth required west of Colchester to meet housing needs in line with Principle 3.

Table 5.9

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
West of Braintree GC NEAGC1	2,500	10,000	Evidence base document entitled ‘Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For West of Braintree, it suggests approximately 9ha by 2033, 26ha by 2050 and 43ha by 2071. Totally built out, it is suggested that West of Braintree will likely deliver 43ha.	<ul style="list-style-type: none"> <li>• RTS links to Braintree Town, Braintree Freeport and Stansted.</li> <li>• RTS links to Braintree Town, Braintree Freeport, and Colchester</li> <li>• Millennium slipways at Galleys Corner Roundabout are required to provide additional capacity for initial phases (funded and expected to be constructed June 2020).</li> <li>• New route of A120 to provide a free-flow link in place of the Galley’s Corner roundabout.</li> <li>• RIS funded A12 upgrading 2022 to 2025</li> </ul>
Land east of Braintree [SUE2]	2,500	N/a		
Hatfield Peverel	400 (each)	N/a		
Halstead			Smaller employment sites of around 1ha	

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
			could be delivered alongside development at Hatfield Peverel and Halstead.	<ul style="list-style-type: none"> <li>• Bypass for Halstead</li> </ul>

### West 10: Colchester/ Braintree Borders garden community [NEAGC2] and proportionate growth

This option involves development of one garden community and proportionate growth. Each of the proposed garden communities to the west of Colchester that are included in the ‘Sites to be included in Stage 2 Assessment’ table are options (West 8, 9, 10 & 11).

The Inspector asked for a range of garden community options to be appraised, including 1, 2 or more garden communities. As the housing requirement to the west of Colchester is for approximately 5,000 dwellings in the plan period and the Colchester/Braintree Borders Garden Community is only capable of delivering 2,500 dwellings in the plan period, proportionate growth is also required under this option to make up the remainder. That remainder under this option is formed by applying half the development expected under the hierarchy based approach to proportionate growth as set out per West 2. The total dwellings figure, which is within the range in the Submission Local Plan, is taken from evidence in the North Essex Local Plan (Strategic) Section 1 Viability Assessment Update Report by Hyas Associates (June 2019).

Table 5.10

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Colchester/ Braintree Borders garden community NEAGC2	2,500	21,000	Evidence base document entitled ‘Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For the Colchester/Braintree Borders, it suggests 4ha by 2033, 19ha by 2050 and 37ha by 2071. Totally built out, it is suggested that the scheme will likely deliver 37ha. The proposals for the Braintree site includes the provision of a range of leisure, employment and retail uses to complement the relocation of Braintree Football Club to the site. 5ha of employment land suggested alongside 2,500 homes.	<ul style="list-style-type: none"> <li>• RTS links to Braintree Town, Braintree Freeport and Stansted</li> <li>• RTS links to Colchester and Braintree, with potential to link to London Stansted Airport.</li> <li>• Strategic improvements to Marks Tey Railway Station.</li> <li>• New junctions. Widening, and rerouting of A12.</li> <li>• Millennium slipways at Galleys Corner Roundabout are required to provide additional capacity for initial phases (funded and expected to be constructed June 2020).</li> <li>• New route of A120 to provide a free-flow link in place of the Galley's Corner roundabout.</li> <li>• RIS funded A12 upgrading 2022 to</li> </ul>
Land east of Braintree [SUE2]	2,500	N/a		
Hatfield Peverel	400 (each)	N/a		
Halstead				

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
			Smaller employment sites of around 1ha could be delivered alongside development at Hatfield Peverel and Halstead.	2025 • Bypass for Halstead

### West 11: Monks Wood [ALTGC3] and proportionate growth

This option involves development of one garden community and proportionate growth. Each of the proposed garden communities to the west of Colchester that are included in the ‘Sites to be included in Stage 2 Assessment’ table are options (West 8, 9, 10 & 11).

The Inspector asked for a range of garden community options to be appraised, including 1, 2 or more garden communities. As the housing requirement to the west of Colchester is for approximately 5,000 dwellings in the plan period and the Monks Wood development is considered capable of delivering 2,500 dwellings in the plan period, proportionate growth is also required under this option to make up the remainder. That remainder under this option is formed by applying half the development expected under the hierarchy based approach to proportionate growth as set out per West 2. The total dwellings reflect what the site promoter believes is achievable on the site, as set out in the viability and deliverability site information form.

Table 5.11

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Monks Wood ALTGC3	2,000	5,500	25ha for B ‘uses’ has been identified in the master plan /land use budget plan that underpins the Alder King Viability Report for Monks Wood (March 2019) at 5,500 homes. Estimated that 11ha would be delivered in the plan period up to 2033. Likewise, 16.2ha has been identified for Retail /District/Local Centre ‘A’ uses. Upper floors can provide alternative or additional B1 space to that within the 25.2ha referred to above.	<ul style="list-style-type: none"> <li>RTS links to Braintree Town, Braintree Freeport and Colchester</li> <li>Sustainable transport link to Kelvedon Station</li> <li>Realignment and upgrading of A120 route and junctions to accommodate traffic generated.</li> <li>Millennium slipways at Galleys Corner Roundabout are required to provide additional capacity for initial phases (funded and expected to be constructed June 2020).</li> </ul>
Land east of Braintree [SUE2]	2,500	N/a	The proposals for the Braintree site includes the provision of a range of leisure, employment and retail uses to complement the relocation of Braintree Football Club to the site. 5ha of employment land suggested alongside 2,500 homes.	<ul style="list-style-type: none"> <li>New route of A120 to provide a free-flow link in place of the Galley’s Corner roundabout.</li> <li>RIS funded A12 upgrading 2022 to 2025</li> <li>Bypass for Halstead</li> </ul>
Hatfield Peverel	400 (each)	N/a	Smaller employment sites of around 1ha could be delivered alongside development at Hatfield Peverel and Halstead.	
Halstead				

### East 1: Proportionate (percentage-based) growth

For the area east of Colchester, the percentage-based proportionate approach to growth (explained in more detail under West 1 above) would generate the need for additional housing allocations in the following locations:

Table 5.12

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Clacton	1,000-2,000	N/a		
Harwich	500-999 (each)	N/a		
Frinton/Walton				
Brightlingsea	300-499	N/a		
West Mersea	200-299 (each)	N/a		
Wivenhoe				
St. Osyth	100-199 (each)	N/a		
Thorrington				
Little Clacton				
Dedham	50-99 (each)	N/a		
Ardleigh				
Bradfield				
Kirby-le-Soken				
Little Oakley				
Dedham Heath				

Proposal/site	Dwellings to 2033	Total dwellings	Employment assumptions	Strategy-specific infrastructure assumptions
Abberton and Langenhoe	10-49 (each)	N/a		The thinner spread of additional growth across the smaller villages, would result in numerous developments of insufficient scale to accommodate new facilities such as schools or health centres. Such infrastructure might need to be delivered through pooled financial contributions towards expanding existing facilities or delivering new shared facilities for which land would need to be identified and acquired.
Boxted				
Beaumont-Cum-Moze				
Great Bromley				
Great Holland				
Little Bentley				
Little Bromley				
Ramsey Village				
Tendring				
Wix				
Wrabness				
East Mersea				
Fingringhoe				

Under this percentage-based approach to proportionate growth, settlements to the east of Colchester would be delivering approximately 5,000 additional dwellings which is significantly above the 2,500 level proposed in the current Colchester/Tendring Garden Community and the proportion of growth that might be expected in applying principle 3. That said, the level of additional development is not wholly unreasonable in the context of the overall housing need – although a shift to the east does bring about questions over the ability for lower-value areas such as Clacton and Harwich to generate sufficient market demand to deliver the additional growth and also the environmental impacts of directing growth towards more sensitive locations on the coast. Because many of the rural settlements to the east of Colchester are already expected to deliver their fair share of growth through existing proposals, the focus for additional development under this option would indeed be on settlements around the coast, both in Tendring and in Colchester.

In the Section 2 Local Plan for Tendring, a significant amount of land around Clacton is already earmarked for new development and would be capable, in physical terms, of accommodating 1,000 to 2,000 additional homes – however the Section 2 plan makes conservative assumptions about how much development is realistically achievable on those sites within the plan period to 2033 and thus much of the strategic growth that is currently expected to take place beyond 2033 would somehow need to be accelerated under this scenario to achieve higher built-out rates in the period up to 2033. Key road infrastructure projects in north Clacton and on the A133 at Frating would need to be delivered early to enable an accelerated rate of development.

The other coastal towns that would be affected by this growth scenario would be Harwich, Frinton/Walton, Brightlingsea West Mersea and Wivenhoe – all of which are environmentally sensitive in landscape and ecological terms (with close proximity to the European Designated sites) and physically constrained by the coast and peripheral locations. Brightlingsea and West Mersea are both served only by one road in and out with no rail services and an infrequent bus service. Wivenhoe is the subject of an adopted Neighbourhood Plan which limits the contribution of additional development it could make within the plan period to 2033.

## East 2: Proportionate (hierarchy-based) growth

For the area east of Colchester, the hierarchy-based growth scenario would only deliver around 1,500 homes against the 2,500 proposed at the Tendring/Colchester Garden Community.

Table 5.13

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Brightlingsea	900-1,000	N/a	Existing Section 2 Local Plan allocations for the Harwich area would need to deliver faster than currently anticipated. Additional employment land circa 3-4ha would be required at Brightlingsea to achieve a level of self-containment – particularly given the town's transport limitations.	Major transport infrastructure improvement for Brightlingsea would be required to enable it to accommodate such a high level of additional development and this might involve re-opening the historic railway line to Wivenhoe or constructing a second access road to the town.
Harwich	300-400	N/a		
Frinton/Walton	100-299	N/a		

This approach would only deliver around 1,500 additional homes in the area east of Colchester which is lower than the 2,500 that would be expected when applying Principle 3 and what is proposed at the proposed Tendring/Colchester Borders Garden Community.

Brightlingsea is the settlement that would be most greatly affected because it is town in the settlement hierarchy but one where growth has been limited due to its significant physical and environmental constraints and because of its limited transport network. A development of some 900-1,000 homes in this location would require the development of greenfield sites that are sensitive in landscape terms and within close proximity to the Colne Estuary which is an internationally designated wildlife site. It would also bring into question the adequacy of the current transport provision which is limited to a single road (the B1029) in and out of the town, a limited bus service and no rail provision. The re-opening of the historic branch line between Brightlingsea and Wivenhoe would be a popular choice, but would be extremely expensive in relation to the scale of development being proposed and the necessary engineering works would no doubt bring great disturbance to the Colne Estuary wildlife. Similarly the construction of a new road into Brightlingsea would be cost prohibitive and environmentally damaging – when weighed up against the amount of housing that would realistically be achieved.

### East 3: Tendring Colchester Borders GC [NEAGC 3]

This option reflects what is already included in the submitted Section 1 Local Plan with development at a Garden Community, east of Colchester. In the submitted plan, this Garden Community is expected to deliver 2,500 new homes within the remainder of the plan period to 2033. In terms of overall dwelling capacity, the Tendring Colchester borders garden community proposal will deliver 7,500 dwellings which is within the range in the Submission Local Plan and taken from evidence in the North Essex Local Plan (Strategic) Section 1 Viability Assessment Update (DRAFT) (Hyas Associates Ltd, May 2019) report and thus reflects the most up to date position.

Table 5.14

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Tendring/ Colchester Borders GC NEAGC3	2,500	7,500	Evidence base document entitled 'Reconciliation of Cebr and Cambridge Econometrics Employment Scenarios and Floorspace Requirements for the North Essex Garden Communities – Cebr note for the North Essex Authorities recommends employment land figures for the Garden Community proposals. For the Tendring/Colchester Borders Garden Community, it suggests approximately 7ha by 2033, 21ha by 2050 and 25ha by 2071. Totally built out, it is suggested that the scheme will likely deliver 21ha.	<ul style="list-style-type: none"> <li>• RTS links to Colchester Town with potential to link to Braintree and London Stansted Airport.</li> <li>• A120 to A133 link road with new junctions.</li> </ul>

#### East 4: Colchester North-East Urban Extension [ALTGC 7]

Under this option, there would be no stand-alone Garden Community to the east of Colchester at all. This non-Garden Community option would be different to the proportionate growth scenarios in that it would involve targeted growth in the form of a strategic urban extension to the north-east of Colchester. This site could deliver 2,500 dwellings within the plan period and an additional 1,500 dwellings beyond the plan period.

Traditionally growth has been delivered across the NEAs through planned urban extensions to larger settlements, this option is a continuation of this approach. Whilst the Inspector did not specifically request that non-garden community options are appraised as part of the Additional SA, the NEAs consider that the appraisal and consideration of urban extensions as a spatial strategy option will provide a useful comparison to the options involving garden communities. This site has been selected as an option as it is being actively promoted and is effectively an urban extension to north-east Colchester.

Table 3.16

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Colchester North-East ALTGC7	2,500	4,000	None as the site is within walking distance to existing employment provision, including but not limited to, Severalls Business Park.	<ul style="list-style-type: none"> <li>• Bullock Wood, which borders part of the site's western boundary, is a SSSI and ancient woodland. The site promoter recognises that this would require a minimum 15m stand off from built development which can be sensitively designed to incorporate this stand off.</li> <li>• Link road between Ipswich Road and Harwich Road.</li> <li>• RTS links to Colchester</li> </ul>

### East 5: Tendring Central Garden Village [VE 5]

This option involves the delivery of a Garden Community in Tendring district, adjacent to the A120 but detached from Colchester and Clacton. The site information form confirms that 2,500 dwellings can be delivered within the plan period, with a further 2,500 dwellings beyond the plan period. This is an alternative garden community to the proposed garden community in the Submission Local Plan and is the only alternative garden community proposed east of Colchester.

Table 5.15

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Tendring Central Garden Village VE5	2,500	5,000	In addition to the existing employment areas (Penguin Books, Manheim Auctions etc.): B1, B2 & B8 : 29.85 ha. Village Centre: 4.59 ha.	<ul style="list-style-type: none"> <li>• Project includes delivery of omnidirectional access between the A120 and A133 at the Oasis (Trunk Road) Junction.</li> <li>• Community Woodland</li> </ul> <p>The site information form states that improvements to the B1029 to a new Metro Plan Station at Thorrigton will be delivered. This assumption can, however, only be made under options involving both Tendring Central and the Metro Plan but should not be considered under this option, which involves Tendring Central only.</p>

### East 6: CAUSE Metro Plan [C1, C2, C3 & C4]

The Inspector has indicated that CAUSE's Metro Plan should be appraised as a spatial strategy option. This option represents both a short term and long term alternative to the garden communities proposed by the NEAs and the alternative garden community proposed under option East 5. Within the plan period, 2,800 dwellings are suggested, based on an average of 700 new homes being delivered at each of the four settlements and which will provide the East Colchester requirement with added flexibility. The longer term option, proposes 8,000 dwellings, which is comparable in scale to the Tendring/Colchester Borders Garden Community.

Table 5.16

<b>Proposal/site</b>	<b>Dwellings to 2033</b>	<b>Total dwellings</b>	<b>Employment assumptions</b>	<b>Strategy-specific infrastructure assumptions</b>
Alresford CAUSE	700	2,000	CAUSE's 1000 home appraisal allows for 6.5% employment land, the same proportion as for West Tey. In addition there will be agglomeration benefits arising from the excellent connectivity between Colchester, Clacton and the Metro villages which will create local jobs better than standalone settlements connected mainly to London. The Metro settlements will also provide support for existing businesses in adjacent villages. Based on above assumptions, employment land expectations are approximately 8ha each at Alresford and Great Bentley, 9ha at Weeley and 12ha at Thorpe le Soken.	Increased frequency of trains utilising the Colchester to Clacton/Walton branch line – as advised by CAUSE's transport advisor.
Great Bentley CAUSE	700	2,000		Early years, schools and health provision would be delivered in a way that be accessed via the branch line services. It would expected that each settlement would deliver a new primary school and early years facility, but only one new health facility and one new secondary school would be delivered and these would be located at one or two of the villages concerned – potentially the two central villages of Great Bentley and Weeley.
Weeley CAUSE	700	2,000		
Thorpe le Soken CAUSE	700	2,000		

Given the multitude of ownerships within the 800m circle around the four railway stations, the amalgamation and acquisition of the necessary land to deliver schools and health facilities would one of the main infrastructure challenges facing this strategy.

# Rapid Transit System For North Essex

From vision to plan

1 July 2019

## Executive summary

### Introduction

The Garden Communities Charter states that 'garden communities will be planned around a step change in integrated and sustainable transport system for the North Essex area, which will put walking, cycling and public transit systems at the heart of the development, and be delivered in a timely way to support the communities as they grow.'

The charter explains that this means:

- an integrated approach between land use and transport planning;
- seeking a modern and rapid forms of public transport;
- introducing sustainable transport early within the development of garden communities; and
- providing a green infrastructure including safe, convenient and attractive walking and cycling routes.

This report provides a strategic plan detailing what such a rapid transit system for North Essex could look like, and how it can be delivered and afforded. There is a firm belief that the vision is achievable and will contribute significantly to wider policy objectives related to climate change and air pollution, providing healthy and active choices, and sustainable economic growth.

### Technological revolution

The UK is at the cusp of a revolution in technological solutions and personal transport choices<sup>1</sup> within which there is key role for rapid transit in successful towns. The fundamental challenge is to create the space to enable public transit to be rapid and reliable. If this is achieved, then transit solutions can evolve in response to innovation as and when it becomes practical to do so.

For North Essex, it is proposed that rapid transit aims towards introducing a system akin to a trackless tram. This combines the advantages of light rail with the practicality and flexibility of bus rapid transit. The system can be built up incrementally, growing alongside the garden communities. It adapts readily to early adoption of autonomous vehicle technology and, in time, the main

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<sup>1</sup> <http://www.demand.ac.uk/commission-on-travel-demand/>

trackless trams would co-ordinate with automated pods to take passengers to final destinations.



*Examples of rapid transit solutions and the desired level of segregation*

Sources: CRRC TEC, [railexpress.com.au](http://railexpress.com.au)/Sydney Inner West Council

## Routes

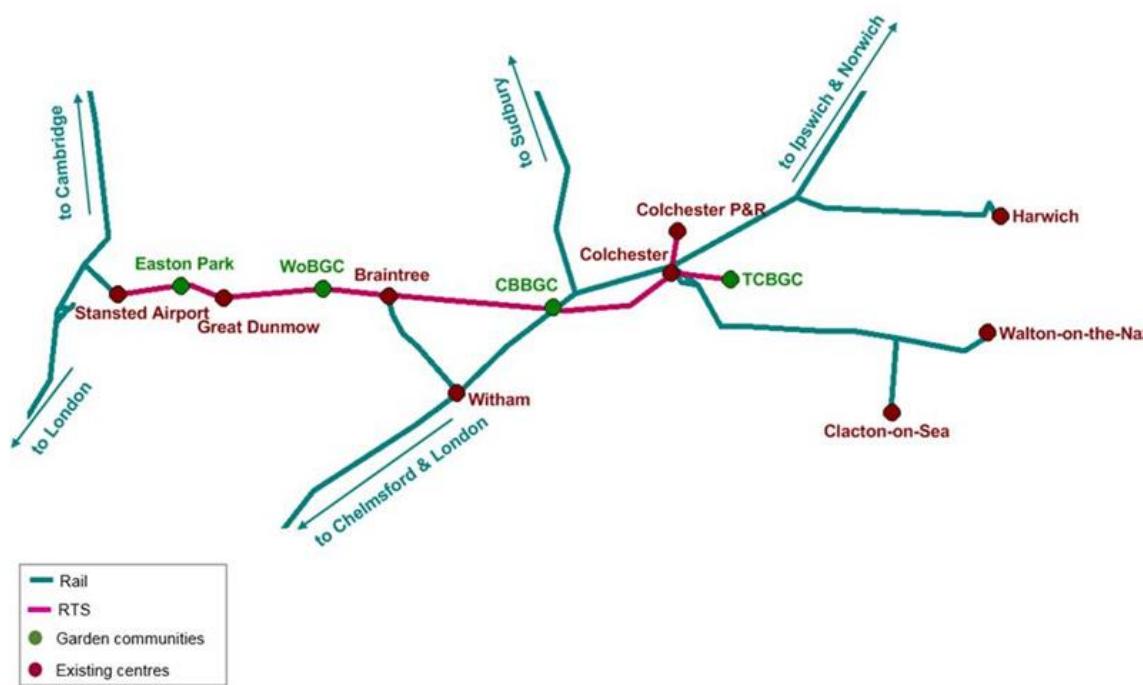
Trackless trams are a recent development which have been used in Zhuzhou, China. The aim will be to create a route network connecting key destinations across North Essex, which can be used by rapid transit vehicles and trackless trams, or equivalent technological solutions, once such systems are readily available. A key advantage of the strategy to develop a rapid transit route network is its adaptability to different technologies.

The dedicated routes, oftentimes alongside cycle lanes, will either be segregated or provide high levels of priority for rapid transit over other traffic. The latter arrangement would be used at locations where, for example, local access is needed. It is forecast that rapid transit will, over time, provide a genuinely practicable and attractive transport choice for many key destinations across North Essex and contribute to a virtuous circle of increasing sustainable travel. Prior to 2033 it is not expected that rapid transit vehicles will be driverless; it is only post 2033 that fully autonomous vehicles are expected to become a possibility.

This report identifies how the first four RTS routes can be incrementally created to deliver the space, priority and segregation required. It is expected that after

the first four routes are established the network of destinations served would expand.

- **Route 1** connects Tendring Colchester Borders Garden Community, a potential eastern park and ride site, the university, the main rail station, the hospital and the existing Colchester northern park and ride site;
- **Route 2** connects Colchester Braintree Borders Garden Community, a potential western park and ride site, the town centre and the rail station;
- **Route 3** is being planning jointly with Uttlesford District Council and connects Stansted with Braintree via the West of Braintree Garden Community; and
- **Route 4** connects Braintree and the Colchester Braintree Borders Garden Community, and in doing so connects the two subsystems that would have been created.



## Integration with transport and planning policy

To ensure success and the step change in public transport use implied by the vision, however, the report also identifies the principles for the image, quality and service standards which will guide design and operations. Furthermore,

those complementary measures and policies with which it is necessary for rapid transit to be co-ordinated are discussed, including:

- access to stops to maximise the catchment of potential users;
- road space reallocation to public transport and active modes;
- parking supply and demand changes including park and ride;
- interchanges and secondary services;
- ticketing and information; and
- following best practice for accessible and inclusive design.

## **Viability**

Given the routes, stop configurations and expectation of complementary measures, a transport model has been used to estimate the likely patronage on a rapid transit system at different stages of its development. The estimates have been adjusted to reflect pessimistic and optimistic futures, for example on the success of complementary measures.

The report shows that the capital cost is related to the amount of contribution that can be expected from garden communities in North Essex. Although contributions from central government sources are being sought in order to accelerate implementation and maximise benefits for all. Furthermore, reflecting the appeal of route choices that have been made, the rapid transit system is shown to be operationally viable from 2033, able to cover both maintenance and operational revenue costs.

## **Conclusion**

While there is much detailed work still to follow, it is hoped that this report provides a clear strategic plan to create a world class rapid transit system for North Essex - reimagining public transport affordably, swiftly and practicably - and so exceeding the aspirations embedded in the vision for garden communities in North Essex.

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North Essex Authorities

Mode Share Strategy  
For the North Essex  
Garden Communities

July 2019

## 8. Conclusion and next steps

- 8.1 ITP's review of Census travel-to-work data revealed that, in the existing North Essex context, wherever public transport services and walk/cycle infrastructure are most-developed the mode share by these modes is higher. Furthermore, nearly 40% of existing commuter trips are shorter than five kilometres and could therefore be converted into trips by sustainable modes rather than those made by car.
- 8.2 We found that high sustainable mode share is achieved not only across Europe, but also in specific places in the UK. The conditions that contribute to highly sustainable mode share vary depending on factors such as social factors, scale, density, type of infrastructure provided, parking restraint and the physical arrangement of streets. A key finding in this report is that the most successful places for sustainable travel in the world are those which combine high quality walking, cycling and public transport infrastructure with constraints on car ownership and use.
- 8.3 Ultimately though there is nothing intrinsically 'Dutch' or 'Danish' about achieving high sustainable mode share - with the right investments and placemaking decisions they can be, and are, achieved in the UK. This report demonstrates which measures have been successful elsewhere and outlines the key elements that will be delivered in the GCs.
- 8.4 As well as detailing the range of measures required, the report sets out how each measure can be delivered in a phased way as development progresses across the GCs, including how it will be secured and who will deliver it. A range of complementary measures have also been set that will also be secured and help ensure delivery of a refined set of mode share targets for each of the GCs.
- 8.5 The range of measures set out in this report will form the basis of the transport strategies for each GC and will be secured by DPDs and enshrined in the emerging masterplans for each new community.

# Build out rates in the Garden Communities

North Essex Authorities



July 2019



## **11. Summary of Findings**

11.1 The ***Start to Finish*** report, focuses primarily on housing building during a recessionary and post-recessionary period. Economic cycles are cyclical but it is **not a sound approach to base the build out rates of the Garden Communities** solely on data which is skewed towards the post-recessionary period. The report, however, highlights a number of factors which drive build out rates.

11.2 The Letwin Review considers further the key drivers of build out rates, and the constraints affecting the achievement of high build out rates. The Letwin Review identifies the absorption rate – the rate at which newly constructed homes can be sold, or are believed by the house builder to be able to be sold successfully into, the local market – to be the fundamental driver of build out rates. That absorption rate is largely determined by the type of home being construction, in terms of size, design, context and tenure.

11.3 The size and scale of the **Garden Communities** allow for significant variation in the design and character of different neighbourhoods. That will be secured through a Strategic Growth DPD for each community. This will ensure that numerous sales outlets are able to operate simultaneously whilst reducing the risk of direct competition (through the offering of different housing products).

11.4 The **Garden Communities' policies require them to deliver a wide array of housing types and tenures** including affordable rent, affordable ownership, social housing, private rented, supported living housing, and key worker housing as well as housing for market sale.

11.5 The Letwin Review supports a **more involved public sector in the delivery of large residential sites** to ensure the diversification of housing products. This matches the intended delivery approach of the Garden Communities. **This collaborative approach to public and private working is enshrined in Policy SP7.**

11.6 The **comprehensive planning and delivery of the Garden Communities, secured by the DPDs, will ensure the timely delivery of infrastructure**, land remediation, utilities installation and site logistics.

11.7 The potential establishment of a **development corporation would substantially reduce risks** associated with planning approvals and infrastructure delivery.

11.8 Historically, **development corporations have delivered housing at rates far higher than sites delivered by private developers**. More recently, **the accelerating effect of development corporation status is demonstrated by recent housing delivery** at Ebbsfleet Garden City.

11.9 The Garden Communities are situated in a housing market area characterised by **strong housing demand**. Furthermore, adjacent strategic housing sites in North Essex have seen high build out rates despite being delivered a way less conducive to the accelerated delivery approach that is advocated in the Letwin Review. The strength of the local housing market in **North Essex therefore provides an excellent basis to maximise market absorption of new housing in the Garden Communities**.

11.10 **Strategic sites around the country have been planned and delivered at rates significantly higher than 250dpa**, most notably at sites in and around Milton Keynes, Otterpool Park, and Harlow and Gilston Garden Town. All of these developments have similarities with the North Essex Garden Communities which are conducive to accelerating build out rates, meaning that delivery rates of 300dpa are reasonable.

## **12. Conclusion**

12.1 In conclusion, and following a review of the original evidence, current literature and additional evidence from other strategic sites, this Topic Paper has demonstrated that the build out rates anticipated for the Garden Communities are realistic and achievable.

12.2 Despite the evidence contained in this Topic Paper, the NEAs do not propose that the higher end of the evidenced build out rates (>500dpa) should be used for modelling purposes, but consider that adopting the 250dpa figure proposed by the Inspector would be overly cautious based on the evidence available and the context and attributes of the Garden Communities themselves.

12.3 Within Section 1 of their shared strategic Local Plans, the NEAs have committed to an approach that involves the public sector working pro-actively and collaboratively with the private sector to design and bring forward these Garden Communities (Policy SP7).

12.4 That approach, combined with the specifics of the scale and location of these communities, means the Garden Communities have the potential to deliver at far higher rates than other strategic developments. This model will likely not be unique to North Essex given the emerging support for more public sector involvement in the delivery of residential developments.

12.5 In light of this and taking account of the specifics of each Garden Community, the NEAs consider the following build out rates to be a reasonable basis for modelling purposes:

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Onwards
West of Braintree Garden Community	100	200	300	300	300	300	300
Colchester Braintree Borders Garden Community	150	300	300	300	300	300	300
Tendring Colchester Borders Garden Community	100	150	200	250	300	300	300

12.6 The NEAs have therefore modelled build out rates at an achievable, albeit conservative, figure of 300dpa although the authorities are in agreement that this figure could be substantially increased over time.

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June 2019

Hyas

**North Essex Local Plans  
(Section 1)  
Viability Assessment Update**

**Main Report**

# Executive Summary

## Overall Summary & Key findings

1. Viability assessment is a process of assessing whether a specific site can be considered to be financially viable, by looking at whether the value generated by a development is more than the cost of developing it. This includes looking at the key elements of gross development value, costs, landowner and developer returns.
2. This Viability Assessment Update Report considers the viability of the three proposed Garden Communities which are included in the shared Section 1 Local Plans prepared by the North Essex Authorities (Braintree District Council, Colchester Borough Council and Tendring District Council). It is an update of, and supplementary to, the previous Viability Assessment work published in 2017.
3. It has been prepared to address the matters raised through discussions at the Examination in Public in 2018 and incorporates updated and additional evidence that the North Essex Authorities have assembled in the intervening period. The study addresses the specific assumptions referenced by the Planning Inspector including the approach to contingencies, land costs, scheme financing and the pace of delivery.
4. There are many factors that will influence viability over time, and as such the analysis has considered a small number of high-level scenarios including a ‘Reference Case’ based upon current cost and value assumptions; ‘Grant’ related to securing funding from Government for early upfront strategic infrastructure, and ‘Inflation’ to recognise that over time all costs and values will be subject to inflation.
5. The overall key test of viability is to demonstrate sufficient competitive returns to landowners, developers and funders to incentivise them to bring land forward for development. Such returns must take into account the need for investment in strategic infrastructure and enable the delivery of policy compliant development, including appropriate levels of affordable housing. There are no fixed benchmarks as to what may be sufficient as sites such as the proposed Garden Communities have unique circumstances and infrastructure requirements incomparable to other schemes.
6. The analysis compares scheme costs against values to generate ‘Residual Land Values’ which can be considered as to whether they provide sufficient incentive beyond current, existing or acceptable alternative values for the land subject to potential redevelopment. The Garden Communities are proposed on predominantly greenfield land in agricultural use and are therefore of relatively low value.
7. The analysis demonstrates that all 3 proposed Garden Communities can be considered viable in that they are capable of producing Residual Land Values that will create significant uplift for landowners well in excess of existing/current values. This is

alongside generating sufficient profit for developers and investors to meet their requirements. With reference to each site assessed:

- The West of Braintree scheme produces the strongest position on viability under all modelled scenarios, due primarily to the area's strongest sales values;
  - Tendring Colchester Borders generates residual land values well in excess of existing use values, although the surpluses decrease when additional allowances for contingencies are at their highest. Should Grant be secured (such as via the current Housing Infrastructure Fund bid or any future equivalent funding opportunity) then viability is strong. Inflation would also have a major impact enhancing residual land values considerably;
  - The analysis shows that the Colchester Braintree Borders scheme is not capable of generating the required competitive returns to landowners under present day costs and values due primarily to the requirement for significant upfront investment in works to the A12. However, should the Housing Infrastructure Fund bid be successful (or wider Government funding secured) this would bring the site to a strong position. Inflation would have a major impact on this site and has the potential to drive significantly higher returns due to the longest delivery timescale.
8. The assessments reveal that for both Tendring Colchester Borders and Colchester Braintree Borders there is a degree of reliance on securing either Grant funding, and/or inflationary impacts. Such scenarios are both credible and realistic given the long history of Government support with infrastructure funding to enable housing growth, and trends in inflation over recent decades (including through periods of economic change and uncertainty).
9. It must also be recognised that the assessment work set out in this report presents a point in time consideration of viability that will need to be monitored and reviewed going forward. There will be a broad range of wider factors which will influence viability which may depress or enhance viability going forward. This study has taken a relatively prudent approach to many assumptions. Some aspects such as unforeseen costs or wider economic conditions may well depress viability. A wide range of other factors can improve viability over time such as enhanced value created through placemaking, construction cost efficiencies for example through the wider implementation of modular construction practices, inflation rates being higher than forecast, speedier delivery and ability to attract future Government investment.

## Study Context

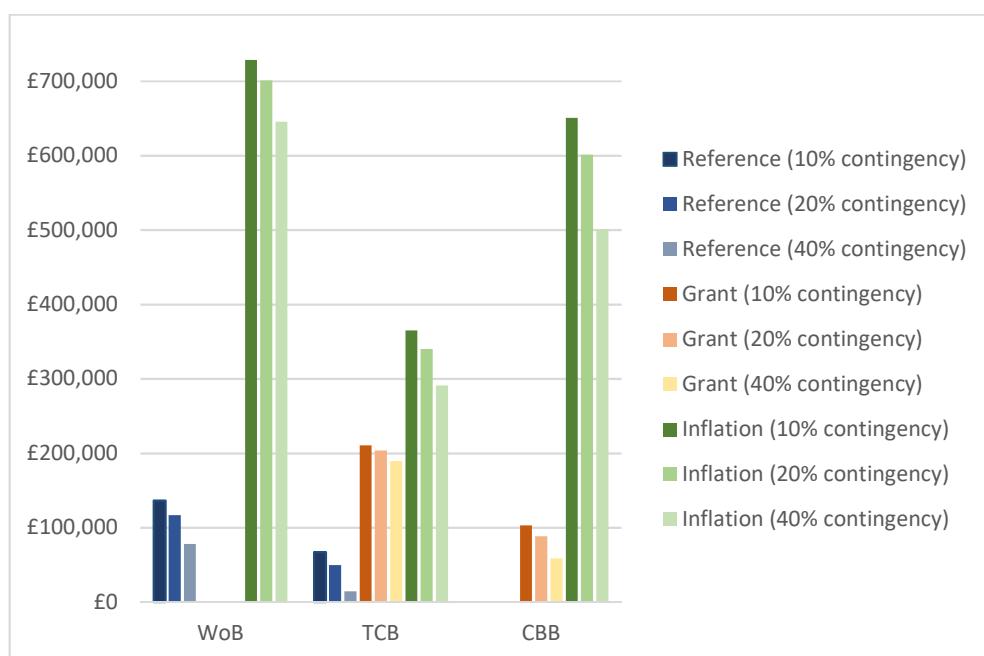
10. This North Essex Local Plans (Shared Section 1) Viability Assessment Update Report has been prepared by Hyas Associates Ltd to provide a comprehensive update of the previous assessment work prepared and published as part of the evidence base for the Shared Section 1 of the Local Plans for Braintree, Colchester and Tendring (collectively known as the 'North Essex Authorities').

11. As the core spatial component of the Shared Section 1, this Viability Assessment Update Report considers the viability of the three proposed Garden Communities namely the West of Braintree Garden Community, Colchester Braintree Borders Garden Community and Tendring Colchester Borders Garden Community.
12. The approach utilises the same viability model to enable consideration of ‘residual land values’ as a key measure of scheme viability. The models have been updated to provide additional functionality to reflect the full development timescales of the projects concerned and address issues and matters as considered via the Examination in Public hearing sessions, and subsequent correspondence received by the North Essex Authorities (NEA) from the Planning Inspector in June 2018.
13. In light of the time since the original assessment was undertaken (with the previous assessment considering information available from 2016/2017) a number of important assumptions have been reviewed, reconsidered and updated in light of more up to date information and additional evidence that has been assembled by the North Essex Authorities. This has included key aspects such as assumptions relating to residential sales values, build costs, strategic infrastructure costs, anticipated build out rates, treatment of contingencies, developer profit rates, and the consideration of inflation.
14. Since the previous assessment was prepared, the Government has issued updated national planning policy and practice guidance specific to the consideration of viability. The shared Section 1 Local Plans will continue to be considered against policy and practice guidance relevant at the time of Submission of the Local Plans (i.e. before the updated material became available), but it is appropriate for this Viability Assessment Update to be aware of key changes, as viability will need to remain a live process that will be subject to ongoing review and consideration as proposals evolve into the future. The updated policy and guidance provides further clarity and direction to the consideration of matters such as the treatment of benchmark land value. It also aims to standardise the approach to viability testing, which will be of direct relevance to the approach in North Essex through the production of future site specific Development Plan Documents and consideration of future planning applications.
15. Given the early stage of concept evolution of each of the proposed Garden Communities, the approach remains strategic in nature, which in line with policy & guidance is proportionate and pragmatic in its approach. The assessments draw upon the most up to date set of data sources and assumptions and continue to present a general consideration of viability based upon the best available evidence. They examine the viability of illustrative concepts together with a wider range of sensitivity and scenario testing to provide a broad overview of viability under alternative circumstances. The results are highly sensitive to the assumptions underpinning the analysis, which undoubtedly will be subject to change over time.

## Viability of the Garden Communities

16. The core measure of viability entails a comparison of residual land values (after consideration of all scheme costs and values) to existing or realistic alternative values, to assess whether there is sufficient competitive uplift to incentivise landowners to bring sites forward for development. In addition, the models need to accommodate sufficient returns for developers to incentivise them to undertake direct construction activity.
17. As the Garden Community sites are greenfield in nature and in agricultural use, existing use values will be circa £10,000 per gross acre, with limited scope for alternative uses. Figure ES1 below sets out the summary findings of the Viability Assessment Update, illustrating the residual land values related to the various sites and scenario tests undertaken, which can be compared to such existing use values.

*Figure ES1 Summary Residual Land Values by Scenario*



18. The assessments reveal the following in relation to each of the proposed Garden Communities.
  - **West of Braintree Garden Community.** Under the Reference Case Scenarios residual land values range from £136,509/acre with 10% contingencies to £77,946/acre at 40% contingencies. The inflation scenarios all produce considerably higher residual land values beyond existing use values across all contingency rates, driven in part by the higher initial sales values and timescale of the development programme across over which inflation is compounded. No scenarios have been prepared to test the impact of securing Government grant funding for infrastructure as there are no live funding bids being considered.

- **Tendring Colchester Borders Garden Community.** Under the Reference Case Scenarios residual land values range from £67,394/acre at 10% contingencies to £14,529/acre at 40% contingencies. Should the current bids for Government funding via the Housing Infrastructure Fund be successful, residual land values would be lifted to between £210,504/acre at 10% contingencies to £189,411/acre at 40% contingencies. Inflation scenarios again produce considerably higher residual land values, albeit lower than the other sites due to the Garden Community having the lowest scale of development and shortest delivery timescale across which costs & value growth is compounded.
  - **Colchester Braintree Borders Garden Community.** The analysis indicates that under the Reference Case Scenarios the cashflow would be negative and therefore not achieve Existing Use Values. Should the current bids for Government funding via the Housing Infrastructure Fund be successful, residual land values would be lifted to between £102,913/acre at 10% contingencies to £58,702/acre at 40% contingencies. Inflation scenarios again produce considerably higher residual land values, which are strong due to the overall length of delivery timescale and application of cost and value growth over a considerably longer timeframe than the other 2 Garden Communities.
19. Additional analysis has been undertaken to consider returns in respect to the ‘Internal Rate of Return’ for any prospective master-developer and/or scheme funders taking account of the time/value of money through a discounted cash flow approach. This illustrates that rates of circa 7-10% are achievable based upon the scenarios as modelled which will exceed the anticipated average cost of finance.
20. The test of viability is based upon the judgement of the achievability of such residual land values and consideration as to whether these provide suitable incentive to landowners to bring land to the market. There are no equivalent benchmarks against which such a judgement should be strictly applied, and it is not considered appropriate to define an arbitrary approach aligned with approaches from elsewhere which can not be considered as suitably comparable or relevant to the scale or context of the 3 Garden Communities under assessment.
21. Consideration should therefore focus upon comparison to existing use or alternative uses for the sites that may be considered feasible. Agricultural land in the area is worth in the order of £10,000/acre and therefore sets a lowest possible benchmark for consideration. However judging viability against the equivalent existing use value does not recognise the need to incentivise landowners sufficiently for them to bring their land to market. It is difficult to accurately predict Alternative Use Values across the full site areas, although given the general location of the sites, they are generally unsuitable for redevelopment unless it was for large scale comprehensive redevelopment with associated infrastructure provision. The North Essex Authorities have the sites in the Shared Section 1 on the basis that such an approach is considered the most suitable. It therefore becomes a judgement as to the prospect of securing values in excess of any realistic alternatives.

22. The Viability Assessment Update has considered the various scenarios and shown under what conditions and circumstances certain scales of uplift can be achieved. The ultimate position cannot be fully predicated at this stage of the process, and an ongoing process of viability review will be needed to test proposals going forward.
23. The current analysis indicates that the West of Braintree scheme produces reasonably strong residual land values under the Reference Case scenarios even with the highest consideration of contingencies, with inflation driving far higher values over time.
24. Tendring Colchester Borders has lower residual land values, and the Reference Case indicates that higher contingencies would start to drive these down to a level akin to Existing Use Values. Should the current live Housing Infrastructure Fund bid be successful this would bring the site to a far stronger position. As per West of Braintree, inflation would also generate strong values.
25. Delivery of the 21,000 unit Colchester Braintree Borders is not capable of meeting Existing Use Values plus sufficient premium under present day costs and values and without investment to enable the implementation of upfront strategic infrastructure. However should the Housing Infrastructure Fund bid (or any future equivalent funding opportunity) be successful this would bring the site to a far stronger position. The impact of inflation would have a significant impact on this site and has the potential to drive significantly higher returns.

## **Wider considerations & influences**

26. It is important to acknowledge that the judgement of viability ought also reflect on wider factors which will influence viability, and the position taken within this Viability Assessment Update which may change the analysis over time. Aspects which may depress or enhance viability going forward should also be born in mind when making an ultimate judgement over the potential residual land values that may be achievable and the associated consideration of long-term viability. Such further considerations will include:
  - The impact of any property market downturn and/or economic shocks which may depress sales values and/or reduce market demand and the associated build out rate. Historical trend analysis can provide some context to the likelihood and extent of such issues, with the property market over time showing a degree of resilience and growth to overcome time limited market corrections;
  - Currently unforeseen or underestimated costs. The schemes are at relatively early stages in terms of the technical design and therefore the range and scale of costs may not as yet be appropriately identified. This requires appropriate consideration for potential cost over-runs as well as ongoing adjustments to reflect future occupier/consumer behaviour and technological change (for example influencing movement and associated transport implications). There may

- also be changes in construction practices which may reduce costs, such as through modular construction which could have a significant impact on future build costs;
- The impact of quality placemaking which may well deliver a value premium over and above values currently being considered. Any enhanced sales values would improve overall viability;
  - Cost or value inflation not being consistent. A relatively prudent approach has been taken within this Viability Assessment Update within the inflation scenarios which assumes value growth matches but does not exceed cost inflation. This is inconsistent with historical data and trends, albeit there can be no assurance that such trends would continue indefinitely into the future. Should sales values outpace costs this will have a significant impact on viability, with the converse also being true;
  - The assessments have incorporated the current view on scheme delivery rates, which is in part informed by historical evidence and projects not truly comparable in scale or kind to the sites subject to this study. Any improvements in delivery rates would have a considerable impact on viability through reducing the development programme and overall financing costs. Site promoters are likely to intend to deliver the sites at a faster rate than as assumed within this study;
  - The delivery model itself which may enable more efficient scheme delivery. For example, development may come forward under build under licence / lease arrangements to streamline delivery processes and enable savings such as through tax efficient approaches;
  - There have been numerous funding initiatives implemented by Government in recognition that large scale strategic growth has additional challenges, in particular in relation to the need for early funding and delivery of strategic infrastructure. This includes initiatives such as the Local Infrastructure Fund, Large Sites Infrastructure Fund, Home Building Fund and the more recent Housing Infrastructure Fund. Given the importance of improving housing supply, and an ongoing recognition of the significance of delivery from large sites, it is reasonable to anticipate that such funding opportunities would continue to emerge over time to address any particular challenges as they may occur.
27. In conclusion, this Viability Assessment update report provides a comprehensive review of the current viability position across the sites, and addresses the issues and matters raised through the Examination in Public. It sets out the range of scenarios and resulting residual land values to enable consideration of viability.
28. It sets out that when considering the overall costs and values over the lifetime of the projects, residual land values are generated through the various scenario tests which are well in excess of Existing Use Values and can be considered to provide a sufficient return (premium) beyond reasonable alternatives to stimulate the market. The sites can be considered viable under a number of rational and reasonable defined scenarios.



# Employment provision for the North Essex Garden Communities

Centre for Economics and Business Research report for the North Essex Authorities

1<sup>st</sup> July 2019

**Disclaimer**

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**Authorship and acknowledgements**

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The report does not necessarily reflect the views of North Essex Garden Communities Ltd

London, July 2019

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# 1. Introduction

- 1.1 In April 2017, Cambridge Econometrics and SQW produced an employment and demographic report for the North Essex Authorities<sup>1</sup>. This included scenarios for the population and employment of the Garden Communities, together with high-level estimates of employment space requirements.
- 1.2 In March 2019, the Centre for Economics and Business Research (Cebr) was commissioned to produce estimates of employment floorspace and employment land requirements for the three Garden Communities planned in North Essex. These estimates supersede the previous work done by Cambridge Econometrics and SQW.
- 1.3 In this note, we set out to present clearly and to a reasonable level of detail the assumptions used in the work to generate employment, employment floorspace, and employment land estimates.
- 1.4 Employment space estimates are for B class uses (industrial, office, and warehousing).
- 1.5 At the end of this document, results are summarised.

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<sup>1</sup> Colchester Borough Council, Braintree District Council, Tendring District Council and Essex County Council.

## 2. Methodology

### Employment scenarios

- 2.1 Cebr considered two main scenarios for employment levels in each Garden Community: the ‘reference case and ‘investment led’.
- 2.2 Colchester Borough Council provided 2022-2033 housing trajectories per Garden Community which informed employment scenarios. Figures provided are summarised in Table 1. After 2033, 300 dwellings per annum is assumed in each community until they meet the top end of the local plan range (13,000 for West of Braintree, 24,000 for Colchester Braintree Borders, and 9,000 for Tendring Colchester Borders). Results at the end of this note are included for each Garden Community in 2033, 2050, and the ‘final state’ completion of construction. This last year is different for each Garden Community: 2055 for Tendring Colchester Borders, 2068 for West of Braintree, and 2109 for Colchester Braintree Borders.

*Table 1: Annual housing trajectories to 2033/34 for the Garden Communities*

	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33
<b>West of Braintree</b>	100	200	300	300	300	300	300	300	300	300
<b>Colchester Braintree Borders</b>	-	-	-	-	-	150	300	300	300	300
<b>Tendring Colchester Borders</b>	100	150	200	250	300	300	300	300	300	300

- 2.3 In the reference case scenario, total employment in each Garden Community is exactly equal to number of dwellings.
- 2.4 The investment led scenario is based on previous scenario-based economic analysis carried out by Cebr for NEGCLtd. In this scenario, employment-to-population ratio in North Essex as a whole gradually increases to converge on the ratio forecast<sup>2</sup> for a set of comparators<sup>3</sup> in 2036. In 2016 North Essex’s employment-to-population ratio was 38.5% and under this scenario it increases to 43.5% in 2036.
- 2.5 The investment led scenario for this piece of work assumes that the employment-to-population ratio remains constant from 2036 onwards, and that in each Garden Community it is identical to the rate across North Essex (i.e. this employment-to-population ratio is achieved across North Essex as a whole and within each of the Garden Communities).

<sup>2</sup> Based on Cebr’s in-house local authority employment forecasts and ONS population forecasts, extrapolated as necessary

<sup>3</sup> West Essex, Cambridgeshire, Milton Keynes, Buckinghamshire, Oxfordshire, Berkshire, and Surrey

- 2.6 For the purposes of the employment calculations in the investment led scenario, population in each Garden Community is assumed on the basis of household size (i.e. the number of people per house) following the ONS 2016-based household projections for England to 2041 – after 2041, household sizes are assumed to remain constant at 2.26.
- 2.7 Estimated total employment numbers for each Garden Community in 2033, 2050, and on completion of construction ('final state') are summarised in the results section.

## Industrial sectors

- 2.8 A mix of industrial sectors was assumed for each Garden Community based on an assessment of their relative strengths and economic opportunities. Percentage of jobs in each of the ten high-level sectors under the Standard Industrial Classifications (SIC07) by Garden Community is shown in Table 2. These are based on adjustments to sectoral employment shares for the comparator regions implied by Cebr's in-house forecasts for GVA<sup>4</sup> by sector per local authority.

*Table 2: Assumed employment by sector from Cebr work*

	West of Braintree	Colchester Braintree Borders	Tendring Colchester Borders
<b>Agriculture, mining, electricity, gas, water and waste</b>	1.0%	1.0%	1.0%
<b>Manufacturing</b>	4.5%	4.5%	2.5%
<b>Construction</b>	5.0%	5.0%	5.0%
<b>Distribution; transport; accommodation and food</b>	25.0%	15.0%	15.0%
<b>Information and communication</b>	20.0%	20.0%	30.0%
<b>Financial and insurance activities</b>	1.0%	9.0%	1.0%
<b>Real estate activities</b>	0.5%	0.5%	0.5%
<b>Business service activities</b>	28.0%	30.0%	30.0%
<b>Public administration; education; health</b>	12.0%	12.0%	12.0%
<b>Other services and household activities</b>	3.0%	3.0%	3.0%

<sup>4</sup> A measure of the value of goods and services produced within a geographic area and/or economic sector of an economy, calculated as the value of output less the value of intermediate consumption (i.e. raw materials and other inputs).

- 2.9 These assumptions give a different number of jobs per sector depending on total employment scenario (reference case or investment led).

## Employment densities

- 2.10 Homes and Communities Agency (HCA) guidance<sup>5</sup> on observed employment densities for different types of workplace was used to convert employment per sector for each Garden Community into floorspace requirements.
- 2.11 Business register and employment survey (BRES) data was analysed to inform decisions about the assignment of employment in each sector to different types of workspace; for each sector it provides a breakdown by more specific occupational classes, which were approximately assigned to different types of office, industrial, or warehousing space or to non-B class space. In doing this we made sure to accommodate the NEGC ambition for Garden Communities to contain research and development (R&D) space (assumed 20% of business service activities employment) and business incubators (assumed 10% of information and communication employment).
- 2.12 Densities provided in the HCA guidance were all converted into GEA (Gross External Area) measurements for consistency, following HCA rules of thumb for conversions of NIA (Net Internal Area) into GIA (Gross Internal Area) and GIA into GEA.<sup>6</sup>
- 2.13 GEA, GIA, and NIA are defined as follows:<sup>7</sup>
- a. Gross External Area (GEA) includes walls, plant rooms, and outbuildings, but excludes external space such as balconies and terraces.
  - b. Gross Internal Area (GIA) refers to the entire area inside the external walls of a building and includes corridors, lifts, plant rooms, service accommodation (e.g. toilets).
  - c. Net Internal Area (NIA) – this is commonly referred to as the net lettable or ‘usable’ area of offices and retail units. It includes entrance halls, kitchens and cleaners’ cupboards, but excludes corridors, internal walls, stairwells, lifts, WCs and other communal areas.
- 2.14 To give an example, within the particularly varied ‘Distribution; transport; accommodation and food’ sector, we arrived at an average density of 26.2m<sup>2</sup> of B class space per employee. The assignment of employment to different types of workplace was as follows:
- a. 0.10 to B1c Light Industrial, with a GEA of 52.1m<sup>2</sup>/employee.
  - b. 0.30 to B8 Final Mile Distribution, with a GEA of 70.0m<sup>2</sup>/employee.
  - c. 0.60 to non-B class uses.
- 2.15 B class space per employee for each sector is shown in Table 3<sup>8</sup>.

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<sup>5</sup> Employment Density Guide 3rd Edition, Homes & Communities Agency, November 2015, page 29

<sup>6</sup> Conversion of NIA to GIA: HCA says that for non-industrial premises GIA is 15-20% higher than GIA; industrial NIA is 95% of GIA  
Conversion of GIA to GEA: assumed that GIA = 0.95\*GEA for all premises, again as per HCA guidance

<sup>7</sup> Definitions based on Employment Density Guide 3rd Edition, Homes & Communities Agency, November 2015, page 4

<sup>8</sup> Cebr considered employment densities per sector for ‘baseline’ and ‘digital focus’ scenarios. The former did not account for R&D and incubator space requirements, so the digital focus densities are shown here. In the baseline the requirements were 13.6 rather than 16.7 for information and communication and 12.9 rather than 20.1 for business service activities.

*Table 3: B class employment space requirements (m<sup>2</sup>/employee) per industrial sector from Cebr work*

Industrial sector	B class space per employee
Agriculture, mining, electricity, gas, water and waste	1.5
Manufacturing	46.4
Construction	26.1
Distribution; transport; accommodation and food	26.2
Information and communication	16.7
Financial and insurance activities	13.6
Real estate activities	14.8
Business service activities	20.1
Public administration; education; health	3.0
Other services and household activities	0.0

- 2.16 From the B class space requirements and number of employees per sector it was thus possible to estimate employment space requirements for each Garden Community for key future years.
- 2.17 Estimated floorspace requirements for each Garden Community in 2033, 2050, and on completion of construction ('final state') are summarised in the results section.

## Conversion to employment land requirement

- 2.18 Floorspace requirements were converted into employment land requirements using a plot ratio<sup>9</sup> of 200% for offices (B1a Offices, Mixed B Class in the HCA employment densities table), 40% for industrial (B1b, B1c, B2), and 50% for warehousing (B8). This was based on government guidance<sup>10</sup> and Cebr's discussions with AECOM, who confirmed these were widely-applicable ratios which have been used in other North Essex planning policy work.
- 2.19 Estimated employment land requirements for each Garden Community in 2033, 2050, and on completion of construction ('final state') are summarised in the results section.

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<sup>9</sup> A plot ratio defines the employment land requirement relative to the employment floorspace requirement, giving the latter as a percentage of the former. E.g. a 50% plot ratio indicates that employment floorspace requirement is 50% of the land required; 5,000m<sup>2</sup> of floorspace requires 10,000m<sup>2</sup> (1 hectare) of land.

<sup>10</sup> Office of the Deputy Prime Minister, *Employment Land Reviews: Guidance Note* (2004), page 101.

### 3. Summary of Results

3.1 Employment, floorspace required, and land required under each scenario and key year are summarised by Garden Community in Table 4.

*Table 4: Summary of employment, floorspace, and land results by employment scenario, Garden Community, and year*

<b>West of Braintree</b>		<b>2033</b>	<b>2050</b>	<b>Final state</b>
Reference case	Employment	2,700	7,800	13,000
	Employment floorspace (sq. m.)	52,666	152,147	253,579
	Employment land (hectares)	9.2	26.5	44.1
Investment led	Employment	2,685	7,671	12,786
	Employment floorspace (sq. m.)	52,380	149,640	249,400
	Employment land (hectares)	9.1	26.0	43.4
<b>Colchester Braintree Borders</b>		<b>2033</b>	<b>2050</b>	<b>Final state</b>
Reference case	Employment	1,350	6,450	24,000
	Employment floorspace (sq. m.)	24,807	118,524	441,020
	Employment land (hectares)	4.0	19.1	71.2
Investment led	Employment	1,343	6,344	23,605
	Employment floorspace (sq. m.)	24,672	116,571	433,753
	Employment land (hectares)	4.0	18.8	70.1
<b>Tendring Colchester Borders</b>		<b>2033</b>	<b>2050</b>	<b>Final state</b>
Reference case	Employment	2,500	7,600	9,000
	Employment floorspace (sq. m.)	45,083	137,053	162,300
	Employment land (hectares)	6.9	21.0	24.9
Investment led	Employment	2,486	7,475	8,852
	Employment floorspace (sq. m.)	44,838	134,795	159,625
	Employment land (hectares)	6.9	20.7	24.5

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# **NORTH ESSEX GARDEN COMMUNITIES**

## **INFRASTRUCTURE PLANNING, PHASING AND DELIVERY**

### **FINAL REPORT**

July 2019

## 3.1 Concept Framework

The Tendring Colchester Borders Concept Framework defines a spatial option for the long term delivery of a Garden Community and is framed by the following key principles:

- **Land use, capacity and placemaking** - A landscape led framework provides 7 development parcels each with its own characteristics and each with a particular role to play in the new community as a whole.
- **Employment** - Employment land includes an extension to the University's Knowledge Gateway, and a Business Park adjacent to the A120 with a mix of employment uses supported by Park and Ride, and served by a Mass Rapid Transit network, and employment floorspace within the district and local centres
- **Access and movement** - a key element of the access and movement strategy is the integration of a mass rapid transit system that connects Colchester Town and its stations with the University and with the new Garden Community. A new junction on the A120 will be required to provide a highway link to the A133 and to provide access to the Garden Community. The link road is proposed to form a development edge which will define the eastern extent of the new community which could be designed as a 'Parkland Avenue', with junctions to provide access into core development areas.
- **Open Space** - The landscape framework extends the green landscape of the urban edge of Colchester into the new suburb to provide a strong landscape link that connects existing communities and Salary Brook with the new Garden Community. The Framework emphasises a central 'east-west' orientated corridor between Greenstead, Salary Brook and new Country Park towards the rural eastern edge of the Suburb and on to Elmstead Market to the east. There is also potential to link across the A120 to Ardleigh Reservoir.
- **Phasing and delivery** - An informed position on how the development could be phased and delivered within the site constraints and opportunities, including key infrastructure requirements and delivery commentary.

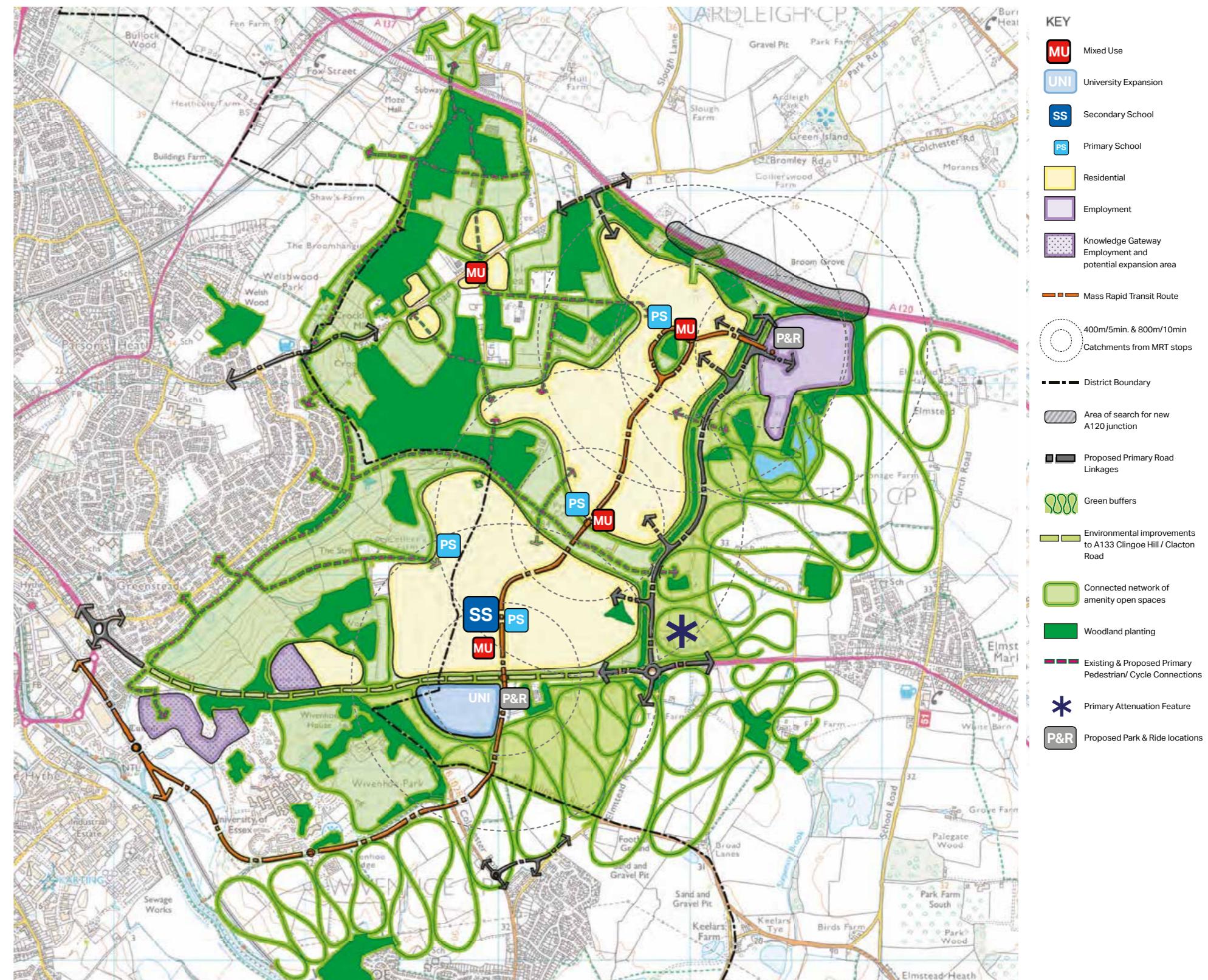


Figure 8: Tendring Colchester Borders Concept Framework. Source: David Lock Associates (2017)

## 3.2 Indicative masterplan and land use budget

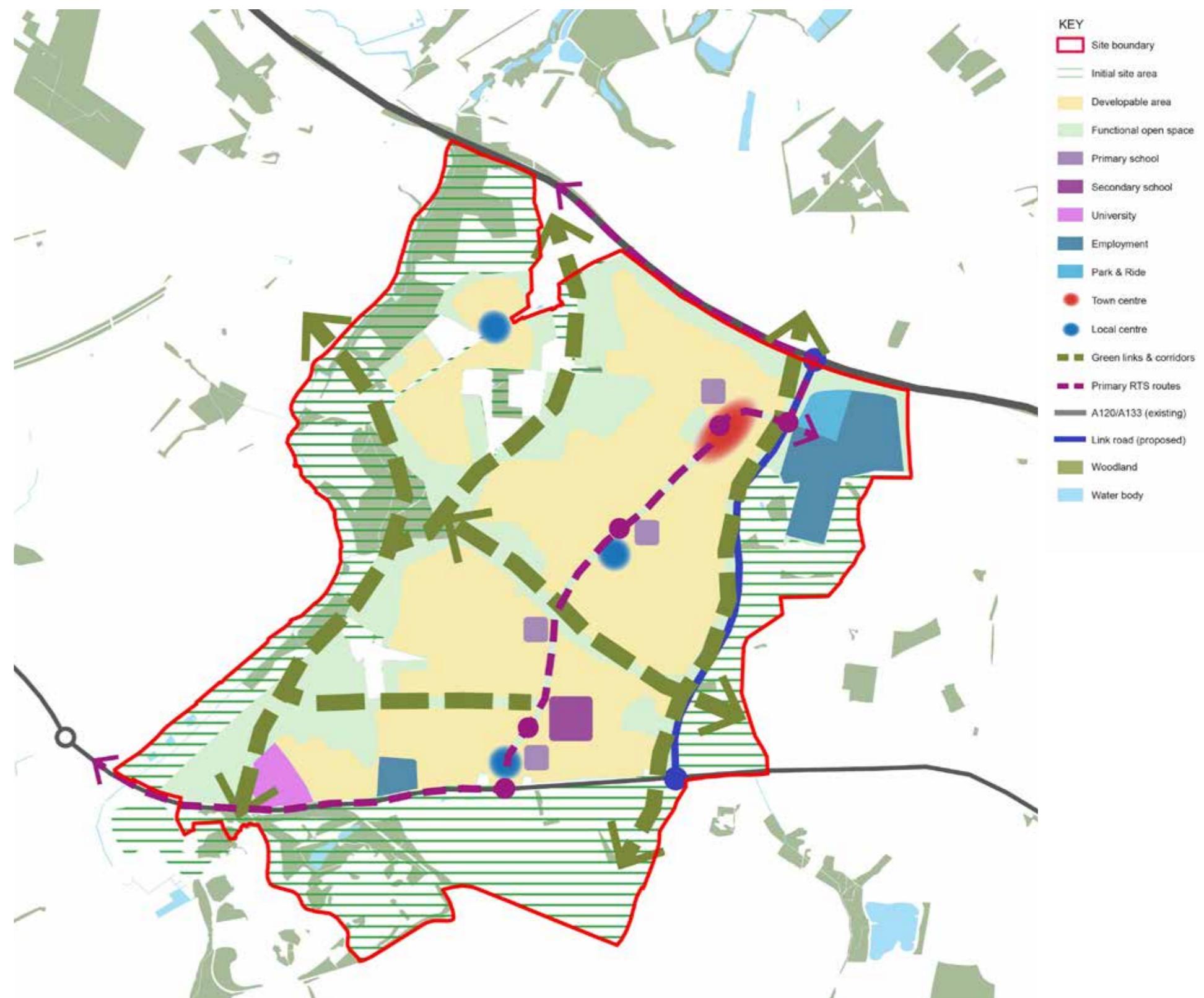
The plan that forms the basis of this current exercise is an iteration of the Tendring Colchester Borders Concept Framework. The modifications shown in this revised plan are minimal and derive from an update to the approach to infrastructure provision and to take account of more detailed work on the need for employment land, outlined by Cebr in their July 2019 report.

The other principal change is the re-calibration of open space, across the site, with a target level of provision that is more in keeping with the standard assumed across all three Garden Community sites.

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**Table 4: Tendring Colchester Borders Land Use Budget**

Area	Dwellings
Residential (ha)	196.06
Dwellings in Residential	6,960
Mixed Use (ha)	9.00
Dwellings in Mixed Use	540
Primary School (ha)	15.00
Secondary School (ha)	10.00
Employment (ha)	24.50
Park and Ride	3.67
Open Space (ha)	144.73
Infrastructure (5%)	21.21
<b>Total</b>	<b>424.17 Ha</b>
	<b>7,500</b>



**Figure 9: Tendring Colchester Borders Indicative masterplan (derived from Concept Framework)**

### 3.3 Movement and connectivity baseline

Whilst Phase 1 is well located to access the local road and bus networks, access for active modes will require enhancing. Some existing junctions will also require improvements in order to mitigate the impact of development, unless the A133 – A120 link road is delivered in parallel with Phase 1.

#### Key Findings - Roads



##### Current Situation

- The site is located on the eastern fringe of Colchester between the A133 to the south and the A120 to the north providing opportunities for connection with the A120 trunk road.
- Bromley Road and Harwich Road both pass through the site providing connections onto the A137 for links to and from Colchester town centre.
- In addition, numerous roads (predominantly rural roads) run through the site, providing wider vehicular access to the area.

##### Future and Wider Issues

- The development of the Tendring Colchester Borders site will require direct connections to the A120 and A133 which could be delivered phased with development in the form of new junctions.
- A number of existing junctions and links surrounding the site operate near to or at capacity during the peak periods. Improvements will therefore need to be brought forwards to these links and junctions in tandem with sustainable connections to minimise the impacts on the existing highway network.

#### Key Findings - Public Transport



##### Current Situation

- Local bus routes operate within the vicinity of the site at a relative high frequency, whilst more strategic bus routes provide low frequency inter-urban connections.
- The closest rail station to the site is Hythe station, located approximately 2.3km southwest of the centre of the site but only 800m from the southern boundary. It offers services on the Sunshine Coast line (GEML branch) providing up to two trains per hour between London and Clacton-on-Sea, and another train per hour in either direction between London and Walton-on-the-Naze. Both services connect with Colchester Mainline Station from where connections on the wider GEML are achievable with up to 10 services per hour to London.

##### Future and Wider Issues

- The potential for greater public transport connectivity has been identified in the concept framework and further explored by Jacobs' North Essex Rapid Transit study suggesting main corridors of movements between the 3 North Essex sites and their main local employment centres such as in the Tendring District and Colchester.

#### Key Findings - Active Modes



##### Current Situation

- Existing provision for active modes (walking and cycling network) is very limited on site. However, PROWs exist across the site in various locations.
- Other dedicated walking and cycling corridors are located close to the site such as the NCN 51 (long-distance cycle route) and Colchester cycle network running along the western edge of the site.
- Bromley Road allows movements across the A120 for cyclists and pedestrians, reducing the severance effect of this road and good pedestrian footway links are in place on the A133 linking the University site and west towards the town centre.
- The nature of the roads that cross the site mean pedestrian footway connections are limited; in many cases to one side of the carriageway or not present at all in the case of the rural roads.

##### Future and Wider Issues

- Building on the garden communities principles, Tendring Colchester Borders has the potential to plan for an important number of internalised movements to be undertaken by walk or cycle thanks to high-quality and dedicated infrastructure on-site.
- For wider hinterland/commuting movements, significant improvements would be required to increase the quality of the existing infrastructure and encourage cycling as an alternative to the car towards Tendring in particular.

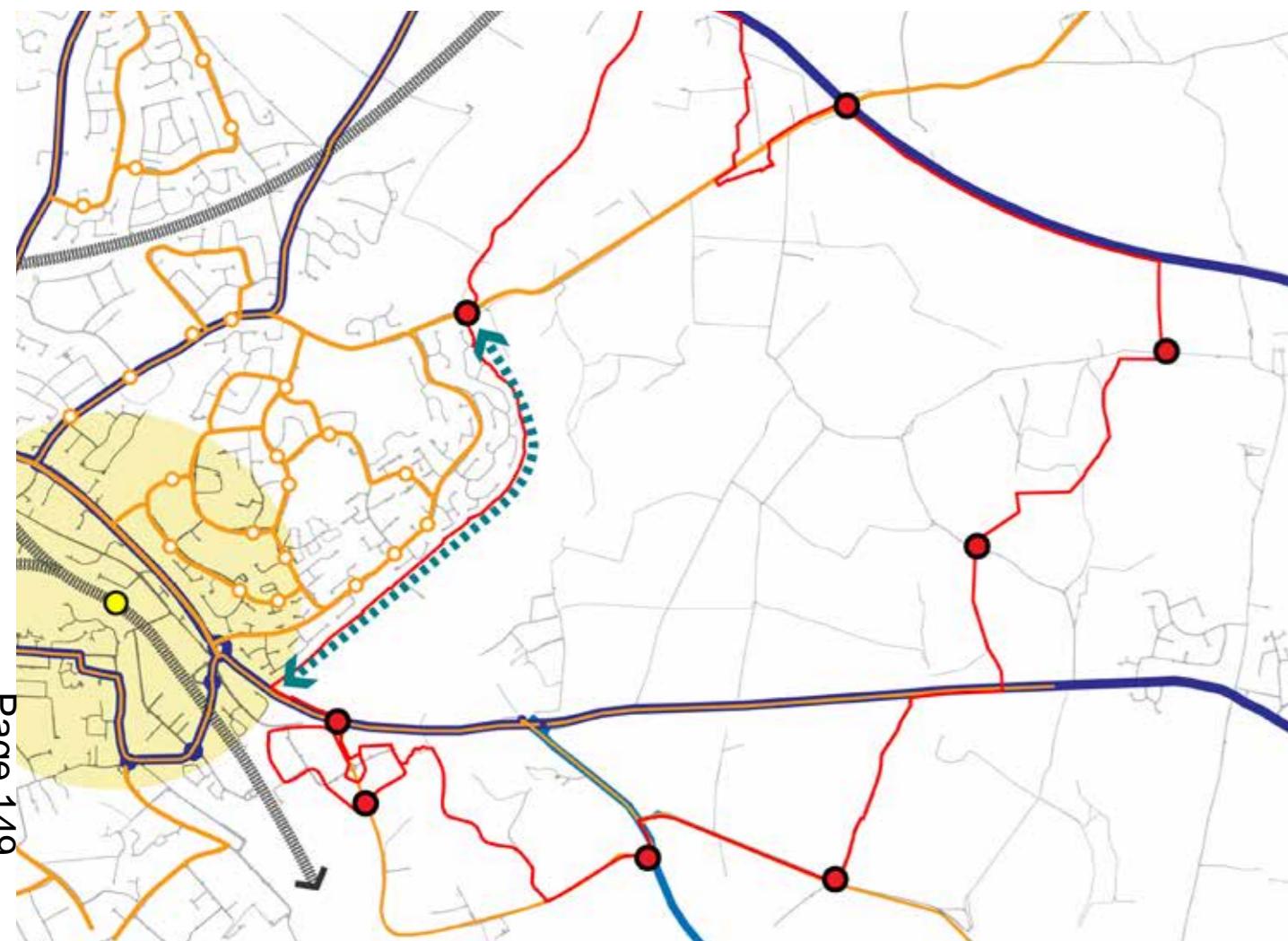


Figure 10: Tendring Colchester Borders Movement and connectivity baseline. AECOM.

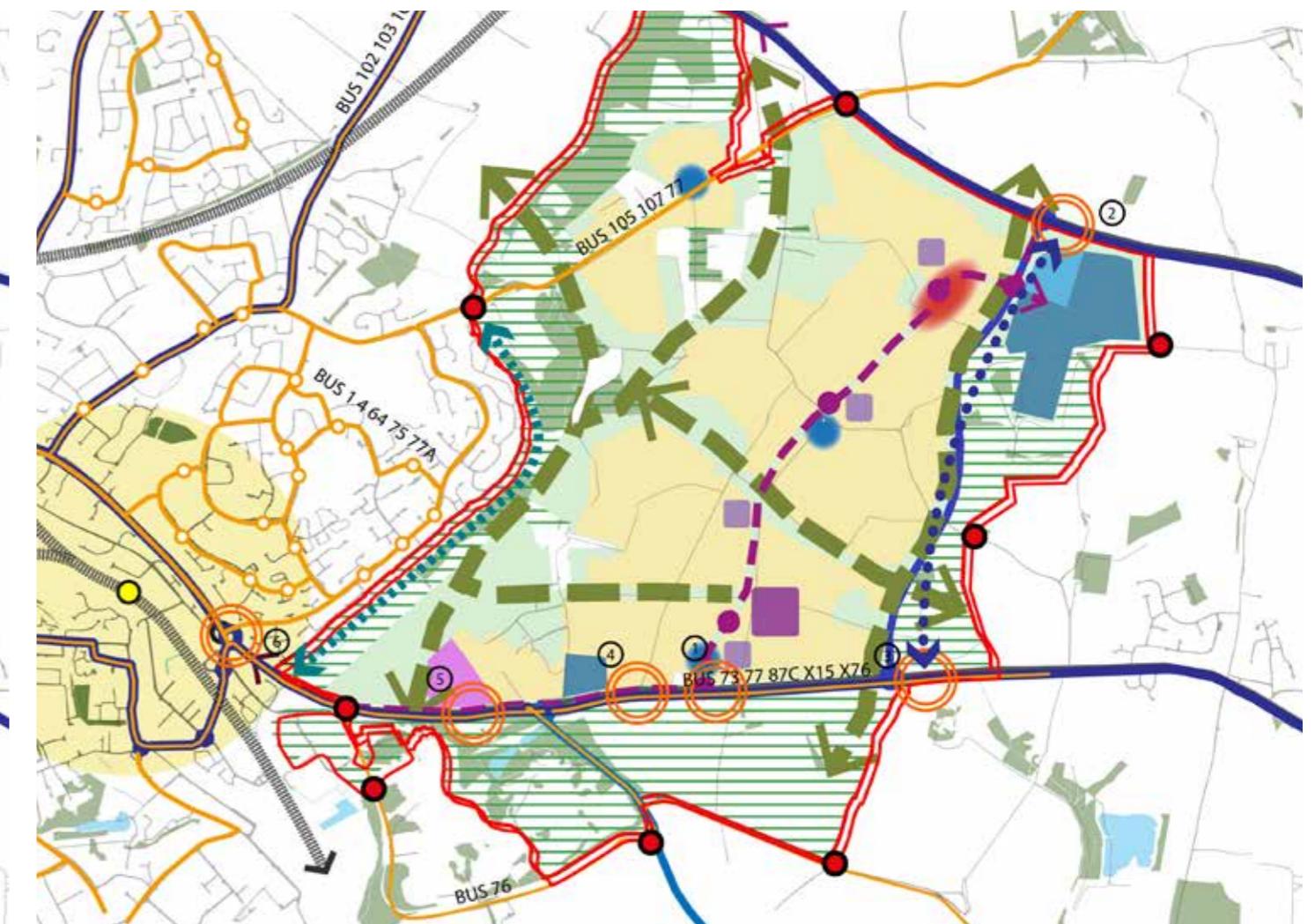


Figure 11: Tendring Colchester Borders Movement and connectivity potential interventions. AECOM.

**Existing Infrastructure**

- Site boundary
- Existing bus route
- Bus stop
- Salary Brook trail
- ||||| Railway
- Railway station
- 800m (10 min walking) Radius
- A Roads
- B Roads
- Minor Roads
- Existing access to the site

**Proposed Infrastructure**

- Site boundary
- → Proposed A133/120 link road
- Primary RTS Routes
- Proposed junction improvement to provide access to site
- (1) Proposed signalised primary access junction
- (2) Proposed A120 grade separated junction
- (3) Proposed A133/120 link road junction
- (4) Proposed signalised secondary access junction
- (5) Proposed junction improvement
- (6) Proposed improvements to Greenstead junction

## 3.4 Utilities baseline

This section provides a high level analysis of utilities based on preliminary conversations with service providers and desk-based study. Further discussions will be required as masterplans are worked up and more detail emerges.

### Key Findings - Electricity



#### Current Situation

- A meeting was held with UKPN to discuss issues relating to capacity of power available in the four areas under consideration. These informal meetings are referred to as "surgeries" by UKPN and are designed to offer some headline advice ahead of any formal engagement.
- UKPN advised that they expect a capacity demand somewhere between 5MW and 10 MW would trigger the need for a new primary substation.
- There is some good information in the evidence base for this area. General information is provided in the UKPN Regional Development Plan (RDP), and this is amplified through a meeting with UKPN in September 2014. Some network reinforcement will be needed in the period to 2031 to ensure that the Regulated reliability criteria are maintained under winter loading conditions.

#### Future and Wider Issues

- Development east of the Salary Brook could be supported by upgrading Colchester Primary substation, but distribution may be more costly owing to the need to install new circuits under the river but other supply options could be made available to the area, subject to further study. Specifically, the substation at Lawford could be upgraded which would avoid the river crossing.

### Key Findings - Waste Water



#### Current Situation

- The Colchester Waste Water Treatment Plant, now referred to Water Recycling Centre (WRC), is near capacity. There is a high level strategy to expand the plant, but expenditure will only be committed in response to developer demand. Expansion will have a fairly long lead-in time, so there may be some constraint on early development.
- There are a number of small WRC's with some capacity in this area. These include WRC's at Fingringhoe and Great Bromley. These could serve early development, but before the end of the plan period (2033), waste water would have to be pumped to Colchester WRC at Hythe, or a new treatment plant would have to be built. Pumping to Hythe would involve a river crossing.

#### Future and Wider Issues

- Most sewers are running with limited spare capacity, and infrastructure upgrades will be needed to support new development. This offers the opportunity to explore new approaches.
- Development in North Colchester may trigger the need for a new WRC within this region also; there could be an opportunity to install a WRC with sufficient capacity to serve both sites, benefiting from economies of scale and providing a more sustainable water cycle.

### Key Findings - Gas



#### Current Situation

- According to an email from National Grid Gas in September 2014, the high and medium pressure network is expected to be able to deliver the predicted additional demand from new development, but the low pressure network will require reinforcement where connections to new development are required.

#### Future and Wider Issues

- A new pipeline connecting the existing Medium Pressure main to a new pressure reducing station will be required.

### Key Findings - Telecommunications



#### Current Situation

- Evidence limited with additional investigation under masterplanning required.

#### Future and Wider Issues

- Telecommunication network will be made available to the development at no cost, following a commitment by BT Openreach to serve all developments of more than 30 homes with high speed broadband.

### Key Findings - Water Supply



#### Current Situation

- There is some general information in the Anglian Water development plan covering the period 2015 to 2020. The region east of Colchester (referred to in the Anglian Water development plan as "South Essex") is predicted to be in water deficit condition by 2030.

#### Future and Wider Issues

- Water will need to be delivered from other areas within the Anglian Water region, or supplemented by neighbouring water companies, namely Affinity Water to the south and Severn Trent to the west. The Anglian water predictions are based on average growth trends; any accelerated growth will bring the date forward. There is no specific information about the proposed development area. There are no major supply projects planned during the current review period (to 2020) – the focus is firmly on demand reduction by tackling leakage and installing water meters.
- The Ardleigh Reservoir, located to the north of the site, could provide additional supply, however this is subject to agreement with the relevant stakeholders. It would also require upgrades to existing as well as new infrastructure.

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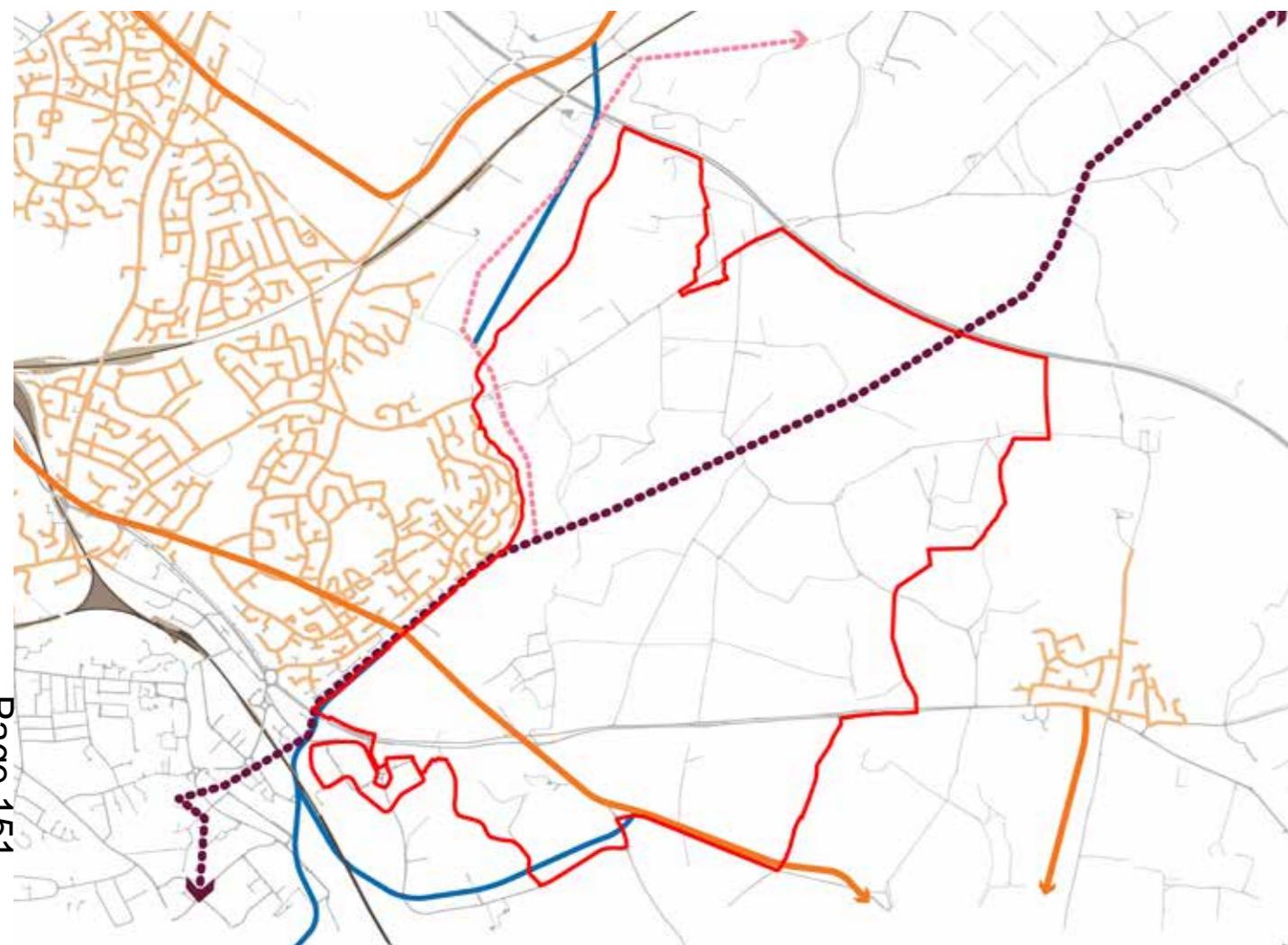


Figure 12: Tendring Colchester Borders Utilities baseline. AECOM.

- High pressure Gas
- Medium Pressure Gas Pipe
- 33,000 V Tower Line
- 132,000 V Tower Line

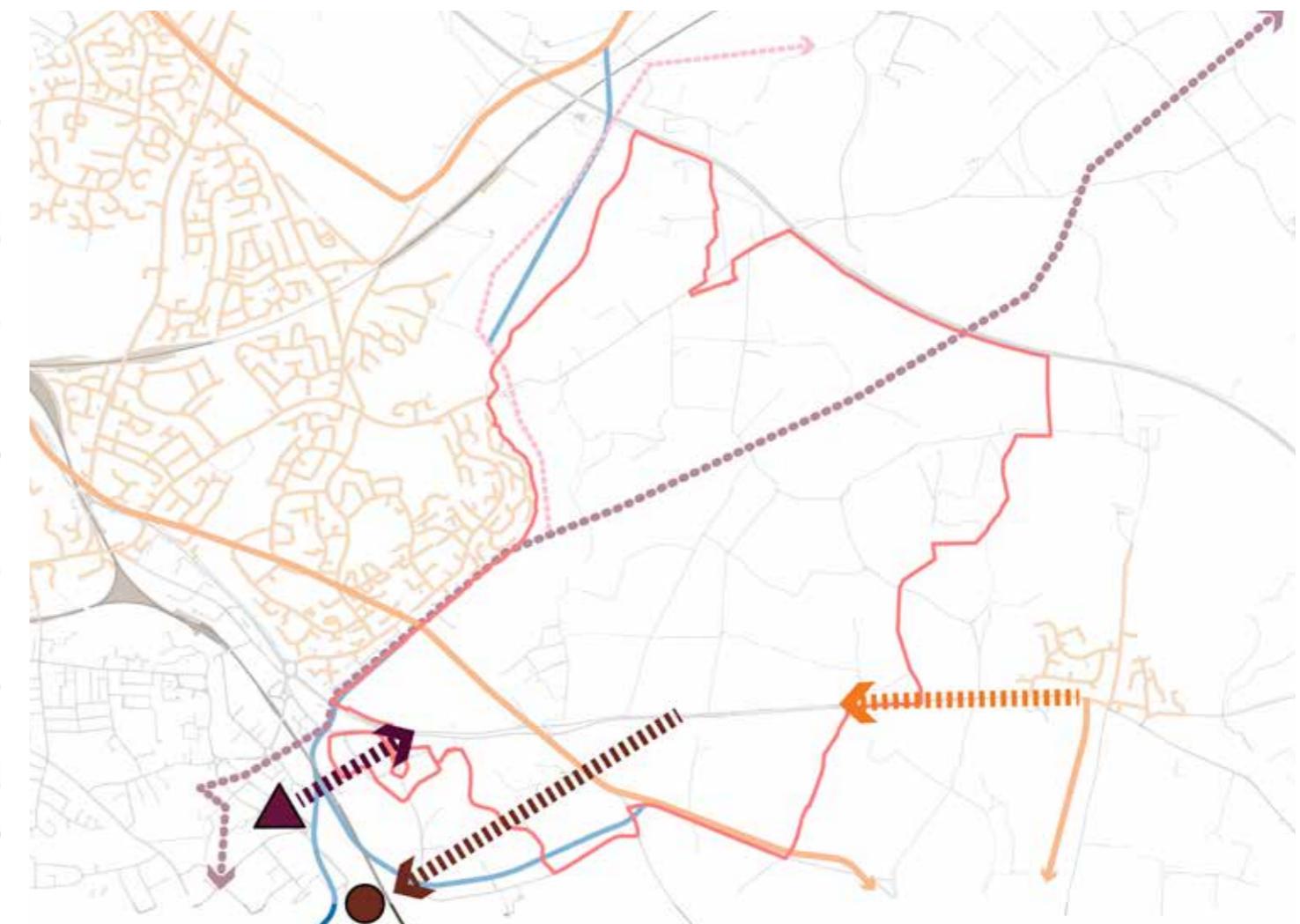


Figure 13: Tendring Colchester Borders Utility interventions. AECOM.

- High pressure Gas
- Medium Pressure Gas Pipe
- 33,000 V Tower Line
- 132,000 V Tower Line
- Medium pressure gas supply
- Sewage treatment
- ▲ Primary substation supply

## 3.5 Infrastructure requirements by phase

### Project List

Infrastructure delivery forms a key element of the Garden Community principles. Table 5 contains the estimated infrastructure required to support development at Tendring Colchester Borders and the figures below show phasing assumptions spatially. Please note the infrastructure highlighted is indicative and not based on a detailed masterplanning exercise.

In accordance with the Garden Community approach, the programme assumes the front-loading of several infrastructure items so that they are provided before the benchmarked trigger point.

**Table 5: Tendring Colchester Borders Infrastructure requirements**

Infrastructure	Demand arising from development	Unit of demand	Commentary/assumptions	Cumulative Development Schedule					
				Phase 1 1,442	Phase 2 3,004	Phase 3 4,556	Phase 4 5,783	Phase 5 6,848	Phase 6 7,500
<b>Education</b>									
Primary Schools: 2 Form Entry (including 56 place EY+C facility)	8	FE	2FE facilities and EY + C Assuming 210 places per FE and 56 places per EY. Excludes temporary accommodation.	2FE + EY	2FE + EY	2FE + EY		2FE + EY	
Secondary Schools	8	FE	Assuming 150 places per FE. Excludes temporary accommodation.		8FE				
Standalone Early Year Facilities (56 place, above those co-located with Primary)	5	Facilities	Assuming 56 places per facility. 4 EY facilities within primary schools, 9 in total required by development. Excludes temporary accommodation.	1	1		2		1
<b>Healthcare &amp; Community</b>									
General Practitioners	1,650	m <sup>2</sup>	Demand arising 10 GPs. Assuming 1800 population per GP. Assuming a population of 18,000 (2.4/unit). Assuming 165 m <sup>2</sup> / GP.	2	2	2	1	2	1
Dentists	550	m <sup>2</sup>	Demand arising 11 Dentists. Assuming 1760 population per dentist. Assuming a population of 18,000 (2.4/unit). Assuming 50 m <sup>2</sup> / Dentist.	3	2	1	2	2	1
Community Space and Libraries	1,800	m <sup>2</sup>	Demand arising 540 m <sup>2</sup> of Library Space. Assuming 30 m <sup>2</sup> per 1000 persons. Demand arising 1080m <sup>2</sup> of Community Space. Assuming 60 m <sup>2</sup> per 1000 persons. Demand arising 1nr 1800 m <sup>2</sup> facilities. Assuming a population of 18,000 (2.4/unit).	19%	21%	21%	16%	14%	9%
4 Court Sports Centre	952	m <sup>2</sup>	Demand arising 2 nr facilities. Assuming 0.072 facilities per 1000 persons. Assuming 476m <sup>2</sup> per facility. Assuming a population of 18,000 (2.4/unit).	1			1		
4 Lane Swimming Pool	245	m <sup>2</sup>	Demand arising 1 nr facility. Assuming 0.048 facilities per 1000 persons. Assuming 245m <sup>2</sup> per facility.. Assuming a population of 18,000 (2.4/unit).	1					
<b>Open Space</b>									
Open space	144	ha	Assuming a population of 18,000 (2.4/unit). Including; 8ha total open space per 1000 population.	38.88	47.52	1.44	28.80	20.16	7.20
Environment/waste - Allowance	7,500	units	Include allowance per unit to cover the provision of acoustic bunding / fencing to mitigate the impact of external sources of noise such as highways and public transport and localised solid waste recycling area.	1442	1562	1552	1227	1065	652

Infrastructure	Demand arising from development	Unit of demand	Commentary/assumptions	Cumulative Development Schedule								
				Phase 1 1,442	Phase 2 3,004	Phase 3 4,556	Phase 4 5,783	Phase 5 6,848	Phase 6 7,500			
<b>Utilities - Scheme-Wide Enabling Works</b>												
<b>Site Preparations and Earthworks</b>												
General demolition and site clearance 443 ha = m <sup>2</sup>	4,430,000	m <sup>2</sup>	Assume Site Area of 403ha plus an allowance for an additional 10% of this area to allow for works outside of the core development area and within the site boundary.	19%	21%	21%	16%	14%	9%			
<b>Highways</b>												
Primary and secondary road network												
<b>Drainage</b>												
Foul and surface water network												
<b>Landscaping</b>												
Cost captured in open space												
<b>Noise attenuation</b>												
Cost captured in open space												
<b>Waste Management</b>												
Provision for recycling on site, excluding new amenities	7,500	Nr										
<b>Energy</b>												
33 No. 11 kV to 400 V distribution substations	33	Substations										
7 No. 11 kV ring circuits from primary substation to connect to distribution substations.	7	Ring Circuits										
400 V LV circuits from distribution substations to end users	7,500	Circuits/Unit										
Residential Electricity Connections												
Budget cost per Low Voltage (LV) Service Disconnection		Unit										
<b>Potable water</b>												
New network of distribution pipework												
Water mains, connections and infrastructure charges												
<b>Waste Water</b>												
New network of collection pipework												
Plot connections for all properties to waste water distribution network												
<b>Gas</b>												
Low Pressure Residential Connections												
<b>Utilities - Off-Site Requirements</b>												
<b>Electricity</b>												
132 kV connection to Primary Substation from Colchester Grid Substation					100%							
Electricity Diversion Works				100%								

Infrastructure	Demand arising from development	Unit of demand	Commentary/assumptions	Cumulative Development Schedule					
				Phase 1 1,442	Phase 2 3,004	Phase 3 4,556	Phase 4 5,783	Phase 5 6,848	Phase 6 7,500
<b>Potable Water</b>									
Connection to closest feasible supply source with capacity (e.g. trunk main or reservoir)				100%					
Budget cost per lowering of the Affinity Water 12" AC Distribution Water Main to accommodate a site entrance.			Assuming lowering of the distribution water main to accommodate site entrances within Brightlingsea Road, Elmstead Road and Colchester Road.	100%					
<b>Waste Water / Foul Water</b>									
Upgrades to water course discharges			Allowance for environmental enhancement / EA regulations. Note: Does not account for university student population.	100%					
Connection to existing waste water treatment works via new pumping station - primary and secondary collection networks			Pumped to Colchester WRC (5.2 km pipeline). Note: Does not account for university student population.	100%					
<b>Gas</b>									
Extension to Medium Pressure network				100%					
1 No. Medium to Low Pressure reducing station	Station	% of total provision		19%	21%	21%	16%	14%	9%
Re-routing of 12" Medium Pressure Gas Main through the new on-site road network				100%					
<b>Telecommunications</b>									
Development of access chambers for BT Telecoms network, BT Openreach fibre optic network and private telecoms network throughout development.				19%	21%	21%	16%	14%	9%
Openreach diversion works associated with Mount Pleasant and Allen's Farm off Tye Road.				100%					
Openreach diversion works associated with highway works on the A133.				100%					
<b>Transport</b>									
New signalised access onto A133 (primary access to site)		% of total provision		100%					
Secondary signalised access onto A133		% of total provision		100%					
Interim highways improvements measures (including improvements to Greenstead roundabout and A133 Hare Green roundabout)		% of total provision		100%					
A120-A133 Link Road		% of total provision			100%				
On site RTS route and related improvements/facilities		% of total provision		20%	20%	20%	20%	20%	
Contribution to provisions of off site RTS network		% of total provision		27%	30%	14%	14%	15%	
Park & Ride facilities and interchange with RTS		% of total provision		50%		50%			
Upgrade existing walking / cycling infrastructure		% of total provision		50%	50%				
Various combined segregated pedestrian / cycle "Greenways" through site		% of total provision		19%	21%	21%	16%	14%	9%
Internal road network		% of total provision	Include in enabling costs						

Infrastructure	Demand arising from development	Unit of demand	Commentary/assumptions	Cumulative Development Schedule					
				Phase 1 1,442	Phase 2 3,004	Phase 3 4,556	Phase 4 5,783	Phase 5 6,848	Phase 6 7,500
<b>Per Unit Contributions</b>									
Investment in early phase bus/transit services		% of total provision		19%	21%	21%	16%	14%	9%
Travel plan measures (smarter choices, car clubs, charging points, etc) - Straight Line Cost Over Time		% of total provision	Aligned to Modal Shift analysis (ITP). Delivered from day one with funding annually.	19%	21%	21%	16%	14%	9%
Open Space Endowment		% of total provision		19%	21%	21%	16%	14%	9%
Employment Space		% of total provision		19%	21%	21%	16%	14%	9%

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# North Essex Authorities

Infrastructure Order of Cost Estimate [41,000 Homes]

North Essex Authorities  
Gleeds Cost Management  
Project LNCM 0931

Version: 1  
Date: 01/07/2019

# Executive Summary

Gleeds have undertaken a review of the cost of infrastructure works associated with the development of 41,000 homes across 3 new garden communities in North Essex. This report is based on the design information contained within AECOM's Infrastructure Planning, Phasing and Delivery (NEGC IPPD) Draft Report dated July 2019..

We have identified clear assumptions within our report under Section 5.

This estimate reflects prices at Q4 2018 based on the details referenced therein. The pricing basis of this preliminary budget estimate is current market conditions and should be reviewed at regular intervals of no longer than 3 months.

Throughout the cost estimating process we have worked collaboratively with other consultants. The infrastructure requirements have been informed by review of the design information as set out in the AECOM IPPD Draft Report July 2019, and in some cases estimated using metrics outlined in ECC Developer's Guide to Infrastructure Contributions Document. We have also incorporated Essex County Councils' guidance on Education requirements, UCML guidance on utilities provisions, Essex Highways guidance on Rapid Transit System requirements and the North Essex Authorities guidance on Per Unit Contributions.

A number of benchmark data are identified within this report; however, the following are key priorities during the next stage of the feasibility design;

- Inflation Forecast to be reviewed
- Refined design information to determine accurate benchmark information
- Strategic review of associated risk

# Introduction

## Overview

Gleeds have been asked to provide cost advice for the community infrastructure and enabling works required to support the delivery of 41,000 homes across three new garden communities over a number of phases in Essex to Garden Community Principles.

Whilst it is too early to provide detailed substantiation behind the Order of Cost Estimate contained within this report, this report aims to give the NEA the intended guidance of the likely cost associated with the infrastructure works.

This report presents the findings of a “high-level” design assessment based on AECOM’s IPPD Draft Report dated July 2019. Identifying three broad locations at West of Braintree, Tendring Colchester Borders and Colchester Braintree Borders. It is noted that these analysis and options will continue to evolve, and the basis of our report is the assumed delivery of 41,000 homes as outlined within AECOM’s IPPD Draft Report dated July 2019 and the number of homes proposed for each of the Garden Communities is as follows:

<b>Site</b>	<b>Gleeds</b>	<b>AECOM</b>
	Number of Residential Units	Number of Residential Units
1 - West of Braintree	12,500	12,500
2 - Tendring Colchester Borders	7,500	7,500
3 - Colchester Braintree Borders	21,000	21,000
	41,000	41,000

	<b>NEA</b>	<b>ONS</b>	<b>Gleeds</b>
<b>Garden Community</b>	Number of Residential Units	Anticipated Population	£ / Residential Unit
Site 1 – West of Braintree	12,500	30,000	£64,000
Site 2 – Tendring Colchester Borders	7,500	18,000	£66,000
Site 3 – Colchester Braintree Borders	21,000	50,400	£63,000

Please note: £ / Residential Unit rates reflect prices at 4Q2018 and include 10% Professional Fees and 10% Risk.

### Infrastructure Costs per Site:

	Site 1 West of Braintree	Site 2 Tendring Colchester Borders	Site 3 Colchester Braintree Borders	All Sites
<b>Number of Units</b>	<b>12,500</b>	<b>7,500</b>	<b>21,000</b>	<b>41,000</b>
	(£ Total)	(£ Total)	(£ Total)	(£ Total)
<b>Education</b>	105,930,000	65,250,000	172,350,000	343,530,000
<b>Healthcare &amp; Community</b>	23,260,000	13,020,000	36,090,000	72,370,000
<b>Open Space</b>	39,850,000	23,910,000	66,950,000	130,710,000
<b>Utilities - Scheme-Wide Enabling Works</b>	230,420,000	138,640,000	389,980,000	759,040,000
<b>Additional Onsite Requirements</b>	8,340,000			8,340,000
<b>Utilities - Off-Site Requirements</b>	34,910,000	27,250,000	70,360,000	132,520,000
<b>Transport</b>	140,830,000	108,740,000	248,850,000	498,020,000
<b>Per Unit Contributions</b>	81,690,000	30,710,000	117,600,000	230,000,000
<b>Total Construction Cost (exc. Fees and Risk)</b>	<b>665,230,000</b>	<b>407,520,000</b>	<b>1,101,780,000</b>	<b>2,174,530,000</b>
<b>Cost per Unit (exc. Fees and Risk)</b>	<b>53,000</b>	<b>54,000</b>	<b>52,000</b>	<b>53,000</b>
<b>Professional Fees (10%)</b>	66,520,000	40,750,000	110,180,000	217,450,000
<b>Project Risk (10%)</b>	73,180,000	44,830,000	121,200,000	239,200,000
<b>Total Cost at 4Q2018 (exc. VAT)</b>	<b>804,930,000</b>	<b>493,100,000</b>	<b>1,333,160,000</b>	<b>2,631,180,000</b>
<b>Cost per Unit</b>	<b>64,000</b>	<b>66,000</b>	<b>63,000</b>	<b>64,000</b>

### Assumptions:

- Number of units as per the AECOM IPPD Draft Report dated July 2019.
- Anticipated population assumes a population per household rate in line with the Office for National Statistics (ONS, 2017) average of 2.4 persons per household.

### Professional Fees and Risk Allowances:

- Professional fees assumed at 10%.
- Project risk assumed at 10%. Given the high-level nature of this estimate, we have assumed 10% Risk as a reasonable starting point. Risk allowance and allocation on an item by item basis should be strategically reviewed as a key priority.

This report provides the analysis and conclusions that derived from a select group of documents given the works that has gone into the Garden Communities Charter and the three Borough Councils Local Plan process. We also used the objectives as set out in the NEGC Concept Feasibility Study. A schedule of information used can be found in Appendix D.



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## **HRA Report for North Essex Authorities Shared Strategic Section 1 Local Plan**

Prepared by LUC  
July 2019

## 7 Conclusion

- 7.1 At the Screening stage, Likely Significant Effects on European Sites, either alone or in combination with other plan and projects, were identified as follows.
- **Loss of offsite habitat** – Abberton Reservoir SPA/Ramsar, Blackwater Estuary SPA/Ramsar, Hamford Water SAC, Hamford Water SPA/Ramsar, Stour and Orwell Estuaries SPA/Ramsar, and Colne Estuaries SPA and Ramsar.
  - **Recreational Impacts** – Abberton Reservoir SPA, Essex Estuaries SAC, Hamford Water SAC, Hamford Water SPA/Ramsar, Stour and Orwell Estuaries SPA and Ramsar, Colne Estuary SPA/Ramsar, Blackwater Estuary SPA/Ramsar and Outer Thames Estuary SPA.
  - **Water quality** – Essex Estuaries SAC, Stour and Orwell Estuaries SPA/Ramsar, Colne Estuary SPA/Ramsar.
- 7.2 The Appropriate Assessment stage identified whether the above Likely Significant Effects will, in light of mitigation and avoidance measures, result in adverse effects on the integrity of the European sites either alone or in-combination with other plans and projects. Where necessary, suitable mitigation measures and modified policy wording is recommended which would enable a sufficient level of certainty to conclude no Adverse Effect on the Integrity of European sites.
- Loss of offsite habitat**
- 7.3 The Tendring and Colchester Borders Garden Community and larger housing allocations on the edge of Clacton-on-Sea were identified as providing suitable offsite foraging habitat for golden plover and lapwing in the form of arable fields and short grazed pasture. In isolation the importance of these sites for these species is likely to be low when compared with the extensive areas of habitat of greater suitability both within the North Essex Authorities and the wider land areas surrounding these European sites, particularly given the influence of limiting factors such as distance from SPAs, disruption of flight paths by urban settlements, and presence of edge features. As a result, the potential for the loss of offsite habitat to adversely affect these species related primarily to the cumulative effect of reducing the extent of feeding areas. The likelihood of this occurring was considered low given the quality of the habitat affected and the small amount of habitat affected as a proportion of that available around each of the European sites.
- 7.4 Nevertheless, despite the above, uncertainty remained under the precautionary principle as to whether the loss of sites will cumulatively adversely affect the integrity of the SPA/Ramsar sites in relation to golden plover and lapwing. Given the dependency of these species on offsite arable fields and grasslands, inclusion and implementation of appropriate safeguards and mitigation has been recommended for inclusion in the Shared Strategic Section 1 Local Plan to provide certainty that there will be no adverse effect on the integrity of the Stour and Orwell SPA/Ramsar, Hamford Water SPA/Ramsar, Colne Estuary SPA/Ramsar, Blackwater Estuary SPA/Ramsar, and Abberton Reservoir SPA/Ramsar.
- 7.5 Mitigation required in the Shared Strategic Section 1 Local Plan includes:
- Wintering bird surveys as part of any project level development proposals and masterplanning for the Tendring and Colchester Borders Garden Community, undertaken as part of a coordinated approach with the parallel requirement which has been identified as mitigation for certain site allocations in the HRA of the Tendring District Draft Section 2 Local Plan.
  - A commitment to phasing of development and mitigation. This may include provision of appropriate mitigation in the form of habitat creation and management in perpetuity, either on-site or through provision of strategic sites for these species elsewhere.
- 7.6 The mitigation measures recommended in this HRA are considered precautionary, appropriate and effective. Given its size, the Tendring and Colchester Borders Garden Community would likely be capable of mitigating for its own impact on-site if necessary, and therefore the above measures

have been recommended to provide certainty that the cumulative effect of habitat loss would not result in significant adverse effects.

- 7.7 **In conclusion, providing that the above mitigation safeguards are incorporated into the Shared Strategic Section 1 Local Plan, and are implemented successfully, adverse effects on the integrity of the Stour and Orwell SPA/Ramsar, Hamford Water SPA/Ramsar, Colne Estuary SPA/Ramsar, Blackwater Estuary SPA/Ramsar, and Abberton Reservoir SPA/Ramsar, as a result of loss of offsite functionally linked habitat will be avoided.**

### Recreational impacts

- 7.8 The assessment concluded that the Section 1 Local Plan will not result in adverse effects on the integrity of the Outer Thames Estuary either alone or in-combination, and no mitigation is required.
- 7.9 The assessment concluded that the existing avoidance and mitigation measures in place at Abberton Reservoir (e.g. site management) are sufficient to ensure that the Section 1 Local Plan will not result in adverse effects on the integrity of the SPA either alone or in-combination.
- 7.10 Recreational impacts were identified as a key threat to Essex Estuaries SAC, Hamford Water SAC, Hamford Water SPA/Ramsar, Stour and Orwell Estuaries SPA and Ramsar, Colne Estuary SPA/Ramsar and Blackwater Estuary SPA/Ramsar, both alone and, in the case of the Stour and Orwell Estuaries SPA/Ramsar, as a result of in-combination effects with the Local Plans of neighbouring Suffolk Authorities.
- 7.11 This issue is an increasingly prevalent threat to European sites across the UK, and in response to emerging research and evidence, the consensus between Local Authorities, Natural England, and other key stakeholders such as the RSPB and the Wildlife Trusts, was that the most appropriate method of mitigation and avoidance is via implementation of Recreational disturbance Avoidance and Mitigation Strategies (RAMS) which provides a multi-faceted approach and is adaptive and responsive to regular monitoring.
- 7.12 Eleven Essex Authorities, including the NEAs, have produced a final draft of the Essex coast RAMS in close consultation and approved by Natural England, with each authority taking the RAMS to its elected members for approval in Spring 2019. The authorities have also drafted a Supplementary Planning Document (SPD) which will facilitate the delivery of the Essex coast RAMS. Consultation on the draft SPD will take place in 2019, in accordance with the Statement of Community Involvement of each Authority. It is anticipated that the SPD will be adopted by each LPA in 2019.
- 7.13 This strategic approach has the following advantages:
- It meets the requirements of planning legislation: necessary to make a development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to a development;
  - It is endorsed by Natural England and has been used to protect other such Sites across England;
  - It is pragmatic: a simple and effective way of protecting and enhancing the internationally important wildlife of the Essex coast and will help to reduce the time taken to reach planning decisions;
  - It allows for detailed evidence to be gathered to understand the recreational disturbance patterns and provide an effective mitigation package;
  - It provides an evidence based and fair mechanism to fund the mitigation measures required as a result of the planned residential growth; and
  - It provides developers, agents and planning authorities with a comprehensive, consistent and efficient way to ensure that appropriate mitigation for residential schemes within the Zone of Influence is provided in an effective and timely manner
- 7.14 As a result of this approach there is a high degree of certainty that the impacts identified in this assessment can be avoided.

- 7.15 As a result, **the Appropriate Assessment concluded that the Shared Strategic Section 1 Local Plan will not result in adverse effects on the integrity of European Sites as a result of recreational pressures, either alone or in-combination, due to the adequacy, appropriateness and effectiveness of the avoidance and mitigation measures proposed.**

#### **Water quality**

- 7.16 The assessment concluded that adverse effects on the integrity of European sites as a result of changes in water quality can be avoided provided the above additional commitments and policy safeguards are included in the appropriate Local Plan document, such as a commitment to ensure that phasing of development does not exceed infrastructure capabilities and that the necessary upgrades are in place prior to development coming forward.
- 7.17 As a result of the policy safeguards which will be provided, **the Shared Strategic Section 1 Local Plan will not result in adverse effects on the integrity of the Stour and Orwell Estuaries SPA/Ramsar, the Colne Estuary SPA/Ramsar and Essex Estuaries SAC as a result of changes in water quality, either alone or in-combination due to the ability and commitment to address water treatment capacity issues prior to specific developments.**

### **Overall conclusion**

- 7.18 The approach being taken by the North Essex Authorities in addressing the key issues, particularly the strategic and collaborative approach, and working closely with Natural England, is advocated and deemed to be the most appropriate and pragmatic approach in ensuring that the Shared Strategic Section 1 Local Plan is sound.
- 7.19 In light of the People Over Wind and Holohan ruling, it can be confirmed that the findings of the HRA rely on avoidance and mitigation measures only at the Appropriate Assessment and that the complex relationships between qualifying and non-qualifying habitats and species for each site are taken into account.
- 7.20 **In conclusion, providing that key recommendations and mitigation requirements are adopted and implemented, the Shared Strategic Section 1 Local Plan will not result in adverse effects on the integrity of European sites either alone or in-combination.**

**North Essex Authorities' Position Statement on Delivery Mechanisms**

1. The National Planning Policy Framework 2012 requires local plans to be deliverable. This is reflected in the "effective" part of the soundness test, which requires local plans to be deliverable over the plan period (para. 182). In addition the NPPF requires local planning authorities to take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs, using the full range of powers available to them.
2. From the outset the North Essex Authorities have been concerned to ensure that the proposed garden communities are deliverable. That concern is evidenced in work such as the Garden Communities Concept Feasibility Study (EB/008) which undertook an analysis of the constraints and opportunities within areas of search and the further more detailed work undertaken in the Concept Frameworks for each proposed garden community (EB/012, EB/026 and EB/027).
3. Further work has since been undertaken which supports these initial conclusions. The NEA have investigated the possible physical and financial constraints and are satisfied, on the basis of the evidence prepared, that each of the communities is deliverable.
4. In most cases local plan allocations are supported by landowners and developers who, in normal market circumstances, will then take responsibility for the development of allocated sites. The ability of landowners and developers to deliver is not usually examined in detail.
5. The NEA appreciated that the scale and complexity of the proposed garden communities, and the need to secure a high quality of development over a lengthy period of delivery, required them to consider how each community would be developed. Their approach was described in the submission draft Local Plan:

**8.11** 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 requirements 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.

6. Ahead of the publication of the draft Local Plan in 2017 and in order to be confident about delivery the four Councils set up a joint company, North Essex Garden Communities Ltd to act, through local delivery vehicles, to deliver the proposed communities. At the time of the publication of the draft Local Plan the intention was that the four Councils would use, if necessary, the then existing planning, compulsory purchase and other powers to assist NEGIC in delivering the communities. Each of the Councils agreed in principle to this approach.
7. That approach was reflected in the NEGIC Charter which envisaged that the garden communities would be delivered through local delivery vehicles. The draft Local Plan made it clear, however, that the NEA remained willing to consider other delivery models if other approaches offered similar levels of confidence that the right quality of development would be delivered at the right time. In particular, the draft Local Plan noted that the NEA were aware of the emerging Government proposals for locally led new town development corporations (LLNTDCs) and recognised that those proposals offered an alternative means of delivery.
8. Since the submission of the draft Local Plan in June 2017 there has been an increased Government focus on both the delivery of new homes and on garden communities. On delivery this has led to the introduction of the Housing Delivery Test that puts a far stronger emphasis on local planning authorities having a responsibility to secure the delivery of new homes. The commissioning of the Letwin Report indicated the Government's agenda.

9. The Government introduced new statutory provisions to allow for the promotion of LLNTDCs. Since the initial examination in public that legislative framework has been supported by detailed regulations, guidance on when LLNTDCs can be incorporated and draft guidance on the use of compulsory purchase powers by LLNTDCs.
10. In the light of these changes the four Councils believe that an LLNTDC is clearly an appropriate model for delivering the garden communities. It provides a clear and long-lasting vehicle committed to delivering the ambitions of the draft Local Plan, with statutory obligations to ensure good design, stewardship and community participation. LLNTDCs also have planning and compulsory purchase powers that make delivery simpler than would have been the case using existing local authority powers.
11. The NEGC Charter and draft Local Plan has been amended to refer to the potential for the NEA's to deliver the garden communities via LLNTDCs. These amendments do not preclude other options being explored and for the purposes of the draft Local Plan the NEA do not rely on the use of an LLNTDC. If other delivery models can achieve the same levels of confidence about quality, equalisation, delivery, stewardship and control throughout the plan period and beyond they will continue to be explored. It may be the case that different models emerge in each garden community, perhaps with joint venture or land owner agreement arrangements under the umbrella of an LLNTDC. It will ultimately be for the NEA to make a decision on a community by community basis.
12. It is important to note that the use of the compulsory purchase powers of an LLNTDC is not needed in order to secure the viability of the garden communities. If an LLNTDC is used then the landowners of any land compulsorily acquired will be compensated in accordance with the compensation code. Land will be valued in accordance with the "no scheme" world principles. The effect of the 'no scheme principle' is that any increase in value attributable to the designation of land as a new town under section 1 of New Towns Act 1981 is to be disregarded when assessing compensation. The compensation payable will depend on the likely development prospects of that land at the time of acquisition. In the absence of the garden community scheme most of the land in the proposed garden community boundaries is

not developable in the foreseeable future. The NEA have received professional advice that the land would be valued at close to the existing use value, with a margin in appropriate circumstances to reflect any existing hope value or development prospects.

13. If an LLNTDC is not the delivery vehicle and the garden communities are brought forward by landowners and developers they will be expected to meet all costs associated with the delivery of the garden communities in accordance with the policies in the draft Local Plan and in the proposed Strategic Growth DPDs. Land prices in the area will have to adjust to reflect those policy requirements.
14. If landowners are unwilling to release land at prices that allow for development to proceed whilst meeting Local Plan policy requirements then the NEA remain willing, in principle, to use CPO powers to ensure that land is acquired to support the delivery of the new communities whether by LDVs or by private promoters if that ensures that the development meets development plan policy requirements. Paragraph 119 of NPPF 2018, which would be relevant to any future CPO, supports the use of compulsory purchase powers where it can help bring more land forward to meet development needs and/or secure better development outcomes.
15. The compensation value paid in those circumstances would either be the value of the land in the no scheme world (since the use of CPO powers would then suggest that in the absence of a CPO appropriate development is not possible) or the residual value of the land having met policy requirements. The former reflects the valuation principles that would apply to LLNTDCs. The latter reflects RICS guidance principles on valuation.

**North Essex Authorities**

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**North Essex Authorities' Position Statement on State Aid****Summary**

1. This note provides a brief summary of the application of state aid law to the North Essex garden community proposals. It concludes that there is no legitimate objection to the Section 1 Local Plans on state aid grounds.

**State aid**

2. State aid is an advantage granted by a public authority through state resources on a selective basis to an undertaking in a way that could potentially distort competition and trade in the European Union.
3. State aid rules can apply to the following (and other) forms of assistance:
  - a. grants;
  - b. loans;
  - c. tax breaks;
  - d. the use or sale of a state asset at less than market value.
4. State aid may fall within an exemption and therefore permissible. It may be notified to the EU and cleared. If state aid is not notified, is not within an exemption and is found to be unlawful the recipient will normally be required to repay the state aid.
5. State aid rarely arises in relation to policy or plan-making unless the aid is a direct and inevitable consequence of the policy or plan. Even where the conditions for state aid exist in principle consideration needs to be given to whether the aid is part of the object or nature of the scheme. If so it will not normally be treated as aid.
6. So far as we are aware there have been no cases where a local plan proposal or policy has been found "unsound" as a consequence of state aid issues.

### **Timing for consideration of state aid**

6. When the detailed delivery mechanisms for the garden communities are discussed and decided, state aid issues will be addressed. The delivery mechanisms will either have to be state aid compliant, fit within an appropriate exemption or approval will need to be sought from the Commission.
7. There is no reason to believe, and certainly no evidence to suggest, that a state aid compliant approach to delivery cannot be achieved.

### **NEA Local Plans Section 1: identification of broad locations**

7. The North Essex Local Plan Section 1 identifies three broad locations for garden communities. There is no conceivable way in which the identification of a broad location for development on land outside public ownership can amount to state aid.

### **Choice of delivery vehicle**

8. Section 1 of the Local Plans makes it clear that the North Essex Authorities (NEAs) have considered a number of delivery options. It is not prescriptive about the method of delivery. That approach to delivery cannot reasonably give rise to any state aid concern at the Local Plan level.
9. The available options include the delivery of one or all of the garden communities by the private sector acting independently within the development plan framework. That would clearly not result in any state aid.
10. The NEAs have indicated a willingness to explore either direct delivery of the garden communities by local delivery vehicles (LDV) (using existing local authority powers) or the promotion of a locally-led new town development corporation. The commitment is intended to demonstrate that the development of garden communities will occur even in the absence of a willing private sector promoter. It is evidence that mechanisms exist for the public sector to step in, if appropriate, to secure delivery of the garden communities.

11. Since the Local Plan examination, the New Towns Act 1981 (Local Authority Oversight) Regulations 2018 have been made (the Regulations). Guidance on the Regulations was issued in June 2018. Draft CPO guidance has been issued. There is now a clear structure within which locally-led garden communities (LLNTDC) can be brought forward. It is a structure that the Government believes is capable of being state aid compliant.
12. It is proposed that any LDV or LLNTDC will be publicly held. They will invest in infrastructure and will endow stewardship arrangements to support the garden communities. They will sell land for development at market value. There is no component of state aid in arrangements of this type.
13. The LDVs and the LLDC may transact with or joint venture with the private sector. If so they will do so on commercial terms. There is no state aid issue arising out of commercial transactions.

### **Financial modelling**

14. As part of the evidence base for the examination, the NEAs have provided further financial modelling of the viability of the proposed garden communities. That modelling assumes that any investment in, or loans to, any delivery vehicle will be made on market economy operator principles (MEOP) basis. If investment and/or loans are made on an MEOP basis it is not state aid.
15. In considering the appropriate terms of any investment or interest, consideration will need to be given to the nature and structure of any local authority vehicle and/or development corporation. That will take account of the capitalisation arrangements for the company, the land ownership position (including the security offered by land controls), the residual responsibility for any liabilities on termination of the delivery vehicle and the prevailing European Commission state aid reference rates. The Regulations specify that the local authorities comprising the oversight authority are ultimately responsible for the liabilities of the LLNTDC. That will be taken into account in identifying appropriate reference rates.

16. It is believed that the modelled approach and the identified interest rates represents an MEOB compliant approach for the proposed delivery arrangement. That conclusion is supported by the soft market testing that has been carried out on behalf of the NEAs.
17. The model assumes that government grant will be given to fund infrastructure related to the two of the garden communities. Grant will not be provided unless it is state aid compliant. Factors indicating compliance include:
  - a. the public sector nature of the grant recipient – the grant could be characterised simply as the transfer of funds within the overarching UK State;
  - b. the extent to which the infrastructure benefits the wider public;
  - c. any land benefitting from public infrastructure will be sold on at market rate.
18. The proposed grant does not engage any state aid concern.
19. At present the modelling does not assume that there will be a need for any public sector guarantees. If guarantees are proposed they would need to be appraised to ensure that they were state aid compliant.

#### **Government investment**

20. The Government has committed to significant investment in the transport network in North Essex. The A12 and A120 will both be upgraded. Both schemes are identified requirements to meet future growth regardless of the garden communities. The A12 is funded. A final decision on the A120 upgrade is anticipated in due course.
21. National infrastructure generally benefits the public at large. Unless it clearly and directly offers an advantage to one or more organisations it will not be state aid. There is no realistic suggestion that either the A12 or the A120 projects (or any other identified investment) amounts to state aid.

## **Land Acquisition**

22. If either the LDV or the LLNTDC route is followed then land will either be purchased voluntarily at market value, or will be compulsorily acquired. If compulsorily acquired the general principles of compensation require market value to be paid. If acquired by the local authorities it will be transferred to the LDV at market value. If market value is paid for land the transaction cannot be state aid.

## **Conclusion**

23. Unless state aid is a direct and inevitable consequence of the development plan approach it cannot, properly, be a basis for finding the plan unsound. There is no evidence to suggest that aid is a consequence of the proposed approach.
24. In relation to each of the elements of state aid the proposed arrangement will not:
- offer any advantage through state resources;
  - advantage, on a selective basis, any identified undertaking or class of undertaking;
  - distort competition and trade in the EU.
25. Each of these elements needs to be met for a transaction to amount to state aid. None are met.
26. In any event, any consideration of state aid is premature. State aid issues will be considered (if any), fully and properly, when the approach to delivery of the garden communities is settled.

**North Essex Authorities**

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# Suggested Amendments to the Publication Draft Braintree, Colchester and Tendring Local Plans: Section One

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Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
1	Colchester Local Plan Front Cover	The Publication Draft stage of the Colchester Borough Local Plan <b>2013 2017-2033</b>	Align start date with start dates for Braintree and Tendring Local Plans
2	Tendring Local Plan	Change numbering to match Braintree and Colchester numbering for Section 1	To ensure consistency between all plans
3	Para 1.9 1 <sup>st</sup> line	Consequently, Braintree, Colchester and Tendring, <b>together referred to in this plan as the North Essex Authorities</b> , have agreed to come together and prepare a common <b>Section1 Local Plan</b> because of their shared desire to promote a sustainable growth strategy for the longer term; and the particular need to articulate the strategic priorities within the wider area and how these <b>priorities</b> will be addressed.	To clarify terminology and role of Section 1 Local Plan
4	Para 1.12	This strategic chapter <b>Section 1</b> of the authorities' Local Plans reflects the Duty to Co-operate as it concerns strategic matters with cross-boundary impacts in North Essex. <b>Section 2 of each plan contains policies and allocations addressing authority-specific issues.</b>	To clarify terminology and role of Section 1 Local Plan
5	Para 1.18 2 <sup>nd</sup> line	It also carries freight traffic to and from <b>the Haven Ports including</b> Harwich International Port, which handles container ships and freight transport to and from the rest of the UK.	Change required for clarification. The key generator of freight on the GEML is the Port of Felixstowe although Harwich contributes to this demand.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
6	Section heading prior to para 1.25	Key <b>Strategic</b> Issues: Opportunities and Challenges	To clarify issues considered in Section 1
7	Para 1.26 last sentence	... <del>does not erode the special environment, continues to conserve and where possible enhance the historic environment (Mod A) and will also seek net environmental gains where possible, (Mod B)</del> heritage and urban assets...."	To ensure that development considers net environmental gains where possible, consistent with NPPF paragraph 9.
8	Para 1.30 New 3 <sup>rd</sup> sentence	...The vision for North Essex sets this out at a strategic level and provides a context for the more detailed vision for the growth of each individual authority's area. <b>The joint vision set out below should be read in conjunction with the vision for each local authority set out in Part 2 of each Local Plan.</b> The high housing need identified for North Essex, constraints in many existing urban areas and the desire to support a sustainable form of development in the long term as part of the strategy for the development, <b>has led to the</b> Local Plans are proposing standalone new settlements that follow the principles of Garden Communities.	To clarify the role of Sections 1 and 2 of the Plan.
9	Para 1.32 Final sentence	...Policies that address local matters are included in the following section of the plan. <b>The Plan as a whole, including both Sections 1 and 2, will supersede previous Local Plan policies and allocations upon its adoption. A full list of superseded policies is included as an appendix following Section 2 of the plan.</b>	To meet national requirements (Appendix 2 below provides a list of Colchester and Tendring policies that will be superseded by

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
			the new plan. (already included in Braintree plan))
10	<b>Vision for North Essex</b>	<p>North Essex will be an area of significant growth over the period to 2033 and beyond, embracing positively the need to build well-designed new homes, create jobs and improve and develop infrastructure for the benefit of existing and new communities.</p> <p><b>It will continue to be an attractive and vibrant area in which to live and work, making the most of its rich heritage, town centres, natural environment, coastal resorts, excellent educational facilities and strategic transport links which provide access to the ports, Stansted Airport, London and beyond. Rural and urban communities will be encouraged to thrive and prosper and will be supported by adequate community Infrastructure. (Mod A)</b></p> <p>Sustainable development principles will be at the core of the strategic area's response to its growth needs, balancing social, economic and environmental issues. Green and blue infrastructure and new and expanded education and health care facilities <b>enabling healthy and active lifestyles (Mod B)</b> will be planned and provided along with other facilities to support the development of substantial new growth; while the <b>undeveloped</b> countryside, <b>(Mod C) natural environment (Mod D)</b> and the countryside and heritage assets historic environment will be protected <b>preserved</b> and enhanced. <b>Key to delivering sustainable development is that new development will address the requirement to protect and enhance be informed by an understanding of the historic environment and settlement character (Mod E)</b></p> <p>At the heart of our strategic vision for North Essex are new garden communities, the delivery of which is based on Garden City principles covered by policy SP7.</p>	<p>To ensure the following clarifying points:</p> <p>Mod A - Highlight the strategic issues relevant to Section 1</p> <p>Mod B -Include high level strategic objective on the need to support healthy and active lifestyles</p> <p>Mod C – To clarify definition of countryside to be protected.</p> <p>Mod D-</p> <p>Include high level strategic objective on the need to protect and enhance the natural environment.</p> <p>Mod E - Include high level strategic</p>

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p>The garden communities <b>provide an opportunity to create the right balance of jobs, housing and Infrastructure in the right locations and (Mod F)</b> will attract residents and businesses who value innovation, community cohesion and a high quality environment, and who will be provided with opportunities to take an active role in managing the garden community to ensure its continuing success.</p> <p>Residents will live in high quality, innovatively designed, <del>contemporary</del> homes, <b>(Mod G)</b> accommodating a variety of needs and aspirations, located in well-designed neighbourhoods where they can meet their day-to-day needs. There will be a network of tree-lined streets and green spaces, incorporating and enhancing existing landscape features and also accommodating safe and attractive routes and space for sustainable drainage solutions; and leisure and recreation opportunities for both residents and visitors of the garden communities.</p> <p>Suitable models for the long term stewardship of community assets will be established and funded to provide long term management and governance of assets. All Garden City principles as specified in the North Essex Garden Communities Charter will be positively embraced including new approaches to delivery and partnership working for the benefit of the new communities. <b>Central to this is the comprehensive planning and development of each garden community, and the aligned delivery of homes and the supporting infrastructure. (Mod H)</b></p>	<p>objective on the need to protect and enhance the historic environment.</p> <p>Mod F – Clarify role of Garden Communities in meeting planning objectives.</p> <p>Mod G -Reference to 'contemporary' is deleted for limiting flexibility.</p> <p>Strengthen references to importance of comprehensive planning for Garden Communities.</p> <p>Mod H– Clarify role of Garden Communities in meeting planning objectives.</p>
11	Strategic Objectives	Providing New and Improved Transport & Communication Infrastructure – to make efficient use of existing transport infrastructure and to ensure sustainable transport opportunities are promoted in all new development <b>to support new and existing</b>	Mod A – To clarify new transport infrastructure will

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p><b><u>communities. (Mod A)</u></b></p> <p><i>Add sentence to end of paragraph 'Ensuring High Quality Outcomes'- New development needs to be informed by an understanding of the historic environment resource gained through the preparation of Historic Impact Assessments and to conserve and enhance the significance of the heritage assets and their settings. (Mod B)</i></p>	benefit both new and existing communities Mod B -To clarify requirements to conserve and enhance the historic environment.
12	Policy SP1	<p><b>Presumption in Favour of Sustainable Development</b></p> <p>When considering development proposals the Local Planning Authorities will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. They will always work pro-actively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.</p> <p><del>Sustainable development in North Essex will demonstrably contribute to the strategic and local vision and objectives and will accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans).</del></p> <p>Development that complies with the Plan <del>in this regard</del> will be approved without delay, unless material considerations indicate otherwise.</p> <p>Where there are no policies relevant or the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless <del>material considerations indicate otherwise</del> <del>taking into account whether:</del></p> <ul style="list-style-type: none"> <li>• Any adverse impacts of granting permission would significantly and</li> </ul>	To clarify policy wording to distinguish between reference to national policy and its application in local policy.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p>demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole or</p> <ul style="list-style-type: none"> <li>• Specific policies in that Framework or the Plan that indicate that development should be restricted.</li> </ul>	
13	New Policy SP1A to follow after Policy SP1	<p><b>SP 1A Delivering Sustainable Development through the planning system</b>  <i>Explanatory Text</i>  <b>Development that is in accordance with the policies in this Plan will normally be permitted.</b></p> <p><b>The policies in this strategic Section 1 of the Local Plan are common to and important to each North Essex Authority. Accordingly policy SP 1A seeks to make sure that development which would prejudice the delivery of any of the policies in Section 1 will be refused. Examples of prejudice might include a failure to meet the high standards proposed in the place making principles, a lack of comprehensive development or prematurity.</b></p> <p><i>Policy</i>  <b>Development that demonstrably contributes to the achievement of the policies in this Local Plan (and, where relevant, of policies in neighbourhood plans) will normally be permitted unless material considerations indicate otherwise.</b></p> <p><b>Development that is not in accordance with, or which will prejudice the delivery of, the strategic scale development or the achievement of the place making principles, in this Local Plan will not normally be permitted.</b></p>	To clarify policy wording to distinguish between reference to national policy and its application in local policy.
14	New Policy SP1B	<p><b>SP1B Recreational disturbance Avoidance and Mitigation Strategy (RAMS)</b>  <i>Explanatory Text</i>  <b>A Habitat Regulations Assessment (HRA) was completed for Section 1 of the</b></p>	The Essex Coast RAMS Strategy Document is

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p><b>Plan.</b> The loss of off-site habitat, water quality and increased recreational disturbance were identified as issues with the potential to result in likely significant effects on European Sites, without mitigation, to address the effects.</p> <p>The Appropriate Assessment (AA) identified a number of avoidance and mitigation measures to be implemented, to ensure that development proposals in the Plan will not result in adverse effects on the integrity of the Blackwater Estuary SPA and Ramsar site, Colne Estuary SPA and Ramsar Site, Colne Special Area of Conservation Abberton Reservoir SPA and Ramsar, Hamford Water SPA and Ramsar Essex Estuaries SAC and the Stour and Orwell SPA/Ramsar sites and are HRA compliant.</p> <p>To mitigate for the loss of off-site habitat, the AA identified the need for wintering bird surveys for the Tendring/Colchester Borders Garden Community as part of any project level development proposals and masterplanning.</p> <p>To protect water quality, the AA recommended the inclusion of policy safeguards to ensure that adequate water and waste water treatment capacity or infrastructure upgrades are in place prior to development proceeding.</p> <p>Recreation activities can potentially harm Habitats Sites. The Shared Strategic Plan AA identified disturbance of water birds from people and dogs, and impacts from water sports/watercraft as the key recreational threats to Habitats Sites.</p> <p>To mitigate for any increases in recreational disturbance at Habitats Sites, the AA identified the need for a mitigation strategy. Natural England's West Anglian Team identified the Essex coast as a priority for a strategic and</p>	complete and the NEAs are collecting contributions from development within the Zones of Influence. The update to the text reflects the latest position.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p>proactive planning approach as it is rich and diverse ecologically, and many of the coastal habitats are designated as Habitats Sites. Consequently, 12 local planning authorities in Essex have prepared an Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS). The Essex Coast RAMS sets out specific avoidance and mitigation measures by which disturbance from increased recreation can be avoided and mitigated thus enabling the delivery of growth without adversely affecting Habitats sites. These measures are deliverable, realistic, underpinned by robust up to date evidence, precautionary and provides certainty for developers around deliverability and contributions. The Essex Coast RAMS Strategy Document was completed in 2019 and will be supported by an SPD.</p> <p><i>Policy</i></p> <p><b>SP1B Recreational disturbance Avoidance and Mitigation Strategy (RAMS)</b></p> <p>An Essex Coast Recreational disturbance Avoidance and Mitigation Strategy will be completed in compliance with the Habitats Directive and Habitat Regulations.</p> <p>Contributions will be secured towards mitigation measures identified in the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMs) which will be completed by the time the Local Plan is adopted.</p> <p>Prior to RAMS completion, the NEAs will seek contributions from proposed residential development to deliver all measures identified (including strategic measures) through project level HRAs, or otherwise, to mitigate any recreational disturbance impacts in compliance with the Habitat Regulations and Habitats Directive.</p>	
15	Para 3	3. Spatial Strategy Context	Clarifies that Section 1 establishes the

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
			spatial context for new development but does not specify a spatial strategy which is found in Section 2
16	Para 3.1 2 <sup>nd</sup> line	New homes, jobs, retail and leisure facilities serviced by new and upgraded infrastructure will be accommodated as part of existing settlements according to their scale, sustainability and role, and by the creation of strategic scale new settlements <b>based on the North Essex Garden Community Charter principles.</b> The countryside will be protected and enhanced.	To clarify basis of Garden Community strategy
17	Para 3.2 2 <sup>nd</sup> line	However, it is relevant here to set out the <del>spatial strategy at an appropriate level, spatial context of the North Essex Area</del> as it relates to the main settlements and strategic-scale new development.	Clarifies that Section 1 establishes the spatial context for new development but does not specify a spatial strategy which is found in Section 2
18	New para 3.6	<b>The three new Garden Communities are identified as new settlements in each of the Section 2 settlement hierarchies. Over time each of the Garden Communities will grow to influence the area's spatial hierarchy and will be included in the tiers underneath the sub-regional centre role played by Colchester. Future reviews of the plans will address this point, but the Garden Communities will not grow to a size that will affect the spatial hierarchy within the plan period to 2033.</b>	To clarify the relationship of new Garden Communities to the spatial hierarchy

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
19	Policy SP2 Title First Para	<p>Policy SP2 –Spatial Planning Strategy for North Essex (<b>Mod A</b>)</p> <p>Existing settlements will be the principal focus for additional growth across <b>the North Essex Authorities area</b> within the Local Plan period. (<b>Mod B</b>) Development will be accommodated within or adjoining settlements according to their scale, sustainability and existing role both within each individual district and, where relevant, across the wider strategic area.</p>	<p>Mod A – To clarify policy does not specify a spatial strategy</p> <p>Mod B -To clarify locational scope of plan.</p>

	2 <sup>nd</sup> Para	<p><b>Policy SP6 (Place Shaping Principles), Policies SP7-10 (in respect of the Garden Communities) and Section 2 of the plan provide detail on how F</b>future growth will be planned to ensure <b>existing</b> settlements maintain their distinctive character and role. (<b>Mod C</b>) Re-use of previously-developed land within settlements is an important objective, although this will be assessed within the broader context of sustainable development principles, particularly to ensure that development locations are accessible by a choice of means of travel.</p>	<p>Mods C-D – To clarify terminology and cross-references within plan</p> <p>Mod E – To provide clarification of references to spatial illustrations.</p>
	3 <sup>rd</sup> Para	<p>Each local authority will identify a hierarchy of settlements in <b>Section 2 of its Local Plan</b> where new development will be accommodated according to the role of the settlement, sustainability, its physical capacity and local needs. (<b>Mod D</b>)</p>	<p>Mod F – To strengthen references to supporting employment growth</p>
	4 <sup>th</sup> Para	<p><del>Beyond the main settlements the authorities will support diversification of the rural economy and conservation and enhancement of the natural environment.</del></p>	<p>Mod G - To be consistent with other references in the document to Garden Communities Charter (e.g. Policy SP7, penultimate</p>
	5 <sup>th</sup> Para	<p><del>Three new garden communities will be developed and delivered as part of the sustainable strategy for growth at the locations shown on Map 3.3 below and the Proposals Map the Key Diagram and the Policies Map. (Mod E)</del> These new communities will provide strategic locations for <b>employment and</b> at least 7,500</p>	

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p>5,910 additional homes within the Plan period in North Essex. Employment development will also be progressed with the expectation is that substantial additional housing and employment development will be delivered in each community beyond the current Local Plan periods. (Mod F) As specified in Policy SP7, they will be planned and developed drawing based on North Essex Garden City Community Charter principles, with necessary infrastructure and facilities provided and a high quality of place-making and urban design. (Mod G)</p> <p><b>Beyond the main settlements the authorities will support diversification of the rural economy and conservation and enhancement of the natural environment. (Mod H)</b></p>	<p>paragraph). Mod H – To clarify position of rural areas in settlement hierarchy</p>
20	Additional Paragraph 4.8	<b>4.8 The North Essex authorities will identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their individual housing requirements set out in Policy SP3 below. Each authority will incorporate an additional buffer as required by national planning policy to ensure choice and competition for land.</b>	Include reference to a Buffer as referenced in the NPPF
21	Policy SP3	<p>The local planning North Essex Authorities will identify sufficient deliverable or developable sites or broad locations for their respective plan period, against to meet the requirement in the table below and will incorporate an additional buffer to ensure choice and competition for land. (Mod A)</p> <p>Each authority will maintain a sufficient supply of deliverable sites to provide for at least five years' worth of housing, plus an appropriate buffer in accordance with national policy, and will work proactively with applicants to bring forward sites that accord with the overall spatial strategy and relevant policies in the plan. The</p>	<p>Mod A- To include reference to a Buffer as referenced in the NPPF.</p> <p>Mod B – To clarify role of Section 2 in addressing undersupply issues.</p>

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason															
		<p><b>annual housing requirement figures set out below will be used as the basis for assessing each authority's five-year housing land supply subject to any adjustments in Section 2 of each plan to address any undersupply since 2013. (Mod B) The North Essex authorities will review their housing requirement regularly in accordance with national policy requirements, and in doing so will have regard to the housing needs of the wider area. (Mod C)</b></p> <table border="1"> <thead> <tr> <th>Local Authority</th><th>Objectively Assessed Need for Housing requirement per Aannum</th><th>Total minimum housing supply in requirement for the plan period (2013 – 2033)</th></tr> </thead> <tbody> <tr> <td>Braintree</td><td>716</td><td>14,320</td></tr> <tr> <td>Colchester</td><td>920</td><td>18,400</td></tr> <tr> <td>Tendring</td><td>550</td><td>11,000</td></tr> <tr> <td><b>Total</b></td><td><b>2,186</b></td><td><b>43,720</b></td></tr> </tbody> </table>	Local Authority	Objectively Assessed Need for Housing requirement per Aannum	Total minimum housing supply in requirement for the plan period (2013 – 2033)	Braintree	716	14,320	Colchester	920	18,400	Tendring	550	11,000	<b>Total</b>	<b>2,186</b>	<b>43,720</b>	Mod C – To address national requirement to have regard to wider housing needs
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22	Para 5.9	<p>5.9 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. <b>Employment forecasts have been developed using two standard models (East of England Forecasting Model (EEFM) and Experian 2016) which forecast total job growth for each of the local authorities based on past trends. Each local authority has been advised on the most appropriate modelling figure to use in the context of reconciling job and housing demand. The forecast growth figures for the housing area for the period 2013-2037 as are set out in Policy</b></p>	To provide more focussed wording for the policy by moving explanatory wording to the supporting text.															

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p><b>SP4.</b> 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. <b>In terms of specific B use land provision, each local authority has undertaken work to establish what quantum of employment land would be required within the Plan period to meet the demand identified below for additional B use employment land. These B use employment areas are distributed between each local authority area and based on achieving a sustainable balance between jobs and the available labour force through population growth.</b> As noted above, calculations of employment land required are affected by a range of issues that lead to different employment land portfolios for each local authority area, resulting in a proportionately greater quantum of new floorspace per job in Braintree and Tendring than in Colchester. This is a function of the prominence of higher density office requirements in Colchester and lower density logistics and industrial uses in Braintree and Tendring. The table in Policy SP4 below sets out the three authorities' employment land (B Class uses) requirements for the period 2016 – 33 for two plausible scenarios, baseline and higher growth. These two bookends provide flexibility to allow for each authority's supply trajectory to reflect their differing requirements. Site specific employment allocations meeting the needs of different sectors in each local authority are set out in section 2 of their Local Plan.</p>	
23	Policy SP4 Title	<b>Providing for</b> Employment and Retail	To accurately reflect the content of the policy.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason																					
24	Policy SP4	<p>A strong, sustainable and diverse economy will be promoted across North Essex with the Councils pursuing a flexible approach to economic sectors showing growth potential across the Plan period. <b>Jobs provision is reconciled with housing demand and is informed by modelling. The following forecasts will apply to the North Essex Authorities; (Mod A)</b></p> <p>Annual Jobs Forecast:</p> <table border="1"> <tr> <td>Braintree (EEFM)</td> <td>490</td> </tr> <tr> <td>Colchester (EEFM)</td> <td>928</td> </tr> <tr> <td>Tendring (Experian)</td> <td>490</td> </tr> </table> <p><i>Relocate second paragraph to supporting text – see above modifications to para 5.9 (Mod B)</i></p> <p><b>In order to meet the needs of the three authorities' employment land requirements for B class employment uses and maintain appropriate flexibility in provision to meet the needs of different sectors, Section 2 of each plan will allocate employment land within the ranges set out below. (Mod C)</b></p> <p>Hectares of B use employment land required:</p> <table> <thead> <tr> <th></th> <th>Baseline (2012 Based SNPP) (ha)</th> <th>Higher Growth Scenario</th> </tr> </thead> <tbody> <tr> <td>Braintree</td> <td>23-20.9</td> <td>43.3</td> </tr> <tr> <td>Colchester</td> <td>22.0</td> <td>30</td> </tr> <tr> <td>Tendring</td> <td>2012.0</td> <td>3820.0</td> </tr> <tr> <td>North Essex</td> <td>65-54.9</td> <td>137-193.3</td> </tr> </tbody> </table> <p><b>(Mod D)</b></p>	Braintree (EEFM)	490	Colchester (EEFM)	928	Tendring (Experian)	490		Baseline (2012 Based SNPP) (ha)	Higher Growth Scenario	Braintree	23-20.9	43.3	Colchester	22.0	30	Tendring	2012.0	3820.0	North Essex	65-54.9	137-193.3	<p>Mod A – To clarify link between housing and jobs provision</p> <p>Mod B –To provide a more clearly focussed policy, leaving explanatory detail to the supporting text</p> <p>To provide more focus and clarity to policy wording.</p> <p>Mod C -The additional sentence is to make it clear that site allocations are included in section 2 plans to meet the target in policy SP4.</p> <p>Mod D – to update table with corrected figures</p>
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25	Para 6.1	<p>A coordinated and integrated approach to infrastructure planning and delivery is required to implement the vision for North Essex. Provision of appropriate and timely infrastructure to support growth will be central to the area's continuing prosperity, attractiveness and sustainability. <del>Plan-led growth that includes proposed large scale garden community infrastructure with a particular focus will be on transport, education, healthcare, telecommunications (including broadband).</del></p> <p><b>Section 1 of the Local Plan highlights strategic and cross-boundary infrastructure, identifying the strategic transport infrastructure projects required to underpin delivery of the planned growth in the area including the proposed Garden Communities, and sets priorities for other infrastructure requirements such as education, healthcare, digital connectivity, water supply and wastewater.</b></p> <p><b>Section 2 of the Local Plan contains the infrastructure requirements for allocations made in that section of the plan</b> The Infrastructure Delivery Plan (IDP) provides <del>more detail about the phasing and costing of infrastructure requirements- for the Garden Communities and the Section 2 allocations required within the plan period.</del></p>	Modifications to improve organisation and clarity of policy in response to Inspector's letter of 8 June 2018
26	<b>New section A Garden Communities</b>	<i>Sections re-ordered to improve clarity and paragraphs renumbered. New Section A (Garden Communities) included in both explanatory text and policy.</i>	Modifications to improve organisation and clarity of policy
27	Para 6.242 2 <sup>nd</sup> line	<p>6.24 The North Essex Garden Communities Charter seeks to ensure that land use planning of the new communities maximises the provision and use of sustainable transport internally and connects externally to key urban centres.</p> <p><b>Given the Charter's commitment to the timely delivery of infrastructure,</b></p>	To clarify delivery process for infrastructure

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<b>policies SP7-10 will ensure that key transport projects align with housing and employment delivery.</b>	
28	Para 6.253 2 <sup>nd</sup> line	To achieve the desired step change in sustainable transport, <b>policy will require that</b> this infrastructure will need to be funded and <b>its delivery phased to align with</b> provided early in <b>with</b> the development phases.	To clarify delivery process for infrastructure
29	A.B Transport	<b>B Transportation and Travel</b>	Clarity
30	6.24	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. <del>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.</del>	Explanatory detail not essential.
31	Para 6.35 2 <sup>nd</sup> line	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. <b>A focus on sustainable transport in and around urban areas and the Garden Communities will</b> and positively alter travel patterns and behaviour to reduce reliance on the private car.	To clarify focus of policy.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
32	6.46	The Local Plans seek to improve transport infrastructure <b>to enable the efficient movement of people, goods</b> and ensure that new development is accessible by sustainable forms of transport. Measures designed to encourage people to make other sustainable travel choices such as better public transport provision, car clubs, electric vehicle charging points and provision of cycle links and <del>walk</del> <b>footways</b> will also be required to achieve such a change. It will also help to enhance air quality and improve health and well-being.	To clarify focus of policy.
33	6.57	Braintree, Colchester and Tendring will continue to work closely with government departments, Highways England, Essex County Council, Network Rail, rail <b>and bus</b> operators, <b>developers</b> and other partners to better integrate all forms of transport and improve roads and public transport and to promote cycling and walking. 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. <del>Although the funding for some of these improvements is not guaranteed the authorities will work with providers to ensure that investment commitments will be made at the appropriate time to support the proposed growth.</del>	To clarify focus of policy. Last sentence now covered by last sentence of new para 6.4
34	Para 6.6	<del>On the inter urban road network traffic levels have increased significantly in recent years with parts of the A12 around Colchester and Marks Tey carrying up to 90,000 vehicles per day, which is high for an A-class trunk road.</del>	To delete text which is overly detailed for a strategic section of the plan.
35	Para 6.7	<del>Most of the inter urban road network, particularly the capacity of the A12, is constrained by the operation of the junctions and sub-standard slips, and periods of congestion. The East of England Route Based Strategy (March 2017) provides a</del>	To delete text which is overly detailed for a strategic section of

Ref	Policy / Para	<b>Amendment</b> <b>Bold new text</b> <b>strikethrough deleted text</b>	Reason
		<p>review of the state of the network in the East of England (including A120 Harwich to the A12 and A12 from the M25 to A14), and will inform a Strategic Road Network Initial Report (late 2017), which will outline the ambitions for the network across 2020–2025 (ie Road Investment Strategy (RIS) 2 period) and beyond.</p> <p>Consultation on plans to improve both the A12 and A120 has taken place, and the decisions made on these proposals should be informed by the planned growth, identified in Local Plans given the connection between new planned growth and the infrastructure needed to support it.</p>	the plan.
36	Para 6.8	<p>The A12 is set to have major improvements as part of the Government's Roads Investment Strategy (2015-2020) (RIS1), with the aim of improving capacity and relieving congestion. The plans were announced in December 2014 and will represent the largest investment in road infrastructure received by Essex. The RIS confirmed</p> <ul style="list-style-type: none"> <li>• investment in a technology package for the length of the A12 from the M25 to the junction with the A14;</li> <li>• phased improvement of the road to a consistent dual 3 lane standard; and</li> <li>• improvement to the A12/M25 junction.</li> </ul> <p>Consultation on route improvement options between junction 19 and junction 25 of the A12 concluded in March 2017. A decision by the Planning Inspectorate on the preferred improvement option is expected in 2019.</p>	To clarify terminology used and to delete text which is overly detailed for a strategic section of the plan.
37	Para 6.9	<p>The A120 is a key east-west corridor across Essex providing access to London Stansted Airport in the west to the Harwich ports in the east and serving the economies of Braintree, Colchester and Tendring, with links to Chelmsford via the A130. Upgrading the strategically important road will unlock greater economic</p>	To delete text which is overly detailed for a strategic section of the plan.

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		<del>potential for not only North Essex, but also the county and wider South East. It will provide tangible benefits to road users, businesses and local neighbourhoods.</del>	
38	Para 6.10	<del>Consultation on A120 route improvement options between Braintree <b>and</b> the A12 ended in March 2017. and ECC has identified a favoured route which has been recommended to Highways England and the Department of Transport for inclusion in Road Investment Strategy 2 (RIS2), which is the next funding period for the strategic road network and will make a recommendation for a preferred option to the Secretary of State for Transport and Highways England in Autumn 2017. ECC will recommend the preferred route to Government for inclusion in the next Route Investment Strategy 2, which will run from 2020 to 2025. In addition a series of short term interventions will be delivered along the route to improve safety and relieve congestion. The final alignment may influence the final boundaries and scale of the proposed Garden Community on the Colchester Braintree border. The A120 from the A12 to Harwich is subject to a Highways England Route Based Strategy and improvements to this section of road are expected over the plan period.</del>	To clarify terminology used and update latest position.
39	Para 6.11	<del>Route-based strategies are prepared and delivered by the County Council for strategic main road corridors, in consultation with local authorities. The following strategies relevant to North Essex are currently being prepared for delivery post 2018/19: A131 Chelmsford to Braintree; A131 Braintree to Sudbury; Colchester to Manningtree and A133 Colchester to Clacton. The key objective is to identify options that will support economic growth.</del>	To delete text which is overly detailed for a strategic section of the plan.
40	Para 6.12	<del>The Great Eastern Main Line (GEML) runs between London Liverpool Street and Norwich and carries a mixture of intercity services and commuter services serving the major urban settlements; and freight from the Haven Ports (Harwich and Felixstowe). Further branch lines provide connections to Braintree, Sudbury,</del>	To delete text which is overly detailed for a strategic section of the plan.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		Harwich, Clacton and Walton	
41	Para 6.1311 1 <sup>st</sup> line	The Anglia Route Study prepared by Network Rail (March 2016) shows that while capacity varies along the <b>Great Eastern Main Line</b> , capacity to accommodate growth is limited and is particularly constrained in peak times from Chelmsford to London.	Name of rail line added for clarity.
42	Para 6.1513	A new franchise has been awarded to Greater Anglia for passenger services in the region. <del>New services will be provided which commencinged in 2018 and the entire fleet of trains will be replaced and in service by 2020 adding capacity.</del>	To update text.
43	Title preceding para 6.163	<b>Bus, Public Transport</b> , Walking and Cycling	To better reflect contents of following paragraphs
44	Para 6.1614	Alternative forms of transport to the private car ( <b>public transport</b> , walking, <b>and cycling and public transport</b> ) to for travel to work and other trips are essential in managing congestion and to accommodate sustainable growth. The levels of growth proposed in the Local Plans will require that the consequent need to travel is managed. Travel planning and smarter choices initiatives will be promoted to ensure that all residents have good access to local jobs, services and facilities, preferably by either walking or cycling. For longer trips and in rural areas where there are fewer local services and employment opportunities, public transport will be promoted. <del>By promoting travel by sustainable modes there are wider benefits to local people such as improved health and air quality.</del>	Reordering in first sentence reflects heading order. Last sentence deleted as covered by last sentence in new para 6.7
45	Para 6.1715	Within the urban areas, bus networks are available although currently underutilised. <del>Essex County Council will address this through a new passenger transport strategy that places emphasis on improving sustainable travel modes, i.e. creating viable public transport routes that operate smoothly and potentially have</del>	To update text to reflect latest strategies and to delete text covered

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p>priority over private car travel, thus making public transport a more appealing method of travel. <b>Essex County Council prioritises passenger transport (bus, minibus, taxi and community transport) according to the 'Getting Around in Essex Strategy'. The County Council will work in partnership with stakeholders to improve bus services and their supporting infrastructure to provide a real alternative to the private car. This will be achieved by identifying opportunities for a better bus network (routes, frequency, community based services); integrating school and commercial bus networks; the implementation of travel planning (work, business, school and health); provision of digital information measures; provision of park and ride; and supporting the growth in key commuter and inter urban routes.</b> Conventional local bus services, and in particular improving existing services, will be an important part of promoting sustainable travel across North Essex, and will complement the new high quality rapid transit network.</p>	below.
46	Para 6.18 <sup>16</sup> 1 <sup>st</sup> line	Through implementation of the Essex Cycling Strategy (2016), Cycling Action Plans <del>have been</del> will be prepared in all the NEAs to increase cycle levels; identify safety issues; identify gaps on key routes; identify ways of closing gaps; and create better cycle connectivity to key employment areas, development zones and schools.	To update policy.
47	Titles preceding para 6.19 <sup>17</sup>	Achieving Sustainable Transport <b>Policies and Delivery Mechanisms for Sustainable Transport</b> Sustainable travel & major new developments	To better reflect contents of following paragraphs
48	Para 6.21	Proposals for major new development set out in this plan provide an opportunity to create a step change in establishing sustainable travel modes, particularly in the	Covered by paras 6.4-6.7 above.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<del>case of the proposed new garden communities. Management of travel demand will occur through providing retailing, jobs, services and facilities within the new communities to help reduce the need to travel, and the communities will be integrated and connected with the rest of North Essex and beyond through excellent public transport links providing a step change in sustainable travel patterns and will also reduce any adverse impact they might have on the highway network. Provision for car travel will include an emphasis on the use of new technology such as electric and ultra-low emission vehicles. Strategies for car usage will include car sharing, car clubs and appropriate car parking strategies.</del>	
49	Para 6.22	To maximise the use of public transport new forms of high quality rapid transit networks will be provided to connect the proposed garden communities to existing urban centres such as Colchester and Braintree; key destinations such as the University of Essex; and key transport interchanges in North Essex. To achieve the desired step change in sustainable transport this infrastructure will be identified in subsequent development plan documents and need required to be funded and provided early in the development phase to enable subsequent housing and employment delivery.	Covered by paras 6.4-6.7 above.
50	B. Education C. Social Infrastructure	B. Education C. Social Infrastructure	To clarify links between education and healthcare by regrouping them under wider social infrastructure heading
51	New Para 6.21	<b>New schools are an important place-making component of Garden Communities where early provision is usually critical in providing core social infrastructure to help a new community thrive, improve social integration and</b>	To reflect latest Government guidance

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<b>support the creation of sustainable travel patterns and a healthy environment.</b>	
52	Para 6.2822	<b>Local authorities have a role in creating a healthy community. The North Essex authorities will work closely with relevant stakeholders such as The authorities will need to work with the NHS, Public Health, and local health partnerships, developers and communities to ensure that future development in North Essex takes into account the need to improve health and wellbeing of local residents (and workers) including access to appropriate health and care infrastructure adequate provision and range of healthcare facilities to support new and growing communities. and this is Requirements are set out in more detail within the Infrastructure Delivery Plan. 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. Garden Communities will provide the conditions for a healthy community Health through the pattern of development, good urban design, good access to local services and facilities; green open space and safe places for active play and food growing, and which is accessible by walking and cycling and public transport. objectives will also be delivered through providing safe, attractive and convenient routes for walking and cycling, and maximising participation in active modes of travel. Support will be given to to meet cross-boundary need for hospice facilities.</b>	
53	D. Broadband Digital Connectivity	D. <b>Broadband Digital Connectivity</b>	Update to reflect latest terminology

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
54	Para 6.29 <del>23</del>	The NPPF indicates how high quality communications infrastructure is <b>essential for economic growth and social well-being</b> <del>crucial for sustainable growth</del> . 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. <b>By 2020 the Government is introducing a broadband Universal Service Obligation, whereby everyone will have a clear, enforceable right to request high speed broadband.</b>	To update to reflect latest position on digital connectivity
55	Para 6.30 <del>24</del>	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 <b>full fibre connections</b> <del>the earliest availability for universal broadband coverage and fastest connection speeds for</del> to all existing and new developments. Developers are encouraged to engage with broadband providers <b>at the earliest opportunity</b> . Where provision is possible broadband must be installed on an open access basis and which will need to <del>provide be directly accessed from the nearest British Telecom exchange and threaded through resistant tubing to enable easy access to the fibre optic cable for future repair, replacement or upgrading.</del>	The change provides clarification of current practice.
56	<b>New Section E Water Supply and Wastewater and Para 6.25</b>	<b>The authorities will need to work with Anglian Water, Affinity Water, Environment Agency and other infrastructure providers to ensure sufficient capacity and provision of an adequate water supply and waste water management facilities to support growing communities as outlined in the Integrated Water Management Strategy and Infrastructure Delivery Plan. This will be particularly important as water supplies continue to be threatened by climate change. Garden Communities have the opportunity to minimise demand and wastewater generation, through exploring opportunities at both</b>	New section added to ensure a wide range of infrastructure requirements is reflected.

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<b>the strategic and local level.</b>	
57	Policy SP5 First para  New 2 <sup>nd</sup> para	<p>All <del>D</del>evelopment must be supported by <b>the</b> provision of infrastructure, services and facilities that are required to serve the needs arising from new development. <b>The infrastructure planning process will include the identification of funding sources, and may include using appropriate mechanisms of shared public sector delivery financing mechanisms and the implementation of a strategic infrastructure tariff or other suitable mechanisms to apply across North Essex.</b></p> <p>If the necessary strategic infrastructure for the Garden Communities as required by Policy SP5 is not committed within a reasonable period of time and phased alongside the delivery of new communities a review of the Plan will be undertaken prior to any consent being implemented, in order that the consequential shortfall in housing delivery does not overburden the infrastructure of existing communities/settlements.</p> <p>The requirements in section A apply to only the Garden Communities area of search whilst the remaining sections B, C, D and E apply to all allocations and development proposals in the North Essex Area:</p>	To clarify coverage of policy.
58	New para A.Garden Communities	<p><b>A. Garden Communities</b></p> <p>Infrastructure provision will be secured in a timely manner and programmed to keep pace with growth of new communities.</p> <ul style="list-style-type: none"> <li>• Funding and route commitments for the following strategic transport infrastructure projects will need to be secured in advance of the start of the Garden Communities as follows:           <ul style="list-style-type: none"> <li>○ Colchester/ Braintree Borders –               <ul style="list-style-type: none"> <li>▪ A12 widening and junction improvements</li> </ul> </li> </ul> </li> </ul>	To clarify essential requirements for Garden Communities

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<ul style="list-style-type: none"> <li>▪ A dualled A120 from Braintree to the A12</li> <li>○ Tendring /Colchester Borders – <ul style="list-style-type: none"> <li>▪ A120-A133 Link road</li> </ul> </li> <li>• A scheme and specification for a phased rapid transit network and programme for the integration of the three Garden Communities into the rapid transit network</li> <li>• Provision of appropriate sustainable travel options will be required to encourage and facilitate sustainable travel behaviour from the outset and to provide viable alternatives to single-occupancy private car use, and will be informed by masterplanning.</li> <li>• Requirements for other strategic Garden Community infrastructure are outlined in sections D, E and F of Policies SP8, 9, and 10 and will be further set out in the Development Plan Documents for each Garden Community</li> </ul>	
59	Policy SP5 B. Transport	<p><b>B. Transportation and travel</b></p> <p>The authorities will work with government departments, Highways England, Essex County Council, Network Rail, rail and bus operators, developers and other partners to deliver the following :</p> <ul style="list-style-type: none"> <li>• Changes in travel behaviour by applying the modal hierarchy and increasing opportunities for sustainable modes of transport that can compete effectively with private vehicles.</li> <li>• A comprehensive network of segregated walking and cycling routes linking key centres of activity planned to prioritise safe, attractive and convenient routes for walking and cycling</li> </ul> <p>New and improved infrastructure required to support economic growth, strategic</p>	To clarify transport requirements and cross-references to other policies in the plan.

Ref	Policy / Para	<b>Amendment</b> <b>Bold new text</b> <b>strikethrough deleted text</b>	Reason
		<p>and site-specific priorities outlined in the second part of each Local Plan</p> <ul style="list-style-type: none"> <li>• Substantially improved connectivity by promoting <b>and enabling</b> more sustainable travel patterns, introducing urban transport packages <del>to increaseing transport modal choice</del>, providing better public transport infrastructure and services, and enhancing inter-urban transport corridors</li> <li>• <del>Increased rail capacity, reliability and punctuality; and reduced overall journey times by rail</del></li> <li>• <del>Support changes in travel behaviour by applying the modal hierarchy and increasing opportunities for sustainable modes of transport that can compete effectively with private vehicles</del></li> <li>• Prioritise <b>Improved urban and inter-urban Public</b> transport, particularly in the <del>urban areas</del>, including new and innovative ways of <del>providing</del> public transport <b>provision</b> including: <ul style="list-style-type: none"> <li>○ high quality rapid transit networks and connections, in and around urban areas with links to the new Garden Communities <b>as required by policy SP5 (A) and policies SP8, 9, and 10</b></li> <li>○ maximising the use of the local rail network to serve existing communities and locations for large-scale growth</li> <li>○ a bus network <b>providing a high frequency, reliable and efficient service</b>, <del>that is high quality, reliable, simple to use, integrated with other transport modes serving and offers flexibility to serve</del> areas of new demand</li> <li>○ promoting wider use of community transport schemes</li> </ul> </li> <li>• <b>Increased rail capacity, reliability and punctuality; and reduced overall journey times by rail</b></li> </ul>	

Ref	Policy / Para	<b>Amendment</b> <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<ul style="list-style-type: none"> <li>• New and improved road infrastructure to help reduce congestion and improve journey time reliability along the A12, A120 and A133 <b>that will also link new development and provide strategic highway connections specifically:</b> to improve access to markets and suppliers for business, widen employment opportunities and support growth</li> <li>• Improved <b>access to and capacity of</b> junctions on the A12 and other main roads to reduce congestion, <b>improve journey time reliability</b> and address safety</li> <li>• A dualled A120 between the A12 and Braintree</li> <li>• <del>A comprehensive network of segregated walking and cycling routes linking key centres of activity contributing to an attractive, safe, legible and prioritised walking/cycling environment</del></li> <li>• Develop Innovative strategies for the management of private car use and parking including <b>the promotion of car clubs and car sharing, and provision of support for electric car charging points.</b></li> </ul>	
60	SP 5 <b>C. Social Infrastructure</b> Education Broadband	<p><b>C. Social Infrastructure</b></p> <p>The authorities will work with relevant providers and developers to facilitate the delivery of a wide range of social infrastructure required for healthy, active and inclusive communities, minimising negative health and social impacts, both in avoidance and mitigation, as far as is practicable.</p> <p>Education</p> <ul style="list-style-type: none"> <li>• Provide sufficient school places <b>will be</b> provided in the form of expanded or new primary and secondary schools together with early years and childcare facilities <b>that are phased with new development</b>, with larger developments setting aside land and/or contributing to the cost of delivering land for new schools</li> </ul>	To clarify organisation of policy wording and to clarify links between provision of different types of social infrastructure and new development

Ref	Policy / Para	<b>Amendment</b> <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		<p>where required.</p> <ul style="list-style-type: none"> <li>Facilitate and support provision of practical vocational training, apprenticeships, and further and higher education <b>will be provided and supported.</b></li> </ul> <p><b>Health and well-being</b></p> <ul style="list-style-type: none"> <li>Ensure that essential healthcare infrastructure <b>will be</b> 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.</li> <li>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.</li> <li><b>The conditions for a healthy community will be provided through the pattern of development, good urban design, access to local services and facilities; green open space and safe places for active play and food growing, and which are all accessible by walking, cycling and public transport.</b></li> </ul>	
61	<b>D. Broadband Digital Connectivity</b>	<p><b>D. Digital Connectivity</b></p> <p><b>Comprehensive digital access to support business and community activity will be delivered through the roll-out of superfast ultrafast broadband across North Essex to secure the earliest availability for full fibre connections universal broadband coverage and fastest connection speeds for to 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. Roll-out of superfast ultrafast broadband across North Essex to secure the earliest availability for universal broadband coverage</b></p>	To reflect latest terminology

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		and fastest connection speeds for all existing and new developments (residential and non-residential), where all new properties allow for the provision for <del>superfast</del> <b>ultrafast</b> broadband in order to allow connection to that network as and when it is made available.	
62	SP5 – add to end of policy new section E. Wastewater	<b>E. Water &amp; Waste water</b> <b>The authorities will work with relevant providers to ensure that there is resilient capacity in the water management and waste water systems to respond to new development and provide improvements to water infrastructure and waste water treatment and off-site drainage improvements.</b>	To ensure a wide range of infrastructure requirements is reflected.
63	Para 7.2	Networks of green and blue infrastructure should be provided across new developments, linking new developments within existing networks of open space. These areas can be multi use, providing space for natural species and habitats as well as space for informal recreation, and walking, <b>cycling and equestrian</b> links.	To clarify range of multi-use links required.
64	Para 7.3 3 <sup>rd</sup> line	Strategic scale and more local green infrastructure can make a vital contribution to quality of place, biodiversity <b>gains, alleviating recreational pressure</b> , and health outcomes if properly integrated into the design and delivery of new development.	To clarify benefits of green infrastructure
65	Policy SP6	All new development must meet <del>the highest high (Mod A)</del> standards of urban and architectural design. <del>The local authorities encourage the use of</del> Development frameworks, masterplans, <b>design codes</b> , and other design guidance documents <del>and will be prepared in consultation with stakeholders where they are needed to support this objective</del> . <del>use design codes where appropriate for strategic scale development. (Mod B)</del> All new developments should, <b>where applicable, (Mod C)</b> reflect the following <b>place shaping</b> principles:	Mod A – Modified to align with NPPF guidance and to suggest a proportionate design response. Mod B – Clarifies the use of

Ref	Policy / Para	<b>Amendment</b> <b>Bold new text</b> <b>strikethrough deleted text</b>	Reason
		<ul style="list-style-type: none"> <li>• Respond positively to local character and context to preserve and enhance the quality of existing <b>communities places (Mod D)</b> and their environs.</li> <li>• Provide buildings that exhibit individual architectural quality within well-considered public and private realms;</li> <li>• Protect and enhance assets of historical or natural value;</li> <li>• <b>Incorporate biodiversity creation and enhancement measures; (Mod E)</b></li> <li>• Create well-connected places that prioritise the needs of pedestrians, cyclists and public transport services above use of the private car;</li> <li>• Where <b>possible, appropriate</b>, provide a mix of land uses, services and densities with well-defined public and private spaces to create sustainable well-designed neighbourhoods;</li> <li>• Enhance the public realm through additional landscaping, <del>street furniture</del> and other distinctive features that help to create a sense of place;<b>(Mod F)</b></li> <li>• Provide streets and spaces that are overlooked and active and promote inclusive access;</li> <li>• Include parking facilities that are well integrated as part of the overall design and are adaptable if levels of private car ownership fall;</li> <li>• Provide an integrated <b>and connected</b> network of <del>multi-functional</del> public open space and green and blue infrastructure <del>that connects with existing green infrastructure where possible, including alleviating recreational pressure on designated sites; (Mod G)</del></li> <li>• Include measures to promote environmental sustainability including addressing energy and water efficiency and provision of appropriate wastewater and flood mitigation measures <b>including the use of open space to provide sustainable drainage solutions; (Mod H)</b> and</li> <li>• Protect the amenity of existing and future residents and users with regard to</li> </ul>	design guidance documents Mod C - Clarifies not all the principles are applicable to some developments. Mod D - Clarifies a wider definition of areas covered by the requirement to preserve and enhance. Mod E - To ensure that development considers net environmental gains, consistent with NPPF paragraph 9. Mod F- To provide consistent level of detail Mod G To strengthen the policy to ensure that new development incorporates

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		noise, vibration, smell, loss of light, <b>overbearing</b> and overlooking. <b>(Mod I)</b>	biodiversity creation and enhancement into its design. Mod G – To highlight importance of alleviating recreational pressure on designated sites Mod H – To highlight potential for sustainable water management solutions Mod I – To clarify factors affecting amenity
66	Paragraphs 8.3 – 8.7	Remove paragraph number and bullet point as sub sections of paragraph 8.3. Renumber paragraphs in rest of section as appropriate	To reflect new policy SP1B and supporting explanatory text
67	New Para 8.7	<b>Heritage Impacts – To ensure that the significance of designated and undesignated heritage assets and their settings within and adjoining development areas is conserved and where possible enhanced, the detailed nature, form and boundary of new development is to be informed by the site selection methodology set out within Historic England's Advice Note 3 (2017) (The Historic Environment and Site Allocations in Local Plans) or any subsequent replacement. Heritage Impact Assessments will be undertaken to</b>	To clarify requirements for conserving and enhancing heritage assets and their settings.

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		<b>ensure that the detailed form of development proposals is informed by an understanding of the assets and any adverse impacts mitigated appropriately.</b>	
68	Para 8.141, First two sentences	<del>At least two of the three garden communities will be cross-boundary, and the 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.</del>	Duplicates the first two sentences of 8.11
69	Para 8.152	<del>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</del>	New mechanism added to each policy

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70	SP7, first section	<p>The following three new garden communities are proposed in North Essex. Tendring/Colchester Borders, a new garden community will deliver 2,500 homes <b>and 7 hectares of employment land</b> within the Plan period (as part of an overall total of between 7,000-9,000 homes <b>and 25 hectares of employment land</b> to be delivered beyond 2033),</p> <p>Colchester/Braintree Borders, a new garden community will deliver <del>2,500</del> <b>1,350</b> homes <b>and 4 hectares of employment land</b> within the Plan period (as part of an overall total of between 15,000 – 24,000 homes <b>and 71 hectares of employment land</b> to be delivered beyond 2033).</p> <p>West of Braintree in Braintree DC, a new garden community will deliver <del>2,500</del> <b>2,060</b> homes <b>and 9 hectares of employment land</b> within the Plan period (as part of an overall total of between 7,000-10,000 homes <b>and 44 hectares of employment land</b> to be delivered beyond 2033).</p> <p>Each of these will be an holistically and comprehensively planned new community with a distinct identity that responds directly to its context and is of sufficient scale to incorporate a range of homes, employment, education &amp; community facilities, green space and other uses to enable residents to meet the majority of their day-to-day needs, reducing the need for outward commuting. <b>Each new garden community will be comprehensively planned from the outset with delivery of each new community will be being phased as part of that whole</b> and underpinned by a comprehensive package of infrastructure.</p> <p>The Councils will need to be confident, before any consent is granted, that the following requirements have been secured either in the form of appropriate public</p>	To strengthen references to providing for employment growth

Ref	Policy / Para	<b>Amendment</b> <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
		ownership, planning agreements and obligations and, if necessary a local infrastructure tariff.	
71	SP7 criteria (ii)	<p>The public sector working pro-actively and collaboratively with the private sector to design, and bring forward these garden communities, deploying new models of delivery <b>where appropriate</b> sharing risk and reward and ensuring that the cost of achieving the following is borne by landowners and those promoting the developments:</p> <ul style="list-style-type: none"> <li>(a) securing a high-quality of place-making,</li> <li>(b) ensuring the timely delivery of both on-site and off-site infrastructure required to address the impact of these new communities, and</li> <li>(c) providing and funding a mechanism for future stewardship, management, maintenance and renewal of community infrastructure and assets.</li> </ul> <p>Given the scale of and time period for development of these new garden communities, the appropriate model of delivery will <b>need to</b> secure a comprehensive approach to the delivery of each new community in order to achieve the outcomes outlined above, avoid a piecemeal approach to development, provide the funding and phasing of both development and infrastructure, and be sustainable and accountable in the long term.</p>	To clarify requirements for delivery models.
72	SP7 criteria (v)	To meet the requirements of those most in need including <b>a minimum of</b> 30% affordable housing in each garden community.	To provide consistency with wording of Garden Community policies on affordable housing in SP8, 9 and 10

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73	SP7 criteria (vi)	<b>In accordance with the Garden Community Charter principle of providing one job per household within the new community or within a short distance by public transport, provide and promote opportunities for employment within each new community and within sustainable commuting distance of it. Around 850,000 square metres of floorspace will be provided in total, with allocations to be defined within Development Plan Documents for each Garden Community totalling some 138 hectares.</b>	To strengthen references to providing for employment growth and clarify process for identifying allocations
74	SP7 – criteria (xi)	Secure a smart and sustainable approach that fosters climate resilience and a 21st century environment in the design and construction of each garden community to secure net gains in local biodiversity, highest standards of energy efficiency and innovation in technology to reduce impact of climate change, <b>the incorporation of innovative water efficiency/re-use measures</b> (with the aim of being water neutral in identified areas of serious water stress), and sustainable waste and mineral management.'	Clarification of water measures required.
75	SP7 - Criterion (iv) of policy SP7, F17 of SP8 and F18 of policy SP9 and F18 of SP10	Add wording to end of section: <b>To ensure new development does not have an adverse effect on any European Protected sites, the required waste water treatment capacity must be available including any associated sewer connections in advance of planning consent.</b>	To provide a policy safeguard to ensure that phasing of development does not exceed capacity.
76	SP7 final paragraph	A Development Plan Document will be developed for each of the garden communities to set out <b>how they will deliver the above principles as well as further detail</b> of their design, development and phasing. as well as a A	To clarify role of DPDs

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		mechanism to appropriately distribute housing completions to the three Councils <del>and this</del> will be agreed through a Memorandum of Understanding.	
77	Policy SP8 First para	The adopted policies map identifies the broad location for the development of a new garden community of which the details and final number of homes <b>along with allocations supporting the delivery of B use employment space</b> will be set out in a Strategic Growth Development Plan Document to be prepared jointly between Colchester BC and Tendring DC and which will incorporate around 2,500 dwellings within the Plan period (as part of an overall total of between 7,000-9,000 homes) and provision for Gypsy and Travellers.	To strengthen references to employment in line with Section 1 objectives
78	Policy SP8 New third paragraph	<b>For the Plan period up to 2033 Tendring District Council and Colchester Borough Council agree that housing delivery from the Tendring Colchester Borders Garden Community will be distributed to the Authorities as set out in the published Local Plan trajectory, irrespective of where they are built. Should there be additional or fewer new dwellings delivered up to 2033 in the Garden Community then the number above or below the cumulative number will be distributed evenly between the Authorities. If there remains a shortage of overall delivery against need then each Authority, having taken 50% of the shortfall into account, would need to make up the shortfall within their Authority area given their overall Authority position.</b>	To clarify how the housing on cross boundary sites will be distributed
79	Policies SP8, SP9 and SP10 Para A.2.	Planning applications for this garden community will be expected to be consistent with, <b>and follow on from</b> , the approved DPDs and subsequent masterplans and design and planning guidance. <b>A Heritage Impact Assessment for each DPD in accordance with Historic England guidance will be required in order to assess impact of proposed allocations upon the historic environment, to</b>	To clarify plan-making process for Garden Communities, including requirements for

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		<b>inform the appropriate extent, nature and form of the development and establish any mitigation measures necessary.</b>	assessment of historic environment impacts.
80	Policy SP8, C.5. 1 <sup>st</sup> line	Provision for a wide range of job, skills and training opportunities will be created in the garden community, <b>Allocations supporting the delivery of 25 hectares of B use employment space will be defined within the Development Plan Document for the Garden Community.</b>	To clarify process for determining employment land allocations
81	Policies SP8, Para D.7	A package of measures will be introduced to encourage smarter transport choices to meet the needs of the new community and maximise the opportunities for sustainable travel. <b>As highlighted in Policy SP5 funding and route commitments for the following strategic transport infrastructure will be required to be in place in advance of the Tendring / Colchester Borders Garden Community starting:</b> <b>A120-A133 Link road</b> <b>A scheme and specification for a phased rapid transit network and programme for the integration of the Garden Community into the rapid transit network</b> <b>Additional transport priorities</b> including the provision of a network of footpaths, cycleways and bridleways to enhance permeability within the site and to access the adjoining areas; <del>development of a public rapid transit system connecting the garden community to Essex University and Colchester town centre park and ride facilities and other effective integrated measures to mitigate the transport impacts of the proposed development on the strategic and local road network. Longer term transport interventions will need to be carefully designed to minimise the impacts on the strategic and local road</del> <b>transport</b> network and fully mitigate any environmental or traffic impacts arising from the development. These shall include	To clarify requirement for essential transport infrastructure in Garden Communities.

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		<del>bus (or other public transit provisions)</del> priority measures between the site, University of Essex, Hythe station and Colchester Town Centre;	
82	Policy SP8 D.9	Primary vehicular access to the site will be provided off the A120 and A133. <b>Further road improvements will be proposed as part of the masterplanning process to address both local needs and strategic movements between the A120 and A133.</b>	Referenced in Hearing Statement. Matter 8
83	Policies SP8 and SP10 Para E.13 SP9 Para 14	<b>Increased Primary healthcare facilities capacity</b> will be provided to serve the new development <b>as appropriate. This may be by means of new infrastructure or improvement, reconfiguration, extension or relocation of existing medical facilities.</b>	Clarifies delivery options for new healthcare provision.
84	Policy SP8, Para F.17 and SP9, Para F.18	<b>The delivery of smart, innovative and sustainable water efficiency/re-use solutions that fosters climate resilience and a 21<sup>st</sup> century approach towards water supply, water and waste water treatment and flood risk management.</b> Provision of improvements to waste water treatment plant including an upgrade to the Colchester Waste Water Treatment Plan and off-site drainage improvements <b>aligned with the phasing of the development within the plan period and that proposed post 2033.</b>	Changes required for consistency with changes recommended to policy SP7.
85	Policy SP8 Para F.20,	<b>Avoidance, Protection and/or enhancement of heritage and biodiversity assets within and surrounding the site, including Bullock Wood SSSI, Ardleigh Gravel Pits SSSI, Wivenhoe Pits SSSI and Upper Colne Marshes SSSI and relevant European protected sites. Contributions will be secured towards mitigation measures identified in the Essex wide Recreational Disturbance Avoidance and Mitigation Strategy (RAMS). Wintering bird surveys will be undertaken at</b>	Additions to first sentence are to ensure the protection of SSSIs and for consistency with policies SP9 & SP10.

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		<b>the appropriate time of year as part of the DPD preparation to identify any offsite functional habitat. Should any be identified, development must firstly avoid impacts. Where this is not possible, it must be phased to deliver habitat creation and management either on- or off-site to mitigate any significant impacts</b>	The 2 <sup>nd</sup> sentence highlights the mitigation measures to be secured through the RAMS and the 3 <sup>rd</sup> sentence clarifies the requirement for wintering bird surveys for the Tendring Colchester Borders area.
86	SP9 title (BDC version)	Colchester/Braintree Borders <b>Borders</b> Garden Community	typo
87	SP9 first para	The adopted policies map identifies the broad location for the development of a new garden community of which the details and final number of homes <b>along with allocations supporting the delivery of B use employment space</b> will be set out in a Strategic Growth Development Plan Document to be prepared jointly between Colchester BC and Braintree DC and which will incorporate around 2,500 <b>1,350</b> dwellings within the Plan period (as part of an overall total of between 7,000-9,000 homes) and provision for Gypsy and Travellers.	To strengthen references to employment in line with Section 1 objectives and amend housing number
88	SP9 new third para	<b>For the Plan period up to 2033 Colchester Borough Council and Braintree District Council agree that housing delivery from the Colchester Braintree Borders Garden will be distributed to the Authorities as set out in the published Local Plan trajectory, irrespective of where they are built. Should there be additional or fewer new dwellings delivered up to 2033 in the</b>	To clarify how the housing on cross boundary sites will be distributed

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		<b>Garden Community then the number above or below the cumulative number will be distributed evenly between the Authorities. If there remains a shortage of overall delivery against need then each Authority, having taken 50% of the shortfall into account, would need to make up the shortfall within their Authority area given their overall Authority position.</b>	
89	SP9 – B3 Housing 1 <sup>st</sup> line	A mix of housing types and tenures including self- and custom-build and <b>starter homes</b> affordable housing will be provided on the site.	Change required for consistency with SP8 and SP10.
90	SP9 – C5 1 <sup>st</sup> line	Provision for a wide range of job, skills and training opportunities will be created in the garden community, <b>Allocations supporting the delivery of 71 hectares of B use employment space will be defined within the Development Plan Document for the Garden Community.</b>	To clarify process for determining employment land allocations
91	SP9 Para D.7. 1 <sup>st</sup> and 2 <sup>nd</sup> line	A package of measures will be introduced to encourage smarter transport choices to meet the needs of the new community and maximise the opportunities for sustainable travel. <b>As highlighted in Policy SP5 funding and route commitments for the following strategic transport infrastructure will be required to be in place in advance of the Colchester/Braintree Borders Garden Community starting:</b> <b>A12 widening and junction improvements</b> <b>A dualled A120 from Braintree to the A12</b> <b>A scheme and specification for a phased rapid transit network and programme for the integration of the Garden Communities into the rapid transit network</b> <b>Additional transport priorities</b> including including the provision of a network of footpaths, cycleways and bridleways to enhance permeability within the site and to	To clarify requirement for essential transport infrastructure in Garden Communities

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		access the adjoining area; development of a public rapid transit system connecting this new garden community to the wider Colchester context; development of opportunities to improve accessibility to Marks Tey rail station (or provide for its relocation to a more central location within the garden community); and effective measures to mitigate the transport impacts of the proposed development on the strategic and local road network.	
92	SP9 Para D.11	Opportunities will be explored to establish how Marks Tey rail station can be made more accessible to residents of the new community <del>including relocation of the station to a more central location and improvement of walking, cycling and public transport links to the station.</del>	To reflect latest masterplanning approach
93	SP9 Para F. 21	<b>Avoidance</b> , Protection and/or enhancement of heritage and biodiversity assets within and surrounding the site including the SSSI at Marks Tey brick pit, Marks Tey Hall, Easthorpe Hall Farm, Easthorpe Hall and the habitats along and adjoining the Domsey Brook and Roman River corridors. <b>Contributions will be secured towards mitigation measures identified in the Essex wide Recreational Disturbance Avoidance and Mitigation Strategy (RAMS).</b>	The addition of the word 'avoidance' reflects the ecological mitigation hierarchy. The 2 <sup>nd</sup> sentence highlights the mitigation measures to be secured through the RAMS
94	SP10 1 <sup>st</sup> Para	The adopted policies map identifies the broad location for the development of a new garden community of which the details and final number of homes <b>along with allocations supporting the delivery of B use employment space</b> will be set out in a Strategic Growth Development Plan Document to be prepared jointly between Braintree DC and Uttlesford DC if applicable and which will incorporate around 2,500 <b>2,060</b> dwellings within the Plan period (as part of an overall total of between 7,000-9,000 homes) and provision for Gypsy and Travellers.	To strengthen references to employment in line with Section 1 objectives and amend housing number.

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95	SP10 new 4 <sup>th</sup> para	<p><b>Within the Plan period completions in a given year will be assigned to BDC and UDC in line with the trajectory contained within the Local Plans regardless of where dwellings are built in the Garden Community.</b></p> <ul style="list-style-type: none"> <li>• Within the Plan period if the site over delivers on housing in a given year then that over delivery will be split 75% BDC and 25% UDC regardless of where the dwellings are built in the Garden Community</li> <li>• Within the Plan period if the site under delivers on housing in a given year the number of homes delivered will be spilt 75% BDC and 25% UDC regardless of where there are built in the Garden Community.</li> <li>• Any completions in 2023/24 and 2024/25 will be wholly assigned to BDC.</li> <li>• The total number of dwellings assigned to UDC will not exceed 3,500, or any subsequent figure for dwellings in Uttlesford defined in the West of Braintree DPD. The total number of dwellings assigned to BDC will not exceed 10,000, or any subsequent figure for dwellings defined in the West of Braintree DPD. This will not artificially constrain the DPD in identifying the capacity of the site, the capacity of the site will be design-led and defined through the DPD and subsequent planning applications.</li> </ul>	To clarify how the housing on cross boundary sites will be distributed
96	SP10 Para C.5 1 <sup>st</sup> line	<p>Employment – additional wording pending further evidence base findings.</p> <p>Provision for a wide range of job, skills and training opportunities will be created in the garden community, <b>Allocations supporting the delivery of 44 hectares of B use employment space will be defined within the Development Plan Document for the Garden Community.</b></p>	typo and to clarify process for determining employment land allocations
97	Policy	<b>The delivery of smart, innovative and sustainable water efficiency/re-use</b>	Change required for

Ref	Policy / Para	Amendment <b>Bold new text</b> <del>strikethrough deleted text</del>	Reason
	SP10 Para F.17	<b>solutions that fosters climate resilience and a 21<sup>st</sup> century approach towards water supply, water and waste water treatment and flood risk management.</b> Provision of improvements to waste water treatment and off-site drainage improvements <b>aligned with the phasing of the development within the plan period and that proposed post-2033.</b>	consistency with changes recommended to policy SP7.
98	Policy SP10 F.20	<b>Avoidance, Protection and/or enhancement of heritage and biodiversity assets within and surrounding the site including Great Saling Hall conservation area and areas of deciduous woodland within and adjoining the site. Contributions will be secured toward mitigation measures identified in the Essex wide Recreational disturbance Avoidance and Mitigation Strategy (RAMS).</b>	The addition of the word 'avoidance' reflects the ecological mitigation hierarchy. The 2 <sup>nd</sup> sentence highlights the mitigation measures to be secured through the RAMS
99	Paragraph 9.4 Table 1	<i>Amend as shown in Appendix 1 to this document</i>	To provide clarity
100	Addition to Glossary in section 2 Plans	<b>Blue Infrastructure – Water assets and features including rivers, streams, estuaries, ponds, culverts, and the North Sea which deliver a wide range of environmental and quality of life benefits for local communities and wildlife.</b>	To ensure the definition of the term is made clear.

## Appendix 1

### Revisions to address clarity

9.4 Table 1 Monitoring Requirements for Section1

<b>Part One Objectives</b>	<b>Part One Policies</b>	<b>Targets</b>	<b>Key Indicators in Authority Monitoring Reports</b>
Providing sufficient new homes  Fostering economic development  Providing new and improved infrastructure  Addressing education and healthcare needs	SP1 Presumption in favour of Sustainable Development	Delivery of new development in accordance with the Development Plan	Record of planning decisions including appeals
	SP2 Spatial Strategy for North Essex	Deliver Garden Communities as the most sustainable options for large scale, long term growth	Local authority agreement and delivery of governance, community involvement, stewardship arrangements and funding arrangements for Garden Communities
	SP3 Meeting Housing Needs	Deliver new housing in line with spatial strategy	Market and affordable housing completions per annum (net)

Ensuring high quality outcomes		and Objectively Assessed Need targets	
	SP4 Providing for Employment	Deliver new employment land in line with spatial strategy and evidence base targets	Amount of floorspace development for employment and leisure by type.
	SP5 Infrastructure and Connectivity	Delivery of identified infrastructure schemes including transport, education, community, healthcare, green/blue infrastructure and environmental protection	Identify and monitor progress of strategic infrastructure projects

		Increase modal share of non-motorised transport.	Monitor modal splits and self-containment via Census and measure traffic levels on key routes
	SP5 Place Shaping Principles	Approved DPDS, masterplans & other planning & design guidance in place for each community prior to the commencement of development it relates to	Monitor availability of DPDs and other planning guidance relative to the submission & determination of planning applications for the development it relates to
	SP7 Garden Communities	Deliver Garden Communities as the most sustainable options for large scale, long term growth	Local authority agreement and delivery of governance, community involvement, stewardship arrangements and funding arrangements for Garden Communities
	SP8 Tendring	Deliver sustainable	Delivery rates of all

	Colchester Borders Garden Community	new communities in accordance with guidance as adopted	development including supporting infrastructure as documented in housing trajectories and other monitoring data
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## Appendix 2

(to be inserted as Appendix 1 to Section 1)

**Recreational Pressures at Essex/Suffolk European Sites**

European site	Recreational Pressure
Abberton Reservoir SPA/Ramsar	Recreational disturbance not a threat at this
Blackwater Estuary SPA/Ramsar	The key threat to this site relates primarily to disturbance of water birds from people and dogs, in addition to water sports such as use of jet skiis and motorboats.
Colne Estuary SPA/Ramsar	The key threat to this site relates primarily to disturbance of water birds from people and dogs, in addition to water sports such as use of jet skis and motorboats.
Hamford Water SPA/Ramsar	The key recreational threat identified at the screening stage relates primarily to disturbance of water birds from people and dogs in addition to water sports such as use of jet skiis and motorboats.
Stour and Orwell Estuaries SPA/Ramsar	Breeding and overwintering waterbirds are susceptible to human disturbance from a range of land and water-based activities, including boating and watersports; walking; bait-digging; fishing; wildfowling, and military overflight training. Some activities, such as powerboating, may produce physical disturbance to habitats.

Essex Estuaries SAC	The SAC is vulnerable to physical damage which can be caused by trampling and erosion associated with terrestrial recreation and wave damage caused by water based recreation. The SAC is also vulnerable to the effects of other negative factors associated with recreation such as littering, fire and vandalism.
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## Appendix 3

### List of Superseded Policies – Colchester and Tendring

#### Colchester

List of Colchester Policies- Core Strategy Focussed Review Version (July 2014) / Site Allocations Adopted October 2010 / Development Policies Focussed Review Version (July 2014) - Superseded by the Colchester Local Plan 2013-2033

New Policy Number	Policy ref on 2017-2033 Local Plan	Replaces Policy
<b>SP1</b>	Presumption in Favour of Sustainable Development	SD1
<b>SP2</b>	Spatial Strategy for North Essex	H1
<b>SP3</b>	Meeting Housing Needs	H1
<b>SP4</b>	Providing for Employment	CE1
<b>SP5</b>	Infrastructure and Connectivity	SD2
<b>SP6</b>	Place Shaping Principles	-
<b>SP7</b>	Development and Delivery of New Garden -Communities in North Essex	-
<b>SP8</b>	Tendring/Colchester Borders Garden Community	-

<b>SP9</b>	Colchester/Braintree Borders Garden Community	-
<b>SP10</b>	West of Braintree New Garden Community	-
<b>SG1</b>	Colchester's Spatial Strategy	H1
<b>SG2</b>	Housing Delivery	H1
<b>SG3</b>	Economic Growth Provision	CE3 /DP5
<b>SG4</b>	Local Economic Areas	CE3 / DP5
<b>SG5</b>	Centre Hierarchy	CE1
<b>SG6</b>	Town Centre Uses	DP6
<b>SG6a</b>	Local Centres	CE2c / DP7
<b>SG7</b>	Infrastructure Delivery and Impact Mitigation	SD2 / SD3
<b>SG8</b>	Neighbourhood Plan	ENV2
<b>ENV1</b>	Environment	ENV1/ DP 21
<b>ENV2</b>	Coastal Areas	ENV1 / DP23
<b>ENV3</b>	Green Infrastructure	ENV1/ PR1
<b>ENV4</b>	Dedham Vale Area of Outstanding Natural Beauty	ENV1 / DP22

<b>ENV5</b>	Pollution and Contaminated Land	-
<b>CC1</b>	Climate Change	ER1
<b>PP1</b>	Generic Infrastructure and Mitigation Requirements	DP3
<b>TC1</b>	Town Centre Policy and Hierarchy	CE1
<b>TC2</b>	Retail Frontages	DP6
<b>TC3</b>	Town Centre allocations	SA TC1
<b>TC4</b>	Transport in Colchester Town centre	TA4 / DP18
<b>NC1</b>	North Colchester and Severalls Strategic Economic Areas	CE1/ SA NGA1/ SA NGA3
<b>NC2</b>	North Station Special Policy Area	SA TC1
<b>NC3</b>	North Colchester	-
<b>NC4</b>	Transport in North Colchester	TA4 / DP18
<b>SC1</b>	South Colchester Allocations	CE3*
<b>SC2</b>	Middlewick Ranges	-
<b>SC3</b>	Transport in South Colchester	TA4 / DP18
<b>EC1</b>	Knowledge gateway and University of Essex Strategic Economic Area	CE1/ SA EC7
<b>EC2</b>	East Colchester / Hythe Special Policy	SA EC2/ SA EC3 Area 1/

	Area	SA EC4 Area 2/ SA EC6 Area 4
<b>EC3</b>	East Colchester	SA H1/ SA EC1/ SA EC5 Area 3/ CE3
<b>EC4</b>	Transport in East Colchester	TA4 / DP18. SA EC8
<b>WC1</b>	Stanway Strategic Economic Area	CE1/ SA STA1/ SA STA3
<b>WC2</b>	Stanway	SA STA1/ SA STA5
<b>WC3</b>	Colchester Zoo	-
<b>WC4</b>	West Colchester	-
<b>WC5</b>	Transport in Colchester	TA4 /DP18/ SA STA4
<b>SS1</b>	Abberton and Langenhoe	CE3*
<b>SS2</b>	Boxted	-
<b>SS3</b>	Chappel and Wakes Colne	-
<b>SS4</b>	Copford	-
<b>SS5</b>	Eight Ash Green	-
<b>SS6</b>	Fordham	-
<b>SS7</b>	Great Horkešley	CE3*
<b>SS8</b>	Great Tey	CE3*

<b>SS9</b>	Langham	CE3*
<b>SS10</b>	Layer de La Haye	-
<b>SS11</b>	Marks Tey	CE3*
<b>SS12a</b>	West Mersea	-
<b>SS12b</b>	Coast Road West Mersea	DP23
<b>SS12c</b>	Mersea Island Caravan Parks	DP10/ DP21/ DP23
<b>SS13</b>	Rowhedge	-
<b>SS14</b>	Tiptree	SA TIP2
<b>SS15</b>	West Bergholt	-
<b>SS16</b>	Wivenhoe	-
<b>OV1</b>	Development in Other Villages	ENV2
<b>OV2</b>	Countryside	ENV2 / DP9
<b>DM1</b>	Health and Wellbeing	DP2
<b>DM2</b>	Community Facilities	DP4
<b>DM3</b>	Education Provision	SD3
<b>DM4</b>	Sports Provision	DP15
<b>DM5</b>	Tourism, leisure, Culture and Heritage	DP10
<b>DM6</b>	Economic Development in Rural Areas	DP5 / DP9

and the Countryside

<b>DM7</b>	Agricultural Development and Diversification	DP8
<b>DM8</b>	Affordable Housing	H4
<b>DM9</b>	Development Density	H2
<b>DM10</b>	Housing Diversity	H3
<b>DM11</b>	Gypsies, Travellers and Travelling Showpeople	H5/ SA H2
<b>DM12</b>	Housing Standards	DP12
<b>DM13</b>	Domestic Development	DP11/ DP13
<b>DM14</b>	Rural Workers Dwellings	H6
<b>DM15</b>	Design and Amenity	UR2 /DP1
<b>DM16</b>	Historic Environment	UR2 /DP14
<b>DM17</b>	Retention of Open Space	DP15
<b>DM18</b>	Provision of Open Space and Recreation Facilities	PR1/ PR2/ DP16
<b>DM19</b>	Private Amenity Space	DP16
<b>DM20</b>	Promoting Sustainable Transport and Changing Travel behaviour	TA1 / TA2 / TA3 / DP17

<b>DM21</b>	Sustainable Access to development	PR2 / TA2 / DP17
<b>DM22</b>	Parking	TA5 / DP19
<b>DM23</b>	Flood Risk and Water Management	ENV1/ DP20
<b>DM24</b>	Sustainable Urban Drainage Systems	DP20
<b>DM25</b>	Renewable Energy, Water Waste and Recycling	ER1 / DP25

\* Please note that the housing allocation elements of the policy are new and do not supersede adopted policies. However, these policies include reference to Local Employment Areas and this part of the policy supersedes adopted policy CE

## Tendring

List of Tendring Policies - Tendring District Local Plan (2007) superseded by the Tendring District Local Plan 2013-2033

<b>New Policy Number</b>	<b>Policy ref on 2013-2033 Local Plan</b>	<b>Replaces Policy</b>
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<b>SP1</b>	Presumption in Favour of Sustainable Development	-
<b>SP2</b>	Spatial Strategy for North Essex	QL1
<b>SP3</b>	Meeting Housing Needs	HG1
<b>SP4</b>	Providing for Employment	QL4
<b>SP5</b>	Infrastructure and Connectivity	-
<b>SP6</b>	Place Shaping Principles	QL8 / QL9 / QL10 / QL11
<b>SP7</b>	Development and Delivery of New Garden Communities in North Essex	-
<b>SP8</b>	Tendring/Colchester Borders Garden Community	-
<b>SP9</b>	Colchester/Braintree Borders Garden Community	-
<b>SP10</b>	West of Braintree New Garden Community	-

<b>SPL1</b>	Managing Growth	QL1 / RA4
<b>SPL2</b>	Settlement Development Boundaries	QL1 / HG3 / HG12 / HG16 / HG20 / HG21
<b>SPL3</b>	Sustainable Design	QL9 / QL10 / QL11 / ER39 / ER40 / EN12 / HG3 / HG11 / COM19 / COM20 / COM21 / COM22 / COM23 / COM34
<b>HP1</b>	Improving Health and Wellbeing	QL12 / COM2 / COM24
<b>HP2</b>	Community Facilities	COM3 / COM4 / FW3 / RA6
<b>HP3</b>	Green Infrastructure	COM6 / COM7 / COM7a / COM8a / COM9 / COM13 / COM25
<b>HP4</b>	Safeguarded Local Greenspace	COM7 / COM7a / COM9 / COM13 / COM25
<b>HP5</b>	Open Space, Sports and Recreation Facilities	COM4 / COM6 / COM8 / COM8a / OM9 / COM10 / COM11
<b>LP1</b>	Housing Supply	HG1
<b>LP2</b>	Housing Choice	HG3a / HG6
<b>LP3</b>	Housing Density and Standards	HG7
<b>LP4</b>	Housing Layout	HG3 / HG9 / HG14

<b>LP5</b>	Affordable and Council Housing	HG4
<b>LP6</b>	Rural Exception Sites	HG5
<b>LP7</b>	Self-Build and Custom-Built Homes	-
<b>LP8</b>	Backland Residential Development	HG13
<b>LP9</b>	Traveller Sites	HG22
<b>LP10</b>	Care, Independent Assisted Living	COM5
<b>LP11</b>	HMO and Bedsits	HG10
<b>PP1</b>	New Retail Development	ER31 / ER32 / ER32a / ER37 / CL7 / CL10
<b>PP2</b>	Retail Hierarchy	ER31
<b>PP3</b>	Village and Neighbourhood Centres	ER31
<b>PP4</b>	Local Impact Threshold	ER31 / ER32 / ER32a / ER37
<b>PP5</b>	Town Centre Uses	ER31 / ER32 / ER32a / ER33 / ER37 / ER40 / CL9
<b>PP6</b>	Employment Sites	ER3 / ER4 / ER5 / ER7 / ER13 / RA1
<b>PP7</b>	Employment Allocations	QL4 / QL5 / ER1 / ER2 / ER5 / ER7 / ER13

<b>PP8</b>	Tourism	ER16 / ER26 / ER27 / ER28 / ER29 / COM15 / COM15a / CL2 / CL3 / CL4 / CL5 / HAR8 / FW1 / FW2 /
<b>PP9</b>	Hotels and Guesthouses	ER24 / ER25 / ER26
<b>PP10</b>	Camping and Touring Caravan Sites	CE1/ SA EC7
<b>PP11</b>	Holiday Parks	ER18 / ER19 / ER19a / ER20 / ER22
<b>PP12</b>	Improving Education and Skills	QL12 / COM26
<b>PP13</b>	The Rural Economy	QL7 / ER10 / ER11 / ER38 / HG17 / HG18/ HG19 / RA8 / COM12
<b>PP14</b>	Priority Areas for Regeneration	QL6 / ER30 / CL8 / CL10 / CL19 / HAR4a / HAR10 / HAR12 / HAR13 / HAR14 / HAR15 / RA2
<b>PPL1</b>	Development and Flood Risk	QL3 / COM32 / COM33 / COM35
<b>PPL2</b>	Coastal Protection Belt	EN3
<b>PPL3</b>	The Rural Landscape	EN1 / EN5 / EN5a
<b>PPL4</b>	Biodiversity and Geodiversity	COM16 / EN6 / EN6a / EN6b

		/ EN11a / EN11b / EN11c
<b>PPL5</b>	Water Conservation, Drainage and Sewerage	COM31a / EN13
<b>PPL6</b>	Strategic Green Gaps	EN2
<b>PPL7</b>	Archaeology	EN29 / EN30
<b>PPL8</b>	Conservation Areas	EN17 / EN18 / EN18a / EN20 / EN25
<b>PPL9</b>	Listed Buildings	EN21 / EN22 / EN23 / EN24 / EN25 / EN26
<b>PPL10</b>	Renewable Energy Generation	EN13a
<b>PPL11</b>	The Avenues Area of Special Character, Frinton-on-Sea	FW5 / FW6
<b>PPL12</b>	The Gardens Area of Special Character, Clacton-on-Sea	CL17
<b>PPL13</b>	Ardleigh Reservoir Catchment Area	COM18
<b>PPL14</b>	Safeguarding of Civil Technical Site, North East of Little Clacton/South of Thorpe-le-Soken	COM28
<b>PPL15</b>	Safeguarding of Hazardous Substance Site, South East of Great Oakley/South West of Harwich	-

<b>CP1</b>	Sustainable Transport and Accessibility	QL2 / COM1 / TR1a / TR1 / TR2 / TR3a / TR4 / TR5 / TR6 / TR7 / TR9 / TR10 /CP1
<b>CP2</b>	Improving the Transport Network	QL2
<b>CP3</b>	Improving the Telecommunications Network	COM27
<b>SAMU1</b>	Development at EDME Maltings, Mistley	LMM1 / LMM1a
<b>SAMU2</b>	Development at Hartley Gardens, Clacton	-
<b>SAMU3</b>	Development at Oakwood Park, Clacton	-
<b>SAMU4</b>	Development at Rouses Farm, Jaywick Lane, Clacton	-
<b>SAMU5</b>	Development South of Thorpe Road, Weeley	-
<b>SAH1</b>	Development at Greenfield Farm, Dovercourt	-
<b>SAH2</b>	Development Low Road, Dovercourt	-
<b>SAH3</b>	Development Robinson Road,	-

	Brightlingsea	
<b>SAE1</b>	Carless Extension, Harwich	HAR3
<b>SAE2</b>	Land South of Long Road, Mistley	-
<b>SAE3</b>	Lanswood Park, Elmstead Market	-
<b>SAE4</b>	Mercedes Site, Bathside Bay	-
<b>SAE5</b>	Development at Mistley Port	LMM1 / LMM1a
<b>SAE6</b>	Development at Mistley Marine	LMM1 / LMM1a
<b>SAE7</b>	Stanton Europark	ER1
<b>DI1</b>	Infrastructure Delivery and Impact Mitigation	QL12 / COM29 / COM30 / COM31 /
	Other policies superseded by the 2013-2033 Local Plan but not specifically replaced or replicated.	EN4 / EN7 / EN27 / EN27a / TR8 / TR10a / CL14 / CL14a / CL15 / CL15a / CL16 / CL18 / CL21 / HAR1 / HAR2 / HAR3a / HAR6 / HAR11 / HAR16 / HAR17 / BR1 / BR2 / BR3 / BR4 / BR5 / LMM2 / RA3 /

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# Agenda Item 7

## PLANNING POLICY AND LOCAL PLAN COMMITTEE

16 JULY 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.2 – UPDATED HOUSING SUPPLY POSITION, HOUSING TRAJECTORY AND STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA) (Report prepared by Gary Guiver)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

To report, to the Planning Policy and Local Plan Committee:

- The number of new homes built in Tendring during the 2018/19 financial year;
- The current housing land supply position (the ‘five-year’ supply);
- The updated year-by-year trajectory for building new homes over the remainder of the new Local Plan period up to 2033; and
- The new Strategic Housing Land Availability Assessment (SHLAA) which provides the detailed evidence base for the above figures.

##### EXECUTIVE SUMMARY

###### Housing Completions

In the period 1 April 2018 to 31 March 2019, 915 new homes were completed in Tendring. This means that the housebuilding target for the district (550 homes a year as set out in the emerging Local Plan) has been achieved for a third year in succession.

###### Five Year Supply

In February 2019, the government made amendments to the National Planning Policy Framework (NPPF) which affects the way Councils calculate whether or not they can identify a five year housing supply. Where a Council’s adopted Local Plan housing policies are more than five years old (as is the case in Tendring), they are required to calculate housing supply against a ‘local housing need’ figure generated using the government’s standard methodology which, for Tendring, means a housing target of 863 homes a year as opposed to the 550 homes a year target in the emerging (but yet to be adopted) Local Plan. Because of this change in government planning policy which affects the way housing supply is calculated, the Council can technically only demonstrate a 4.2 year supply of deliverable housing sites – the implications of which are explained in the main body of this report.

###### Housing Trajectory

The Council can however demonstrate that the Local Plan requirement of 11,000 new homes between 2013 and 2033 can be met and comfortably exceeded. This is through a combination of homes already completed since April 2013, development on large sites with planning permission, sites allocated for development in the plan and small ‘windfall’ sites.

## **RECOMMENDATION**

**That the Planning Policy & Local Plan Committee endorses the content of this report and the new Strategic Housing Land Availability Assessment (SHLAA) (attached as Appendix 1)) as evidence to support the deliverability of housing proposals in the new Local Plan and to demonstrate an up-to-date five year housing land supply position for the purposes of determining planning applications and contesting planning appeals.**

## **PART 2 – IMPLICATIONS OF THE DECISION**

### **DELIVERING PRIORITIES**

Maintaining and demonstrating an ongoing five-year supply of deliverable housing sites is key to the Council's ability to control the pattern of housing growth across the district and to determining planning applications in line with the policies of the Local Plan.

### **RESOURCES AND RISK**

The annual housing survey, the five-year housing land supply calculation and the updated housing trajectory have all been undertaken by the Council's planning team within the agreed 'LDF Budget'.

The main risk to the housing supply calculations is a challenge to the figures by third-party developers promoting their sites either through the Local Plan examination or through the planning appeal process. To minimise this risk, Officers have generally taken a cautious/conservative approach to the expected delivery of housing on sites to make it difficult for developers to successfully challenge the figures on the basis of them being too optimistic.

Also, if the Council is unable to demonstrate, through the examination process, that the sites proposed in the Local Plan can reasonably deliver objectively assessed housing requirements in full, the Local Plan Inspector could delay the adoption of the plan and require the Council to identify additional sites for development.

The main risk to housing delivery and achieving and maintaining an ongoing five-year supply of housing land is the housing market in the District. If the market is not buoyant, insufficient completions will be achieved, adding to the shortfall that has to be recovered. In addition, the trajectory of future housing delivery would have to be adjusted to reflect longer lead-in times and/or slower build-out rates.

### **LEGAL**

The new National Planning Policy Framework (NPPF) published in July 2018 requires Councils to boost, significantly, the supply of housing by identifying sufficient land with their Local Plans to meet their housing requirements. They are also required to identify and update, annually, a supply of specific 'deliverable' sites sufficient to provide five years' worth of housing against their housing

requirements, plus an appropriate buffer. Updates to the NPPF in February 2019 have clarified that housing supply has to be measured against a ‘local housing need’ figure derived using the government’s ‘standard method’ unless adopted Local Plan housing policies are less than five years old.

From November 2018, housing delivery has also had to be measured against a new ‘Housing Delivery Test’ which looks at the number of homes constructed, against housing requirements, over the previous three years.

In the event that a Council is unable to demonstrate a five-year supply of deliverable housing land, its policies for the supply of housing cannot be considered up to date. Councils are then expected to grant planning permission for housing developments (even if they are contrary to the Local Plan) unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole, or specific paragraphs in the NPPF indicate that development should be restricted.

## **OTHER IMPLICATIONS**

**Area or Ward affected:** All wards.

**Consultation/Public Engagement:** None – although the assumptions about housing delivery set out in the SHLAA have been informed by liaison between Officers and relevant landowners and developers.

## **PART 3 – SUPPORTING INFORMATION**

### **Housing completions**

Earlier this year, Officers undertook the annual survey of housing completions for the period 1 April 2018 to 31 March 2019. This involved updating records of sites with planning permission for housing and recording the number of dwellings that had been created on each of those sites over that 12 month period. This was achieved through a combination of site visits, information requested from and provided by developers and use of building control completion data.

The ‘net dwelling stock increase’ (or housing completions minus losses) for the 2018/19 financial year is recorded as **915**. This ‘net’ figure takes into account demolitions and other losses of existing homes. This exceeds the housing requirement for Tendring of 550 homes a year for the period 2013 to 2033, which has now been supported by the Planning Inspector who examined Section 1 of the Local Plan as being ‘soundly based’.

In each of the first three years of the plan period (2013/14, 2014/15 and 2015/16), actual completions fell short of this requirement with just 204, 267 and 245 completions respectively – amassing a total shortfall of 934. However, the achievement of 658 completions in 2016/17, 565

completions in 2017/18 and 915 completions in 2018/19 has helped to reduce the shortfall to just 446. The significant improvement in house building in the last three years reflects improvements in housing market conditions since the recession, the increase in the number of housing sites gaining planning permission and strong progress on some of the district's larger housing developments including Gainsford Gardens in Clacton, the Delford site in Dovercourt, Finches Park in Kirby Cross, Hamford Park in Walton, Summers Park in Lawford, River Reach in Mistley, Colne Gardens and Harbourside in Brightlingsea, Avellana Place in Ardleigh, Staunton Gate in Alresford, Bentley Gate in Great Bentley, Henderson Park in Thorpe le Soken and Elmstead Gardens in Elmstead Market and Milers Green in Weeley Heath.

Of the 915 completions recorded for 2018/19, 541 took place on larger development sites of 10 or more dwellings with 374 on smaller developments of 9 or fewer. In July 2019, early indications would suggest that housing delivery is on course to also exceed the Local Plan housing target for the 2019/20 financial year, with strong progress on many housing sites across the district.

### **Strategic Housing Land Availability Assessment (SHLAA)**

A Strategic Housing Land Availability Assessment (hereafter referred to as a 'SHLAA') is an essential part of the 'evidence base' that is needed to inform and underpin decisions on allocating sites for housing in Local Plans. The primary purpose of the SHLAA is to:

- identify sites and broad locations with potential for housing development;
- assess their housing potential; and
- assess their suitability for development and the likelihood of development coming forward.

The assessment (attached as Appendix 1) has been updated to a 1<sup>st</sup> April 2019 base date in order to reflect the very latest available information on housing developments in the district, including planning decisions and appeal decisions from the 2018/19 financial year which have a significant bearing on the assumptions on housing delivery currently set out in the Local Plan. This assessment therefore includes recommendations for updating the housing policies and housing tables within the Local Plan which could form the basis for modifications to those policies and tables if the Planning Inspector considers these to be necessary.

This assessment identifies that through a combination of dwellings completed since 2013, large sites with planning permission for housing development, small sites and windfall sites and sites specifically allocated in the emerging Local Plan, the objectively assessed requirement to deliver 11,000 homes between 2013 and 2033 can still be met and comfortably exceeded, by around 1,500 homes.

### **Five Year Supply**

#### Requirements under the updated NPPF

A new version of the National Planning Policy Framework (NPPF) was published in July 2018. It

requires Councils to boost, significantly, the supply of housing. Councils still have to identify and update, annually, a supply of specific ‘deliverable’ sites sufficient to provide five years’ worth of housing against their housing requirements. It also requires Councils to include an additional ‘buffer’ of either:

- a) “5% to ensure choice and competition in the market for land; or
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.”

The NPPF defines ‘significant under delivery’ as being below 85% of the housing requirement over the previous three years. Up until February 2019, the Council had been arguing (with success in planning appeals) that it could demonstrate a five year housing supply against the Local Plan target of 550 homes a year and that it could also demonstrate that delivery in the last three years had been in excess of the 85% threshold. However, in February 2019, the government published amendments to the NPPF which have had significant implications for the way housing supply is calculated in Tendring.

Paragraph 73 in the NPPF states: “*Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old.*” Because this Council last adopted a Local Plan in 2007, its strategic housing policies are more than five years old and therefore housing supply has to be measured against its ‘local housing need’ which, up until February 2019, the Council had taken to be the 550 homes a year target set out in the emerging Local Plan and endorsed by the Planning Inspector following the examination of the Section 1 Plan. However, in February 2019, the government introduced additional wording into footnote 37 of the NPPF which states: “*Where local housing need is used as the basis for assessing whether a five year supply of specific deliverable sites exists, it should be calculated using the standard method set out in national planning guidance*”. For Tendring, the standard method for calculating local housing need generates a requirement of 863 homes a year which is more than 300 a year more than the target in the emerging Local Plan.

The standard method relies on government household projections which, for Tendring, have been proven to be flawed as they are infected by discrepancies in census data and mid-year population projections which occurred between 2001 and 2011 known as ‘unattributable population change’ (UPC). Even though UPC has been demonstrated (by leading demographic consultants on behalf of the Council) to be a problem in Tendring and both the Planning Inspector for the Local Plan and numerous appeal Inspectors have accepted the Council’s position on UPC, the change to NPPF nonetheless requires the Council to calculate housing supply using the higher figure – at least until the new Local Plan housing policies are formally adopted.

In determining whether a five year supply of deliverable housing sites can be demonstrated, the NPPF in Annex 2 includes clear guidance on what can and cannot be considered a ‘deliverable site’. It states: “*To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. Sites that are not major development, and sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (e.g. they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans). Sites with outline planning permission, permission in principle, allocated in the development plan or identified on a brownfield register should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years*”.

Critically if a Council cannot identify a five-year supply of deliverable housing sites (plus the appropriate buffer), its policies for the supply of housing cannot be considered up to date and the ‘presumption in favour of sustainable development’ applies. This requires Councils to consider all housing development proposals on their merits, even if they are contrary to the Local Plan. There is an expectation that planning permission will be granted unless the adverse impacts significantly and demonstrably outweigh the benefits. This is now commonly referred to as the ‘tilted balance’.

From November 2018, as well as having to demonstrate a five-year supply of deliverable housing sites, Councils have also needed to demonstrate that they are meeting the new ‘housing delivery test’ (HDT) in the NPPF. It requires housing delivery over the previous three financial years to be measured against the housing requirement and where delivery is ‘substantially below the housing requirement’, the ‘tilted balance’ is engaged. Councils have to publish their performance against the delivery test each November and ‘substantially below the housing requirement’ will mean where the results published in:

- a) November 2018 indicate that delivery was below 25% of the housing required over the previous three years;
- b) November 2019 indicate that delivery was below 45% of housing required over the previous three years;
- c) November 2020 and in subsequent years indicate that deliver was below 75% of housing required over the previous three years.

Whilst the Council’s performance in housing delivery over the last three years has been very strong when measured against the requirement of 550 homes a year in the Local Plan, because of the need to apply the government’s higher figure of 863 the published figures for the Council currently show an under-performance against the housing delivery test which, whilst not ‘substantially below’ the housing requirement, still represents ‘significant under-delivery’ which requires the Council to include a 20% buffer within its housing supply.

## Updating the figures

Officers have re-run the housing supply calculation to an April 2019 base-date to provide two calculations. One measured against the requirement of 550 homes a year as set out in the emerging Local Plan and accepted by the Local Plan Inspector as being soundly based; and another measured against the requirement of 863 homes a year generated by the government's standard method of calculating local housing need.

The updated calculations are based on the evidence and assumptions contained within the new SHLAA. The calculations within the SHLAA (chapter 7) give a housing supply position of **5.4** years against the Local Plan figure and **4.0** years against the figure derived from the standard methodology. These figures are set out in the following table:

Five Year Requirement and Supply	Local Plan OAN of 550 homes a year	Standard Methodology of 863 homes a year
<b>Requirement 2019/20 – 2023/24</b>	2,750 (550 x 5)	4,315 (863 x 5)
<b>Shortfall 2013/14 – 2018/19</b>	446	N/a
<b>Sub-Total</b>	3,196	4,315
<b>Plus 20% buffer</b>	639	863
<b>Total Requirement</b>	3,835	5,178
<b>Supply from large site commitments</b>	3,578	3,578
<b>Supply from emerging allocations</b>	0	0
<b>Supply from small windfall sites</b>	568	568
<b>Total supply of Homes – Units</b>	4,146	4,146
<b>Total five- year supply of Homes - %</b>	108%	80%
<b>Total supply of Homes – Years</b>	<b>5.4</b>	<b>4.0</b>

## Implications and relevant appeal decisions

Since the February 2019 changes to the NPPF, the Council has had to accept that it cannot technically demonstrate a five year housing supply and therefore the 'tilted balance' is engaged and planning applications for housing development have had to be considered on their merits – weighing up adverse impacts against benefits. However, in determining such planning applications for housing development, the Local Plan Inspector's endorsement of the emerging Local Plan housing figure of 550 homes a year has been treated by Officers as a material consideration to be weighed in the balance. The Local Plan Inspector's acknowledgement that UPC is a genuine factor that has infected the government's household projections clearly supports the Council's position that, in real terms, there is no shortfall in the Council's five year housing supply and, on that basis,

the amount of weight that applies to the 'benefits' of additional housing development should reflect that.

This approach was successfully defended by the Council and its legal representatives in the recent appeal for 85 homes on land off Edenside, Bloomfield Avenue, Frinton on Sea where the Inspector dismissed the appeal and concluded the following in respect of housing requirements:

*"27. As set out above, the Council accepts that it cannot demonstrate a 5YHLS, according to the standard method by which local housing need must be calculated for the purposes of this appeal. This is because it must deliver 857 dwellings per annum (dpa) and it only has the supply to meet, by its best case, 4.04YHLS. The appellant considers that it only has a 3.25YHLS. The absence of a 5YHLS means that the tilted balance applies.*

*28. However, the Council disputes that this figure represents the true housing need of the District because the 2014 population and household formation projections are seriously flawed for Tendring as a result of acknowledged issues of Unattributable Population Change (UPC). UPC is the term given to the fact that the accumulated annual mid-year estimates (MYEs) of population in Tendring between 2001 and 2011 suggested the population would grow by 9,793 people, but the 2001 Census showed that it had in fact fallen by 740 people. In other words, these MYEs had suggested 10,533 more people in the District than the Census showed there to be. These figures are undisputed by the appellant, as is the principle cause of the errors in the MYEs, namely that 55% of the UPC error was attributable to over-estimates of internal migration. Tendring is one of three local authority areas where UPC has made a huge difference in population growth (+1500% in Tendring).*

*29. The Council states that the true housing requirement is 541dpa, although it accepts that figure has been derived through a different methodology and has not been tested by the eLP examining Inspector, nor has it been subject to a determination by any other Inspector.*

*30. The examining Inspector has found that a housing requirement figure of 550dpa is sound in principle for the duration of the eLP period (2013-2033) based on the extent of UPC in Tendring.<sup>6</sup> The Council acknowledges that this figure was developed through the former NPPF, which adopted a different methodology including how the backlog is accounted for and in terms of the uplift for affordability. The Inspector may modify his views in the light of further evidence, although the eLP housing requirement falls to be examined under the previous NPPF and PPG guidance rather than the standard method in the new guidance.*

*31. But the Council maintains that the requirement is 541dpa (not 857dpa) because the effect of UPC is continuing. This is because the standard method uses the official 2014-based official projections, which take a base period of 2009-2014 and roll forward the trends in that period into the future. I agree with the Council that because the base period included two inter-Censal years, which were affected by UPC, the resultant projection itself is likely to be affected by those errors. If these errors in the MYEs continued after 2011 then the effect of the infection of the 2014-based projections by UPC is greater. I also agree with the Council that the 2016-based household projections imply an even greater population in Tendring than the 2014-based projections, which suggests to me that the UPC errors have not been fixed, contrary to the appellant's evidence.*

*32. The appellant did not substantively challenge the Council's evidence in this regard; indeed it chose not to cross-examine Ms Howick, the Council's witness, whose above evidence consequently went unchallenged. No substantive evidence was produced by Mr Tiley, the appellant's witness, to confirm that the errors in future population and household arising from UPC are not continuing.*

33. In particular his assertion that the Office for National Statistics (ONS) has addressed the problems of UPC via its Migration Statistics Improvement Programme<sup>7</sup> is speculative because it simply repeats the aim of the Programme to address past anomalies in migration estimates. There is no evidence produced to confirm that it has actually done so nationally, let alone addressed the future situation in Tendring, where UPC has had such a huge effect in the past. The eLP examining Inspector and the Inspectors in the recent Great Bentley and Ardleigh decisions<sup>8</sup> have all concluded that the UPC errors have not been eradicated and are therefore continuing. No appeal decisions have concluded the contrary.

34. This is not the place to rule on whether the figure of 541dpa is the true housing requirement for Tendring. That is for the eLP examination. The examination Inspector may decide to consider that figure and how the Council arrived at it, rather than stick to the original figure of 550dpa, which he had previously found sound. It is also possible that additional evidence showing that UPC has been satisfactorily addressed will be presented to the eLP examination. But given that the appellant has provided no substantive evidence in this appeal that the UPC errors have been addressed, it currently appears that the figure of 857dpa is a considerable over-estimate of the true extent of the District's housing need.

35. In summary, the parties agree that there is no 5YHLS because the revised NPPF and PPG state that the standard method must be used for planning decisions. An alternative method can only be used in plan examinations. Whether or not the Council can demonstrate a 5+YHLS based on a figure of 541 or 550dpa is therefore irrelevant.

36. But I agree that the continuing errors in the population projections arising from UPC raise significant questions about the validity of the local housing need figure of 857dpa. I consider it likely that this figure is an overestimate of the true housing need in the District. It also seems likely that the figure of 550dpa will be the basis on which the first five years of the new Local Plan will be calculated, given that the examining Inspector has already found this figure sound because the eLP's housing requirement is to be assessed under the previous NPPF/PPG versions.

37. Whilst this does negate the lack of a 5YHLS it does reflect the primacy of the plan-led approach in determining this appeal unless material considerations indicate otherwise, albeit in terms of the tilted balance."

However, in the appeal decision for a 200 home scheme land at the Lifehouse Spa and Hotel in Thorpe le Soken a different Inspector, whilst dismissing the appeal, came to an entirely different conclusion on housing requirements:

"36. The technical consultation on updates to national planning policy and guidance emphasised the Government's aspirations to deliver 300,000 homes a year on average by the mid 2020s. Reference was made to household projections being constrained by housing supply, the need to be more responsive to demand, declining affordability and the historic under-delivery of housing. To take account of the 'exceptional circumstances' argued by the Council in this appeal would not be in accordance with national policy to boost significantly the supply of homes and the reasoning behind the current use of the standard method to assess local housing need. In this respect I prefer the appellant's case that there has been a move towards a policy-driven approach aimed at maintaining higher levels of housing delivery.

37. Similar arguments by the Council in the Edenside appeals were supported by the Inspector who concluded that the continuing errors in the population projections arising from UPC raised significant questions about the validity of the local housing need figure of 857 dpa. He considered that figure was likely to be an overestimate of

*the true housing need in the district and that a figure of 550 dpa will probably be the housing requirement in the new Local Plan. He reflected these findings in applying development plan policy and carrying out the tilted balance.*

*38. Consistency in decision-making is important to uphold confidence in the planning and appeal process. The probability is that the 2014 based household projections have been derived from flawed demographic data for Tendring District, a conclusion reached by a number of inspectors in appeals and in the Local Plan examination.*

*39. Nonetheless I do not intend to follow the line taken in the Edenside decision for the reasons set out above related to the objectives of national policy as expressed in the Framework. It is also relevant that the Council's evidence and submissions on the issue were not robustly challenged in the Edenside case. The inspector did not have the benefit of detailed evidence and submissions putting an opposing view for consideration, very different to the position in this appeal.*

*40. The preparation of the emerging Local Plan is a separate process with a distinct methodology and considerations in deriving a housing requirement. The Inspector concluded in June 2018 that the housing requirement of 550 dpa was soundly based but he reserved the right to modify this view in light of any further evidence that may come forward before the examination ends. Consequently the Local Plan housing requirement remains uncertain. The findings to date do not lead me to change my conclusions on the local housing need for the purposes of this appeal.*

*41. The Inspectors' conclusions on local housing need in appeal decisions, which pre-dated the recent clarifications to the Framework, were based on the facts and evidence presented at that time. They are of limited assistance now because the policy context and the scope for interpretation of policy application has changed significantly.”*

The inconsistent approach being adopted by appeal Inspectors makes it very challenging for the Council to defend its position in response to speculative planning applications – but Officers intend to continue arguing that UPC is a material consideration that should be weighed in the balance when determining planning applications for housing until the Council can formally adopt the figures in the new Local Plan.

### **Housing Trajectory**

The National Planning Policy Framework requires Councils to ensure their Local Plans meet the full objectively assessed needs for market and affordable housing. As well as identifying and updating a supply of specific deliverable sites to provide five years' worth of housing (plus the appropriate buffer), Councils need to identify a supply of specific, developable sites or broad locations for growth for years 6-10 and, where possible, for years 11-15. The expected rate of housing delivery has to be illustrated through a 'housing trajectory' for the plan period.

The updated information contained within the new SHLAA has been fed into an overall trajectory for housing growth over the plan period which is set out in Appendix 5 of the SHLAA and replicated below:



The trajectory shows the low level of housing completions in the years 2013/14 to 2015/16 followed by significant improvement in performance recorded for 2016/17, 2017/18 and 2018/19. Going forward, the trajectory predicts continued high delivery rates exceeding 800 homes a year until 2023/24 as many of the schemes that currently have outline planning permission in our towns and larger villages begin to deliver.

The rate of housing completions is expected to fall and stabilise from 2023/24 as some of the large rural developments come to an end, the supply of small windfall sites begins to dry up and the more steady supply of housing on larger sites on major strategic developments around Clacton and at the new Garden Community on the Colchester/Tendring border.

The trajectory demonstrates that the objectively assessed housing need of 11,000 between 2013 and 2033 can be met and comfortably exceeded by around 1,500 homes.

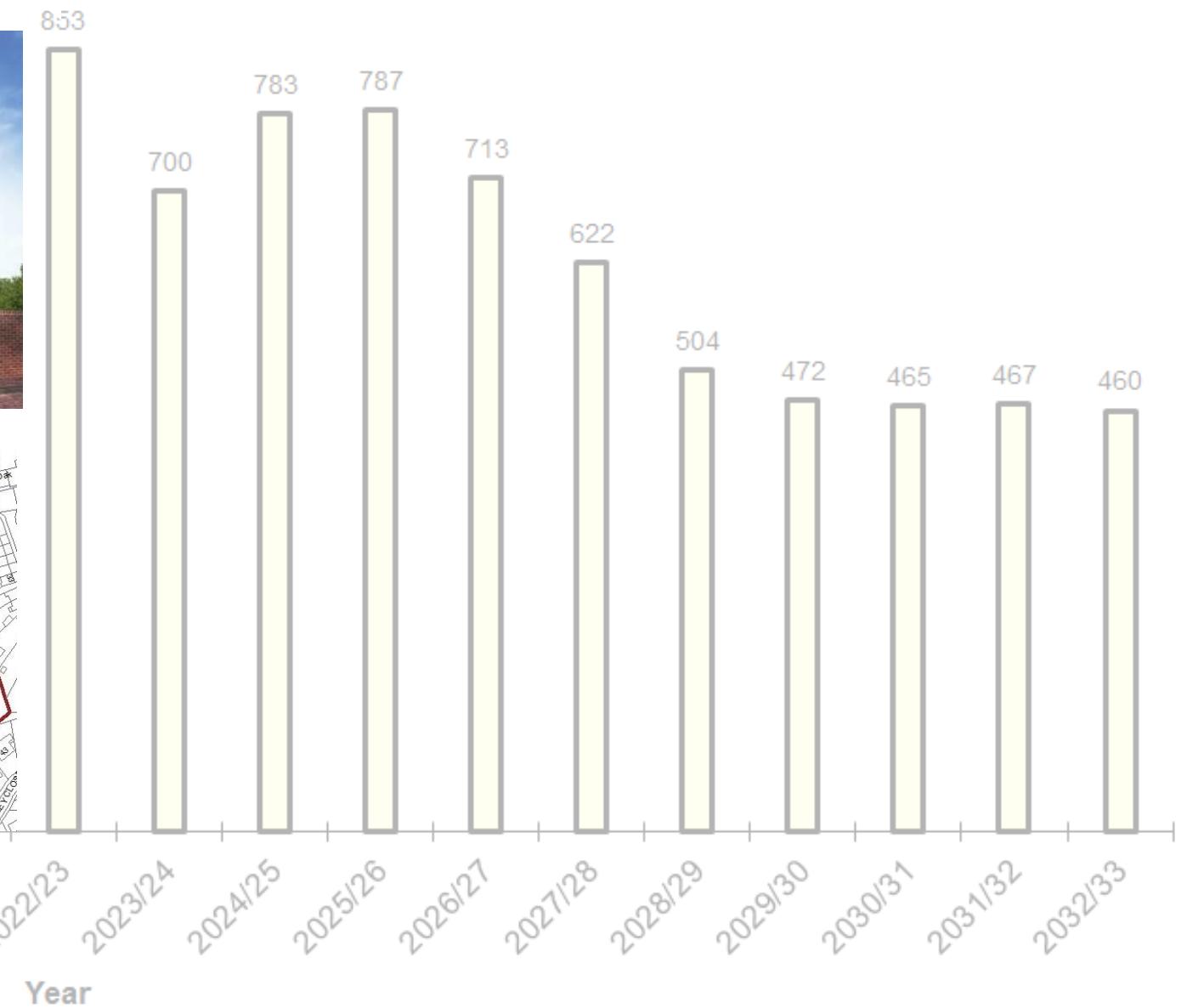
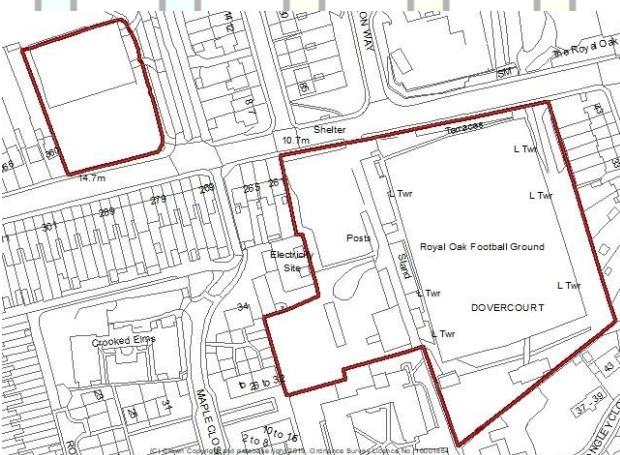
## APPENDICES

Appendix 1 – Strategic Housing Land Availability Assessment (SHLAA) (July 2019)

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# Strategic Housing Land Availability Assessment (SHLAA)

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## Executive Summary

The need to build new homes to meet the future needs of a growing population is one of the biggest planning issues facing most local planning authorities and Tendring is no exception. More than ever before, there is a pressure on local authorities not only to identify sites for housing development but also to ensure that those sites will realistically deliver the number of homes required within a set period to meet objectively assessed needs.

With the introduction of the National Planning Policy Framework (NPPF) in 2012, its 2018 update and ongoing reforms to other elements of the national planning system, Tendring District Council has been engaged in the process of preparing a new Local Plan to guide future development in the district, including new housing. The Local Plan has now reached examination stage – the final stage of the plan-making process before adoption.

A Strategic Housing Land Availability Assessment (hereafter referred to as a ‘SHLAA’) is an essential part of the ‘evidence base’ that is needed to inform and underpin decisions on allocating sites for housing in Local Plans. The primary purpose of the SHLAA is to:

- identify sites and broad locations with potential for housing development;
- assess their housing potential; and
- assess their suitability for development and the likelihood of development coming forward.

The assessment has been updated to a 1<sup>st</sup> April 2019 base date in order to reflect the very latest available information on housing developments in the district, including planning decisions and appeal decisions from the 2018/19 financial year which have a significant bearing on the assumptions on housing delivery currently set out in the Local Plan. This assessment therefore includes recommendations for updating the housing policies and housing tables within the Local Plan which could form the basis for modifications to those policies and tables if the Planning Inspector considers these to be necessary.

This assessment identifies that through a combination of dwellings completed since 2013, large sites with planning permission for housing development, small sites and windfall sites and sites specifically allocated in the emerging Local Plan, the objectively assessed requirement to deliver 11,000 homes between 2013 and 2033 can still be met and comfortably exceeded, by around 1,500 homes. The assessment also identifies that the Council can comfortably demonstrate a five-year supply of deliverable housing sites as required by the National Planning Policy Framework (NPPF), when measured against the Council’s objectively-assessed housing requirement of 550 dwellings per annum – a figure that has already been examined and found to be sound by the Local Plan Inspector and accepted by Appeal Inspectors in a number of recent planning appeals.

The key conclusions from the SHLAA are summarised as follows:

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- 1) Just over 2,800 new homes have been created since 2013 (of which over 900 were built in the 2018/19 financial year alone – the highest level of housebuilding since the 1980s).
  - 2) To meet objectively assessed housing needs (OAN) up to 2033, another 8,200 homes are required.
  - 3) Large development sites (10 or more homes) with planning permission are expected to deliver around 5,800 of these homes, with the potential for this to be higher if sites come forward faster than currently anticipated.
  - 4) Small development sites (9 or fewer homes) with planning permission, or expected to come forward as ‘windfall sites’ are comfortably expected to contribute a further 1,000 homes.
  - 5) The housing and mixed-use development allocations in the Local Plan are expected to deliver around 2,600 homes which represents an over-allocation of around 1,500 homes and flexibility within the housing supply to ensure the requirements are met.
  - 6) The above assumes that some sites allocated in the Local Plan might not deliver the number of homes originally anticipated and some revisions to the Local Plan could be made to reflect this.
  - 7) The Council can demonstrate a five year supply of deliverable housing sites at 5.4 years.\*

\* Although this assessment demonstrates a supply of 5.4 years when measured against the Local Plan requirement of 550 dpa, February 2019 changes to the NPPF require Councils to apply the government’s ‘standard method’ for calculating housing need for the purposes of decision making where their adopted housing policies are more than five years old. Because the Council’s previous Local Plan is more than five years old and the new Local Plan is, at the time of writing, still to be adopted, the standard method applies. Under the standard method, the Council cannot demonstrate a five-year supply; however the Council has proven that the household projections upon which the standard methodology is based contain errors which substantially over-inflate the projected housing need for Tendring – a fact that has been accepted by both the Local Plan Inspector and Appeal Inspectors who agree that the objectively assessed figure of 550 homes a year is based on sound evidence. In a recent appeal decision for land off Edenside, Frinton on Sea, which post-dates the February 2019 NPPF changes, the Inspector agreed with the Council’s position in dismissing the appeal. It is possible that the new Local Plan housing policies will be adopted within the 2019/20 financial year and before the next update of the SHLAA. The need to apply the standard method to the calculation of housing supply is considered to be a temporary measure that will be resolved on adoption of the new plan. This SHLAA therefore includes two calculations of housing land supply, one based on the OAN of 550dpa and one based on the government’s standard method.

## 1 Introduction

**1.1** The need to build new homes to meet the future needs of a growing population is one of the biggest planning issues facing most local planning authorities and Tendring is no exception. More than ever before, there is a pressure on local authorities not only to identify sites for housing development but also to ensure that those sites will realistically deliver the number of homes required within a set period to meet objectively assessed needs.

**1.2** With the introduction of the National Planning Policy Framework (NPPF) in 2012, its 2018 update and ongoing reforms to other elements of the national planning system, Tendring District Council has been engaged in the process of preparing a new Local Plan to guide future development in the district, including new housing.

**1.3** A Strategic Housing Land Availability Assessment (hereafter referred to as a 'SHLAA') is an essential part of the 'evidence base' that is needed to inform and underpin decisions on allocating sites for housing in Local Plans. The primary purpose of the SHLAA is to:

- identify sites and broad locations with potential for housing development;
- assess their housing potential; and
- assess their suitability for development and the likelihood of development coming forward.

**1.4** It is important to point out that the SHLAA is not a planning document in its own right and does not dictate which areas of land should be allocated for development, but it is one piece of evidence, amongst others, containing information that should be taken into account when preparing the Local Plan itself.

**1.5** The assessment has been undertaken by officers of the Council and will be subjected to scrutiny and input from a number of key technical stakeholders to ensure its robustness and verify its assumptions prior to the examination of the Local Plan. The assessment has a statistical base date of 1st April 2019.

**1.6** The methodology used to undertake the assessment is compliant with the government's 'Planning Practice Guidance', which was originally published in 2014 and has since been updated to accompany the National Planning Policy Framework. Where there is a departure from the guidance the reasons for doing so are set out. In line with the practice guidance, the SHLAA is required, as a minimum, to include the following:

- a list of all sites or broad locations considered, cross-referenced to their locations on maps;
- an assessment of each site or broad location, in terms of its suitability for development, availability and achievability including whether the site/broad location is viable) to determine whether a site is realistically expected to be developed and when;
- contain more detail for those sites which are considered to be realistic candidates for development, where others have been discounted for clearly evidenced and justified reasons;
- the potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when; and
- an indicative trajectory of anticipated development and consideration of associated risks.

**1.7** The availability of land for housing can change very quickly for a variety of circumstances and so as part of the 'plan, monitor and manage' approach that is key to ensuring plans are flexible and responsive to change, it is the Council's intention, as resources allow, to produce an annual review of the assessment to ensure that the data is always as up-to-date as possible. Between 2016 and 2019, the housing supply position in Tendring changed rapidly with a substantial increase in sites gaining planning permission for housing, both from the Council and on appeal. It may therefore be necessary to review the assessment on a more frequent basis if the position continues to change quickly. The findings of the annual update will be reported as part of the Council's Annual Monitoring Report, which, amongst other things, will include an updated housing trajectory and the latest five-year supply of deliverable sites.

## 2 Background

### National Planning Policy

**2.1** In March 2012 the government published the National Planning Policy Framework (NPPF) aimed at making the planning system much more flexible and streamlined, helping to stimulate and promote economic growth and promoting local decision making and community involvement in the planning process. A new version of the NPPF was published in 2018 and was updated in 2019. The National Planning Policy Framework requires all local planning authorities to prepare a 'Strategic Housing Land Availability Assessment' ('SHLAA') as a key component of the evidence required to underpin an area's future housing strategy. The primary purpose of the SHLAA is to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified requirement for housing over the plan period.

### The Tendring District Local Plan – 2013-2033 and Beyond: Publication Draft

**2.2** On 9<sup>th</sup> October 2017, the Council submitted its new Local Plan to the Secretary of State to begin the process of examination. Examination hearings commenced in January 2018. The Local Plan has been prepared in partnership with Colchester Borough Council and Braintree District Council and is formed of two sections. Section 1 is common to all three authorities and sets out the overall joint strategy for growth over the three areas, including the housing and employment targets and the promotion of new 'garden communities' to the east and west of Colchester and to the west of Braintree. Section 1 is, at the time of writing, being examined and the Inspector has published his interim findings which importantly confirm that the Council's objectively assessed housing requirement of 550 dwellings per annum is based on sound evidence. The Inspector did however raise concerns about the sustainability and deliverability of the garden communities which have required further work to be carried out before the Section 1 Plan can be confirmed as being sound. The Examination is expected to reconvene in Summer/Autumn 2019 following the completion of this work, with the Inspector's letter expected by the end of 2019. It is anticipated that the examination of Section 2, which includes policies and proposals specific to Tendring, will take place in 2020. Having considered a range of factors including assessments of housing need and employment potential, the Council determined that the requirement for housing would be a minimum dwelling stock increase of 550 dwellings per annum over the 20 year period 2013-2033 (the plan period) – a total of 11,000 homes – a figure endorsed by the Local Plan Inspector. The Local Plan however makes provision for just over 12,000 homes thus incorporating a degree of flexibility. The evidence contained within this assessment demonstrates that the Council can comfortably meet the objectively assessed requirements through the Local Plan with considerable headroom to spare.

### Objectively Assessed Housing Needs Study (November 2016)

**2.3** The National Planning Policy Framework makes it clear that local planning authorities are expected to have a clear understanding of the housing requirements in their area before formulating their future housing strategy and are therefore required to prepare a 'Strategic Housing Market Assessment' ('SHMA'). Tendring District Council worked jointly with Chelmsford City Council, Colchester Borough Council and Braintree District Council to commission Peter Brett Associates (PBA) to assess the housing needs across this 'housing market area' and for each of the authorities involved. The Objectively Assessed Housing Needs Study (the OAHN study) has recommended that the 'objectively assessed need' for housing in the Tendring District would be between 500 and 600 dwellings per annum across a range of dwelling size, tenure and type. Applying the mid-point of 550 dpa for the period 2013 to 2033, this equates to 11,000 homes – which is the requirement set out in the emerging Local Plan. Much of the demand and need for housing in the district is driven by inward migration – particularly in the coastal towns which are popular for retirement and provide cheaper accommodation for people looking to move out of more urbanised areas such as East London, South Essex and Colchester. The figures for Tendring were adjusted to take into account an unusual level of 'unattributable population change' (UPC) arising from errors in either the Census data or the official mid-year population estimates which, in turn, have transferred to the government's official household projections. The Council's housing requirement of 550 dwellings per annum is therefore lower than the government's official household projections, but for good reasons as demonstrated in the OAHN Study. The Council is aware of the government's standard methodology for calculating housing needs which generates a significantly higher number for Tendring, but this does not properly reflect UPC and the Local Plan Inspector has agreed that this is the case – a point which has also been upheld in recent appeal decisions.

### Economic Development Strategy, Employment Land Review and Retail Study

**2.4** In 2018, the Council commissioned consultants Regeneris to update its 2013 Economic Development Strategy aimed at identifying the key measures that would stimulate economic growth in the district and facilitate the creation of new jobs. Amongst the objectives identified in that strategy, one was to facilitate population growth through the construction of new housing to stimulate growth in the service sector economy. Without a significant increase in housing development, the strategy concluded that it would be difficult to retain existing employment opportunities and attract inward investment. The Economic Development Strategy also identified Clacton, Harwich and West Tendring/Colchester as the areas with the greatest potential for economic growth and the areas where significant levels of housing development, alongside other measures, would best support economic growth. The updated version is expected to be completed in 2019.

### Infrastructure Delivery Plan

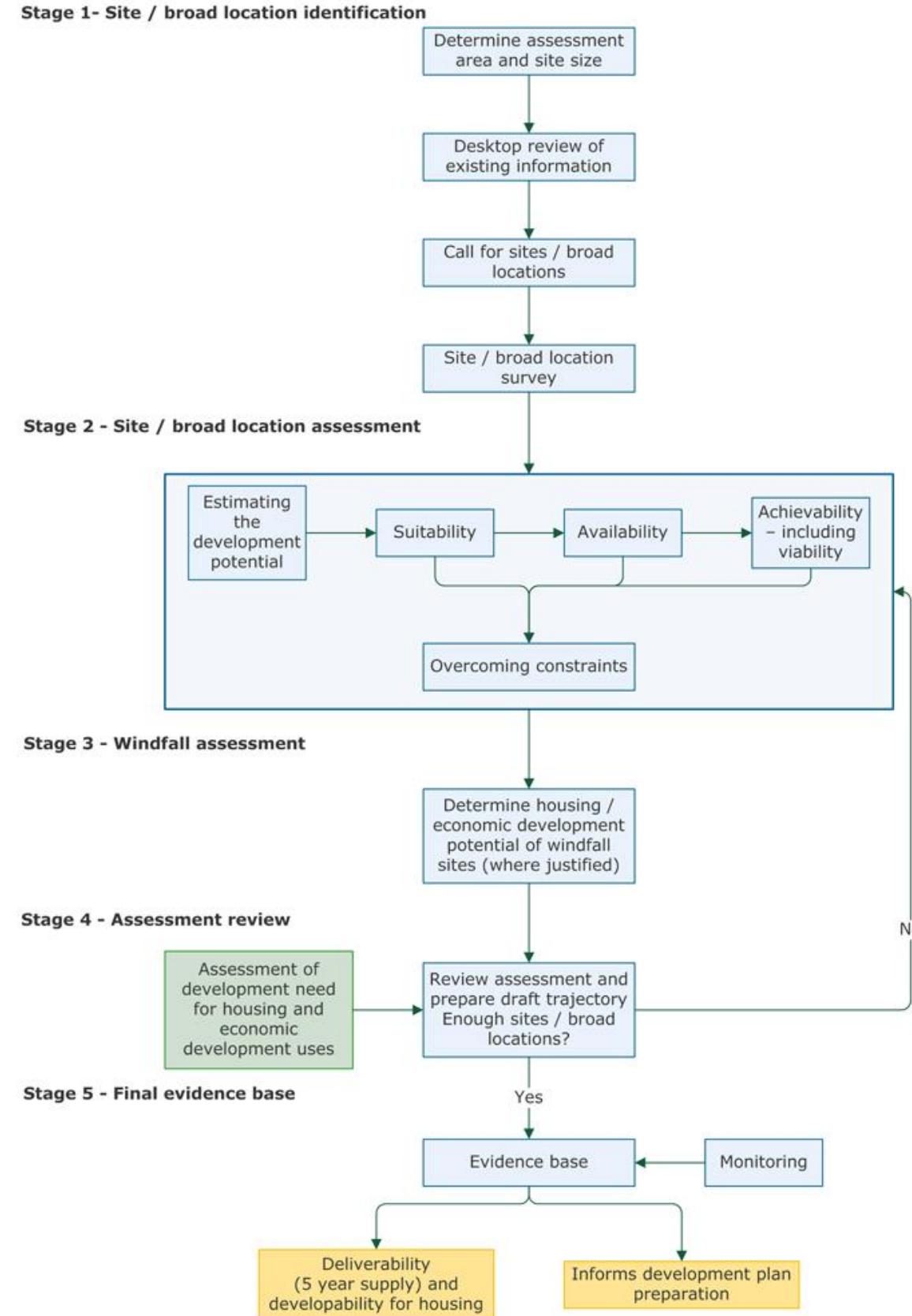
**2.5** In 2018, the Council commissioned consultants Troy Planning + Design and Navigus Planning to update its 2017 Infrastructure Delivery Plan (IDP) which was prepared by to ascertain the infrastructure impacts of the proposed levels of growth in the new Local Plan, identify the level of investment needed to address any impacts and therefore provide the baseline evidence to justify the use of Community Infrastructure Levy (CIL) and/or s106 agreements to secure infrastructure improvements. The findings in the IDP have been taken into account as part of this assessment. The updated version is expected to be completed in 2019.

### Housing Viability Study

**2.6** Viability is a key consideration when assessing the housing potential of sites. Viability can be affected by a range of factors including construction costs, site conditions, property prices, the general housing market, planning policies and requirements for Community Infrastructure Levy (CIL), s106 agreements, affordable housing or specific design standards. In 2018, the Council commissioned Three Dragons and Troy Planning + to update the 2017 Viability Study which tests the economic viability of housing development in different parts of the district looking at different housing densities and infrastructure requirements. This study has also informed the SHLAA assessment. The updated version is expected to be completed in 2019.

### 3 The Methodology

**3.1** The following diagram illustrates the methodology contained in the 2014 Practice Guidance to the NPPF that has guided the preparation of this assessment:



## **Stage 1: Site / Broad Location Identification**

### **Determining assessment area and site size**

#### **Geographic coverage**

**3.2** The Practice Guidance states that the area selected for the assessment should ideally be the housing market area, which for Tendring also includes Chelmsford, Colchester and Braintree. It has not been practical for this assessment to be undertaken for the wider housing market area and therefore this assessment covers the Tendring district only. However, it does reflect the joint work that has taken place across Tendring, Colchester and Braintree, including the growth proposed for the garden communities – one of which crosses the Colchester/Tendring border.

#### **Minimum site size**

**3.3** The Practice Guidance states that local authorities will need to assess a range of different site sizes from small-scale sites to opportunities for large-scale developments such as village and town extensions and new settlements where appropriate. The guidance states that the assessment should consider all sites and broad locations capable of delivering five or more dwellings; however, plan makers may consider alternative site size thresholds. It was considered that the site-size threshold used in this assessment would form the basis for identifying individual sites for specific allocation for housing (or mixed-use development including an element of housing) in the new version of the Local Plan. In determining a site-size threshold that was suitable and appropriate for Tendring a number of factors were taken into account including the need to deliver affordable housing, the dispersed nature of the district and the resources available to carry out a proportionate but meaningful assessment. It was decided to include only housing sites with the potential for 10 or more (net) dwellings in the assessment, which will be consistent with the threshold for allocating specific sites in the new version of the Draft Local Plan. The assessment does however look at the supply of housing on smaller sites through the use of a projection-based trajectory which takes into account historic development rates and the supply of small sites with planning permission.

### **Determining where to search for sites / broad locations**

**3.4** In a district as geographically diverse and dispersed as Tendring, it was important to establish some clear parameters to guide the initial search for sites to ensure the survey remained cost-effective and manageable and to avoid any unnecessary speculation from landowners, developers and the general public. Early on in the preparation of a new plan for Tendring, it became clear that a large proportion of the future growth required in Tendring would need to be provided on ‘greenfield’ land due to the lack of suitable ‘brownfield’ land in the district. It also became apparent early on that new growth for Tendring was likely to take place in the form of new neighbourhoods/urban extensions around the periphery of existing settlements. Consequently, it was logical to align the search for sites in this assessment with the settlements that are considered to be suitable and sustainable for peripheral expansion in the new Local Plan, informed by the revised settlement hierarchy contained within Policy SPL1. Accordingly, the search for land in this assessment is focused on the following settlements categories: ‘Strategic Urban Settlements’ (Clacton, Harwich and the Tendring Colchester Border Garden Community), ‘Smaller Urban Settlements’ (Frinton/Walton, Manningtree, Lawford and Mistley and Brightlingsea), and ‘Rural Service Centres’ (Alresford, Elmstead Market, Great Bentley, Little Clacton, St. Osyth, Thorpe-le-Soken and Weeley). Sites elsewhere do not form part of this assessment unless they have already obtained planning permission for 10 or more dwellings and are expected to contribute towards housing supply. Recent appeal decisions have supported the Council’s approach – in particular an Inspector’s decision to dismiss an appeal for 118 dwellings on the edge of Ardleigh, a smaller rural settlement, on the basis that the village provided a limited range of services and facilities and occupants of the new homes would be heavily reliant on private car use.

### **Determining which sources of sites to include**

**3.5** Having scoped the possible ‘sources of supply’ listed in the Practice Guidance, it was decided to use the following categories which were considered to be relevant and appropriate for Tendring:

SOURCE 1: House completions since 1<sup>st</sup> April 2013: i.e. the base data of the OAHN study. 2,854 homes have been created in Tendring in the last six years and these can be deducted from the 11,000 homes required up to 2033.

SOURCE 2: Large sites with planning permission: i.e. sites with the potential to deliver 10 or more (net) dwellings that have either gained planning permission or are the subject of a Planning Committee resolution to grant planning permission on completion of a s106 legal agreement. In the last three years, the supply of land with planning permission has increased rapidly as a result of planning decisions by the Council and the Planning Inspectorate to comply with the government’s policy to boost significantly the supply of housing.

SOURCE 3: Small sites and windfall sites: i.e. sites with potential for 9 or fewer dwellings either with planning permission or likely to come forward as ‘windfall’ sites over the course of the plan period.

SOURCE 4: Local Plan allocations: i.e. sites allocated in the submitted Local Plan for residential or mixed use development that are yet to receive planning permission or a Committee resolution to grant planning permission. The development of these sites is expected to address any residual housing requirement over the period to 2033.

SOURCE 5: Alternative sites: i.e. sites not allocated for development in the Local Plan nor benefitting from planning permission. Many of these are either being promoted by landowners and developers through objections to the Local Plan, subject of undetermined planning applications or planning appeals, or derived from earlier assessments of housing potential undertaken by the Council. Alternative sites have generally been omitted from the Local Plan for reasons explained in this assessment.

## Desktop review of existing information

**3.6** To make the assessment cost-effective and ensure a proportionate approach to survey work, the use of secondary ‘desktop’ information was valuable in identifying sites to be assessed and informing their detailed assessment. The Planning Practice Guidance suggests some possible data sources, of which a number have informed this assessment. The main sources of information comes from planning applications, appeal decisions, Local Plan representations and earlier sieving exercises undertaken in the earlier stages of preparing the Local Plan.

## Call for sites / broad locations

**3.7** Since 2009, the Council has been inviting landowners, developers and the general public to put forward their ideas and suggestions for sites that could possibly be earmarked for housing (or a mix of uses including housing) to accommodate Tendring’s future housing growth. These ‘call for sites’ exercises have presented the Council with a large number of sites across the district, some of which have the potential to be future housing allocations and so are included in this assessment for more detailed consideration. A number of these sites have either gained planning permission or are now the subject of objections to the Local Plan: Publication Draft and will be considered by the Planning Inspector as part of the examination process.

## Site / broad location survey

### The Survey Team

**3.8** The survey team consisted of Planning Policy Officers from the Council’s Planning Department, each of whom were fully briefed on the assessment methodology and trained in how to handle enquiries from members of the public or property owners to minimise unnecessary speculation. To ensure consistency in the approach undertaken and information recorded, officers used a standard approach to ascertain the characteristics and housing potential for each site.

### Recording Site Characteristics

**3.9** All the sites identified in the desktop review were visited to ascertain the characteristics of the site and check the potential constraints that were identified in the desktop review (as well as identifying any further constraints that might not have been identified at the desktop review stage). For each site, the following information was recorded:

- site size, boundaries and location;
- current land use(s) and character;
- surrounding land use(s) and character;
- physical constraints (e.g. access, contamination, steep slopes, potential for flooding, natural features of significance, location of infrastructure / utilities);
- potential environmental constraints;
- where relevant, development progress (e.g. ground works completed, number of homes started, number of homes completed); and
- initial assessment of whether the site is suitable for housing or housing as part of a mixed-use development.

### Recording the site information

**3.10** Each site included in the assessment has a unique reference code that firstly reflects whether the site is classified has planning permission (in which case it is identified by the relevant application number), a Local Plan allocation (identified by the policy number in the Local Plan) or an alternative site (referenced ALT1, ALT2 etc).

## Stage 2: Site / Broad Location Assessment

### Estimating the housing potential of each site

**3.11** Housing potential is a significant factor that not only determines how much land will be required to deliver overall district housing requirements but, at a site specific level, it can heavily influence economic viability and the likelihood of a site being deliverable. Consequently, quantifying the supply involved the generation of indicative capacities for each of the identified sites and broad locations. The potential capacity of sites was estimated using a combination of the following methods:

- existing intelligence (i.e. planning permissions, appeal proposals or estimates provided by third parties as part of their ‘call for sites’ proposal);
- density multipliers (i.e. where a gross density is used that is based on the size and location of the site); and
- design-based approach (i.e. exploring possible designs and layouts taking into account unique site characteristics and physical constraints to determine the resulting density of the site).

**3.12** This assessment includes a number of sites being promoted for development by ‘third parties’ (i.e. landowners, developers or agents). Some promoters, in their submissions, have provided their own estimates of the capacity of their sites but it is clear that different promoters have used different approaches to calculate their estimates. Some have applied a broad density across the whole site area (with many relying on the now abolished national minimum density to calculate site capacity) whilst others have used more sophisticated methods. In calculating the housing potential of the sites promoted by third parties, the site capacities suggested by the site promoters were taken into consideration but in many cases the final figure included in this assessment may differ from that originally promoted.

**3.13** The Practice Guidance advises that the process of calculating site capacities should be guided by local policy on housing densities. Therefore, in accordance with the policies in the 2012 Draft Local Plan, indicative densities have been influenced by a number of factors, including the site's accessibility to local services, housing and private amenity space standards, the required mix of housing, the character of development in the immediate area, and on-site infrastructure requirements that will need to be incorporated into the layout of the development (including green infrastructure, highways and any community facilities). The general approach for sites within existing urban areas has been to apply a density multiplier of 30 dwellings per hectare. Because one of the Council's top priorities is to deliver a lower density of development that provides spacious, more aspirational, properties with larger gardens and wider streets, the general approach to calculating potential density on a large, typical greenfield site is to apply a density multiplier of 25 dwellings per hectare to 90% of the developable site area (to allow for the provision of open spaces and other infrastructure) around the district's larger urban settlements (Clacton, Colchester Fringe, Harwich and Frinton/Walton) and a density multiplier of 20 dwellings per hectare around the smaller urban areas of Manningtree, Lawford and Mistley, Brightlingsea and the villages.

### **Assessing when and whether sites are likely to be developed**

**3.14** One of the main outputs of this assessment is to provide a judgement on the 'deliverability' and 'developability' of the sites being assessed over the plan period. The NPPF says that for a site to be 'deliverable', it should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. The NPPF, in its glossary, explains that sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans). It also says that where a site has outline planning permission for major development, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

**3.15** For a site to be considered 'developable', the NPPF says sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

**3.16** In order to determine whether a particular site is deliverable, developable or not currently developable, the assessment looks at:

- a) suitability;
- b) availability; and
- c) achievability.

#### **P a g e 2 o f 2 S u i t a b l i t y**

**3.17** A site is deemed suitable if it offers a suitable location for development and would contribute towards the creation of sustainable, mixed communities, either now or in the future. The suitability of a site was assessed by considering whether there were any policy restrictions (looking at both the Council's 2007 adopted Local Plan and the 2017 publication version and national planning policy), physical problems or limitations, potential impacts and environmental conditions. Sites allocated for housing or a mix of uses that includes housing in the existing adopted Local Plan (or the emerging Draft Local Plan) or with planning permission for housing have generally been considered suitable for housing unless circumstances have changed that might suggest housing is no longer suitable. In this assessment, the following factors were considered for each site:

- Policy constraints;
- Physical limitations or problems – such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
- Potential impacts – including the effect upon landscapes including landscape features, nature and heritage conservation;
- Appropriateness and likely market attractiveness for the type of development proposed;
- Contribution to regeneration priority areas; and
- Environmental/amenity impacts experienced by would be occupiers and neighbouring areas.

#### **b) Availability**

**3.18** A site is considered available where the Council was confident, on the best information available, that there were no legal or ownership problems likely to hinder or delay development. Under this section, the assessment looked at the following factors for all identified sites:

- Ownership;
- Ransom Strips;
- Operational Requirements;
- Restrictive Covenants; and
- Development Options.

### c) Achievability

**3.19** A site is considered achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time – which is essentially a judgement about the economic viability of a site and the capacity of the developer to complete and let or sell the development over a certain period. Under this section, the assessment looks at the following factors for all identified sites:

- The Housing Market;
- Development Costs;
- Economic Viability; and
- Delivery Factors.

### d) Overcoming Constraints

**3.20** Where the assessment has identified particular constraints to development through sections a, b and c above, a judgement has been made as to what action would be needed to remove them and when they could be overcome. It could be, for example, that a site that has no obvious safe access point may require the acquisition of some adjoining land, which as a consequence may affect the overall viability of a scheme. It could be that landscape improvements, relocation of biodiversity or land remediation may be required or a mixed development solution to overcome local deficiencies in certain services. For each site, the Council's observations have been recorded in the final conclusions, listing any measures required to overcome identified constraints.

### Judgement as to when and whether sites are likely to be developed

**3.21** For each site, based on the intelligence gathered and the assessment undertaken in accordance with the above steps, a judgement as to the likelihood of development and the possible timing of that development has been made. In terms of assessing the potential timing of development, this assessment recognises four time periods:

- 2019-2024 – the ‘five-year’ period (1-5) in which Councils are required to identify specific deliverable sites to meet objectively assessed requirements plus an appropriate buffer;
- 2024-2029 – years 6-10 of the plan period for the new version of the Local Plan – for which Councils are required to identify specific housing sites or broad areas;
- 2029-2033 – years 11-14 of the (remaining) plan period – for which Councils are expected to identify specific sites or broad areas, where possible.

## Stage 3: Windfall Assessment

### Determining the housing potential of windfall (where justified)

**3.22** The assessment of specific sites focuses on locations in and around the district’s Urban Settlements, Strategic Rural Service Centre and Rural Service and only sites with potential for 10 or more dwellings. However, in reality, a significant number of new homes will also come forward on currently unidentified smaller sites of 9 or fewer and unidentified sites in some of the district’s ‘Smaller Rural Settlements’ and there are also a large number of long-term empty homes in the district that will come back into use as the economy strengthens and the housing market picks up. Whilst it is not possible or practical to identify and assess every potential windfall, there is strong evidence to suggest that they will make an important contribution toward housing supply in the district, particularly over the next 5 years.

## Stage 4: Assessment Review

### Presenting the findings of the assessment

**3.23** For each site included in the assessment, a standard schedule has been filled in containing the following headings:

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
The unique code for the site.	The site address including postcode.	The Ordnance Survey grid reference for each site (usually the mid-point of the site).	Site area in hectares (in most cases this will be an approximate value)	Estimated number dwellings capable of being achieved based on a density estimate or other intelligence about the site.	An indication of whether the site was in the Local Plan, had planning permission, was included in a master plan, submitted by a third party etc.	Any observations on physical constraints affecting the site.	Any observations on environmental constraints affecting the site.	Any observations on infrastructure constraints affecting the site.	Any intelligence on ownership issues that might affect the availability of the site.	Any observations on factors that might affect the economic viability of a site and whether it is achievable, or not.	✓, ? or X	✓, ? or X	If a site is achievable an estimate of when development might take place is given.	Any final observations about the deliverability of the site.

**3.24** In concluding whether a site is ‘suitable’ and ‘available’ and ‘achievable’, a ✓ indicates ‘yes’, a ? indicates some uncertainty and a X indicates ‘no’. The results of these assessments are included in Appendices 1 to 6 to this report. For each site there is then a ‘trajectory’ indicating the estimated number of dwellings that could realistically be built in each financial year between 2019/20 and 2032/33. This follows the format below.

Site Ref	Site name	Total capacity			YR1 2019/ 20	YR2 2020/ 21	YR3 2021/ 22	YR4 2022/ 23	YR5 2023/ 24	YR6 2024/ 25	YR7 2025/ 26	YR8 2026/ 27	YR9 2027/ 28	YR10 2028/ 29	YR11 2029/ 30	YR12 2030/ 31	YR13 2031/ 32	YR14 2032/ 33	Next plan	Notes	
<b>MANNINGTREE/LAWFORD/MISTLEY</b>																					
Site 1	Summarised version of the full address.	10			2	2	2														Delivery in years 1-5
Site 2	Summarised version of the full address.	20			OUT	RM	DC/C	4	4	4	4	4									Delivery in years 6-10
Site 3	Summarised version of the full address.	30											6	6	6	6	6	6			Delivery in years 11-16
Site 4	Summarised version of the full address.	40											8	8	8	8	8	8			Delivery in years 11-16
Site 5	Summarised version of the full address	50																	50		Delivery likely to be longer term or not at all.

**3.25** Homes estimated to be delivered between 2019/20 and 2023/24 are shown in green as there is strong evidence to suggest development will take place in the short term. Amber indicates homes expected in years 6 onwards. The pre-development stages involved in the planning process are also indicated for most sites with the following key.

LPA	Local Plan adoption
OUT	Outline consent
FUL	Full consent
RM	Reserved matters approval
HCC	High Court challenge
DC	Discharge of conditions
C	Commencement of development

## Stage 5: Final Evidence Base

**3.26** The findings of this assessment will help to inform the examination of the Local Plan and future reviews, which will contain specific housing allocations to deliver the amount of new housing required over the remainder of the plan-period to meet the objectively assessed housing need for the district. This specific version of the SHLAA will inform potential modifications to Section 2 of the Local Plan designed to ensure the plan is up to date and reflects various Council and appeal decisions that have been made since the publication of the plan in 2017. It is also important an annual update is carried out to ensure the Council continuously has a 5-year housing supply, in accordance with the National Planning Policy Framework, and to have enough land identified in the event of an undersupply. In accordance with the practice guidance, this Assessment will be reviewed and updated on an annual basis (as part of the Council’s Annual Monitoring Report) in order to monitor the district’s housing supply and the delivery and effectiveness of the new Local Plan. This will include a judgement as to whether sites will come forward as anticipated and whether further sites need to be sought or original assumptions made about sites as part of this assessment, need to be revisited, in the event of an undersupply.

## 4 Assessment Conclusions

**4.1** The following table outlines the main conclusions of the SHLAA assessment.

Source of housing supply	2013-2019 (6 years)	Years 1-5 2019-2024 (5 years)	Years 6-10 2024-2029 (5 years)	Years 11-14 2029-2033 (4 years)	TOTAL	Notes
<b>Objectively Assessed Need</b>						
<b>Housing requirement</b>	2,854 (actual)	3,835	2,156	2,155	<b>11,000</b>	550 homes a year is the recommended OAN for Tending within the 2016 OAN Study. The Council's submitted Local Plan reflects this requirement by planning for a minimum 11,000 homes over the 20-year period 2013-2033. The requirement within years 1-5 (the five-year supply) is greater than years 6-10 and years 11-14 because, it includes provision for the 2013-2019 under-supply plus a 20% buffer.
<b>SOURCE 1: COMPLETIONS SINCE 2013</b>						
<b>Supply of homes</b>	2,854	-	-	-	<b>2,854</b>	House completions since April 2013 have already delivered just over 2,800 homes and have therefore reduced the residual housing requirement for the period up to 2033 to around 8,200. To meet its objectively assessed housing needs over the plan period to 2033 and therefore meet the requirements of the NPPF, the Council must identify sufficient land, through the Local Plan, to deliver this residual requirement.
<b>Residual requirement</b>	-	<b>3,835</b>	<b>2,156</b>	<b>2,155</b>	<b>8,146</b>	
<b>SOURCE 2: Large Sites with planning permission</b>						
<b>Supply of homes</b>	-	3,578	1,782	380	<b>5,740</b>	Deliverable large sites with planning permission for housing and mixed-use development are expected to contribute around 5,800 homes, thus addressing more than two-thirds of the residual housing requirement up to 2033. The majority of this development is expected in years 1-5 but will not address the five-year requirement in full. Large site with planning permissions will also deliver a fair number of homes in years 6-10 but the supply drops off in years 11-16 as these sites are completed.
<b>Residual requirement</b>	-	<b>257</b>	<b>374</b>	<b>1,775</b>	<b>2,406</b>	
<b>SOURCE 3: Small sites and windfalls</b>						
<b>Supply of homes</b>	-	568	324	124	<b>1,016</b>	Small sites and other windfall sites are expected to contribute around 1,000 homes in the period to 2033 thus reducing the residual housing requirement to just under 1,400. These sites will address the residual five-year requirement. The supply of small sites and windfall sites is expected to dry out over the plan period, so their contribution to years 6-10 and 11-16 will reduce significantly.
<b>Residual requirement</b>	-	<b>(311)</b>	<b>50</b>	<b>1,651</b>	<b>1,390</b>	
<b>SOURCE 4: Housing allocations in the emerging Local Plan</b>						
<b>Supply of homes</b>	-	50	1,459	1,360	<b>2,869</b>	Based on the up to date assessment contained in this document, the sites specifically identified in the submitted Local Plan for housing or mixed-use development are expected to contribute approximately 2,600 homes in the period to 2033 thus addressing the residual requirement over the plan period with almost 1,500 homes to spare.
<b>Total Surplus/Deficit</b>	-	<b>+361</b>	<b>+1,409</b>	<b>(291)</b>	<b>+1,479</b>	

**4.2** The results of the SHLAA assessment show that it is realistic to comfortably address the full objectively assessed need for housing through the deliverable supply of sites, including an allowance for small sites and windfalls. Sufficient land can be identified to address the five-year requirement which, including historic shortfall since 2013 and a 20% buffer. Over the full plan period, there is a potential surplus of land and the Local Plan identifies sufficient land to deliver an oversupply of nearly 1,500 homes.

**4.3** The SHLAA demonstrates that around 2,800 of the 11,000 homes needed up to 2033 have already been built. Large sites with planning permission and small sites (mostly benefitting from planning permission) can together deliver around 6,800 homes leaving around 1,400 homes to be planned for through allocations in the Local Plan. The publication draft identifies more than enough deliverable land to meet this residual requirement which would indicate that the plan is sound in respect of housing supply.

**4.4** The following tables analyse the housing potential by settlement and by sources of supply.

Source of supply	Supply from large site planning permissions and small site/windfalls				Supply from Local Plan allocations				Grand Total	% increase in settlement dwelling stock (approx.)	% of total dwellings planned for	Average rate of housing completions 2019-2033 per annum
	Years 1-5	Years 6-10	Years 11-14	Total	Years 1-5	Years 6-10	Years 11-16	Total				
Settlement/location	Years 1-5	Years 6-10	Years 11-14	Total	Years 1-5	Years 6-10	Years 11-16	Total				
Clacton	746	563	240	1,549	0	560	620	1,180	<b>2,729</b>	9%	28.4%	195
Harwich	231	350	80	661	0	48	0	48	<b>709</b>	7%	7.4%	51
Frinton and Walton	544	203	0	747	0	87	0	87	<b>834</b>	8%	8.7%	58
Manningtree, Lawford and Mistley	515	383	60	958	0	0	0	0	<b>958</b>	24%	10.0%	68
Brightlingsea	117	0	0	117	0	0	0	0	<b>117</b>	3%	1.2%	8
Colchester Fringe (and Garden Community)	204	25	0	229	50	600	600	1,250	<b>1,479</b>	N/a	15.8%	99
Alresford	240	0	0	240	0	0	0	0	<b>240</b>	30%	2.6%	17
Elmstead Market	164	20	0	184	0	0	0	0	<b>184</b>	21%	2.0%	13
Great Bentley	260	0	0	260	0	0	0	0	<b>260</b>	37%	2.8%	19
Little Clacton	34	98	0	132	0	0	0	0	<b>132</b>	13%	1.4%	10
St. Osyth	135	126	0	261	0	0	0	0	<b>261</b>	26%	2.8%	19
Thorpe le Soken	163	0	0	163	0	0	0	0	<b>163</b>	23%	1.7%	12
Weeley	4	0	0	4	0	164	140	304	<b>308</b>	62%	3.3%	22
Smaller Rural Settlements	221	14	0	235	0	0	0	0	<b>235</b>	N/a	2.6%	18
Small Sites/Windfall	568	324	124	1,016	-	-	-	0	<b>1,016</b>	N/a	10.9%	73
TOTALS	4,146	2,106	504	6,756	50	1,459	1,360	2,869	<b>9,625</b>		100%	688

**4.5** Through a combination of large sites with planning permission, small sites/windfalls and allocations in the emerging Local Plan, the residual requirement of 8,146 dwellings can be comfortably met. In line with the settlement hierarchy in the Local Plan, the strategic urban settlements of Clacton and Harwich, the Colchester Fringe/Tendring Colchester Borders Garden Community and the smaller urban settlements of Frinton/Walton, Manningtree/Lawford/Mistley and Brightlingsea are expected to accommodate the majority of new development.

## Clacton

**4.6** Clacton, being the district's largest settlement, would deliver over 2,700 homes, some 28% of the district requirement and a 9% increase on the town's existing dwelling stock. Proposals in the Local Plan include new primary schools at the Rouses Farm, Hartley Gardens and Oakwood Park developments to meet the increasing needs. Secondary school provision can be addressed through expansion at existing campuses. The large scale allocations also propose medical centres which would be subject to NHS approval in line with its emerging strategy for primary healthcare provision. In terms of transport infrastructure, the Hartley Gardens scheme includes a link road around the north-west of the town and the Council's transport modelling identifies improvements to key road junctions, including at St. John's Roundabout. Growth in Clacton is expected to take place at a fairly steady rate throughout the plan period averaging around 200 dwellings per annum. Since 2001, the average rate of house completions in the Clacton area has been around 170 a year, fluctuating between 100 and 300, so the anticipated increase in the rate of growth to 200 a year is reasonably achievable in the plan period to 2033. The emphasis on economic growth in the Clacton area is supporting existing businesses to expand, improving the retail and leisure offer through developments in the town centre, at Brook Park West and at Clacton Factory Shopping Village. Investing in tourism, regenerating Jaywick Sands and supporting innovation in the care and assisted living sectors are also key elements of the economic strategy.

## Harwich

**4.7** Harwich and Dovercourt, with a weaker housing market and more physical and environmental constraints is expected to deliver 700 homes up to 2033 which is around 7% of the district requirement and a 7% increase on the town's existing dwelling stock. This level of development can be accommodated without the need for any new schools or surgeries or any significant highways infrastructure. The growth is expected to take place mainly in the middle part of the plan period but the average rate over the next 15 years would be around 50 homes a year. The average since 2001 has been around 60 a year fluctuating significantly between 30 and 200. There is a strong emphasis on delivering new inward investment and employment opportunities in the Harwich area to drive economic growth including those linked to the renewable energy sector.

## Colchester Fringe/Garden Community

**4.8** The development immediately on the Colchester Fringe at the Avellana Place and Bromley Road developments are expected to deliver 230 homes within the next five years whereas the development at the Tendring Colchester Borders Garden Community is anticipated to deliver homes in years onwards, to the end of the plan period and beyond. The 1,250 included in the SHLAA would represent a 50:50 share of the total 2,500 anticipated for the Garden Community up to 2033 being allocated to Tendring's requirement. With the Local Plan over-allocating by some 1,500 homes, there is significant flexibility incorporated into the plan to guard against any delays or under-supply in the Garden Communities project. Close links to the growth at the University of Essex and promoting technological innovation are key strands of the economic strategy to deliver jobs alongside housing in this location. This location is expected to deliver around 16% of the district's total planned growth but with significant longer-term potential beyond 2033..

## **Smaller Urban Settlements**

**4.9** Frinton and Walton, including Kirby Cross, are expected to deliver over 800 homes of which the vast majority have already obtained planning permission or are under construction. Development in Walton on the Naze is to be supported by the new investment in retail and tourism. An average rate of development around 60 homes a year over the plan period is broadly in line with the rates of 30 to 90 completions a year achieved since 2001. The Manningtree, Lawford and Mistley area is expected to accommodate nearly 1,000 homes which represents a considerable increase in the settlement's housing stock and reflects the area's popularity, its attractive environment and its good mainline rail links. The developments have already obtained planning permission or are under construction and they are mostly expected to deliver in years 1-10. The average rate of development over the plan period would be around 70 completions a year and historic rates of development would suggest this is achievable. The level of development proposed for Brightlingsea is significantly lower at just over 100 homes on one site, but this reflects the town's environmental sensitivities and its limited transport infrastructure with no rail services and one road in and one road out.

## **Rural Service Centres**

**4.10** The rural service settlements including Alresford, Elmstead Market, Great Bentley, Little Clacton, St. Osyth, Thorpe and Weeley would each accommodate something in the region of 130 to 300 dwellings. However, it should be noted that the percentage increases in dwelling stock for these locations are considerably higher than in the urban settlements. Many of the developments were allowed on appeal at a time when the Council was unable to demonstrate a five-year supply of deliverable housing sites and the government's presumption in favour of sustainable development had to apply. The higher levels of development proposed in Alresford, Great Bentley and Weeley reflect their locations on the transport network, particularly with branch line rail services. The majority of development in St. Osyth is associated with St. Osyth Priory and is enabling development to fund its restoration. With higher property values in these villages, the majority of the development is anticipated in years 1-5. There is a concern about too much development being accommodated by these settlements and resulting in an overly disproportionate level of growth taking place, but as the most sustainable rural locations for development, a modest proportion of total housing (around 1,500 homes and 17% of the district requirement) is planned for villages in this tier of the settlement hierarchy.

## **Smaller Rural Settlements**

**4.11** Smaller rural settlements are expected to accommodate a relatively small proportion of the district's overall growth which reflects their limited access to jobs, shops, services and facilities at just around 250 dwellings.

## **Alternative sites and alternative OAN requirements**

**4.12** There are a number of objections to the submitted Local Plan which will be addressed through the examination process – many of which relate to housing supply and the objectively assessed housing needs. Some argue that the housing requirement should be higher and that additional land should be allocated in the Local Plan to address this. The SHLAA has assessed a number of 'alternative sites' that are not currently allocated in the Local Plan to test their suitability, availability and likely deliverability. This issue has already been debated as part of the examination of Section 1 of the Local Plan and the Inspector's has concluded that the OAN of 550 homes a year is based upon sound evidence – so there should not be a need to consider including additional sites in the Local Plan for housing, particularly as it over-allocates by around 1,500 homes. The assessment of alternative sites does however indicate where it might be possible to deliver additional housing if, whatever reason, that is deemed necessary.

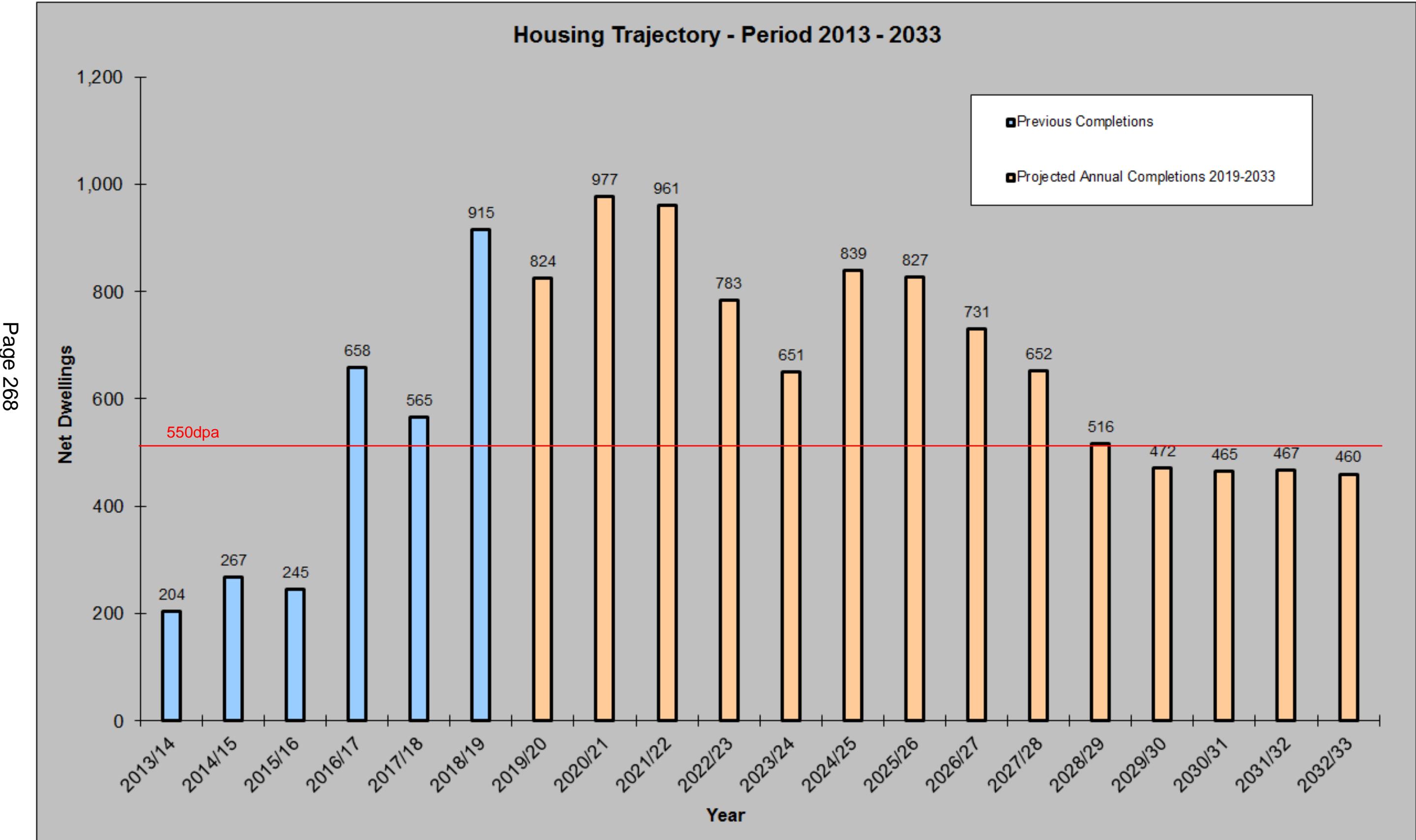
**4.12** If additional homes were required, the assessment of alternative sites shows that more than 1,300 new homes could be delivered on sites that already fall within the settlement development boundary as defined in Section 2 of the emerging Local Plan. This includes a number of sites that are the subject of current planning applications which may or may not receive planning permission in 2019/20. A further 1,000 homes could be achieved on sites around the edge of existing urban settlement but some of those sites are environmentally sensitive. Sites around the district's larger villages (rural service centres) could deliver a further 1,000 homes but development in these locations could raise serious concerns about sustainability and the character of those rural communities. Finally, just over 1,700 homes could be built on sites within the designated 'strategic green gaps' – but to do so would seriously undermine the objective to maintain separation between certain settlements and to protect their countryside setting and character.

## **Summary of conclusions**

**4.13** This assessment confirms that the policies and proposals in the submitted Local Plan when combined with site with planning permission on large and small sites, and windfall sites, can reasonably ensure that 11,000 homes are delivered in Tendring in the period 2013-2033 in line with the recommendations in the OAN Study, as endorsed as sound by the Local Plan Inspector. The Local Plan over-allocates by around 1,500 homes which helps to guard against any under-delivery on certain sites or potential delay on larger strategic schemes including the Tendring Colchester Borders Garden Community or Hartley Gardens. The Council is also able to demonstrate a five year supply of deliverable housing sites against its Local Plan housing requirements (but not against the government's standard methodology for calculating housing need).

## 5 Housing Trajectory

5.1 The chart below is a trajectory showing both past rates of housing completions since 2013 and future projections based on the assessments of individual sites and realistic estimates of windfall potential for the years 2019 to 2033.



## 6 Implications for Policy LP1 in the emerging Local Plan

**6.1** Policy LP1 and corresponding tables LP1 and LP2 in the Local Plan Publication Draft were drafted in 2017 and pre-dated many of the planning decisions and the latest evidence on deliverability contained within the SHILAA assessment. In undertaking this assessment and having considered the various representations made to the Local Plan's housing policies and proposals during the 2017 consultation exercise, it has become clear that the figures and assumptions contained within Policy LP1 and its corresponding tables might benefit from modifications to bring them in line with the latest evidence. For example, the Policy identifies 1,374 completions since 2013 which can now be updated to 2,854. Similarly, the contribution expected from large sites with planning consent represented 4,779 dwellings in 2017 but this can now be updated to 5,750.

**6.2** Because the Local Plan has already been submitted and is in the process of examination, modifications to any of its policies or proposals are at the discretion of the Planning Inspector and can only be suggested to the Inspector by the Council as ways of addressing particular objections to the Local Plan or updating the plan to ensure it is as 'sound' as possible. If the Inspector agrees that modifications to the plan are required, any modifications considered to be 'major' or 'main' modifications would be the subject of a final round of public consultation before the Council can proceed to formally adopt the Local Plan.

**6.3** The updated evidence within this assessment suggests that some modifications to the housing section of the Local Plan would ensure they better reflect the reality of what housing is expected to be delivered within the plan period, and when. The suggested modifications arising from this new evidence are set out below.

### Supporting Text

**6.4** It is considered that the introductory paragraphs 5.01 through 5.1.9 do not require any changes as a result of the latest evidence in this assessment. Paragraph 5.1.10 of the plan could be modified as it includes figures that can now be updated, as follows (deletions shown as struck through and additions underlined):

**5.1.10** The Council assesses annual housing completions against the annualised housing target of 550 homes each year. As of March 2017 April 2019, ~~four~~ six years of completions data is available. Table LP1 identifies housing completions of 1,374 ~~2,854~~ between 2013/14 and 2016/17 ~~2018/19~~. This leaves a requirement for the Local Plan to establish a supply of at least 9,626 ~~8,146~~ homes. 'At least' is an important factor because the housing strategy is more sound if it provides some flexibility for choice and range in its supply to accommodate external factors such as the market failure of ~~a~~ particular developer which could slower overall completion rates.

### Table LP1

**6.5** Table LP1, which effectively sets out the 'residual' number of homes required to meet objectively assessed housing needs taking actual completions since 2013 into account can be updated to reflect the net dwelling stock increases of 565 and 915 in 2017/18 and 2018/9 respectively.

Table LP1: Housing Requirement for the period 1/4/13 – 31/3/33

A – Annual Net Dwellings Required – Reported Years from Base Date	
2013/14 to 2032/33	550 x 20
<b>Total</b>	<b>11,000</b>
B – Net Completions – Reported Years from Base Date	
2013/14	204
2014/15	267
2015/16	245
2016/17	658
2017/18	<u>565</u>
2018/19	<u>915</u>
<b>Total</b>	<b>1,374 <u>2,854</u></b>
C – Shortfall – Reported Years from Base Date	
<b>Total</b>	<b>826 <u>446</u></b>
D – Net dwellings from Base Date still required	
<b>Total</b>	<b>9,626 <u>8,146</u></b>

**Table LP2**

**6.6** Table LP2 in the Local Plan sets out a broad trajectory to indicate how many homes, and from what sources of supply, will be delivered during the plan period in years 1-5, 6-10 and 11-14. The table sets out the expected contribution from large sites with planning permission, small sites and windfall sites and each of the individual sites that are specifically allocated for housing or housing and mixed-use development in the Local Plan by category i.e. Strategic Mixed-Use Allocations (SAMU), Strategic Housing Allocations (SAH) and Medium Sized Allocations (MSA). The evidence contained within this SHLAA assessment indicates that some of the figures in Table LP2 need to be updated and that certain of the site allocations might not deliver the number of homes originally thought at the time the Local Plan was published in 2017. Some of the modifications set out below effectively mean the 'deallocation' of certain sites from the Local Plan, renaming sites or adjusting the figures.

Table LP2 makes provision for the homes required as established through the OAN. The supply consists of large sites (10 or more homes) with planning permission or a resolution to grant planning permission, an allowance for small sites (of 9 or fewer homes) based on pas trends and sites for 10 or more homes allocated in the Local Plan. Policy HP4 applies to MSA8.

**Table LP2 – Local Plan Housing Allocations**

Site	Total housing numbers	2018/19	2023/24	2028/29	And Beyond	Reference
		2019/20 to 2022/23	2024/25 to 2027/28	2029/30 to 2032/33		
Sites of 10 or more Homes with Planning Permission (with/without s106)	4,796 6,207	3,933 3,578	746 1,782	100 380	17 467	
Sites of 9 or less homes/windfall	1,399 1,016	864 568	361 324	174 124	0	
EDME Maltings	150	0	0	150	0	SAMU1
Hartley Gardens Village, Clacton	1,700	0	300 150	300 300	1,100 1,250	SAMU2
Oakwood Park, Clacton	750 918	0	300 320	300 320	250 278	SAMU3
Rouses Farm	850	0	300	300	250	SAMU4
Land South of Council Offices Barleyfields, Weeley	280	0	200 140	80 140	0	SAMU5
Greenfield Farm	164	0	100	64	0	SAH1
Land West of Low Road	300	0	100	100	100	SAH2
Robinson Road	100	0	100	0	0	SAH3
Tendring Colchester Borders Garden Community	3,500-4,500	0 50	500 600	750 600	2,250-3,250	SP7
Land at Weeley Council Offices	24	0	0 24	24 0	0	MSA1
Land off Cotswold Road	42	0	42	0	0	MSA2
Orchard Works site rear of London Road	20	0	20	0	0	MSA3
Land rear of 522-524 St. Johns Road	43	0	43	0	0	MSA4
Station Gateway development	60	0	0	60	0	MSA5
Former Tendring 100 Waterworks Site, Clacton	90	0	90	0	0	MSA6
Mayflower Primary School	15	0	15	0	0	MSA7
Land at adjoining Harwich and Parkston Football club, Dovercourt	89 48	0	0 48	89 0	0	MSA8
Old Town Hall site	15	0	15	0	0	MSA9
Southcliffe Trailer Park	15	0	15	0	0	MSA10
Station Yard/Avon Works, Walton	40	0	40	0	0	MSA11
Land at the Farm, Kirby Road, Walton	47	0	0 47	47 0	0	MSA12
Montana Roundabout	35	0	35	0	0	MSA14
<b>TOTALS</b>	14,494-15,494 13,860-14,860	4,797 4,196	3,339 3,565	2,491 1,864	3867-4,867 4,245-5,245	
<b>Total in Plan Period</b>	10,627 9,625					

Notes:

- EDME Maltings (SAMU1) is not proposed for deallocation as a mixed-use development, but given uncertainties over timeframes for redevelopment it is suggested that it be deleted from Table LP2 and that the indicative 150 dwellings are not relied upon to address Tendring's objectively assessed housing requirements.

- Land off Cotswold Road (MSA2), Station Gateway Development (MSA5), Mayflower Primary School (MSA7), Old Town Hall site (MSA9) and Southcliffe Trailer Park (MSA10) are no longer expected to contribute towards housing supply within the plan period and it is suggested that these sites could be deallocated from the Local Plan.
- Rouses Farm, Clacton (SAMU4) has a Planning Committee resolution to grant outline planning permission (17/01229/OUT) for 950 dwellings subject to the completion of a s106 legal agreement, which at 1<sup>st</sup> April 2019 was imminent. This site will now form part of the committed supply and no longer requires a specific Local Plan allocation or specific mention in Table LP2.
- The following sites have all obtained planning permission and no longer require a specific Local Plan allocation nor a specific reference within Table LP2:
  - Greenfield Farm, Dovercourt (SAH1) - 17/01909/OUT – 42 dwellings.
  - Land West of Low Road, Dovercourt (SAH2) - 17/02169/OUT – 300 dwellings.
  - Robinson Road, Brightlingsea (SAH3) - 17/01318/FUL – 115 dwellings.
  - Orchard Works site rear of London Road, Clacton (MSA3) – 14 dwellings.
  - Land rear of 522-524 St. John's Road, Clacton (MSA4) – 17/01964/OUT – 11 dwellings.
  - Montana Roundabout, Little Clacton (MSA14) – 17/00790/FUL – 30 dwellings.
- The figures for land at Harwich and Parkston Football club (MSA8) are suggested for modification to reflect the fact that the relocation of the football club and a comprehensive development across the wider site is now considered unlikely. It is suggested that the allocation be reduced to cover only the Council owned land adjoining the football club and that the reference to the site in the preamble to Table LP2 be deleted.

**6.7** The suggested modifications to Table 2 indicate that the overall assumptions about housing growth in the Local Plan as published are still broadly accurate but that the latest evidence suggests more development will take place in years 6-10 with less in years 11-15. Overall, the table demonstrates that no additional allocations are required to deliver 9,635 homes against the residual requirement of 8,146.

## Policy LP1

**6.8** Policy LP1 in the Local Plan sets out how the objectively assessed housing needs for the district will be met over the plan period in line with the requirements of the National Planning Policy Framework. In rolling forward the housing figures to an April 2019 base date and reviewing the assumptions about housing delivery through this SHLAA assessment, it is suggested that modifications to the policy could be made to ensure it reflects the most up to date evidence. The suggested modifications are set out below.

### Policy LP 1

#### HOUSING SUPPLY

The Council will work with the development industry and other partners to deliver a minimum new homes increase of 11,000 (net) between 1 April 2013 and 31 March 2033 to support economic growth and meet objectively assessed requirements for future housing in the District. This supply of new homes will be delivered from the following sources:

<b>Supply Source to March 2033</b>	<b>Totals</b>
Net Dwelling Completions 2013-2017 <u>2013-2019</u>	1,374 <u>2,854</u>
Large Sites with Planning Consents (with/without signed S106 agreements)	4,779 <u>5,740</u>
Small Sites with Planning Consents (with Trend Based Completions)	1,399 <u>1,016</u>
Strategic Allocations – Mixed Use (SAMU Policies)	2,230 <u>1,370</u>
Strategic Allocations – Housing (SAH Policies)	464
Medium Sized Allocations (MSA Policies)	505 <u>249</u>
Tendring Colchester Borders Garden Community	1,250
<b>Totals</b>	<b>12,001 <u>12,479</u></b>

**This Policy contributes towards achieving Objectives 1 and 6 of this Local Plan.**

**6.9** The suggested modifications above show that the Council is in a stronger position in 2019 than in 2017 to demonstrate that the objectively assessed housing need for Tendring will be met over the plan period. Even with the suggested deallocation of the some of the MSA sites from the Local Plan, there is a substantial over-allocation of 1,489 which is 18% over and above the residual requirement (2019-2033) of 8,146. This provides a significant level of flexibility to guard against non-delivery, for whatever reason, on certain sites.

**6.10** With only three uncommitted ‘SAMU’ sites now expected to contribute to housing supply, all SAH sites gaining planning permission, there may be some merit in reconsidering the way in which Table LP1 is presented. It would be entirely up to the Local Plan Inspector whether such a modification were acceptable, but below is an alternative way of presenting Table LP1 in a way that identifies specific strategic site allocations and how much development they are expected to contribute.

#### Policy LP 1 [Alternative format]

##### HOUSING SUPPLY

The Council will work with the development industry and other partners to deliver a minimum new homes increase of 11,000 (net) between 1 April 2013 and 31 March 2033 to support economic growth and meet objectively assessed requirements for future housing in the District. This supply of new homes will be delivered from the following sources:

<b>Supply Source to March 2033</b>	<b>Totals</b>
Net Dwelling Completions 2013-2019	2,854
Large Sites with Planning Consents (with/without signed S106 agreements)	5,740
Small Sites with Planning Consents (with Trend Based Completions)	1,016
Development at Hartley Gardens, Clacton (Policy SAMU2)	450
Development at Oakwood Park, Clacton (Policy SAMU3)	640
Development at Barleyfields. Weeley (Policy SAMU5)	280
Medium Sized Allocations (MSA Policies)	249
Tendring Colchester Borders Garden Community	1,250
<b>Totals</b>	<b>12,479</b>

**This Policy contributes towards achieving Objectives 1 and 6 of this Local Plan.**

## 7 Five-Year Housing Supply Position

**7.1** The following table sets out the Council's five-year housing supply position at 1<sup>st</sup> April 2019 and is based on the evidence and information contained within this assessment. It contains two calculations, one using the objectively assessed housing requirement of 550 dwellings per annum and a 20% buffer; and one using the government's standard method for calculating housing need which uses a figure of 863 dwellings per annum. The housing requirement of 550 dpa has been examined by the Local Plan Inspector and accepted as being based upon sound evidence and has also been accepted by Appeal Inspectors when determining appeals. However, following February 2019 amendments to the NPPF, the Council must use the standard method for the purposes of decision making until such time that the new Local Plan is adopted – which could be in 2019/20 and before the next update to the SHLAA. The table below does however demonstrate the significant difference between the calculations using the Local Plan figure (which has been confirmed as sound by the local Plan Inspector) and the standard method, which is based on national population projections (which, for Tendring, have been demonstrated to be flawed and over-inflated as a result of unattributable population change – as also confirmed by the Local Plan Inspector and agreed in recent appeals). The application of the standard method is therefore considered to be a temporary measure which will be resolved once the strategic housing policies in the new plan are adopted.

Five Year Requirement and Supply	Local Plan OAN of 550 homes a year	Standard Methodology of 863 homes a year	Notes
<b>Requirement 2019/20 – 2023/24</b>	2,750 (550 x 5)	4,315 (863 x 5)	OAN for Tendring has been examined by the Local Plan Inspector and has confirmed as being soundly based. However, under 2019 changes to the NPPF, until the Local Plan is adopted, the government's standard method of calculating housing need has to be applied.
<b>Shortfall 2013/14 – 2018/19</b>	446	N/a	This is based on the actual net dwelling stock increase of 2,854 achieved in the period 2013-2019 against the total requirement of 3,300 (550dpa over 6 years). Under the standard method, there is no need to include shortfall within the five-year requirement.
<b>Sub-Total</b>	3,196	4,315	Requirement + Shortfall. (Shortfall not applicable to the calculation using the standard method).
<b>Plus 20% buffer</b>	639	863	20% buffer required where there has been significant under-delivery. Using the standard method, delivery over the last three years has been less than 85% of the requirement (see table below) and therefore a 20% buffer applies.
<b>Total Requirement</b>	3,835	5,178	Sub-Total + 20% buffer.
<b>Supply from large site commitments</b>	3,578	3,578	Taken from the trajectory data in Appendix 4.
<b>Supply from emerging allocations</b>	0	0	Taken from the trajectory data in Appendix 4. (Excludes the 50 units anticipated at the Tendring Colchester Garden Community as they do not currently meet the NPPF definition of deliverable).
<b>Supply from small windfall sites</b>	568	568	Taken from the projected small site completions over years 2019/20 to 2023/24 in Appendix 2 Assessment of Small Sites and Windfalls.
<b>Total supply of Homes – Units</b>	4,146	4,146	Supply from large site commitments = supply from emerging allocations + supply from small windfall sites.
<b>Total five- year supply of Homes - %</b>	108%	80%	$\frac{\text{Total supply of Homes}}{\text{Total Requirement}} \times 100$
<b>Total supply of Homes – Years</b>	5.4	4.0	Total five-year supply of Homes % x 5 (years)

**7.2** The following table sets out the Council's performance against the government's **Housing Delivery Test** – which is important in determining what 'buffer' (5% or 20%) applies to the calculation of housing supply. Until updated figures are published by the government in November 2019, the test looks at the last three-years of housing delivery **2015/16 to 2017/18**. For that period, the government's published figures required that 1,877 homes were required during that period.

Past three year requirement and delivery	Local Plan OAN of 550 homes a year	Published figures	Notes
<b>Requirement 2015/16-2017/18</b> (the last three years)	1,650	1,877	The government's published figures required 616, 638 and 623 dwellings in each of the three years 2015/16 to 2017/18 – a total requirement of 1,877. $\frac{\text{Total supply of Homes}}{\text{Total Requirement}} \times 100$
<b>Actual net increase in dwellings 2015/16-2017/18</b>	1,468	1,468	Comprised of 658, 565 and 915 net completions in 2016/17, 17/18 and 18/19 respectively.
<b>Housing delivery test percentage</b>	89%	78%	Applying the OAN of 550dpa, the Council achieved 89% of its housing requirement over the last three years. Applying the standard method, delivery has been 78%. As it under 95%, the Council will have to prepare an action plan to assess the causes of under-delivery and identify actions to increase delivery in future years. Because it is also under 85%, the Council must apply a 20% buffer, as it has done above, to the calculation of housing supply.

**7.3** Current performance against the Housing Delivery Test clearly requires the Council to apply a 20% buffer at present. However, when new figures are published in November 2019 which roll the three-year deliver period forward to include the 2018/19 financial year, the strong performance in that year (915 net completions) can be taken into account. When that happens, it is expected that performance against the Local Plan figure of 550dpa will increase to around 130% of the requirement thus requiring only a 5% buffer to apply when applying 550dpa. There should also be a significant improvement in delivery against the government's published figures.

**7.4** For plan-making purposes, utilising the objectively assessed housing requirement of 550 dwellings per annum, the Council can demonstrate a comfortable 5.4 years supply of deliverable housing sites. For decision-making purposes, which currently requires the Council to use the government's standard method of calculating housing need, the Council cannot demonstrate a five-year housing supply and the figure 4.0 years. Using the OAN figure, the Council can demonstrate a surplus of almost 500 dwellings, whereas under the standard method there is a shortfall of more than 800. The significant discrepancy between the two sets of numbers demonstrates very clearly the issues with UPC that over-inflate the population projections for Tendring. Until the Local Plan figure of 550dpa is formally adopted following the completion of the Local Plan examination, the Council will be required to measure housing supply using the standard methodology and whilst there remains a shortfall against the five-year housing requirement using that method, the Council will need to apply, as a material consideration, the 'tilted balance' in the presumption in favour of sustainable development set out in the NPPF i.e. it will be expected to approve planning permission for housing developments, whether they are in the Local Plan or not, unless the adverse impacts would significant and demonstrably outweigh the benefits or if policies the NPPF specifically prevents such developments.

**7.5** There is a possibility that the Local Plan figure of 550dpa could be formally adopted by the Council before the SHLAA assessment is updated and rolled-forward to an April 2020 base date. If that happens, the Council will be able to revert to calculating its five-year housing supply against the adopted OAN figure and not the figure generated using the standard method.

**7.6** In a recent appeal decision APP/P1560/W/18/3196412 – Land west of Edenside, Bloomfield Avenue, Frinton on Sea, the Planning Inspector had to consider the discrepancy between the Council's objectively assessed housing needs figure and the housing need calculated under the government's standard method (as at the time of the Public Inquiry which concluded in February 2019). In his decision, Inspector Nick Fagan concluded the following:

*"27. As set out above, the Council accepts that it cannot demonstrate a 5YHLS, according to the standard method by which local housing need must be calculated for the purposes of this appeal. This is because it must deliver 857 dwellings per annum (dpa) and it only has the supply to meet, by its best case, 4.04YHLS. The appellant considers that it only has a 3.25YHLS. The absence of a 5YHLS means that the tilted balance applies.*

*28. However, the Council disputes that this figure represents the true housing need of the District because the 2014 population and household formation projections are seriously flawed for Tendring as a result of acknowledged issues of Unattributable Population Change (UPC). UPC is the term given to the fact that the accumulated annual mid-year estimates (MYEs) of population in Tendring between 2001 and 2011 suggested the population would grow by 9,793 people, but the 2001 Census showed that it had in fact fallen by 740 people. In other words, these MYEs had suggested 10,533 more people in the District than the Census showed there to be. These figures are undisputed by the appellant, as is the principle cause of the errors in the MYEs, namely that 55% of the UPC error was attributable to over-estimates of internal migration. Tendring is one of three local authority areas where UPC has made a huge difference in population growth (+1500% in Tendring).*

*29. The Council states that the true housing requirement is 541dpa, although it accepts that figure has been derived through a different methodology and has not been tested by the eLP examining Inspector, nor has it been subject to a determination by any other Inspector.*

*30. The examining Inspector has found that a housing requirement figure of 550dpa is sound in principle for the duration of the eLP period (2013-2033) based on the extent of UPC in Tendring.<sup>6</sup> The Council acknowledges that this figure was developed through the former NPPF, which adopted a different methodology including how the backlog is accounted for and in terms of the uplift for affordability. The Inspector may modify his views in the light of further evidence, although the eLP housing requirement falls to be examined under the previous NPPF and PPG guidance rather than the standard method in the new guidance.*

*31. But the Council maintains that the requirement is 541dpa (not 857dpa) because the effect of UPC is continuing. This is because the standard method uses the official 2014-based official projections, which take a base period of 2009-2014 and roll forward the trends in that period into the future. I agree with the Council that because the base period included two inter-Censal years, which were affected by UPC, the resultant projection itself is likely to be affected by those errors. If these errors in the MYEs continued after 2011 then the effect of the infection of the 2014-based projections by UPC is greater. I also agree with the Council that the 2016-based household projections imply an even greater population in Tendring than the 2014-based projections, which suggests to me that the UPC errors have not been fixed, contrary to the appellant's evidence.*

*32. The appellant did not substantively challenge the Council's evidence in this regard; indeed it chose not to cross-examine Ms Howick, the Council's witness, whose above evidence consequently went unchallenged. No substantive evidence was produced by Mr Tiley, the appellant's witness, to confirm that the errors in future population and household arising from UPC are not continuing.*

*33. In particular his assertion that the Office for National Statistics (ONS) has addressed the problems of UPC via its Migration Statistics Improvement Programme<sup>7</sup> is speculative because it simply repeats the aim of the Programme to address past anomalies in migration estimates. There is no evidence produced to confirm that it has actually done so nationally, let alone addressed the future situation in Tendring, where UPC has had such a huge effect in the past. The eLP examining Inspector and the Inspectors in the recent Great Bentley and Ardleigh decisions<sup>8</sup> have all concluded that the UPC errors have not been eradicated and are therefore continuing. No appeal decisions have concluded the contrary.*

*34. This is not the place to rule on whether the figure of 541dpa is the true housing requirement for Tendring. That is for the eLP examination. The examination Inspector may decide to consider that figure and how the Council arrived at it, rather than stick to the original figure of 550dpa, which he had previously found sound. It is also possible that additional evidence showing that UPC has been satisfactorily addressed will be presented to the eLP examination. But given that the appellant has provided no substantive evidence in this appeal that the UPC errors have been addressed, it currently appears that the figure of 857dpa is a considerable over-estimate of the true extent of the District's housing need.*

*35. In summary, the parties agree that there is no 5YHLS because the revised NPPF and PPG state that the standard method must be used for planning decisions. An alternative method can only be used in plan examinations. Whether or not the Council can demonstrate a 5+YHLS based on a figure of 541 or 550dpa is therefore irrelevant.*

*36. But I agree that the continuing errors in the population projections arising from UPC raise significant questions about the validity of the local housing need figure of 857dpa. I consider it likely that this figure is an overestimate of the true housing need in the District. It also seems likely that the figure of 550dpa will be the basis on which the first five years of the new Local Plan will be calculated, given that the examining Inspector has already found this figure sound because the eLP's housing requirement is to be assessed under the previous NPPF/PPG versions.*

*37. Whilst this does negate the lack of a 5YHLS it does reflect the primacy of the plan-led approach in determining this appeal unless material considerations indicate otherwise<sup>9</sup>, albeit in terms of the tilted balance.”*

**7.7** The Inspector went on to dismiss the appeal – giving primacy to the plan-led approach and upholding the Council’s position.

## Appendix 1: Assessment of Large Site Commitments

### Assessment of Clacton sites with planning permission (or a Committee resolution to grant permission)

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/0122 9/OUT	'Rouses Farm' Land adjacent and to The rear of 755 and 757 St Johns Road Clacton On Sea Essex CO16 8BJ	614803 (E) 215534 (N)	42.19ha	950 as per the outline planning application.	<b>RESOLUTION TO APPROVE</b>  Committee resolution (30 <sup>th</sup> May 2018) to grant outline planning permission, subject to the completion of a s106 legal agreement. S106 negotiations are well advanced and have been informed by viability testing.  Site is currently allocated for development in the emerging Local Plan (Policy SAMU4) but is now considered to be a 'commitment' following resolution to grant planning permission.	No irresolvable issues.	No irresolvable issues.	No irresolvable issues. The site includes provision for a new primary school.	Controlled by Persimmon Homes.	Viability being independently tested as part of the planning application and adjustments to the s106 planning obligations are being made to address any viability issues.	✓	✓	2021 onwards	The trajectory assumes 30 completions per annum in the period 2021 to 2025 as the first phase of development takes place at the northern end of the site. Completions are expected to increase to 60 per annum from 2025 as a second outlet at the southern end of the site from Jaywick Lane is opened. For the plan period to 2033, the trajectory assumes 600 of the 950 dwellings will be completed. This is considered to be conservative estimate and the developers have suggested that a higher rate of completion might be achievable – albeit with an earlier start date.
12/0126 2/OUT	'Oakwood Park' (Phase 1) Land East of Thorpe Road Clacton On Sea Essex CO15 4TL	618291 (E) 218185 (N)	13.34ha	250 dwellings as per the outline consent as part of a mixed-use development including business units.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in November 2015.  Reserved matters application 18/01800/DETAIL under consideration and expected to be determined in Spring 2019.	Access to site secured through the construction of a roundabout on Thorpe Road, in line with a separate consent. No other overriding physical constraints.	Land not affected by any designations. Ecological mitigation, landscaping and SuDS secured through planning conditions.	S106 agreement to deliver £350k for primary school places. Access roundabout has already been constructed. No other infrastructure issues.	Controlled by Persimmon Homes.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly, with a clause that allows for viability to be reviewed in the future. S106 agreement currently provides for 16 affordable homes to be transferred into the Council's housing stock.	✓	✓	2020-2027	This site adjoins a wider area of land allocated in the emerging Local Plan (Oakwood Park, Policy SAMU3). Developers are understood to be working together to ensure the overall development can be achieved in a complementary and comprehensive manner. Trajectory for Phase 1 advised by Persimmon Homes as part of their planning statement in support of the reserved matters application and projects full build-out over a 5 year period.
14/0125 0/OUT	'Brook Park West' Land West of A133 Roundabout Clacton On Sea Essex	616639 (E) 217076 (N)	15.89ha	200 dwellings as per the outline consent as part of a mixed-use development including retail, hotel, pub, restaurants, business uses and an extension to the Pickers Ditch walkway.  No reserved matters approval or applications pending on the residential phase.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in June 2017.  Retail and leisure phase has full consent and development has commenced with the completion of a Lidl food store, a McDonalds drive-thru and advanced construction on a Marstons pub/restaurant and hotel.	Fourth arm onto existing roundabout needed to secure access, this has now been constructed. No other overriding physical constraints.	Land not affected by any designations. Ecological mitigation, landscaping and SuDS secured through planning conditions.	S106 agreement to deliver £250k for early years and childcare provision, £730k for primary school places and £69k for health provision. Access to the new homes would be via the spine road to be built as part of the commercial development.	Land controlled by development company with deals in place for the retail, pub and restaurant units. Discussions with housebuilders understood to be at an advanced stage and sale of the site is imminent.	Viability independently tested at planning application stage. No viability issues indicated. S106 agreement currently provides for 18 affordable homes to be transferred into the Council's housing stock.	✓	✓	2021-2027	The residential element of this mixed-use development is dependent on access via the commercial phase and is therefore expected to form a later phase of the overall development programme. The submitted phasing plan (as required by planning condition) confirms that residential will form the final phase. Developer has confirmed their provisional agreement with the indicative trajectory which reflects their discussions with housebuilders.
15/0135 1/OUT	Land Northwest of Sladburys Lane Clacton On Sea Essex CO15 6NU	618940 (E) 216638 (N)	8.56ha	132 dwellings as per the outline consent.	<b>OUTLINE CONSENT</b>  Outline planning permission granted, on appeal, in October 2017.  No reserved matters approval or applications submitted.	Access required via new roundabout onto Sladbury's Lane. Overhead power lines to be grounded.	Southern part of site within fluvial flood zone and must be retained as open space with SuDS features.	S106 agreement to deliver £483k for primary school places and £32k for health provision. Access to the new homes would be via a new roundabout to be built on Sladbury's Lane.	Land understood not to be controlled by a developer or housebuilder. Understood that a housebuilder was close to purchasing the site but pulled out over concerns about viability and Brexit.	No viability issues raised during application or appeal process. It is however understood that a housebuilder pulled out of purchasing the site owing to uncertainties over viability and Brexit. Site to go back onto the market. Might be a need to re-visit the s106 obligations if sale does not progress.	✓	✓	Delivery uncertain with the landowners expressing concerns about viability. Development assumed from 2024/25 and not deliverable within five years.	Development allowed on appeal but not yet controlled by a developer or housebuilder. The site forms part of a wider area of land that is being promoted through objections to the Local Plan for a larger development. Cautious estimate of 30 dwellings per annum, reflecting discussions at the Public Inquiry for this development and subsequent concerns over the viability of the scheme expressed by housebuilders. Delivery post 2024/25 assumed unless the site progresses to sale.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/0082 5/OUT	Land North of 782 to 828 St Johns Road Clacton On Sea Essex CO16 8BS	614155 (E) 216077 (N)	3.0 ha	84 dwellings as per the outline consent. Development involves the demolition of two existing properties so the net increase would be 82 dwellings.	<b>RESOLUTION TO APPROVE</b>  Committee resolution to grant outline planning permission, subject to the completion of a s106 legal agreement. Application withdrawn in April 2019.  New application (18/00379/OUT) for 14 dwellings on part of the site approved in December 2018.	Demolition of property required to achieve access.	Land not affected by any designations. Ecological mitigation, landscaping and SuDS secured through planning conditions.	No significant issues subject to the completion of a satisfactory legal agreement.	Submission of current application for 14 homes on part of the site (at the entrance) indicates that there are ownership issues that may prevent delivery of the larger scheme.	Costs involved in demolition of property to achieve access. Delivery subject to prevailing housing market conditions.	✓	?	Delivery uncertain.	Application withdrawn in April 2019 despite a Committee resolution to grant permission. Submission and approval of a proposal for 14 dwellings on part of the site and an application for new holiday units indicates that the larger scheme of 84 is not likely to be delivered. See entry for 820 St. John's Road below.
16/0042 1/FUL	Chicken Farm Thorpe Road Little Clacton Clacton On Sea Essex CO16 9RZ	618037 (E) 218873 (N)	4.01ha	81 dwellings as per the full consent. Development involves the demolition of an existing property so the net increase would be 80 dwellings – predominantly bungalows aimed at older and retired people.	<b>DETAILED CONSENT</b>  Full permission granted in June 2017.  Pre-commencement conditions not yet discharged.	Existing bungalow to be demolished and access to be widened and formalised.	Potential bats on site that will require Natural England license for removal.	No overriding or irresolvable issues.	Land controlled by development company although it is expected to be sold on to a housebuilder in 2019/20.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly.	✓	✓	2020-2023	Assumptions: Discharge of and commencement in 2019/20 with first completions in 2020/21.  This site adjoins a wider area of land allocated in the emerging Local Plan (Oakwood Park, Policy SAMU3). Site is currently in an isolated location away from the existing established built up area, but will eventually be connected through the adjoining development. Rate of 25-30 dwelling completions per annum advised by development company.
16/0152 0/FUL	82 Jaywick Lane Clacton On Sea Essex CO16 8BB	615119 (E) 215600 (N)	1.79ha	69 dwellings as per the full consent. The scheme comprises 21 bungalows and 48 supported living apartments but involves the demolition of an existing property so the net increase would be 68. 10 dwellings were completed between 2017 and 2019.	<b>UNDER CONSTRUCTION</b>  Development under construction with 10 completions having taken place prior to 1 <sup>st</sup> April 2019. Further infrastructure works being undertaken to facilitate the next phase of development.	No issues.	No issues.	No issues.	No issues.	Development progressing well with no viability issues.	✓	✓	2019-2021	Development under construction but is subject of a planning condition that allows no more than 15 bungalows to be occupied before the supported living complex has been completed. This is reflected in the development trajectory. Adjoining land is subject of an allocation in the emerging Local Plan and an outline planning application for up to 950 homes (see Rouses Farm development above).
14/0093 1/FUL	'Gainsford Gardens' Land off Gainsford Avenue Clacton On Sea Essex	619074 (E) 216006 (N)	5.76ha	1 dwellings remaining of the 65 approved under the full consent.	<b>UNDER CONSTRUCTION</b>  Development under construction with 64 completions having taken place prior to 1 <sup>st</sup> April 2019.	No issues.	No issues.	No issues.	Development being implemented by Scott Residential Limited.	Development nearing completion with no viability issues.	✓	✓	2019/20	Final dwellings to be completed imminently.
16/0191 6/FUL	Coppins Court Coppins Road Clacton On Sea Essex	617061 (E) 215686 (N)	0.87ha	60 independent living units as per the full consent.	<b>DETAILED CONSENT</b>  Full permission granted in February 2017.  Pre-commencement conditions not yet discharged.	Existing building to be demolished to make way for development. Site clearance has begun.	Site surrounded by protected trees which will be retained within the scheme.	No overriding or irresolvable issues.	Site transferred from NHS to Essex Housing (part of Essex County Council) which specialise in independent living accommodation in Essex.	No viability issues raised during application process.	✓	✓	2019/20.  Assumptions: Discharge of conditions and commencement in early 2019/20. Completion of whole complex by end of 2019/20.	High demand for independent living accommodation in the Clacton area and Essex Housing is working proactively to deliver a scheme in the town.
16/0210 7/FUL	Bramcote Thorpe Road Clacton On Sea Essex CO16 9SA	618068 (E) 218285 (N)	2.26ha	49 dwellings as per the full consent. Development involves the demolition of an existing property so the net increase would be 48 dwellings – predominantly bungalows. 8 dwellings were completed in 2018/19.	<b>UNDER CONSTRUCTION</b>  Development under construction with 8 completions having taken place prior to 1 <sup>st</sup> April 2019.	No issues.	No issues.	No issues.	No issues.	No issues.	✓	✓	2019-2021  Anticipated two-year build programme for the remaining 40 dwellings.	This site adjoins a wider area of land allocated in the emerging Local Plan (Oakwood Park, Policy SAMU3). This is the first of the residential developments proposed for this area of Clacton to be delivered. The development is progressing well.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments	
06/0025 5/FUL	Royal Hotel 1 Marine Parade East Clacton-on-Sea Essex CO15 1PT	617652 (E) 214624 (N)	0.36ha	32 dwellings of the 46 approved under the full consent as part of a mixed development of hotel, residential and commercial units.	DEVELOPMENT STALLED	Development included conversion of part of the existing hotel to residential and a new extension to the building that would also include residential units. The 14 flats within the existing building have been created but the remainder of the site has been used as a car park.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land adjoining the hotel is being used as a privately operated car park.	The stalling of the development and use of the land as a car park would indicate that there are viability issues.	✓	✓	Site is being resurfaced for use as a car park so development of dwellings is not likely to take place.	The 32 dwellings are not expected to be developed and the land in question is being resurfaced for continued use as a car park.
15/0057 8/FUL	Sandles Inn 26 Rosemary Road Clacton On Sea Essex CO15 1NZ	617692 (E) 214818 (N)	0.16ha	23 dwellings as per the Committee resolution to grant planning permission for a mixed development including commercial at ground floor.	RESOLUTION TO APPROVE	Committee resolution to grant full planning permission, subject to the completion of a s106 legal agreement. No s106 agreement has been forthcoming.	Former hotel building has been demolished and the site is cleared.	No overriding or irresolvable issues.	Site controlled by property developer. East West Design and Build Ltd.	Assumed that there are viability issues with the site given its location, the costs of demolition and the fact that no s106 agreement has been forthcoming.	✓	✓	No indications that the owners intend to carry out the development. Assumed (for now) therefore that the scheme will not complete within the plan period to 2033.	Uncertain as to whether the development will take place.	
16/0092 1/FUL	23 - 27 Brooklands Jaywick Essex CO15 2JS	614111 (E) 212764 (N)	0.06ha	15 flats as per the full consent.	DETAILED CONSENT	Full planning permission granted in January 2017.  Pre-commencement conditions not yet discharged.	Flood risk issues require that no living accommodation be provided on ground floor. Site already cleared and ready for development.	Flood risk issues require that no living accommodation be provided on ground floor.	No overriding or irresolvable issues.	Land controlled by single owner who is keen to redevelop the site, as a means to assist the wider regeneration of Jaywick.	Low property values in the Jaywick area at present, but conditions improving as regeneration takes place in the area. High development costs involved in ensuring flood-resilient design.	✓	✓	2020/2021  Assumptions: Discharge of conditions and commencement in 2019/20 with construction in 2020/21.	Prime location on Brooklands seafront. Council is actively supportive of this development and others like it.
18/0066 2/FUL	Elm Farm Little Clacton Road Clacton On Sea Essex CO16 8DZ	615581 (E) 216810 (N)	0.80ha	14 dwellings as per the outline consent.	DETAILED CONSENT	Outline planning permission granted, on appeal, in May 2017. Full application (18/00662/FUL) for 14 bungalows approved in October 2018.	Demolition of existing agricultural structures underway.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land controlled by single owner who is keen to redevelop the site and who is actively involved in promoting the wider Hartley Gardens scheme through the Local Plan.	No viability issues raised during application or appeal process.	✓	✓	2020/2021  Assumptions: Discharge of remaining conditions and commencement in 2019/20. Completions in 2020/21.	Site lies immediately north of Clacton's most recent large-scale residential development and the surrounding land forms part of the proposed Hartley Gardens development in the emerging Local Plan.
15/0089 9/FUL	Land Between 691 and 717 St Johns Road Clacton On Sea Essex CO16 8BJ	614839 (E) 215894 (N)	0.83ha	14 as per the full consent.	DETAILED CONSENT	Full planning permission granted in January 2016.  Variation to plans approved in September 2017.  Pre-commencement conditions not yet discharged but site preparation underway.	No overriding or irresolvable issues.	Important trees to be retained as part of the development.	No overriding or irresolvable issues.	Land controlled by Burfoot Construction Ltd.	No viability issues raised during application process.	✓	✓	2020/2021  Assumptions: Discharge of conditions and commencement in 2019/20 with construction also in 2019/20.	A planning application to deliver a further 14 dwellings on land immediately south, using access via this site, has been refused by the Council and dismissed on appeal (see 17/00670/FUL) for not providing for affordable housing. Site already being prepared for development.
17/0132 8/FUL	Orchard Works, r/o London Road, Clacton-on-Sea, Essex CO15 3SY.	617236 (E) 216282 (N)	0.38ha	14 based on the current planning application.	DETAILED CONSENT	Permission for 14 dwellings granted in July 2018. Site was allocated in the emerging Local Plan (MSA3).	No irresolvable issues.	No irresolvable issues.	No irresolvable issues.	No irresolvable issues. Site has been cleared in anticipation of development. Site controlled by local developer Krishna Kandiah.	Viability tested at application stage and no issues remain.	✓	✓	2020/21  Assumes discharge of conditions and commencement in 2019/20 with development taking place in 2020/21.	Full consent has been granted for 14 dwellings, the site is cleared ready for development and early delivery is anticipated.
14/0137 5/FUL	3 Marine Parade East (Former Liquor Lounge) Clacton on Sea Essex CO15 1PT	617689 (E) 214639 (N)	0.10ha	14 dwellings as part of a mixed-use scheme including restaurant/bar at ground level.	UNDER CONSTRUCTION	Site has been cleared and conditions discharged for landscaping and materials.	No irresolvable issues.	No irresolvable issues.	No irresolvable issues.	No irresolvable issues. Site has been cleared in anticipation of development. Site controlled by local developer Krishna Kandiah.	No viability issues raised during application process.	✓	✓	2020/21  Assumes discharge of conditions and commencement in 2019/20 with development taking place in 2020/21.	Prime seafront site close to the town centre and the town's seafront attractions. Full consent has been granted for 14 dwellings, the site is cleared ready for development delivery is anticipated shortly.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
18/0037 9/OUT	820 St Johns Road Clacton On Sea Essex CO16 8BS	614132 (E) 215922 (N)	0.70ha	14 dwellings (13 net following replacement of existing dwelling).	<b>OUTLINE CONSENT</b>  Outline planning permission granted in December 2018.  Reserved matters application for part of the development (11 dwellings – 18/02113/DETAIL) submitted in December 2018 and approved in April 2019.	Demolition of property required to achieve access.	Land not affected by any designations. Ecological mitigation, landscaping and SuDS secured through planning conditions.	No significant issues subject to the completion of a satisfactory legal agreement.	No irresolvable issues. Reserved matters application submitted by Lane Homes Construction Ltd.	Costs involved in demolition of property to achieve access. Delivery subject to prevailing housing market conditions.	✓	✓	Delivery uncertain.	Submission and approval of a proposal for 14 dwellings on part of the site indicates that the larger scheme of 84 units on land between 782 and 828 St. John's Road (17/00825/OUT) is not likely to be delivered. April 2019 approval of reserved matters for 11 dwellings confirms the deliverability of the site.
16/0092 0/FUL	32-37 Brooklands Jaywick Essex CO15 2JS	614192 (E) 212774 (N)	0.05ha	13 flats as per the full consent.	<b>DETAILED CONSENT</b>  Full planning permission granted in January 2017.  Pre-commencement conditions not yet discharged.	Flood risk issues require that no living accommodation be provided on ground floor. Site already cleared and ready for development.	Flood risk issues require that no living accommodation be provided on ground floor.	No overriding or irresolvable issues.	Land controlled by single owner who is keen to redevelop the site, as a means to assist the wider regeneration of Jaywick.	Low property values in the Jaywick area at present, but conditions improving as regeneration takes place in the area. High development costs involved in ensuring flood-resilient design.	✓	✓	2021/2022	Prime location on Brooklands seafront. Council is actively supportive of this development and others like it. Same landowner as land at 23-27 Brooklands for 15 flats. Anticipated that the larger development will take place first.
17/0196 4/OUT	Land at 522 St. John's Road, Clacton-on-Sea, Essex CO16 8DY.	615303 (E) 216180 (N)	1.23ha	12 dwellings (11 net – following demolition of existing property.	<b>OUTLINE CONSENT</b>  Forms part of a site allocated for housing in both the adopted and the emerging Local Plan (MSA4).	Access dependent on either demolition of existing properties or access via a ransom strip on the adjoining development.	No irresolvable issues.	No irresolvable issues.	If a point of access onto St. John's Road is required – this might require the acquisition and demolition of existing adjoining properties to create a suitable access point (As is proposed in the current proposal).	Cost of creating a suitable access onto St. John's Road might affect viability. No viability issues raised in relation to current application proposal, but the site has been on the market for several months with no sale completed.	✓	✓	Delivery uncertain. Development assumed from 2024/25 and not deliverable within five years..	The current proposal for 12 units (11 net) on the curtilage of just one part of the two-property site allocated in the emerging Local Plan suggests that there has been no agreement between the two owners and a comprehensive scheme across both parcels of land is unlikely. Planning agent advises that site is yet to be sold to a housebuilder.
17/0103 0/FUL 17/0103 0/FUL	Land adjacent Lotus Way Tamarisk Way Jaywick Essex CO15 2HZ	614701 (E) 212920 (N)	1.14ha	10 starter homes as per the full consents.	<b>UNDER CONSTRUCTION</b>  Development under construction.	Flood risk issues require that no living accommodation be provided on ground floor.	Flood risk issues require that no living accommodation be provided on ground floor.	No overriding or irresolvable issues.	Land controlled by the Council who is actively seeking to build in the Jaywick area as part of its plans for regeneration.	Low property values in the Jaywick area at present, but conditions improving as regeneration takes place in the area. High development costs involved in ensuring flood-resilient design.	✓	✓	2019/20	Council-led scheme in a prominent location as a first phase of development aimed at regenerating the Jaywick area.
11/0086 5/FUL	143-145 Kings Parade, Holland-on-Sea, Essex CO15 5JL.	620314 (E) 216222 (N)	0.18ha	10 apartments as per the full consent.	<b>UNDER CONSTRUCTION</b>  Development under construction.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Site controlled by a property developer.	No issues.	✓	✓	Development well under construction and expected to complete in 2019/20.	Relatively small development of flats in a popular location.

#### Assessment of Harwich sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/0216 8/OUT	Land West of Low Road Dovercourt Essex CO12 3TR	623253 (E) 230175 (N)	14.12	300 as per the outline planning permission.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in March 2019.  Site is currently allocated for development in the emerging Local Plan (Policy SAH2) but is now considered to be a 'commitment' following the grant planning permission.	No irresolvable issues.	No irresolvable issues.	No irresolvable issues.	Land controlled by developer North East Essex Builders who have a good track record of delivery in the Tendring area.	Dependent on prevailing housing market conditions.	✓	✓	2020-2028	Developer has advised the Council of an 8 year build programme which is reflected in the trajectory. This also reflects the Harwich housing market which is weaker than in western parts of the district where a 300-unit scheme would deliver much quicker.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
14/0143 1/OUT	'Harwich Valley' Land East of Pond Hall Farm Stour Close Harwich Essex	621818 (E) 230414 (N)	28.83ha	297 dwellings as per the outline consent as part of a mixed-use development including retail, hotel, restaurants, cinema and business uses.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in June 2016.  Retail and leisure phase has full consent.  No reserved matters approval or applications submitted on the residential phase.	New roundabout onto the A120 required for access. Site lies on a steep incline around the Harwich Valley slopes and residential will need to take place on the higher land to the south. Access via adjoining housing in Stour Close prevented within approved scheme.	Northern parts of the site are within the flood zone and development will be restricted to lower-risk commercial uses.	Access via a new roundabout onto the A120 required. Access via Stour Close not permitted under existing permission.	Land controlled by development company.	Viability independently tested at planning application stage. S106 obligations adjusted accordingly. Concerns that the overall package of development is no longer viable. Funding of the infrastructure dependent on securing an anchor food store, but the changing nature of retail and the move towards smaller-format stores leaves viability uncertain.	✓	✓	Delivery uncertain. It is likely that development will take place in some form during the plan period, but there is currently insufficient evidence to demonstrate when or how this will come forward. As concluded in recent appeal decisions, site not considered 'deliverable' for purposes of 5-year supply calculation.	The residential element of this mixed-use development is dependent on access via the commercial phase and is therefore expected to form a later phase of the overall development programme. If it is determined that a different mix of development is required to ensure viability, this could cause some delay as a new outline planning application or full application would be required. No dwelling completions within years 1-5 are deemed likely until these matters are resolved. Developer intends to commence development before permission expires.
17/0190 9/OUT	Land at Greenfield Farm Main Road Harwich Essex CO12 4LT	623345 (E) 230929 (N)	2.23ha	42 dwellings as per the current application.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in December 2018.  Site forms part of an area allocated for 164 dwellings in the emerging Local Plan (Policy SAH1) but is now considered to be a 'commitment' following resolution to grant planning permission.	Limit to how many dwellings can be accessed via Main Road. Brings into question the deliverability of the wider site without alternative access point.	No irresolvable or overriding issues subject to achieving suitable landscaping and ecological mitigation.	No irresolvable issues subject to making necessary contributions to education and health through s106.	Part of site actively promoted by the landowner through current application. Landowner intentions for the remaining land uncertain.	Dependent on ability to gain access to the site and prevailing housing market conditions.	✓	✓	Delivery uncertain as land has been on the market for several months with no news of a sale. Development assumed from 2024/25 and not deliverable within five years.	The current planning application indicates that no more than 42 homes can be delivered via Main Road and that if the full 164 dwellings indicated in the Local Plan is to be achieved, alternative access points either via the adjoining Harwich Valley development or direct from the A120 would be required. Neither options are considered likely within the plan period and consideration could be given to reducing the scale of this allocation in the Local Plan to reflect the proposal in the current application.
P 27/0165 9/FUL	Plot 2 Stanton Euro Park Land to The North of Williamsburg Avenue Harwich Essex CO12 4EN	624434 (E) 231784 (N)	1.08ha	50 dwellings as per the full consent.	<b>DETAILED CONSENT</b>  Full planning permission granted in December 2018 for 50 dwellings following an earlier consent for 38 dwellings.	Site forms part of a previously stalled scheme and is serviced and partly under construction in line with previous consents.	Site lies within the flood zone and the development has been designed to incorporate flood resilience into its construction.	No overriding or irresolvable issues.	Site controlled by Verve Gain who have acquired the site from previous owners.	Viability independently tested at planning application stage. S106 contributions adjusted to counter viability issues.	✓	✓	2020-2023  Assumptions: Discharge of conditions early 2019/20. Commencement of development in late 2019/20 with first completions in early 2020/21. Two or three year build programme.	Development forms part of the wider Stanton Europark development of retail, residential employment and hotel provision that has taken place in gradual phases.
15/0154 9/OUT	Sato UK Limited Valley Road Dovercourt Harwich Essex CO12 4RR	622700 (E) 230700 (N)	2.42ha	38 dwellings as per the outline consent which also proposes the construction of a new factory.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in May 2016.  Variations to the plans approved in September 2017. Fresh outline application 18/02109/OUT received in December 2018 with the aim of extending the life of the residential consent.  New factory has been constructed, leaving the old factory available for redevelopment.	Redevelopment of old factory required, following the construction of the new factory on adjoining land.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	All land controlled by the existing business SATO.	Viability independently tested at planning application stage. S106 contributions adjusted to counter viability issues.	✓	✓	Delivery uncertain. Previous consent was allowed to lapse and new application under consideration. Development assumed from 2024/25 and not deliverable within five years.	Delivery of new housing wholly dependent on the time it takes for the new factory to come into full operation and for the existing factory on the site to be vacated and demolished. Current application seeks to extend the life of the planning permission which lapsed in May 2019.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
18/0035 0/COU NOT	Custom House Main Road Harwich Essex CO12 3PG	625235 (E) 231480 (N)	0.48ha	37 flats as per the submitted details.	UNDER CONSTRUCTION  Planning permission not required for this development under current permitted development rules. Planning permission granted separately for the necessary external alterations.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	✓	X	Assumed completion in 2019/20.	Development underway and expected to complete in the short term.
17/0133 8/FUL	Cliff Hotel 22 Marine Parade Dovercourt Harwich Essex CO12 3RE	625516 (E) 231287 (N)	0.25 ha	20 dwellings as part of a mixed scheme including a new 61-room hotel and a commercial unit.	RESOLUTION TO APPROVE  Planning Committee resolution in October 2017 to grant planning permission subject to the completion a s106 legal agreement.	Existing hotel demolished to make way for the new development.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Costs involved in the demolition of existing hotel and preparation of site for development.	✓	✓	Delivery uncertain with no hotel operator formally signed up to deliver the new facility.	Existing hotel closed due to viability issues. Development proposal includes a modern hotel facility as well as residential and ground floor restaurant. Demolition of the original hotel undertaken. Lack of certainty over new hotel operator.
17/0181 1/OUT	Michaelstowe Farm Ramsey Road Ramsey Essex CO12 5EW	622155 (E) 230507 (N)	0.74ha	14 dwellings as per the outline consent.	OUTLINE CONSENT  Outline planning permission granted in January 2018.  Reserved matters application 19/00144/DETAIL submitted in January 2019 and in the process of being determined.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No issues raised during determination of application.	✓	✓	Assumptions: Reserved matters approved 2019/20, discharge of conditions and commencement 2020/21 and construction in 2021/22.	Part of a wider area of land being promoted for inclusion in the Local Plan by the landowners. Reserved matters in the process of being determined – indicating an intention to deliver the scheme.
16/0212 8/OUT	Brickfield Site Land rear of Edward Street and Una Road Parkeston Essex CO12 4PS	623407 (E) 231983 (N)	1.89ha	12 dwellings as approved under the outline consent.	OUTLINE CONSENT  Outline planning permission granted in June 2017.  Reserved matters application 19/00406/DETAIL under consideration in relation to an earlier outline consent (15/01792/OUT) for 30 dwellings.	Topography makes middle part of the site difficult to develop and has resulted in several changes to the proposed layout and housing numbers. Site accessed by existing residential streets with tight on-street parking.	Site overgrown and offering some habitats for ecology. Mitigation strategy required to preserve and enhance the site's ecological value. This is secured through planning conditions.	No overriding or irresolvable issues.	Development proposed by a development company. The land has changed hands since earlier unimplemented consents.	Most recent application for 12 units not bound by a s106 agreement and expected to be viable and deliverable subject to prevailing housing market conditions.	✓	✓	2023/24  Recent appeal decisions have raised questions over the deliverability of dwellings on this site within next five years.	The wider site has a long history of planning consents, but no development has taken place. The constraints affecting the site have led to only the northern part being the subject of an application for just 12 dwellings with a greater prospect of it being delivered. Given the current reserved matters application for 30 units, it may be that the larger scheme prevails – although this will be kept under review.

#### Assessment of Frinton and Walton sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
15/0123 4/OUT	'Finches Park' Land East of Halstead Road Kirby Cross Frinton On Sea Essex CO13 0LR	622300 (E) 221220 (N)	18.91ha	228 dwellings remaining of the 240 approved under the outline consent.	UNDER CONSTRUCTION  Development under construction with 12 completions having taken place up to 1 <sup>st</sup> April 2019. Reserved matters have been approved in phases. Phase 1 (49 units) 17/01895/DETAIL and Phase 2 (28 units) 17/02145/DETAIL approved in March 2018. Phase 3 (91 units) 18/00898/DETAIL currently under consideration.	No overriding physical constraints.	Site forms part of strategic green gap designated between Kirby Cross and Kirby le Soken. Development required to include open space at its northern end to retain some gap whilst addressing ecological and SuDS issues.	S106 agreement to deliver £300k for early years and childcare, £876k for primary school places, £887k for secondary school places and £93k for health provision. Off-site junction works required to signalise and reconfigure nearby junctions.	Site acquired and being constructed by developers Linden Homes.	No viability issues raised during application or appeal process.	✓	✓	2019-2027  8-year build programme at an average rate of 30 completions per annum.	Linden Homes have commenced development. They advise a development rate of 30 completions per annum for the remainder of the build period, based on actual sales.
17/0189 5/DETA IL														
17/0214 5/DETA IL														

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments	
15/0171 4/FUL	'Hamford Park' Martello Caravan Park Kirby Road Walton On The Naze Essex CO14 8QP	625045 (E) 221948 (N)	8.80ha	120 dwellings remaining of the 216 approved under the detailed consent.	UNDER CONSTRUCTION  Development under construction with 96 completions having taken place up to 1 <sup>st</sup> April 2019.	Part of the site needed to be raised to address flood risk concerns and part of the land is in the flood zone. Access spine road already constructed under separate consent.	Proximity to Hamford Water and the potential for recreational disturbance to the internationally important wildlife was a consideration at application stage. Inclusion of large area of open space to the north aims to minimise such issues.	S106 agreement to deliver £263k for early years and childcare, £768k for primary school places and £65k for health provision. Junctions already constructed.	Site under the control of Taylor Wimpey who are implementing the scheme with a partner registered provider.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly. Development has commenced which indicates that the scheme is viable. Development being built out at a rate reflecting sales.	✓	✓	2019-2023	This housing development forms part of a wider package of developments on the Martello site which includes retail and extra-care provision. Implementation of the retail phase in 2018/19 is expected to have increase market interest in the Walton area and could improve market conditions for the delivery of the housing scheme. Good location for town centre shops and services and the beach and backwaters. Rate of development anticipated around 30 completions but with the potential to achieve higher rates of completion depending on prevailing housing market demand and the popularity of the location.	
16/0003 1/OUT	Turpins Farm Elm Tree Avenue Kirby Le Soken Essex CO13 0DA	623590 (E) 221594 (N)	11.73ha	210 dwellings as per the outline consent.	OUTLINE CONSENT  Outline planning permission granted in March 2017.  No reserved matters approval or applications submitted.	No overriding physical constraints.	Land to the north particularly sensitive in landscape terms as it forms part of the coastal slopes around Hamford Water. Scheme required to provide open space at its northern end to provide appropriate transition.	S106 agreement to deliver £162k for early years and childcare, £767k for primary school places, £777k for secondary school places and £63k for health provision.	Single landowner in advanced discussions with a housebuilder. Landowner also promoting development on land off Edenside and Bloomfield Avenue which is subject to a separate appeal.	No viability issues raised during application process. It is understood that a housebuilder was interested in purchasing the site, but pulled out over Brexit uncertainties.	✓	✓	2020-2026	Site has very good access to local shops, schools and community facilities and is in an attractive location with views over Hamford Water. New homes in this location are expected to sell well and an average rate of 40 dwelling completions per annum is estimated for this site. Housebuilder were interested in purchasing the site but pulled out over Brexit uncertainties.	
15/0171 9/OUT	171 Thorpe Road and Land to rear of 121-183 Thorpe Road and 4-20 Chapel Lane Kirby Cross Frinton On Sea Essex CO13 0NH	620776 (E) 221065 (N)	4.99ha	105 dwellings based on the current reserved matters application in the process of determination.	OUTLINE CONSENT  Outline planning permission granted, on appeal in September 2016.  Reserved matters application 18/01728/DETAIL submitted in October 2018 and awaiting determination.	Existing property needs to be demolished to secure access. Row of important trees through the centre of the site need to be retained.	Important trees need to be retained within the development and development must respect the setting of nearby listed buildings.	S106 agreement to deliver £354k for primary school places and £33k for health provision.	Land controlled by a development company but currently used for agricultural and paddocks. Site currently being marketed.	No viability issues raised during application or appeal process.	✓	✓	2021-2025	Land lies to the rear of existing properties and located further from facilities and services than other available development sites. Development on other larger sites in the area expected to come forward earlier. Developer has advised on the build rate included in the trajectory.	
17/0198 8/FUL	Land to The East of Kirby Road Great Holland Essex CO13 0HL	621854 (E) 220602 (W)	0.89ha	41 over-55s dwellings as per the planning application proposal.	RESOLUTION TO APPROVE  Planning Committee resolution in October 2018 to grant planning permission subject to the completion a s106 legal agreement.	No overriding physical constraints.	No irresolvable or overriding issues.	No irresolvable or overriding issues.	Development by Beaumont Retirement Living.	No viability issues raised during application process.	✓	✓	2021/22	Part of a wider complex of care home and extra-care development.	
16/0144 6/DETA IL	'Orchard Gardens' Rear of 32 - 52 Frinton Road Kirby Cross Frinton On Sea Essex CO13 0LE	622080 (E) 220935 (N)	1.51ha	11 dwellings remaining of the 28 approved under the detailed consent (following demolition of two existing properties).	UNDER CONSTRUCTION  Development under construction with 15 (net) completions achieved up to 1 <sup>st</sup> April 2019.	No issues.	No issues.	S106 agreement to secure £14k for early years and childcare and £42k for primary school places.	Developers Roman Homes implementing the scheme.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly.	✓	✓	Development will be completed in 2019/20.	Bungalows are a popular form of development in the Kirby Cross area, development is well advanced and expected to complete in 2019/20.	
17/0211 8/OUT	Former Martello Caravan Park Kirby Road Walton On The Naze Essex CO14 8QP	625045 (E) 221948 (N)	0.24ha	10 dwellings as per the outline planning permission.	OUTLINE CONSENT  Full planning permission granted in August 2017 for a 16 unit extra-care facility. Following lack of funding, outline permission for four terrace houses and six detached bungalows approved, as an alternative, in October 2018.	Access through the Martello site has been secured through a separate consent.	Development has needed to respect the setting of the Martello Tower on the site.	No overriding or irresolvable issues.	Land subject of proposal from Aspire Homes.	No viability issues raised during application process.	✓	✓	2020/21	Assumes reserved matters approval and discharge of conditions in 2019/20 and development in 2020/21/	Forms part of the wider Martello development including housing, retail and extra-care accommodation.

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17/0108 0/FUL	The Ernest Luff Home 2 Luff Way Walton On The Naze Essex CO14 8SW	623970 (E) 221301 (N)	0.28ha	12 almshouse-type dwellings as per the full consent.	UNDER CONSTRUCTION  Site being prepared ready for development.	Requires demolition of part of existing care home which has closed and is surplus to requirements.	No irresolvable or overriding issues.	No irresolvable or overriding issues.	Application submitted by development company beech Hill Property Development with full drawings. Care Home operators have declared the site surplus to requirements.	No viability issues raised during application process.	✓	✓	Development will be completed in 2019/20.	Good location for alms houses with access to nearby shops and services.
16/0053 8/FUL	88 - 90 Pole Barn Lane Frinton On Sea Essex CO13 9NG	624009 (E) 220422 (N)	0.12ha	10 apartments as per the full planning consent.	UNDER CONSTRUCTION  Site in the early stages of construction.	No irresolvable or overriding issues.	No irresolvable or overriding issues.	No issues.	No viability issues raised during application process.	✓	✓	Development will be completed in 2019/20.	Completions expected in the short term.	

#### Assessment of Manningtree/Lawford/Mistley sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
15/008 76/OUT  17/015 27/DET AIL  Page 283	'Lawford Green' Land East of Bromley Road Lawford Essex CO11 2HS	609826 (E) 230704 (N)	22.70ha	360 dwellings as per the outline consent which includes provision for a community building, school car park and open spaces.	UNDER CONSTRUCTION  Development under construction first dwellings already at an advanced stage.	No overriding or irresolvable issues.	No irresolvable or overriding issues. Mitigation plan includes the retention and expansion of wildlife corridors around and within the scheme.	S106 agreement to deliver community building, camp site and land for early years and childcare provision and/or equivalent financial contribution. Also £1.3m for primary school places, £1.3m for secondary school places, £108k for health provision and £45k contribution to traffic calming measures at Manningtree station crossing.	Land controlled by Rose Builders.	No viability issues raised during application process.	✓	✓	2019-2031 Assumed rate of 30 completions per annum as advised by the developers themselves.	Development expected to achieve high rate of completions in response to strong market demand, as evidenced by the success of Summers Park. Average of 30 completions per annum advised by developer with the potential for higher rates.
15/007 61/OUT  17/005 35/DET AIL	Long Road Land to The South of Long Road and to West of Clacton Road Mistley Essex CO11 2HN	610381 (E) 230877 (N)	23.59ha	300 dwellings as per the outline consent which also includes 2 hectares of employment land.	DETAILED CONSENT (part)  Outline planning permission granted in July 2016.  Application to vary parameters plans approved in June 2018 and reserved matters application for first phase of development (96 units) approved in August 2018.  Separate outline application to increase dwelling numbers to 485 refused by the Council and now subject of appeal.	No overriding or irresolvable issues.	Exposed site which is sensitive in landscape terms. Changes to parameter plans to reduced landscaped area rejected by the Council for this reason. No other irresolvable or overriding environmental issues.	S106 agreement to deliver £374k for early years and childcare provision, £1.1m for primary school places, £1.1m for secondary school places, £90k for health provision and a £16k contribution to traffic calming measures at Manningtree station crossing.	Land controlled by Tendring Farms Ltd who are linked to developers City & Country.	No viability issues raised during application process. However, developer has submitted a planning application seeking to increase the number of homes from 300 to 485 with a view to marketing later phases of development to other volume housebuilders.	✓	✓	2020-2028  Assumptions: Resolution of current appeal: 2019/20. Discharge of conditions 2019/20. Commencement and first completions 2020/21.	The developer's intentions to secure permission for a scheme of up to 485 dwellings would indicate that delays are likely whilst the appeal is determined. If appeal for 485 units is successful, trajectory can be updated to reflect the change. Development expected to achieve high rate of completions in response to strong market demand, as evidenced by the success of Summers Park. A conservative average of around 40 completions per annum is estimated.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/009 43/DET AIL	'River Reach' Land South of Harwich Road Mistley Essex CO11 2DN	612633 (E) 231365 (N)	8.76ha	100 dwellings remaining of the 135 approved under the detailed consent. The development includes land for allotments and a flexible building that could be used as either affordable housing or a medical facility.	UNDER CONSTRUCTION  Development under construction with 35 completions achieved up to 1 <sup>st</sup> April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues. Development includes comprehensive landscaping scheme to minimise impact on the exposed countryside.	S106 agreement to deliver £41k contribution towards health facilities.	Land controlled by Hopkins Homes.	No viability issues raised during application process.	✓	✓	2019-2022 Three years to complete the remainder of the scheme.	Development now under construction. Construction rate of 40 per annum assumed as this end of Mistley is further from main services and facilities than other sites around Lawford and the western end of Mistley. Potential for development rates to be higher in response to market demand.
15/018 10/OUT	Land North of Stourview Avenue Mistley Essex	612653 (E) 231602 (N)	4.63ha	70 dwellings as per the outline consent.	OUTLINE CONSENT  Outline planning permission granted in May 2017.  New outline application for 72 dwellings under consideration.	Access to be secured via Council-owned land to avoid direct access through the existing housing estate.	Site sensitive in ecological and, less so, landscape terms but the ecological and landscaping arrangements will keep harm to a minimum and bring about ecological gain.	S106 agreement to deliver £255k for primary school places, £269k for secondary school places and £21k for health provision.	Land controlled by Rose Builders.	No viability issues raised during application process but it is understood that the cost of acquiring access, s106 obligations and the likely sales value of property in this specific location do have potential viability implications.	✓	✓	2024-2027 Assumptions: New outline permission granted 2019/20. Reserved matters approval 2022/23. Discharge of conditions and commencement 2023/24 with first completions in 2024/25.	Developers likely to prioritise development at Lawford Green as a more viable development in the shorter term. Lower average anticipated rate of construction of 30 per annum reflects these concerns. Recent appeal decisions have raised questions over the deliverability of dwellings on this site within next five years. Trajectory currently assumes no completions in years 1-5.
17/000 04/OUT  Page 4	Land to The rear of New Road Mistley Essex CO11 2AG	610896 (E) 231348 (N)	2.97 ha	67 as per the outline consent.	OUTLINE CONSENT  Outline planning permission granted, on appeal, in February 2018.  Application to vary layout plan refused by the Council in April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land controlled by CALA homes.	No viability issues raised during application or appeal process.	✓	✓	2020-2020 Assumptions: Reserved matters approval 2019/20. Discharge of conditions and commencement 2019/20 with first completions in 2019/20.	Housebuilder has submitted revised layout plans for 67 dwellings with a view to commencing development as soon as is practical. They have advised the rate of development assumed in the trajectory.
15/004 05/FUL	Thorn Quay Warehouse, High Street, Mistley, Essex CO11 1HE.	611727 (E) 231811 (N)	0.24ha	45 dwellings as per full consent which involves the demolition of existing warehouse and construction of a new building comprising dwellings, quay level warehouse floorspace, office floorspace and car parking provision.	UNDER CONSTRUCTION  Warehouse has been demolished in preparation for development. Site forms part of the EDME holdings subject of a mixed-use development allocation in the emerging Local Plan (Policy SAMU1).	Need to ensure the operational requirements of existing businesses is not compromised. Part of site is within Flood Zone and so development needs to be flood resilient.	Site immediately next to the Stour Estuary which is the subject of a number of environmental designations.	No irresolvable or overriding issues.	Land forms part of the holdings of EDME maltings which also operates from the southern side of the High Street. EDME is promoting a longer-term plan to relocate the business and redevelop the existing site for mixed-use development.	High costs involved in demolishing existing warehouse – but this has now taken place. Viability independently tested at planning application stage and s106 agreement adjusted accordingly to allow viability to be reviewed.	✓	✓	Site now prepared for development. Assumed construction in 2020/21 following discharge of all necessary conditions.	Warehouse now demolished and development is expected to take place in 2020/21.
15/017 87/FUL	Site to South of Pound Corner Harwich Road Mistley Essex CO11 2DA	612287 (E) 231383 (N)	4.04ha	16 dwellings remaining of the 25 approved under the detailed consent.	UNDER CONSTRUCTION  Development under construction with 9 dwellings completed up to 1 <sup>st</sup> April 2019.	No irresolvable or overriding issues.	No irresolvable or overriding issues.	No irresolvable or overriding issues.	Site controlled by Futureay Homes.	No viability issues raised during application process.	✓	✓	Completion in 2019/20 anticipated.	Development under construction.

## Assessment of Brightlingsea sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
15/013 28/FUL	'Harbourside' Waterside Marina Former James and Stone Shipyard Waterside Marina Brightlingsea Essex CO7 0AP	608510 (E) 216261 (N)	0.58ha	51 dwellings of the 199 originally approved as part of this major waterside development. Scheme nearly complete with only two units outstanding.	UNDER CONSTRUCTION  Development stalled after previous developer went into administration. Remaining phases of development now under construction and nearly complete.	No issues.	No issues.	No issues.	No issues.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly.	✓	✓	Remaining units will be completed in 2019/20.	Development under construction and nearing completion.
17/013 18/FUL	'Colne Gardens Phase 2' Land at Robinson Road Brightlingsea Essex	609342 (E) 217087 (N)	5.29 ha	115 as per the full consent.	DETAILED CONSENT  Full planning permission granted in August 2021 following the completion of a s106 legal agreement. This site had been allocated for development in the emerging Local Plan (Policy SAH3).	No overriding or irresolvable issues.	Proximity to protected: Colne Estuary; SSSI; coastal protection belt issues.	No irresolvable issues subject to suitable s106 agreement being put in place (which has now been secured).	Land controlled by Hopkins Homes who have completed the development on land immediately west.	No viability issues raised during application process.	✓	✓	2019-2022	This is a second phase of development from Hopkins Homes and a rate of 40 completions a year is anticipated – reflecting the success of the earlier phase.

## Assessment of Colchester Fringe sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/008 59/OUT  Page 280	Land to the south of Bromley Road Ardleigh Colchester Essex CO7 7SE	603135 (E) 226075 (N)	7.47ha	145 dwellings as per the outline planning consent.	OUTLINE CONSENT  Outline planning permission granted, on appeal, in September 2018.	No overriding or irresolvable issues.	Close proximity to Salary Brook.	No overriding or irresolvable issues.	Land under option to Gladman Developments Ltd who are in advanced discussions with a housebuilder.	No viability issues raised during application or appeal process.	✓	✓	2021-2024	Development on the Colchester/Tendring border refused over concerns that it might prejudice the garden community proposed for that location. The appeal Inspector did not agree and permission was granted in September 2018. Strong market area where high completion rates are achievable. Housebuilder in advanced stage of acquiring the site and a reserved matters application is imminent. Trajectory based on Gladman Homes own assertions, within their appeal evidence, that the site is deliverable.
17/014 77/DET AIL	'Avellana Place Phase 2' Land North of Former Betts Factory Ipswich Road Colchester Essex CO4 4HE	601765 (E) 228210 (N)	6.99ha	84 remaining of the 120 dwellings approved under the detailed scheme.	UNDER CONSTRUCTION  Development under construction with 36 completions up to 1 <sup>st</sup> April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.  Development to provide a s106 contribution towards the management of neighbouring Bullock Wood.	S106 agreement to secure £438k for primary school places, £443k for secondary school places, £15k for health provision.	Development being built by Bellway Homes who were the developer for Phase 1.	No viability issues raised during application process. Phase 1 development completed in 2017/18 and development expected to proceed with phase 2.	✓	✓	2019-22 2-3 years to complete the remainder of the scheme.	Second phase of popular development on the former Betts Factory site extending onto less-constrained greenfield land. Following completion of first phase, development of second phase expected to progress quickly with average rate of 40 completions per annum considered conservative – although reflective of the completions achieved so far in 2018/19.
15/002 41/FUL	Westpark Ipswich Road Colchester Essex CO4 9HB	601741 (E) 228549 (N)	0.39ha	14 dwellings as per the full consent.	DETAILED CONSENT  Full planning permission granted in August 2016.  Later application for a 'drive-thru' restaurant refused in March 2018 but allowed on appeal.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No issues.	The unsuccessful proposal for a KFC drive-thru restaurant may suggest that a residential scheme is not considered viable.	✓	✓	Deliverability uncertain in light of alternative development proposal.	Residential consent was granted following earlier proposal for a drive-thru takeaway which was dismissed on appeal. A new drive-thru proposal has however now been allowed on appeal. It suggests that there is no immediate intention to develop the consented homes on the site.	

## Assessment of Alresford sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/005 65/DET AIL	'Staunton Gate' Land South of Cockaynes Lane Alresford Essex CO7 8BZ	606329 (E) 221655 (N)	6.56ha	111 dwellings remaining of the 144 (met) approved under the detailed planning consent.	<b>UNDER CONSTRUCTION</b>  Development under construction with 33 (net) completions up to 1 <sup>st</sup> April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	S106 agreement to secure £160k for early years and childcare provision, £468k for primary school places, £22k for school transport and £43k for health provision.	Site being built by Taylor Wimpey.	No viability issues raised during application or appeal process. Development well under-way.	✓	✓	2019-2021	Development is well advanced and Taylor Wimpey have advised of a two-year build programme for the remaining 111 units.
18/003 67/FUL	Land North of Cockaynes Lane Alresford Essex CO7 8BT	606395 (E) 221890 (N)	3.85ha	84 dwellings as per the current planning application which has a Committee resolution to approve.	<b>RESOLUTION TO APPROVE</b>  Original Outline planning permission granted, on appeal, in December 2016. New full planning application (18/00367/FUL) for 84 dwellings has obtained a Planning Committee resolution to approve, subject to a s106 legal agreement.	Complex access arrangements in Cockaynes Lane with possible requirement for third party land.	Need to retain as much as possible of the rural character of Cockaynes Lane through appropriate landscaping.	S106 agreement will secure contributions towards necessary educational and health infrastructure.	Land controlled by Taylor Wimpey.	No viability issues raised during application or appeal process. The progress of development south of Cockaynes Lane suggests that this location is viable.	✓	✓	2021-2024	Assumptions: Taylor Wimpey projected completions are 36 in 2021/22, 40 in 2022/23 and 8 in 2023/24.  Site acquired by Taylor Wimpey to form a second phase of the wider Cockaynes Lane development and to secure a complimentary highway access solution. The new 84-dwelling proposal has provisional approval from the Council subject to the completion of a new s106 agreement.
17/006 58/DET AIL	Land South of St Andrews Close Alresford Essex CO7 8BL	606762 (E) 221074 (N)	2.56ha	45 dwellings as per the outline planning consent.	<b>DETAILED CONSENT</b>  Outline planning permission granted in May 2016. Reserved matters approved in January 2018.	No overriding or irresolvable issues.	No overriding or irresolvable issues subject to ecological mitigation programme being implemented.	S106 agreement to secure £28k for early years and childcare provision and £7k for school transport.	Land controlled by Bennet Homes.	No viability issues raised during application process.	✓	✓	2019-2021	Assumptions: Discharge of conditions and commencement of development 2018/19. First completions in 2019/20.  Development likely to proceed following completion of Bennett Homes' current development at Abbey Gardens in Thorpe le Soken.

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## Assessment of Elmstead Market sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
16/017 97/OUT	Land adjacent Market Field School School Road Elmstead Essex	606303 (E) 224251 (N)	4.39 ha	62 dwellings as per the outline consent.	<b>OUTLINE CONSENT</b>  Planning permission for 62 dwellings granted on appeal in February 2018.  No reserved matters approval or applications submitted.	No irresolvable outstanding issues	No overriding or irresolvable issues.	S106 agreement to secure £227k for primary school places and £230k for secondary school places.	Land controlled by Hills Residential.	No issues were raised at application or appeal stage.	✓	✓	2020-2024.	Development by Hills Residential most likely to follow their other scheme in Tye Road which has detailed consent. Average rate of development anticipated around 20 completions per annum to reflect the rate that this developer builds. Hills Residential has advised the Council on its trajectory for this site.
18/018 63/DET AIL	Charity Field Land South of Colchester Road Elmstead Essex CO7 7ET	606034 (E) 224401 (N)	6.10ha	50 dwellings as per the outline consent which also provides for a community hall, allotments and open space..	<b>DETAILED CONSENT</b>  Outline planning permission granted, on appeal, in November 2016. Reserved matters approved in February 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	S106 agreement to secure £162k for primary school places, £7k school transport and a new Community Hall.	Site controlled by Go Homes.	No viability issues raised during application or appeal process.	✓	✓	2020-2022.	Development provides for a community hall and s106 requires this to be delivered halfway through the development. A rate of 25 completions over two years is suggested, but the actual completions are likely to be higher based on Go Homes' rapid completion of a development on land off Clacton Road, Elmstead.
16/002 19/OUT	Land to The East of Tye Road Elmstead Colchester Essex CO7 7BB	605640 (E) 224766 (N)	2.40ha	32 dwellings as per the outline consent.	<b>OUTLINE CONSENT</b>  Outline planning permission granted, on appeal, in April 2017. Reserved matters application 18/01307/DETAIL expected to be approved in April 2019.	Two access options for pedestrians along Tye Road being explored through reserved matters proposal. One option has a more detrimental impact on trees.	No overriding or irresolvable issues.	S106 agreement requires unfettered vehicular access to the adjoining development site and £117k for primary school places.	Site controlled by Hills Residential but pedestrian and vehicular access options may require use of highway or third party land.	There may be some costs involved in securing access if third party land is required.	✓	✓	2019/2021.	With approval of reserved matters, development expected in April 2019, development is expected to commence in mid-2019/20 according to the trajectory provided by the developer.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
14/012 38/OUT	Agricultural Field to The North of Meadow Close Elmstead Essex CO7 7HR	605823 (E) 224654 (N)	1.05ha	20 dwellings as per the outline consent which also provides for a pedestrian crossing across the A133.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in April 2016.  Reserved matters application 18/01810/DETAIL currently under consideration.	No overriding or irresolvable issues. Some concern amongst residents about access via Meadow Close with a preference that the development take access via the adjoining Tye Road site.	No overriding or irresolvable issues.	S106 agreement to secure £70k for the creation of a pedestrian crossing on the A133, £40k for improvements to bus stops. Includes clauses to enable viability to be tested in the future to see if additional contributions towards affordable housing should be paid.	Site controlled by South East Developments Limited who have submitted the reserved matters application.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly.	✓	✓	2021/22	It is expected that the Hills Residential development east of Tye Road will be developed first. The Tye Road scheme requires that developer to provide unfettered access to the Meadow Close site. Reserved matters approval expected in 2019.
14/012 92/OUT	Land to The West of Church Road Elmstead Market Essex CO7 7AR	606224 (E) 224518 (N)	3.19ha	20 dwellings as per the outline consent which also provides for a community hall, open space and allotments.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in December 2016.  New full planning application 18/01884/FUL for 41 dwellings currently under consideration.	No irresolvable issues – but Church Road would need improving.	No irresolvable issues.	S106 agreement to secure £65k for primary school places, £3k school transport and a new Community Hall. Includes clauses to enable viability to be tested in the future to see if additional contributions towards affordable housing should be paid.	Site has transferred to a new owner, Newell Homes, who are exploring options for the development of the site – as demonstrated by the new application for 41 units.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly. However, likely to be some viability concerns arising from the cost of Community Hall secured through the s106 agreement. The developer has subsequently submitted a proposal for 41 dwellings.	✓	✓	2024/25	Development provides for a community hall and s106 requires this to be delivered as part of the development. However the development at Charity Field also provides for a community centre and there is uncertainty over which scheme will prevail. The new developers have indicated that there might be viability problems with the current consent and an alternative proposal involving a different number of dwellings has been submitted. Assumed for now that at least 20 homes would be delivered in the period, but not in the five-year supply.

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#### Assessment of Great Bentley sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
14/0175 0/OUT	Land at Station Field Plough Road Great Bentley Essex CO7 8LG	611403 (E) 221331 (N)	9.97ha	150 dwellings as per the outline consent which also provides for employment land.	<b>OUTLINE CONSENT</b>  Outline planning permission granted, on appeal, in September 2016.  Reserved matters application 18/01981/DETAIL under consideration.	No more than 50 dwellings can be constructed until either the unmanned railway crossing north of the site is closed and the footpath diverted, or a new footbridge is constructed over the railway.	No overriding or irresolvable issues.	S106 agreement to secure £83k for early years and childcare provision, £487k for primary school places, £25k for school transport and £45k for health provision. The s106 also requires suitable resolution to the railway crossing issue.	Site controlled by housebuilder Cala Homes.	No viability issues raised during application or appeal process.	✓	✓	2020-2024.	Developer's submitted phasing plan suggests 135 completions between June 2019 and August 2023. The trajectory makes a more conservative estimate given the need to approve reserved matters and discharge remaining conditions. A conservative estimate of 40 completions per annum gives 120 completions in years 2 to 4 with the remaining 30 in year 5.
16/0191 2/DETA IL	Land at Admirals Farm Heckfords Road Great Bentley Essex CO7 8RS	611387 (E) 222165 (N)	5.45ha	50 dwellings as per the detailed consent.	<b>DETAILED CONSENT</b>  Outline planning permission granted in September 2016.  Reserved matters approved in May 2017.  Developer advises that start is imminent.	A footpath along Heckfords Road needs to be created in order for the development to proceed to occupation.	No overriding or irresolvable issues.	S106 agreement to secure £31k for early years and childcare provision, £182k for primary school places, £8 for school transport and £15k for health provision.	Land controlled by Hills Residential.	No viability issues raised during application process.	✓	✓	2019-2023.	Planning condition requires safety improvements of Heckfords Road junction with A133 unless other developers provide this first. Development expected to follow on from the Go Homes scheme west of Heckfords Road. 20 completions a year estimated – based on advice from the developer.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/0175 9/DETA IL	'Bentley Gate' Land West of Heckfords Road Great Bentley Essex CO7 8RR	610982 (E) 222215 (N)	2.43ha	35 dwellings remaining of the 49 with detailed consent.	UNDER CONSTRUCTION  Development under construction with 14 units already completed up to 1 <sup>st</sup> April 2019.	A footpath along Heckfords Road needs to be created in order for the development to proceed to occupation.	No overriding or irresolvable issues.	S106 agreement to secure £182k for primary school places, £42 for school transport and £15k for health provision.	Site being developed by Go Homes.	No viability issues raised during application or appeal process. Development now well under way.	✓	✓	2019/20.	Planning condition requires safety improvements of Heckfords Road junction with A133. Go Homes have been successful in delivering new homes at Elmstead Market and are keen to progress this development. This is the first of the major residential schemes in Great Bentley to be delivered. The scheme is expected to complete by the end of 2019/20.
16/0199 9/OUT	'Admirals Farm Phase 2' Land East of Heckfords Road Great Bentley Essex CO7 8RS	611387 (E) 222165 (N)	2.17 ha	25 dwellings as per the outline consent which also proposes a doctors surgery.	OUTLINE CONSENT  Outline planning permission granted, on appeal, in November 2017.  No reserved matters approval or applications submitted.	Additional housing to be accessed via the first phase of development at Admirals Farm.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land controlled by Hills Residential.	No viability issues raised during application or appeal process.	✓	✓	Development to follow on from Admirals Farm Phase 1 scheme and likely to deliver from 2022/23.	Development stalled on appeal. Whilst the application proposes a doctors surgery, there are no clauses in the s106 which requires it to actually be built.

#### Assessment of Little Clacton sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
15/0155 0/OUT  Page 208	Land at The Street Little Clacton Essex CO16 9LT	616305 (E) 219465 (N)	6.52ha	98 dwellings as per the outline consent.	OUTLINE CONSENT  Outline planning permission granted, on appeal, in January 2017.  Reserved matters application 19/00093/DETAIL for first 18 dwellings under consideration.	No overriding or irresolvable issues.	Comprehensive drainage and ecological scheme to be implemented as part of the development.	S106 agreement to secure £340k primary school places and £30k health provision.	Land promoted by the landowner. First phase reserved matters application submitted by South East Developments Ltd.	No viability issues raised during application or appeal process.	✓	✓	Assumptions: - Reserved matters approval of phase 1 in 2019/20 and other phases in 2020/21. Given uncertainty over the legal covenant, development from 2024 predicted.	Land promoted by the landowner with first phase applied for by a housebuilder. Understood that the covenant from Essex County Council (which affects part of the land) requires a payment for the land which is going through a legal process. Taking a cautious approach, no completions are expected in years 1-5. However, there is a strong possibility that development could come forward earlier – albeit in phases.
17/0079 0/FUL	Land to rear of 59 & 61 London Road Little Clacton Essex CO16 9RB	616717 (E) 218254 (N)	1.45 ha	30 bungalows, as per the detailed planning permission.	DETAILED CONSENT  Full planning permission granted in February 2019. Site forms large part of the Local Plan allocation MSA14 (Montana Roundabout) and the site is now considered to be a commitment.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land controlled by local developer Krishna Kandiah.	Viability issues raised during the planning application process and independent viability assessment was undertaken. S106 obligations reduced accordingly.	✓	✓	Assumptions: Discharge of conditions and commencement in 2019/20 and development completed over two years 2020/21 and 2021/22.	As this site represents a large portion of the Montana Roundabout site allocated as site MSA14 in the emerging Local Plan, it is questionable if that allocation should remain listed in Table LP2 of the Local Plan. The remainder of the area allocated under MSA14 is under separate ownership and there are questions over the impact of development on a protected tree and the creation of a separate access point.
16/0042 7/OUT	24 The Street Little Clacton Clacton On Sea Essex CO16 9LD	616657 (E) 218938 (N)	0.52ha	10 dwellings as per the outline consent.	OUTLINE CONSENT  Outline planning permission granted in January 2017.  No reserved matters approval or applications submitted.	Development will share access with the existing garage for which new junction arrangements will be implemented.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land controlled by the owners of the adjoining car sales business.	No viability issues raised during application process.	✓	✓	Delivery of development very uncertain.	Development requires improvements to access to adequately serve both the homes and the existing garage. Uncertain if permission will be implemented.
16/0100 1/FUL	Stone Hall 55 London Road Little Clacton Clacton On Sea Essex CO16 9RB	616656 (E) 218325 (N)	0.70ha	4 dwellings remaining from the 10 with permission.	UNDER CONSTRUCTION  Development under construction with 6 completions up to 1 <sup>st</sup> April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Development by M&D Building Services Ltd.	No viability issues raised during application process.	✓	✓	Development expected to complete in 2019/20.	Development well advanced and nearing completion.

## Assessment of St. Osyth sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
11/0033 3/OUT	'Wellwick Field' The Priory Estate St Osyth Clacton On Sea Essex CO16 8NY	612142 (E) 215737 (N)	16.30ha	190 dwellings as per the outline consent.	<b>OUTLINE CONSENT</b>  Outline planning permission granted in March 2016.  Reserved matters application 18/01476/DETAIL under consideration.	Site of former quarry requires considerable land preparation and a new access junction onto the main road.	Site is former quarry located close to Colne Estuary.	No overriding or irresolvable issues.	Land controlled by the owners of St. Osyth Priory who are also directors of development company City & Country,	Viability thoroughly tested as part of the planning application process to determine how much repair and restoration of the Priory can be secured through the uplift in land value. Standard s106 contributions towards, education, health and affordable housing have been waived to enable this funding to be maximised.	✓	✓	2021-2029.	Development approved as part of a package of 'enabling development' to fund the repair and restoration of St. Osyth Priory – a heritage asset of national importance. Location of the site, effectively outside of the village and far from its centre makes properties less saleable than on the West Field site which is expected to come forward first. The increase in the value of the land through the grant of planning permission has however enabled the owners of the Priory to borrow money to commence some phases of the restoration.
16/0065 6/FUL	'West Field' St Osyth Priory The Bury St Osyth Clacton On Sea Essex CO16 8NZ	612142 (E) 215737 (N)	7.44ha	72 dwellings as per the full consent but involving the demolition of one property making the net increase 71.	<b>UNDER CONSTRUCTION</b>  Development has commenced on site.	Site lies east of the main crossroads in the centre of St. Osyth where there are local concerns about impact of additional traffic. These were assessed as part of the planning application process.	Site forms part of the Priory Estate and is located close to the main buildings with the Priory complex. The location, scale, appearance and design of these properties have required careful attention.	No overriding or irresolvable issues.	Land controlled by the owners of St. Osyth Priory who are also directors of development company City & Country,	Viability thoroughly tested as part of the planning application process to determine how much repair and restoration of the Priory can be secured through the uplift in land value. Standard s106 contributions towards, education, health and affordable housing have been waived to enable this funding to be maximised.	✓	✓	2019-2022	Projection reflects the developer's own evidence as submitted to a recent appeal. Three year build programme.

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## Assessment of Thorpe-le-Soken sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
17/014 82/DET AIL	'Henderson Park' Land East Side of Landermere Road Thorpe Le Soken Essex CO16 0NF	618572 (E) 222616 (N)	5.62ha	88 dwellings remaining of the 98 with detailed permission.	<b>UNDER CONSTRUCTION</b>  Development under construction with 10 dwellings already completed up to 1 <sup>st</sup> April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	S106 agreement to secure £123k for early years and childcare, £359k for primary school places, £364k for secondary school places and £30k for health provision.	Land being developed by Bellway Homes.	No viability issues raised during application process and development well under way.	✓	✓	2019-2022	Site under control of housebuilder that is progressing well with the scheme. A conservative assumption of 30 completions a year is set out in the trajectory but this could be exceeded. Development is well under way.
16/008 38/OUT	Land to South of Frinton Road (Lifehouse Drive) Thorpe Le Soken Essex CO16 0JF	618361 (E) 222073 (N)	5.15ha	49 as per the outline planning application.	<b>OUTLINE CONSENT</b>  Outline planning permission granted, on appeal, in October 2017.	No overriding or irresolvable issues.	Site lies partly within the Conservation Area and adjoining the Thorpe Hall registered park and garden. Mitigation strategy to protect bats, reptiles and dormice would need to be put in place for development to proceed.	Submitted s106 agreement commits to providing £180k for primary school places.	Land owned by investment company. Land has been put on the market and advanced discussions are being held with housebuilders.	No viability issues raised during application or appeal process.	✓	✓	2020-2022. Assumptions: Reserved matters approval in 2019/20 and discharge of conditions in 2020/21. Planning agent advises 5 completions 2021/22, 22 in 2022/23 and 22 in 2023/24.	Development allowed on appeal due to shortfall in the Council's five-year housing supply. Development with two access points likely to be completed in two phases over two years. Commencement dependent on sale to housebuilder and approval of reserved matters. Trajectory advised by the landowner's planning team who are in advanced discussions with housebuilders.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
13/014 81/FUL	'Abbey Gardens' Land North of Abbey Street Thorpe Le Soken Essex CO16 0JE	618327 (E) 222197 (N)	2.45ha	16 dwellings remaining of the 40 approved under the full permission.	UNDER CONSTRUCTION  Development under construction with 24 completions up to 1 <sup>st</sup> April 2019.	No issues.	No issues.	S106 agreement to secure £125k for primary school places.	Development being implemented by Bennett Homes.	No viability issues raised during application process.	✓	✓	Development under construction and expected to complete in 2019/20.	Development under way and expected to complete by end of 2019/20.
18/000 98/OUT	Land South of Frinton Road Thorpe Le Soken Essex CO16 0HS	619072 (E) 222055 (N)	1.16ha	10 dwellings as per the outline consent.	OUTLINE CONSENT  Outline planning permission granted, on appeal, in January 2019.	No issues.	No issues.	No issues.	No issues.	No issues.	✓	✓	2021/22 Assumptions: Reserved matters approval 2019/20, discharge of conditions and commencement 2020/21, construction in 2021/22.	Land adjoins that with planning permission under 16/00838/OUT. A relatively small scheme, accessed independently of others is expected to deliver in 2021/22 following approval of reserved matters.

#### Assessment of Weeley sites with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
15/0175 0/FUL	Land at St Andrews Road Weeley Essex CO16 9HR	614958 (E) 222124 (N)	0.79ha	4 dwellings remaining of the 14 granted permission.	UNDER CONSTRUCTION  Site under construction with 10 of the 14 dwellings already completed by 1 <sup>st</sup> April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land being developed by local building firm.	Viability independently tested at planning application stage and s106 contributions were adjusted accordingly.	✓	✓	Early 2019/20 for completion of the development.	Development nearing completion.

#### Assessment of sites in Smaller Rural Settlements with planning permission

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
15/0108 0/OUT	Allotment Field adjacent Great Oakley Primary School Beaumont Road Great Oakley Essex CO12 5BA	619076 (E) 227241 (N)	3.63ha	51 dwellings as per the outline consent which also includes a village hall, doctors surgery and shop.	OUTLINE CONSENT (part)  Outline planning permission granted in March 2016.  Phase 1 reserved matters 18/00352/DETAIL (23 units) approved in December 2018. Conditions in the process of being discharged.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	S106 agreement to secure the doctors surgery, the village hall, the shop, £32k for early years and childcare provision, £8k for school transport.	Land owned by local farmer keen to deliver a development that benefits the village.	No viability issues raised during the application process.	✓	✓	2021-2025  Discharge of remaining conditions 2019/20. Commencement 2020/21 and first completions 2021/22.	Recent variations to scheme and reserved matters approval indicate a desire from the landowners to implement the scheme. First 23 units of development expected to deliver in years 3 and 4.
18/0035 2/DETA IL	Land North of Tokely Road Frating Essex	609321 (E) 223402 (N)	2.76ha	68 dwellings as per the latest planning application.	DETAILED CONSENT  New planning permission granted in March 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	S106 agreement to secure financial contributions towards health and education along with affordable housing.	Site controlled by Sanctuary Housing.	No issues raised during application process.	✓	✓	Assumptions: Discharge of conditions 2019/20, commencement 2020/21 and first completions in 2021/22.	Site adjoins existing housing estate and will increase the size of the local play area.
16/0145 6/DETA IL	'Millers Green' Land adjacent Willow Farm Mill Lane Weeley Heath Essex CO16 9BZ	615109 (E) 220728 (N)	3.14ha	37 dwellings remaining of the 46 granted under the detailed consent.	UNDER CONSTRUCTION  Development under construction with 9 completions already up to 1 <sup>st</sup> April 2019.	Removal of existing pig farm and remediation of land required.	Remediation of any contamination on site required before development can take place.	No overriding or irresolvable issues.	Site controlled by Rose Builders.	Viability independently tested at the application stage and s106 requirements adjusted accordingly.	✓	✓	Developer advises 20 completions in 2019/20 and 17 in 2020/21.	The former pig farm has been removed from the site and construction is well under way.

<b>SITE CODE</b>	<b>ADDRESS</b>	<b>Grid Ref</b>	<b>Area (ha)</b>	<b>Estimated Dwelling Capacity</b>	<b>Planning Status</b>	<b>Physical Constraints</b>	<b>Environmental Constraints</b>	<b>Infrastructure Constraints</b>	<b>Ownership Issues</b>	<b>Viability Issues</b>	<b>Suit-able?</b>	<b>Avail-able?</b>	<b>Achievable? / Likely Timescale</b>	<b>Other Comments</b>
18/0097 4/DETA IL	Park 2 Land at Badley Hall Farm Badley Hall Road Great Bromley Essex CO7 7HU	608505 (E) 225879 (N)	1.34ha	24 dwellings as per the outline consent which was allowed in line with the rural exceptions policy.	<b>DETAILED CONSENT</b>  Outline planning permission granted in March 2017.  Reserved matters 18/00974/DETAIL approved in September 2018.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land owned by local farmer who is keen to provide some affordable homes for people of the village. Orwell Housing are understood to be acquiring the site.	High cost in serving the development by footpath – an issue to be negotiated.	✓	✓	Assumptions: Discharge of conditions and commencement 2019/20. Completions in 2020/21.	This is a rural exception scheme which was approved by the Council, contrary to normal policies, to enable the delivery of affordable housing for the people of Great Bromley. The scheme comprises 16 affordable homes and 8 market homes.
16/0067 7/FUL	Kidbys Nurseries Clacton Road Weeley Heath Clacton On Sea Essex CO16 9EF	615589 (E) 220384 (N)	1.40ha	5 dwellings of the 22 approved under the full consent (as amended).	<b>UNDER CONSTRUCTION</b>  Development under construction with 17 completions up to 1 <sup>st</sup> April 2019.	No issues.	No issues.	No issues.	Site acquired by South East Developments Ltd who are developing the site.	No viability issues raised during the application process. Development now under construction.	✓	✓	Development expected to be completed in 2019/20.	Development well under way and expected to complete in 2019/20.
18/0067 8/DETA IL	Land South of Station Road Wrabness Essex CO11 2TH	617753 (E) 231448 (N)	1.42ha	18 dwellings as per the outline consent which also provides for a village green.	<b>DETAILED CONSENT</b>  Outline planning permission granted in September 2016.  Reserved matters application (18/00678/DETAIL) submitted in April 2018 and is in the process of being determined.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Land owned by local farmer.	No viability issues raised during the application process.	✓	✓	Assumptions: Discharge of conditions and commencement 2019/20. Completions 2020/21.	Development to provide a village green adjoining the existing village hall..
18/0184 5/DETA IL	Land to North of Break of Day and Newlands Beaumont Road Great Oakley Essex CO12 5BD	619162 (E) 227060 (N)	0.94ha	17 dwellings as per the outline consent.	<b>DETAILED CONSENT</b>  Outline planning permission granted in December 2016.  Reserved matters approved in January 2017.	No overriding or irresolvable issues.	No viability issues raised during the application process.	✓	✓	2020/21. Assumptions: Discharge of conditions and commencement 2019/20. Completions 2020/21.	Site adjoins the land proposed for 51 homes and community facilities.			
16/0113 N/FUL G	Site to West of Edwards Drive Clacton Road Thorrington Essex	609056 (E) 220261 (N)	1.17ha	5 bungalows remaining of the 16 granted permission under the full consent.	<b>UNDER CONSTRUCTION</b>  Development under construction with 11 completions up to 1 <sup>st</sup> April 2019.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Site controlled by Scott Properties.	No viability issues raised during the application process.	✓	✓	Development expected to be completed in 2019/20.	Developer keen to deliver these bungalows as there is strong demand in the area. Remaining five units to be completed in 2019/20.
16/0087 1/DETA IL	Land rear of White Hart Inn Harwich Road Wix Manningtree Essex CO11 2SA	616862 (E) 228494 (N)	0.46ha	10 dwellings as per the detailed consent.	<b>DETAILED CONSENT</b>  Outline planning permission granted in July 2013.  Understood that permission may now have lapsed.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	✓	✓	Consent lapsed. Delivery at a future point uncertain.	Development not likely to take place any time soon.			
17/0009 0/FUL	Land adjacent Morton House Station Road Thorrington Essex CO7 8JA	609103 (E) 220739 (N)	0.97ha	10 bungalows as per the full consent.	<b>DETAILED CONSENT</b>  Full planning permission granted, on appeal, in September 2017.  Conditions yet to be discharged.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Site controlled by Scott Properties.	No issues raised during application or appeal process.	✓	✓	Assumptions: Discharge of conditions and commencement in 2019/20 and development in 2020/21.	Developer keen to deliver these bungalows as there is strong demand in the area. Development likely to follow on from the Edwards Drive scheme.

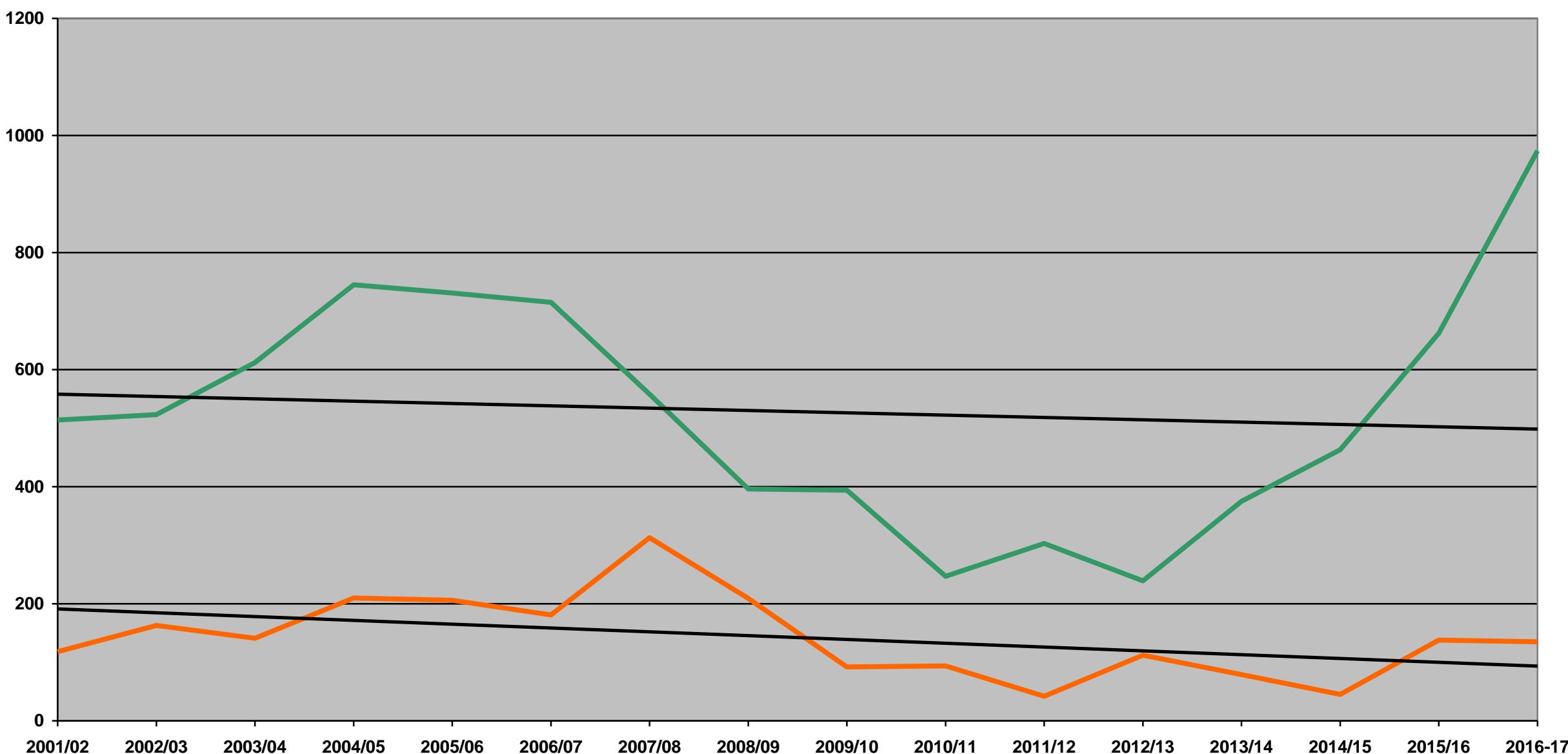
## Appendix 2: Assessment of Small Sites and Windfalls

The National Planning Policy Framework states that Local Plans can include an allowance for 'windfall sites' in the ongoing five-year supply of housing land if there is compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Because only sites with a net dwelling capacity of 10 or more units are specifically assessed and thereafter considered as potential housing allocations in the Local Plan, it is highly likely that other smaller sites with the potential for 9 or fewer dwellings will also contribute toward the overall housing stock increase for the district. Historically small windfall sites have been an important source of supply and they are expected to continue to contribute towards housing supply in the future.

On 31<sup>st</sup> March 2017 a number of sites in the district had planning permission for residential development comprising 9 or fewer dwellings and involving a net increase in units which, in total, had the potential to deliver 974 homes. This follows a steep increase in the number of planning permissions granted between 2012 and 2017 following the publication of the National Planning Policy Framework and the Council's application of the 'presumption in favour of sustainable development' through a period of time when it was unable to identify a 5-year supply of deliverable housing sites. Planning permissions for housing on small sites have continued to be granted in the financial year 2017/18 and the updated figure still stands at just over 1,000 dwellings with 243 dwellings having been completed in that period.

Without assessing the suitability, availability and achievability of every one of these small sites, which would not have been practical within the resources available, it would not be appropriate to simply assume that 974 dwellings will be actually be built. In reality sites often gain planning permission for residential development and these can remain unimplemented for many years. It is therefore better to formulate an estimate of how many dwellings are likely to be built on small sites looking at the trends in both the supply of small housing sites and their delivery. The following graph shows, for the period between 1<sup>st</sup> April 2001 and 31<sup>st</sup> March 2017, both the outstanding potential for housing development (as measured in any one year) and the actual number of dwelling completions on small sites per year. The graph has not been updated with 2018/19 data, for the reasons explained overleaf.

**Small sites (9 or fewer next dwellings) with outstanding residential permission vs dwelling completions on small sites 2001 to 2017**



This graph shows for each year between 2001 and 2017 the number of dwelling completions on small sites and the potential number of dwellings that could be delivered on small sites with outstanding residential planning permissions. The black lines indicate that the trend for each of these measures which over the 14 year period have both been gently downward. This reflects both the impact of the downturn in the economy between 2008 and 2012 and the inevitable 'drying up' of available small sites. The graph also shows that both planning permissions and completions have been increasing as the economy grows stronger and the publication of the NPPF has required more permissions to be granted. Taking the trend over the full 14 years, on average, the level of dwelling capacity has fallen at a rate of approximately 30 dwellings per year and the ratio of outstanding dwelling potential to actual dwelling completions has been around 1 to 4. The table below provides an indication of how many dwellings might be completed on small sites if these trends were projected over the coming years, but with supply in the first five years declining by 100 a year to reflect the very rapid increase in planning permissions granted, in particular during 2016/17. This reflects an expected rapid fall in the grant of permissions as the Council reaches a 5-year supply and is better able to determine applications in accordance with the development plan. From 2022 onwards, the standard reduction of 30 a year applies, reflecting a more stable position.

#### **Projected dwelling completions on small sites (with a capacity of 9 or fewer dwellings) 2017-2033**

Year	2017/18 (last reporting year)	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33
<b>Projected dwelling potential of small sites (reducing by 100 a year in years 1 to 5 and by 30 a year thereafter)</b>	814	714	614	514	414	378	348	318	288	258	228	198	168	138	108	78
<b>Projected dwelling completions on small sites (one quarter of the figure above).</b>	204 (actual outturn 243)	179 (actual outturn 374)	154	129	104	94	87	80	72	65	57	50	42	35	27	20
<b>Cumulative dwelling completions on small sites (1<sup>st</sup> April 2017 base date as set out in 2017 SHLAA)</b>	<b>204</b> (actual outturn 243)	<b>383</b> (actual outturn 617)	<b>537</b>	<b>666</b>	<b>770</b>	<b>864</b>	<b>951</b>	<b>1031</b>	<b>1103</b>	<b>1168</b>	<b>1225</b>	<b>1275</b>	<b>1317</b>	<b>1352</b>	<b>1379</b>	<b>1399</b>
<b>Updated cumulative dwelling completions on small sites (1<sup>st</sup> April 2018 base date)</b>	-	-	154	283	387	481	<b>568</b>	648	720	785	842	892	934	969	996	1016

This projection was included in the 2017 version of the SHLAA and the 1,399 homes predicted for the period 2017-33 is reflected in the publication draft of the Local Plan in Policy LP1. For the years 2017/18 and 2018/19, the prediction was 204 and 179 completions on small sites respectively, however the actual outturn for 2017/18 and 2018/19 was 243 (net) and 374 (net). This suggests that the projection produced in 2017 was fairly conservative and robust. To maintain a conservative approach, the Council has not sought re-calibrate the projection to reflect the fact that more planning permissions have been granted on smaller sites and a supply more than 700 homes still applies at 1<sup>st</sup> April 2019. Instead, the projected figures, per annum, set out above for years 2019 through to 2033 are simply carried forward, unadjusted, into the overall trajectory.

For the 14 year period 2019 to 2033, the cumulative figure for small site dwelling completions comes out at 1,016.

For the 5 year period 2019 to 2024, the cumulative figure is 568 dwellings which can now be included within the calculation of five-year housing supply.

Both the 14-year and 5-year figures are considered to be conservative and robust, particularly given that at 1<sup>st</sup> April 2019, there are 729 dwellings on small sites with planning permissions that are still to be built.

## Appendix 3: Assessment of emerging Local Plan Housing Allocations

### Assessment of Clacton Local Plan housing allocations

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
Page 294 SAMU3	'Oakwood Park' Land to The South of Holland Road Little Clacton Essex	618548 (E) 218698 (N)	53.80ha	918 dwellings as indicated by the promotor of the development in their latest concept plan and delivery statement.	Land allocated for a mixed-use development in the emerging Local Plan (Policy SAMU3) which includes housing, community facilities, a primary school and open space. The Local Plan currently indicates that the development will deliver 600 homes within the plan period to 2033 with a further 150 post 2033. .	The need to secure pedestrian connection to the established built up area. Existing footpath runs through the centre of the site, but pedestrian access via the adjoining development of up to 250 homes in Thorpe Road will also be secured.	Site unaffected by any ecological or landscape designations. Site outside of the flood zone.	Development would be of a scale that would require infrastructure to be delivered on site. The Local Plan requires a primary school, early years and childcare facility and health facilities. No irresolvable transport or utilities problems.	Site being promoted by a single developer (Scott Properties) with an option on the land. They are working with the owners of land in Thorpe Road to ensure that adequate access arrangements are secured and it is understood that an agreement has been reached.	Viability likely to be determined by prevailing housing market conditions. Property prices in the Clacton area are generally lower than elsewhere in Tendring (excluding Harwich) and this will impact upon viability. Costs involved in delivering new facilities – particularly the school, however development would be of a scale capable of absorbing this cost.	✓	X	2024 onwards	The developer is in the process of preparing an outline planning application having undertaken many of the necessary studies. Proposal not the subject of many substantive objectives following consultation on the Local Plan. The developer has indicated that the whole of the 918 dwellings can be delivered within the Local Plan period with three development outlets. The trajectory takes a more conservative estimate of approximately 640 in the plan period. Developer advises 417 bungalows to be delivered between 2020 and 2031 at a rate of between 35 and 40 per annum. 501 family homes to be delivered between 2024 and 2031, a rate of just over 70 a year across two development outlets. Trajectory assumes 40 bungalows a year 2024-2026 with development rates stepping up to 80 a year from 2026 as the Thorpe Road development is completed and an additional two outlets into the Oakwood Park scheme are created for family housing.
	'Hartley Gardens' Land between St. John's Road and Little Clacton Road Clacton on Sea Essex	616298 (E) 217060 (N)	68.00ha	1,700 dwellings as indicated in the emerging Local Plan.	Land allocated for a mixed-use development in the emerging Local Plan (Policy SAMU2) which includes housing, community facilities, primary school, open space and employment. The Local Plan currently indicates that the development will deliver 600 homes within the plan period to 2033 with a further 1,100 post 2033.	The proposed site will require a relief road on its northern boundary. This will be critical in the delivery of this large scale site. Currently there are overhead power lines running across the site. These will need to be grounded prior to development commencing.	Site unaffected by any ecological or landscape designations. Site outside of the flood zone. Two areas of copse woodland will need to be protected and incorporated into the scheme.	The development requires a link road between the A133 and B1027. Engagement with Anglian Water is required to address capacity issues within the waste water treatment works. Financial contributions will also be required for health care and education on or off site.	Land in multiple ownership but development being promoted by a consortium of owners, led by a new development firm. All individual landowners are supportive of the consortium approach.	Costs involved in the implementation of a new relief road will need to be addressed. However, it is understood that the developer deems the site viable and this is supported by the Council's evidence. Costs in regard to sewerage treatment works expansion will need to be considered and incorporated.	✓	X	2025 onwards	Planning agent has indicated that all 1,700 homes are potentially deliverable within the plan period to 2033, but the Council has taken a conservative estimate for the purposes of the trajectory. This assumes that three access points to the development will be opened up via the relief road at different stages of the development. This allows for 30 completions a year between 2025 and 2028 from one outlet, 60 a year between 2028 and 2031 via two outlets and 90 a year via three outlets from 2031. This would deliver 450 of the 1,700 homes up to 2033 with a further 1,250 post 2033 or earlier if market conditions prove stronger than anticipated. The timing of the relief road will have a major bearing on overall delivery rates but it is intended that this be delivered early in the development to enable all outlets to be opened and to satisfy each of the principle landowners within the consortium.
MSA6	Land off Waterworks Drive, Clacton-on-Sea, Essex CO16 8AW.	615773 (E) 216219 (N)	2.19ha	90 dwellings based on pre-application discussions with site owners. Density would equate to around 40 dwellings per hectare.	This site is allocated in the emerging Local Plan. It is also allocated for housing in the adopted Local Plan.	Demolition and remediation will need to be carried out on site.	Site adjoins a Local Wildlife Site and ancient woodland.	No significant issues.	Water company continues to occupy and utilise the site.	Costs of removing existing buildings and infrastructure from site and cost of creating a suitable access. Previous viability studies have suggested that viability could be marginal. General housing market issues	✓	X	2025-2027	Site suitable for residential development but timing dependent on the relocation of the current operation. Development most likely in the middle part of the plan period.

Site Code	Address	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
MSA5	Land adjacent to Railway Station and Sadd's and St. John's Yard, Skelmersdale Road, Clacton-on-Sea	617733 (E) 215373 (N)	1.7ha	60 dwellings as part of a mixed use scheme which is likely to include commercial units at ground floor and improvements to facilities at the neighbouring railway station.	This site is allocated in the emerging Local Plan. The site was identified as an opportunity for development in the Clacton Town Centre Area Action Plan (AAP) associated with the wider regeneration of the area around the station.	No irresolvable issues but suitable access would need to be obtained from Skelmersdale Road. Possible contamination from former uses.	No irresolvable issues.	No irresolvable issues.	Any development must form part of a wider comprehensive scheme, as required by the Local Plan. This will require cooperation with adjoining landowners including Network Rail. Site continues to operate viably in its existing business use and as a car park for the railway station.	Costs of removing existing buildings and infrastructure from site. General housing market issues.	✓	X	There has been limited contact with the site owners or Network Rail about the development of this area and whilst identified as a development opportunity in the Clacton AAP, there is limited evidence to support the realistic deliverability of the scheme within the plan period. The site continues to operate in its current range of uses.	Serious questions over whether a mixed-use development on this site is likely to deliver 60 dwellings within the plan period to 2033. The trajectory therefore assumes that the development will not take place. Consideration should be given to de-allocating the site from the Local Plan or at least placing no reliance on the allocation to meet objectively assessed housing needs.
MSA2	109 Oxford Road, Clacton-on-Sea, Essex CO15 3TJ.	617834 (E) 216068 (N)	0.68 ha	12 dwellings as per a previous planning permission which has since lapsed.	Land subject of a previous planning permission which has been allowed to lapse. The previous consent proposed new industrial buildings as well as housing on the site but the existing operation has continued in its current form.	No irresolvable issues if access is achieved from Cotswold Road. Possible contamination from former uses.	No irresolvable issues.	No irresolvable issues.	Part of site continues to operate as a dance studio and the other part is a commercial premises that is still in operation.	Costs of removing existing buildings and infrastructure from site. General housing market issues.	✓	?	There has been no approach for planning permission since the lapse of the previous consent. With business use continuing at the adjoining site, there is no indication that a residential scheme will come forward.	In the absence of any further attempts to obtain planning permission, there is insufficient evidence to demonstrate that development on this site is deliverable within the plan period. The trajectory assumes no completions and consideration should be given to deallocating the site from the Local Plan.

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### Assessment of Harwich Local Plan housing allocations

Site Code	Address	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
MSA8	Land adjoining Harwich & Parkeston Football Club Main Road Harwich Essex CO12 4AA	625083 (E) 231332 (N)	1.9	48 dwellings on the Council-owned land only (not including the football club as currently shown in the Local Plan).	Part of the site including the car park and former isolation hospital site allocated for residential development in the adopted Local Plan. Whole site allocated for residential development in the emerging Local Plan (89 dwellings) on the condition of it complying with open space policies and relocating the football club. However, it is now understood that the football club is no longer actively seeking to relocate.	No irresolvable issues as long as football club is relocated.	Old Vicarage Farmhouse Grade II south of site; Towel Hotel Grade II north east of site	No irresolvable issues.	The Council has been marketing the car park and isolation hospital site for development. The football club, until recently has been seeking to relocate.	Cost of demolition and land preparation and dependent on prevailing housing market conditions.	✓	✓	2024-2026	The Football Club is no longer actively seeking relocation therefore the likelihood of a comprehensive development across the site is low. The Council owned land adjoining the football club is however still available and has been marketed in the past for a potential development of 48 units. Consideration should be given to omitting the football club site from the allocation and reducing it 48 dwellings on the Council owned land only.
MSA7	Mayflower County Primary School Main Road Harwich Essex CO12 4AJ	624936 (E) 231411 (N)	0.4 ha	15 as indicated in the emerging Local Plan. This represents a gross density of 37 dwellings per hectare.	This site is allocated for residential development in both adopted and the emerging Local Plan. It was included in the adopted Local Plan at the request of Essex County Council and has been carried forward into the emerging plan.	No irresolvable issues as long as staff car park is relocated.	No irresolvable issues.	No irresolvable issues.	Public ownership.	Dependent on prevailing housing market conditions.	✓	✓	Land has been allocated in the Local Plan for more than a decade with no approach the County Council to develop it. There is limited evidence to suggest that the County Council is seeking to bring a development forward. Consideration should be given to deallocating the site from the Local Plan and considering it as a potential windfall site if or when an application comes forward.	Urban site suitable for development and deliverable within the plan period subject to the operational requirements of the school being maintained. However, there is limited evidence to suggest that the County Council is seeking to bring a development forward. Consideration should be given to deallocating the site from the Local Plan and considering it as a potential windfall site if or when an application comes forward.

## Assessment of Frinton and Walton Local Plan housing allocations

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
MSA12	Land at the Farm, Kirby Road	624896 (E) 221821 (N)	2.1 ha	47 dwellings as indicated in the emerging Local Plan which is a gross density of 22 dwellings per hectare.	This site is allocated for residential development in the emerging Local Plan.	Most appropriate point of access is likely to be from adjoining Martello Site (Hamford Park development). Southern part of site within flood zone.	Historic Farm building within the centre of the site that should be retained and enhanced in any wider development of the site.	No irresolvable issues subject to making necessary contributions to education and health through s106 or CIL.	Possible ransom strip from Warde Chase. But site is within the same ownership as adjoining Martello site, so access could come from this site. Land understood to be controlled by the original owners of the Martello site.	Development not likely to take place ahead of the adjoining Martello development and may need to secure access from that development.	✓	?	2025-2027	Site has potential for residential development in the latter part of the plan period. This site is only likely to come forward after the completion of the Taylor Wimpey development on the adjoining Martello site (Hamford Park).
MSA11	Station Yard and Former Avon Works, off Station Road, Walton-on-the-Naze, Essex CO14 8DA.	625102 (E) 221452 (N)	0.72 ha	40 dwellings as indicated in the emerging Local Plan. The density would be 60 dwellings per hectare – reflecting the site's accessible location next to the railway station and close to the town centre.	This site is allocated in the emerging Local Plan and was recommended as an 'opportunity site' for development in the Walton Regeneration Framework. Part of the site (the Station Car Park) already allocation for residential development in the adopted Local Plan.	Need to maintain operational access to the railway line for Network Rail. Part of the site is also industrial. Possible relocation of Sea Scouts too.	No irresolvable issues. Part of site falls within Walton Conservation Area.	No irresolvable issues.	Multiple Ownerships (including the Council). Part of site currently used by sea scouts and railway station car park.	Costs associated with redeveloping industrial site and dependent on prevailing housing market conditions.	✓	?	2024-2026	Site partly allocated in 2007 Local Plan and continues to be promoted by the Council and the owner of the adjoining industrial estate for residential or mixed use development.
MSA10	Southcliffe Trailer Park, Woodberry Way, Walton-on-the-Naze, Essex CO14 8PE.	625034 (E) 221129 (N)	0.8 ha	15 dwellings as indicated in emerging Local Plan. This represents a gross density of 19 dwellings per hectare and reflects the site's location close to the cliff.	This site is allocated for residential development in both the adopted and emerging Local Plan. Site was included in the adopted Local Plan at the request of the owners who were concerned about the long-term sustainability of the existing trailer park, and having been assessed as part of an earlier urban capacity study.	Important to ensure gap from the cliff. There is also a trailer park on site which would need to be removed or relocated.	No irresolvable issues. Within the Frinton Conservation Area.	No irresolvable issues.	Site still operating as a holiday park.	Residential use value would need to exceed value of existing use for residential scheme to be viable. Understood that site is unable to occupy the latest range of larger static caravans which may impact upon the continued operation of the site in the future.	✓	X	There is no evidence to indicate that the owners of the Trailer Park intend to redevelop during the plan period. The site has been allocated for more than a decade with no planning applications coming forward.	In the absence of any firm evidence to suggest a reasonable likelihood of this site being redeveloped for housing, consideration should be given to deallocating it from the Local Plan. The trajectory indicates no housing within the plan period to 2033.
MSA9	Former Town Hall Site, Public Conveniences ad depot, Mill Lane	625325 (E) 221791 (N)	0.14	15 dwellings as had been indicated in the Walton Regeneration Framework. Represents a high density of development that reflects the site's sustainable location close to the town centre.	This site is allocated in the emerging Local Plan as well as identified as an opportunity site in the Walton Regeneration Framework	Site lies within Flood Zone. Building works have begun on site.	Southern half of site lies within Walton Conservation Area.	No irresolvable issues.	Likely to be in multiple ownerships. Most of site is vacant but part of site remains occupied by public toilets, servicing for local shops and lock ups.	Costs associated with preparing site for development and dependent on prevailing housing market conditions.	✓	✓	Deliverability of site uncertain with limited activity since its identification in the Walton Regeneration Framework.	Land provides sustainable location for residential development close to the town centre. However, there has been no interest in bringing the development forward since it was identified in the Walton Regeneration Framework and consideration could be given to deallocating the site from the Local Plan and allowing it to come forward as a windfall site as or when any application is forthcoming.

## Assessment of Manningtree/Lawford/Mistley Local Plan housing allocations

Site Code	Address	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SAMU1	EDME Maltings High Street Mistley Manningtree Essex CO11 1HG	611858 (E) 231740 (N)	2.24	150 based on representations from the owners looking to relocate and redevelop.	Part of the site (Thorn Quay Warehouse) has planning permission (12/00427/FUL) including 45 dwellings. However, whole site included in the emerging Local Plan as a mixed use allocation for 150 homes, 0.13ha of employment and leisure uses.	Existing business operations would need to relocate and many historic building would need to be retained.	Listed buildings within the site and site falls within the conservation area. Land adjoins the Stour Estuary which is an internationally important wildlife designation.	No irresolvable issues subject to making necessary contributions to education and health through s106 or CIL.	Site controlled by Anglia Maltings (Holdings) Ltd who are keen to relocate the business to more modern premises within Tendring.	Careful consideration is needed in regard to the cost of conversion and/or alterations to listed buildings on site.	✓	X	Whilst the concept of a mixed use development at EDME is supported by the Council through the Local Plan, its timing is very much dependent on the successful relocation of the business to alternative premises in Tendring.	The redevelopment of EDME Maltings is dependent on its relocation to alternative premises. No timescales for this can be given at the present time and there is limited evidence to demonstrate that 150 dwellings will be delivered on the site within the plan period. Consideration should be given to retaining the site as a mixed-use allocation in the Local Plan but placing no reliance, within the housing trajectory, upon 150 dwellings being delivered within the plan period.

## Assessment of Brightlingsea Local Plan housing allocations

The only housing allocation in the emerging Local Plan for Brightlingsea is SAH3 - Land at Robinson Road (Colne Gardens Phase 2) which has now obtained planning permission. See assessment of site ref: 17/01318/FUL.

## Assessment of Colchester Fringe Local Plan housing allocations

Site Code	Address	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SP7	Tendring Colchester Borders Garden Community	603976 (E) 225113 (N)	Around 400 ha	7,000-9,000 homes as indicated in the emerging Local Plan on an area that crosses the Tendring/Colchester administrative boundary.	Broad location for new Garden Community identified in Colchester and Tendring's emerging Local Plan. Proposal to be the subject of a specific Development Plan Document which will provide more detailed parameters and requirements for the development. Local Plan Inspector has raised some concern about the deliverability of garden communities and has indicated that more work will need to be undertaken to justify their inclusion in the plan.	Various constraints within and adjoining the indicative search area, including Salary Brook and areas of woodland.	Proximity to protected: Colne Estuary; SSSI; coastal protection belt issues.	Development requires significant infrastructure investment including new schools, health facilities, sewerage facilities and a relief road between the A120 to the A133.	Multiple ownership but two main landowners with a developer (Mersea Homes) with an active interest. The Councils will also take an active role in control of the land in line with Garden City principles. North Essex Garden Communities (NEGC) has been set up to lead this process.	Viability to be tested at various stages of the process. Funding for development to come from a variety of sources to ensure a sustainable package of growth supported by all the necessary infrastructure. Landowners understand that this is a long-term project with longer-term returns. Local Plan Inspector has raised some concerns over viability which will need to be addressed.	?	?	Local Plan trajectory expects around 2,500 homes in the period to 2033 of which 1,250 (50%) would be attributed towards meeting Tendring's housing requirement, with the other 1,250 counting towards Colchester's requirement. This may need to be revised following Local Plan Inspector's final conclusions.	The Tendring Colchester Borders Garden Community is not expected to yield any dwelling completions in years 1-5 because it requires further planning through the preparation of a Development Plan Document and has infrastructure requirements that are likely to delay delivery until the middle and latter part of the plan period. The assumptions in the trajectory have been explored as part of the Local Plan examination and the Inspector has raised some concerns about the viability and deliverability of a scheme within these time-frames. Further evidence is being prepared to inform the trajectory for housing completions, but until that is complete, this assessment reflects a revised trajectory agreed with Colchester Borough Council.

## Assessment of Weeley Local Plan housing allocations

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SAMU5	'Barleyfields' Land to rear of Council Offices, Thorpe Road, Weeley, Essex CO16 9JJ (Barley Fields Phase 2)	614917 (E) 222369 (N)	18.1 ha	280 dwellings as indicated in the emerging Local Plan.	This site is allocated in the emerging Local Plan and is the subject of a current planning application 17/02162/OUT for 280 dwellings, 1ha of offices, a primary school, open space and a footbridge over the railway line to the south. The planning application was refused by the Council in response to residents' concerns about the scale of development and any decision being taken ahead of the Local Plan examination. The proposal is now the subject of a planning appeal. However, having considered legal advice, the Council has withdrawn its opposition to the proposal and the developer has re-submitted the scheme with a view to achieving an approval, potentially before any appeal hearing.	No irresolvable issues. A footbridge over the railway line to the south is proposed and the Council is seeking amendments to ensure it is accessible by people with mobility impairments.	No irresolvable issues. ECC Archaeologist has requested archaeological evaluation by condition. Ecological assessment identifies mitigation measures. Landscape and visual impacts to be mitigated through landscaping.	No irresolvable issues. Land is identified for a new primary school and early years facility and ECC has requesting the transfer of this land with a financial contribution. NHS has requested a financial contribution towards primary healthcare provision. The Council is awaiting confirmation from ECC of any off-site highway improvements that might be required. Access to the site already available via recent development.	No issues raised to date as part of the application process.		✓	✓	2024-2033	This proposal is the subject of a fair number of objections both to the allocation in the local plan and to the planning application/appeal. The Council's Planning Committee deferred and subsequently refused planning permission in response to local concerns about the development, including its scale and the principle of approval ahead of the Local Plan examination. However on receiving legal advice that the Council was unlikely to be able to robustly defend its decision on appeal, its objection to the proposal was withdrawn. The submitted their application again in the hope that it will this time achieve approval thus avoiding the need for appeal hearings. Whilst it remains uncertain whether or not this proposal will obtain planning permission, it is assumed that no development will be achieved in years 1-5. The situation will be kept under review.
MSA1 age 298	Land at Weeley Council Offices Thorpe Road Weeley, Essex CO16 9AJ	614889 (E) 222434 (N)	0.8 ha	24 dwellings as indicated in the emerging Local Plan.	This site is allocated in the emerging Local Plan for residential development.	The Council still operates a number of services from this site. These will need to be relocated before any application can be implemented.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	The Council owns this site. Development cannot take place until offices have been relocated to Clacton.	Potential costs involved in relocation of Council services and demolition of buildings on site.	✓	X	2024/25. Potential for development in the middle part of the plan period. Current assumption that development might follow on from development on adjoining land but could be earlier.	Redevelopment or conversion of site can only take place once Council operations have been relocated. This is expected to take place in 2020/21.

## **Appendix 4: Housing Trajectory Assumptions**



Site Ref	Site name	Total capacity			YR1 2019/ 20	YR2 2020/ 21	YR3 2021/ 22	YR4 2022/ 23	YR5 2023/ 24	YR6 2024/ 25	YR7 2025/ 26	YR8 2026/ 27	YR9 2027/ 28	YR10 2028/ 29	YR11 2029/ 30	YR12 2030/ 31	YR13 2031/ 32	YR14 2032/ -33	Next plan	Notes	
<b>WEELEY</b>																					
15/01750/FUL	St. Andrew's Road (U/C)	4 (of 14)			4																Under construction.
LP Allocation SAMU5	R/o Council Offices	280			OUT	RM	DC	C		20	30	30	30	30	30	30	30	40	40		Subject of appeal and likely duplicate application.
LP Allocation MSA1	TDC Council Offices	24					FUL	DC/C	24												Site current still operating as Council Offices.
<b>SMALLER RURAL SETTLEMENTS</b>																					
15/01080/OUT (RM)	Adj Great Oakley Primary School	51			DC	C	12	11	14	14											Reserved matters submitted for phase 1.
18/00194/FUL	Tokely Road, Frating	68			DC	C	34	34													Full permission subject to s106 agreement.
16/01456/DETAIL	Millers Green, Weeley Heath (U/C)	37 (of 46)			20	17															Under construction.
18/00974/DETAIL	Badley Hall Farm, Great Bromley	24			DC/C	24															Rural exception scheme.
16/00677/FUL	Kidby's Nursery, Weeley Heath (U/C)	5 (of 22)			5																Under construction.
18/00678/DETAIL	Station Road, Wrabness	18			DC/C	18															Reserved matters approved.
18/01845/DETAIL	Break of Day, Great Oakley	17			DC/C	17															Adjoins the development next to the Primary School.
16/01137/FUL	Edwards Drive/Clacton Road, Thorrington (U/C)	5 (of 16)			5																Under construction.
16/00871/DETAIL	White Hart, Wix	10																			Permission lapsed.
17/00090/FUL	Adj. Morton House, Station Road, Thorrington	10			DC/C	10															Development to follow Edwards Drive scheme.
																					<b>Total for smaller rural settlements = 235</b>
																					<b>Total for small/windfall sites = 1,016</b>
																					<b>TOTAL FIGURES</b>
																					<b>TOTAL = 9,625</b>
																					<b>Five Year Supply = 4,196</b>

Key:

- LPA Local Plan adoption
- OUT Outline consent
- FUL Full consent
- RM Reserved matters approval
- HCC High Court challenge
- DC Discharge of conditions
- C Commencement of development

## Appendix 5: Assessment of Alternative Sites

Alternative sites within defined settlement development boundaries (as shown in the 2017 Publication Draft Local Plan)

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SDB1	112-118 Oxford Road, Clacton-on-Sea, Essex CO15 3TH.	617923 (E) 216074 (N)	1.2 ha	60 flats based on information provided as part of refused planning applications from 2013.	Site protected for employment use through policies in the Local Plan.  Previous planning applications for mixed commercial and residential (13/01309/OUT and 13/01310/OUT) refused by the Council and dismissed on appeal.	The site is surrounded by employment uses which may well conflict with residential on this site.	The site is located within a predominantly employment area of Clacton-on-Sea which is recommended for protection in the Employment Land Review. A proposed change to residential or mixed use would be out of character and to the detriment of the wider economic function.	No overriding or irresolvable issues	Landowner currently promoting the site	Development costs involved in removing existing use and any contamination. Alternative land use value affects viability on the site for residential or mixed use development. Residential use not compatible with the wider area which could have an impact on sales value.	X	X	Land best retained in employment use for the plan period.	Due to the location and nature of existing development and the need to protect employment land, a proposal for residential or mixed use development is considered to be unsuitable. For the purpose of the Local Plan.
SDB2	Land off Lotus Way, Jaywick, Essex CO15 2JE.	614632 (E) 212948 (N)	7.4 ha	A Master Planning exercise being undertaken for Jaywick Sands is considering options to deliver between 900 and 1,400 homes on this land and a wider area of greenfield land. AT a range of between 30-50 dwellings per hectare, this 7.4ha site might accommodate between 220 and 370 units.	Site included within the settlement development boundary of the emerging Local Plan but not specifically allocated for development. The land is however controlled by the Council who is exploring options for major residential-led development to assist in the regeneration of the area, which could include a wider area of greenfield land (20ha approx) currently beyond the settlement boundary (see site URB22).	The land is within Flood Zone 3 and any development would need to pass the Environment Agency's sequential and exceptions tests. Development would need to be flood resilient.	Land within flood zone 3. Suitability of development dependent on sequential and exceptions tests being addressed. Site is located within Coastal Protection Belt and Strategic Green Gap	Longer term impacts on education and health services and sewerage system. The regeneration of Jaywick is a multi-agency project with scope to secure public funding.	The Council controls the land in question and is actively promoting development as a means of bringing about regeneration in the area.	Low property values combined with high development costs in order to ensure flood resilience effect viability, development being promoted as a means of generating improvements which are expected to have a positive effect on property values in the medium to long term.	?	✓	The likelihood is that development will take place gradually over the plan period. Estimated 30 net completions per annum from 2024. Rate of development could be higher if regeneration takes off in the short to medium term.	Development likely to happen in phases throughout the course of the Local Plan period. The delivery of new housing designed to improve social conditions in the area whilst encouraging redevelopment of existing poor-quality accommodation. Intention is to reduce the number of unsuitable properties in the existing stock of Brooklands and Grasslands in the long term.
SDB3	Former Putting Green Garden Road Jaywick Essex CO15 2RT	615376 (E) 213352 (N)	0.3 ha	10 dwellings as per the refused planning application.	Site subject of outline planning application 15/01745/OUT for up to 10 dwellings which has been refused by the Planning Committee in April 2019.	No overriding or irresolvable issues.	Flood zone and protected open space.	No irresolvable outstanding issues	Site understood to be privately owned and available for development.	Low property values combined with high build costs to achieve flood resilience effect the viability of development. However, councils plan to regenerate the area expected to improve property values into the future.	X	✓	Following refusal of planning permission by the Planning Committee, it is questionable if this is a deliverable site.	Site subject of planning application that has been refused by the Planning Committee, in part for resulting in a loss of open space.
SDB4	Land north of Brook Park West (Potential Phase 2), A133, Clacton on Sea Essex	616490 (E) 217412 (N)	12 ha	150 dwellings. On the basis that 6.8 ha of the 15.9 ha Brook Park West development is proposed for 200 homes i.e. 43% of the site area at a density of around 30 dwellings per hectare. Applying this ratio and density to the remaining 12 ha site gives approximately 150 dwellings.	Land contained within the settlement development boundary in the emerging Local Plan, lies north of approved Brook Park West scheme and in the same ownership.	Development could only realistically be accessed via the development on Brook Park West otherwise a further roundabout onto the A133 would be required.	No overriding or irresolvable issues.	No significant issues subject to the completion of a satisfactory legal agreement to secure school places and health provision.	Land controlled by the same landowner/developer as the approved Brook Park West scheme.	Dependent on prevailing housing market conditions.	?	X	If there is to be a potential Phase 2 to Brook Park West, further residential development could take place from 2026/27 as Phase 1 is completed.	The landowner is not actively promoting a second phase of development through the Local Plan or through a planning application, but as the site is included within the settlement development boundary and is enveloped by the proposed Hartley Gardens scheme, a second phase of development is a real possibility if the Brook West scheme is a success. Consideration could be given to including this land in the wider Hartley Gardens allocation to ensure a comprehensive approach.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SDB5	Foots Farm (South) Thorpe Road Clacton-on-Sea Essex CO15 4QD	617830 (E) 218019 (N)	5.4 ha.	100 dwellings based on a gross density of 20 dwellings per hectare.	The site was allocated as an employment site in the 2007 Adopted Local Plan. In emerging Local Plan, the site is within the defined settlement development boundaries but not allocated for a specific use.	No irresolvable outstanding issues.	Subject to appropriate ecological mitigation and access. This site has potential to be suitable for residential development.	No significant issues subject to the completion of a satisfactory legal agreement.	The land was previously used for a horse riding centre. It is now understood that this has abated.	Dependent on prevailing housing market conditions.	?	✓	Any application would need to follow adoption of the new Local Plan. If the site were to gain outline permission in 2020/21, there could conceivably be development from 2024.	Subject to existing land use ceasing or being relocated this site has potential to deliver residential development in the plan period. There are local concerns about development in this location on ecological grounds which would need to be addressed as part of any development proposal. Land is being promoted for inclusion as an allocation in the Local Plan. Land north of Cenerry Way, which is also part of Foots Farm is the subject of a planning application for 245 units.
SDB6	Crossways Garden Centre, Thorpe Road Clacton-on-Sea Essex CO16 9RZ	618011 (E) 218716 (N)	0.8 ha	20 dwellings at a density of 25 dwellings per hectare.	The site is inside the Settlement Development Boundary but not allocated in the submission draft Local Plan. The site is adjacent to Oakwood Park.	Site is currently in use as a garden centre.	Due to the existing use of the site, there is potential for contamination.	No irresolvable outstanding issues	It may be beneficial for the owner of this site to work in conjunction with the owner of the Oakwood Park site to create a coherent development.	Existing land use value higher than that of developed land which could impact upon residual land value and overall viability. Also dependent on prevailing housing market conditions.	?	X	Landowners current intentions unclear. Delivery of housing within the plan period possible, but no obvious reason to expect it.	Site has potential for residential development subject to confirming that business use will be unviable in the future. The site adjoins one of the Council's strategic housing allocations (that of Oakwood Park). Trajectory currently assumes no delivery within the plan period if business continues.
SDB7	'Oakwood Park (Potential Phase 3)' Land to The South of Holland Road Little Clacton Essex	619339 (E) 218631 (N)	11.6 ha	200 dwellings based on a current planning application.	The site is within the Settlement Development Boundary as shown in the emerging local Plan and lies immediately adjacent to the Oakwood Park (Phase 2) allocation. The site is not specifically allocated for development itself but is the subject of a current, but yet to be determined outline planning application (19/00495/OUT)	Without the Phase 2 Oakwood Park scheme in place, there could be issues obtaining a suitable pedestrian and vehicular access and the development would be isolated.	Sladbury's Old House Grade II south east of site; Cartlodge opposite and approximately 30 metres north west of Sladbury's Old House Grade II south east of site	In conjunction with the larger Phase 2 Oakwood Park site, Phase 3 would have no irresolvable infrastructure issues.	Land actively promoted through Local Plan representations by its owners and development company Gladman Homes. The current application has been submitted by the owners.	Dependent upon prevailing housing market conditions and the success or otherwise of earlier phases of Oakwood Park.	✓	✓	With Phase 2 of Oakwood Park expected to continue into the next plan period beyond 2033, it is assumed that any Phase 3 will be more likely to take place in the next plan period. It is questionable if it would be sensible to allow development to proceed ahead of Phase 2.	Development acceptable as part of a wider comprehensive scheme but expected to be delivered as part of a latter part of the scheme. Potentially beyond the plan period of 2033.
SDB8	Navyard Wharf, Kings Quay Street The Quay Harwich Essex CO12 3JJ	626044 (E) 232808 (N)	4.38 ha	367 dwellings based on emerging proposals for the site from its owners.	Identified as an opportunity for development in the Harwich Master Plan which was reflected in the adopted Local Plan of 2007. Currently shown in the emerging Local Plan with no specific designation. Owners are drawing up proposals for the site with a view to a possible planning application in 2019.	The site is currently used as a port. There are flood risk issues to be considered. The site also lies adjacent a SSSI on the Dovercourt Foreshore.	Adjacent to Conservation Area; partly in Historic Town designation and numerous Listed Buildings within close proximity to the site.	No irresolvable Issues subject to a satisfactory s106 agreement.	Owner continuing to use Navyard Wharf as a port to serve the offshore wind farm industry. Existing operation would need to relocate to Harwich International Port for this development to go ahead.	High development costs involved in site remediation, flood defence measures and demolitions. Density of development would need to be sufficient to ensure a scheme is viable.	?	X	It is assumed that it would take at least 5 years for the port to relocate to Harwich International and a further year for the land to be prepared for re-development. Dwelling completions no likely until at least 2024/25.	Development is envisaged through the Harwich masterplan. However, delivery is dependent upon a number of economic and physical factors. Relocation of the existing operation to Harwich International Port would be required to ensure no loss of employment in the Harwich area. A possible planning application may be submitted in 2019.
SDB9	Land By The Railway Line Ferndale Road Harwich Essex CO12 3BP	625973 (E) 232280 (N)	0.35 ha	13 dwellings based on the earlier lapsed planning permission.	Application 11/00301/FUL for 13 dwellings was approved but has subsequently been unimplemented and has lapsed.	Access via tight historic roads and the site area itself is irregular and options for layout are limited.	Site adjacent to conservation area with numerous Listed Buildings in close proximity..	No overriding or irresolvable issues.	No irresolvable issues.	Need to achieve flood resilience within development and located in a part of Harwich with lower property values. The site is subject of a lapsed planning permission. This would indicate a potential viability issue.	✓	✓	If market conditions could improve to a level that makes a scheme viable, it could be delivered relatively quickly. However lapsed consent suggests development might be unlikely.	Land suitable for development as established through previous grant of planning permission. Delivery uncertain due to lapse of permission and prevailing housing market conditions.

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SDB10	Land opposite Public Gardens, Barrack Lane, Harwich	625981 (E) 231754 (N)	0.4 ha	28 dwellings as indicated in the 2007 adopted Local Plan.	Designated in the 2007 Adopted Local Plan for mixed use development.	Site contains various community uses that would need to be incorporated into a new mixed-use development.	Conservation Area; protected Open Space. Numerous Listed Buildings within close proximity to the site.	No overriding or irresolvable issues.	Council owned site but there are numerous leaseholders and tenants involved in the running of existing community facilities.	Costs involved in achieving an appropriate mixed development that provides for community uses.	?	X	There are a range of complicated leasehold arrangements and a lack of public support for redevelopment. It is assumed that a scheme will not deliver within the plan period.	Development would need to incorporate or relocate community uses. This complexity would suggest deliverability only achievable in latter part of the plan period. Proposal was locally contentious when considered as part of the Local Plan.
SDB11	Durite Works Valley Road Dovercourt Harwich Essex CO12 4RX	622772 (E) 230863 (N)	1.19 ha	32 dwellings based on a density of 27 dwellings per hectare.	Protected employment site	Vicarage Farmhouse Grade II east of site; Rockhaven Grade II south east of site.	Adjacent to Coastal Protection Belt and Local Green Gap	No irresolvable Issues subject to a satisfactory s106 agreement.	Site continues to operate viably in its existing business use.	Cost of clearing and remediating land combined with the existing land use value will impact upon viability of any proposal for redevelopment.	X	X	Site best retained in employment use unless a similar scheme to that at SATO is proposed, which secured a new factory for the business to remain on site.	Land best retained in employment use unless a similar scheme to that at SATO is proposed, which secured a new factory for the business to remain on site.
SDB12	St Johns Nursery Site 700 St Johns Road Earls Hall Drive Clacton On Sea Essex CO16 8BJ	614605 (E) 215904 (N)	7.49ha	210 dwellings based on a current, yet to be determined, planning application.	Site subject of a current planning application 18/01779/FUL which is yet to be determined.	The site is currently occupied by an operational nursery. Existing property would need to be removed to ensure an appropriate access.	Given the current use of the site, the environmental constraints are fairly limited but care would need to be taken to keep landscape and heritage impacts to a minimum.	Vehicular access would need to be achieved through property demolition. Other matters could be satisfactorily addressed through s106 contributions.	Ownership issues, including property required for access are understood to be resolved.	Cost of clearing and remediating land combined with the existing land use value will impact upon viability of any proposal for redevelopment. There may need to a financial contribution to mitigate the loss of an employment use.	?	X	If permission was granted in 2019/20, it might be feasible for development to commence in 2022/23 following discharge of conditions and clearance of site. 30 completions per annum assumed.	The existing nursery and its retail operation (including its annual Winter Wonderland) has been operating without proper planning permission and this has caused significant concern locally, particularly in relation to traffic. Council exploring opportunity to legally relocate existing commercial activities if the site is to be redeveloped for a predominantly residential scheme.
SDB13 Page 304	St Helena Hospice Tendring Centre Jackson Road Clacton On Sea Essex CO15 1JA	617361 (E) 214697 (N)	0.25ha	40 dwellings based on a current, yet to be determined, planning application.	Site subject of a current planning application 19/00007/FUL which is yet to be determined.	The site is currently occupied by a Hospice day care centre which has been declared surplus to future requirements.	The site is within a built up area on the edge of the town centre where there would be no major environmental issues.	Infrastructure impacts could be mitigated through s106 contributions if development were to be permitted.	Site owned by the Hospice but they have advised that the facility is under-used and that asset disposal could fund improvements to their services in other locations.	Cost of demolishing existing buildings combined with the relatively low sale value of residential property in central Clacton.	✓	X	If permission was granted in 2019/20, it might be feasible for development to take place in 2022/23 following discharge of conditions and clearance of site.	Planning application contentious locally. The current Hospice development lies on a site that was previously Clacton's Police Station. Residential development would arguably help to support the town centre economy given its location.
SDB14	88-92 Oxford Road Clacton On Sea Essex CO15 3TH	617834 (E) 215878 (N)	0.16ha	28 dwellings based on a current, yet to be determined, planning application.	Site subject of a current planning application 19/00167/OUT for 28 flats and 4 commercial units which is yet to be determined.	Existing commercial development would need to be removed from the site to allow redevelopment but commercial units would be incorporated.	The site is within a built up area where there would be limited environmental issues. Proximity to the railway line may have noise implications that would have to be factored into the development.	Infrastructure impacts could be mitigated through s106 contributions if development were to be permitted.	Site controlled by the current tyre company.	Cost of demolishing existing buildings combined with the relatively low sale value of residential property in central Clacton.	?	X	If permission was granted in 2019/20, it might be feasible for development to take place in 2023/24 following reserved matters approval, discharge of conditions and clearance of site.	Applications for similar schemes at 112-118 Oxford Road were refused by the Council and dismissed on appeal. The Oxford Road Industrial Estate is a designated employment area and the priority will be to ensure that employment is promoted and retained.
SDB15	Rumours Night Club 50 Rosemary Road Clacton On Sea Essex CO15 1PB	617606 (E) 214831 (N)	0.09ha	16 dwellings based on a current, yet to be determined planning application and a previous lapsed consent.	Site subject of a current planning application 19/00003/FUL which is yet to be determined. Full permission for the same scheme previous granted in October 2015 but was allowed to lapse in October 2018.	Conversion of existing building as opposed to new-build.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Unknown.	Assumed that there are viability issues given the lack of any progress in implementing the previous consent.	✓	✓	No indications that the owners intend to carry out the development. Assumed (for now) that development might take place from 2022/23 if new application is permitted.	Uncertain as to whether the development will take place. Previous planning permission lapsed in October 2018.
SDB16	Land at 6 Nelson Road Clacton On Sea Essex CO15 1LU	617110 (E) 214218 (N)	0.18ha	24 dwellings based on a current, yet to be determined, planning application – or 23 dwellings net, taking into account the loss of the existing dwelling.	Site subject of a current planning application 18/00888/FUL for 24 apartments following demolition of the existing dwelling. Application yet to be determined.	Existing property would need to be demolished for development to take place.	No overriding or irresolvable issues.	No irresolvable Issues subject to a satisfactory s106 agreement.	Not understood to be overriding or irresolvable issues.	Cost of demolishing existing buildings combined with the relatively low sale value of residential property in central Clacton. However location close to the seafront will generate higher sales prices.	✓	?	If permission was granted in 2019/20, it might be feasible for development to take place in 2022/23 following discharge of conditions and clearance of site.	Decision on current application likely to be made in 2019/20. Site well within the built up area and close to the seafront.

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SDB17	71 Brooklands Jaywick Clacton On Sea Essex CO15 2JG	614512 (E) 212832 (N)	0.06ha	12 dwellings based on a current, yet to be determined, planning application. 10 dwellings net, taking into account loss of two existing bungalows.	Site subject of a current planning application 18/01289/FUL for a 12 flats following demolition of existing bungalows. Application yet to be determined.	Two bungalows would need to be demolished. Site lies within flood zone and development would need to be built to a flood-resilient specification.	Flood risk issues require that no living accommodation be provided on ground floor.	No overriding or irresolvable issues.	Not understood to be overriding or irresolvable issues.	Low property values in the Jaywick area at present, but conditions improving as regeneration takes place in the area. High development costs involved in ensuring flood-resilient design.	✓	?	If permission was granted in 2019/20, it might be feasible for development to take place in 2022/23 following discharge of conditions and clearance of site.	Decision on current application likely to be made in 2019/20. Site well within the built up area and close to the seafront. Council encouraging the redevelopment of parts of Jaywick Sands to help facilitate its long-term regeneration.
SDB18	Land rear of 683 St Johns Road Clacton On Sea Essex CO16 8BJ	614512 (E) 212832 (N)	0.87ha	22 dwellings based on a current, yet to be determined, planning application.	Site subject of a current planning application 18/00540/FUL which is yet to be determined.	Access would be via the development already permitted for land at 691-717 St. John's Road (18/00899/FUL).	No overriding or irresolvable issues.	No overriding or irresolvable issues.	No viability issues raised during application process – but development of this scale, combined with the adjoining approved development would need to deliver affordable housing.	✓	✓	If permission is granted, development is likely to follow on from the completion of the 14-unit scheme on land to the north under 18/00899/FUL). 2020-2022.	Decision on current application likely to be made in 2019/20. Site well within the settlement boundary by virtue of its location close to the Rouses Farm strategic development site.	
SDB19	27 - 31 High Street Walton On The Naze Essex CO14 8BW	625264 (E) 221731 (N)	0.08ha	10 dwellings based on a current, yet to be determined, planning application.	Site subject of a current planning application 18/01244/FUL for 10 apartments following demolition of existing commercial building. Application yet to be determined.	Existing commercial buildings would need to be demolished to make way for development.	Site is within close proximity to the listed All Saints Church and is also within the Frinton and Walton Conservation Area. Potential need for remediation due to petrol pumps operating from the site.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Cost of demolishing existing buildings combined with the relatively low sale value of residential property in central Walton.	?	X	If permission was granted in 2019/20, it might be feasible for development to take place in 2022/23 following discharge of conditions and clearance of site.	Council will need to consider whether or not the loss of a commercial activity in this location to make way for residential use would be acceptable.
SDB20	Affinity Water Ltd Mill Hill Manningtree Essex CO11 2AZ	610465 (E) 231587 (N)	3.38ha	90 dwellings based on indicative ideas for the potential development of the site.	Site located within the settlement development boundary of the emerging Local Plan but not subject of any specific allocations.	Existing operations would need to relocate and many historic building would need to be retained.	Site contains a number of buildings of historic value which would be desirable to retain within any scheme. Pond on the site has developed into an area of ecological value.	No irresolvable issues subject to making necessary contributions to education and health through s106 or CIL.	Site controlled by the water company.	Careful consideration is needed in regard to the cost of conversion and/or alterations to listed buildings on site.	?	X	2025-2028	Site suitable for residential development as long as historic buildings are retained within the scheme. Timing dependent on the relocation of the current operation. Development most likely in the middle part of the plan period.

#### Alternative sites around urban settlements (Clacton, Harwich, Frinton/Walton, Manningtree/Lawford/Mistley and Brightlingssea)

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
URB1	Land Forming Part of Earls Hall Farm Earls Hall Drive Clacton On Sea Essex CO16 8BS	614282 (E) 216057 (N)	1.9 ha	34 dwellings as per the recently refused planning application.	Previous planning application (17/00826/OUT) refused in 2017 for being beyond settlement boundaries. Current application 18/00952/FUL under consideration for 62 holiday units.	Access through another site which has planning permission for residential development.	None known	No significant issues subject to the completion of a satisfactory legal agreement.	Land promoted by the landowner.	Costs involved in demolition of property to achieve access. Delivery subject to prevailing housing market conditions.	X	X	To obtain planning permission, a new application would be required. If it were to gain outline permission following adoption of the Local Plan, it would most likely form a further phase of development beyond land north of 782 to 828 St. John's Road, from which access would be secured.	Development dependent on access via adjoining land. Development refused outline planning permission. Any development would follow development on land to the south. The land is subject to objections to the Local Plan. Given current application for holiday units and the conclusions on the deliverability of dwellings on land to the south, it is not considered likely that residential development will take place on this site within the plan period to 2033.

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URB2	Michaelstowe Farm Ramsey Road Ramsey Essex CO12 5EW	622155 (E) 230507 (N)	2.6 ha	65 dwellings based on a density of 25 dwellings per hectare.	Outside of the Settlement Development Boundary in emerging Local Plan having been included in the earlier preferred options draft. Part of the site gained planning permission for 14 dwellings on 0.74 ha.	Land forms part of the setting of Grade 1 Listed church.	St Michael's Grade 1 listed church to the north west. A planning application for development on land west of Mayes Lane was dismissed on appeal over concerns about this impact. Due to the appeal decision at Mayes Lane, this land is not proposed for inclusion within the Settlement Development Boundary.	No irresolvable Issues subject to a satisfactory s106 agreement.	The site is being promoted by the landowner for inclusion in the Local Plan.	Viability mainly dependent on prevailing housing market conditions i.e. sales values.	?	✓	If the developer's objections to the Local Plan were upheld by the Inspector and outline planning permission were granted in 2020/21 development could potentially take place from 2024/25.	Site has potential to deliver housing within the plan period. However, the setting of the Grade 1 listed church is a particular issue in terms of the suitability of the site.
URB3	Land south of Ramsey Road and east of Mayes Lane, Ramsey, Essex	621950 (E) 230418 (N)	2.2 ha	55 dwellings based on a density of 25 dwellings per hectare.	Outside of the Settlement Development Boundary in emerging Local Plan having been included in the earlier preferred options draft.	Land forms part of the setting of Grade 1 Listed church.	St Michael's Grade 1 listed church to the north west. A planning application for development on land west of Mayes Lane was dismissed on appeal over concerns about this impact. Due to the appeal decision at Mayes Lane, this land is not proposed for inclusion within the Settlement Development Boundary.	No irresolvable Issues subject to a satisfactory s106 agreement.	The site is being promoted by the landowner for inclusion in the Local Plan.	Viability mainly dependent on prevailing housing market conditions i.e. sales values.	?	✓	If the developer's objections to the Local Plan were upheld by the Inspector and outline planning permission were granted in 2020/21 development could potentially take place from 2024/25.	Site has potential to deliver housing within the plan period. However, the setting of the Grade 1 listed church is a particular issue in terms of the suitability of the site.
URB4	Land to The South of Low Road Dovercourt Essex CO12 3TS	623784 (E) 229955 (N)	16.2 ha	390 dwellings at a density of around 24 dwellings per hectare.	Outside of the Settlement Development Boundary in the emerging Local Plan.	Flood Risk affecting a large area of the site.	Flood risk; Coastal Protection Belt – landscape sensitivity is more of an issue in this location.	No irresolvable Issues subject to a satisfactory s106 agreement.	Ownership unknown.	Costs involved in ensuring development is flood resilient.	X	✓	Land not being promoted for inclusion in the Local Plan for housing. Landowner considering alternative options.	Land not suitable for residential use. However, holiday use with occupancy restrictions and flood resilience measures is an alternative option being considered by the landowners.
URB5	Land west of Low Road and south of Oakley Road, Dovercourt/Little Oakley	623204 (E) 230199 (N)	63 ha	1,415 based on a density of 22 dwellings per hectare.	Site lies outside of the settlement development boundary of the Local Plan. Was assessed as part of initial sieving exercise to inform the preparation of the Local Plan.	Millbank Grade II north of site; Foulton Hall Farmhouse Grade II south east of site	Site lies within the Coastal Protection Belt in the 2017 submission Draft Local Plan but landscape sensitivity is more of an issue towards the south. Suitable landscaping would be required.	Development on this scale would require significant new infrastructure including new schools.	Landowners considering chalet park development as opposed to residential – given flood risk issues.	Dependent on prevailing housing market conditions.	X	?	Land not being promoted for inclusion in the Local Plan for housing.	Sensitive location in landscape and environmental terms and not being actively promoted for residential development. Deliverability of any homes unlikely within the plan period.
URB6	Walton Mere Mill Lane Walton On The Naze Essex CO14 8PE	625382 (E) 222254 (N)	15.8 ha	129 dwellings as per the previous planning application.	Planning application for mixed use development (11/01062/OUT) including for up to 129 dwellings, a care home, a health centre, shops and yacht haven withdrawn by the applicant following strong local objection. Site was identified as a potential regeneration opportunity in the Walton Regeneration Framework.	The site is a Mere, much of which would need to be reclaimed from the sea to enable development.	St Dominics Grade II east of site. Local Wildlife site and Hamford Waters adjoins site. Hamford water has a considerable amount of environmental designations.	Significant improvements to surrounding streets required to accommodate scale of development.	Owned by Titchmarsh Marina.	Substantial costs in land preparation and flood defences. Scale of development would need to be sufficient to cover these costs whilst ensuring a form of development that meets the regeneration objectives of the area in a sympathetic manor.	?	X	Very significant issues to overcome if the Council would support a scheme. Delivery within the plan period very uncertain.	Major physical and environmental constraints. Development can only be justified if it brings about regeneration in Walton and can address flood risk and ecological concerns. Given lack of advancement since the 2011 application, no development in the plan period is assumed.

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URB7	Land west of North Street (adjoining Walton Mere), Walton on the Naze, Essex	625407 (E) 222011 (N)	0.22 ha	16 dwellings as proposed in a planning application that was refused..	Site is being promoted through the Local Plan process. Currently lies outside but abutting the settlement development boundary in the emerging Local Plan. Planning application 18/01098/OUT refused by the Council in October 2018 on technical design, ecological and highways matters.	Narrow historic streets in surrounding area and land may need raising to bring it out of the flood zone.	In the coastal protection belt. Part of the site is in the Flood Zone. Adjacent to: National Nature Reserve; Site of Special Scientific Interest; Ramsar site; Special Protection Area.	Significant improvements to surrounding streets required to accommodate scale of development.	Land is actively being promoted by landowners.	Cost of addressing flood risk causes concerns and achieving density of development which is viable and appropriate for area.	?	✓	Serious questions over the suitability of this land for residential development. No completions assumed for the plan period.	To comply with sequential and exceptions tests in respect of flood risk, development would have to be justified by its positive impacts on regeneration. Deliverability of a viable scheme is uncertain.
URB8	Land east of Mill Lane (Adjoining Walton Mere), Walton on the Naze, Essex	625326 (E) 221911 (N)	0.34 ha	20 as suggested by the site promoter – a higher density waterfront scheme.	Site is being promoted through the Local Plan process. Currently lies outside but abutting the settlement development boundary in the emerging Local Plan.	Narrow historic streets in surrounding area and land may need raising to bring it out of the flood zone.	In the coastal protection belt. Part of the site is in the Flood Zone. Adjacent to: National Nature Reserve; Site of Special Scientific Interest; Ramsar site; Special Protection Area.	Significant improvements to surrounding streets required to accommodate scale of development.	Land being actively promoted by its owner.	Cost of addressing flood risk causes concerns and achieving density of development which is viable and appropriate for area.	?	✓	Serious questions over the suitability of this land for residential development. No completions assumed for the plan period.	Proposal raises concerns about impact on international wildlife designation. Any such proposal is best considered by its individual merits and must be accompanied by detailed environmental assessment, habitat regulation assessment and flood risk assessment.
URB9	Land west of Old Hall Lane, Walton on the Naze, Essex	626041 (E) 223516 (N)	20 ha	400 dwellings at a density of 20 dwellings per hectare.	Site lies outside of the settlement development boundary of the Local Plan. Was assessed as part of initial sieving exercise to inform the preparation of the Local Plan.	Earmarked as a location for managed realignment in the Shoreline Management Plan.	Major landscape sensitivity issues as site is within the Coastal Protection Belt in the 2017 Draft Local Plan and is a very exposed site.	Development would need to contribute towards the expansion of existing schools.	Unknown.	Securing appropriate access. Dependent on prevailing housing market conditions.	X	?	Land not being promoted for inclusion in the Local Plan for housing. Development unlikely within the plan period.	Unsuitable for residential development due to its sensitive location.
URB10	Land north west of the Martello Caravan Park, north of Lowe Chase, Walton-on-the-Naze, Essex CO14 8SG.	624698 (E) 222103 (N)	5.26 ha	120 dwellings at a gross density of around 23 dwellings per hectare.	Not being promoted. Initially assessed as part of 2014 SHLAA. Land outside of the settlement development boundary in the emerging plan.	No obvious suitable means of vehicular access other than through the adjoining Martello Caravan Park. Part of site within flood zone.	Possible landscape sensitivity issues as site is within the Coastal Protection Belt in the 2017 submission Draft Local Plan.	Development would need to contribute towards the expansion of existing schools.	Land understood to be owned by the original freeholders of the adjoining Martello development (Hamford Park).	Contribution towards new infrastructure and general housing market issues may affect viability.	?	?	If development were to happen, it is most likely to follow completion of Hamford Park development from 2024/25 as a further phase.	On its own not considered to be suitable due to lack of access but there is potential for it to be considered with adjoining Martello site. Timing dependent on the delivery of the adjoining Martello Site. Careful landscaping and design required to minimise landscape impacts.
URB11	Land off First Avenue, east of the Cricket Club, Frinton on Sea, Essex	623060 (E) 219969 (N)	2.97 ha	60 dwellings at a density of 20 dwellings per hectare.	Site outside of settlement development boundary in emerging Local Plan and protected for recreational use. Previously promoted for inclusion in the Local Plan but no current objection to the plan.	The Council is unsure if the site has suitable topography for development.	Adjacent to Conservation Area. The site is designated Green Space	No irresolvable outstanding issues.	Unknown. The site was promoted in 2015 but not promoted since.	Dependent on prevailing housing market conditions.	X	?	Land not being promoted for inclusion in the Local Plan for housing. Development unlikely within the plan period.	Land not being actively promoted for development at the present time. Landscape impact issues.
URB12	Land at rear of 185 Thorpe Road, Kirby Cross, Essex	620664 (E) 221010 (N)	2.4 ha	55 dwellings at a density of 23 dwellings per hectare.	Site is being promoted for inclusion in the Local Plan.	Access issues	White Ladies Grade II north of site; Blue House Farmhouse Grade II north of site; 178 Thorpe Road Grade II, north of site.	No irresolvable outstanding issues.	Actively promoted by its owner.	Cost associated in attaining access through demolition of existing property.	?	?	If access issues were resolved and site were included in the Local Plan at the promoter's request, outline consent might be granted in 2020/21 leading to potential development from 2025/26 following development at 121-183 Thorpe Road.	Potential location for development although located at the extremity of the urban settlement. A considerable distance from services and facilities especially compared to other comparable sites nearby.

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URB13	Land off Grange Road, Lawford, Essex	609047 (E) 230644 (N)	3.19 ha	110 as proposed in a current outline planning application from Gladman Developments which is the subject of a planning appeal.	Land being promoted for inclusion in the Local Plan and is subject to a current application 17/01950/OUT which includes 110 dwellings. Permission has been refused and the proposal is now the subject of a planning appeal to be heard in 2019.	The character on Grange Road is that of ribbon development fronting the highway. If the entire site were to be developed, this would promote backland development, out of character with the area.	Settlement Site NNE of Lawford House; Lawford House Grade II to south east of site; Glanfields Grade II to west of site; War Memorial to north of site Grade II; Grange Farmhouse Grade II to south west of site. Adjacent to open green space	No irresolvable Issues subject to satisfactory s106.	Land being promoted by Gladman Homes through Local Plan objections and current application/ appeal.	Dependent on prevailing housing market conditions.	?	✓	Gladman homes will be seeking planning permission, on appeal, arguing that the scheme will contribute towards housing supply within years 1-5. On this basis, it would be expected that most dwellings will be delivered in years 4 and 5.	Development only likely to proceed if it is allowed on appeal or if the Local Plan Inspector requires its inclusion in the plan. It is expected that the appeal will be determined first, in 2019. If permission is granted, it will be on the assumption that most of the scheme will deliver within 5 years.
URB14	Potential second phase of Land South of Harwich Road Mistley Essex CO11 2DN	612585 (E) 231057 (N)	6.3 ha	100 dwellings based on current planning application which is yet to be determined.	Land subject of a representation to the Local Plan publication draft. Currently lies outside of settlement development boundaries. Site subject of two current planning applications (18/01994/OUT and 18/01995/OUT) each for 100 dwellings and both yet to be determined.	Access would be via first phase of development currently at reserved matters stage.	The further the site extends to the north, the greater the concerns about the impact upon the landscape and the setting of the AONB.	No irresolvable Issues subject to satisfactory s106.	Land being promoted by Hopkins Homes through Local Plan objections.	Dependent on prevailing housing market conditions.	?	✓	If the objections to the Local Plan were upheld by the Inspector and this site were included in the Local Plan or an appeal were allowed, development could potentially take place from 2022/23.	This area of the landholding was specifically excluded from the original application to minimise concerns about landscape impact. These concerns remain valid. It is likely that current planning application and/or any appeal will be determined before the examination of the Local Plan is completed.
URB15	Land off Samsons Road, Brightlingsea	608461 (E) 218210 (N)	2.7 ha	67 based on a density of 25 dwellings per hectare.	Site lies outside of the settlement development boundary of the Local Plan. Was assessed as part of initial sieving exercise to inform the preparation of the Local Plan.	North east of site is Morses Farmhouse Grade II	Site lies within Coastal protection belt designed to protect the undeveloped landscape around the coast.	Development would need to contribute towards the expansion of existing schools and medical provision through s106. Brightlingsea is only served by an in/out road which makes for a problematic highway connection. With limited bus services, and no rail, this situation is compounded.	Site promoted at preferred options stage by Hills Group for inclusion in the Local Plan.	Dependent on prevailing housing market conditions.	?	?	Land not being promoted for inclusion in the Local Plan at publication stage and delivery within the plan period is considered unlikely.	Site poorly related to the built up area and would represent an illogical intrusion into the countryside.
URB16	Lower Farm East End Green Brightlingsea Colchester Essex CO7 0SX	609674 (E) 217092 (N)	32.9 ha	36 retirement living apartments and 5 detached farmstead houses (41 units in total), as proposed as part of a current planning application.	Mixed development being promoted for inclusion in the Local Plan. Land also now subject of current, yet to be determined, planning application 19/00188/FUL for a mixed-use tourist and residential scheme including 36 retirement living apartments, 5 farmstead houses and 104 holiday lodges.	North of site is Marsh Farm House Grade II; south east of site is East End Green Farmhouse Grade II	Close to SSSI land designation to the north and south. Adjacent to Local Wildlife Site. Within coastal protection boundary.	Some but sewerage needs work.	Land promoted by its owner for inclusion in the Local Plan and subject of current application.	Potential costs in land preparation given its previous use for extraction.	?	✓	If outline permission were granted in 2019/20 or after adoption of the Local Plan, development could take place from around 2024/25 or possibly earlier.	Site has potential to accommodate major tourism related development subject to addressing ecological, flood risk and access matters.

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URB17	Land north of Church Road, Brightlingsea	608258 (E) 218445 (N)	13.0 ha	230 dwellings based on a low density scheme of around 18 dwellings per hectare.	Site lies outside of the settlement development boundary of the Local Plan. Was assessed as part of initial sieving exercise to inform the preparation of the Local Plan.	Land adjoins the existing urban area but development would extend the settlement northwards away from its centre and the location of most services and facilities. Potential adverse impacts on landscape character. Potential adverse impacts on the setting of All Saints church.	Land adjoins the existing urban area but development would extend the settlement northwards away from its centre and the location of most services and facilities. Brightlingsea is only served by an in/out road which makes for a problematic highway connection. With limited bus services, and no rail, this situation is compounded.	Development would need to contribute towards the expansion of existing schools. Brightlingsea is only served by an in/out road which makes for a problematic highway connection. With limited bus services, and no rail, this situation is compounded.	Unknown.	Dependent on prevailing housing market conditions.	?	?	Land not being promoted for inclusion in the Local Plan and delivery within the plan period is considered unlikely.	Land not being promoted for development and there are concerns about its impacts on the location.
URB18	Land at Brightlingsea Hall Farm, west of Church Road, Brightlingsea	605810 (E) 218386 (N)	17 ha	306 dwellings based on a low density scheme of around 18 dwellings per hectare.	Land being promoted for inclusion in the Local Plan by the landowner.	No overriding or irresolvable issues. However, as will all sites in Brightlingsea, there is only one point of access and egress to and from the town.	Potential for some biodiversity as neighbouring land contains former gravel pits and woodland, which is likely to be a habitat for wildlife. Northern part of site adjoins a Conservation Area around the Listed All Saints Church. .	Development would need to contribute towards the expansion of existing schools and medical provision through s106. Brightlingsea is only served by an in/out road which makes for a problematic highway connection. With limited bus services, and no rail, this situation is compounded.	Site promoted by its owners, Trinity College, Cambridge, for inclusion in the Local Plan.	Dependent on prevailing housing market condition and any costs of off-site highway works.	?	✓	If the landowner's objections to the Local Plan were upheld by the Inspector and outline planning permission were granted in 2020/21 development could potentially take place from 2024/25.	Concerns about its impacts on the location in terms of the sensitive landscapes around Brightlingsea and the setting of All Saint's Church.
URB19	Land west of Lodge Lane, Brightlingsea	607943 (E) 217457 (N)	9.0 ha	160 dwellings based on a low density scheme of around 18 dwellings per hectare.	Site lies outside of the settlement development boundary of the Local Plan. Was assessed as part of initial sieving exercise to inform the preparation of the Local Plan.	No irresolvable issues but access may be difficult to achieve unless access from the existing built up area to the east is possible.	Potential for some biodiversity as neighbouring land contains woodland, which is likely to be a habitat for wildlife.	Development would need to contribute towards the expansion of existing schools and medical provision through s106. Brightlingsea is only served by an in/out road which makes for a problematic highway connection. With limited bus services, and no rail, this situation is compounded.	Ownership unknown. Third party land may be required for access.	Costs involved in obtaining suitable access via third party land and dependent on prevailing housing market conditions.	✗	✗	Site not considered deliverable within the plan period to 2033.	No active interest in delivering development on this site combined with access problems and potential adverse environmental impacts.
URB20	Land East of Halstead Road Kirby Cross Frinton On Sea Essex CO13 0LR	622300 (E) 221220 (N)	0.31 ha	15 dwellings based on the current, yet to be determined, planning application.	Parcel of land within wider development scheme (Finches Park) subject of current planning application 19/00283/FUL for 15 starter homes.	No irresolvable issues. Access has already been created through the current development.	Need to ensure a suitable transition between the built development and the open countryside to the north, which forms part of the Strategic Green Gap to Kirby le Soken.	No irresolvable issues.	Land controlled by Linden Homes and falls within the area being developed for the Finches Park scheme.	Given the progress on the wider Finches Park scheme, there are not expected to be any viability issues.	?	✓	If permission were granted in 2019/20, development could be feasible from 2021/22.	Site falls within the red line area of the Finches Park scheme and is located fairly close to the Halstead Road entrance, rear of a newly developed car park designed to ease pressure during school pick up and drop off times.

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URB21	Land at Plains Farm Plains Farm Close Ardleigh Colchester Essex CO7 7QU	602087 (E) 228644 (N)	8.84 ha	150 dwellings based on Local Plan submission and subsequent pre-application material.	Site lies outside of the settlement development boundary of the Local Plan. It lies on the Colchester Fringe. This land, and the wider landholding, is being considered as an alternative option to Garden Communities as part of the Section 1 Local Plan examination process.	One point of access via Plains Farm Close which might or might not be deemed suitable to serve this level of development.	Listed Farm House in the centre of the site surrounded by a number of agricultural buildings.	Development would need to contribute	This particular site is in single ownership, but a wider development involving other landowners is being promoted by a strategic development company as part of the Local Plan process.	Given the strong progress of Avellana Place, the Bellway Homes development immediately to the south, there should not be any viability concerns.	?	✓	If the landowner's objections to the Local Plan were upheld by the Inspector and outline planning permission were granted in 2020/21 development could potentially take place from 2024/25.	Possibility that a planning application might be submitted in 2019/20 given the strong progress of development on the adjoining Avellana Place site. Colchester Borough Council would be a key consultee in determining any application because the site is more closely related to the urban area of Colchester.
URB22	Tudor Fields Jaywick, Essex CO15 2JE	614916 (E) 213372 (N)	20ha approx.	600-1,000 dwellings based on initial feasibility work being undertaken on a potential Master Plan for Jaywick Sands.	Land lies outside of the settlement development boundary of the Local Plan but the Council is in the early stages of developing proposals for the land that would assist in the regeneration of the wider area. It is envisaged that the site could accommodate a significant amount of high quality new housing with accompanying services and facilities.	The land is low-lying and at risk of flooding. Any development proposal would need to eliminate flood risk concerns and help to improve the overall flood resilience of Jaywick Sands.	See physical constraints.	Any development of this scale would need to be accompanied by new infrastructure including schools, health and employment opportunities and possibly new link roads.	The land is owned by Tendring District Council.	Severe viability issues in the short term whilst Jaywick Sands remains a low-value area with issues of high deprivation. Also need to build to a high specification to address flood risk concerns. As regeneration takes hold and improves the market conditions in Jaywick Sands, the viability is expected to improve.	?	✓	If deemed suitable for development, land is most likely to form part of the Council's next Local Plan.	Development likely to happen in phases beyond the current Local Plan period. The delivery of new housing designed to improve social conditions in the area whilst encouraging redevelopment of existing poor-quality accommodation. Intention is to reduce the number of unsuitable properties in the existing stock of Brooklands and Grasslands in the long term.

#### Alternative sites around Rural Service Centres (Alresford, Elmstead Market, Great Bentley, Little Clacton, St. Osyth, Thorpe-le-Soken and non-strategic sites around Weeley)

Site Code	Address	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
RSC1	Land adjacent to 2 Wivenhoe Road, Alresford	607326 (E) 221158 (N)	4.25 ha	85 at a density of 20 dwellings per hectare.	Land first submitted to the Council at the Preferred Options Call for sites. Land is not subject of a representation at publication stage.	It is unclear how access to the site would be possible.	Ancient woodland to south west; Milestone on south verge approximately 100 metres east of junction with Heath Road Grade II east of site	The site is located in a remote location. It is unclear how access to the site will be achieved. Land intrudes into sensitive open countryside.	Land is being promoted by the landowner.	Cost of access and dependent upon prevailing housing market conditions.	X	✓	Site not considered deliverable within the plan period to 2033.	While the land is being promoted by the owner, the landscape constraints and accessibility issues make the site undeliverable in the plan period. Land also poorly related to the established settlement. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC2	Land at Tenpenny Farm, North of St Osyth Road Alresford Essex	606888 (E) 221747 (N)	3.34 ha	50 as per the planning application currently at appeal.	Application 16/00669/OUT for 50 dwellings was refused for being poorly related to existing settlement form and this decision was upheld on appeal.	Site is on the opposite side of St. Osyth Road from the main built up area containing local services and facilities.	Concern over landscape impact in this location.	S106 agreement submitted as part of appeal process.	Land is being promoted by the landowner	No issues were raised at application stage.	X	✓	The appeal has been dismissed and this location is not considered suitable for development.	The site has been subject of a refused planning application and subsequent dismissal on appeal. Development is unlikely to be acceptable any time during the plan period.
RSC3	Land South of Main Road Alresford Essex CO7 8DG	606407 (E) 222179 (N)	3.98ha	40 dwellings as proposed in a current planning application.	Application 17/01761/OUT for 56 homes refused in March 2018 and later dismissed on appeal. New application 19/00474/OUT for 40 homes under consideration.	No irresolvable outstanding issues	Concern over the impact on the countryside and local character.	No irresolvable outstanding issues	Land controlled by Go Homes.	No issues were raised at application stage.	X	✓	The application has been refused and dismissed on appeal due to its impact on local character so development not considered suitable. If current application were approved, development from 2024/25 might be feasible.	Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village. This development was considered to be detrimental to the rural character of the area. Current application is unlikely to be supported by the Council given the recent appeal decision on the earlier proposal.

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RSC4	Land at the end of Orchards Close, Elmstead Market.	606466 (E) 224813 (N)	4.05 ha	100 dwellings at 25 dwellings per hectare.	Site promoted for inclusion in the Local Plan at preferred options stage.	No irresolvable outstanding issues	Lodge Farmhouse Grade II east of site; Barn approximately 30 metres south west of Lodge Farmhouse Grade II east of site	No irresolvable outstanding issues.	Land is being promoted by the landowner	Cost of securing suitable access and dependent upon prevailing housing market conditions.	X	?	Site not considered deliverable within the plan period to 2033.	Due to the location and nature of development, the proposal is considered to be unsuitable. The development would represent an illogical intrusion into the countryside. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC5	Land north of Meadow Close and west of Holly Way, Elmstead Market, Essex CO7 7QR.	605806 (E) 224949 (N)	4.5 ha	72 dwellings on the basis of 80% of the site being developed at a density of 20 dwellings per hectare.	Site lies outside the settlement boundary of the emerging Local Plan but had been allocated in an earlier version to be met with strong local objection. Land is subject of an objection at publication stage.	No irresolvable issues- but there are local concerns about highway safety and suitability of Meadow Close for access.	No irresolvable issues.	No irresolvable issues subject to securing suitable s106 contributions.	No irresolvable issues. Land controlled by the same owner as adjoining Meadow Close site.	General housing market issues and cost of providing a new primary school and other community infrastructure would affect viability.	?	✓	If permission were ever granted on this site, development would, at the earliest, follow on from the adjoining development off Meadow Close or Tye Road from 2024/25.	Development of this land higher contentious when suggested as part of the draft Local Plan in 2012. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC6	Land to the north of Colchester Road and east of Tye Road	605639 (E) 224630 (N)	1.9 ha	30 dwellings on the basis of 80% of the site being developed at a density of 20 dwellings per hectare.	Whilst this land has not been submitted as part of the call for sites process, development exists to the north and east so this would form a logical extension.	No irresolvable issues.	No irresolvable issues.	No irresolvable issues.	Unknown.	Development would have to factor in joining up with the main road network.	?	X	If permission were ever granted on this site, development would, at the earliest, follow on from the adjoining development off Meadow Close or Tye Road from 2024/25.	Whilst the site has not been formally submitted as part of the Local Plan process, or has been submitted to the Council as a planning application, it is considered that due to the recent grant of planning permission for land to the north and east and hard boundaries formed by the highway to the west and south, it may be that this land would be suitable for residential development to "fill-in" this corner of Elmstead Market. Existing permissions already represent a 25% increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC7	Land to The South of Thorrington Road Great Bentley Essex	610573 (E) 221769 (N)	3.1 ha	40 dwellings as per the application currently subject of an appeal.	Application 17/01098/OUT for 40 dwellings, a health centre and land for the expansion of the local primary school was refused by the Council and later dismissed on appeal. Site is subject of current Local Plan representations. Sites RSC7, RSC8 and RSC9 were determined as a package of developments.	No overriding or irresolvable issues.	The Field House Grade II north of site; Gardens of Cottage at Rear of Field House Grade II north of site; Church of St Mary Grade I east of site; Great Bentley Hall Grade II east of site. East of site; adjacent to Conservation Area	No overriding or irresolvable issues subject to securing an appropriate s106 agreement for health and education provision.	Land controlled by developers City & Country.	No viability issues raised during the application or appeal process.	X	✓	Inspector's decision highlighted significant impacts arising from the development, in particular the setting of the listed Church. Development not considered suitable or deliverable.	Site subject of dismissed appeal where the Inspector identified significant harm to heritage assets and the landscape character around the village. Assumed that site will not be included in the Local Plan and that development will not come forward.
RSC8	Land to The North of Thorrington Road Great Bentley Colchester Essex CO7 8QD	610426 (E) 221828 (N)	3.2 ha	75 dwellings as per the application currently subject of an appeal.	Applications 17/01096/OUT and 16/02125/OUT for 75 dwellings refused by the Council and later dismissed on appeal. Sites RSC7, RSC8 and RSC9 were determined as a package of developments.	No overriding or irresolvable issues.	The Field House Grade II north of site; Gardens of Cottage at Rear of Field House Grade II north of site; Sturrik Farmhouse Grade II north east of site	No overriding or irresolvable issues subject to securing an appropriate s106 agreement for health and education provision.	Land controlled by developers City & Country.	Cost of securing access through demolition of existing property. Dependent upon prevailing housing market conditions.	X	✓	Inspector's decision highlighted significant impacts arising from the development, in particular the setting of the listed Church. Development not considered suitable or deliverable.	Site subject of dismissed appeal where the Inspector identified significant harm to heritage assets and the landscape character around the village. Assumed that site will not be included in the Local Plan and that development will not come forward.

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RSC9	Land to The West of Plough Road Great Bentley Essex CO7 8LG	611200 (E) 221186 (N)	3.1 ha	75 dwellings as per the application currently subject of an appeal.	Applications 17/01097/OUT and 16/02127/OUT for 75 dwellings refused by the Council and later dismissed on appeal. Sites RSC7, RSC8 and RSC9 were determined as a package of developments. Developer has submitted a new application 19/00562/OUT for 75 dwellings on this site alone.	No overriding or irresolvable issues.	No overriding or irresolvable issues. Site does however comprise flat exposed land with limited landscape features.	No overriding or irresolvable issues subject to securing an appropriate s106 agreement for health and education provision.	Land controlled by developers City & Country.	Dependent upon prevailing housing market conditions.	?	✓	If the new application was successful, development from 2024/25 would be possible – probably following development of Station Field to the east of Plough Road.	The previous appeal decision for this site suggests that negative impacts would be unacceptable and that the current application is unlikely to be supported. Of the three sites promoted by City & Country in Great Bentley, this one is arguably the least harmful in respect of impact on heritage assets.
RSC10	Land south of Weeley Road, Great Bentley	611907 (E) 222762 (N)	13 ha	136 dwellings based on the recently refused planning application.	Land being promoted for inclusion in the Local Plan through representations at publication stage and subject of refused planning application 17/01881/OUT. Permission was refused in December 2018.	Safe access and egress might be difficult to achieve off Weeley Road.	No irresolvable issues.	No overriding or irresolvable issues subject to securing an appropriate s106 agreement for health and education provision.	No irresolvable issues.	Dependent upon prevailing housing market conditions.	?	✓	Major concerns over scales of development already proposed for the village. Application has been refused and would have to succeed on appeal for development to take place from 2024/25.	Potential to accommodate development but concerns over impact of the countryside and cumulative impact on development in the village. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC11	South of Station Field, East of Plough Road, Great Bentley	611438 (E) 221096 (N)	37 ha	500 dwellings based on around 80% of the site being developed at a density of 20 dwellings per hectare.	Land being promoted for inclusion in the Local Plan through representations at publication stage.	No irresolvable issues.	Significant landscape impacts and the potential coalescence of two settlements – Great Bentley and Aingers Green.	Scale of development would potentially require new school, health and other social infrastructure.	Land being actively promoted by its owner through the Local Plan process.	Dependent upon prevailing housing market conditions and any infrastructure requirements.	X	✓	Site not considered deliverable within the plan period to 2033. Major concerns over scales of development already proposed for the village.	The site was promoted as part of the Publication Draft Local Plan. Whilst the area has relatively few physical constraints, it is considered that the scale and siting of the development would go against the sustainable strategy advocated in the Local Plan and would lead to coalescence between villages. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC12	Land at Progress Way, Little Clacton, Essex	616429 (E) 218210 (N)	3.3 ha	90 dwellings at a gross density of 27 dwellings per hectare.	Site lies beyond the settlement development boundary in the emerging Local Plan. Land previously promoted for inclusion in the Local Plan but is not the subject of a current representation to the publication draft.	It is unclear how access to the site would be possible	Local Green Gap. Part of site effected by fluvial flood risk and is located within the Strategic Green Gap designed to maintain separation between Clacton-on-Sea and Little Clacton. Arrangements for access are also unclear.	No irresolvable issues.	Land is being promoted by the landowner as part of the Local Plan process.	Cost of securing suitable access. Dependent upon prevailing housing market conditions.	X	?	With limited indication as to the landowner's intentions and access issues needing to be resolved, no development is likely to be achievable in the plan period.	Due to the coalescence, access and flood risk issues above, this site is considered unsuitable for residential development. Deliverability in the plan period is very uncertain. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC13	Land West of Grove Road (east of Amerells Road)	616686 (E) 219949 (N)	4.37	87 dwellings at a density of 20 dwellings per hectare.	Site lies beyond the settlement development boundary in the emerging Local Plan. Land previously promoted for inclusion in the Local Plan but is not the subject of a current representation to the publication draft.	Potential ransom strip at entry to the site which affects access rights.	No overriding or irresolvable issues.	Contribution would be needed towards expansion of existing primary school.	Willing landowner, but access to site affected by possible ransom strip for which ownership has not been established..	Cost of resolving access issues.	?	?	If access issues could be resolved, development in the middle part of the plan period from 2024/25 could be possible.	Access issues would appear to impact up on the realistic deliverability of the site in the early part of the plan period. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.

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RSC14	Land at Folly Farm, south of Rochford Road and rear of properties in Clacton Road and Rochford Road, St. Osyth, Essex	612859 (E) 215740 (N)	5.3 ha	121 dwellings based on an indicative proposal,	Site lies beyond the settlement development boundary in the emerging Local Plan. Land previously promoted for inclusion in the Local Plan but is not the subject of a current representation to the publication draft.	No irresolvable Issues	No irresolvable Issues	Cannot be accommodated without the provision of additional land or provision of a new school. Sewerage treatment is also likely to be an issue.	Land affected by restrictive covenants following its sale to the current landowners from Essex County Council. These could restrict/remove the commercial incentive to release land for development until 2020. Understood that housebuilder is interested in the land.	Contribution towards infrastructure and general housing market issues may affect viability.	?	X	Covenant prevents development before 2020. If site were not excluded from the Local Plan, outline consent in 2021/22 could lead to completions in the middle to late part of the plan period.	The site has previously been submitted as part of the Local Plan process. However, this was in an older iteration of the plan. Since that time, covenants on the land has put the sites deliverability into question. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC15	Land south of Clacton Road, St. Osyth, Essex	613052 (E) 213891 (N)	4.6	184 dwellings based on an indicative proposal,	Site lies beyond the settlement development boundary in the emerging Local Plan. Land previously promoted for inclusion in the Local Plan but is not the subject of a current representation to the publication draft.	No irresolvable Issues	No irresolvable Issues	Cannot be accommodated without the provision of additional land or provision of a new school. Sewerage treatment is also likely to be an issue.	Land affected by restrictive covenants following its sale to the current landowners from Essex County Council. These could restrict/remove the commercial incentive to release land for development until 2020. Understood that housebuilder is interested in the land.	Contribution towards infrastructure and general housing market issues may affect viability.	?	X	Covenant prevents development before 2020. If site were not excluded from the Local Plan, outline consent in 2021/22 could lead to completions in the middle to late part of the plan period most likely following development at Folly Farm.	The site has previously been submitted as part of the Local Plan process. However, this was in an older iteration of the plan. Since that time, covenants on the land has put the sites deliverability into question. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC16	Land north of the Lifehouse Spa and Hotel, Frinton Road, Essex CO16 0JD	618341 (E) 221763 (N)	3 ha	92 assisted living units as indicated in the refused planning application.	Planning application 17/00440/OUT proposed 92 assisted living or care home units on 3ha of land controlled by the owners of the Lifehouse spa. The application also included a health centre on neighbouring land and 200 homes, business units and car parking facility on other land in Station Road closer to Thorpe Station and Maltings.  The applications were refused in 2017 and a re-submitted application proposing only 200 homes on the Station Road site is the subject of an appeal with a Public Inquiry to be completed in April 2019 and a decision in Summer 2019.	Access would be from Hall Lane which is narrow and not to an adopted standard.	Land in Conservation Area and adjoining Registered Park and Garden.	No overriding or irresolvable issues apart from concerns over access from hall Lane.	Land controlled by the owners of the Lifehouse Spa. Development was promoted as a means of generating funds to aid future investment in expansion of the business.	Owners would want to maximise the residual land value in order to assist in future investment at Lifehouse. The s106 requirements of an assisted living complex would be less than for general residential development.	?	✓	The applicant appears to be focussing on gaining consent for the separate 200 home scheme off Station Road. It is therefore assumed that the 92 assisted living units are no longer being pursued and delivery is therefore unlikely.	Land immediately to the north has gained planning permission, on appeal, for residential development. The proposal for 200 homes off Station Road is physically separate from the main settlement of Thorpe le Soken and is effectively an extension to the separately defined settlement around Thorpe Station and Maltings. That site is therefore not included in this assessment and would have to demonstrate exceptional considerations to gain permission through the development management process. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.

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RSC17	Land north of New Town Road	617819 (E) 222856 (N)	3.3 ha	60 at 18 dwellings per hectare.	Site lies outside of the settlement development boundary of the Local Plan. Was assessed as part of initial sieving exercise to inform the preparation of the Local Plan.	Access would be problematic as roads to the south are private, unmade roads. Unmade roads may cause problems due to load issue	Landscape impact is an issue to the north of the village.	Cannot be accommodated without the provision of additional land or provision of a new school.	No irresolvable issues.	General housing market issues, costs to upgrade roads and cost of providing a new primary school would affect viability.	X	?	Site not considered deliverable within the plan period to 2033.	Whilst the site represents a sensible and logical gap in the built up area for peripheral expansion of Thorpe-le-Soken (in theory) the scale of development would be contrary to the proposed spatial strategy for Rural Service Centres in the new version of the Local Plan. There are also major concerns about access and the primary school not being capable of expansion to accommodate additional development and so at this time the site is not considered to be suitable. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC18	Land off Lonsdale Road	618237 (E) 222890 (N)	4.3 ha	83 at 19 dwellings per hectare.	Site lies outside of the settlement development boundary of the Local Plan. Was assessed as part of initial sieving exercise to inform the preparation of the Local Plan.	Access would be problematic as roads to the south are private, unmade roads.	Landscape impact is an issue to the north of the village.	Cannot be accommodated without the provision of additional land or provision of a new school.	No irresolvable issues.	General housing market issues, costs to upgrade roads and cost of providing a new primary school would affect viability.	X	?	Site not considered deliverable within the plan period to 2033.	Whilst the site was promoted for development there has been no serious interest from the landowner or a developer. The suitability of this land is questionable due to concerns about access and landscape impact. Furthermore, the scale of development would be contrary to the proposed spatial strategy for Rural Service Centres in the new version of the Local Plan. There is also a major concern about the primary school not being capable of expansion to accommodate additional development and so at this time the site is not considered to be suitable. Existing permissions already represent a significant increase in village housing stock and there are concerns about disproportionate levels of growth being allowed in the village.
RSC19	Homestead Caravan Park, Thorpe Road, Weeley	615029 (E) 222576 (N)	1.5 ha	30 dwellings based on a density of 20 dwellings per hectare.	Site continues to operate as a holiday park. Land promoted through the Local Plan process. Outline planning permission (15/0737/OUT) granted for commercial development (B1) in August 2015. Land promoted for housing through the Local Plan.	No irresolvable issues but access to holiday park would need to be retained.	Dale Brow Grade II south east of site; Brook Farmhouse Grade II south east of site. On a designated caravan site	Potential cumulative impacts on transport, health, utilities and education infrastructure if coming forward alongside other sites.	Still operating as a viable caravan park and a single residential dwelling and there is planning permission for employment uses.	Costs of removing existing buildings and infrastructure from site, the need to contribute to new infrastructure and general housing market issues may affect viability.	X	X	Site most likely to continue in tourism/employment use. No completions anticipated in plan period.	Site is currently operating as a viable caravan park to which Policy PP11 in the 2017 Draft Local Plan will apply and so is not currently deemed to be suitable. The requirements of that policy would need to be met before a residential scheme could sensibly be considered.
RSC20	Land behind Rainbow Nurseries, Thorpe Road, Weeley	614503 (E) 222589 (N)	4.3 ha	129 at 30 dwellings per hectare.	Site situated outside of the Settlement Development Boundary.	Access appears to be a considerable constraint. There is a crematorium to the west of the site.	Rose Farmhouse Grade II north west of site	Access would need to be addressed.	Unknown.	Site is a working nursery, the cost of removing the existing buildings and any remediation works would need to be taken into account	X	X	Site not considered deliverable within the plan period to 2033.	The site is located in a remote area of Weeley. Should development on the east come forward, this would make this site more acceptable. Consideration needs to be given to surrounding land uses. Site not being actively promoted so unlikely to deliver within plan period.

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RSC21	Land at Saxon Lodge, Colchester Road	614081 (E) 222544 (N)	2.39 ha	34 dwellings on part of the site.	Outline approval (13/00038/OUT) for erection of B1 class unit and improvements to the existing vehicular access and road junction. Land not being actively promoted for residential use.	No irresolvable issues but a suitable access from the B1033 would be required that would not reduce the flow of traffic on this busy route.	No irresolvable issues.	No irresolvable issues for development at this scale.	No irresolvable issues but site continues to operate as a viable kennels/cattery and there is planning permission for employment uses.	Costs of new infrastructure and general housing market issues may affect viability.	?	?	Land only likely to come forward for development if a wider strategy for growth in Weeley proceeds through the Local Plan process.	There are doubts over the suitability of this land for housing as it would introduce housing on the opposite side of a busy road. There are also some doubts about whether suitable access can be achieved for housing. The recent approved planning application suggests there is more interest from the landowner for employment use than housing. There may be potential for it to be considered in the longer-term for housing but only if the issues identified above are addressed and additional growth is required at Weeley at the time.
RSC22	Land to The East of Tye Road Elmstead Colchester Essex CO7 7BB	605640 (E) 224766 (N)	0.86 ha	18 dwellings as proposed in the planning application current subject to appeal.	Outline planning application 18/00512/OUT for up to 18 dwellings refused by the Council in July 2018 and an appeal is in progress.	Access would be via adjoining scheme although land under control of the same developer.	No overriding or irresolvable issues.	No overriding or irresolvable issues.	Site controlled by Hills Residential.	No overriding or irresolvable issues.	✓	✓	If the appeal is allowed, development would likely follow the completion of the 32-unit scheme to the south (16/00219/OUT).	If the appeal is allowed, development could come forward as early as 2022/23. Permission was refused because the site currently lies beyond the settlement development boundary for Elmstead Market.
RSC23	Land off Crow Lane, Weeley	614477 (E) 222369 (N)	19.25	300 as indicated in the Local Plan preferred options stage for a major mixed use development as part of a wider proposal for strategic growth around Weeley but deleted from the plan at publication stage.	Land included in the Local Plan at preferred options stage for a major mixed use development as part of a wider proposal for strategic growth around Weeley but deleted from the plan at publication stage.	Significant improvements to Crow Lane would be required to achieve suitable access.	Dale Brow Grade II south east of site; Tockets (probably formerly known as Byways) Grade II south of site; 2, The Street Grade II south of site; The Elms Grade II south of site; Ash Farmhouse Grade II south of site.	Scale of development would need to be supported by new services and facilities which are only realistically deliverable as part of a wider comprehensive scheme.	Land understood to be controlled by a willing landowner with an agreement with a housebuilder.	Costs of new infrastructure and general housing market issues may affect viability.	✓	✓	If development were allowed to proceed, as part of wider comprehensive strategy, it would most likely follow completion at land south of Thorpe Road as allocated in the emerging Local Plan, after 2033.	Land only suitable for development as part of a wider strategy for growth around Weeley. This approach was part of the preferred options Local Plan but deleted at publication stage both in response to significant levels of local objection, but also on confirmation of OAN at 550 dwellings per annum as opposed to 600. Development not needed in the current plan period.
RSC24	Land North of Colchester Road Weeley Essex CO16 9AG	613982 (E) 222532 (N)	25 ha	380 as per the refused planning application which included commercial uses and community facilities.. .	Site subject of planning application (16/01847/OUT) for mixed use development including 380 homes, employment land, school and medical facilities. Application was refused mainly on prematurity grounds and for being poorly related to the established settlement of Weeley but no appeal has been lodged.  Site being promoted by Taylor Wimpey for inclusion in the Local Plan with objections to the publication draft.	No irresolvable issues but development at the scale proposed would require a suitable access from the B1033 that would not reduce the flow of traffic on this busy route.	Rose Farmhouse Grade II north west of site. Significant ecological diversity on the site requiring a comprehensive mitigation strategy.	Scale of development would need to be supported by new services and facilities which are only realistically deliverable as part of a wider comprehensive scheme.	No irresolvable issues but large area of site operates as a viable car-boot business. Land controlled under option by Taylor Wimpey.	Costs of new infrastructure and general housing market issues may affect viability.	X	✓	If the developer is successful in getting the site included in the Local Plan, development from 2024/25 following adoption of the plan might be feasible. Rate of development assumed at 40 completions per annum in line with assumptions for land south of Thorpe Road.	There are doubts over the suitability of this land for housing at it would introduce housing on the opposite side of a busy road and would protrude the settlement northwards into a relatively uncontained area of countryside that is poorly connected with the existing built up area. There may be potential for this land to be considered for other uses such as employment or commercial rather than housing. There may be potential for it to be considered in the longer-term for housing but only if the issues identified above are addressed and additional growth is required at Weeley through a comprehensive strategy.

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RSC25	Land between Tendring Park Services and Weeley Bridge, Land South of Colchester Road Weeley Essex	614055 (E) 221994 (N)	53 ha	800 dwellings as indicated in the preferred options draft Local Plan as part of a mixed scheme including services and facilities.	Land included in the Local Plan at preferred options stage for a major mixed use development as part of a wider proposal for strategic growth around Weeley but deleted from the plan at publication stage. Part of the site was subject of a planning application (16/02131/OUT) for up to 228 dwellings , land for a primary school, a car park to serve Weeley Railway Station and other community uses. The application was refused mainly on prematurity grounds but no appeal has been lodged. A further application 18/00578/OUT for 228 units has been submitted but is expected to be refused for similar reasons as before.	No irresolvable issues but southern part of site lies within the Flood Zone. Potential for direct access to the strategic road network. Access to railway and bridge over the railway may need to be maintained for operational reasons.	Weeley House Grade II east of site. Significant landscape impact due to topography of the site and viewpoints from Colchester Road, Weeley Bypass and the A133.	Scale of development would need to be supported by new services and facilities which are only realistically deliverable as part of a wider comprehensive scheme.	Site in single Ownership. Landowner promoted site for inclusion in the Local Plan but has not objected to the sites exclusion from the publication draft. Land not understood to be under the control of a developer.	Costs of new infrastructure and general housing market issues may affect viability .	?	✓	With the land no longer being actively promoted, it is more likely to be an option for consideration in the next review of the Local Plan.	Has potential to be considered to meet future growth requirements. Site is well placed close to the strategic road network at the junction of the A133 and B1033. Land only suitable for development as part of a wider strategy for growth around Weeley. This approach was part of the preferred options Local Plan but deleted at publication stage both in response to significant levels of local objection, but also on confirmation of OAN at 550 dwellings per annum as opposed to 600. Development not needed in the current plan period.

#### Alternative sites within strategic green gaps (as defined in the 2017 Publication Draft Local Plan – Policy PPL6)

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SGG1	Land west of Cherry Tree Avenue, Clacton on Sea, Essex	616290 (E) 214257 (N)	15 ha	300 homes at a density of 20 dwellings per hectare.	Site outside of the settlement development boundaries shown in the emerging Local Plan and is also within the designated strategic green gap. Site being promoted for inclusion in the Local Plan by its owners.	Cherry Tree Avenue is a narrow road and it is likely that major improvements would be needed.	Land lies within Strategic Green Gap between Clacton-on-Sea and Jaywick Sands which has a strong recreational function. Development would erode this gap and adversely affect the objective of maintaining separate character and identity of the two areas.	Potential problems with sewerage treatment capacity in this location without securing direct pipe to the nearby Jaywick treatment works.	Land in agricultural use with a willing land owner - St. Monica's Convent.	Dependent on prevailing housing market conditions and securing access to necessary utilities.	X	✓	If the landowner's objections to the Local Plan were upheld by the Inspector and the green gap designation was to be lifted, development could potentially take place from 2024/25 following grant of outline permission in 2020/21.	Site considered unsuitable for development due to its impact on maintaining the Strategic Green Gap. Development could only be allowed if green gap designation were struck out of the Local Plan on advice of the Inspectorate. There could be timing issues for resolving any sewerage capacity issues.
SGG2	Land east of Rush Green Road Clacton-on-Sea CO16 7BL	615810 (E) 214732 (N)	3.6 ha	100 dwellings as per refused planning application.	Application 17/00683/OUT refused for extending into the strategic green gap..	No irresolvable outstanding issues.	Partially within the proposed settlement boundary so potential for a development of the right scale to be considered favourably. Large part of site within Local Green Gap. Development would have to reflect these policies.	No irresolvable outstanding issues.	Outline application submitted on behalf of the landowner.	Agricultural land with limited constraints viability dependent on prevailing housing market conditions.	X	✓	If the landowner's objections to the Local Plan were upheld by the Inspector and the green gap designation was to be lifted, a new outline application in 2019/20 following the adoption of the Local Plan might enable house completions from 2023.	Development proposal rejected by the council and may be the subject of an appeal. Proposal is also subject of objections to the Local Plan which may or may not result in changes to the plan in this location.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SGG3	Land North of Rush Green Road Clacton On Sea Essex CO16 8BQ	615323 (E) 214813 (N)	9.7 ha	276 dwellings based on the larger of the previous planning applications dismissed on appeal.	Planning permission for three residential schemes refused by the council and dismissed on appeal (15/00904/OUT, 16/00208/OUT, 16/00209/OUT). All three proposed developments were refused on similar grounds. This was detrimental impact on the Protected Green Gap. The purpose of this Green Gap is to maintain separation between Jaywick Sands and Clacton-on-Sea and to maintain their individual characters. The proposed development would, in effect, infill this gap to the detriment of the wider character.	No irresolvable outstanding issues.	Development contrary to Local Green Gap policy and harmful to the separate identities and characters of Clacton-on-Sea and Jaywick Sands.	No irresolvable outstanding issues. Impact on infrastructure was not considered unacceptable at appeal	Land promoted by Bloor Homes who submitted the previous planning applications.	No issue raised in application or during the appeal process	X	✓	If the developer's objections to the Local Plan were upheld by the Inspector and the green gap designation was to be lifted, a new outline application in 2019/20 following the adoption of the Local Plan might enable house completions from 2023.	Development proposal rejected by the council and dismissed on appeal. Site not considered suitable for residential development. Proposal is however subject of objections to the Local Plan which may or may not result in changes to the plan in this location.
SGG4	Land South of Centenary Way London Road Clacton On Sea Essex CO16 9RA	616801 (E) 218029 (N)	8.34ha	175 dwellings as per the previous outline planning application.	The site is the subject of a Local Plan representation. It was also the subject of a planning application 15/01720/OUT for up to 175 dwellings. That application was refused by the Council in June 2016. It was allowed on appeal, but that decision was quashed following a legal challenge by the Council and the appeal had to be re-determined. At the second appeal, the scheme was dismissed by the Planning Inspector and a subsequent legal challenge from the applicants was rejected.	No overriding physical constraints.	Site home to rare flower species that will need to be preserved within the site as part of ecological mitigation. Site forms part of strategic green gap designated between Clacton and Little Clacton.	No irresolvable outstanding issues. Impact on infrastructure was not considered unacceptable at appeal	Land currently used for car boot sales. Use would need to cease before development took place. The land is understood to still be under the control of the landowner and is yet to be transferred to a developer or housebuilder.	Viability independently tested at planning application stage. No irresolvable issues identified.	X	✓	If the landowner's objections to the Local Plan were upheld by the Inspector and the green gap designation was to be lifted, a new outline application in 2019/20 following the adoption of the Local Plan might enable house completions from 2024/25.	Site has a complex planning history having been refused by the Council, allowed on appeal, the appeal decision quashed, appeal subsequently dismissed and final legal challenge rejected. The proposal is the subject of a representation to the Local Plan and it is only likely that development would proceed if the Local Plan Inspector finds in the landowner's favour in respect of the strategic green gap designation.
SGG5	Land off London Road Clacton On Sea Essex	616711 (E) 218031 (N)	11.8 ha	220 dwellings as per the currently undetermined planning application 16/02039/OUT.	Proposal subject of outline planning application yet to be determined. Decision being deferred, with the applicant's agreement. Developer considering altering the scheme and promoting it for self-build plots.	Cost of removing existing buildings on site	The site would constitute coalescence of Little Clacton and Clacton-on-Sea. Site located within Strategic Green Gap between Little Clacton and Clacton-on-Sea. The purpose of this Green Gap is to separate Clacton-on-Sea and Little Clacton and to protect each settlements unique character.	No irresolvable outstanding issues	Site in multiple ownership but all owners willing to release their land for development	No viability issues raised to date through application process. Site dependent on prevailing housing market conditions.	?	✓	If the Council was to grant planning permission or an appeal was allowed in 2019.20, development from 2023/24 is conceivable.	Site currently considered unsuitable for residential development as located within the Strategic Green Gap. Developer considering altering the scheme and promoting it for self-build plots. The dismissal of the appeal for land north of Centenary Way (immediately north of this site) supports the Council's policy for maintaining a green gap in this location.
SGG6	Land adj to Burrs Road/Sladbury's Lane, Clacton on Sea	618933 (E) 216890 (N)	30.5 ha	508 on the basis that the wider site had an estimated capacity of 670 homes in the last SHLAA assessment but part of the site has gained outline planning permission for up to 132 dwellings and is assessed separately as a site with permission.	Land outside of the settlement development boundary of the emerging Local Plan and within the designated strategic green gap. Part of this landowner's site to the south has gained outline planning permission on appeal (15/01351/OUT) for up to 132 homes.	Potential issue with access. Overhead lines currently run across the site. The applicant will need to bear the cost of this remediation work.	The site is located within a strategic green gap. The function of this Green Gap is to separate Holland-on-Sea from Clacton-on-Sea and protect these settlements individual character.	Access is potentially dependent upon approved site to the south. However, it may be that this may not be an acceptable solution in capacity and safety terms. Development of this scale would require new schools and medical provision.	Land promoted by landowner for inclusion in the Local Plan.	Dependent on prevailing housing market conditions. Development might require undergrounding of electricity cables.	X	✓	If the developer's objections to the Local Plan were upheld by the Inspector and the green gap designation was to be lifted, further phases of residential development on this site could potentially take place from 2027/28 following on from the development of 132 homes off Sladbury's Lane.	Due to the location and nature of development, the proposal is considered to be unsuitable as it would bring about coalescence and have an adverse impact on maintaining the separate character and identities of Holland-on-Sea and Clacton-on-Sea.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SGG7	Land Adj Two Villages School Mayes Lane Ramsey Essex CO12 5EL	621743 (E) 230269 (N)	3.28 ha	71 as per the previous planning application that was dismissed on appeal.	15/00964/OUT – Refused and dismissed at appeal (APP/P1560/W/16/3146802). Application for residential development dismissed on appeal over concerns about the impact on the setting of the Grade 1 listed St Michael's Church. The development site was removed from the Local Plan at Preferred options stage. The site is currently adjacent to the Settlement Boundary and within the Green Gap designation.	No overriding or irresolvable issues.	Flood risk to the west. The site is situated in the Green Gap and in the vicinity of St Michael's Grade 1 listed church.	At appeal stage, a s106 legal agreement was produced that satisfied infrastructure requirements.	The site is being promoted by the developer	Dependent on prevailing housing market conditions. Viability not raised an issue during the application or appeal process.	?	✓	If the developer's objections to the Local Plan were upheld by the Inspector and the green gap designation was to be lifted, and the development was designed in a way to safeguard the setting of St. Michael's Church, development could potentially take place from 2024/25.	Land currently deemed unsuitable for residential development following recent appeal decision. Site lies within the strategic green gap and impact on the setting of the Grade I Listed Church difficult to resolve.
SGG8	Land to The West of Edenside Off Bloomfield Avenue Frinton On Sea Essex CO13 0DA	623566 (E) 221584 (N)	9.5 ha	85 dwellings as per the refused planning application and subsequently dismissed appeal.	Planning application 17/00836/OUT for up to 85 dwellings refused in 2017 and dismissed on appeal in 2017. Site lies outside of settlement development boundary and within strategic green gap designation in the emerging Local Plan. Landowner has made representations to the Local Plan.	Access via existing area of open space.	Within Strategic Green Gap designed to maintain separation between Kirby Cross and Kirby le Soken.	No irresolvable outstanding issues.	Land actively promoted by its owner.	Viability was not raised as an issue at the application stage. Dependent on prevailing housing market conditions	X	✓	The appeal for this site was dismissed, partly over concerns about the impact on the green gap. It is not expected that this site will be included in the Local Plan and therefore housing delivery up to 2033 is considered doubtful unless the Local Plan Inspector concludes that green gaps should be deleted.	Land forms part of important open gap between Frinton and Kirby-le-Soken. Appeal was firmly dismissed by the Planning Inspector and it is considered unlikely that the site will proceed to be allocated in the Local Plan. Land in the same ownership as Turpins Farm, Frinton which has planning permission for 210 units and it is likely that the landowner will prioritise the delivery of that scheme. If development were to come forward it might now be towards the end of the plan period.
Page 318	Land off Colchester Road Lawford Essex	610305 (E) 231432 (N)	0.55 ha	15 dwellings as per the current planning application.	Subject of current underdetermined planning application 11/00530/OUT. Application undetermined due to lack of sufficient information and timescales for appealing against non-determination have passed. Applicant intends to submit further information to enable application to be determined.	Site topography affects potential layout.	Protected green gap; Conservation Area	No irresolvable Issues subject to satisfactory s106.	Land is being actively promoted by developer.	Dependent on prevailing housing market conditions. No issues raised at planning application stage.	X	✓	If green gap designation were removed from the site following Local Plan examination and outline consent were granted in 2020/21, development in 2024/25 is conceivable.	Site within Green Gap area and not currently considered suitable for development.
	Land off Trinity Road Trinity Road Mistley Essex CO11 2HH	610420 (E) 231338 (N)	2.4 ha	75 dwellings as per the current planning application.	Subject of current undetermined planning application 11/00532/OUT which provides for open space and allotments on adjoining land. Application undetermined due to lack of sufficient information and timescales for appealing against non-determination have passed. Applicant intends to submit further information to enable application to be determined.	Topography of land may affect suitability of site and it is within the Strategic Green Gap that separates Lawford and Mistley.	Protected green gap. Adjacent to AONB.	Development would need to contribute towards the expansion of existing schools. Subject to satisfactory s106	Land is being actively promoted by developer.	Dependent on prevailing housing market conditions. No issues raised at planning application stage.	X	✓	If green gap designation were removed from the site following Local Plan examination and outline consent were granted in 2019/20, development from 2024/25 is conceivable.	Site within Green Gap area and not currently considered suitable for development.

SITE CODE	ADDRESS	Grid Ref	Area (ha)	Estimated Dwelling Capacity	Planning Status	Physical Constraints	Environmental Constraints	Infrastructure Constraints	Ownership Issues	Viability Issues	Suit-able?	Avail-able?	Achievable? / Likely Timescale	Other Comments
SGG11	<b>Land at Fooths Farm (North of Centenary Way) Thorpe Road Clacton On Sea Essex CO16 9SB</b>	617884 (E) 218683 (N)	13.26 ha	245 dwellings as per the current planning application which is yet to be determined.	Subject of current undetermined outline planning application 18/01499/OUT for up to 245 dwellings. The scheme is being promoted as 'enabling development' by the owners of St. Osyth Priory to generate funds to assist in its restoration.	No overriding physical constraints.	Within Strategic Green Gap designed to maintain separation between Clacton on Sea and Little Clacton.	Development would need to contribute towards the expansion of existing schools and health provision through s106 contributions, although as development is being promoted as enabling development whereby land value uplift would be diverted to the restoration of the heritage assets.	Land understood to be controlled by Manningtree Farms Ltd which is connected with the owners of ST. Osyth Priory and developers City & Country.	No viability issues raised to date through application process. Site dependent on prevailing housing market conditions. Current development proposal seeks to utilise land value uplift to generate funding for the restoration of St. Osyth Priory.	X	✓	If the Council was to grant planning permission or an appeal were allowed in 2019/20, development from 2024/25 is conceivable. It is considered unlikely however that permission would be granted.	The site has not been promoted as part of the Local Plan process to date but is the subject of a current application for enabling development. It is not expected that the Council will support the application and it is likely that the proposal will have to be determined on appeal if development is to proceed. As the scheme is being promoted as enabling development, it is envisaged that affordable housing and infrastructure contributions would be reduced or waived to generate maximum funding for the restoration of St. Osyth Priory. The site has no direct relationship with St. Osyth village nor the Priory. Land lies immediately west of Local Plan allocation at Oakwood Park.

## Appendix 6: Potential trajectory assumptions for Alternative Housing Site

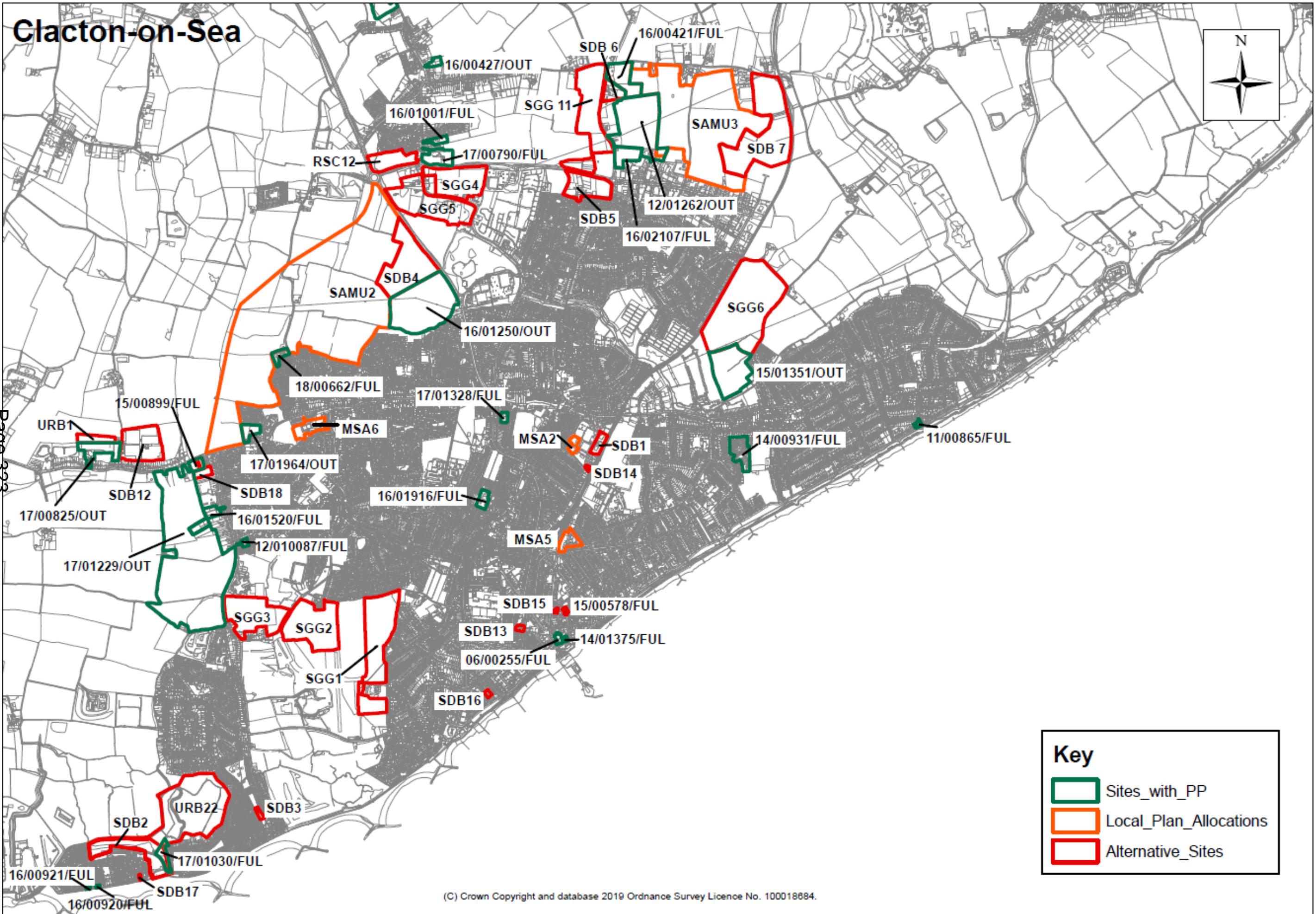
Site Ref	Site name	Total capacity			YR1 2019/ 20	YR2 2020/ 21	YR3 2021/ 22	YR4 2022/ 23	YR5 2023/ 24	YR6 2024/ 25	YR7 2025/ 26	YR8 2026/ 27	YR9 2027/ 28	YR10 2028/ 29	YR11 2029/ 30	YR12 2030/ 31	YR13 2031/ 32	YR14 2032/ -33	Next plan	Notes	
<b>SITES WITHIN DEFINED SETTLEMENT DEVELOPMENT BOUNDARIES</b>																					
SDB1	112-118 Oxford Road, Clacton	60																		60	Site best retained in employment use.
SDB2	Lotus Way, Jaywick Sands	370									30	30	30	30	30	30	30	30	30	100	Long-term Council-led regeneration project.
SDB3	Garden Road, Jaywick Sands	10																		10	Site best retained in open space use.
SDB4	Brook Park West Potential Phase 2, Clacton	150										20	40	40	40	10					Potential for inclusion in Hartley Gardens scheme.
SDB5	Foots Farm, Clacton	100									30	30	30	10							Greenfield site within the settlement boundary.
SDB6	Crossways Garden Centre, Clacton	20																		20	Delivery within plan period uncertain.
SDB7	Oakwood Park Potential Phase 3, Clacton	200																		200	Assumed beyond 2033.
SDB8	Navyard Wharf, Harwich	367									60	60	60	60	60	60	7				Dependent on relocation of current port activities.
SDB9	Ferndale Road, Harwich	13																		13	Planning permission lapsed – delivery uncertain.
SDB10	Barrack Lane, Harwich	28																		28	Development complicated and delivery unlikely.
SDB11	Durite Works, Dovercourt	32																		32	Site best retained in employment use.
SDB12	St. John's Nursery, Clacton	210			FUL	DC	C	30	30	30	30	30	30	30							Subject of current planning application.
SDB13	St. Helena Hospice Site, Clacton	40			FUL	RM	C	20	20												Subject of current planning application.
SDB14	88-92 Oxford Road, Clacton	28			OUT	RM	DC	C	28												Subject of current planning application.
SDB15	Rumours Nightclub Site, Clacton	16			FUL	DC	C	16													Subject of current planning application.
SDB16	6 Nelson Road, Clacton	23			FUL	DC	C	23													Subject of current planning application.
SDB17	71 Brooklands, Jaywick	10			FUL	DC	C	10													Subject of current planning application.
SDB18	R/o 683 St. John's Road, Clacton	22						11	11												Subject of current planning application.
SDB19	27-31 High Street, Walton	10			FUL	DC	C	10													Subject of current planning application.
SDB20	Affinity Water, Mill Hill, Manningtree	90																			Development to follow relocation of water works.
					0	11	11	109	78	150	180	200	200	160	130	47	30	30		<b>Total: 1,336</b>	
<b>SITES AROUND URBAN SETTLEMENTS</b>																					
URB1	Earls Hall Drive, Clacton	35																		35	Planning permission refused. Delivery unlikely.
URB2	Michaelstowe Farm, Dovercourt	51									20	20	11								Proximity to Listed Church is an issue.
URB3	Ramsey Road, Dovercourt	55									20	20	15								Proximity to Listed Church is an issue.
URB4	Low Road South, Dovercourt	390																		390	Site affected by flood risk.
URB5	Oakley Road, Doevcourt/Little Oakley	1,415																		1,415	Longer-term potential but high landscape impact.
URB6	Walton Mere	129																		129	Unlikely to be feasible.
URB7	North Street, Walton	20																		20	Flood risk concerns.
URB8	Mill Lane, Walton	20																		20	Flood risk concerns.
URB9	Old Hall Lane, Walton	400																		400	Landscape impact concerns.
URB10	North of Lowe Chase, Walton	120									30	30	30	30							Potential for further phases of Hamford Park.
URB11	First Avenue, Frinton	60																		60	Landscape issues.
URB12	R/o 85 Thorpe Road, Kirby Cross	55																			Significant distance from local services and facilities.
URB13	Grange Road, Lawford	110			OUT	RM	DC/C	40	40	30											Subject of current appeal.
URB14	Harwich Road Phase 2, Mistley	100			OUT	RM	DC/C	40	40	20											Subject of Local Plan objections and application.
URB15	Samsons Road, Brightlingsea	67																		67	Site not being actively promoted.
URB16	Lower Farm, Brightlingsea	36									18	18									Subject of Local Plan objections and application.
URB17	Church Road North, Brightlingsea	230																		230	Site not being actively promoted.
URB18	Brightlingsea Hall Farm, Brightlingsea	306									40	40	40	40	40	40	26				Subject of Local Plan objections.
URB19	Lodge Lane, Brightlingsea	160																		160	Site not being actively promoted.
URB20	Halstead Road, Kirby Cross	15			FUL	DC/C	15														Current application under consideration.
URB21	Plains Farm, Ardleigh/Colchester	150									50	50	50								Site located on the edge of Colchester urban area.
URB22	Tudor Fields, Jaywick Sands	1,000																		1,000	Long-term Council-led regeneration project.
					0	0	15	80	80	228	208	171	70	40	40	40	26	0		<b>Total = 998</b>	

Site Ref	Site name	Total capacity			YR1 2019/ 20	YR2 2020/ 21	YR3 2021/ 22	YR4 2022/ 23	YR5 2023/ 24	YR6 2024/ 25	YR7 2025/ 26	YR8 2026/ 27	YR9 2027/ 28	YR10 2028/ 29	YR11 2029/ 30	YR12 2030/ 31	YR13 2031/ 32	YR14 2032/ -33	Next plan		
<b>SITES AROUND RURAL SERVICE CENTRES</b>																					
RSC1	Adj 2 Wivenhoe Road, Alresford	85																	85	Major landscape, access and settlement issues.	
RSC2	Tenpenny Farm, Alresford	50																	50	Application refused and appeal dismissed.	
RSC3	South of Main Road, Alresford	40									20	20								Application refused, potential appeal.	
RSC4	Orchard Close, Elmstead	100																	100	Poor relationship to settlement.	
RSC5	Holly Way, Elmstead	72									36	36								Subject of Local Plan objections.	
RSC6	Colchester Road/Tye Road, Elmstead	30									30										
RSC7	Thorrington Road South, Gt. Bentley	40																	40	Major impact on setting of Grade I Listed Church.	
RSC8	Thorrington Road North, Gt. Bentley	75																	75	Dependent on current appeal being allowed.	
RSC9	Plough Road West, Gt. Bentley	75									40	35								Dependent on current appeal being allowed.	
RSC10	Weeley Road, Gt. Bentley	136									40	40	40	16						Application to be refused, potential appeal.	
RSC11	Plough Road East, Gt. Bentley	500																	500	Scale of development entirely inappropriate.	
RSC12	Progress Way, Lt. Clacton	90																	90	Flood risk issues.	
RSC13	Grove Road, Lt. Clacton	87									30	30	27							Access issues to be resolved.	
RSC14	Folly Farm, St. Osyth	121									30	30	30	31						Legal issues to be resolved.	
RSC15	Clacton Road/Rochford Road, St. Osyth	184																	34	Legal issues to be resolved.	
RSC16	North of Lifehouse, Thorpe	92																	92	Access issues.	
RSC17	Town Road, Thorpe	60																	60	Application refused, no appeal submitted.	
RSC18	Lonsdale Road, Thorpe	83																	83	Access issues.	
RSC19	Homestead, Weeley	30																	30	Site best retained in employment use.	
RSC20	R/o Rainbow Nurseries, Weeley	129																	129	Access issues.	
RSC21	Saxon Lodge, Weeley	34																	34	Site best retained in employment use.	
RSC22	Land north of Tye Road Site, Elmstead	18			OUT	RM	DC/C	18													
RSC23	Crow Lane, Weeley	300																	300	Site promoted by same developers as Barleyfields.	
RSC24	North of Colchester Road, Weeley	380									40	40	40	40	40	40	40	40	20	Proposal subject of Local Plan objections.	
RSC25	R/o Tendring Park Services, Weeley	800																	530	Longer-term potential for mixed-use development.	
					0	0	0	18	0	266	231	137	87	70	70	70	70	70		<b>Total = 1,089</b>	
<b>SITES WITHIN STRATEGIC GREEN GAPS</b>																					
SGG1	Cherry Tree Avenue, Clacton	300									30	30	30	30	30	30	30	30	30	Subject of Local Plan objections.	
SGG2	Rush Green Road South, Clacton	100									30	30	30	10						Application refused.	
SGG3	Rush Green Road North, Clacton	276									30	30	30	30	30	30	30	30	6	Permission refused and appeal dismissed.	
SGG4	Centenary Way, Clacton	175									30	30	30	30	30	25				Permission refused and appeal dismissed.	
SGG5	London Road, Clacton	220									30	30	30	30	30	30	30	10		Subject of Local Plan objections and application.	
SGG6	Burrs Road/Sladbury's Lane, Clacton	508																	328	Subject of Local Plan objections.	
SGG7	Mayes Lane, Ramsey	71									20	20	20	11						Permission refused and appeal dismissed.	
SGG8	Bloomfield Avenue/Edenside, Kirby	85																		Permission refused and appeal dismissed.	
SGG9	Colchester Road, Lawford	15									15									Subject of Local Plan objections and application.	
SGG10	Trinity Road, Mistley	75									30	30	15							Subject of Local Plan objections and application.	
SGG11	Foots Farm, Clacton (North)	245									30	30	30	30	30	30	30	5		Subject of current planning application.	
					0	0	0	0	0	245	230	215	241	220	180	150	130	95		<b>Total = 1,706</b>	

Key:

- LPA Local Plan adoption
- OUT Outline consent
- FUL Full consent
- RM Reserved matters approval
- HCC High Court challenge
- DC Discharge of conditions
- C Commencement of development

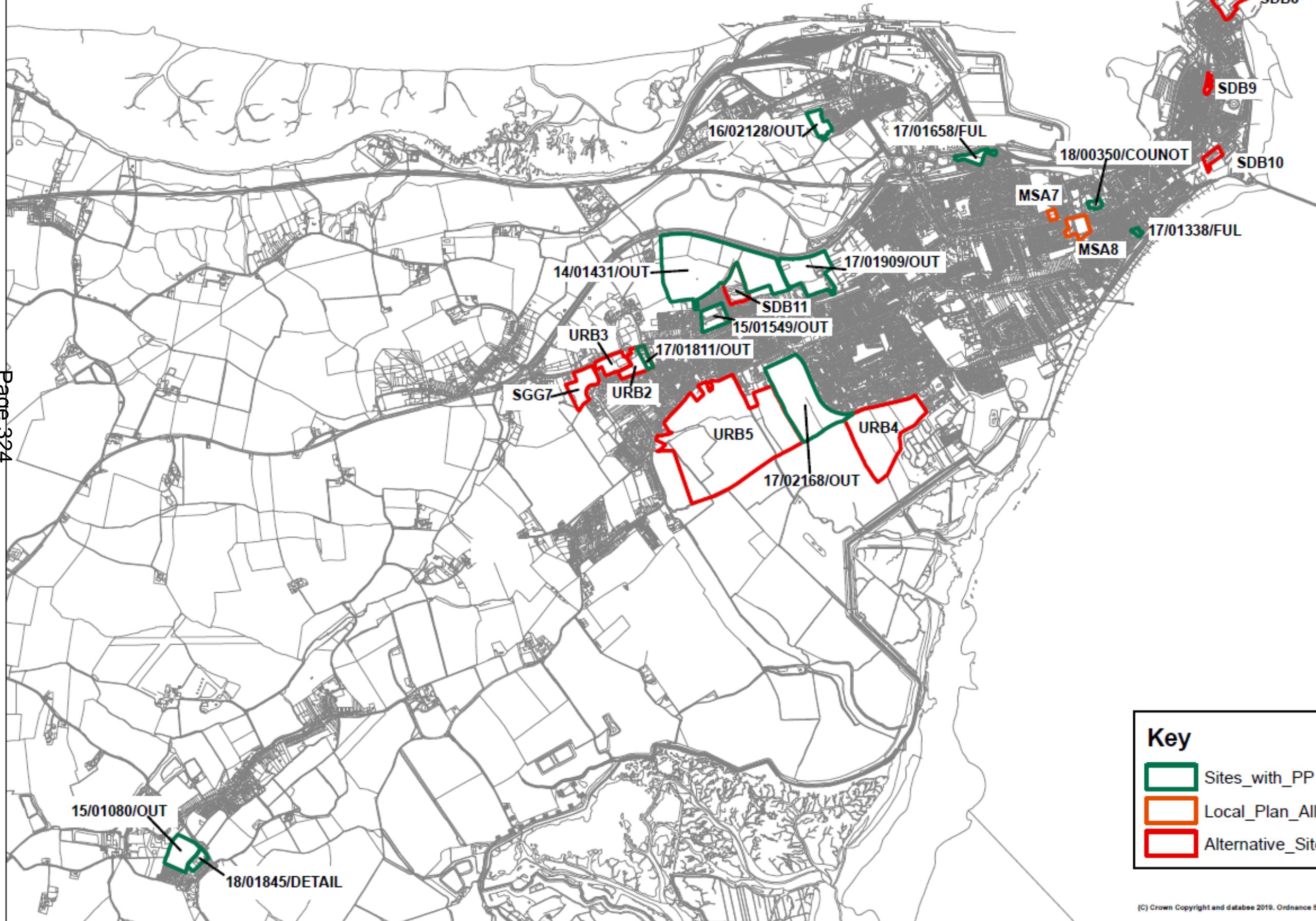
## **Appendix 7: Site Location Plans**



# Harwich and Dovercourt



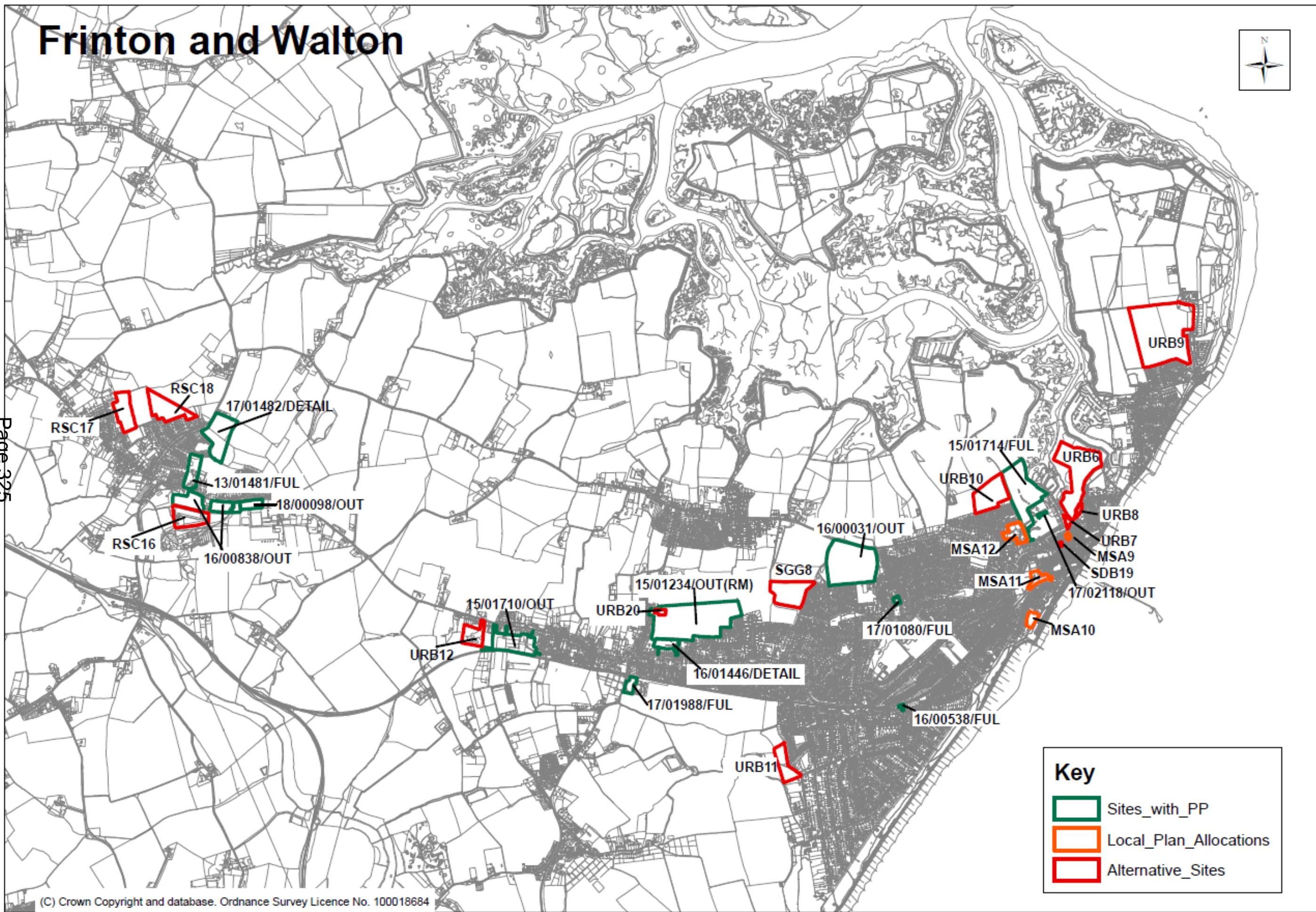
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# Frinton and Walton



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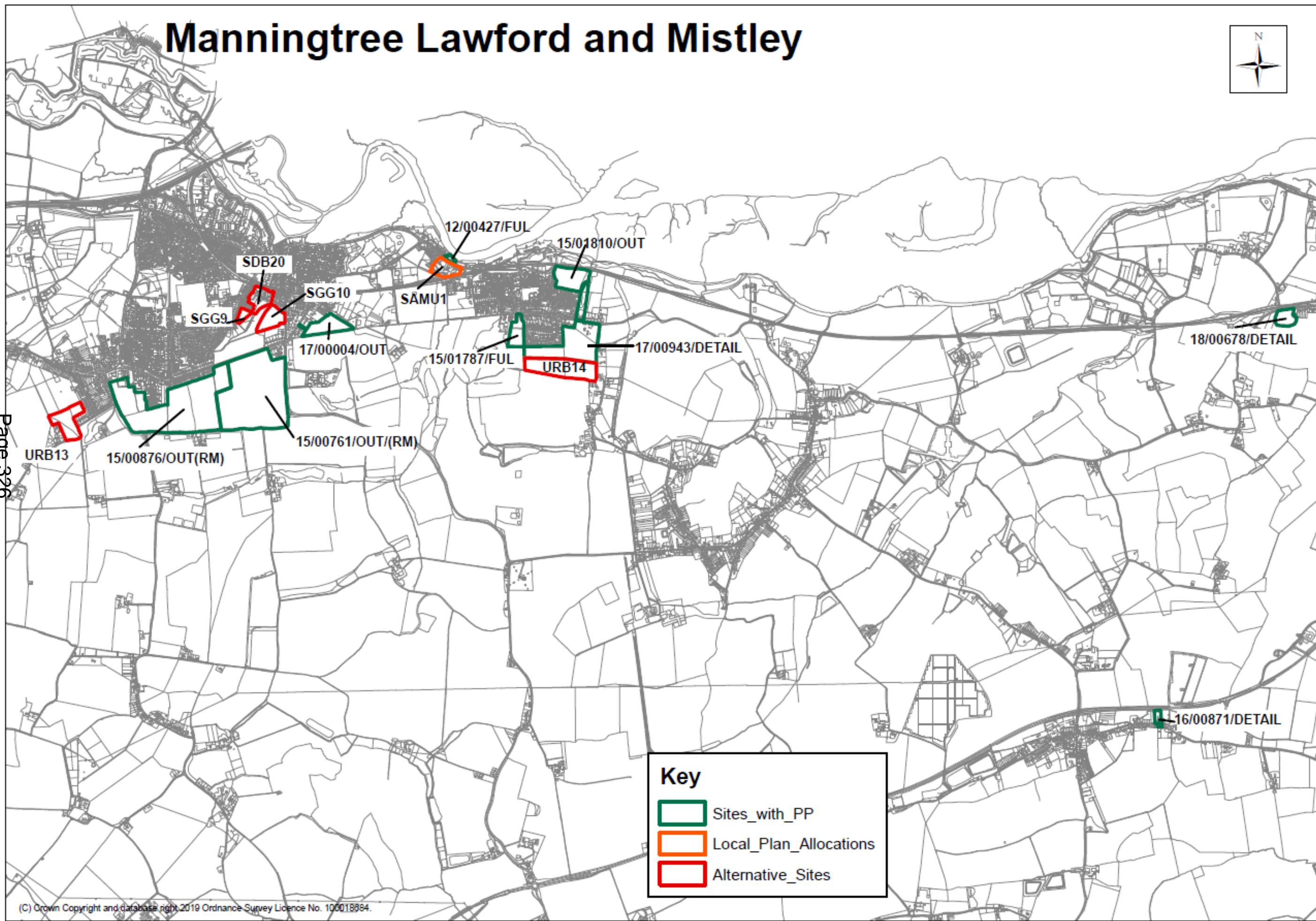
## Key

- Sites\_with\_PP
- Local\_Plan\_Allocations
- Alternative\_Sites

# Manningtree Lawford and Mistley



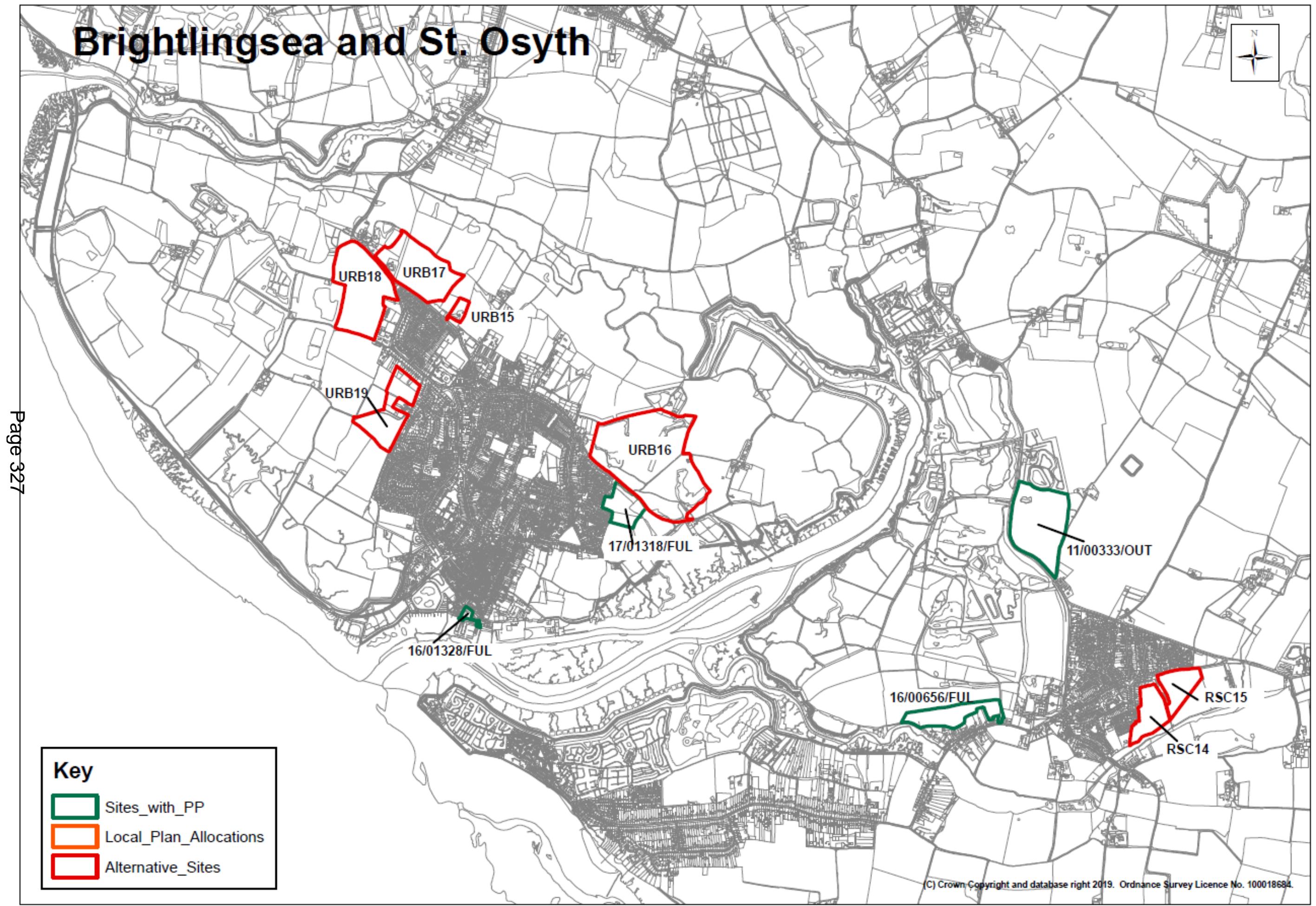
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# Brightlingsea and St. Osyth



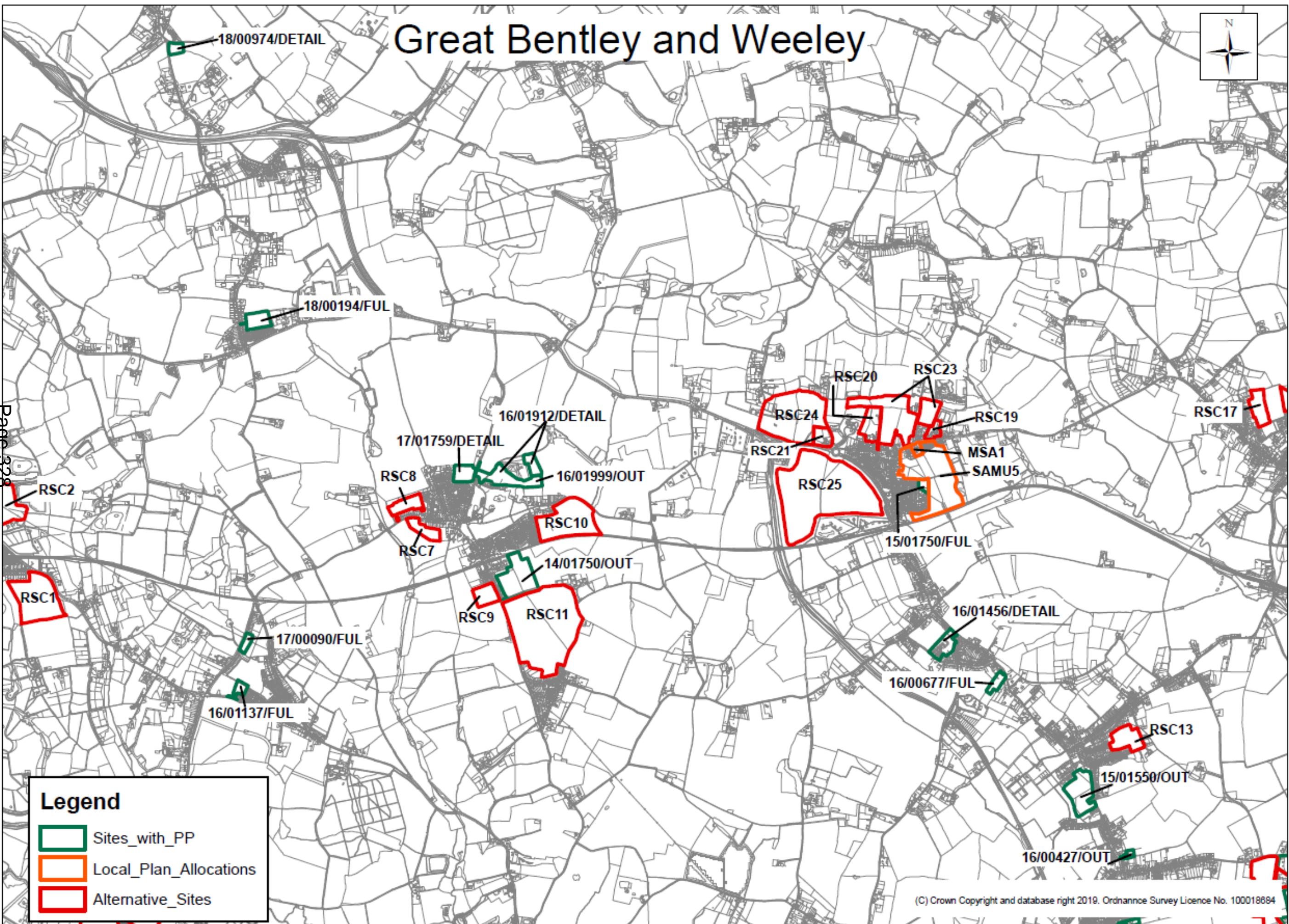
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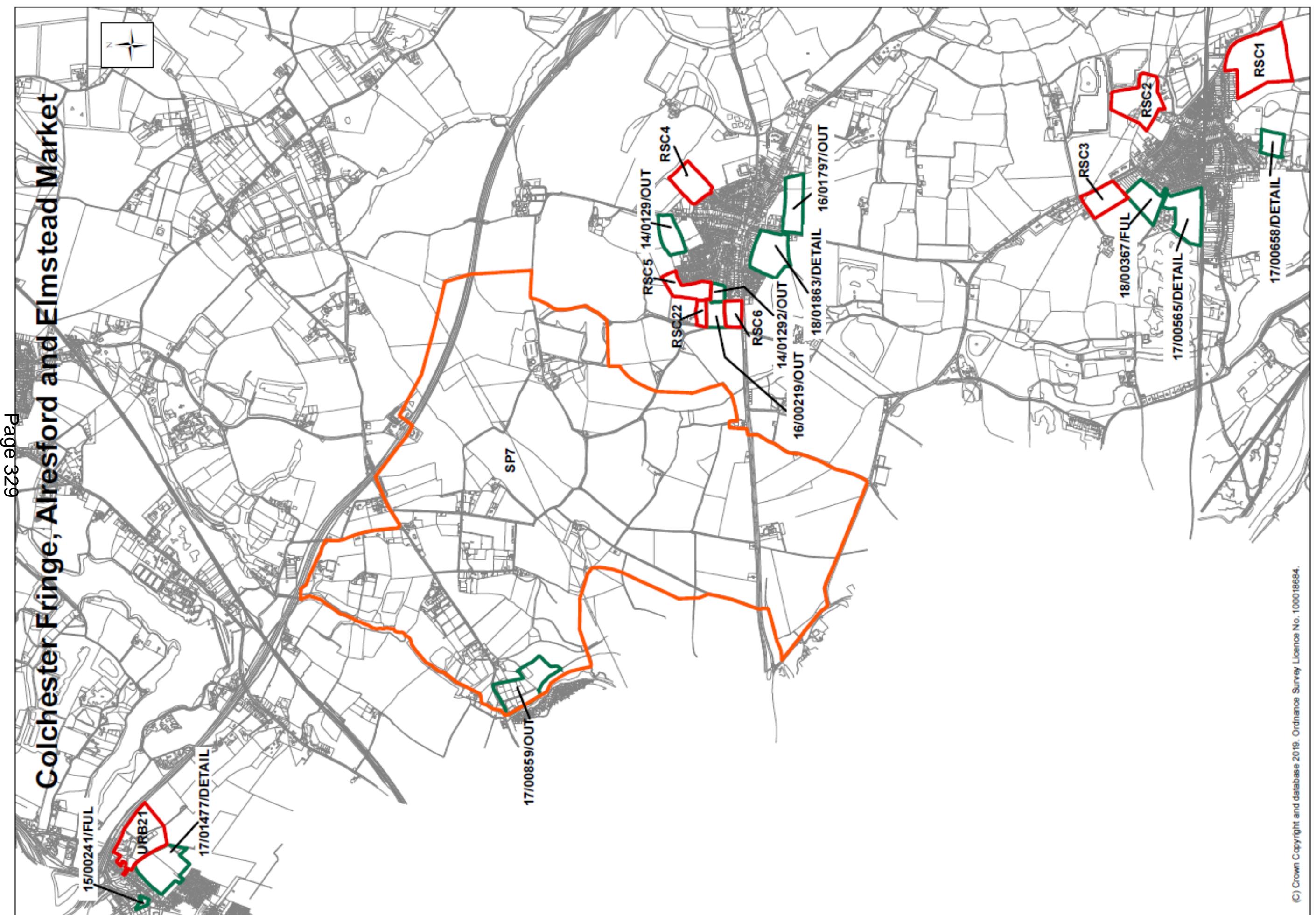


# Great Bentley and Weeley



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# Agenda Item 8

## PLANNING POLICY AND LOCAL PLAN COMMITTEE

16 JULY 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.3 ESSEX COASTAL RECREATIONAL AVOIDANCE AND MITIGATION STRATEGY (RAMS) (Report prepared by William Fuller)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

This report provides an update for Members on the Essex Coastal Recreational Avoidance and Mitigation Strategy (RAMS) and describes how this may affect the Council's planning policies and decision-making in the future.

##### EXECUTIVE SUMMARY

Twelve Essex local planning authorities are working together on a mitigation strategy to protect the internationally designated Essex Coast from the effects of increased recreational disturbance as a result of population growth throughout Essex.

The Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS) sets out the necessary measures to avoid and mitigate the effects from increased recreational disturbance. The RAMS sets a tariff of £122.30 per dwelling. This tariff will apply to all residential proposals, even proposals for one dwelling. This is because the whole of the District is within the Zone of Influence and the RAMS seeks to avoid and mitigate the in-combination effects from all new dwellings.

To comply with the European Habitat Regulations, this Council is already seeking the said contribution from all new dwellings via legal agreements – but the consultation and adoption of the Supplementary Planning Document will ensure this arrangement is formalised in a consistent way across Essex.

##### RECOMMENDATIONS

- (a) To approve the Draft Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS) Supplementary Planning Document (SPD) for consultation purposes and note the content of the RAMS Strategy Document (Technical Report and Mitigation Report); and
- (b) To delegate authority to the Head of Planning to make minor changes to the SPD should it be necessary. Any changes considered by the Head of Planning to be more than minor will be reported back to the Committee prior to any consultation commencing.

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

There are a number of internationally important wildlife areas around the coast of Tendring that are protected under UK and European Law. The Council has a legal responsibility as a ‘competent authority’ to ensure they are not damaged as a result of new development.

### RESOURCES AND RISK

**Resources:** Tendring District Council’s contribution toward the cost of the RAMS project has been met through the agreed Local Plan budget and the agreed North Essex Garden Communities budget.

**Risks:** Plans and procedures need to show that they will not have a detrimental impact upon the qualifying features of the internationally designated sites. Without this collaborative approach Tendring may be at risk of not showing how harm could be mitigated. Harm to the qualifying features of these sites as a result of new development may result in a breach in UK and European Law for which the Council could be liable.

### LEGAL

**Legislation:** The Habitat Regulations were originally published in 2010, but were updated and consolidated into the Conservation of Habitats and Species Regulations 2017 which came into effect on 30th November 2017. Both sets of Regulations require Local Planning Authorities (LPAs) to demonstrate that their Local Plans will not adversely affect the integrity of a protected site(s) through a Habitats Regulations Assessment (HRA). Similarly, the Regulations require the Council as a ‘competent authority’ to ensure that planning permission is not granted for development that will have an adverse impact upon a protected site in the District, unless appropriate mitigation is sought. Any mitigation is a requirement of legislation so must be delivered.

The National Planning Policy Framework (NPPF) requires Local Plans to be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.

### OTHER IMPLICATIONS

**Crime and Disorder:** It may be that indirect benefits to tackle crime and disorder will be realised through the RAMS project through greater investment in the way protected sites are managed.

**Equality and Diversity:** Whilst having no direct benefit to these groups, the RAMS project will allow all groups in the community access to the countryside.

**Health Inequalities:** The RAMS project supports public access to the outdoors which will assist in

promoting a healthier lifestyle for residents and visitors to the District.

**Area or Ward affected:** All wards, but with particular importance to those that sit within or adjacent to the District's designated sites.

**Consultation/Public Engagement:** The RAMS Steering Group has already held two workshops for landowners, businesses and other interested parties and a Member workshop hosted by Malden District Council. Once prepared the SPD will also be the subject of a public consultation.

## PART 3 – SUPPORTING INFORMATION

### LOCAL PLAN AND DEVELOPMENT PLAN DOCUMENT TECHNICAL STUDIES

#### Reason for Recommended Decision

Twelve Essex local planning authorities (LPAs) are working together on a mitigation strategy to protect the internationally designated Essex Coast from the effects of increased recreational disturbance as a result of population growth throughout Essex.

A Habitat Regulations Assessment Strategy Document and a Supplementary Planning Document (SPD) have been prepared by consultants Place Services. The Local Plan Committee is asked to note the findings of the Habitat Regulations Assessment Strategy Document and agree consultation on the SPD. The Habitat Regulations Assessment Strategy Document includes a Technical Report (Evidence Base) and Mitigation Report. The Strategy Document and Draft SPD are attached as appendices to this report. It should be recognised that the SPD is in draft form and could be subject to change before it is finalised ahead of any consultation

All SPDs must be consulted upon prior to adoption. As twelve LPAs are working together on the RAMS one consultation will be organised by Place Services on behalf of all twelve LPAs. All LPAs are therefore being asked to agree the draft SPD for consultation. The consultation is likely to commence in summer 2019 subject to all authorities gaining the necessary approvals. It is proposed that if any changes to the Draft SPD of a minor nature are required ahead the consultation, then it be delegated to the Head of Planning to authorise those changes. If however more fundamental changes are required, it will be reported back to the Committee.

#### Alternative Options

The alternative would be to require all applications, even minor applications, to submit a project level shadow appropriate assessment. This would need to include bespoke avoidance and mitigation measures to comply with Regulation 61 of the Habitat Regulations.

This option is not being recommended because it would mean significant work and expense for applicants in preparing a shadow appropriate assessment and for Officers in assessing the shadow appropriate assessment. Furthermore, a piecemeal approach would make it difficult to deliver effective and timely avoidance and mitigation measures.

#### Background Information

The increase in population expected from housing growth across Essex will increase the demand

for recreational spaces, for example locations for people to picnic, hike, walk their dogs, swim, sail and many other activities.

The Essex coastline provides opportunities for these recreational uses. However, a large portion of the coastline is covered by international, European and national wildlife designations. The purpose of these designations is to protect wildfowl and wading birds as well as their coastal habitats. Population growth in Essex is likely to increase the number of visitors to these sensitive coastal areas, creating the potential for conflict via increased recreational disturbance of the species and habitats, unless adequately managed.

The Essex coastline stretches for just over 350 miles, extending from the Thames Estuary in the south, northwards to the port of Harwich and the Stour estuary. The coastline is extremely diverse and features a variety of habitats and environments and it is internationally important for wildlife. Most of the Essex Coast is designated under the UK Conservation of Habitats and Species Regulations 2017 (the 'Habitats Regulations') as part of the European Natura 2000 network and the term Habitats sites is now referenced in the National Planning Policy Framework (2019). There are 10 Habitat sites in Essex, which are listed below. The Colne Estuary Special Protection Area (SPA) and Ramsar, Hamford Water SPA and Ramsar and the Stour and Orwell Estuaries SPA and Ramsar are located (in part) within Tendring District.

## Habitats Sites

Essex Estuaries SAC

Hamford Water SPA and Ramsar

Stour and Orwell Estuaries SPA and Ramsar

Colne Estuary SPA and Ramsar

Blackwater Estuary SPA and Ramsar

Dengie SPA and Ramsar

Crouch and Roach Estuaries SPA and Ramsar

Foulness Estuary SPA and Ramsar

Benfleet and Southend Marshes SPA and Ramsar

Thames Estuary and Marshes SPA and Ramsar

To understand the recreational impacts affecting different areas along the Essex coastline and identify measures which can effectively avoid and mitigate likely disturbance impacts from increased visitors to the Essex coast from new residential developments Natural England, the Statutory Authority responsible for the conservation of habitats and species, identified the need for a strategic approach. Accordingly twelve Essex LPAs agreed to work together. Place Services were commissioned to prepare a RAMS Strategy and SPD, which the LPAs can use to avoid and mitigate likely significant effects to the Essex coast and ensure compliance with the Habitat Regulations. A similar approach has been successfully implemented throughout the country.

The ultimate aim of the Habitat Regulations is to "maintain or restore, at favourable conservation status, natural habitats and species of wild fauna and flora and Community interest" (The Habitats Directive, Article 2 (2)).

The RAMS is made up of a Technical Report and Mitigation Report. It identifies:

- a) the likely impacts from recreational disturbance;
- b) effective mitigation measures;
- c) when the mitigation measures are required;

- d) where the mitigation is required;
- e) how mitigation relates to development (or development locations);
- f) how mitigation measures will be funded;
- g) how the success of the mitigation measures will be monitored; and
- h) how best to incorporate monitoring data and other information and best practice into future reviews of the strategy and Local Plans.

The Essex Coast RAMS is only designed to identify the mitigation measures necessary to avoid and mitigate recreational impacts at the 10 Habitats sites from additional residential dwellings within the twelve LPAs areas during the periods of their Local Plans. It focuses on management activities and behavioural change to affect change. It does not cover any additional infrastructure which could assist in meeting this aim, such as Country Parks, which are often referred to as Suitable Alternative Natural Greenspaces (SANGS) or other ‘hard’ works such as installation of barriers and the rerouting of footpaths.

In support of the RAMS, Natural England has updated their maps to show Zone of Influence (ZoI) for each Habitat site (see Appendixes 1 and 2). The ZoI are based on survey work which has informed the RAMS. The Technical Report shows that the whole of Tendring District is within the ZoI. This means that all residential development in Tendring is within the scope of the Essex Coast RAMS and it is anticipated that development is likely to have a significant effect upon the interest features of the aforementioned Habitat sites through increased recreational pressure, when considered in-combination. Consequently all residential development proposals in the District will require an appropriate assessment to assess recreational disturbance impacts on Habitat sites.

Whilst the Essex Coast RAMS is being prepared as a result of emerging Local Plans in Essex it applies to all applications, even applications for single dwellings and for allocations in adopted Local Plans. This is because it is recognised that plans and projects within the ZoI are likely to have a significant effect on a number of Habitat sites when taken in-combination. This applies just as much to new planning applications for housing development that are made prior to the adoption of the RAMS SPD. Due to this, the Council has taken the decision to begin collecting financial contributions from applicants for RAMS. Many of the other LPAs have also begun collecting contributions.

The Town and Country Planning (General Permitted Development) (England) Order 2015 allows certain development as Permitted Development in Schedule 2 of the Order. However, this is subject to regulations 73 to 77 of the Conservation of Habitats and Species Regulations 2017, which override this stating that if the appropriate habitat mitigation is not provided then the development cannot be permitted development.

Regulation 77(7) states that: “In the light of the conclusions of the assessment the local planning authority may approve the development only after having ascertained that it will not adversely affect the integrity of the site.” Therefore, applications for prior approval will either have to make a RAMS contribution or prepare a project level shadow HRA.

The RAMS SPD includes background information, which explains the need to avoid and mitigate. It lists the types of development covered by the RAMS, details of what the applicant needs to do and the tariff. Payment of the tariff is voluntary and alternatives are also discussed in the SPD. As explained above, the alternative is for applicants to carry out their own project level shadow appropriate assessment, which will need to detail necessary avoidance and mitigation measures to ensure compliance with Regulation 61 of the Habitat Regulations.

## **APPENDICES**

**Appendices 1 & 2 – Zones of Influence (ZoI) for Essex and Tendring (set out below)**

**Appendix 3 – RAMS Habitats Regulations Assessment Strategy Document**

**Appendix 4 – Draft Essex Coast RAMS Supplementary Planning Document**

## **BACKGROUND DOCUMENTS**

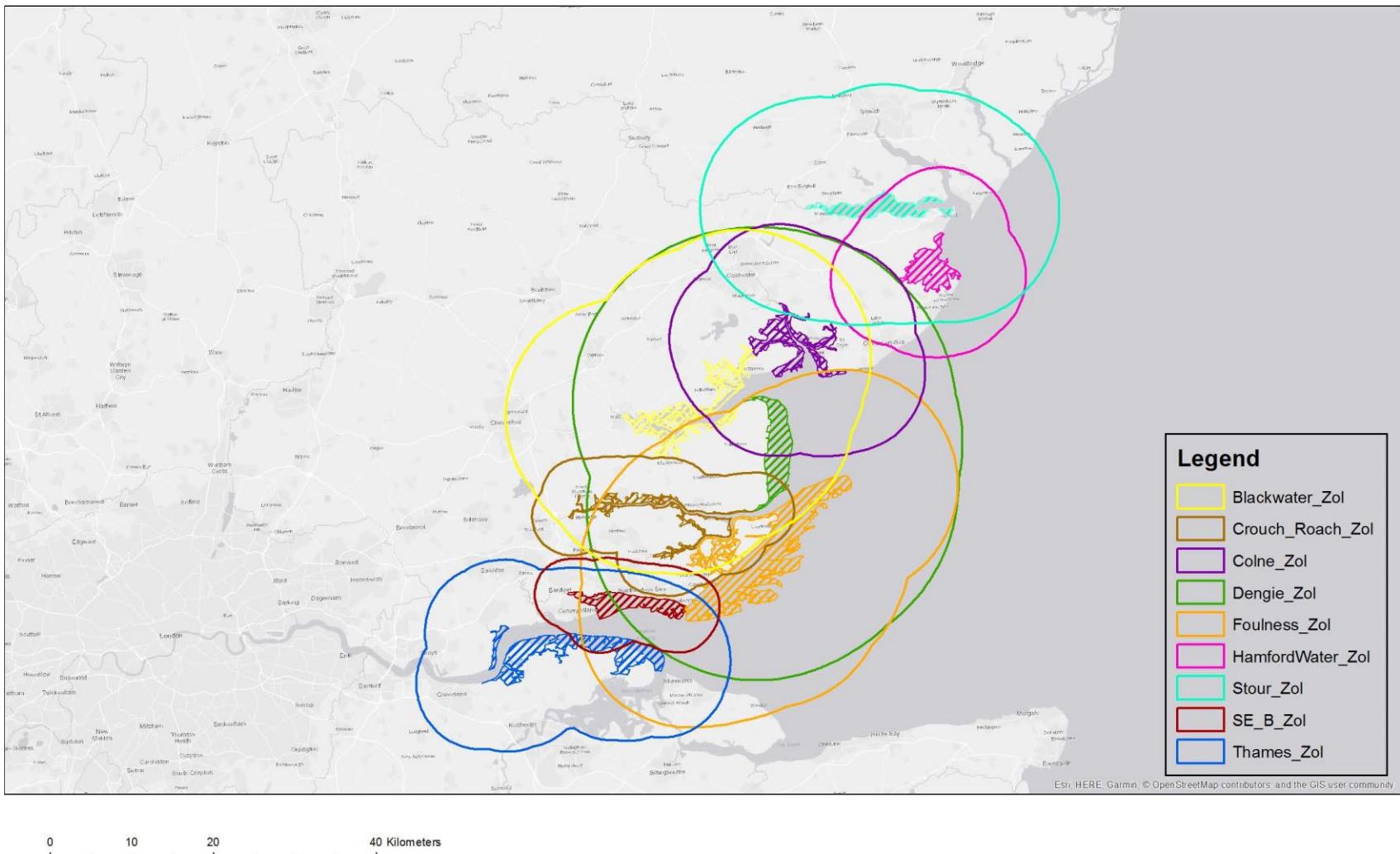
**None**

## Appendix 1

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### Essex Estuaries Zones of Influences

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## Appendix 2

### District Wide Zones of Influence





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# **Essex Coast Recreational disturbance Avoidance & Mitigation Strategy (RAMS)**

## Habitats Regulations Assessment Strategy document 2018-2038

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January 2019

Final version incorporating Natural England comments March 2019  
Page 339

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## **Executive Summary**

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The Essex coast Recreational disturbance Avoidance and Mitigation Strategy (the “Essex coast RAMS” or the Strategy) aims to deliver the mitigation necessary to avoid significant adverse effects from ‘in-combination’ impacts of residential development that is anticipated across Essex; thus protecting the Habitats (European) sites on the Essex coast from adverse effect on site integrity. All new residential developments within the evidenced Zone of Influence where there is a net increase in dwelling numbers are included in the Essex Coast RAMS.

The Essex Coast RAMS identifies a detailed programme of strategic mitigation measures which are to be funded by developer contributions from residential development schemes.

The 11 Local Planning Authorities (LPAs) which are partners in and responsible for the delivery of the Essex Coast RAMS are listed below:

- Basildon Borough Council
- Braintree District Council
- Brentwood Borough Council
- Castle Point Borough Council
- Chelmsford City Council
- Colchester Borough Council
- Maldon District Council
- Rochford District Council
- Southend Borough Council
- Tendring District Council
- Thurrock Borough Council

The published Habitats Regulations Assessments (HRAs) for the relevant Local Plans have identified recreational disturbance as an issue for all of the Essex coastal Habitats sites.

Mitigation measures have been identified in the HRA (screening and/or Appropriate Assessments) for many of the Local Plans. There are similarities in the mitigation measures proposed, reflecting the identification of in-combination effects resulting from planned and un-planned growth in LPA areas.

Mitigation at this scale, and across a number of LPAs, is best tackled strategically and through a partnership approach. This ensures maximum effectiveness of conservation outcomes and cost efficiency. In recognition of this, Natural England recommended a strategic approach to mitigation along the Essex coast.

This strategic approach has the following advantages:

- It meets the requirements of planning legislation: necessary to make a development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to a development;
- It is endorsed by Natural England and has been used to protect other Habitats sites across England;
- It is pragmatic: a simple and effective way of protecting and enhancing the internationally important wildlife & habitats of the Essex coast and will help to reduce the time taken to reach planning decisions;
- It allows for detailed evidence to be gathered to understand the recreational disturbance patterns and provide an effective mitigation package;
- It provides an evidence based and fair mechanism to fund the mitigation measures required as a result of the planned residential growth; and

It provides developers, agents and planning authorities with a comprehensive, consistent and efficient way to ensure that appropriate mitigation for residential schemes within the Zone of Influence is provided in an effective and timely manner.

The mitigation measures in the Essex Coast RAMS toolkit are summarised below:

Action area	Examples
Education and communication	
Provision of information and awareness raising	<p>This could include:</p> <ul style="list-style-type: none"> <li>• Information on the sensitive wildlife and habitats</li> <li>• A coastal code for visitors to abide by</li> <li>• Maps with circular routes away from the coast on alternative footpaths</li> <li>• Information on alternative sites for recreation</li> </ul> <p>There are a variety of means to deliver this such as:</p> <ul style="list-style-type: none"> <li>• Through direct engagement led by Rangers/volunteers</li> <li>• Interpretation and signage</li> <li>• Using websites, social media, leaflets and traditional media to raise awareness of conservation and explain the Essex Coast RAMS project.</li> <li>• Direct engagement with clubs e.g. sailing clubs, ramblers clubs, dog clubs etc. and local businesses.</li> </ul>
Habitat based measures	
Fencing/waymarking/screening	Direct visitors away from sensitive areas and/or provide a screen to minimise their impact
Pedestrian (and dog) access	<ul style="list-style-type: none"> <li>• Zoning</li> <li>• Prohibited areas</li> <li>• Restrictions of times for access e.g. to avoid bird breeding season</li> </ul>

Cycle access	Promote appropriate routes for cyclists to avoid disturbance at key locations
Vehicular access and car parking	Audit of car parks and capacity to identify hotspots and opportunities for “spreading the load”
Enforcement	<ul style="list-style-type: none"> <li>• Establish how Water Rangers operating the patrol boats can be most effective. It should be possible to minimise actual disturbance from the boat itself through careful operation.</li> <li>• Rangers to explain reasons for restricted zones to visitors e.g. for bait digging, dogs on a lead</li> </ul>
Habitat creation	Saltmarsh recharge, regulated tidal exchange and artificial islands may fit with Environment Agency Shoreline Management Plans
Project delivery	
Partnership working	Natural England, Environment Agency, RSPB, Essex Wildlife Trust, National Trust, landowners, local clubs and societies.
Monitoring and review	Birds and visitor surveys with review of effectiveness of measures with new ideas to keep visitors wanting to engage

The overall cost for the mitigation package is £8,916,448 in total **from today 14 Feb 2019** until 2038. **The tariff per dwelling for this period is currently calculated at £122.30.**

Existing visitor pressure at Habitats sites will need to be mitigated through alternative means and any pressure that would arise from different types of development would be addressed through the relevant project HRA.

Ahead of the production of the Essex coast RAMS, LPAs have had an interim approach to delivering the requirements of the Habitats Regulations. The publication of the RAMS begins the strategic mitigation phase and the Essex Coast RAMS allows LPAs to collect developer contributions for applications for new residential dwellings which fall within the Zone of Influence of the Essex coast Habitats sites. The Essex Coast RAMS will be accompanied by a Supplementary Planning Document, which will facilitate its delivery.

Place Services  
11 January 2019

## **1 Introduction**

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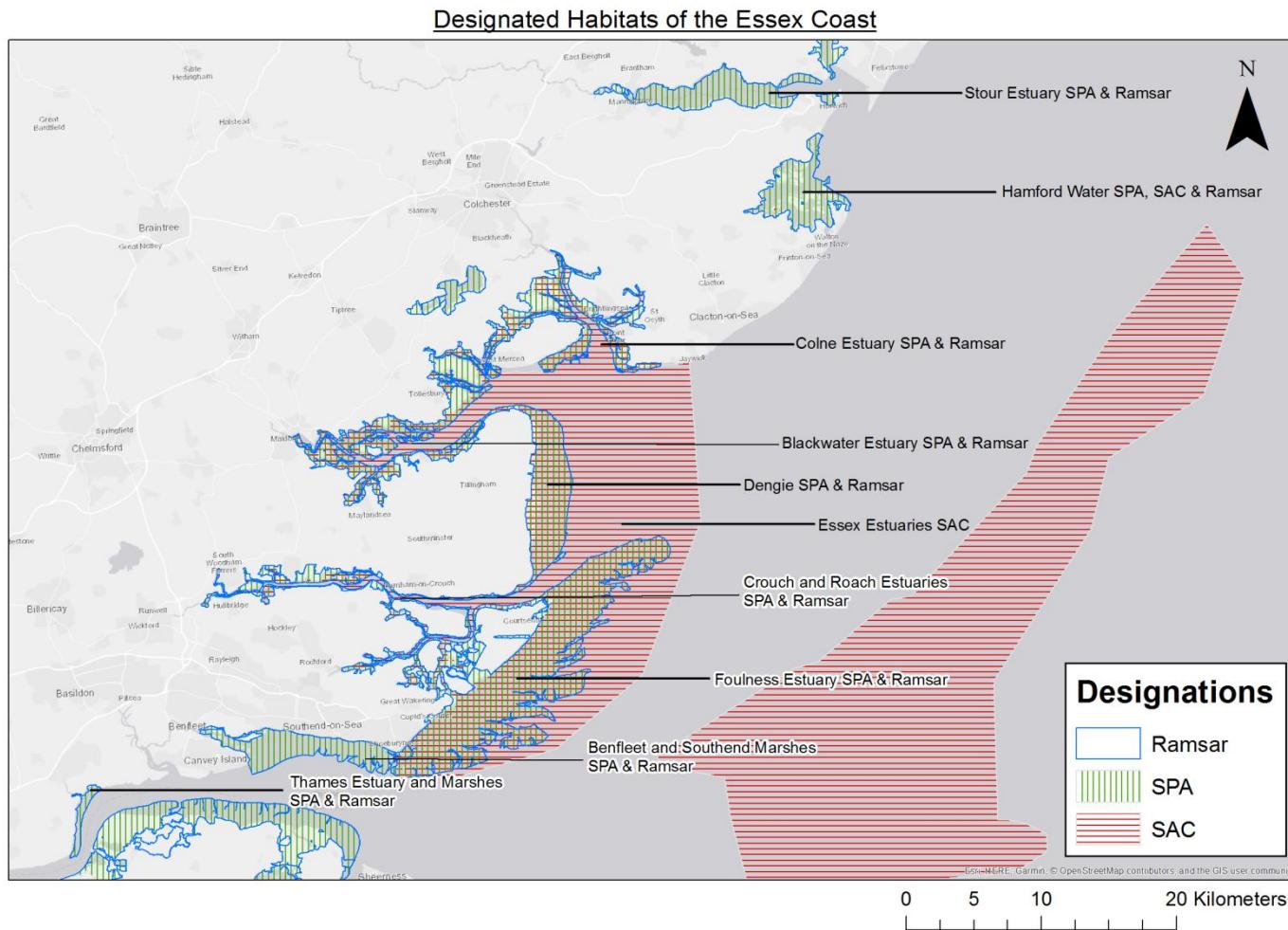
- 1.1 The Essex coastline stretches for just over 350 miles, extending from the Thames Estuary in the south, northwards to the port of Harwich and the Stour Estuary. The coastline is extremely diverse and features a variety of habitats and environments and which are internationally important for wildlife as shown on Fig. 1.1.
- 1.2 Most of the Essex coast is designated under the UK Conservation of Habitats and Species Regulations 2017 (the ‘Habitats Regulations’) as part of the European Natura 2000 network a series of these sites across Europe. For the purposes of this Strategy this means Special Protection Areas (SPA), Special Areas of Conservation (SAC) and Ramsar sites. A key purpose of these designations is to protect internationally important numbers of breeding and non-breeding birds and their coastal habitats.
- 1.3 The Habitats Regulations usually refer to these sites as ‘European Sites’, however as SPAs and SACs (designated under the EU Birds and Habitats Directives) are now defined as ‘Habitats sites’ in the National Planning Policy Framework (NPPF) (2018) they will be referred to as Habitats sites in this Strategy. The NPPF (para 176) gives the same protection to Ramsar sites (wetlands of international importance designated under the Ramsar convention). For this Strategy, the term Habitats Sites will therefore also include Ramsar sites.
- 1.4 The Essex coast also provides opportunities for recreation. Housing and consequent population growth in Essex is likely to increase the number of visitors to these sensitive coastal areas, creating the potential for impacts from increased recreational disturbance of the birds and their habitats, unless adequately managed.
- 1.5 This Recreational disturbance Avoidance and Mitigation Strategy (RAMS) will support sustainable residential growth in Essex. It will deliver mitigation to protect coastal Habitats sites and the wildlife they support, from the increased recreational disturbance associated with a growth in population.
- 1.6 This mitigation must keep ahead of the rate of population growth to avoid any adverse effects on the integrity of coastal Habitats sites.
- 1.7 The Essex Coast RAMS will be deemed successful if the level of bird disturbance is not increased despite an increase in population and the number of visitors to the coastal sites for recreation.

- 1.8 The network of Habitats sites within the UK covers over 8.5% of the land area or 920 sites in total. There are 10 of these sites in the Essex Coast RAMS area<sup>1</sup> (see Figure 1.1 overleaf for more details). This means that almost the entire Essex coast is protected by an international designation for its wildlife interest.
- 1.9 Each Habitats site is underpinned by one or more Site of Special Scientific Interest (SSSI) as defined by Natural England advice.
- 1.10 Natural England is the Government's advisor for the natural environment in England and has published a set of mapped Impact Risk Zones (IRZs) for all Sites of Special Scientific Interest (SSSIs). These are defined on the Natural England website as "a GIS tool developed by Natural England to make a rapid initial assessment of the potential risks posed by development proposals to: Sites of Special Scientific Interest (SSSIs), Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites. They define zones around each site which reflect the particular sensitivities of the features for which it is notified and indicate the types of development proposal which could potentially have adverse impacts."
- 1.11 The IRZs have been identified for all SSSIs, with different trigger distances for a variety of types of developments. This study has defined Zones of Influence (ZOIs) for each Habitats site, based purely on recreational disturbance from residential dwellings.
- 1.12 11 of the 14 Essex Local Planning Authorities (LPAs) lie wholly or partly within the IRZs of these coastal Habitats sites. The 11 LPAs that are therefore partners to this strategy are:
- Basildon Borough Council
  - Braintree District Council
  - Brentwood Borough Council
  - Castle Point Borough Council
  - Chelmsford City Council
  - Colchester Borough Council
  - Maldon District Council
  - Rochford District Council
  - Southend-on-Sea Borough Council
  - Tendring District Council
  - Thurrock Council

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<sup>1</sup> Abberton Reservoir and Epping Forest are also Habitats sites in Essex, but these are not within scope for the Essex Coast RAMS.

**Figure 1.1: Habitats (European) sites on the Essex coast**



**Notes:**

- Ramsar sites are areas of wetland which are designated of international importance under the Ramsar Convention (1971)<sup>1</sup>.
- Special Protection Areas (SPAs) are sites which support rare, vulnerable and migratory birds.
- Special Areas for Conservation (SACs) are sites which support high-quality habitats and species.

- 1.13 Together, these LPAs are aiming to deliver approximately 80,000 new homes in the next 20 years according to growth set out in current and emerging Local Plans. This will potentially result in around 190,000 new residents in this area between 2018 and 2038 (based on a 2.4 person per household average household occupancy).
- 1.14 Harlow and Epping Forest Districts are not included in the Essex Coast RAMS because their geographical areas were outside the Zones of Influence for the coastal Habitats sites. However now that the ZOI for the Blackwater Estuary SPA & Ramsar site includes a small part of Uttlesford District, the District Council may decide to join as a partner for adoption of SPD and the delivery phase of the Essex Coast RAMS.
- 1.15 Under the Habitats Regulations, each of the partner LPAs is defined as “competent authority”, which is a term used for any public body or individual holding public office. In practice, this means that these LPAs have a duty to comply with the Habitats Regulations and ensure that plans and projects under their jurisdiction do not lead to adverse effects on the integrity of Habitats sites.
- 1.16 The published Habitats Regulations Assessments (HRAs) for the relevant Local Plans have also identified recreational disturbance as an issue for all of the Essex coastal Habitats Sites.
- 1.17 Each Habitats site or complex of sites in England has a Site Improvement Plan (SIP), developed by Natural England.
- 1.18 SIPs provide a high level overview of the issues (both current and predicted) affecting the condition of the designation features on the Habitats site(s) and outlines the priority measures required to improve the condition of the features. It does not cover issues where remedial actions are already in place or ongoing management activities which are required for maintenance.
- 1.19 The SIP consists of three parts: a Summary table, which sets out the priority Issues and Measures; a detailed Actions table, which sets out who needs to do what, when and how much it is estimated to cost; and a set of tables containing contextual information and links.
- 1.20 The SIPs are based on Natural England's current evidence and knowledge. The SIPs are not legal documents; they are live documents that are continually updated.
- 1.21 The planned growth in population is expected to increase the number of residents

using recreational spaces within reach of the new housing, including the Essex coast where people can undertake a range of recreational activities including picnics, hiking, walking their dogs, swimming, sailing and many other land and water based activities.

- 1.22 The Essex coast Habitats sites already experience recreational pressures but the planned level of population growth in Essex is likely to increase the number of visitors to these sensitive coastal areas. Unless adequately managed, this creates a potential for conflict between recreational activities and the conservation of internationally important assemblages of birds and habitats.
- 1.23 In response to the evidence for potential for recreational disturbance impacts from housing allocations in Local Plans, Natural England provided a list of Habitats sites to be included in a strategic approach to mitigation on the Essex coast. These are listed in Table 1.1 and shown on Figure 1.1:

**Table 1.1: Habitats sites in Essex relevant to the Strategy**

Habitats Sites on the Essex Coast
Essex Estuaries SAC
Hamford Water SAC, SPA and Ramsar
Stour and Orwell Estuaries SPA and Ramsar
Colne Estuary SPA and Ramsar
Blackwater Estuary SPA and Ramsar
Dengie SPA and Ramsar
Crouch and Roach Estuaries SPA and Ramsar
Foulness Estuary SPA and Ramsar
Benfleet and Southend Marshes SPA and Ramsar
Thames Estuary and Marshes SPA and Ramsar

**Notes:**

- *Ramsar sites are areas of wetland which are designated of international importance under the Ramsar Convention (1971)<sup>2</sup>.*
- *Special Protection Areas (SPAs) are sites which support rare, vulnerable and migratory birds.*
- *Special Areas for Conservation (SACs) are sites which support high-quality habitats and species.*

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<sup>2</sup> Listed or proposed Wetlands of International Importance under the Essex Coast Ramsar Convention (Ramsar) sites are protected as a matter of Government policy. Paragraph 118 of the National Planning Policy Framework applies the same protection measures as those in place for European sites.

- 1.24 Evidence for a link between population increase, increased recreational pressure on the Essex coast and the resultant impact on wildlife comes from a study by Footprint Ecology commissioned by Natural England (Panter, C & Liley, D 2016). The following text box provides further details.

**Table 1.2: Effects of recreational disturbance on non-breeding SPA birds**  
(Reproduced from Panter, C & Liley, D. 2016)

1.3	<p>Disturbance has been identified by Natural England as a generic issue across many European Marine Sites (see Coyle &amp; Wiggins 2010), and can be an issue for a range of species. During the winter/passage periods there can be high numbers of birds present, and competition for food and resources (Caldow <i>et al.</i> 1999; Goss-Custard <i>et al.</i> 2002, 2006; Stillman <i>et al.</i> 2007). Disturbance to wintering and passage waterfowl can result in:</p> <ul style="list-style-type: none"> <li>• A reduction in the time spent feeding due to repeated flushing/increased vigilance (Fitzpatrick &amp; Bouchez 1998; Stillman &amp; Goss-Custard 2002; Bright <i>et al.</i> 2003; Thomas, Kvitek &amp; Bretz 2003; Yasué 2005)</li> <li>• Increased energetic costs (Stock &amp; Hofeditz 1997; Nolet <i>et al.</i> 2002)</li> <li>• Avoidance of areas of otherwise suitable habitat, potentially with birds feeding at poorer quality locations (Cryer <i>et al.</i> 1987; Gill 1996; Burton <i>et al.</i> 2002; Burton, Rehfisch &amp; Clark 2002)</li> <li>• Increased stress (Regel &amp; Putz 1997; Weimerskirch <i>et al.</i> 2002; Walker, Dee Boersma &amp; Wingfield 2006; Thiel <i>et al.</i> 2011)</li> </ul>
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- 1.25 For breeding SPA birds, different issues result from recreational disturbance. Key breeding roosts are known on particular estuaries/shorelines and in specific locations where habitat and conditions enable territories to become established. Recreational pressure adds to the stresses of defending a territory, laying eggs and rearing chicks which means that SPA birds are often more vulnerable, and levels of public access to breeding areas can rise in the summer months too. During the breeding season, recreational disturbance can affect breeding success as it can result in nest desertion, potential trampling of eggs and an increase in predation rates etc. (Liley & Sutherland 2007).
- 1.26 Since this Footprint Ecology study was published, mitigation schemes across the UK have provided data which accords with the conclusions of this study.
- 1.27 The maps in Appendix11 for each Habitats site, are annotated with existing recreational disturbance issues evidenced by Managers of these sites.
- 1.28 The potential ways in which species and their habitats are impacted by recreational disturbance, are considered in this Strategy. The Essex Coast RAMS identifies the baseline:

- The current condition of the Habitats sites, such as the existing pressures upon them, the effects on species and habitats;
  - The level of recreational disturbance to non-breeding and breeding birds, trampling of sensitive vegetation e.g. saltmarsh, and nutrient enrichment and erosion of habitats; and
  - The mitigation currently in place.
- 1.29 The Strategy then predicts the future situation without any mitigation and suggests suitable recreational disturbance avoidance and mitigation measures to negate possible significant effects on the Habitats sites.
- 1.30 The baseline will be used to assess the effectiveness of the Essex Coast RAMS.
- 1.31 A separate Supplementary Planning Document (SPD) will set out how each LPA will deliver the Essex Coast RAMS through the planning process. This SPD will build upon and provide more detailed guidance about the policies in the Local Plans prepared by the 11 Local Planning Authorities (LPAs) for adoption.

## **2 Background to the Strategy**

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### Policy Context

- 2.1 This Strategy complies with the relevant legislation and national guidance, including:
- Article 6 of the Habitats Directive (92/43/EEC) 1994
  - European Commission (2001) Assessment of plans and projects significantly affecting Habitats sites – Methodological guidance on the provisions of Article 6(3) and 6(4) of the Habitats Directive 92/43/EC <sup>3</sup>
  - Government Circular 06/2005
  - Conservation of Habitats and Species Regulations 2017
  - The National Planning Policy Framework (NPPF) 2018
- 2.2 The Conservation of Habitats and Species Regulations 2017, as amended (commonly known as the Habitats Regulations) transpose Council Directive 92/43/EEC, on the conservation of natural habitats and of wild fauna and flora (EC Habitats Directive), into UK law. They also transpose elements of the EU Wild Birds Directive in England and Wales. The Regulations came into force on 30th November 2017 and extend to England.
- 2.3 The Habitats Regulations provide for the designation and protection of 'European sites', the protection of 'European protected species', and the adaptation of planning and other controls for the protection of European Sites (henceforth referred to as Habitats sites in accordance with the NPPF).
- 2.4 Regulations 63 and 64 of the Habitats Regulations require a series of steps and tests to be followed for plans or projects that could potentially affect a Habitats site. The steps and tests set out within Regulations 63 and 64 are commonly referred to as the 'Habitats Regulations Assessment' (HRA) process that competent authorities must undertake to consider whether a proposed development plan or programme is likely to have significant effects on a Habitats site.
- 2.5 HRA is often referred to as 'Appropriate Assessment' (AA) although the requirement for AA is first determined by an initial HRA 'Screening' stage undertaken as part of the full HRA.

<sup>3</sup>

[http://ec.europa.eu/environment/nature/natura2000/management/docs/art6/natura\\_2000\\_assess\\_en.pdf](http://ec.europa.eu/environment/nature/natura2000/management/docs/art6/natura_2000_assess_en.pdf)

2.6 Specifically, Regulation 63 states:

*63.—(1) A competent authority, before deciding to undertake, or give any consent, permission or other authorisation for, a plan or project which—*

*(a) is likely to have a significant effect on a European site or a European offshore marine site (either alone or in combination with other plans or projects), and*

*(b) is not directly connected with or necessary to the management of that site,*

*must make an appropriate assessment of the implications of the plan or project for that site in view of that site's conservation objectives.*

2.7 The Regulation 63 of the Habitats Regulations refers to “the competent authority”. These are the body or bodies responsible for the application of the Habitats Regulations Assessment process, on a case-by-case basis to ensure compliance with the Habitats and Birds Directives. A competent authority is defined in Regulation 7 of the Habitats Regulations so as to include:

*a) Any Minister of the Crown (as defined in the Ministers of the Crown Act 1975(1)), government department, statutory undertaker, public body of any description or person holding a public office;*

*b) the Welsh Ministers; and*

*c) any person exercising any function of a person mentioned in sub-paragraph (a) or (b).*

*and public body includes:*

*a) the Broads Authority(4);*

*(b) a joint planning board within the meaning of section 2 of the TCPA 1990 (joint planning boards)(5);*

*(c) a joint committee appointed under section 102(1)(b) of the Local Government Act 1972 (appointment of committees)(6);*

*(d) a National Park authority; or*

*(e) a local authority, which in this regulation means—*

*(i) in relation to England, a county council, a district council, a parish council, a London borough council, the Common Council of the City of London, the sub-treasurer of the Inner Temple or the under treasurer of the Middle Temple;*

*(ii) in relation to Wales, a county council, a county borough council or a community council;*

- 2.8 The Habitats Regulations also use the following terms, which are used in this Strategy and are defined below:

**Likely Significant Effect** – this is a possible adverse effect that would undermine the conservation objectives for a Habitats (European) site and which cannot be ruled out based on clear verifiable objective information.

**Alone** – consideration given to the details of the plan or project which may result in effects on a Habitats site

**In combination with other plans and projects** – consideration needs to also be given to the cumulative effects which will or might result from the addition of the effects of other relevant plans or projects.

- 2.9 The Government has produced core guidance for competent authorities and developers to assist with the HRA process. This can be found online<sup>4</sup>
- 2.10 HRA is thus a vital part of a Local or Strategic Plan's evidence base: for Plans to be considered legally compliant and sound, as set out in section 35 of the National Planning Policy Framework 2018, each LPA must provide mitigation.

#### Identifying the problem

- 2.11 The majority of the HRAs produced by Essex LPAs as part of the production of their respective Local or Strategic Plans identified that the level of planned housing growth may lead to disturbance of birds in coastal Habitats (European) sites within and beyond each individual LPA boundary.
- 2.12 HRA work relating to the Essex coast Habitats sites undertaken to date at the plan level and project level across the 11 LPAs is detailed in Table 2.1.

<sup>4</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/82706/habitats-simplify-guide-draft-20121211.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/82706/habitats-simplify-guide-draft-20121211.pdf)

**Table 2.1 LPAs and their relevant Habitats Sites**

<b>LPAs</b>	<b>Work undertaken</b>	<b>Relevant Habitats sites</b>
Basildon Borough Council	Basildon Borough Council Local Plan 2014-2034 and HRAs (Oct 2018) at the plan and project level	The HRA identifies that new residential development is likely to result in significant effects on the Essex coast Habitats sites due to the draw of the coast for recreation.
Braintree District Council	North Essex Authorities Shared Section 1 Local Plan HRA (May 2017) Braintree District Council Section 2 Local Plan HRA (May 2017) Braintree District Council has prepared project level HRAs for residential developments in Hatfield Peverel, Cressing, Braintree and Coggeshall.	The HRA identifies that new residential development is likely to result in significant effects on the Essex coast Habitats sites due to the draw of the coast for recreation.
Brentwood	Brentwood Local Plan Habitat Regulations Assessment (January 2018)	The HRA identifies that new residential development is likely to result in significant effects on the Essex coast Habitats sites due to the draw of the coast for recreation.
Castle Point	Castle Point Local Plan HRA is currently being undertaken	<ul style="list-style-type: none"> <li>• Crouch and Roach Estuaries</li> <li>• Foulness Estuary</li> <li>• Benfleet and Southend Marshes</li> <li>• Outer Thames Estuary</li> </ul>
Chelmsford	Chelmsford City Council's Pre-Submission Local Plan Habitats Regulations Assessment (January 2018) and an update dated June 2018	The HRA identifies the possibility of significant effects on European sites. In the Pre-Submission Local Plan, the Council has committed to the adoption of the RAMS SPD. Plan level mitigation measures are considered to be both achievable and likely to be effective. Additional provision and master planning requirements are included to minimise effects on the Crouch and Roach Estuaries.
Colchester Borough Council	North Essex Authorities Shared Section 1 Local Plan HRA Colchester Borough Council Section 2 Local Plan HRA <ul style="list-style-type: none"> <li>- HRA screening for Boxted Neighbourhood Plan (2014-2029)</li> <li>- HRA screening for West Bergholt Neighbourhood Plan (2018-2033)</li> <li>- HRA re-screening for Wivenhoe Neighbourhood Plan (2017-2032)</li> </ul>	Colne Estuary, Hamford Water, the Blackwater Estuary the Stour and Orwell Estuaries.

LPAs	Work undertaken	Relevant Habitats sites
Maldon District Council	<p>Maldon District Council Local Development Plan Sustainability Appraisal Report (March 2017) incorporating Strategic Environmental Assessment and Habitats Regulations Assessment</p> <p>Nine LDP allocations with planning permission or planning consent subject to a S106 agreement have project level HRAs. Only two LDP allocations without consent have not had project level HRAs.</p>	<p>Maldon's Local Development Plan was approved in 2017 and all mitigation identified through its HRA was reflected in relevant LDP policies and has been secured via project level HRAs for each allocation.</p>
Rochford District Council	<p>Rochford District Council Local Plan HRA (January 2013)</p> <p>HRA Maylons Farm, West Hullbridge and Wallasea Island</p>	<ul style="list-style-type: none"> <li>• Crouch and Roach Estuaries</li> <li>• Foulness Estuary</li> <li>• Benfleet and Southend Marshes</li> <li>• Outer Thames Estuary</li> </ul>
Southend Council	<p>Southend Council Local Plan HRA (September 2010)</p> <p>Southend Central Area Action Plan (February 2018)</p>	<ul style="list-style-type: none"> <li>• Crouch and Roach Estuaries</li> <li>• Foulness Estuary</li> <li>• Benfleet and Southend Marshes</li> <li>• Outer Thames Estuary</li> </ul>
Tendring District Council	<p>North Essex Authorities Shared Section 1 Local Plan HRA (May 2017)</p> <p>Tendring District Council Section 2 Local Plan HRA (May 2017)</p> <p>Adopted project level HRAs for development</p>	<ul style="list-style-type: none"> <li>• Colne Estuary,</li> <li>• Hamford Water,</li> <li>• Blackwater Estuary</li> <li>• Stour and Orwell Estuaries</li> </ul>
Thurrock	<p>Thurrock Local Plan Local Development Scheme (December 2015)</p>	<ul style="list-style-type: none"> <li>• Crouch and Roach Estuaries</li> <li>• Foulness Estuary</li> <li>• Benfleet and Southend Marshes</li> <li>• Outer Thames Estuary</li> </ul>

*Notes: Not all of the LPAs have prepared project level HRAs for residential developments within the IRZs<sup>3</sup> of the SSSIs that underpin each Habitats site. Utlesford is only affected by a small geographical area on its eastern boundary within the ZOI of Blackwater Estuary SPA & Essex Coast Ramsar and this component of the Essex Estuaries SAC. This also applies to strategic plans eg Joint Strategic Plan and north Essex*

<sup>4</sup> Natural England has published a set of mapped Impact Risk Zones (IRZs) for Sites of Special Scientific Interest (SSSIs). This helpful GIS tool can be used by LPAs to help consider whether a proposed development is likely to affect a SSSI and determine whether they need to consult Natural England to seek advice on the nature of any potential SSSI impacts, their avoidance or mitigation. The dataset and user guidance can be accessed from the [gov.uk website](http://gov.uk).

### Identifying the need for a strategic solution

- 2.13 In 2017, Natural England's West Anglia Team identified the Essex coast as a priority for strategic and proactive planning engagement and mitigation. This was due to the high numbers of dwellings that were likely to come forward for each Plan alone and also in combination within the relevant Local Plans by 2038 to meet projected housing needs, and the potential recreational impact these new residents could have upon the Habitats sites.
- 2.14 In September 2017, Natural England proposed a strategic approach to LPAs and recommended identifying the scale of the disturbance and implementing measures to mitigate impacts through the preparation of a joint Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS). Based on existing evidence of visitor pressures, Natural England advised that 11 district/borough Councils across Essex should be partners in the preparation of the Strategy. To reflect the differing Local Plan adoption dates of these authorities, Natural England advised that a Supplementary Planning Document should be the mechanism to secure developer contributions towards the mitigation measures identified as necessary by the Strategy.
- 2.15 Natural England's advice was that the Local Plans must have a clear policy commitment to producing a Mitigation Strategy, with a clear timeframe for its completion. This should be by the time the plan is adopted to ensure any developments coming forward as part of the plan have certainty that there are mitigation measures which can be implemented as soon as the plan is live.
- 2.16 Local Plans are advancing across Essex. The number of Local Plan consultations that are scheduled further increases the urgency to produce the strategy and secure a delivery mechanism for an effective mitigation package.
- 2.17 Mitigation measures have been identified in the HRA (screening and/or Appropriate Assessments) for many of the Local Plans. There are similarities in the mitigation measures proposed, reflecting the identification of in-combination effects resulting from growth in LPA areas. In recognition of this, Natural England recommended a strategic approach to mitigation along the Essex coast.
- 2.18 The LPAs agreed that a strategic solution to mitigate the impacts of recreational disturbance from Local Plans was a sensible approach to take the support of Natural England and Essex County Council. Strategic solutions are usually driven by challenges and opportunities arising from planning issues. They apply more broadly than at a single designated site and often include aims such as cutting down on unnecessary consultations, providing strategic scale mitigation or developing a generic approach to evidence collection and use. The development plan process provides huge opportunities to influence planning policy and create solutions that

can filter down to the application stage, providing confidence that mechanisms exist to deliver much needed development in the right places whilst also ensuring the natural environment is fully considered. Under planning legislation, LPAs have a statutory ‘duty to cooperate’ with each other, and other bodies, when preparing, or supporting the preparation of policies which address strategic matters. This includes the Essex Coast RAMS.

- 2.19 The initial Essex Coast RAMS meeting was held in November 2017 under the umbrella of the Essex Planning Officers Association (EPOA), with all Essex LPAs invited to discuss the rationale for taking a strategic approach to securing a solution to support their Local Plans. Natural England explained the need for Local Plans to provide mitigation in order that sustainable housing growth can be delivered whilst at the same time, adequately protecting Habitats sites from harm that could potentially occur because of increased recreational pressure arising from the new housing growth.
- 2.20 Natural England’s guidance provided at the meeting held on 13 September 2017 outlined that a mitigation strategy should:
- Set clear parameters, providing a mechanism by which pressure from increased recreation can be avoided and mitigated for, thus enabling rather than stalling the progression of planned housing growth within local Plans;
  - Be based on evidence and be precautionary where uncertainties remain;
  - Provide a good degree of certainty that the required measures can be delivered;
  - Be solutions focused, seeking to find robust means of mitigating for impacts to allow development to proceed, incorporating such mitigation at the plan level wherever possible so that these requirements are clear to developers and are consistently applied;
  - Build upon work undertaken to date as part of the HRAs for the various Local Plans;
  - Reflect best practice; and
  - Include monitoring.
- 2.21 At the same meeting, Natural England also set out the key lessons learnt from strategic mitigation schemes in other parts of the country. These are:
- Early engagement is key to ensuring issues and opportunities are identified from the outset when time is on our side to deliver real solutions
  - Embedding strategies – whilst a robust evidence base and options for avoidance and mitigation are crucial, the policy framework within a LPA’s development Plan needs to be clear and reflect what is required at project stage to ensure successful delivery
  - Stepping back and seeing the “bigger picture”

- Sharing and learning to embed strategic solutions is hugely important and enables lessons to be learnt and to apply best practice elsewhere.

2.22 Mitigation measures applied for the protection of Habitats sites through development should be those that :

- Are essential for and relevant to the planning permission being granted
- Provide certainty that housing development can proceed without adverse effect on the Habitats sites
- Are proportionate to the potential impact that may be generated, evidence based and cost effective.

### Developing the Essex Coast RAMS project

2.23 The three options for the scale of joint working were discussed by the Essex LPAs present at the initial Essex Coast RAMS meeting. These are outlined in Table 2.2 below.

***Table 2.2: Options for preparing an Essex Coast RAMS***

<u>Option 1 – No Joint Project</u>
<p>In the absence of some form of joint project, it would fall upon those LPAs with likely effects predicted on European Sites to prepare the Essex Coast RAMS. However, in order for them to do this, information was required on housing growth from the other LPAs for the full extent of recreational impacts to be determined. Furthermore, those other LPAs would still be under a legal obligation to fulfil their duties under the Habitats Regulations, including managing residual recreational impacts on Habitats sites. In this situation, it would be the LPA with the Essex Coast RAMS determining how this could be resolved with no input from those other LPAs, potentially resulting in disputes over the appropriateness of projects and their costs. This did not appear to be an appropriate approach given the scale and cross-boundary nature of the problem.</p>
<u>Option 2 – Sub-regional Projects</u>
<p>LPAs are familiar with working across their housing market areas in order to deliver evidence-based projects and elements on plan making. This option offered some benefits in terms of utilising existing working arrangements. However, the housing market areas do not align with the ZOIs for the Habitats sites along the Essex coast and therefore there would still be a need for each sub-region to look at the Essex Coast RAMS beyond their area in order to determine their full impact on Habitats sites.</p> <p>Additionally, different approaches between these sub-regions may give rise to areas of dispute over the appropriateness and cost of projects, although this risk is not considered to be as significant as for Option 1. A further issue with this option is that some LPAs in Essex, such as Maldon are not part of a sub-regional working group because Maldon sits within its own housing market area. Given these issues, normal patterns of sub-regional working may not be appropriate in this instance.</p>
<u>Option 3 – Essex-wide Project</u>
<p>In order to cover all of the coastal Habitats Sites, and all of the Essex LPAs within the ZOIs, an Essex coast RAMS could be prepared jointly by the 11 LPAs considered likely to be affected. This was considered to be the</p>

most effective approach in terms of capturing all cross-boundary interactions between the different LPAs involved, and ensures that all authorities affected would have a stake in the final selection of mitigation projects and are aware of the costs associated with these.

Without a co-ordinated approach, it may be very difficult for LPAs to deliver bespoke mitigation measures particularly for those at a distance from the Essex coast.

However, experience with the Gypsy & Traveller Accommodation Assessment, as an example, has shown that it is difficult to manage a project with this number of authorities and therefore a dedicated project management would be a requirement, particularly if it is to deliver in a timely manner.

- 2.24 It was concluded that the best outcomes in terms of delivering an Essex coast RAMS which addresses the issues in an effective and equitable way will be achieved through joint working at an Essex wide level i.e. Option 3. However, this option presented the greatest challenge in terms of project management. It was agreed by the LPAs present that Option 3 would be taken forward.
- 2.25 The Essex LPAs appointed Place Services to prepare the Essex Coast RAMS and undertake project management.

#### What will the Strategy achieve?

- 2.26 A Steering Group (comprising officers from the 11 LPAs, from Essex County Council and Natural England and consultants from Place Services, Essex County Council) was established to lead this project. The initial work of the Steering Group focused on approval of the project plan, signing of a Memorandum of Understanding which set out the commitment to undertaking this project, an initial review of existing information sources (Baseline Evidence Report), and planning for stakeholder events to aid information sharing. The need for visitor surveys to provide a robust evidence base was subsequently agreed with Natural England.
- 2.27 The initial brief for the Essex Coast RAMS is set out in Table 2.3 although details were considered in consultation with Natural England along the journey of producing the Strategy. It was decided by the Steering Group that governance and resourcing would be a separate piece of work to the Strategy.

**Table 2.3: The Brief for the Essex Coast RAMS**

<b>1. Patterns of use of SPAs/SACs/Ramsar sites</b>	<b>a)</b> Review existing sources of information, and produce report/paper to present to the Steering Group
	<b>b)</b> Agree with Natural England whether sufficient information exists.
	<b>c)</b> Obtain further primary data where necessary.

	<p><b>d)</b> Analyse data to identify the locations where new development may lead to an impact in order for the LPAs to justify contributions being sought.</p>
<b>2. Mitigation and visitor monitoring</b>	<p><b>a)</b> Based upon the conclusions from the patterns of use, identify which Habitats sites are relevant to which growth locations/ LPA.</p>
	<p><b>b)</b> Identify mitigation and visitor monitoring objectives (i.e. what needs to be monitored, how often and to identify what methodologies to use).</p>
	<p><b>c)</b> Identify specific existing or proposed on-site/off-site mitigation and site management measures which would address the HRA requirements. This must reflect HRA recommendations, set out the governance arrangements and likely delivery partners.</p>
	<p><b>d)</b> Identify gaps (e.g. SAC/SPAs/Ramsar sites or parts of these Habitats sites where no mitigation or visitor monitoring is planned or where no or insufficient management is in place or planned, or where no delivery partner can be identified).</p>
<b>3. Funding</b>	<p><b>a)</b> Identify what measures have already been funded and provide detail of how the current funding mechanisms work.</p>
	<p><b>b)</b> Calculate the total cost of mitigation measures over the period of the local plans (based on the longest plan period of the project partners as in preparation now).</p>
	<p><b>c)</b> Identify planned growth in the locations identified under 2c (above).</p>
	<p><b>d)</b> Identify mechanisms for securing funding for each mitigation measure.</p>
	<p><b>e)</b> Identify effective mechanisms for a Strategic Mitigation Scheme(s), to include collecting and holding contributions for 11 separate LPAs, prioritising spend and transfer of funds to delivery partners/organisations.</p>
<b>4. Monitoring of the Strategy</b>	<p><b>a)</b> Identify mechanisms for monitoring the delivery and effectiveness of the mitigation strategy (e.g. outputs and outcomes – the former might be monitored more regularly).</p>
	<p><b>b)</b> Provide recommendations related to future growth e.g. how might the strategy take account of growth in the longer term (beyond most plan periods) which would be subject to new HRAs and how should the results of monitoring feed into decisions about locations / scale of future growth.</p>
	<p><b>c)</b> Identify how monitoring results will be analysed and used effectively.</p>
<b>5. Strategy finalised with recommendation for SPD</b>	<p><b>a)</b> Incorporate areas above into strategy.</p>
	<p><b>b)</b> Agree strategy with the Steering Group.</p>

<b>to facilitate implementation</b>	c) LPAs to consult on draft SPD- targeted consultation with interested parties, but strategy publically available for comment.
<b>6. Finalise SPD</b>	<p>a) Consider consultation responses.</p> <p>b) Amend and finalise SPD.</p> <p>c) Adopt SPD.</p>

### **3 Purpose of the Strategy**

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- 3.1 The Essex Coast RAMS will support sustainable residential growth in Essex while protecting Habitats sites and their wildlife from the increased disturbance from recreation associated with a growth in population. The Essex Coast RAMS will identify specific avoidance and mitigation measures that will be necessary to enable the planned housing and associated population growth within the strategy area to go ahead, without adversely affecting the designated features of the Habitats sites.
- 3.2 The Essex Coast RAMS will identify:
  - the likely in combination impacts from recreational disturbance;
  - a range of effective mitigation measures;
  - when the mitigation measures are required;
  - where the mitigation is required;
  - how mitigation relates to development (or development locations);
  - how mitigation measures will be funded;
  - how the Strategy will be implemented
  - how the success of the mitigation measures will be monitored; and
  - how best to incorporate monitoring data and other information and best practice into future reviews of the strategy and Local Plans.
- 3.3 The Strategy does not cover any additional site-specific infrastructure, such as Country Parks, which are often referred to as Suitable Alternative Natural Greenspaces (SANGs). The issue of SANG is slightly different as, given that the coast cannot be replicated inland, SANGs do not tend to form part of coastal mitigation strategies. However, there is some evidence from the Solent HRA Mitigation project and corresponding website<sup>4</sup> that if people are only visiting the coast because it is their nearest greenspace, then they can be drawn away from the coast by providing an attractive site nearer to their home. Natural England therefore may advise that on-site greenspace should be provided as part of individual developments (e.g. to include circular walks, dogs off lead areas etc.) to take some of the pressure off the coastal sites. However, this will not remove residents' overall desire to visit the coast, so a contribution to the mitigation measures at the coastal Habitats sites still needs to be made in all cases.

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<sup>5</sup> <http://www.birdaware.org/>

3.4 The Essex Coast RAMS Strategy does not provide:

- A mechanism to deliver mitigation for recreational impacts from individual residential developments alone; this must be provided on/near the development site;
  - A mechanism for measures necessary to avoid likely significant effects from non-recreational impacts e.g. air or water quality, identified through project level HRAs prepared for individual planning application;
  - Any mitigation needed to reduce or avoid *existing* impacts from recreational or other activities identified by Natural England in the SIPs for each Habitats site along the Essex coast;
- or
- Mitigation for the England Coast Path (ECP). This is a Natural England project, which aims to create a new National Trail around the entirety of England's coast. For each section of the ECP, Natural England undertakes an "Access and Sensitive Features Appraisal" (ASFA) which contains a bespoke HRA to mitigate for the effects of the Coast Path.

3.5 As listed in Natural England's letters to LPAs (Interim advice to ensure new residential development and any associated recreational disturbance impacts on European designated sites are compliant with the Habitats Regulations, November 2017 & August 2018) provided in Appendix 1, the Strategy applies to all net increases in residential dwellings that fall within the ZOI which are in the Planning Use Classes listed in Table 3.1, overleaf (excluding replacement dwellings and extensions).

**Table 3.1: Planning Use Classes**

Planning Use Class*	Class Description
C2 Residential institutions	Residential care homes, boarding schools, residential colleges and training centres.
C2A Secure Residential Institution	Military barracks.
C3 (a) Dwelling houses (a)	Covers use by a single person or a family (a couple whether married or not, a person related to one another with members of the family of one of the couple to be treated as members of the family of the other), an employer and certain domestic employees (such as an au pair, nanny, nurse, governess, servant, chauffeur, gardener, secretary and personal assistant), a carer and the person receiving the care and a foster parent and foster child.
C3 Dwelling houses (b)	Up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems.
C3 Dwelling houses (c)	Allows for groups of people (up to six) living together as a single household. This allows for those groupings that do not fall within the C4 HMO definition, but which fell within the previous C3 use class, to be provided for i.e. a small religious community may fall into this section as could a homeowner who is living with a lodger.

C4 Houses in multiple occupation	Small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom
Sui Generis ***	- Residential caravan sites (excludes holiday caravans and campsites) -Gypsies, travellers and travelling show people plots

Notes:

\* This table is based on Natural England advice (244199, included as Appendix 1) which was advisory, not definitive.

\*\* Care homes will be considered on a case-by-case basis according to the type of residential care envisaged.

\*\*\* Sui Generis will be considered on a case-by-case basis according to the type of development.

- 3.6 The applications in scope for consideration will be confirmed in the SPD and should include:

- Full planning applications;
- Reserved Matters planning applications where the outline planning consent that were not previously assessed through the HRA process and assessed under the Essex Coast RAMS where updated evidence is now available; and
- Permitted Development as clarified by SPD.

- 3.7 A strategic, coordinated approach will reduce the burden on the LPAs and developers for project-level HRAs and offer a straight-forward, efficient and effective option for residential developers to provide appropriate mitigation measures, to ensure development accords with the Habitats Regulations.

- 3.5 Without a co-ordinated approach, it may be very difficult for LPAs to deliver effective bespoke mitigation measures particularly for locations that are on the outer edge of the Essex coast RAMS ZOI.

# The Technical Report – Evidence Base

## 4 The Baseline

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4.1 In order to determine the baseline, the following methodology was followed in the review process to determine patterns of visitor use of designated sites:

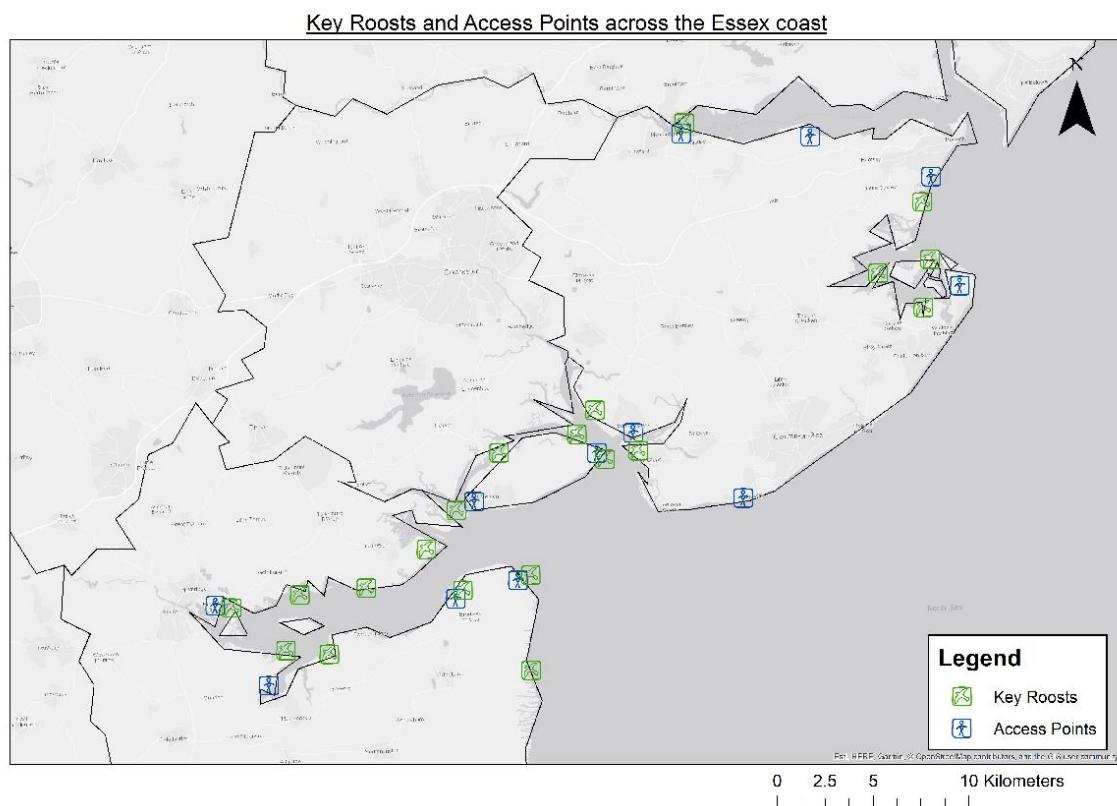
- Desk studies to determine what evidence existed and identify any gaps;
- Visitor surveys to supplement the desk studies and gain an understanding of the origins of visitors to the Habitats sites and thereby determine the ZOIs;
- Continual engagement with Natural England to discuss and agree the methodology, location and results of the studies to provide robust evidence on which to develop the Strategy; and
- Stakeholder meetings with those parties with a responsibility for or an interest in the Habitat sites to gain a fuller understanding of the Habitats sites, the recreational pressures they are under presently, those that would arise with an increase in population and an understanding of what mitigation has been undertaken to date and how effective this is. Full details of the workshop attendees can be found in Appendix 10.

### **The Importance of the Essex coast Habitats sites – Desktop review**

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- 4.2 A desktop review looked at the existing data on the Habitats sites and the species therein.
- 4.3 Forty different bird species – predominantly waders and wildfowl – are specifically listed by Natural England as designated Interest Features for at least one of the Habitats sites.
- 4.4 Discussion with the Royal Society for the Protection of Birds (RSPB) on data available on key bird roost locations which are sensitive to disturbance has identified 20 key sites, which are shown on the maps 4.1 and 4.2. Because breeding information is confidential, the maps do not distinguish breeding and non-breeding roosts.
- 4.5 [Functionally Linked Land](#) (FLL) also needs to be protected from disturbance e.g. key areas of farmland and grassland for Brent geese. This will need to be mapped and has been included as a project in the mitigation package set out in this Strategy.

**Map 4.1 Key SPA bird roosts/breeding areas and access points for North Essex**



**Map 4.2 Key SPA bird roosts/breeding areas and access points for South Essex**



- 4.12 As key roosts are used by SPA birds at different times of the year (breeding and non-breeding), there are seasonal variations as well as daily variations in usage due to the tidal cycle. Key locations for SPA birds and the state of the tide can mean birds are closer or further from the shoreline and potential disturbance.
- 4.13 During harsh winters, a prolonged cold spell can mean birds struggle to get sufficient feeding time in between tides and any disturbance in these conditions is more significant to bird populations. Some roost sites hold large concentrations of birds but numbers may change as use fluctuates and factors other than disturbance or habitat degradation may be an issue in some locations.
- 4.14 [The Wetland Bird Survey](#) (WeBS) data has also been reviewed. WeBS monitors non-breeding waterbirds in the UK. There is a WeBS Alerts system which provides a method of identifying changes in numbers of water birds at a variety of spatial and temporal scales and reports are written every 3 years. It would be beneficial to integrate WeBS counts with the Essex Coast RAMS bird monitoring programme. Species that have undergone major changes in numbers are flagged, by the issuing of an Alert. Alerts are intended to be advisory; subject to interpretation, they should be used as a basis on which to direct research and subsequent conservation efforts if required.

### **Identifying visitor patterns of use of Habitats sites**

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- 4.15 Visitor surveys were undertaken to inform the Strategy, with the aim of gathering information on the number of visitors expected at coastal Habitats sites and evidence of the distances visitors to the sites will travel to access coastal locations for recreation purposes. This evidence is then used to calculate the Zones of Influence.

#### **Visitor surveys**

- 4.16 Where visitor data existed for Habitats sites, which had been previously collected by the LPAs, this was collated, and gaps identified in a baseline report to the Steering Group.
- 4.17 Visitor data (for the Stour & Orwell Estuaries SPA and Ramsar site, Hamford Water SAC, SPA and Ramsar site, the Colne SPA and Ramsar site and the Essex Estuaries SAC) was collected over a three-year period (from 2011 to 2013) as required by the appropriate assessments of Colchester and Braintree's adopted development plans and Tendring's emerging Local Plan.
- 4.18 On the advice of Natural England, the Essex Coast RAMS Steering Group agreed that the sites which would be subject to visitor surveys needed to be prioritised due

to resourcing and time constraints. Surveys at locations with no data were therefore prioritised so that there were data on which to base the ZOIs for all Habitats sites.

- 4.19 Tables 4.1 and 4.2 below show the visitor survey data which had previously been completed, and also the location of surveys needed to fill in the gaps.
- 4.20 ZOIs for the Habitats sites in North Essex were informed by the survey and monitoring work undertaken as a requirement of the Appropriate Assessments of Colchester and Braintree's adopted development plans and Tendring's emerging Local Plan. Since this joint survey work the North Essex LPAs have submitted an Appropriate Assessment (AA) for the North Essex Authorities Shared Strategic Part 1 for Local Plans Pre-submission (Regulation 19) prepared by Land Use Consultants (LUC) May 2017.
- 4.21 The AA for this joint plan identifies an increased prevalence and occurrence of negative recreational effects to the Habitats sites, which in the absence of effective mitigation is likely to lead to adverse effects on the sites' integrity.

**Table 4.1: North Essex visitor survey details**

Survey Location	Habitats Site	Source of existing information?	Seasons which information is needed for: Summer (May-July) Winter (August to April)
Mistley Walls	Stour and Orwell Estuaries	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
Stour Wood	Stour and Orwell Estuaries	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
Kirby Quay	Hamford Water	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
The Naze	Hamford Water	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
Brightlingsea Marsh	Colne Estuary	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
Cudmore Grove CP, Mersea	Colne Estuary	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
Wivenhoe Barrier	Colne Estuary	None	Winter
Strood Channel	Blackwater Estuary	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
Old Hall Marshes (owned by RSPB)	Blackwater Estuary	North Essex surveys over winter and summer months from 2010-2013.	Summer and winter
Tollesbury Wick (owned by EWT)	Blackwater Estuary	None	Summer and Winter
Promenade Park Maldon (Northey Island Causeway)	Blackwater Estuary	None	Winter
Bradwell Marina	Blackwater Estuary	None	Summer and winter
Dengie (St Peters Chapel)	Dengie	None	Winter

**Table 4.2: South Essex visitor surveys required to identify impacts on the designated features**

<b>Survey Location</b>	<b>Habitats Site</b>	<b>Existing information?</b>	<b>Season</b> <b>Summer (May-July) Winter (August to April)</b>
Burnham-on-Crouch	Crouch and Roach Estuaries	None	Winter
Blues House Farm (EWT), North Fambridge	Crouch and Roach Estuaries	None	Winter
Wallasea Island	Crouch and Roach Estuaries	Total visitor numbers recorded by RSPB from 2008-2016 and visitor numbers to the sea wall and number of cars from Apr-Sep 2017.	All
Thameside Nature Park (EWT)	Thames Estuary and Marshes	None	Winter
Coalhouse Fort	Thames Estuary and Marshes	None	Winter
Cinder Path, Leigh-on-Sea	Benfleet and Southend Marshes	None	Summer and Winter
Gunners Park, Shoebury	Benfleet and Southend Marshes	None	Winter
Two Tree Island, Leigh-on-Sea	Benfleet and Southend Marshes	None	Summer

#### Additional evidence gathered and analysis

- 4.22 The first round of visitor surveys took place in winter 2017/18, when non-breeding waders and wildfowl which are designated features of the Habitats sites are present along the Essex coast (August to April). The second round of visitor surveys took place on the Blackwater Estuary during the spring of 2018 when breeding birds such as the Little Tern and Ringed Plover, which are designated features of this Habitats site, use it for nesting. Benfleet and Southend Marshes SPA provide habitat for SPA birds which could be impacted by trampling during the summer months used by non-breeding species over winter.

**Table 4.3: Designation features per Habitats site (MAGIC, 2018) and visitor surveys undertaken to assess disturbance**

Habitats Site	Designation features sensitive to recreational disturbance and surveys undertaken				
	Habitats	Breeding birds (May to July)	Summer survey completed?	Non-breeding birds August to April	Winter survey completed?
Stour and Orwell Estuaries	Yes	Yes	Yes	Yes	Yes
Hamford Water	Yes	Yes	Yes	Yes	Yes
Colne Estuary	Yes	Yes	Yes	Yes	Yes
Blackwater Estuary	Yes	Yes	Yes	Yes	Yes
Dengie	Yes	No	N/A	Yes	Yes
Crouch and Roach Estuaries	Yes	No	No	Yes	Yes
Foulness Estuary	Yes	No	No	Yes	No**
Benfleet and Southend Marshes	Yes	No	Yes	Yes	Yes
Thames Estuary and Marshes	Yes	No	No	Yes	Yes
Essex Estuaries	Yes	No*	No*	No*	No*

\*The Essex Estuaries comprise the Colne Estuary, Blackwater Estuary Dengie, Crouch and Roach Estuaries and Foulness Estuary and so follow the respective Zols throughout.

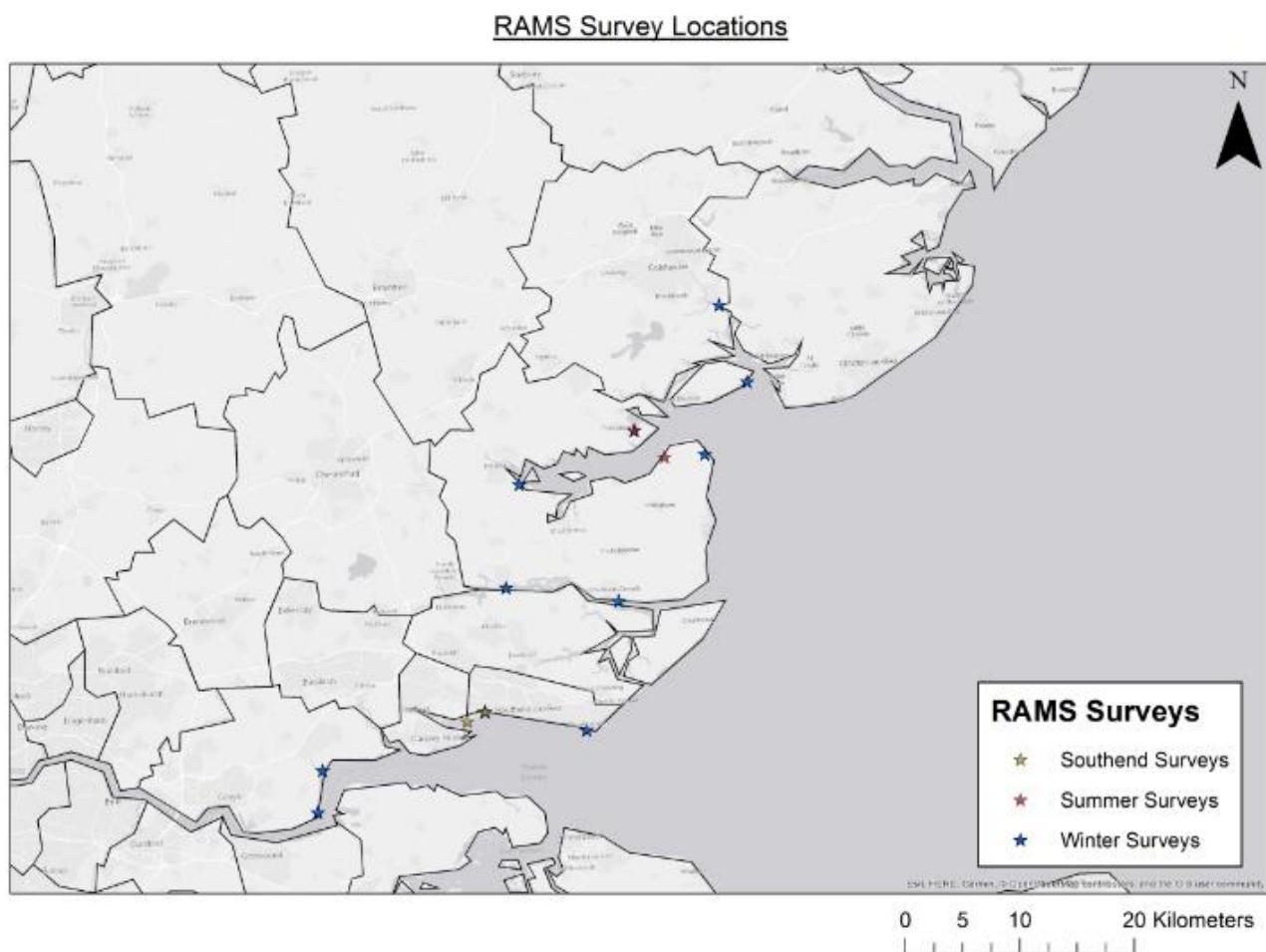
\*\* As Foulness Estuary has limited access due to military control of much of the land, no surveys were considered necessary by Natural England.

- 4.23 Foulness Estuary, which is located within the Foulness Estuary SPA and Ramsar site, is Ministry of Defence (MoD) land and public access is restricted. For that reason, recreational disturbance from visitors is likely to be minimal or non-existent. As a result, no visitor surveys were carried out in this location.
- 4.24 A copy of the Visitor Survey methodology is included in Appendix 2, the questionnaire in Appendix 3 and the results for the Winter Visitor Surveys are in Appendix 4. Summer Visitor Survey results for the Blackwater Estuary and Benfleet and Southend Marshes are in Appendix 5.
- 4.25 The survey questionnaires were the same for both winter and summer, with the addition of a question relating to water borne recreational activities for the summer surveys. This was in response to the particularly high level of water borne recreation in the Blackwater Estuary when compared to other sites. The content of the survey questionnaires was agreed by the Steering Group and Natural England.
- 4.26 Cudmore Grove Country Park situated on the Colne Estuary was surveyed from 2011-2013, in the first north Essex surveys. This was repeated in 2018 as the ZOI was a lot higher than anticipated and the data was potentially skewed based on the

surveyor's location. As Cudmore Grove is a Country Park that attracts visitors from afar, the Essex Coast RAMS needed to clarify which of these visitors were there to use the facilities within the park and not at risk of causing disturbance to the coast. Therefore surveys were repeated with surveyors being focussed on locations where key bird roosts or habitats were likely to be disturbed by recreational activities. This enabled efforts to capture disturbance to coastal Habitats sites and no other recreational activities such as the children's play area.

- 4.27 Figure 4:1 shows the existing (completed) and additional allocations for visitor surveys on the Essex coast in 2018.

**Figure 4.1 Locations of Visitor surveys undertaken 2018**



- 4.28 Further visitor surveys were completed during May/June 2018 for the Blackwater Estuary SPA, when breeding SPA designated birds e.g. Little Tern & Ringed Plover use the site for nesting. Survey locations within the Blackwater Estuary were at Bradwell Marina and Tollesbury Wick. Additional visitor surveys were also undertaken by Southend Council in August 2018 for Benfleet and Southend Marshes SPA & Ramsar site with surveyors at Cinder Path and Two Tree Island. All locations were agreed with Natural England to ensure the results would inform recreational disturbance of Habitats sites features.
- 4.29 The visitor surveys provided data to add to the picture painted by attendees at the workshops. Indeed the significant visitor pressure experienced on the foreshore at Southend with over 7 million day visitors a year, principally in the summer months, includes dog walking at the Garrison in Shoebury as well as along the foreshore in the winter months when dogs are permitted on the beach.
- 4.30 The questions asked of visitors to the SPA locations were designed to collect data on the reasons for visits as well as postcodes to evidence Zones of Influence. The datasets collected for surveys of people visiting the Habitats sites on the Essex coast are therefore up to date and the best available. Natural England, as well as the LPAs and other key stakeholders are satisfied that they are acceptable to inform the mitigation strategy. It will therefore be used as a robust basis for identifying the mitigation measures necessary for this Strategy.
- 4.31 Additional surveys will improve the robustness of the datasets and repeat, surveys of visitors will be undertaken at the earliest opportunity to review the postcode data and Zone of Influence for the Dengie SPA & Ramsar. The total number of visitors completing questionnaires was below the number considered by Visit Britain guidelines to provide a comprehensive picture of recreational activities to draw them to this site (i.e. below 400). This is in addition to repeat visitor surveys throughout the lifetime of the Local Plan periods for all Habitats sites to ensure that the ZOIs remain fit-for-purpose, for example in the context of new development, infrastructure and advances in technology.

#### Identifying Zones of Influence (ZoI) for Essex coast Habitats sites

- 4.32 Data from both the winter and summer visitor surveys has been used primarily to calculate the ZoIs for each Habitats site, and also to collate information on current recreational activities at Habitats sites and predict likely impacts from increased use by additional residents.
- 4.33 The consideration of mitigation needed at each Habitats site and assessment of need, based on site sensitivity and housing allocated within the ZOI will be included

in the mitigation section of this report.

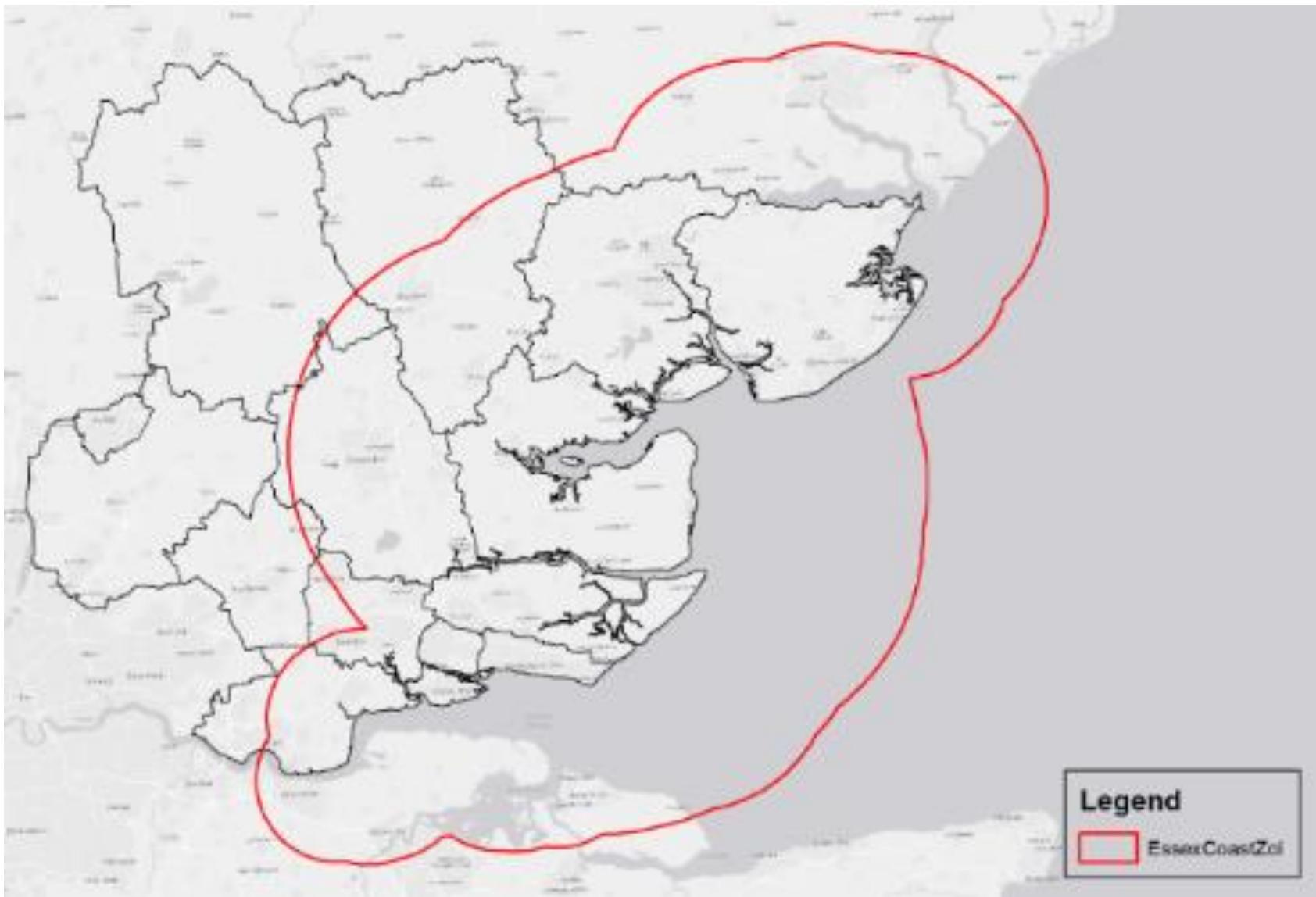
- 4.34 The results of the winter and summer visitor surveys provided substantial evidence relating to who uses the Habitats sites, where they travel from, how often they visit and why..
- 4.35 The data used to calculate the ZOIs defined in Table 4.4 has been refined to eliminate surveys where people were unlikely to cause disturbance to the coast. Although surveyors were placed in locations to capture the most potential disturbance in sensitive coastal areas, some sites had facilities that could be used for alternative recreational activities. For example, in the Dengie surveyors were located by St. Peters Chapel where some visitors were there solely for the use of the Chapel and were unlikely to cause recreational disturbance. Therefore an adjustment was made. Without refinement this would have increased the ZOI and affected the credibility of the data.
- 4.36 The ZOIs were calculated by ranking the distances travelled by visitors to the coast based on the home town postcode data they provided. Not all postcode data is used as this can skew the results. Instead the ZOIs are based on the 75<sup>th</sup> percentile of postcode data (i.e. the distance where the closest 75% of visitors come from) taken from the winter.
- 4.37 This method was used for a number of strategic mitigation schemes, including the emerging Suffolk Coast RAMS and is considered by Natural England to be best practice.
- 4.38 The ZOIs identify the distance within which new residents are likely to travel to the Essex coast Habitats sites for recreation. The ZOIs presented within this report will guide the requirement for residential developments to provide a financial contribution towards visitor management to mitigate for in-combination impacts on all the Habitats sites. Natural England have reviewed their IRZs, on MAGIC website on the basis of the overall ZOI because the data collected for this Strategy is the most comprehensive and up-to-date available.
- 4.39 ZOIs will be used to trigger developer contributions for delivery of mitigation measures for the Habitats sites. This will enable the delivery of mitigation measures to avoid impacts from increased recreational pressure.
- 4.40 Figure 4.4 below shows the overall ZOI for the Essex Coast RAMS to be used by each LPA to secure developer contributions for the Essex Coast RAMS package of measures. NB This excludes areas within the adjoining counties of Suffolk and Kent.

**Table 4.4: ZOI calculations for Essex Coast Habitats sites**

European designated site	Original ZOI (km) from Natural England's interim advice letter (Nov 2017)	Updated ZOI based on winter Essex Coast RAMS visitor surveys (RAW DATA)	Updated ZOI based on winter Essex Coast RAMS visitor surveys (REFINED DATA)	Updated ZOI based on summer Essex Coast RAMS visitor surveys (RAW DATA)	Updated ZOI based on summer Essex Coast RAMS visitor surveys (REFINED DATA)	Final ZOI (km)
Essex Estuaries SAC	24	-	-	-	-	-*
Hamford Water SAC, SPA and Ramsar	8	-	-	-	-	8
Stour and Orwell Estuaries SPA and Ramsar	13	-	-	-	-	13
Colne Estuary SPA and Ramsar	24	9.7	9.7	-	-	9.7
Blackwater Estuary SPA and Ramsar	8	14.2	14.2	22	22	22
Dengie SPA and Ramsar	13	27.3	20.8	-	-	20.8
Crouch and Roach Estuaries SPA and Ramsar	10	4.5	4.5	-	-	4.5
Foulness Estuary SPA and Ramsar	13	-	-	-	-	13
Benfleet and Southend Marshes SPA and Ramsar	10	4.1	4.1	4.9	4.3	4.3
Thames Estuary and Marshes SPA and Ramsar	10	8.1	8.1	-	-	8.1

\*The Essex Estuaries comprise the Colne Estuary, Blackwater Estuary, Dengie, Crouch and Roach Estuaries and Foulness Estuary and so follow the respective ZOIs throughout.

Figure 4.2: Overall Zone of Influence (Zoi) for Essex Coast RAMS



## **5 Housing planned in the Zones of Influence**

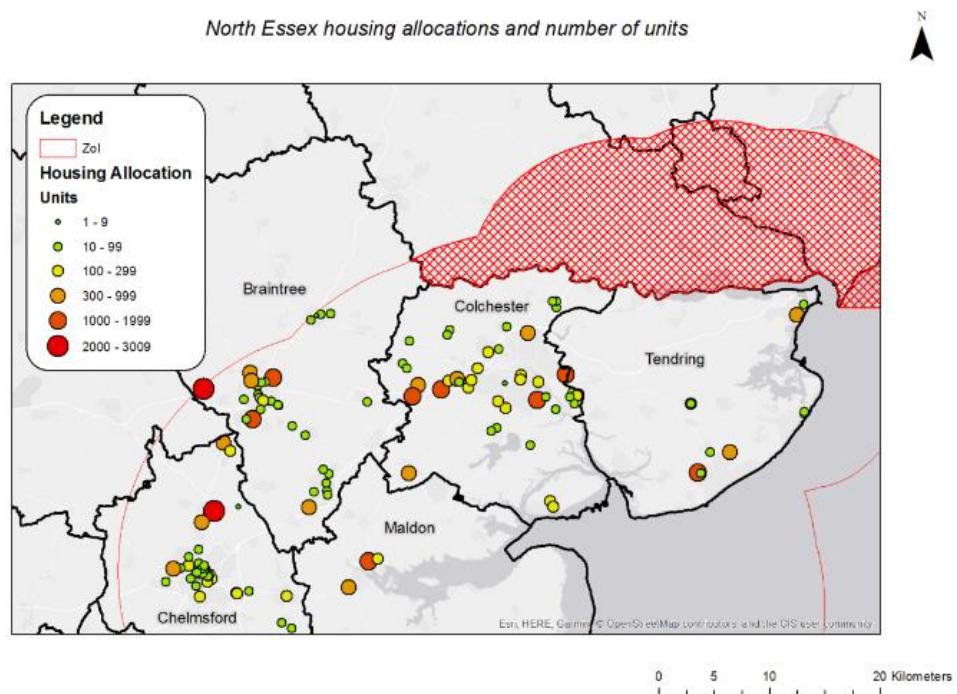
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- 5.1 Tables 5.1 and figures 5.1 and 5.2 represent the amount of housing that is being planned for in each Local Plan. All LPAs are at different stages of the plan making process. Some figures will be based on Local Plan allocations, but where that is not possible LPAs have provided an informed estimate based on evidence from housing trajectory documents and past housing delivery rates.
- 5.2 The housing data goes up to 2038, which is the longest Plan period for a partner LPA. These housing numbers will be reviewed and, where necessary, updated over the lifetime of the strategy in accordance with LPA monitoring data, as part of the Essex Coast RAMS monitoring and review process.
- 5.3 The housing numbers supplied in Table 5.1 below are based on the quantity of net new dwellings that are expected to fall within the ZOI for the Essex Coast RAMS. Basildon, Braintree, Brentwood, Chelmsford, and Thurrock are all partially covered by the ZOI, and therefore only the numbers of homes that are expected to be built within the ZOI have been included in the figures in the tables below. All the other authorities are wholly covered by the ZOI. Estimated windfall is the amount expected for the length of the strategy.

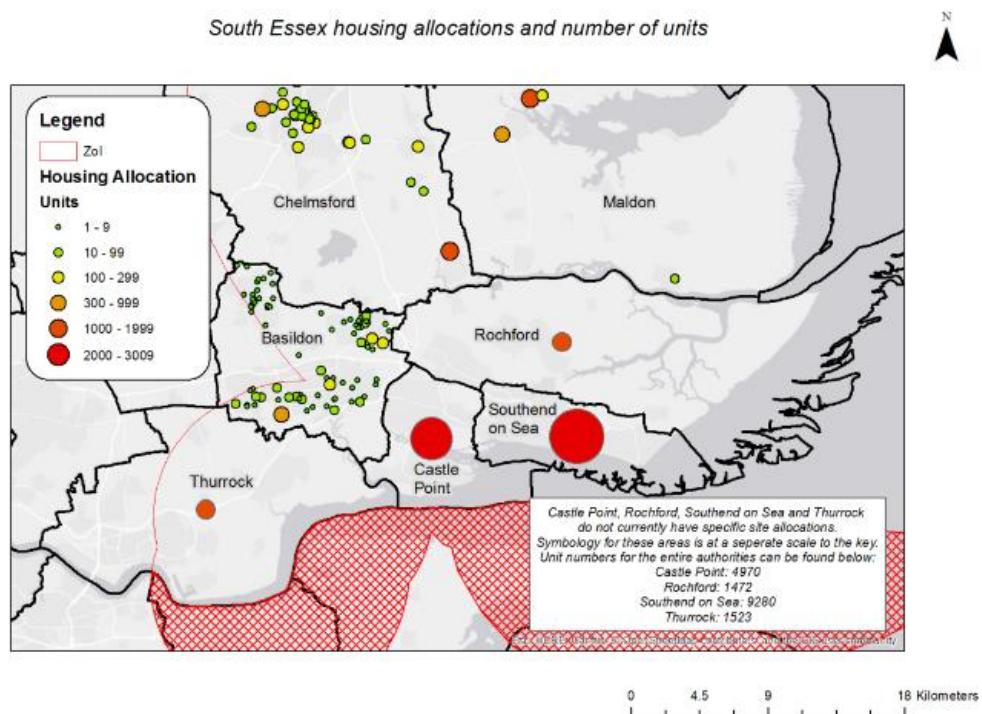
**Table 5.1: – Housing to be delivered in the Essex coast RAMS overall ZOI**

	Included in calculations for RAMS mitigation package for Local Plans								
		Phasing of dwellings from allocations within ZOI					A	A2	A3
Local planning authority	Estimated total windfall Nov 2017-2038	2017 - 2022/23	2023/24 - 2027/28	2028/29 - 2032/33	2033/34 - 2037/38	Total dwellings within ZOI	Of the total dwellings (column A), how many have been consented ?	Dwellings to include in the RAMS tariff = A-A2.	
Basildon	686	2669	2625	3758	2133	11871	2431	9440	
Braintree	582	3169	5269	3659	1300	13979	209	13770	
Brentwood	41	0	0	0	0	41	0	41	
Castle Point	300	1369	1867	886	470	4892	171	4721	
Chelmsford	1222	2149	2969	2964	1672	10976	2205	8771	
Colchester	315	1407	3266	3851	455	9294	150	9144	
Maldon	300	1795	1421	130	0	3646	0	3646	
Rochford	300	471	701	0	0	1472	150	1322	
Southend-on-Sea	3843	2450	2073	193	0	8559	911	7648	
Tendring	1195	185	1384	1545	4568	8877	448	8429	
Thurrock	375	3500	2100	0	0	5975	0	5975	
<b>Total</b>	<b>9159</b>	<b>19164</b>	<b>23675</b>	<b>16986</b>	<b>10598</b>	<b>79582</b>	<b>6504</b>	<b>72907</b>	

**Figure 5.1: North Essex - distribution of housing allocations and numbers of units**



**Figure 5.2: South Essex - distribution of housing allocations and numbers of units  
(NB Castle Point and Southend have a single dot instead of sites)**



## **6 Exploring mitigation options**

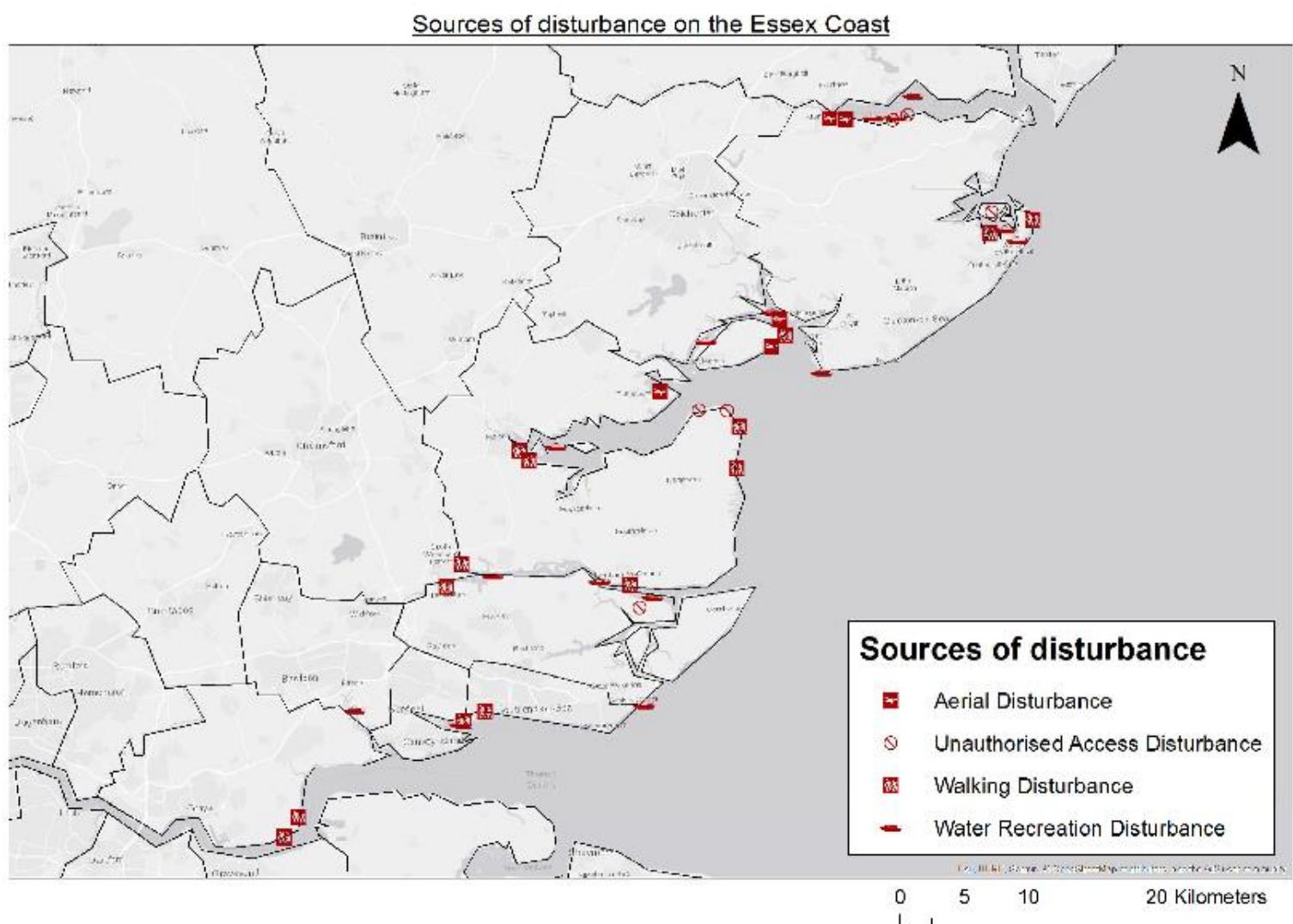
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- 6.1 Two initial workshops were held for key stakeholders in February and March 2018 to gather local and specialised knowledge from organisations and individuals on the following:
- The locations of visitors at the coast and the recreational activity currently taking place;
  - Current recreational disturbance problems; and
  - Current mitigation measures in place.
- 6.2 A follow-up workshop held with key stakeholders in June provided an opportunity to capture the mitigation measures considered as most effective to avoid the impacts likely to result from increased recreational pressure on the Essex coast on Habitats sites in the future.
- 6.3 For each Habitats site, stakeholder input has helped to identify current issues of recreational disturbance which have provided a focus for and will help prioritise measures in the Essex Coast RAMS. The results of the workshop are summarised in the tables below and full details of the workshops is in Appendix 7.
- 6.4 It was explained to workshop attendees that the Essex Coast RAMS funds are targeted at non-infrastructure measures which are needed for in-combination effects from the overall quantum of residential development.
- 6.5 The provision of Suitable Accessible Natural Greenspaces (SANGs) (see Section 3.3) are not within the scope of the Essex Coast RAMS, since this provision is required to deal with impacts from an individual development scheme (i.e. identified by the project level HRA for that scheme). Furthermore, SANGs would have to be funded by the Community Infrastructure Levy, rather than the use of Section 106 (s106) Planning Obligations/agreements. Since no more than five s106 agreements may currently be pooled to contribute to infrastructure projects is will be up to the Project Board to determine whether any of these are a priority or if pooling restrictions are amended, It will however be important for LPAs involved with SANG provision to liaise closely with the Essex Coast RAMS Rangers to deliver the same messages to avoid recreational disturbance.
- 6.6 LPAs could decide to identify SANG(s) to be provided through separate funding streams (CIL) or enhancements such as the Local Growth Fund and Local Enterprise Partnership, where appropriate. Examples discussed by the Steering Group include:
- expand Belhus and/or Hadleigh Castle Country Parks

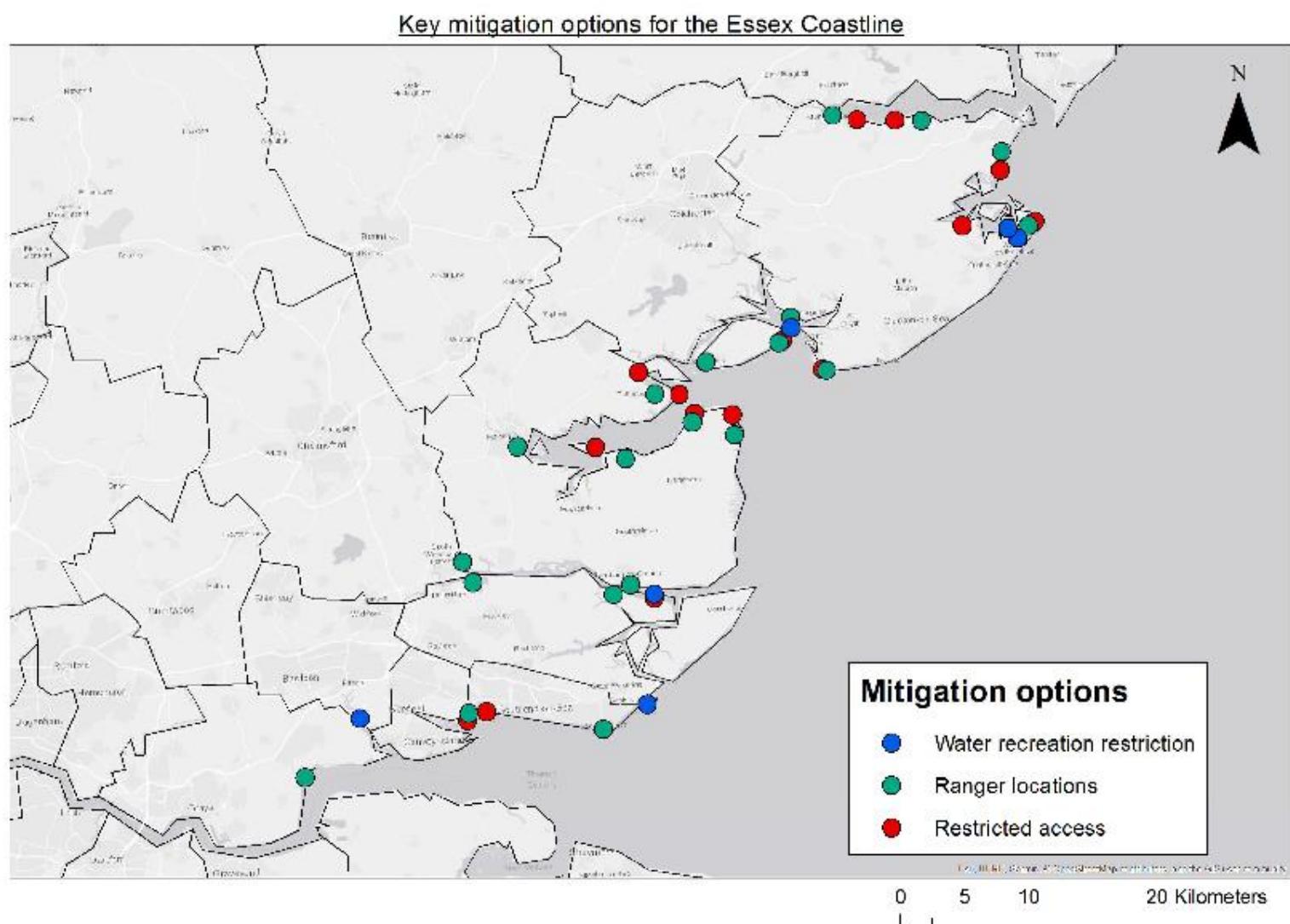
- upgrade other open space areas near the coast to attract visitors away from the beach areas
- provide a new Country Park/open space facility to the northeast of Southend as identified in the adopted Southend-on-Sea Core Strategy.

6.7 The information gained from the workshops has been summarised in the following tables as well as in Figures 6.1 and 6.2. They show the current recreational disturbance by increased visitor access, existing mitigation in place and identification of any gaps in mitigation which could be considered to be part of the Essex Coast RAMS.

**Figure 6.1: Types of recreational disturbance reported at the Essex Coast RAMS workshops**



**Figure 6.2: Key mitigation options identified at the Essex Coast RAMS workshops**



**Table 6.1: Potential for disturbance to birds in Stour Estuary (Essex side only)**

Stour Estuary SPA and Ramsar (Essex side only)		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- Average percentage from WeBS for southern sectors is relatively low suggesting relatively even distribution of birds across southern part of estuary.</li> <li>- Relatively few roost sites mapped suggest that those mapped may hold large numbers of birds.</li> <li>- Percentage of mudflat within 60m of the shore are mostly quite low, though WeBS sector at Mistley relatively high suggesting shoreline access here has potential to affect a high proportion of open mud feeding areas.</li> <li>- Shoreline near Manningtree and Harwich has high levels of local housing suggesting access levels could be potentially high at access points creating hotspots for recreation. One WeBS section with high housing near Harwich is identified as not having easy access to the estuary.</li> <li>- Paths all along southern shore but high path densities around eastern and western ends, suggesting more current access around Harwich and Manningtree. Relatively few car-parks mapped.</li> </ul>	<ul style="list-style-type: none"> <li>- There is a visual screening and a bird hide on the southern shore of the estuary at RSPB Stour Wood. This ensures that an area looks more important for overwintering birds, with the aim of creating a better public attitude on how the area is used.</li> <li>- Oyster shell recharge projects are being undertaken to help create habitats for Little Terns</li> <li>- The Stour estuary has few access points to the Habitats site on the Essex side. Main points include Mistley Walls, Bradfield foreshore, Wrabness foreshore from Stone Lane and RSPB Stour Wood, Essex Coast Ramsey.</li> <li>- EWT manage the Wrabness nature reserve with a volunteer on site visual screening. However walkers use seawall which is not PROW from Wall Lane towards Bradfield and a lot of signage on site for visitors</li> <li>- EWT also manage some of the Wrabness Marsh fields which are adjacent to the Nature Reserve; these have no access and have been improved with scrapes and bunds to retain more water on site. There is a hide and the marsh fields under EWT management which will be extended following a purchase of additional land.</li> <li>- To the north of Harwich international port and Parkeston the estuary is relatively inaccessible due to the lack of PROW and the private ownership of the port.</li> <li>- At the RSPB Stour Estuary reserve there is already a ban on dogs for parts of the site, rangers, screening and hides.</li> </ul>	<ul style="list-style-type: none"> <li>- Recreational disturbance is focused in the Manningtree and Mistley area. Although the shoreline near Harwich is within a short distance of housing, there is limited access due to a lack of PROW and private ownership of the port.</li> <li>- Essex coast RAMS measures should tie in with Suffolk Coast RAMS measures for this estuary, particularly at the western end near Cattawade Marshes and a high tide roost on the Brantham side which is relatively close to the Essex shoreline.</li> <li>- Drone activity and paramotors over SSSI/SPA – witnessed at Manningtree and Mistley Walls</li> <li>- Kayakers accessing saltmarsh at inappropriate times, e.g. close to high tide roosts</li> <li>- Increased mid-estuary mooring</li> <li>- Water skiing is common in Holbrook Bay and speed limits are not kept to in Jacques Bay. This should be enforced to reduce disturbance.</li> <li>- Saltmarsh is driven over and trampled at Jacques Bay (accessed via Shove Lane, Bradfield): possible reduction in access to avoid habitat erosion.</li> <li>- Unauthorised access along sea wall in front of screen at Wrabness NR (not on PROW) should be managed; this could be through better screening or wardening to encourage use of PROW through Wrabness NR.</li> <li>- There are bait diggers at Jacques Bay which should be made seasonal and have location restrictions.</li> <li>- Pedestrian access from at Wall Lane, Wrabness (no car park) along PROW on landward edge of saltmarsh to high tide roosts can cause disturbance as well as recreational water craft particularly kayakers and paddle boarders. Access and locations of activities should be restricted in conjunction with local landowners.</li> </ul>

**Table 6.2: Potential for disturbance of birds in Hamford Water**

Hamford Water SAC, SPA and Ramsar		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- Garnham Island and Horsey Island have highest average percentage values from WeBS for Hamford Water, suggesting these areas are particularly important</li> <li>- Large and important gull colonies</li> <li>- Breeding Little Tern and Ringed Plover at a range of beaches around the site</li> <li>- Percentage of mudflat within 60m of the shore for WeBS sectors near Walton and Great Oakley relatively high, suggesting shoreline access in these areas has potential to affect a high proportion of open mud feeding areas</li> <li>- Weighted housing values are mostly relatively low compared to other sites, suggesting few local residents</li> <li>- Some of the shoreline near the south-east of the site is identified as having no access and also has some higher values for local housing, suggesting high numbers of local residents within 'visiting' range</li> <li>- Western side (opposite Garnham) appears to have relatively little or no access and little path infrastructure and is likely to be relatively undisturbed</li> <li>- Limited path network and parking</li> </ul>	<ul style="list-style-type: none"> <li>- Bramble Island has no access and is a quiet area as it is known as an area that is sensitive to wintering and breeding birds</li> <li>- Much of the site is inaccessible but the impact of the England Coast Path (ECP) is difficult to assess at this stage</li> <li>- Low risk to grassland habitat due to its wide nature and known location</li> <li>- Skippers Island has regular visits by a volunteer warden who speaks to visitors</li> <li>- Skippers Island has no landing signage on site</li> <li>- At EWT John Weston reserve there is very little recreation disturbance as 50% of the site has restricted access. However this has led to dog walkers and public users using the other half of the site and has made it worse. This is now being promoted as a safe, dog exercise area</li> <li>- Voluntary regulated speed limits are in place for boats to avoid disturbance to wildlife</li> </ul>	<ul style="list-style-type: none"> <li>- Breeding Little Tern and Ringed Plover nest at a range of beaches and Garnham &amp; Horsey Islands have the highest average WeBS value for the SPA so are important to protect waders and wildfowl from disturbance</li> <li>- Some of the key threats to SPA birds are sailing and jet skiing out of Titchmarsh marina and Walton Yacht Club</li> <li>- The location of the grassland habitat close to the southern PROW is susceptible to trampling and nutrient enrichment. Walking on the saltmarsh is also disturbing birds on the south easterly side of Hamford Water</li> <li>- At John Weston Essex Wildlife Trust reserve dog walkers and public use the accessible half of the site and has made it worse, this is now being promoted as a safe, dog exercise area</li> <li>- Enforcement on unauthorised quadbikes and motorbikes is needed</li> <li>- If a permissive bridle path was created at the western side of Hamford Water, this would draw horses away from the seawalls and give landowners income stream through stabling and grazing</li> <li>- Create shorter circular paths off coastal path with particular access from car parks. A main car park on public open space away from The Naze may encourage people to walk their dogs there instead of sensitive areas</li> <li>- Promote alternative sites for wind surfers and canoeists away from The Naze such as St. Osyth Lake/Jaywick/end of Clacton beach</li> <li>- The Naze would benefit from seasonal access rather than all year round day access</li> </ul>

**Table 6.3: Potential for disturbance to birds and mitigation options in Colne Estuary (including Essex Estuaries SAC)**

Colne Estuary SPA and Ramsar (including Essex Estuaries SAC)		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- All average percentage values from WeBS are relatively low; creeks around Mersea Island have highest average values for the site</li> <li>- Percentage of mudflat within 60m of the shore values are moderate, suggesting a relatively high proportion of mudflat is close to shoreline areas</li> <li>- MOD land at Fingringhoe holds range of breeding bird species including Marsh Harrier and Pochard</li> <li>- Weighted housing is highest around Brightlingsea, otherwise relatively low levels of housing nearby and sections of shore identified as having no access</li> <li>- Areas around Brightlingsea and St. Osyth with high density of paths; Fingringhoe Ranges and Eastmarsh Point currently appear to have no access</li> <li>- Path network (and parking) focused around Brightlingsea, St Osyth and towards Clacton</li> <li>- Western shoreline and to some extent northern parts with little or no paths (including large area owned by MOD).</li> <li>- Very few slip ways and potentially limited access to water for those with boats</li> <li>- Development at Robinson Road will impact site</li> </ul>	<ul style="list-style-type: none"> <li>- Natural England and EWT manage many of the key areas</li> <li>- The Colne Point is warded and as such is likely to be resilient to increased visitor impacts although this provides a good opportunity for engagement with visitors. The Brightlingsea Marsh part of the site is only accessible by permit holders</li> <li>- Western edge of the Colne channel is sensitive to disturbance but this is on MOD land where access is difficult</li> <li>- St Osyth Stone Point and Brightlingsea Creek is another area where potential conflict could take place, however these areas are relatively remote</li> <li>- Conflict between water birds and water sports is also recognised on this SPA</li> <li>- Paramotors at Cudmore Grove – Natural England have held a meeting with Mersea Paramotors Club to discuss code of conduct</li> <li>- Ray Island has no landing signs which have proven ineffective. More recently new no access signs, a new gate and fence have been implemented onto the landward access through Bonner Saltings</li> <li>- EWT Fingringhoe Wick Nature Reserve has a no landing sign on Raised Beach which is very effective as well as a warden. Fingringhoe Wick Nature Reserve extension area has no landing signs on the sea wall and outside the wall by the saltmarsh; this reserve also has a warden</li> <li>- EWT Fingringhoe Wick Nature Reserve, Geedon Bay and Saltmarsh belonging to MOD have multiple no landing and keep off signs and a warden</li> <li>- Colne River between Tide Barrier and Point where Alresford Creek joins the Colne Estuary has a warden</li> </ul>	<ul style="list-style-type: none"> <li>- Housing within easy reach of access points is highest around Brightlingsea and St Osyth and this area has a high density of PROW so this is a key area for Essex Coast RAMS ranger patrols</li> <li>- Another key location for mitigation is Mersea and Cudmore Grove Country Park in particular. Strandline/sand/shingle vegetation along the south side of Mersea and Cudmore Grove is currently being damaged by trampling and fires; mitigation is required to reduce impact.</li> <li>- Current access levels at Cudmore Grove already cause some damage to vegetation and reduce breeding success for ringed plover. Access to the foreshore at Cudmore Grove at ebb tide causes disturbance to feeding waders</li> <li>- Powered hang gliders currently take off from a field in Mersea which affects a large area, these occasionally fly low and fly over the Colne and Blackwater SPAs. Paramotors have also caused disturbance at Cudmore Grove and it will be important to work with Mersea Paramotors Club</li> <li>- Jet skis and canoes disturbing wader high tide roosts in main channel of the Colne Estuary and Strood Channel. Water based recreation of Strood Channel in summer can also impact on breeding Little Terns</li> <li>- Breeding Ringed Plover and potentially Little Tern are heavily disturbed by the passenger ferry route from Mersea to Brightlingsea</li> <li>- Colne Point is by far the most important area for sand/shingle vegetation and breeding Ringed Plover so should be protected. Saltmarsh is vulnerable to increased visitor pressure at the EWT and National Nature Reserve (NNR)</li> <li>- Natwurst beach - dune vegetation badly damaged in places and may benefit from fencing</li> <li>- The popular beach by Point Clear commonly has kiteboarding which is disturbing terns and ringed plovers</li> <li>- Habitat creation could be used to move roosting birds away from the shoreline</li> <li>- As this SAC is designated for estuary and shoreline habitats eg mudflats, saltmarsh &amp; sandbanks that support SPA birds, the measures specific to this Habitats site are to avoid trampling and degradation by promoting visitor behaviour including codes of conduct</li> </ul>

**Tables 6.4: Potential for disturbance to birds and mitigation options in the Dengie**

Dengie SPA and Ramsar		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- All WeBS sectors with relatively high average percentages suggesting relatively high importance across site</li> <li>- All WeBS sectors with relatively low percentage of mudflat within 60m of the shore, suggesting open mudflat is mostly away from shoreline areas.</li> <li>- Weighted housing densities are all low</li> <li>- Very little existing paths</li> <li>- No parking identified</li> <li>- No infrastructure providing access to water for boats</li> </ul>	<ul style="list-style-type: none"> <li>- This is not a managed access restriction but as the south-east area of Dengie has poor access it means that it is only occasionally used.</li> </ul>	<ul style="list-style-type: none"> <li>- Canoeists disturb high tide roosts on the River Blackwater although there is no infrastructure providing access to water for boats</li> <li>- There is often illegal off-roading of motorcycles and quad bikes on the seawalls and saltmarsh beach by Bradwell PowerStation</li> <li>- The north east Dengie area is too disturbed for high tide roosts although the open mudflat is mostly away from the shoreline and weighted housing densities are all low for this SPA</li> <li>- Othona Community and St Peters Church area is known to have walkers cross the saltmarshes in all directions. This should be an issue for the ECP to mitigate and Essex Coast RAMS Rangers to explain when they are in this area</li> </ul>

**Table 6.5: Potential for disturbance to birds and mitigation options in Blackwater Estuary**

Blackwater Estuary SPA and Ramsar		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- RSPB Old Hall Marshes shown to be particularly important from average WeBS values</li> <li>- Gull colony and breeding Ringed Plovers on Peewit Island</li> <li>- Important concentration of breeding birds around Old Hall Marshes</li> <li>- Sectors near Maldon coast, Mayland and St Lawrence have relatively high percentages of mudflat within 60m of the shore, indicating access in these areas has potential to affect higher proportion of open mudflat</li> <li>- Weighted housing values are high around Maldon suggesting higher levels of access here</li> <li>- Path network shows some sections of shoreline with high path density, suggesting much access. Other areas, such as large section of northern shore have just single routes along shoreline</li> <li>- Parking concentrated at western end of estuary near Maldon</li> </ul>	<ul style="list-style-type: none"> <li>- RSPB Old Hall Marshes has a Little Tern colony and has a managed restricted access by boat in the summer</li> <li>- Despite efforts made to gather stakeholder information at workshops and follow-up questionnaires, there are fewer existing measures identified for some SPA sites. It will therefore be important for the Essex Coast RAMS rangers to ensure local stakeholders can add to these lists, and any additional measures and their efficiency are understood before trialling new ones</li> </ul>	<ul style="list-style-type: none"> <li>- Boat landing at Old Hall point (breeding little terns) needs mitigation</li> <li>- Kite surfing and Para hang-gliding are a problem on the wider parts of the estuary and paramotors have caused disturbance at Tollesbury</li> <li>- Dog walking causes disturbance to Little Terns</li> <li>- Weighted housing values are high around Maldon and parking is concentrated in this locality so will be a key area for Essex Coast RAMS ranger patrols</li> <li>- Mayland &amp; St Lawrence also have relatively high percentages of mudflat within 60m of the shore indicating these areas could be subject to disturbance from access</li> <li>- Maldon District Council jet-ski patrols should be supported</li> <li>- Work with Natural England to Keep National Trust Northey Island free of England Coast Path spreading room (access to foreshore)</li> <li>- Goldhanger had a former Little Tern colony</li> <li>- East Osea is a very popular picnic area which is un-authorised</li> <li>- Keep shingle spit free from public access at Tollesbury Wick</li> <li>- Stationary electronic people counters have been used by Essex County Council (Highways) to determine visitor numbers to areas in Essex which will be useful for monitoring the strategy and its effectiveness</li> </ul>

**Table 6.6: Potential for disturbance to birds and mitigation options in Crouch and Roach Estuaries**

Crouch and Roach Estuaries SPA and Ramsar		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- Central part of site has highest average WeBS values</li> <li>- WeBS sectors around Wallasea have relatively high percentage of mudflat within 60m of the shore, indicating access in these areas has potential to affect higher proportion of open mudflat. Creeks here are relatively narrow</li> <li>- High weighted housing values for South Woodham Ferrers, Hullbridge and around Burnham on Crouch, suggesting access levels higher in these areas</li> <li>- Areas near Brandy Hole and Bridgemarsh Island likely to be currently relatively undisturbed</li> <li>- Path network variable, with some areas with high density of paths (suggesting good current access provision and use), particularly around the settlements and for much of shoreline continuous routes. Some parts of north shore seem to have limited or little paths</li> <li>- Wide range of parking locations scattered around the estuary</li> </ul>	<ul style="list-style-type: none"> <li>- Essex County Council parks such as Fenn Washland and Chelmsford City Council's Saltcoats Park are alleviating pressures on Habitats Sites as they provide good facilities such as dog walking, car parking, play and sports facilities.</li> <li>- EWT manages Blue House Farm</li> <li>- There is signage on the sea walls and Public Rights of Way (PROW).</li> <li>- RSPB Wallasea Island Nature Reserve (Allfleets Marsh is soon to be a designated SPA)</li> </ul>	<ul style="list-style-type: none"> <li>- Although there is a wide range of parking opportunities around the estuaries, high weighted housing values for South Woodham Ferrers, Hullbridge and Burnham on Crouch suggest access levels are highest in these areas. These should be key patrol areas for Essex Coast RAMS rangers.</li> <li>- Dogs off lead require mitigation and maybe free leads being available from Essex Coast RAMS rangers</li> <li>- Trespass - regular occurrences of public access to private areas of the RSPB Wallasea reserve - generally on foot, but recently on motorcycles</li> <li>- Unauthorised boat activity – entering Allfleets Marsh to fish (which is the northern section of the island where the first seawall breaches took place)</li> <li>- Unauthorised fishing off the old seawalls on Allfleets Marsh</li> <li>- “Recreational” use of high speed watercraft including unauthorised temporary mooring to the conveyor pontoon in both the Crouch and Roach estuaries</li> <li>- Drone flying in this area causes disturbance to SPA birds &amp; needs code of conduct for clubs</li> <li>- Better signage to minimise cycling on the seawall as it’s a public footpath)</li> <li>- Use the Southend Council foreshore officers to enforce byelaws and speed limits for water sports such as jet-skis</li> </ul>

**Table 6.7: Potential for disturbance to birds and mitigation options in Foulness**

Foulness SPA and Ramsar		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- Central part of site has highest average WeBS values</li> <li>- WeBS sectors around Wallasea have relatively high percentage of mudflat within 60m of the shore, indicating access in these areas has potential to affect higher proportion of open mudflat. Creeks here are relatively narrow</li> <li>- High weighted housing values for South Woodham Ferrers, Hullbridge and around Burnham on Crouch, suggesting access levels higher in these areas</li> <li>- Areas near Brandy Hole and Bridgemarsh Island likely to be currently relatively undisturbed</li> <li>- Path network variable, with some areas with high density of paths (suggesting good current access provision and use), particularly around the settlements and for much of shoreline continuous routes. Some parts of north shore seem to have limited or little paths</li> </ul>	<ul style="list-style-type: none"> <li>- This site is under MoD management and heavily restricted access or no public access at all</li> <li>- This site has 31 SSSI units that are unaffected by recreational pressure</li> </ul>	<ul style="list-style-type: none"> <li>- Currently there is access for jet-skis in the north of Shoebury which causes disturbance and possible restrictions should be considered</li> </ul>

**Table 6.8: Potential for disturbance to birds and mitigation options in Benfleet and Southend Marshes**

Benfleet and Southend Marshes SPA and Ramsar		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- North side of Canvey Island has highest average WeBS values</li> <li>- No data on the distribution of roost sites</li> <li>- WeBS sectors tend to have relatively low values for percentage of mudflat within 60m of shore, reflecting expansive areas of intertidal.</li> <li>- Weighted housing values all high, particularly around north side of Canvey, suggesting these areas have high levels of current access</li> <li>- Very high path density around most of shoreline particularly at Southend which experiences over 7 million day visitors a year to its tourist facilities centred on the coast which displaces local residents</li> <li>- Car-parking relatively evenly spread around shore</li> </ul>	<ul style="list-style-type: none"> <li>- Signage at various locations along the length of the foreshore about the different types of birds and habitats raising awareness</li> <li>- Southend Council dog controls are in force in the summer months preventing dogs from entering the beach areas from 1st May to 30th September</li> <li>- Bait diggers are a common sight on the foreshore and their activities are controlled by local bye-laws. They can be seen travelling quite a way out from the shore</li> <li>- Significant water recreation takes place along the foreshore including sailing (5 clubs, jet skiing and rowing). Bye-laws are available to control accessibility to the foreshore and jet-ski use</li> <li>- EWT lease the nature reserves at Two Tree Island and Gunners Park from Southend-on-Sea BC and manage these areas</li> </ul>	<ul style="list-style-type: none"> <li>- Two Tree Island has been highlighted as key area of habitat disturbance for breeding birds (eastern saltmarsh, island and eastern lagoons). Two Tree Island is subject to a wildfowling shooting agreement made in the 1950s. The agreement was made in perpetuity</li> <li>- The foreshore is accessible (with the exception of Gunners park) for its entire length and is regularly visited by residents and tourists. In the summer months the area experiences significantly high volumes of visitors with residents tending to be dispersed to the west which impacts on the SPA features and east foreshore which is also sensitive to disturbance in winter, Thameslink pathway near Two Tree Island is heavily used (Two Tree to Hadleigh Loop)</li> <li>- Leigh Cockle Sheds provide access to mudflats – people take their dogs which causes degradation of the habitat which impacts birds over the winter</li> <li>- Foreshore Officers have been significantly reduced in recent years. This and a lack of enforcement powers to implement by-laws and codes of conduct is resulting in some habitat degradation. On busy days in the summer, Foreshore officers are focused in central Southend to the detriment of other sensitive areas. Southend BC is working with Natural England to identify a solution</li> <li>- Delivering the sustainable links between Southend-on-Sea and Rochford as set out in the urban habitats strategy would provide relief to the coastal areas</li> <li>- Motorbiking, horse riding and trespassing for fishing in this SPA are activities which require mitigation</li> </ul>

**Table 6.9: Potential for disturbance to birds and mitigation options in Thames Estuary & Marshes (Essex side only)**

Thames Estuary & Marshes SPA and Ramsar (Essex side only)		
Potential for disturbance of birds by increased visitor access	Access management and monitoring measures currently in place	Discussion of mitigation options
<ul style="list-style-type: none"> <li>- No variation in average WeBS values and all moderately high</li> <li>- WeBS sector near Thurrock has high percentage of mudflat within 60m of the shore, suggesting little mudflat is away from shoreline areas</li> <li>- No data on the distribution of roost sites</li> <li>- Little variation in weighted housing and all currently moderate</li> <li>- Relatively low path density for whole area</li> <li>- Limited parking</li> </ul>	<ul style="list-style-type: none"> <li>- Thameside Nature Park (Essex Wildlife Trust) is set to expand – this park has rangers and opening / closing times to the car park restricting access</li> <li>- East Tilbury Quarry is anticipated to restore provide recreational facilities/areas away from the coast</li> </ul>	<ul style="list-style-type: none"> <li>- Thameside Nature Park run by EWT will be a key location for the Essex Coast RAMS rangers to complement the existing resource</li> <li>- Restoration of East Tilbury Quarry is anticipated to provide recreational facilities away from the coast</li> <li>- Unauthorised activities involving motorbikes, horse riding and trespassing for fishing are problems which will require input to resolve</li> <li>- Holehaven Creek is proposed as an extension to this SPA so may be a focus for the Essex Coast RAMS rangers to visit</li> <li>- There is little mudflat away from the shoreline in this WeBS sector and jet skis from Wat Tyler Park using this part of the coast are a problem. This issue could benefit from better signage and working with this supplier and clubs in the wider area</li> </ul>

# The Mitigation Report

## **7 Overview of Essex coast RAMS mitigation options**

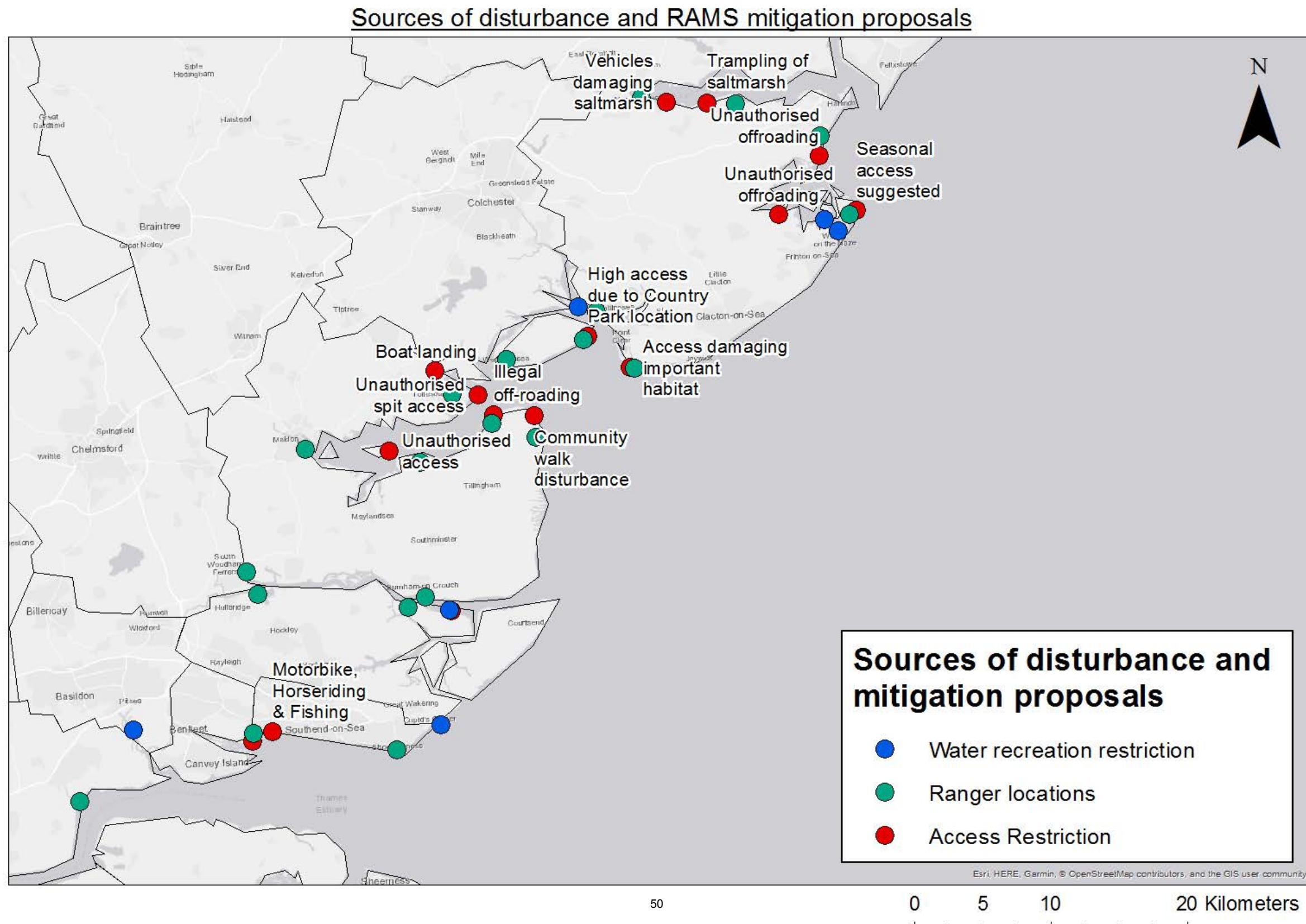
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- 7.1 This report has used the evidence gathered in the Technical report (sections 4- 6) to identify the package of effective measures considered necessary to avoid and mitigate the impacts of recreational disturbance from planned residential growth over the next 20 years in each participating LPA area. It is not designed to mitigate or reduce the current level of recreational disturbance in the Essex coastal sites although the measures identified for delivery will promote good visitor behaviour, which will have a positive impact where there are existing problems.
- 7.2 This chapter contains sections that address the following parts of the brief:
- a) effective mitigation measures;
  - b) when the mitigation measures are required;
  - c) where the mitigation is required;
  - d) how mitigation relates to development;
  - e) how mitigation measures will be funded;
  - f) How the mitigation will be implemented;
  - g) how the success of the mitigation measures will be monitored; and
  - h) how best to incorporate monitoring data and other information and best practice into future reviews of the strategy and Local Plans.

## Recommended measures to avoid impacts from planned residential growth in Essex

7.3 The key measures proposed in the mitigation package are shown in Figure 7.1 below:

**Figure 7.1 Sources of disturbance and Essex Coast RAMS mitigation proposals**



- 7.4 The geographical distribution of recommended mitigation measures shown on Figure 7.1 indicate key locations where resources should be focussed. However it is possible that during the winter, one ranger would ideally be dedicated to one or two Habitats sites when disturbance of over-wintering birds is likely, where additional new housing delivery numbers are greatest in this part of the Essex Coast RAMS Zone of Influence. Ranger visits in the winter months will be focussed on key locations to counter problems e.g. associated with bait digging, oyster pickers and dog walkers allowed on to the beaches at Southend during these months.
- 7.5 In the summer months (May to September), Ranger efforts should be dedicated to locations within Habitats sites where trampling of sensitive habitats and SPA breeding birds in the spring & summer months are the focus e.g. Blackwater Estuary SPA, Benfleet & Southend Marshes SPA, Essex Estuaries & Hamford Water SACs. Clearly, the prioritisation of the implementation of these measures will need to consider which measures will achieve the greatest impact, the cost of the measures and the amount of funds available in the Essex Coast RAMS budget and the complexity of projects, for example some may require long term planning and feasibility work.
- 7.6 The package of mitigation measures, some coast-wide and others specific to an individual Habitats site, will need to be implemented “in perpetuity” although the costs are limited to the lifetime of the Local Plans 2018-2038. The term “in perpetuity” has a legal definition of 125 years (The Perpetuities and Accumulations Act 2009) and it is has been accepted in strategic mitigation schemes for European sites such as those in place for the [Thames Basin Heaths](#) and [Dorset heathlands](#). Existing RAMS partnerships elsewhere in England invest some of the developer contributions to ensure that mitigation for impacts from residential development can be delivered for the Local Plan periods without the need for successive funding. BirdAware Solent currently invest 40% of all such contributions. After the current Strategy lifetime, future timetables will need to be prepared based on reviews of the Strategy itself and its evidence base.
- 7.7 The interventions for the Essex Coast RAMS Rangers are broadly categorised as education, communication and habitats based are listed in Table 7.1 Essex Coast RAMS toolkit. Education and communications is discussed in sections 7.8 – 7.14. Partnership working, monitoring and review will be essential tasks for the partner LPAs

**Table 7.1 – The Essex coast RAMS toolkit**

Action area	Examples
Education and communication	
Provision of information and awareness raising	<p>This could include:</p> <ul style="list-style-type: none"> <li>• Information on the sensitive wildlife and habitats</li> <li>• A coastal code for visitors to abide by</li> <li>• Maps with circular routes away from the coast on alternative footpaths</li> <li>• Information on alternative sites for recreation</li> </ul> <p>There are a variety of means to deliver this such as:</p> <ul style="list-style-type: none"> <li>• Through direct engagement led by rangers/volunteers</li> <li>• Interpretation and signage</li> <li>• Using websites, social media, leaflets and traditional media to raise awareness of conservation and explain the Essex Coast RAMS project.</li> <li>• Direct engagement with clubs e.g. sailing clubs, ramblers clubs, dog clubs etc and local businesses.</li> </ul>
Habitat based measures	
Fencing/waymarking/screening	Direct visitors away from sensitive areas and/or provide a screen such that their impact is minimised.
Pedestrian (and dog) access	<ul style="list-style-type: none"> <li>• Zoning</li> <li>• Prohibited areas</li> <li>• Restrictions of times for access e.g.to avoid bird breeding season</li> </ul>
Cycle access	Promote appropriate routes for cyclists to avoid disturbance at key locations
Vehicular access and car parking	Audit of car parks and capacity to identify hotspots and opportunities for “spreading the load”
Enforcement	<ul style="list-style-type: none"> <li>• Establish how the crew operating the river Ranger patrol boat could be most effective. It should be possible to minimise actual disturbance from the boat itself through careful operation.</li> <li>• Rangers to explain reasons for restricted zones to visitors</li> </ul>
Habitat creation	Saltmarsh recharge, regulated tidal exchange and artificial islands may fit with Environment Agency Shoreline Management Plans
Partnership working	Natural England, Environment Agency, RSPB, Essex Wildlife Trust, National Trust, landowners, local clubs and societies.
Monitoring and review	Birds and visitor surveys with review of effectiveness of measures with new ideas to keep visitors wanting to engage

## Education and communication

- 7.8 A cost-effective approach which has been successfully implemented in North Kent and the Solent, is to develop a brand and use positive and clearly understandable message to engage with visitors. This positive and comprehensible approach is more engaging than an explanation of the Essex Coast RAMS and the intricacies of planning and conservation law. The latter would be provided on the website for interested parties.
- 7.9 The Solent partnership uses “Bird Aware” and North Kent uses “Bird Wise”, which is based upon the Bird Aware model. The use of the ‘Bird Aware’ brand for Essex Coast RAMS would not mean that the entire focus of the Essex Coast RAMS was on SPA birds as designated habitat features must be protected in their own right through the Essex Coast RAMS and these would not be forgotten about if this branding was used.
- 7.10 The Solent Coast RAMS project now offers a portal for information and partners under the Bird Aware brand which has a ready-made communication package including an established website - [www.birdaware.org](http://www.birdaware.org). This would be available for the Essex coast RAMS team to purchase and would include a bespoke Bird Aware Essex Coast webpage and an initial print run of Essex Coast with leaflets containing relevant local photos. A strategic approach / campaign is usually most effective where an easily understandable, clear, persuasive and memorable message/brand is presented to the target audience at the point of contact (recreational users of the sites in this case). For example, the RSPB have built an easily recognisable and well respected brand and, although their key focus is on protecting birds, their educational materials etc. advocate the conservation of other species and habitats too which improves people’s awareness of these as well. With this in mind, we just need to be mindful that the educational materials, ranger interactions with the public etc. should cover wider coastal habitat protection as well as birds.
- 7.11 Using a brand would complement the use of the Essex Coast RAMS rangers and the provision of rangers was a measure that was commonly cited in the Essex Coast RAMS workshops as being very effective. This face-to-face engagement with visitors is the main feature of other mitigation schemes such as the Solent (Bird Aware partnership), in the [Thames Basin Heaths](#) and [Dorset heathlands](#). Encouraging people to avoid disturbance of roosting and /or feeding wildfowl and waders has been identified as one of the most effective mitigation measures by wardens of Habitats sites.
- 7.12 The RAMS Rangers will form a small mobile team that spend the majority of their time outside at the coastal sites, educating and communicating with visitors, influencing how visitors behave and showing people wildlife. The advantage of such an approach is that the staff can focus their time at particular priority sites/locations as required, such as those with the best visitor access and those likely to result in disturbance of key roosts (see Figures 4.1 and 4.2).
- 7.13 The roles of the Essex Coast RAMS team as allocated by the RAMS Delivery co-ordinator would also include helping with the delivery of site-specific and local projects and monitoring of

visitors. As the Strategy is rolled out, the work of the Rangers will change to include publicity, events, monitoring, reporting and working on some of the longer-term measures.

- 7.14 Apart from the 20 identified key roosts and feeding areas, for Ranger visits across the Essex Coast RAMS area, other less sensitive sites will require additional visits. Locations identified should also include those with high visitor numbers regardless of risk to Habitats site features. Based on information provided by Bird Aware Solent Rangers, key locations should receive weekly visits as High Risk sites for recreational disturbance, whilst other locations should be categorised as Medium (with monthly visits scheduled) or Low (seasonal visits required). This frequency of visits to specific sites within each Ranger's geographical work area is aimed at maximising public engagement at the appropriate time of year which may be year-round in some locations. Rangers should aim to visit 2 sites each day on 3 days/week to allow for other work commitments. This calculation supports the inclusion of three Essex Coast RAMS Rangers within the mitigation package and any additional seasonal rangers will need to be assessed based on developer contributions collected and priorities for mitigation in any specific areas.
- 7.15 Rangers could also carry out further visitor surveys over the lifetime of the Essex Coast RAMS to provide updated baseline for ZOIs as part of the monitoring programme. This would ideally be prioritised as follows:
- Summer visitor surveys at all sites as the Ramsar sites and Essex Estuaries SAC include habitat features sensitive to recreational pressure at all times of the year, especially from water-based recreation. The ZOI should then be calculated from the combined dataset from summer visitors as well as over winter too.
  - Winter and summer visitor surveys at Hamford Water as these had been covered as part of Colchester, Braintree & Tendring visitor survey programme 2013-15.
  - Winter visitor surveys at the Stour Estuary as these were covered as part of Colchester, Braintree & Tendring visitor survey programme 2013-15.
  - Winter and/or summer visitor surveys for those sites which were surveyed as part of the Essex Coast RAMS programme but which had a dataset lower than 400 as per the Visit Britain guidelines.

#### Coordination of the Essex Coast RAMS

- 7.16 Delivering the Essex Coast RAMS will require the appointment of a delivery co-ordinator to overseeing the implementation of the different themes. This officer would report to a Project board. Options for governance of the Strategy implementation are to be dealt with in a separate report.

- 7.17 The delivery co-ordinator would act as the main contact point for the Essex Coast RAMS and report to the project board and Steering Group and other liaison as directed by the Governance report and relevant Terms of Reference.
- 7.18 The Essex Coast RAMS rangers would report to the Essex Coast RAMS Delivery co-ordinator and work with existing teams towards similar ends on the Essex coast. This could include the Coastal Guardians trained by Essex Wildlife. These volunteers promote visitor awareness by talks and the management of signage. The details will be finalised when the Essex Coast RAMS governance has been agreed with the partners.
- 7.19 The delivery co-ordinator will need to ensure that the Strategy complements other work to protect Habitats sites e.g. England Coast Path (Natural England), other projects delivered by stakeholders e.g. landowners, EWT, RSPB; and potentially also bringing additional benefits from funding elsewhere, whereby match funding can open enhancement opportunities over and above the mitigation requirement. As such the delivery co-ordinator would have the following duties:
- Develop projects and help with their implementation, working with stakeholders (landowners, NGOs, statutory bodies, LPA foreshore officers etc.) as necessary;
  - As funds are available, assist with recruitment of and oversee the Ranger's work programme. Tasks may include each ranger visiting sites each day and plan to maximise the numbers of people encouraged to avoid disturbance when visiting the coastal Habitats sites. The number of locations possible to visit each week will depend on the distance travelled in between Habitats sites as housing schemes come forward and the key hotspots for birds and people;
  - Report to the project board, Steering Group, liaise with Development Management planners and others e.g. s106 officers regarding development implemented and strategy work completed;
  - Organise funding for projects, both gaining funding from the developer contributions 'pot' through the Project Board but also linking with stakeholders and seeking other opportunities for additional funding, for example through reserve-based projects, tourism initiatives and the Heritage Lottery Foundation;
  - Oversee the project webpages and other publicity opportunities, explaining the strategy and providing information making full use of BirdAware or similar and other resources; and
  - Monitoring and review of the Strategy<sup>5</sup>.

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<sup>5</sup> It is recommended that the visitor survey information is updated within the first two years of the Essex Coast RAMS adoption and repeated every 5 years afterwards to maintain postcode evidence of new residents and justifiable Zols. The Essex Coast RAMS package of measures will need to be prioritised and delivered on several timescales. The initial priorities will be reviewed by the Essex Coast RAMS delivery co-ordinator, once they are in post.

## **8 Costed Mitigation Package and Mitigation Delivery**

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- 8.1 The costed mitigation package in Table 8.2 has been based on measures considered necessary to avoid likely disturbance at key locations with easy public access (as shown on Figure 7.1). A precautionary approach to avoid adverse effects has been adopted, with priority areas for measures identified as those which have breeding SPA birds which could conflict with high number of visitors to the coast in the summer and those with important roosts and foraging areas in the winter. Sensitive habitats are also at risk from damage by high numbers of visitors and potential hotspots have been identified for ranger visits which may include water rangers. The package includes an effective mix of avoidance and mitigation measures to provide flexibility and deliverability, based on costed similar provision elsewhere in England.
- 8.2 This has been developed through identifying best practice measures and gathering local nature conservation practitioner expertise, from a new dedicated staff resource to focussing on awareness raising and appropriate behaviour with a wide range of recreational user groups at Habitats sites. The package particularly prioritises measures considered to be effective at avoiding and mitigating recreational disturbance by Habitats sites managers and Maldon DC in managing water sports on the Blackwater estuary. These measures can be justified as necessary, relevant and reasonable and enables the LAs to demonstrate that as competent authorities, they can avoid adverse effects on the integrity of Habitats sites.
- 8.3 The proposal to bolster the terrestrial RAMS Ranger visits with water based RAMS Ranger patrols is aimed at encouraging all users to take an active role in avoiding impacts from recreational activities on the coast waters. It is hoped that codes of conduct and zonation of sensitive waters near SPA bird roosts and foraging areas can be implemented, similar to measures on the Exe Estuary.
- 8.4 There is a potential need for additional rangers following the first five years of the project based on the predicted peak in housing delivery at this time, though evidence for this spend will be based on the findings of the rangers patrolling the coast. To provide flexibility for strategic deployment of resources, indicative locations are identified through “ground-trothing” from Ranger visits and updated surveys for the Essex Coast RAMS project Board and Delivery co-ordinator to account for any unforeseen circumstances.
- 8.5 The phasing of housing delivery, as shown below (taken from Table 4.4) indicates that most development within the overall ZOI for the Essex coast RAMS will take place in the period 2023/24-2027/28. The third Essex Coast RAMS Ranger is likely to be triggered in this time period.

**Table 8.1 Phasing of housing delivery 2018-2038**

Phasing of dwellings				Total to be included in the Essex Coast RAMS
2018/19 - 2022/23	2023/24 - 2027/28	2028/29 - 2032/33	2033/34 - 2037/38	
19,164	23,675	16,986	10,598	79,582

- 8.6 The per dwelling tariff is calculated by dividing the total cost of the Essex Coast RAMS mitigation package by the total number of houses still to be delivered over the Local Plans period i.e. any houses already consented having come forward early, are not included in this calculation.
- 8.7 As the above figures may change before the SPD is adopted, the tariff will require re-assessment beforehand. It will also be required as part of the monitoring process.

**Table 8.2: Mitigation package costed for 2018-2038**

Priority	Theme	Measure	One off cost?	Annual cost	No. of years	Total cost for developer tariff calculations	Notes
Immediate - Year 1/2	Staff resources	Delivery officer		£45,000	19	£1,027,825	Salary costs include NI and overheads & 2% annual increments
		Equipment and uniform		(small ongoing cost)		£5,000	Bird Aware logo polo shirts, waterproof coats and rucksacks, plus binoculars for Rangers
Year 2		1 ranger		£36,000	18	£770,843	Salary costs include NI and overheads & 2% annual increments
Year 2		1 ranger		£36,000	18	£770,843	Salary costs include NI and overheads & 2% annual increments
		Staff training		£2,000	19	£38,000	£500 training for each staff
		Partnership Executive Group		(LPA £1,000)	19	£0	This would need to be an 'in kind' contribution from the LPA as this is a statutory requirement of the competent authorities. NB This is over and above the requirement for S106 monitoring
		Administration & audit		(LPA £1,000)	19	£0	As above
	Access	Audit of Signage including interpretation	£1,000			£1,000	Undertaken by Delivery officer/rangers but small budget for travel
		New interpretation boards	£48,600			£48,600	£2,700 per board, based on HLF guidance. Approx. 9 boards, one per Site. Cost allows for one replacement in plan period

**Table 8.2: Mitigation package costed for 2018-2038**

	Monitoring	Levels of new development			£0	No cost as undertaken as part of LPA work in Development Management and s106 or Infrastructure officers
		Recording implementation of mitigation and track locations and costs			£0	No cost as delivered as part of core work by delivery officer
		Collation & mapping of key roosts and feeding areas outside the SPA	£10,000		£10,000	Initial dataset to be available to inform Rangers site visits.
		Visitor surveys at selected locations in summer (with questionnaires)	£15,000		£15,000	Focus on Dengie, Benfleet & Southend Marshes and Essex Estuaries saltmarsh; estimated <b>cost £5/Habitats site</b> . Liaise with NE & ECC PROW re England Coast Path
		Visitor numbers and recreational activities	£5000 (£500/Habitats site/yr )		£5,000	Rangers, partner organisations, LPAs
		Consented housing development within ZOI.	£0/ Habitats site/yr )		£0	S106 officers to Track financial contributions for each development for all LPAs; liaise with LPA contributions officers
	Communication	Website set up for Day 1			£0	Essex Coast Bird Aware webpage set up costs £3k to be covered by LPAs.
		Walks and talks to clubs and estuary users groups			£0	Covered by salary costs for Delivery officer

**Table 8.2: Mitigation package costed for 2018-2038**

		Promotional materials				£5,000	Use BirdAware education packs, stationery, dog bag dispensers, car stickers etc.
Short to Medium term	Dog related	Set up/expand Dog project in line with Suffolk Coast & Heaths AONB "I'm a good dog" and Southend Responsible Dog Owner Campaign	£15,000			£15,000	Use BirdAware design for leaflets & website text, liaison with specialist consultants (Dog focussed), liaison with dog owners etc. Liasue with dog clubs & trainers;
	Water sports zonation		£10,000			£10,000	Approx. costs only to be refined when opportunity arises
Year 5	Staff resources	1 additional ranger		£36,000	13	£456,567	Salary costs include NI and overheads & 2% annual increments
		Staff to keep website & promotion on social media up to date		£1,000	19	£19,000	Update/refresh costs spread over plan period and include dog and water borne recreation focussed pages on Essex Coast RAMS / Bird Aware Essex Coast website plus merchandise eg dog leads.
Year 5	Monitoring	Update Visitor surveys at selected locations in summer (with questionnaires)	£45,000			£45,000	Estimated cost £5000/Habitats site/year for 9 Sites. Liasue with NE & ECC PROW re England Coast Path and LPAs re budgets as some of the survey costs may be absorbed into the budget for the HRAs needed for Local Plans. This could reduce the amount of contributions secured via Essex Coast RAMS which could be used for alternative measures.

**Table 8.2: Mitigation package costed for 2018-2038**

		Signage and interpretation	£14,500			£14,500	£14500 allows for 3 sets of discs - 3 designs, 1500 of each; e.g. paw prints in traffic light colours to show where no dogs, dogs on lead and dogs welcome. This may linking with a timetable eg Southend with dog ban 1 <sup>st</sup> May to 30 <sup>th</sup> Sept
	Water based Rangers to enforce byelaws	Set up Water Ranger	£50,000	£120,000	15	£2,029,342	Costs need to include jet ski(s), salary & on costs, training and maintenance plus byelaws costs. Priority is recommended for at least 1 Ranger to visit locations with breeding SPA birds eg Colne Estuary, Hamford Water, and other locations eg Southend to prevent damage during the summer. Explore shared use at different times of year eg winter use at other Habitats sites.
		Additional River Ranger where needed		£120,000	15	£2,029,342	Given increased recreation predicted,
	Codes of conduct	for water sports, bait digging, para motors/power hang gliders & kayakers	£5,000			£5,000	Use Bird Aware resources with small budget for printing. Talks to clubs and promotion covered by Delivery officer and rangers

**Table 8.2: Mitigation package costed for 2018-2038**

	Habitat creation - Alternatives for birds project – and long term management	Work with landowners & EA to identify locations eg saltmarsh creation in key locations where it would provide benefits and work up projects	£500,000			£500,000	Approx. costs only to be refined when opportunity arises for identified locations in liaison with EA and landowners via Coastal Forum and Shoreline Management Plans.
	Ground nesting SPA bird project – fencing and surveillance costs - specifically for breeding Lt Terns, & Ringed Plovers	Work with landowners & partners to identify existing or new locations for fencing to protect breeding sites for Little Tern & Ringed Plover populations	£15,000			£15,000	Check with RSPB, NE & EWT when project is prioritised
Longer term projects	Car park rationalisation	Work with landowners, Habitats site managers & partner organisations	£50,000			£50,000	Approx. costs only to be refined when opportunity arises
	Monitoring	Birds monitoring for key roosts & breeding areas within and outside SPAs		£5,000	10	£50,000	Costs for trained volunteers; surveys every 2 years
		Vegetation monitoring		£5,000	4	£20,000	Costs for surveys every 5 years

**Table 8.2: Mitigation package costed for 2018-2038**

Year 10, 15 & 20	Monitoring	Update Visitor surveys at selected locations in summer (with questionnaires)	£45,000			£135,000	<b>Estimated cost £5/Habitats site. Liaise with NE &amp; ECC PROW re England Coast Path</b>
	Route diversions	Work with PROW on projects	£15,000			£15,000	Approx. costs only to be refined when opportunity arises

**TOTAL MITIGATION PACKAGE**

**COSTS £8,105,862**

**10% contingency**

**£ 810,586**

**TOTAL COST**

**£8,916,448**

- 8.8 The total cost for calculation per dwelling tariff is based on the total number of dwellings identified in each Local Plan which have not received Full/Reserved matters consent i.e. any houses already consented having come forward early, are not included in this calculation. **This figure is therefore £8,916,448 divided by 72,907 which means the recommended tariff is £122.30 rounded to nearest pence.**
- 8.9 As set out in Table 8.3 below, the split of the total cost for the Essex Coast RAMS mitigation package for each LPA to collect (i.e. the proportion of the costs to be collected from developers) is based on their housing figures to be delivered by the Local Plan. If predicted housing numbers are not realised, the associated impacts will also be less so the cost of the mitigation necessary will be reduced.

**Table 8.3 Housing number and cost of mitigation for each LPA**

(to include Habitats site specific measures plus over-arching measures e.g. delivery co-ordinator and Essex Coast RAMS Rangers.)

Charging Zone	Dwellings coming forward up to the end of Essex Coast RAMS plan period not already consented	Cost per dwelling tariff <b>(rounded to nearest pence)</b>	Cost of mitigation per LPA area
Basildon	9,440	£122.30	1,154,502.00
Braintree	13,770	£122.30	1,684,056.00
Brentwood	41	£122.30	5,014.26
Castle Point	4,721	£122.30	577,373.20
Chelmsford	8,771	£122.30	1,072,684.00
Colchester	9,144	£122.30	1,118,301.00
Maldon	3,646	£122.30	445,901.90
Rochford	1,322	£122.30	161,679.20
Southend-on-Sea	7,648	£122.30	935,342.20
Tendring	8,429	£122.30	1,030,858.00
Thurrock	5,975	£122.30	730,736.10
<b>Total (Cost of package plus 10% contingency)</b>	<b>72,907</b>		<b>£8,916,448.00</b>

- 8.10 The cost of implementing the mitigation measures will increase with inflation so the per dwelling tariffs will be updated each year in line with the Retail Price Index.

- 8.11 A proportion of all developer contributions collected (% to be determined by the Essex Coast RAMS Board) will be invested to cover the cost of delivering the visitor management measures in perpetuity, as the number of new residents will be permanent.
- 8.12 To avoid impacts, delivery of mitigation needs to be in advance of new residents occupying additional homes so triggers for payment should be prior to commencement of house building.

## **9. Monitoring and review**

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- 9.1 The Essex Coast RAMS sets out the baseline, status and disturbance evidence from which to monitor change and the impact of the Essex Coast RAMS in the future.
- 9.2 The effectiveness of mitigation measures and their timely delivery will be monitored and reviewed by the Essex Coast RAMS team, reporting to the Essex Coast RAMS Steering Group.
- 9.3 Monitoring will be undertaken annually and a report provided to each LPA to inform their Annual Monitoring Report (AMR). As competent authorities under the Habitats Regulations, the delivery of the Essex Coast RAMS is the responsibility of the LPA needing it to ensure their Local Plan is sound and legally compliant.
- 9.4 The Steering Group shall work with the Essex Coast RAMS team to establish the monitoring procedure, which will include SMART targets to effectively gauge progress.
- 9.5 To ensure the monitoring process is fit for purpose, there will be various monitoring activities which will be undertaken at different times and at an appropriate frequency. For example, visitor survey updates will be scheduled for after 2 and then 5 years.
- 9.6 Table 9.1 provides an example of what the monitoring approach may look like.

**Table 9.1: Monitoring Report**

Monitoring type	Objective	Responsibility	Action	Notes
Visitor numbers and recreational activities	Collect data on use and type of activity at different locations; assess change in behaviour likely to cause disturbance	Ranger / site warden team	Car park counter data; collated every 2 years with counters shared at different locations over plan period	
Visitor surveys with questionnaires	Collect repeat or additional post code data to review Zones of Influence for each Habitats site using the same methodology	Ranger/ site warden team	Minimum one face to face survey on each Habitats site location during the plan period	
Bird numbers and roost/feeding locations	Identify numbers and behaviour of designated birds	Ranger and volunteers e.g. WeBS on estuaries, continued monitoring of Little Terns	WeBS and breeding bird surveys	
Vegetation monitoring	Targeted at identifying impacts of trampling and triggers for mitigation	Site wardens/ managers		
Effectiveness of mitigation measures	Check that projects deliver status quo or improvements	Ranger/ site warden team/Habitats site staff	Questionnaires for behaviour and incident logs,	
Delivery of mitigation measures	Audit of projects delivered with feedback on implementation to LPAs refunds spent on each Habitats site.	Delivery officer	Project management tools e.g. membership of dog project, numbers of visitors engaged at different events	

- 9.7 Any future decrease (or increase) in bird populations cannot be the only measure of success for the Essex Coast RAMS in this respect as the designated habitats require protection too and effects could not be attributed solely to the implementation of the Essex Coast RAMS. This is due to multiple other factors at play on a local scale (e.g. predation, weather, habitat loss, coastal squeeze) and international scale (e.g. success at breeding or wintering grounds elsewhere etc.). Therefore, a range of monitoring identified for the Essex Coast RAMS delivery is needed and disturbance events reported
- 9.8 Working closely with partner organisations will be essential to understand these factors, evaluate success and provide feedback to inform reviews of the Essex Coast RAMS work programme. Both Place Services and Natural England recommended that the Essex Coast RAMS team regularly liaise with local nature conservation practitioners for this purpose.
- 9.9 Formal records will need to be kept of what, where and how the Essex Coast RAMS measures have been implemented e.g.:
- Most sensitive European site locations e.g. key bird roosts & breeding areas (noting that some of this is ecologically sensitive information);
  - Pending projects i.e. all mitigation priorities reflected in the above tables;
  - Live projects i.e. those underway; and
  - Completed projects i.e. those chalked off as the strategy progresses.
- 9.10 These will support the audit trail for spending against priorities set for the whole Strategy but also for the funds collected for each Habitats site by the Local Authorities. The latter is essential as the numbers of dwellings consented in Zols which will be subject to developer contributions and will provide the Essex Coast RAMS budget available for spending in each financial year.

## **10 Conclusions and next steps**

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- 10.1 Each LPA partner to the Essex Coast RAMS made a commitment to developing a strategic mitigation solution to address potential significant recreational impacts, in combination with other plans and projects, arising from new housing on the Habitats Sites on the Essex Coast.
- 10.2 The evidence base for the strategic mitigation package is set out in the Essex Coast RAMS which will be accompanied by an Essex Coast RAMS SPD.
- 10.3 The Essex Coast RAMS per dwelling tariff (currently £122.30) for new dwellings in the Zone of Influence is to be adopted by the LPAs to fund the mitigation measures set out in this Strategy.
- 10.4 Place Services recommend that the LPAs now finalise the SPD to ensure that tariff contributions are collected to implement the Essex Coast RAMS and avoid adverse effects on integrity for the Habitats sites identified in this Strategy document.
- 10.5 Governance and delivery models are still being discussed by the LPAs.
- 10.6 Place Services recommend that a model similar to that used by the Solent Recreation Mitigation Partnership and that used in North Kent would provide an effective way to deliver the Essex Coast RAMS. Strong branding, such as use of the Bird Aware brand, gives a powerful and intelligible wildlife conservation message and would help deliver elements of the Strategy in a positive and effective way. It also provides a tried and tested model for governance, delivery of measures and communications
- 10.7 The Essex Coast RAMS will be deemed successful if the level of bird and habitat disturbance is not increased despite an increase in population and the number of recreational visitors to the coastal sites.

## 11 Glossary

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Appropriate Assessment	Forms part of the Habitats Regulations Assessment
Competent Authority	Has the invested or delegated authority to perform a designated function.
England Coast Path	Natural England are implementing the Government scheme to create a new national route around the coast of England
Impact Risk Zone	Developed by Natural England to make a rapid initial assessment of the potential risks posed by development proposals. They cover areas such as SSSIs, SACs, SPAs and Ramsar sites.
Habitats sites	Includes SPA, SAC & Ramsar sites as defined by NPPF (2018). Includes SPAs and SACs which are designated under European laws (the 'Habitats Directive' and 'Birds Directive' respectively) to protect Europe's rich variety of wildlife and habitats. Together, SPAs and SACs make up a series of sites across Europe, referred to collectively as Natura 2000 sites. In the UK they are commonly known as European sites; the National Planning Policy Framework also applies the same protection measures for Ramsar sites (Wetlands of International Importance under the Ramsar Convention) as those in place for European sites.
Habitats Regulations Assessment	Considers the impacts of plans and proposed developments on Natura 2000 sites.
Natural England	Natural England - the statutory adviser to government on the natural environment in England.
Local Planning Authority	The public authority whose duty it is to carry out specific planning functions for a particular area.
Ramsar site	Wetland of international importance designated under the Ramsar Convention 1971.
Responsible Officer	Natural England officer responsible for a particular habitats site.
Special Area of Conservation	Land designated under Directive 92/43/EEC on the Conservation of Natural Habitats and of Wild Fauna and Flora.
Special Protection Area	Land classified under Directive 79/409 on the Conservation of Wild Birds.
Supplementary Planning Document	Documents that provide further detail to the Local Plan. Capable of being a material consideration but are not part of the development plan.
Zone of Influence	A designated distance that establishes where development is permitted.

## Abbreviations

AA	Appropriate Assessment
AMR	Annual Monitoring Report
ASFA	Access and Sensitive Features Appraisal
BTO	British Trust for Ornithology
CIL	Community Infrastructure Levy
EA	Environment Agency
ECP	England Coast Path
EPOA	Essex Planning Officers Association
EWT	Essex Wildlife Trust
FLL	Functionally Linked Land
GTAA	Gypsy and Traveller Accommodation Assessment
HRA	Habitats Regulations Assessment
IRZ	Impact Risk Zone
LEP	Local Enterprise Partnership
MoD	Ministry of Defence
NE	Natural England
NGOs	Non-Government Organisations
LPA	Local Planning Authority
PROW	Public Rights of Way
RO	Responsible Officer, Natural England
RSPB	Royal Society for the Protection of Birds
SAC	Special Area of Conservation
SANG	Suitable Alternative Natural Greenspace
SIP	Site Improvement Plan
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
WeBS	Wetland Bird Survey
Zol	Zone of influence

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## Abbreviations

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MoD	Ministry of Defence
NE	Natural England
NGOs	Non-Government Organisations
LPA	Local Planning Authority
PROW	Public Rights of Way
RO	Responsible Officer, Natural England
RSPB	Royal Society for the Protection of Birds
SAC	Special Area of Conservation
SANG	Suitable Alternative Natural Greenspace
SIP	Site Improvement Plan
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
WeBS	Wetland Bird Survey
Zol	Zone of influence

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# **Essex Coast Recreational disturbance Avoidance & Mitigation Strategy (RAMS)**

Habitats Regulations Assessment  
Strategy document  
2018-2038

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## **Appendices**

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## **Appendix 1: Natural England Interim Advice Letters (Nov 2017 & Aug 2018)**

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Date: 16 November 2017  
Our ref: 231488



Basildon Borough Council  
Braintree District Council  
Brentwood Borough Council  
Chelmsford Borough Council  
Colchester Borough Council  
Maldon District Council  
Rochford District Council  
Southend-on-Sea Borough Council  
Tendring District Council  
Thurrock Borough Council

Customer Services  
Hombeam House  
Crewe Business Park  
Electra Way  
Crewe  
Cheshire  
CW1 6GJ

T 0300 060 3900

Cc. Graham Thomas, Growing Essex Future Development  
Essex Place Services  
Essex County Council  
Epping Forest District Council  
Harlow Council  
Uttlesford District Council

### **BY EMAIL ONLY**

Dear All

**Essex Recreational disturbance Avoidance and Mitigation Strategy (RAMS) – Interim advice to ensure new residential development and any associated recreational disturbance impacts on European designated sites are compliant with the Habitats Regulations<sup>1</sup>**

This letter provides Natural England's follow-up advice to the meetings with your authorities on the 13<sup>th</sup> September and 9<sup>th</sup> November 2017. During these meetings we discussed the need to take forward a strategic approach to mitigating recreational disturbance impacts from residential growth proposed in your local plans to European designated sites in and around the coastal zone of Essex. We found the discussion at the meetings very helpful and constructive and it was agreed in principle by all present that we would work together to prepare an Essex Recreational disturbance Avoidance and Mitigation Strategy (RAMS) to ensure that all local plans coming forward would be compliant with the Habitats Regulations and deliver positive outcomes for the natural environment. We consider that such an approach is the most effective and efficient means for planning authorities, developers and Natural England to ensure that housing growth is sustainably integrated alongside nature conservation in the long term.

One of the actions from the meeting on the 9<sup>th</sup> November 2017 was that we would provide you with some interim advice to ensure that any residential planning applications coming forward ahead of the Essex RAMS which have the potential to impact on coastal European designated sites are compliant with the Habitats Regulations.

<sup>1</sup> Conservation of Habitats and Species Regulations 2010, as amended (commonly known as the 'Habitats Regulations')

This advice specifically relates to additional recreational impacts that may occur on the interest features of the following European designated sites:

- Essex Estuaries Special Area of Conservation (SAC)
- Hamford Water Special Protection Area (SPA) and Ramsar site<sup>2</sup>
- Stour and Orwell Estuaries SPA and Ramsar site (Stour on the Essex side only)
- Colne Estuary SPA and Ramsar site
- Blackwater Estuary SPA and Ramsar site
- Dengie SPA and Ramsar site
- Crouch and Roach Estuaries SPA and Ramsar site
- Foulness Estuary SPA and Ramsar site
- Benfleet and Southend Marshes SPA and Ramsar site
- Thames Estuary and Marshes SPA and Ramsar site (Essex side only)

For further information on these sites, please see the [Conservation Objectives](#) and [Information Sheets on Ramsar Wetlands](#) which explain how each site should be restored and/or maintained.

The Habitats Regulations Assessment (HRA) reports produced for your local plans have identified recreational disturbance as an issue which can impact on the interest features of coastal SPAs and Ramsar sites. The HRA reports have also identified the potential for other recreational impacts on the interest features of the Essex Estuaries SAC, which includes coastal and intertidal habitats; some of these features are at threat from physical damage (e.g. trampling, erosion from wave damage etc.) which can be caused by land and water-based activities including walking, fishing and water sports.

The local plan HRA reports have also identified a number of zones of influence which determine the distance at which new development may result in changes in recreational use, and therefore where mitigation is necessary. Some of these zones of influence are based on visitor survey information, whereas others have been determined using the best available evidence from other locations (e.g. local habitats of a similar nature). In order to strengthen the evidence base behind the zones of influence within which the Essex RAMS will apply, it was agreed at the meeting that these will be refined, as required, through visitor surveys carried out in the interim period. However, the current zones of influence as defined in the Local Plan HRA reports are as follows:

**Table 1**

European designated site	Zone of influence (Km)	Based on site specific evidence such as visitor surveys?
Essex Estuaries SAC	24	Yes - some
Hamford Water SPA / Ramsar	8	Yes - some
Stour and Orwell Estuaries SPA and Ramsar	13	Yes - some
Colne Estuary SPA and Ramsar	24	Yes - some
Blackwater Estuary SPA and Ramsar	8	Yes - some
Dengie SPA and Ramsar	Not yet determined*	Not applicable
Crouch and Roach Estuaries Ramsar and SPA	10	No

<sup>2</sup> Listed or proposed Wetlands of International Importance under the Ramsar Convention (Ramsar) sites are protected as a matter of Government policy. Paragraph 118 of the National Planning Policy Framework applies the same protection measures as those in place for European sites

Foulness Estuary SPA and Ramsar	Not yet determined*	Not applicable
Benfleet and Southend Marshes SPA and Ramsar	10	No
Thames Estuary and Marshes SPA and Ramsar	10	No

\* Note: where a zone of influence has not yet been identified, we advise that 13 km should be used in the interim period on a precautionary basis

It is recognised that a considerable proportion of the residential allocations in your local plans will already be coming forward as planning applications, prior to the adoption of the Essex RAMS.

It is therefore important to ensure that any recreational impacts from these residential allocations which fall within the identified zones of influence are considered in terms of the Habitats Regulations.

Natural England has already developed a set of [Impact Risk Zones \(IRZs\)](#) which helps guide planning authorities on the scale of residential development that we should be consulted on, in part to assess impacts from increased recreational disturbance. For example, the Stour Estuary residential IRZs are as follows:

- *Within 50 m* – we should be consulted on all planning applications (including all residential development) except householder applications
- *Within 200 m* – we should be consulted on residential development of 10 units or more within an existing settlement or all residential development outside an existing settlement
- *Within 1 km* – we should be consulted on residential development of 50 units or more within an existing settlement or all residential development outside an existing settlement
- *Within 2 km* – we should be consulted on residential development of 50 units or more within an existing settlement or 10 units outside an existing settlement
- *Within 5 km* – we should be consulted on 50 units or more outside an existing settlement

We advise that Natural England should continue to be consulted in line with the current IRZ arrangements for each site in order to provide bespoke advice on these applications.

However, for new residential development which falls outside the current IRZ consultation arrangements but within the zones of influence shown in Table 1 (subject to review), we advise that the following interim protocol should be followed to ensure consistency and fairness in securing strategic level mitigation for these developments:

#### Interim approach to avoidance and mitigation measures

- Appropriate funding should be collected on the basis that it can be used to fund strategic measures at the relevant European designated sites, proportionate to the level of housing development.

- A delivery mechanism for the agreed measures must be secured and the measures implemented from the first occupation of dwellings, thereby ensuring that the level of recreational disturbance is not increased by future residential development.
- Your councils may wish to consider identifying and funding specific projects which can be delivered in the interim period to increase the resilience of European designated sites to recreational pressures. Identifying projects to be funded now can provide certainty and reduce the risk of receiving funds without a delivery mechanism in place. Natural England would be happy to work with you to help identify potential 'off-site' mitigation projects (i.e. in and around European designated sites) which could be delivered using developer contributions for recreational disturbance impacts prior to the adoption of the Essex RAMS.
- It should be ensured that emerging Local Plans have a policy that sets out how likely recreational disturbance impacts from new residential development will be mitigated. This should include a policy commitment to the production and implementation of the Essex RAMS.
- In the absence of a relevant policy or a Local Plan in place, an alternative approach would be to consider developing an Interim Policy Statement, or similar mechanism. This letter may help inform any such interim policy statement.

We would be happy to discuss this further. If you require any further clarification then please do not hesitate to contact us.

Yours sincerely



Sarah Fraser  
Senior Adviser – West Anglia Team

Date: 16 August 2018  
Our ref: 244199



Basildon Borough Council  
Braintree District Council  
Brentwood Borough Council  
Castle Point Borough Council  
Chelmsford Borough Council  
Colchester Borough Council  
Maldon District Council  
Rochford District Council  
Southend-on-Sea Borough Council  
Tendring District Council  
Thurrock Borough Council  
Uttlesford District Council  
Essex Place Services

Customer Services  
Hombeam House  
Crewe Business Park  
Electra Way  
Crewe  
Cheshire  
CW1 6GJ

T 0300 060 3900

**BY EMAIL ONLY**

Dear All

**Emerging strategic approach relating to the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS) – Revised interim advice to ensure new residential development and any associated recreational disturbance impacts on European designated sites are compliant with the Habitats Regulations<sup>1</sup>**

This letter provides Natural England's revised interim advice further to that issued on 16<sup>th</sup> November 2017. This advice is provided to ensure that any residential planning applications coming forward ahead of the Essex Coast RAMS which have the potential to impact on coastal European designated sites are compliant with the Habitats Regulations. It specifically relates to additional recreational impacts that may occur on the interest features of the following European designated sites:

- Essex Estuaries Special Area of Conservation (SAC)
- Hamford Water Special Protection Area (SPA) and Ramsar site<sup>2</sup>
- Stour and Orwell Estuaries SPA and Ramsar site (Stour on the Essex side only)
- Colne Estuary SPA and Ramsar site
- Blackwater Estuary SPA and Ramsar site
- Dengie SPA and Ramsar site
- Crouch and Roach Estuaries SPA and Ramsar site
- Foulness Estuary SPA and Ramsar site
- Benfleet and Southend Marshes SPA and Ramsar site
- Thames Estuary and Marshes SPA and Ramsar site (Essex side only)

<sup>1</sup> Conservation of Habitats and Species Regulations 2017, as amended (commonly known as the 'Habitats Regulations')

<sup>2</sup> Listed or proposed Wetlands of International Importance under the Ramsar Convention (Ramsar) sites are protected as a matter of Government policy. Paragraph 176 of the National Planning Policy Framework applies the same protection measures as those in place for European sites

For further information on these sites, please see the [Conservation Objectives](#) and [Information Sheets on Ramsar Wetlands](#) which explain how each site should be restored and/or maintained.

#### Recreational 'Zones of Influence' (Zols)

As part of the work required to inform the Essex Coast RAMS evidence base, visitor surveys have been undertaken to determine the distances that visitors will travel from their residences to visit the European designated sites to undertake recreation. Following collation and analysis of the survey data, the Zols currently agreed by the Essex Coast RAMS Steering Group are as follows:

*Table 1:*

European designated site	Underpinning SSSIs <sup>3</sup>	Zols (km)
Stour and Orwell Estuaries SPA and Ramsar	Orwell Estuary SSSI Stour Estuary SSSI Cattawade Marshes SSSI	13
Hamford Water SPA and Ramsar	Hamford Water SSSI	8
Colne Estuary SPA and Ramsar	Colne Estuary SSSI	9.7
Blackwater Estuary SPA and Ramsar	Blackwater Estuary SSSI	22
Dengie SPA and Ramsar	Dengie SSSI	20.8
Crouch and Roach Estuaries Ramsar and SPA	Crouch and Roach Estuaries SSSI	4.5
Foulness Estuary SPA and Ramsar	Foulness SSSI	13
Essex Estuaries SAC	Blackwater Estuary SSSI Colne Estuary SSSI Crouch and Roach Estuaries SSSI Dengie SSSI Foulness SSSI	-*
Benfleet and Southend Marshes SPA and Ramsar	Benfleet and Southend Marshes SSSI	4.1 <sup>t</sup>
Thames Estuary and Marshes SPA and Ramsar	Mucking Flats and Marshes SSSI	8.1

<sup>\*Note 1: The Essex Estuaries comprise the Colne Estuary, Blackwater Estuary, Dengie, Crouch and Roach Estuaries and Foulness Estuary and so follow the respective Zols throughout.</sup>

<sup>Note 2: The Benfleet and Southend Marshes Zol is to be confirmed following summer visitor surveys.</sup>

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In the context of your duty as competent authority under the provisions of the Habitats Regulations<sup>4</sup>, it is anticipated that new residential development within these Zols constitutes a likely significant effect (LSE) on the sensitive interest features of the above designated sites through increased recreational pressure, either when considered 'alone' or 'in combination'. As you will be aware, the Essex Coast RAMS is a large-scale strategic project which involves all of the Essex authorities listed above working together to help mitigate these effects. Once adopted, the RAMS will comprise a package of strategic mitigation measures to address such effects, which will be costed and funded through developer

<sup>3</sup> Underpinning SSSIs are listed here as these are what the IRZs are aligned to

<sup>4</sup> Conservation of Habitats and Species Regulations 2017, as amended (commonly known as the 'Habitats Regulations'). Requirements are set out within Regulations 63 and 64 of the Habitats Regulations, where a series of steps and tests are followed for plans or projects that could potentially affect a European site. The steps and tests set out within Regulations 63 and 64 are commonly referred to as the 'Habitats Regulations Assessment' process. The Government has produced core guidance for competent authorities and developers to assist with the Habitats Regulations Assessment process. This can be found on the Defra website. <http://www.defra.gov.uk/habitats-review/implementation/process-guidance/guidance/sites/>

contributions. However, it is recognised that a considerable proportion of the residential allocations in your local plans will already be coming forward as planning applications, prior to the adoption of the Essex Coast RAMS. In the interim period until the RAMS is in place and the necessary developer contributions are known, it is therefore important that any recreational impacts from residential schemes such as these are considered in terms of the Habitats Regulations through a project-level Habitats Regulations Assessment (HRA). We offer the following advice to guide you on this:

#### Consultation arrangements

Natural England has already developed a set of [Impact Risk Zones \(IRZs\)](#) which helps guide planning authorities on the types and scale of development that we should be consulted on. We advise that we should continue to be consulted in line with these arrangements (i.e. where there are other IRZs are triggered in addition to the Essex Coast RAMS)

We will shortly be refining the residential IRZs for the above designated sites to align with Essex Coast RAMS project and capture new residential development which falls within the Zols shown in Table 1 above; these updates are currently scheduled for September 2018 and relate to the following development types:

- New dwellings of 1+ units (excludes replacement dwellings and extensions)
- Houses in Multiple Occupancy (HMOs)
- Student Accommodation
- Residential care homes and residential institutions (excludes nursing homes)
- Residential caravan sites (excludes holiday caravans and campsites)
- Gypsies, travellers and travelling show people plots

We advise that the applications in scope for consideration should include all new applications as well as those with outline planning permission where this issue has not previously been assessed through the HRA process.

To help you screen applications prior to our IRZs being updated, we have included some maps in ANNEX A to this letter to show the current Essex Coast RAMS Zol.

#### Approach to avoidance and mitigation measures for recreational disturbance

We have included within ANNEX B to this letter a suggested HRA record template which can be used to record the conclusions of both the Screening and Appropriate Assessment stages of HRAs for planning applications within scope of the Essex Coast RAMS for which recreational disturbance to the above sites is the only HRA issue. The use of this template is not mandatory but we have provided it in an attempt to streamline the process and make it as straightforward and consistent as possible for the authorities involved in the RAMS.

For any queries relating to the specific advice in this letter only, please contact Jack Haynes on 0208 02 64857 or at [jack.haynes@naturalengland.org.uk](mailto:jack.haynes@naturalengland.org.uk). In the context of the above advice, we would be happy to provide you with some training on the use of our IRZs, the HRA process, the use of the HRA record template etc. through our charged Discretionary Advice Service (DAS), further details on which are available [here](#). The way to progress your request is to complete a [DAS Request Form](#), including the training request, and send it to our consultations hub ([consultations@naturalengland.org.uk](mailto:consultations@naturalengland.org.uk)).

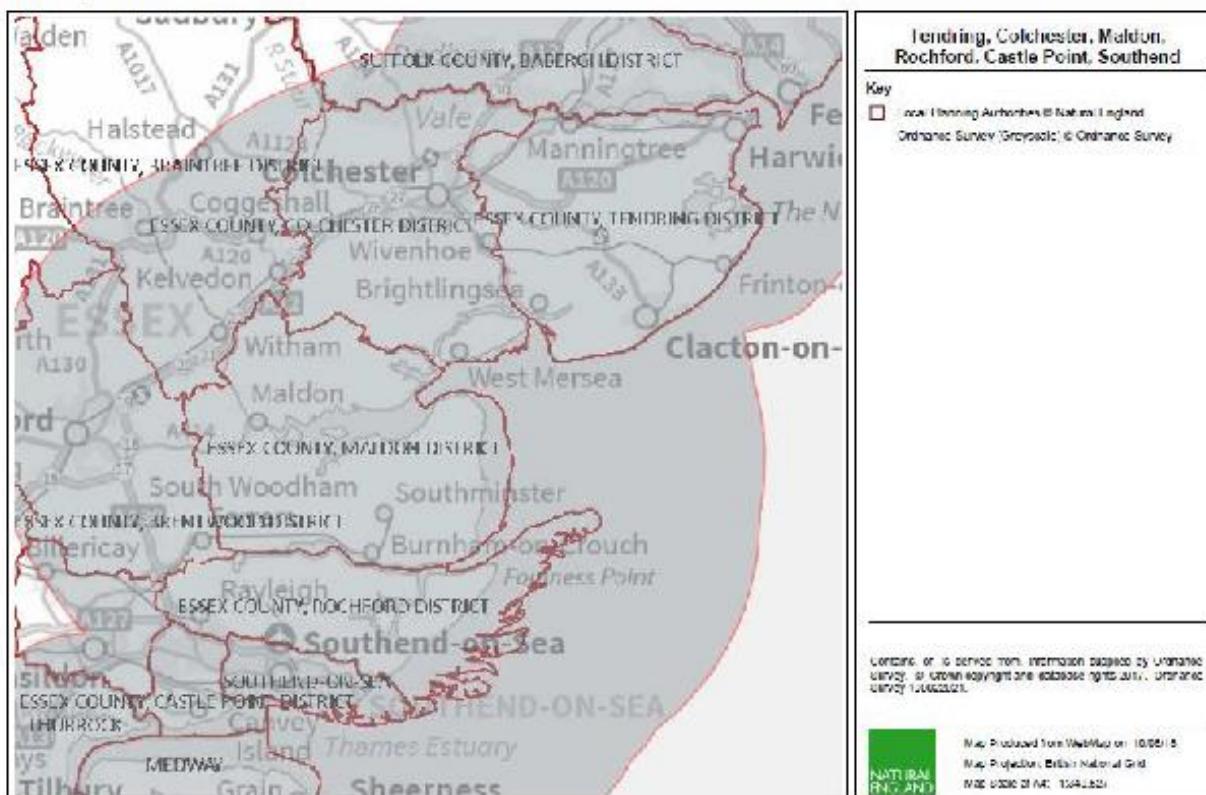
Yours sincerely

Jack Haynes, Lead Adviser, Natural England

Figure A1.1

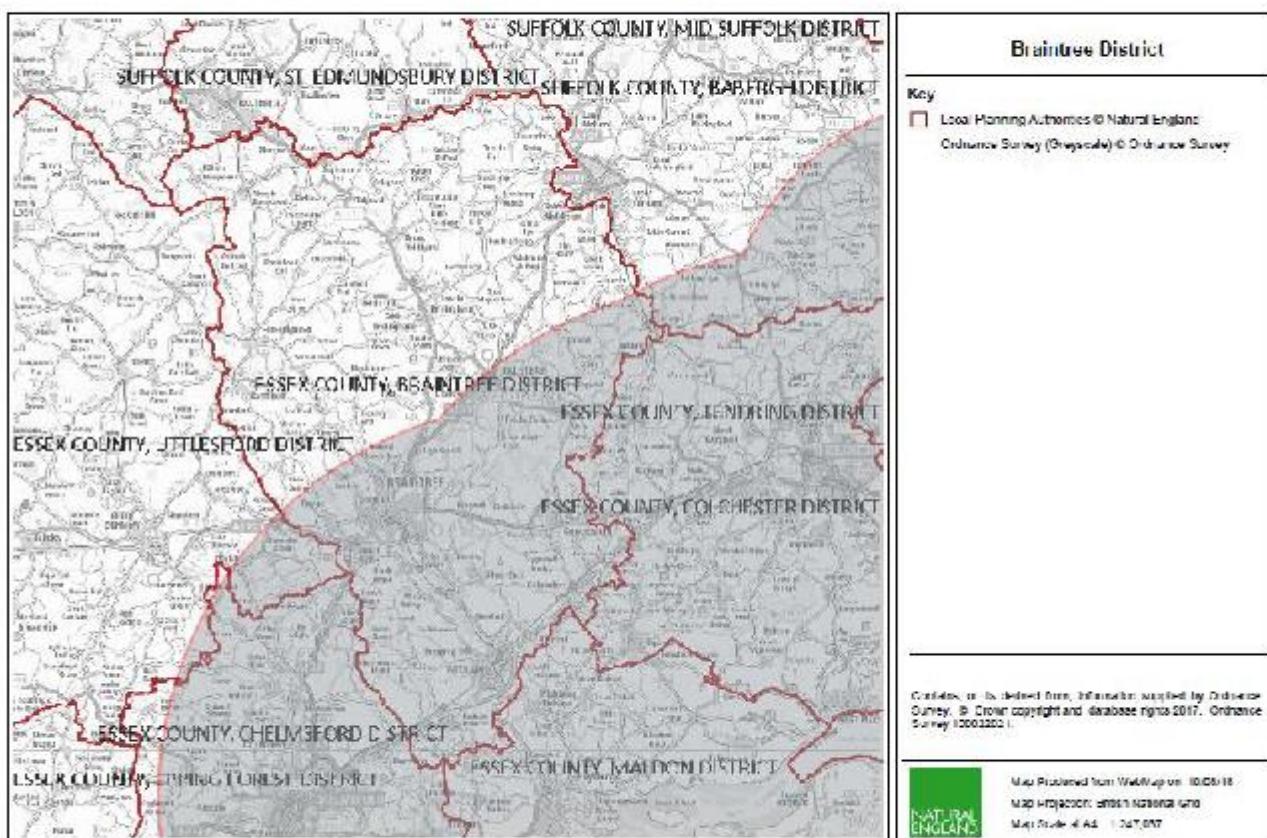
**ANNEX A – Essex Coast RAMS ‘zone of influence’ (ZoI) maps**

**Tendring, Colchester, Maldon, Rochford, Castle Point, Southend** – The whole of the LPA area is within the ZoI so all relevant development is in scope of the RAMS



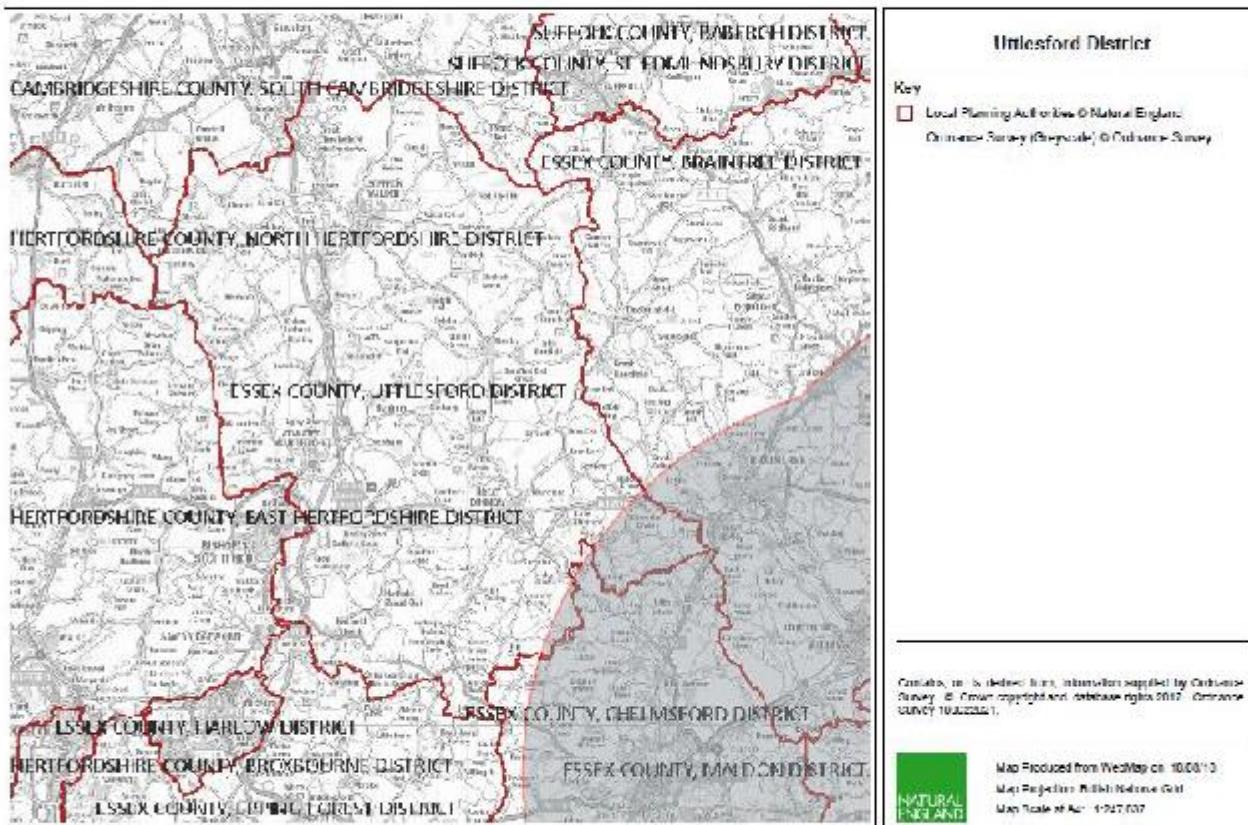
**Figure A1.2**

**Braintree – Relevant development within the shaded area is in scope of the RAMS**



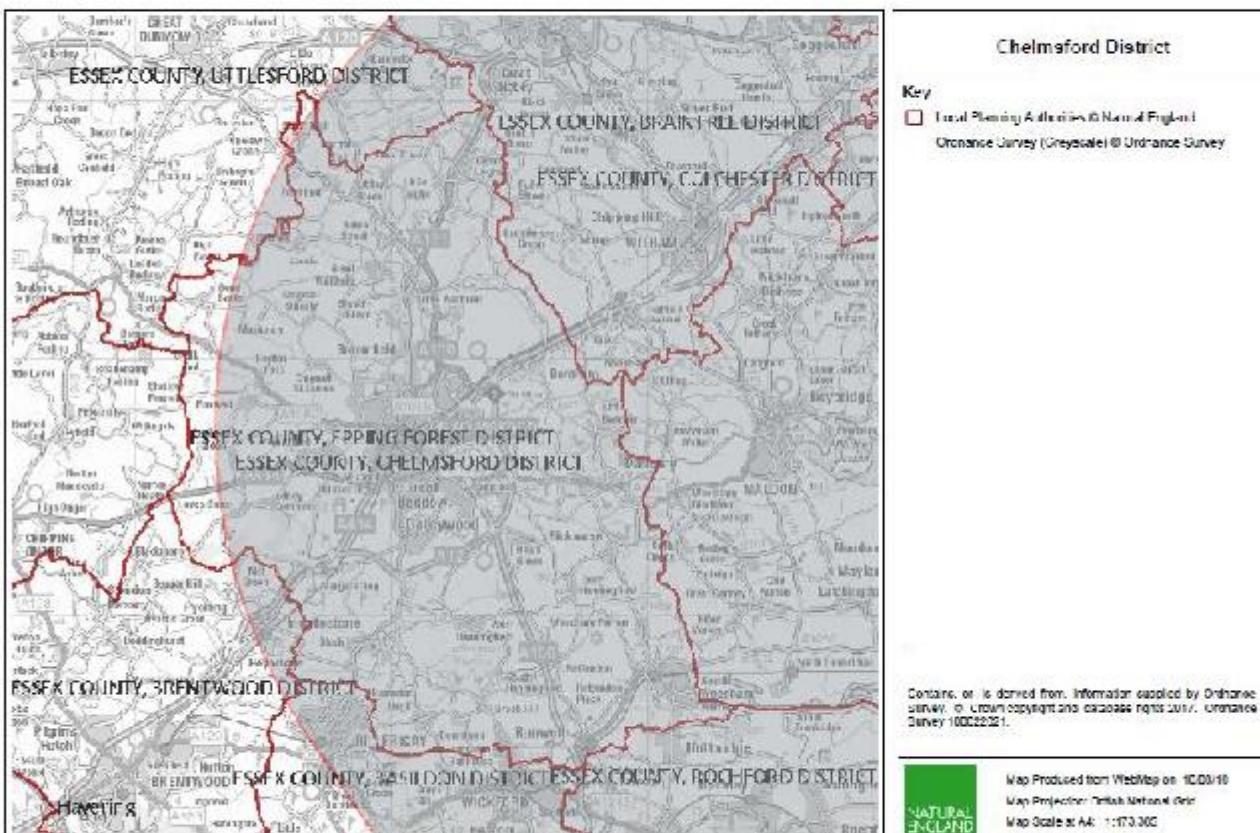
**Figure A1.3**

**Uttlesford – Relevant development within the shaded area is in scope of the RAMS**



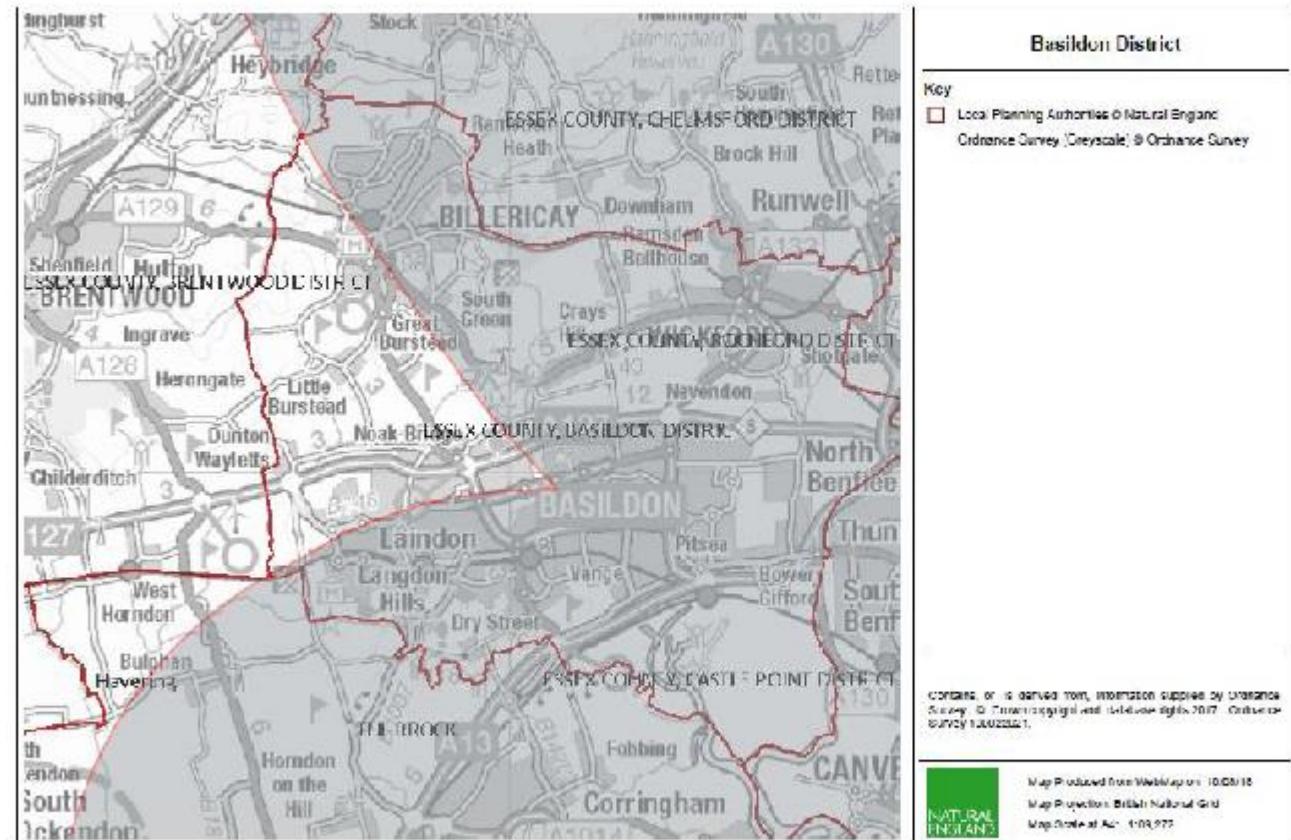
**Figure A1.4**

**Chelmsford** – Relevant development within the shaded area is in scope of the RAMS



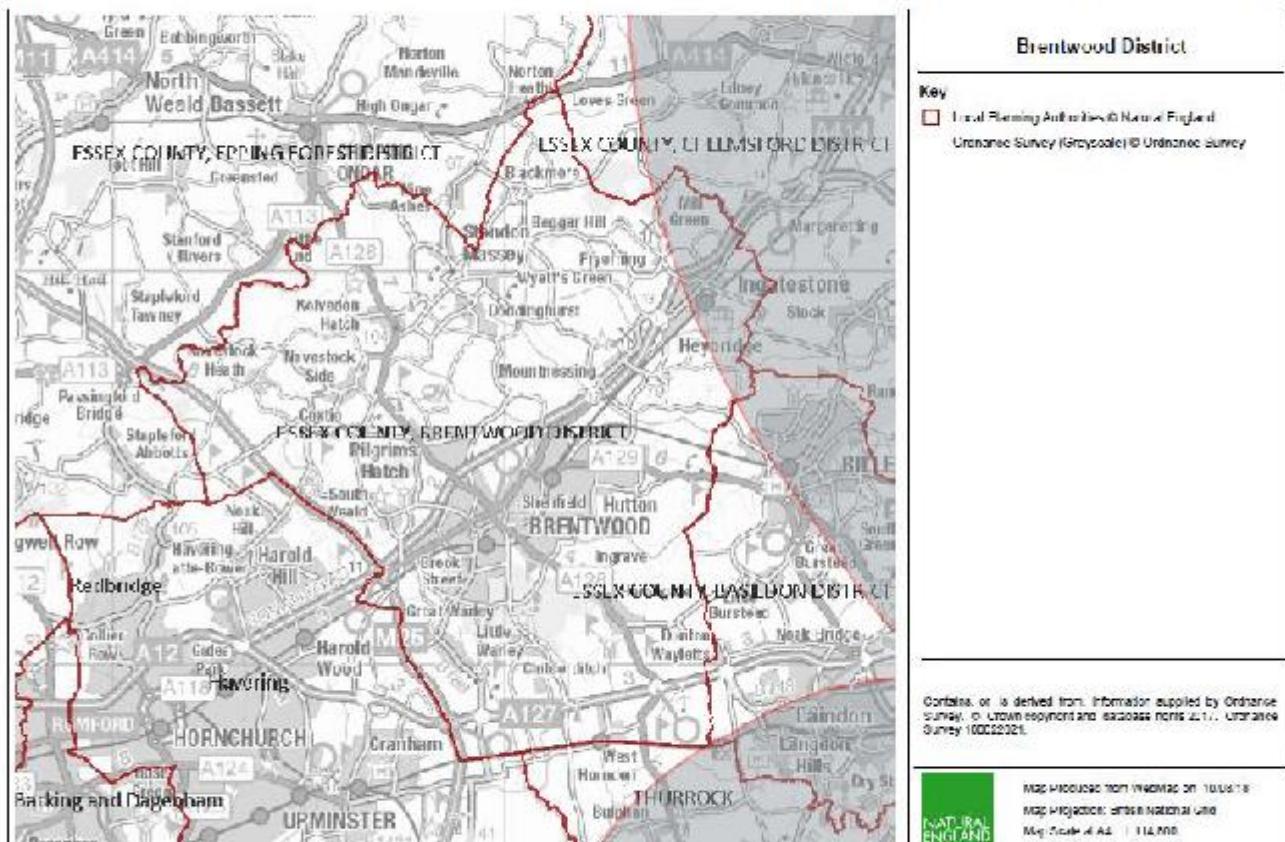
**Figure A1.5**

**Basildon – Relevant development within the shaded area is in scope of the RAMS**



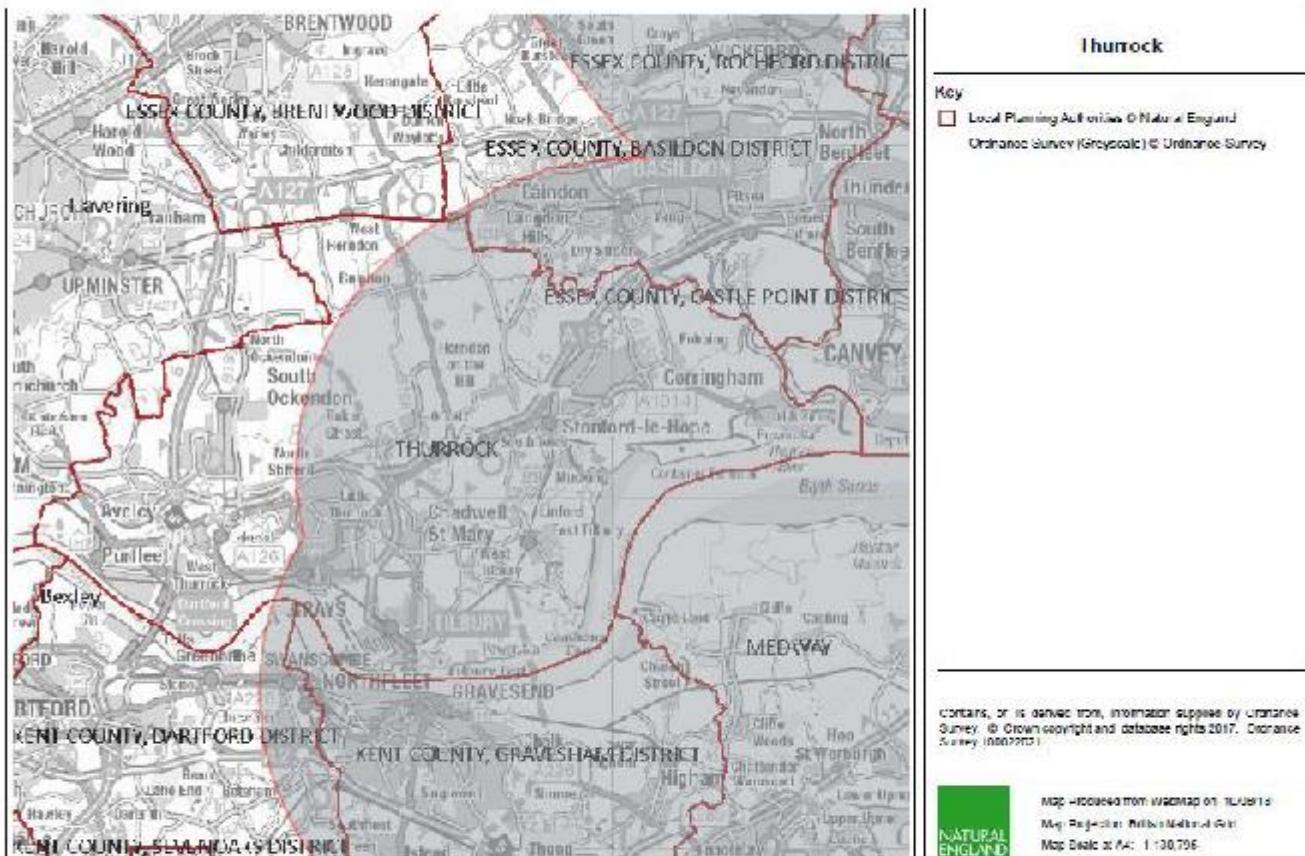
**Figure A1.6**

**Brentwood – Relevant development within the shaded area is in scope of the RAMS (Note: the Zol clips the southeast corner of the district)**



**Figure A1.7**

**Thurrock – Relevant development within the shaded area is in scope of the RAMS**



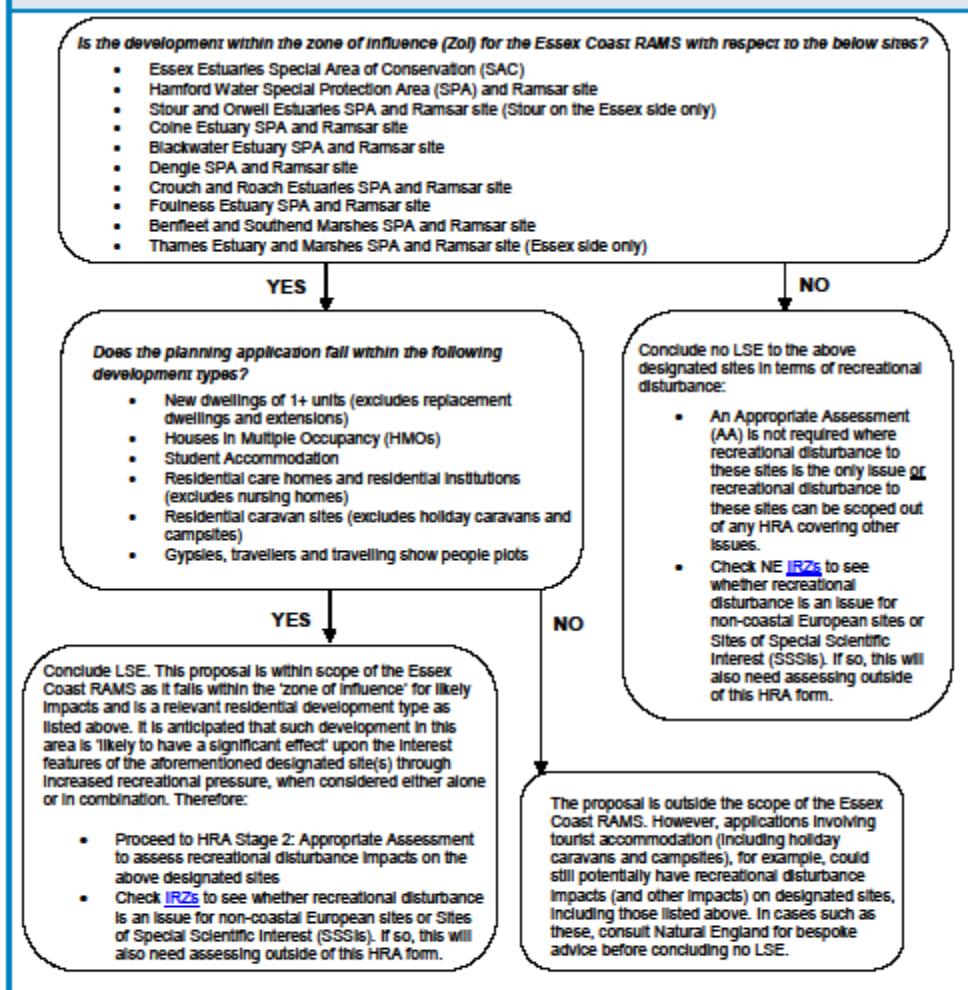
**Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS) Habitat  
Regulation Assessment (HRA) Record**

**Application details**

Local Planning Authority:	
Case officer	
Application reference:	
Application description:	
Application address:	
Status of Application:	
Grid Ref:	

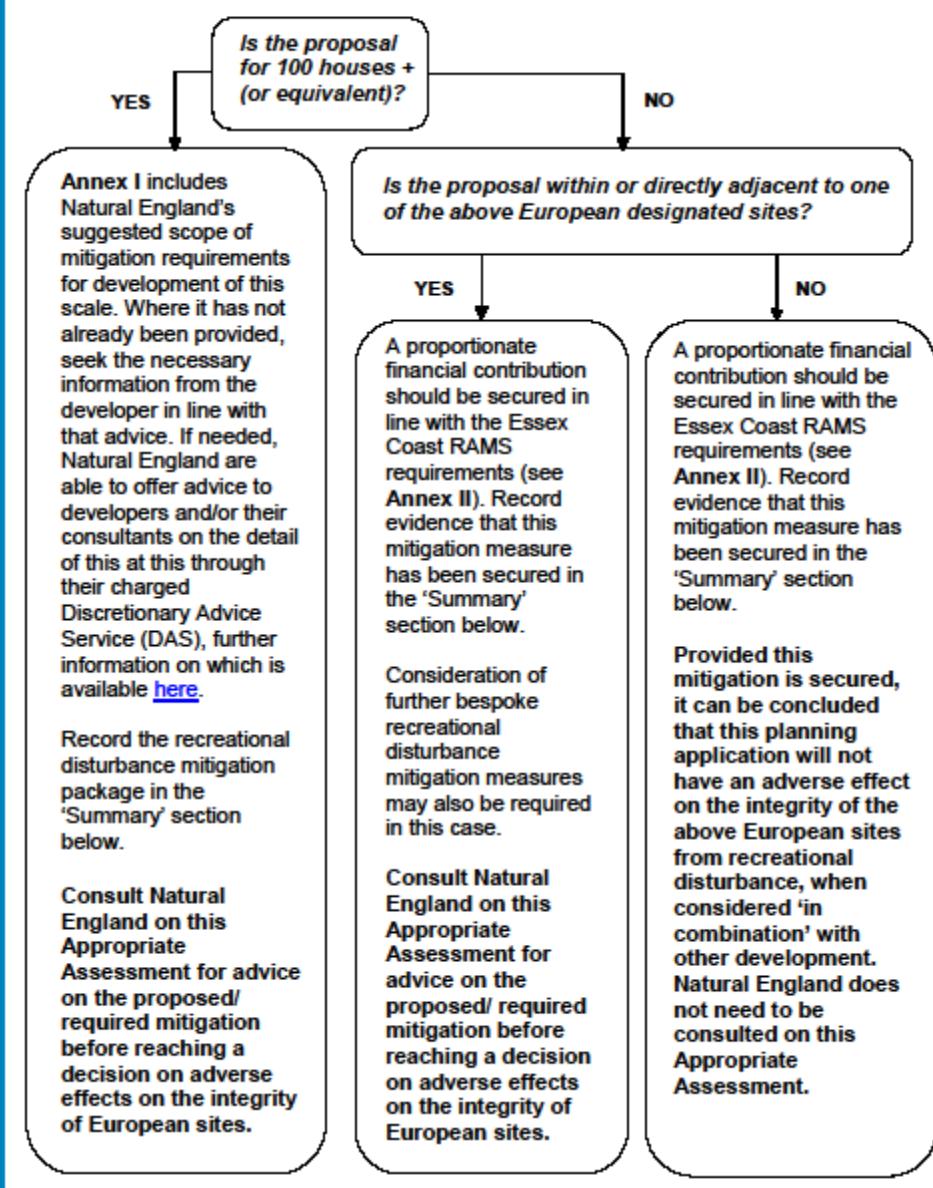
**HRA Stage 1: screening assessment**

**Test 1 – the significance test:** Based on the development type and proximity to European designated sites, a judgement should be made as to whether the development constitutes a 'likely significant effect' (LSE) to a European site in terms of increased recreational disturbance



## HRA Stage 2: Appropriate Assessment

**Test 2 – the integrity test:** The applicant must provide sufficient evidence to allow the Appropriate Assessment to be made, which is the stage at which avoidance and/or mitigation measures can be considered





**Summary of the Appropriate Assessment :** To be carried out by the Competent Authority (the local planning authority) in liaison with Natural England (where necessary)

**Summary of recreational disturbance mitigation package**

[INSERT]

**Conclusion**

*Having considered the proposed avoidance and mitigation measures above, [INSERT LPA] conclude that with mitigation the project will not have an Adverse Effect on the Integrity of the European sites included within the Essex Coast RAMS.*

*Having made this appropriate assessment of the implications of the plan or project for the site(s) in view of that (those) site(s)'s conservation objectives, and having consulted Natural England and fully considered any representation received (where necessary), the authority may now agree to the plan or project under regulation 63 of the Conservation of Habitats and Species Regulations 2017.*

**Local Planning Authority Case Officer comments, signed and dated:**

#### **Annex I – Natural England's recommendations for larger scale residential developments within the Essex Coast RAMS zone of influence (100 units +, or equivalent, as a guide)**

Developments of this scale should include provision of well-designed open space/green infrastructure, proportionate to its scale. Such provisions can help minimise any predicted increase in recreational pressure to the European sites by containing the majority of recreation within and around the development site boundary away from European sites. We advise that the Suitable Accessible Natural Green Space (SANGS) guidance [here](#) can be helpful in designing this; it should be noted that this document is specific to the SANGS creation for the Thames Basin Heaths, although the broad principles are more widely applicable. As a minimum, we advise that such provisions should include:

- High-quality, informal, semi-natural areas
- Circular dog walking routes of 2.7 km<sup>5</sup> within the site and/or with links to surrounding public rights of way (PRoW)
- Dedicated 'dogs-off-lead' areas
- Signage/information leaflets to householders to promote these areas for recreation
- Dog waste bins
- A commitment to the long term maintenance and management of these provisions

Natural England would be happy to advise developers and/or their consultants on the detail of this at the pre-application stage through our charged Discretionary Advice Service (DAS), further information on which is available [here](#).

However, the unique draw of the above European sites means that, even when well-designed, 'on-site' provisions are unlikely to fully mitigate impacts when all residential development within reach of the coast is considered together 'in combination'. We therefore advise that consideration of 'off-site' measures (i.e. in and around the relevant European designated site(s)) is also required as part of the mitigation package for predicted recreational disturbance impacts in these cases.

As such, in the interim period before the RAMS is adopted, a financial contribution should also be agreed with and collected from the developer, prior to commencement, on the basis that it can be used to fund strategic 'off site' measures (i.e. in and around the relevant European designated site(s)). These measures should be targeted towards increasing the relevant European site(s) resilience to recreational pressure and be in line with aspirations of the emerging RAMS. As an example in this interim period, this could include funding towards existing wardening schemes at the relevant European designated site(s). A suitable delivery mechanism for the measures must be agreed to secure them and ensure they are implemented from the first occupation of dwellings. Alternatively, we understand that it may be acceptable at the outline planning stage to include a suitably-worded planning condition which secures full adherence with the emerging Essex Coast RAMS at the Reserved Matters stage.

Once the RAMS has been adopted, a financial contribution should be secured from these developments prior to commencement.

#### **Annex II – Natural England's recommendations for smaller scale residential developments within the Essex Coast RAMS zone of influence (0-99 units, or equivalent, as a guide) which are not within/directly adjacent to a European designated site**

Whilst the provision of well-designed open space/green infrastructure on site or contributions towards strategic green infrastructure in your district is to be welcomed for developments of this scale, a proportionate financial contribution in line with/to the Essex Coast RAMS should be

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<sup>5</sup> Taken from Jenkinson, S., (2013), *Planning for dog ownership in new developments: reducing conflict – adding value. Access and greenspace design guidance for planners and developers*



secured as a minimum to help fund strategic 'off site' measures.

As such, in the interim period before the RAMS is adopted, a financial contribution should be agreed with and collected from the developer, prior to commencement, on the basis that it can be used to fund strategic 'off site' measures (i.e. in and around the relevant European designated site(s)). These measures should be targeted towards increasing the relevant European site(s) resilience to recreational pressure and be in line with aspirations of the emerging RAMS. As an example in this interim period, this could include funding towards existing wardening schemes at the relevant European designated site(s). A suitable delivery mechanism for the measures must be agreed to secure them and ensure they are implemented from the first occupation of dwellings. Alternatively, we understand that it may be acceptable at the outline planning stage to include a suitably-worded planning condition which secures full adherence with the emerging Essex Coast RAMS at the Reserved Matters stage.

Once the RAMS has been adopted, a financial contribution should be secured from these developments prior to commencement.

## **Appendix 2: Visitor Survey Methodology**

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The survey form to be used at each site has been included within Appendix 3 of this document and contains all the proposed questions for each highlighted site.

The visitor survey methodology for these surveys has been adapted from the Visitor Survey for Brantham regeneration area, The Landscape Partnership Ltd, Oct 2015, at Natural England's recommendation.

1. The surveys for each site are to be undertaken over a three week period. Specific days will be chosen in order to cover a larger demographic.
2. The surveyors will ask a set of questions to visitors passing their designated location. Visitors who decline interviews will also be recorded. Visitors who have been previously interviewed are not interviewed again. Surveyors will be asked to note the total number of people which pass while interviews are in progress.
3. Timings and locations of the surveys will be planned so that there is suitable coverage. This is to ensure that visitors with specific habits are not missed from the survey.
4. Surveys will begin at 0730 each day, to record early visitors. The survey will continue throughout the day until 1700, with surveyors taking 30 minute breaks every 2 hours. This equates to four two hour sessions at each site.
5. Surveyors will have short breaks during the day for welfare purposes, lunch and to travel between survey locations as part of the surveyor rotation. Surveyors are asked to interview any visitors they encounter while travelling between locations.
6. The survey window would be better to include some school term time dates and Bank Holidays if this is practicable during the survey period.
7. The questionnaire can be found within Appendix 3. The questionnaire will need to be agreed with the Local Planning Authorities, as well as with assistance from Natural England before the surveying starts. The current questions cover a range of topics which may change if objectives for the survey alter.
8. Surveyors are asked to remain in position, even during rainy days, to ensure visitors during all weathers are captured.

## Appendix 3: Winter visitor survey questionnaire

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This is an example questionnaire for Leigh-on-Sea, specific locations and geographical features were changed for each location.

### Visitor Questionnaire

This questionnaire is to help work out how much difference new residential development might make to protected sites and species in the area. In particular, people using the coast might lead to disturbance of the birds on the estuary, beaches and saltmarsh.

#### 1. What is your main activity when using the area?

- a. Dog walking always on lead
- b. Dog walking sometimes or always off lead
- c. Exercise e.g. jogging
- d. Walking
- e. Bird/nature watching
- f. Bait digging
- g. Cycling
- h. Playing
- i. Outing with the children
- j. Wildfowling
- k. Water sports: please specify type
- l. Other (please specify)

#### 2. How often do you come to this location?

- a. Daily
- b. Most days (180+ visits)
- c. 1 to 3 times a week (40-180 visits)
- d. 2 to 3 times per month (15-40 visits)
- e. Once a month (6-15 visits)
- f. Less than once a month (2-5 visits)
- g. Don't know
- h. First visit
- i. On holiday / day visit in area

#### 3. Have you come from home or are you visiting / on holiday in the area? What is your postcode? (Just for making sure we understand the results properly and won't be used for anything else or given to anyone)

- a. From Home
- b. On holiday / day visit in area
- c. Town
- d. Postcode / partial postcode / town \_\_\_\_\_

#### 4. What made you come here today rather than other places?

- a. Close to home
- b. Easy parking
- c. Free parking
- d. Good area to take the dog for a walk
- e. Space and facilities for natural play
- f. Peaceful
- g. Welcoming and safe
- h. Familiar
- i. Good choice of routes / places to walk

- j. Estuary views
- k. Wildlife
- l. Sense of wilderness
- m. Site history
- n. Other \_\_\_\_\_

**5. How do you normally travel to the site?**

- 7.1 On foot
- 7.2 Bicycle
- 7.3 Public transport
- 7.4 Car
- 7.5 Other, \_\_\_\_\_
- 7.6 Don't know / no answer

**6. If you arrived by car, where did you park?**

- a. Mayflower car park
- b. Belton Bridge car park
- c. Other formal car park
- d. Layby
- e. Roadside parking
- f. Other
- g. Not sure / Don't know

**7. Refer to map. Where did you enter the site?**

- a. A – Leigh Marina
- b. B – Belton Bridge / Osbourne Bros Café
- c. C – High Street / The Mayflower
- d. D – Leigh Cliffs East via bridge
- e. E – Along seafront from Chalkwell / Westcliff-on-Sea
- f. Other – specify
- g. Not sure

**8. Do you normally visit at a certain time of day?**

- a. Before 9am
- b. Between 9am and 12
- c. Between 12 and 3pm
- d. Between 3 – 6pm
- e. After 6pm
- f. It varies
- g. Don't know / first visit

**9. How long have you spent / will you spend along the seafront today?**

- a. Less than 1 hour
- b. 1 – 2 hours
- c. 2 – 3 hours
- d. More than 3 hours

**10. Do you plan your visit in relation to the tide?**

- a. Yes
- b. No

**11. Is there a time of year when you tend to visit more often?**

- a. No, all year round
- b. Spring (Mar-May)
- c. Summer (Jun-Aug)
- d. Autumn (Sept-Nov)
- e. Winter (Dec-Feb)

- f. Don't know
- g. Only visited once

**12. What would make you want to visit a new park for recreation if created in the area (if needed to relieve pressure on protected sites)?**

- a. New paths
- b. Room for running around
- c. Dogs off lead area
- d. Play equipment
- e. Shelter from wind
- f. Sculptures
- g. Attractive landscaping
- h. Cycling routes
- i. Wildlife
- j. Free parking
- k. Views over the estuary
- l. Anything else? specify:

**13. Are you aware that the river and shore is very important for wildlife, particularly water birds for most of the year?**

- a. Yes
- b. No

**14. If you indicated yes to the above question, can you detail the designation / designations?**

---

**15. Group size**

- a. Number of people\_\_\_\_\_
- b. Number of dogs on lead\_\_\_\_\_
- c. Number of dogs off lead\_\_\_\_\_
- d. Number of pushchair / wheelchair/ buggy

Interview time (24hr clock):

Interviewer:

## Appendix 4: Winter Visitor Survey Results 2018/19

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**Table A4.1: Survey dates and location**

Survey Location	Weekday	Weekend
Leigh-on-Sea – SE&BM	07.02.18	28.02.18
Gunners Park – SE&BM	12.02.18	04.02.18
Burnham-on-Crouch – C&R	06.02.18	28.01.18
North Fambridge – C&R	12.02.18	11.02.18
Northey Island – BW	16.02.18	11.02.18
Tollesbury Wick – BW	23.02.18	25.02.18
St Peters Chapel – D	22.02.18 08.03.18	18.02.18 10.03.18
Coalhouse Fort – T	06.02.18	04.02.18
Thurrock Thames EWT – T	13.02.18	10.02.18
Cudmore Grove – C	22.02.18	25.02.18
Wivenhoe Barrier – C	01.03.18	04.03.18

**Table A4.2: Number of survey responses per Habitats site 2018/19**

SPA	Site	Weekday	Weekend	Total
Benfleet and Southend Marshes	<i>Gunners Park</i>	34	85	119
	<i>Cinder Path</i>	71	143	214
	Total	105	228	333
Crouch and Roach Estuaries	<i>Burnham-on-Crouch</i>	60	43	103
	<i>Blues House Farm</i>	15	25	40
	Total	75	68	143

Blackwater Estuary	<i>Northey Island</i>	10	14	24
	<i>Tollesbury</i>	10	39	49
	Total	20	53	73
Dengie	<i>St. Peters Chapel 1</i>	17	37	54
	<i>St. Peters Chapel 2</i>	7	16	23
	Total	24	53	77
Thames Estuary and Marshes	<i>Coalhouse Fort</i>	10	23	33
	<i>Thameside Nature Park</i>	32	17	49
	Total	42	40	82
Colne Estuary	<i>Cudmore Grove</i>	23	29	52
	<i>Wivenhoe Barrier</i>	33	38	71
	Total	56	67	123

**Table A4.3: Passers-by and water activity per survey location for 2018/19**

SPA	Site	Weekday		Weekend		Total	
		Passers by	Water activity	Passers by	Water activity	Passers by	Water activity
Benfleet and Southend Marshes	<i>Gunners Park</i>	78	0	127	1	205	1
	<i>Cinder Path</i>	181	6	434	2	615	8
	Total	259	6	561	3	820	9
Crouch and Roach Estuaries	<i>Burnham-on-Crouch</i>			317	22	317	22
	<i>North Fambridge</i>			15	1	15	1
	Total			332	23	332	23
Blackwater Estuary	<i>Northey Island</i>	3	0	3	0	6	0
	<i>Tollesbury</i>	21*	0	1	10	22	10

	Total	24	0	4	10	28	10
Dengie	<i>St. Peters Chapel 1</i>	4	2	8	0	12	0
	<i>St. Peters Chapel 2</i>	4	0			4	0
	Total	8	2	8	0	16	0
Thames Estuary and Marshes	<i>Coalhouse Fort</i>	19	17	0	7	19	24
	<i>Thameside Nature Park</i>			46*	7	46	7
	Total	19	17	46	14	65	31
Colne Estuary	<i>Cudmore Grove</i>	4	0	15	0	19	0
	<i>Wivenhoe Barrier</i>	18	0	21	0	39	0
	Total	22	0	36	0	58	0

\* Tollesbury 10 in walking group / Thameside Nature Park 15 in walking group

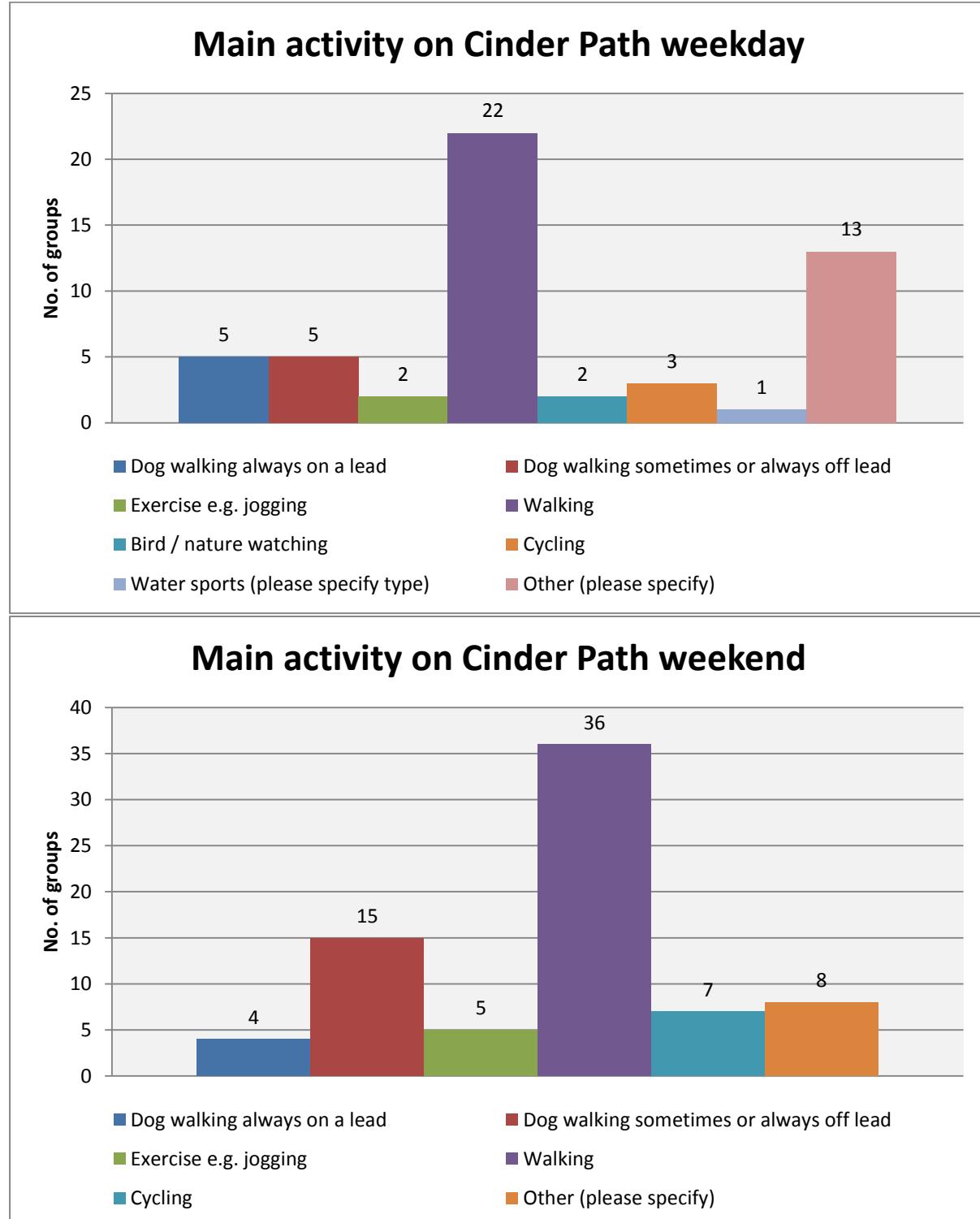
## **Appendix 5: Summer visitor surveys at the Blackwater Estuary and Benfleet & Southend Marshes**

Southend summer survey results

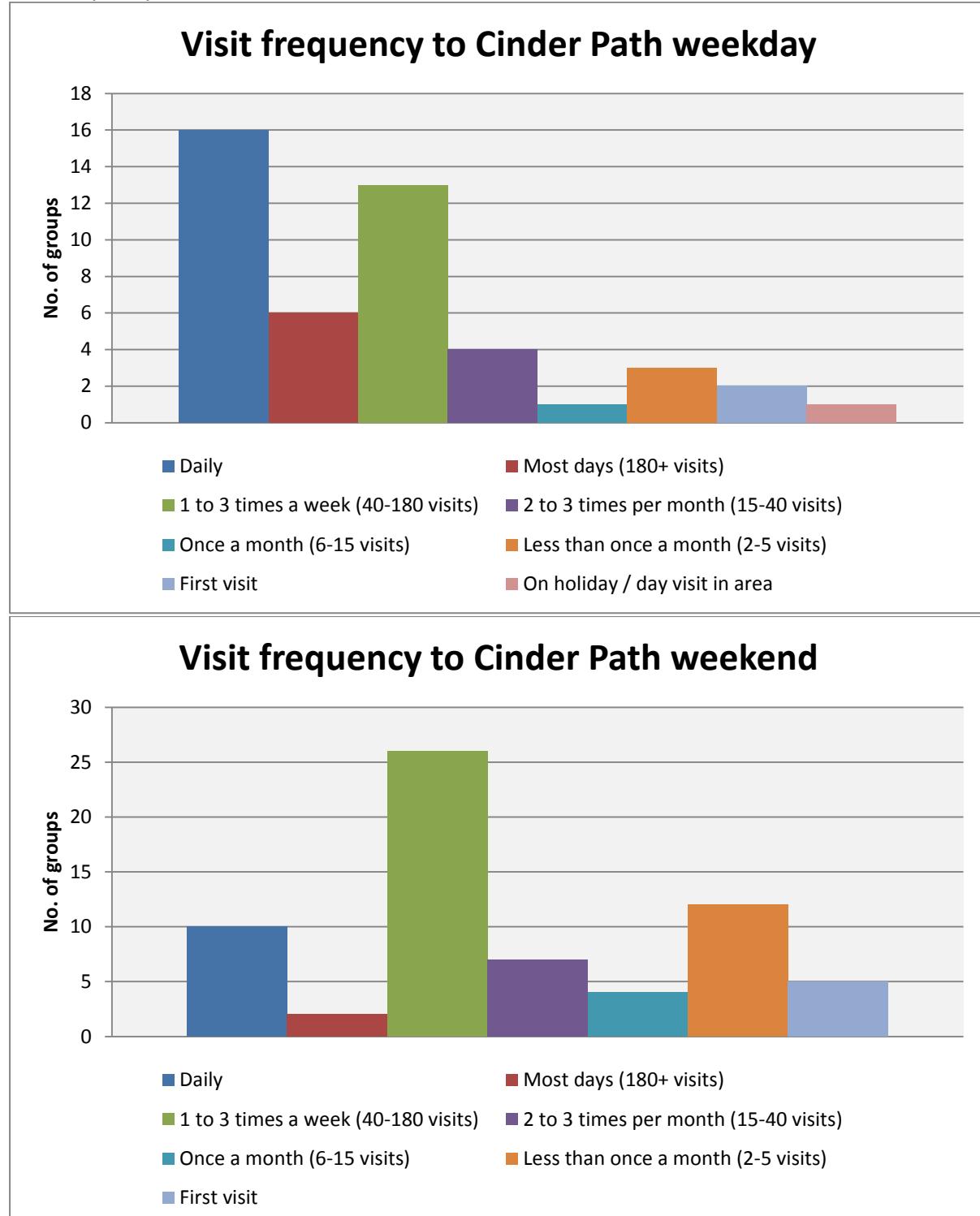
*Number of passers-by*

<b>Location</b>	<b>Weekday</b>	<b>Weekend</b>	<b>Total</b>
Cinder Path	72	179	251
Two Tree Island	72	99	171
<b>Total</b>	<b>144</b>	<b>278</b>	<b>422</b>

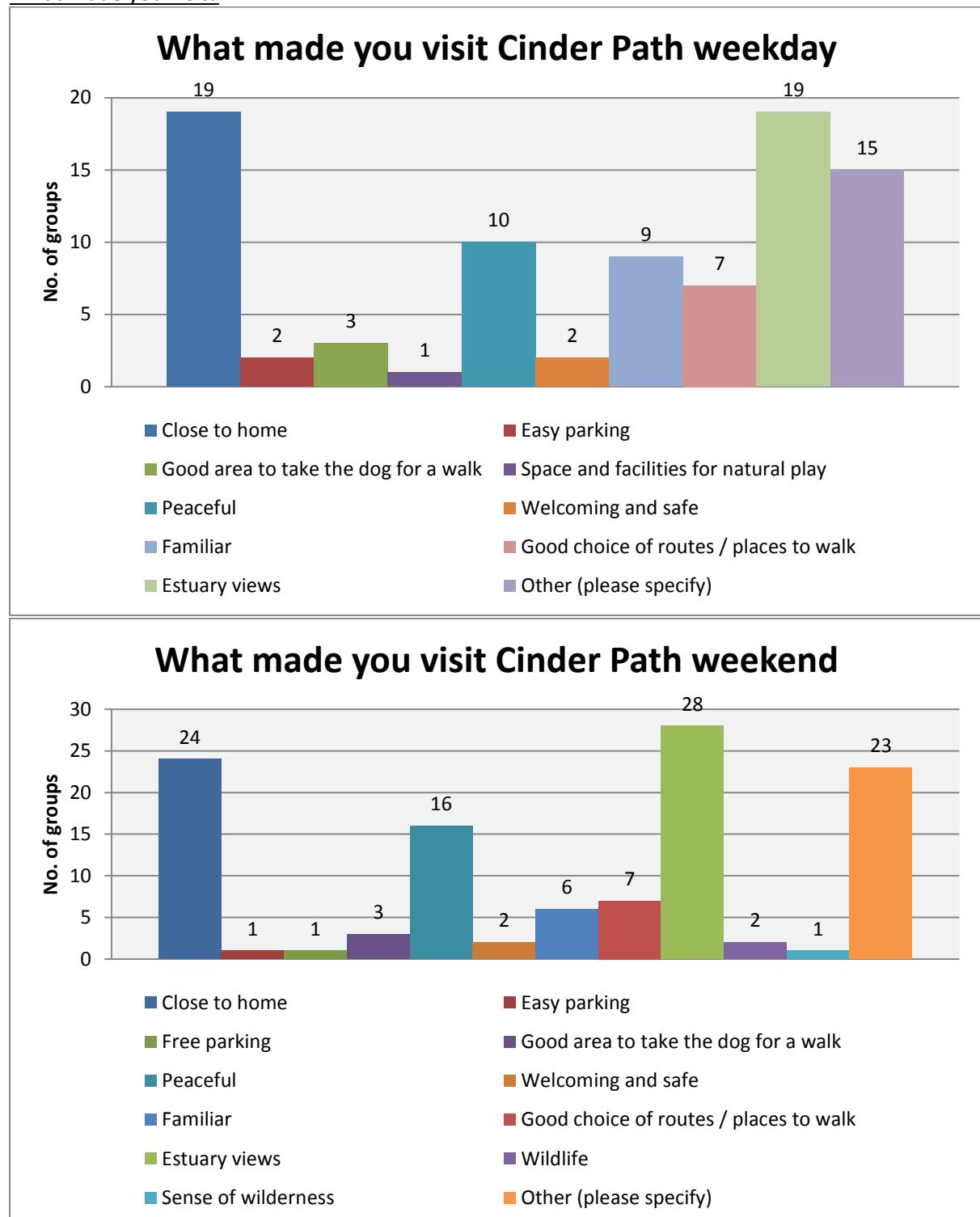
Cinder Path  
Main activity

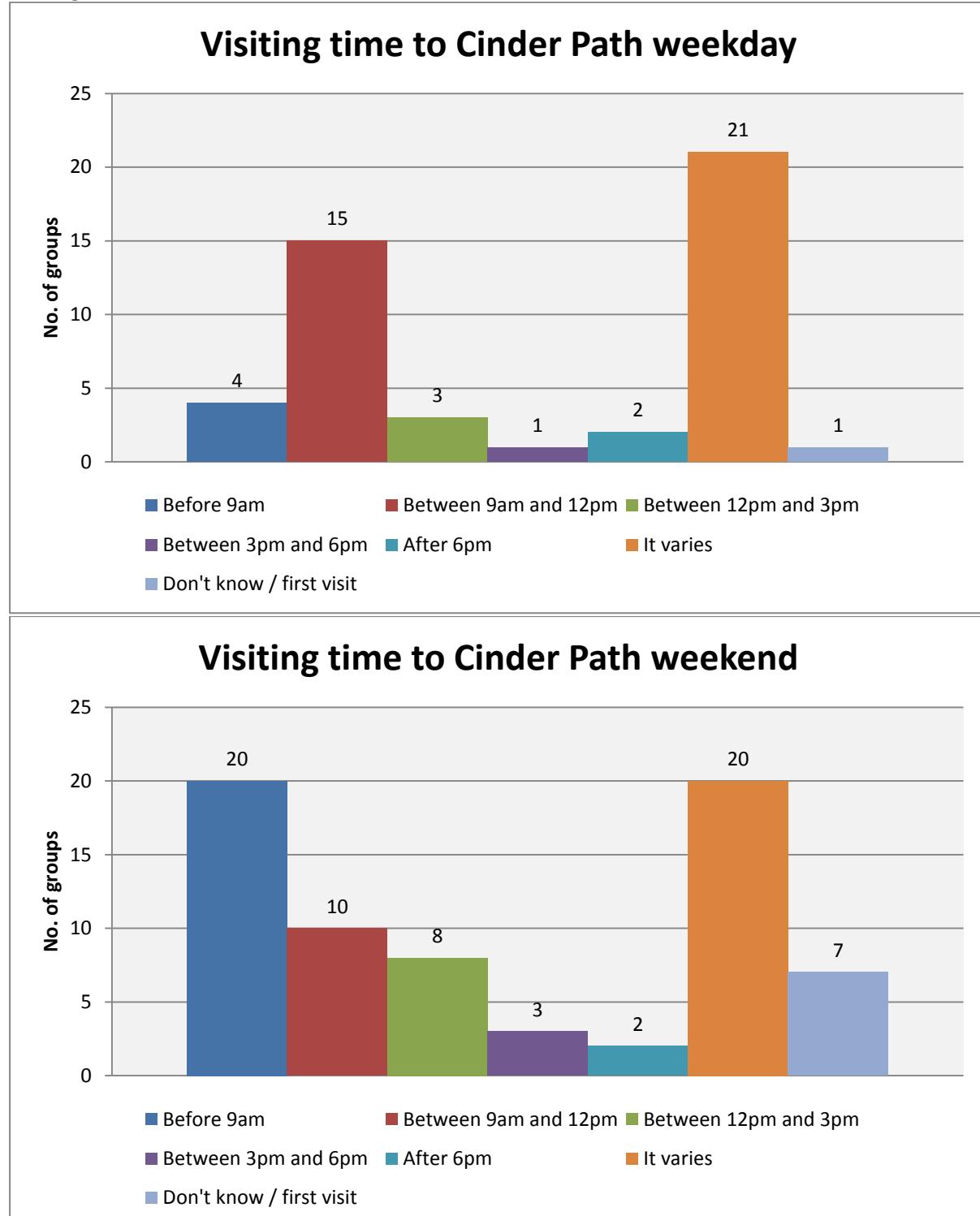


Visit frequency

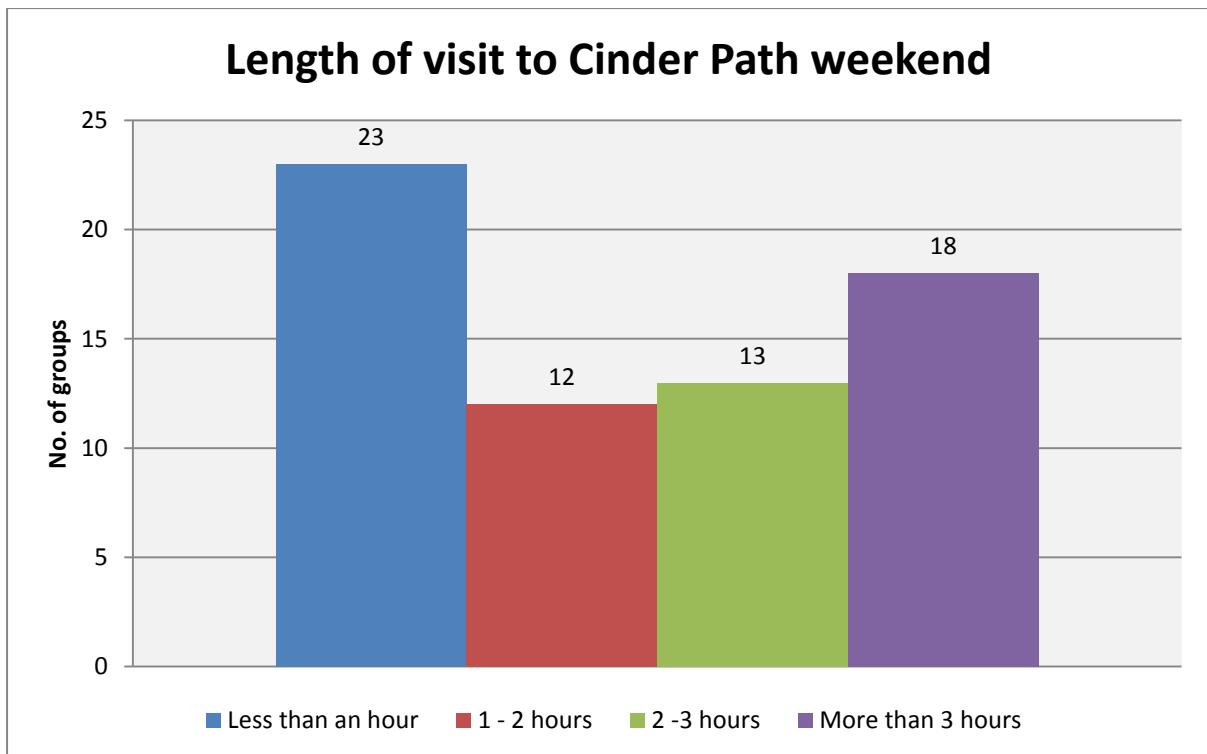
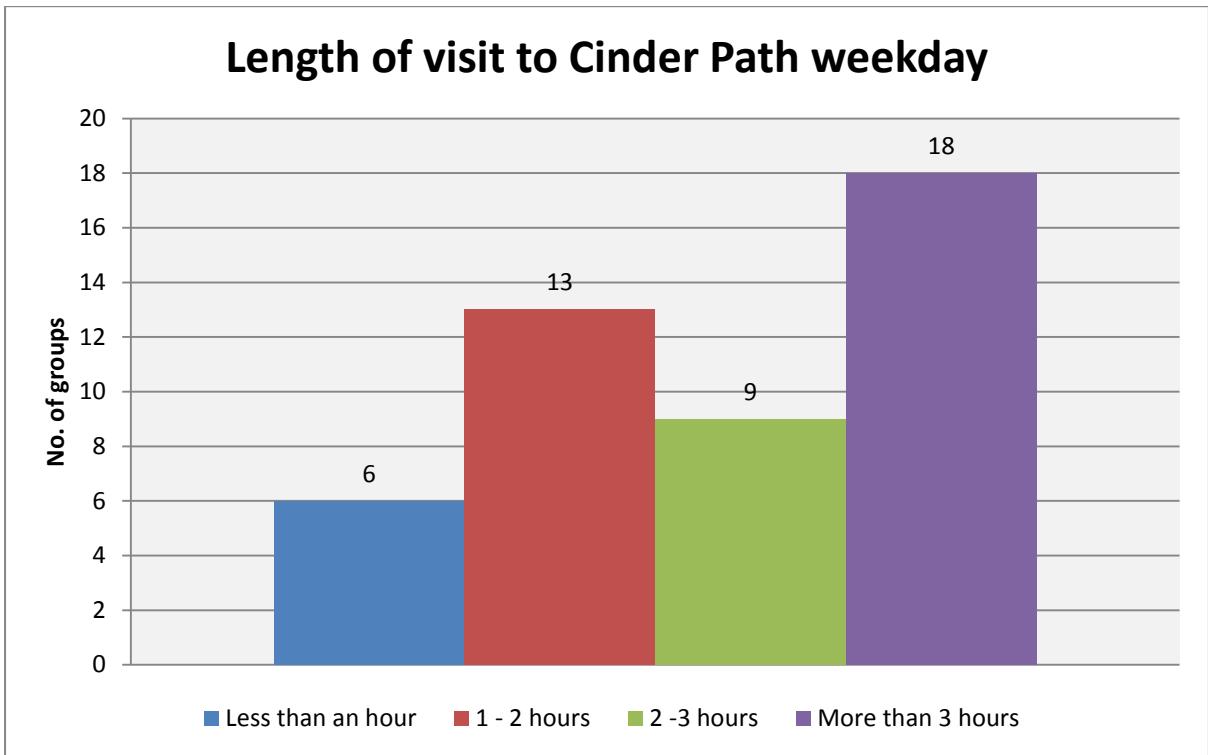


What made you visit?



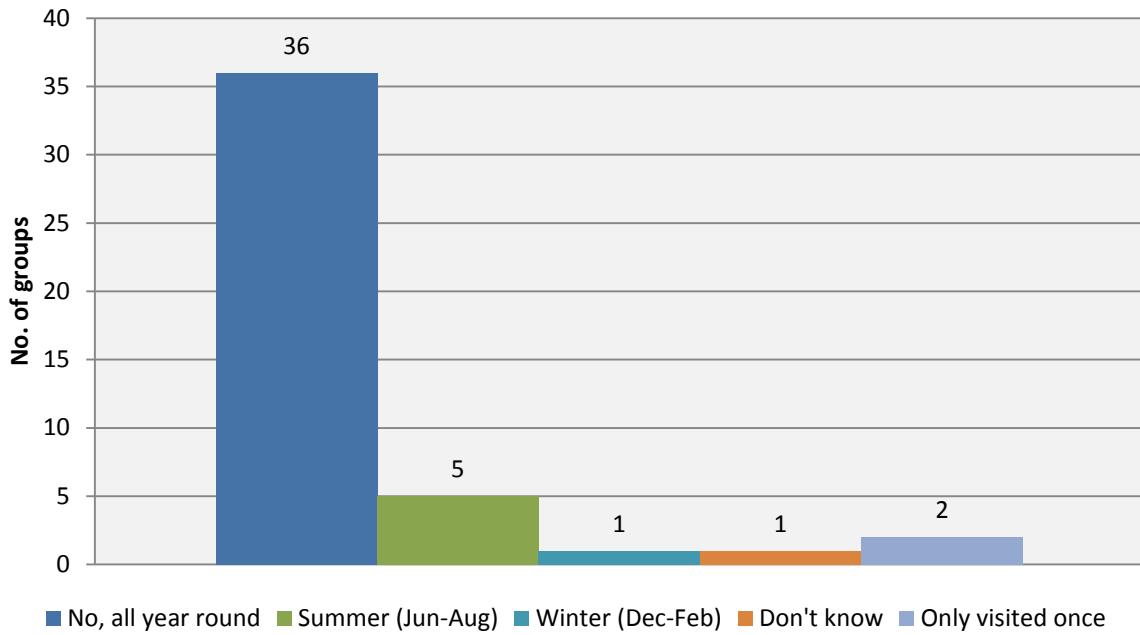
Visiting time

### Length of visit

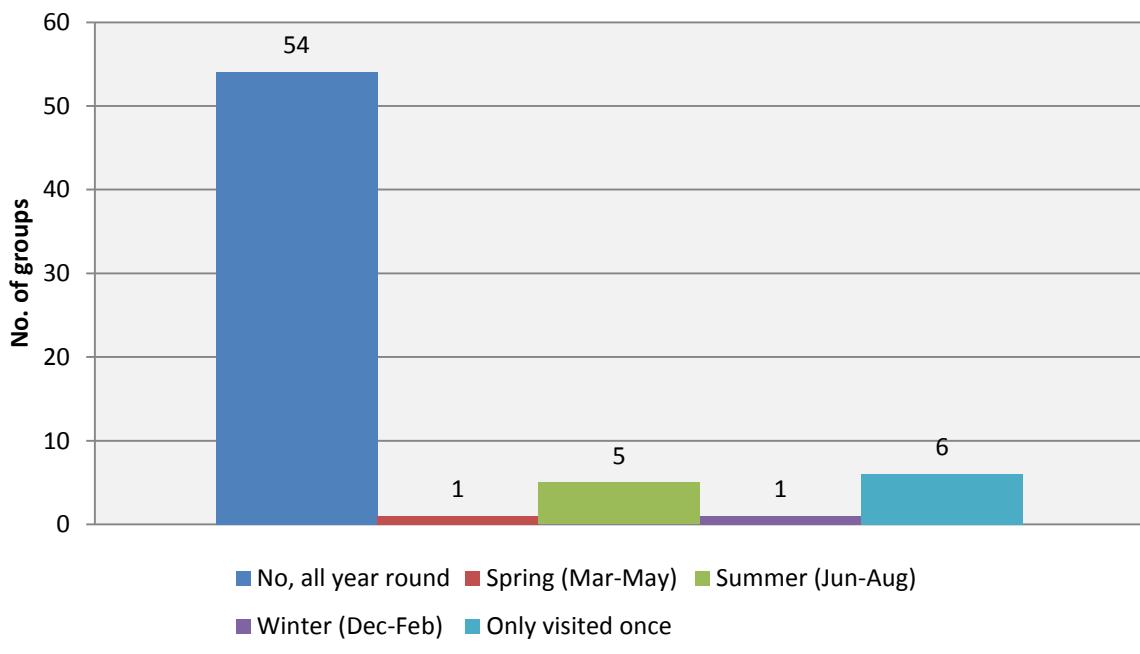


Seasonal visiting

### Seasonal visiting to Cinder Path weekday

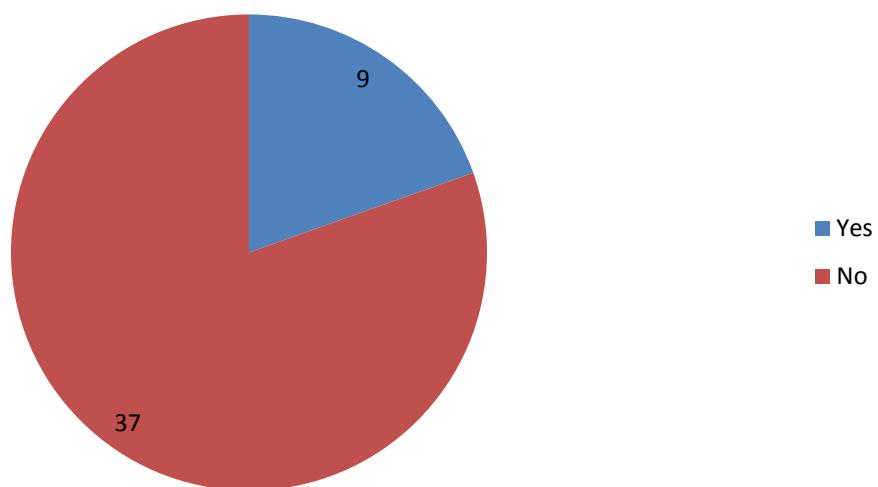


### Seasonal visiting to Cinder Path weekend

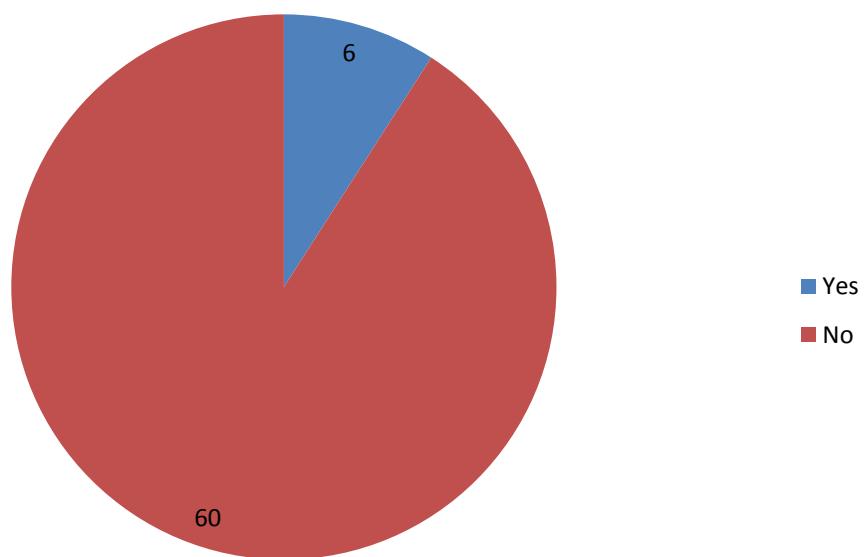


Plan visit in relation to the tide?

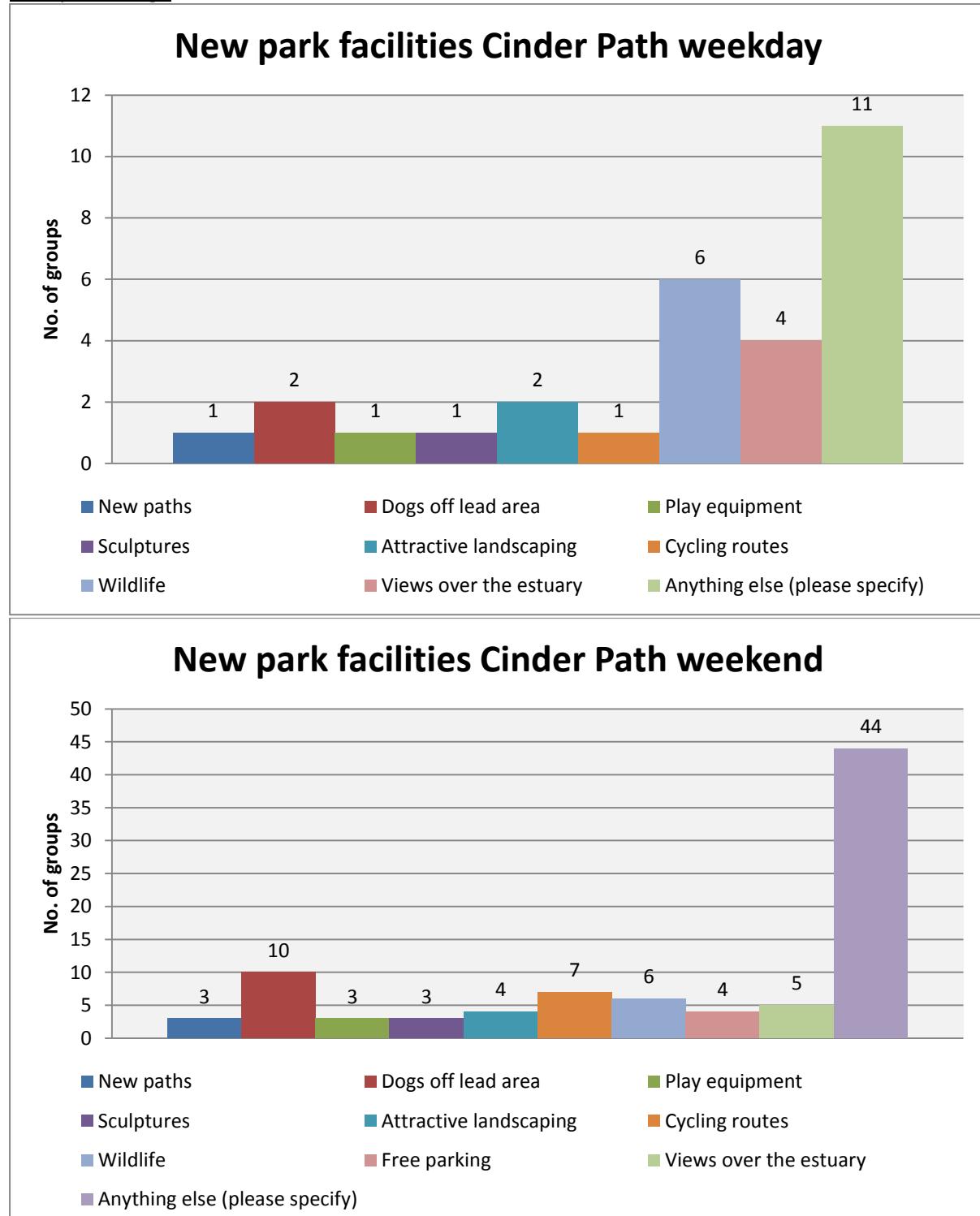
### **Plan weekday visit to Cinder Path in relation to tide?**



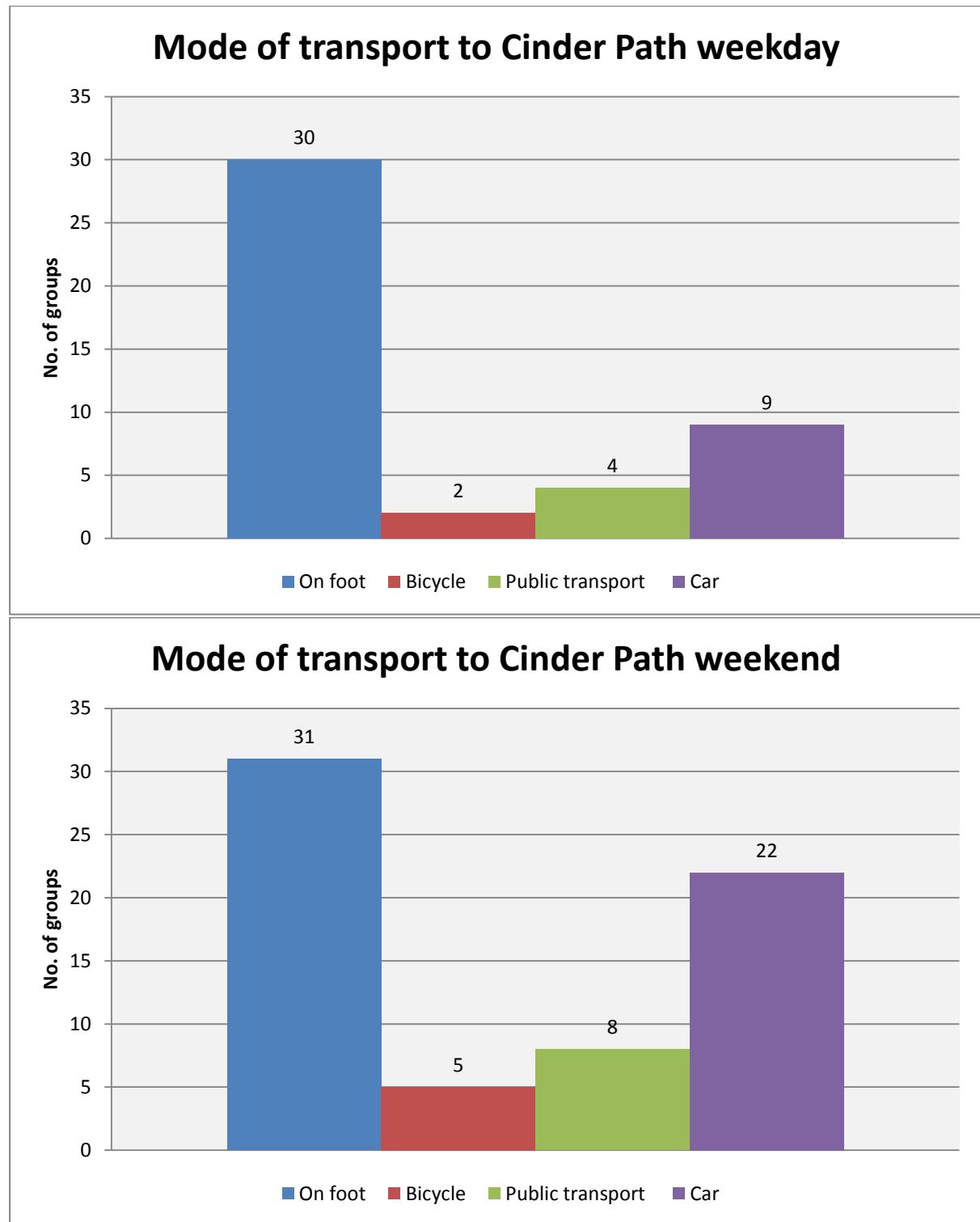
### **Plan weekend visit to Cinder Path in relation to tide?**



### New park design

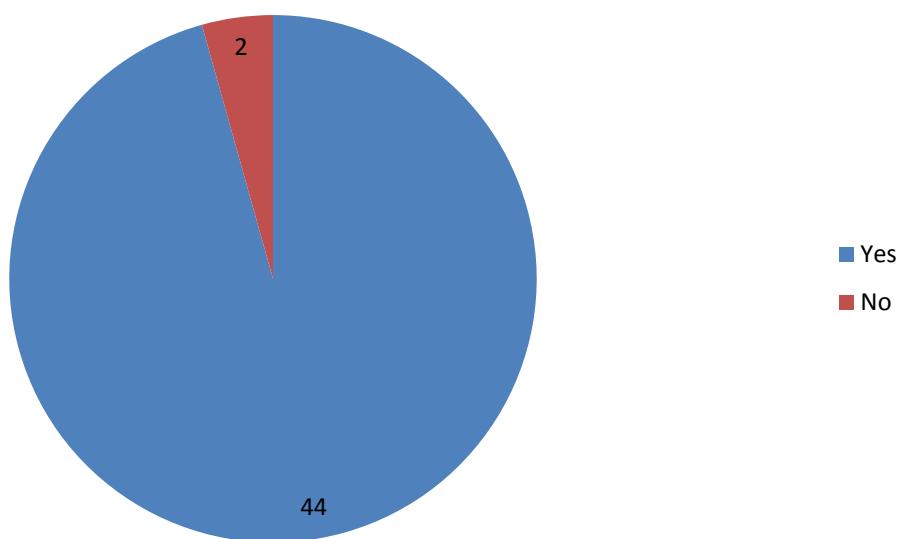


### Mode of transport

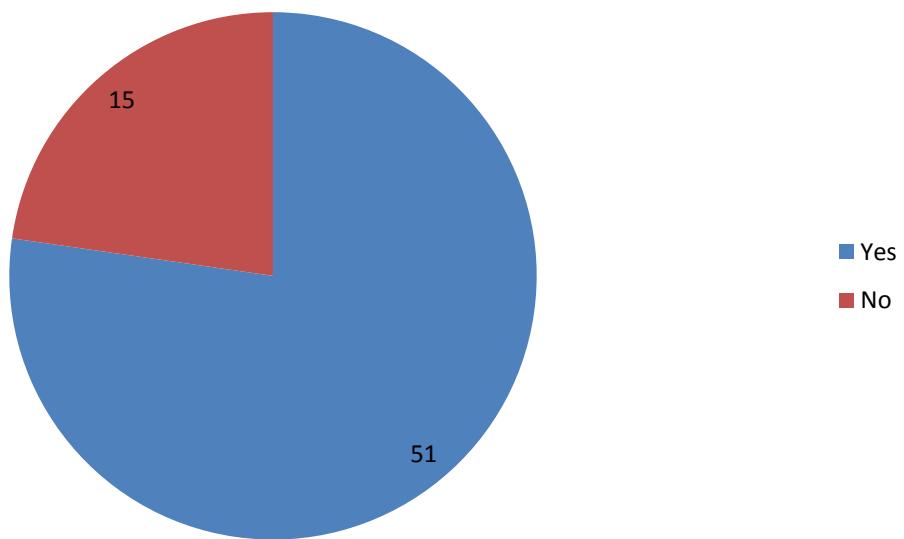


### Aware of habitat importance

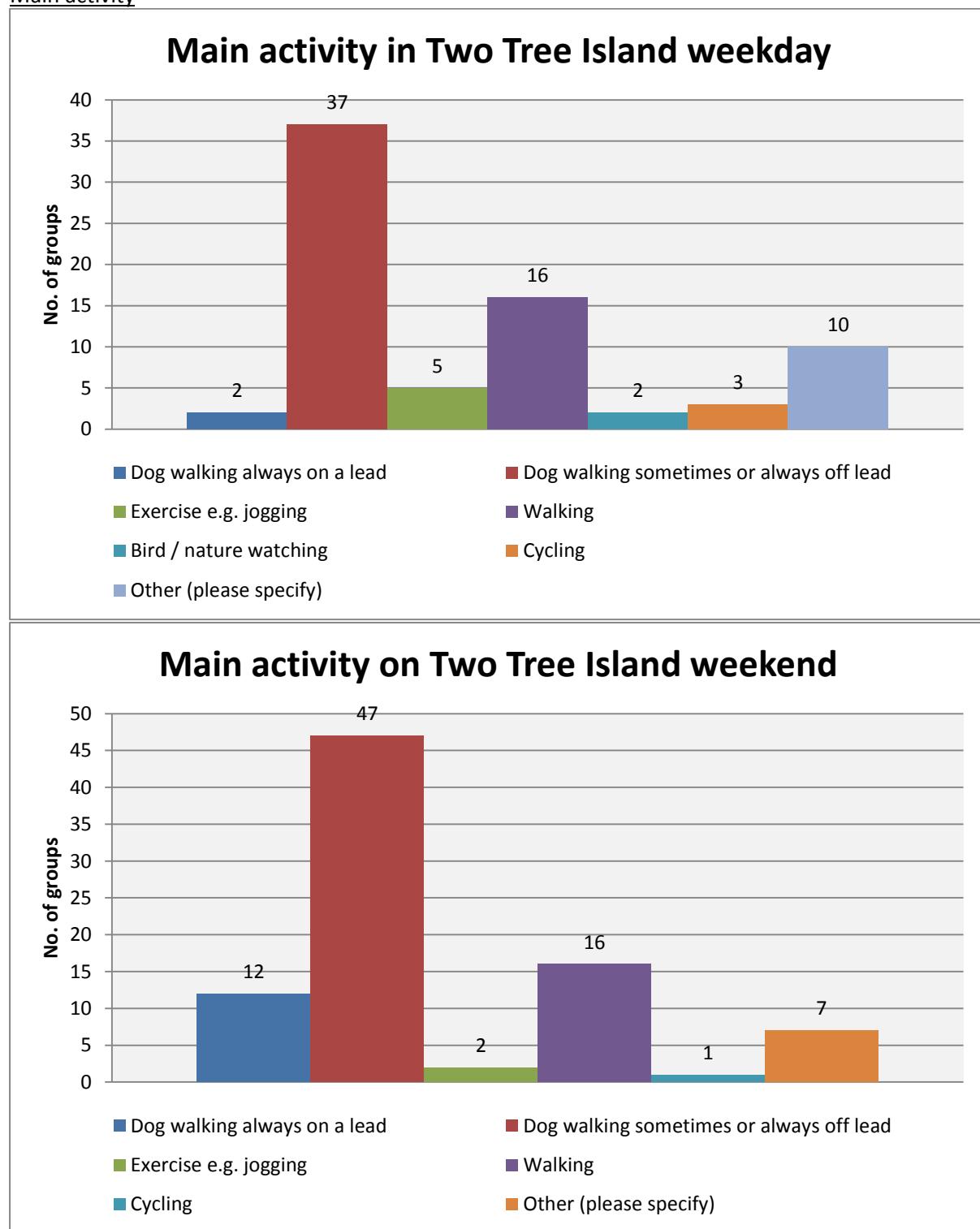
### Aware of habitat importance? weekday



### Aware of habitat importance? weekend

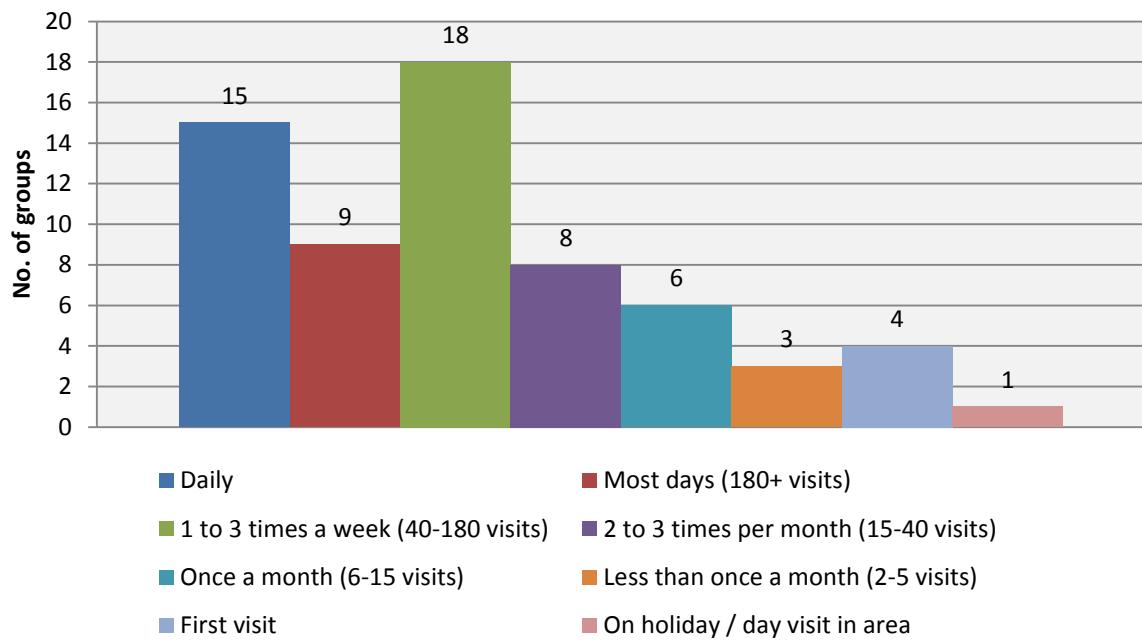


Two Tree Island  
Main activity

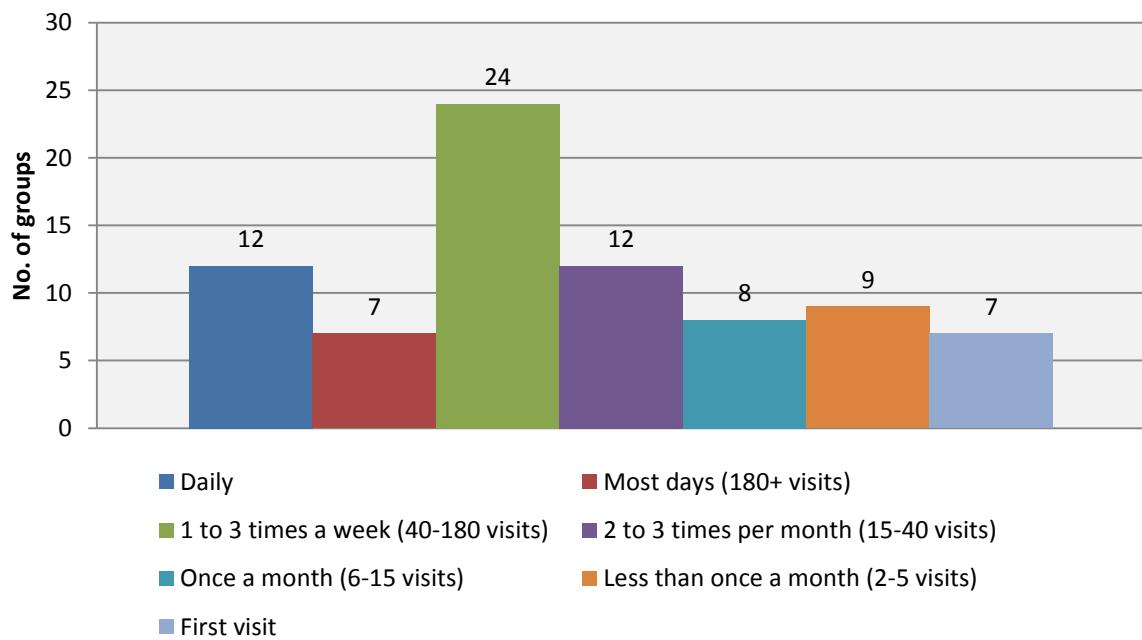


Visit frequency

## Visit frequency to Two Tree Island weekday

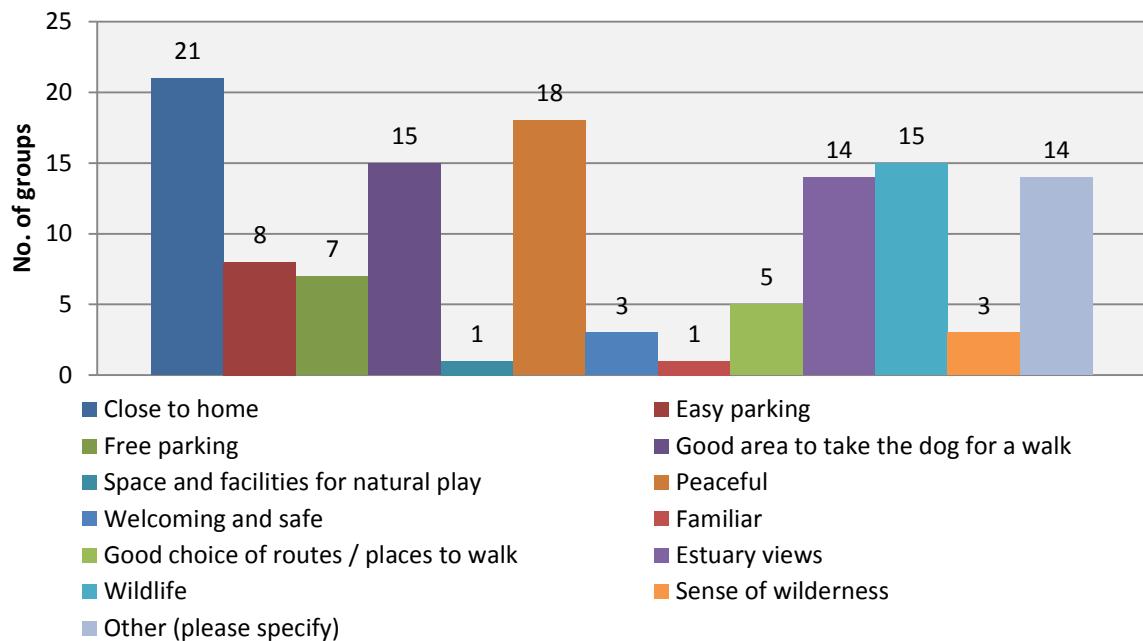


## Visit frequency to Two Tree Island weekend

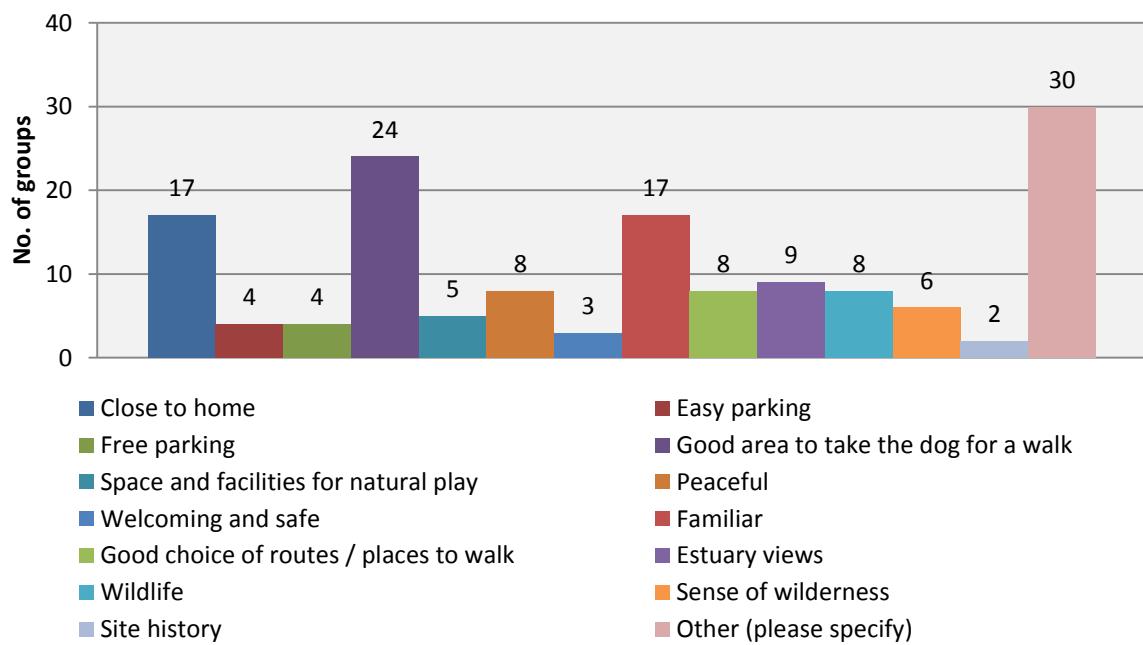


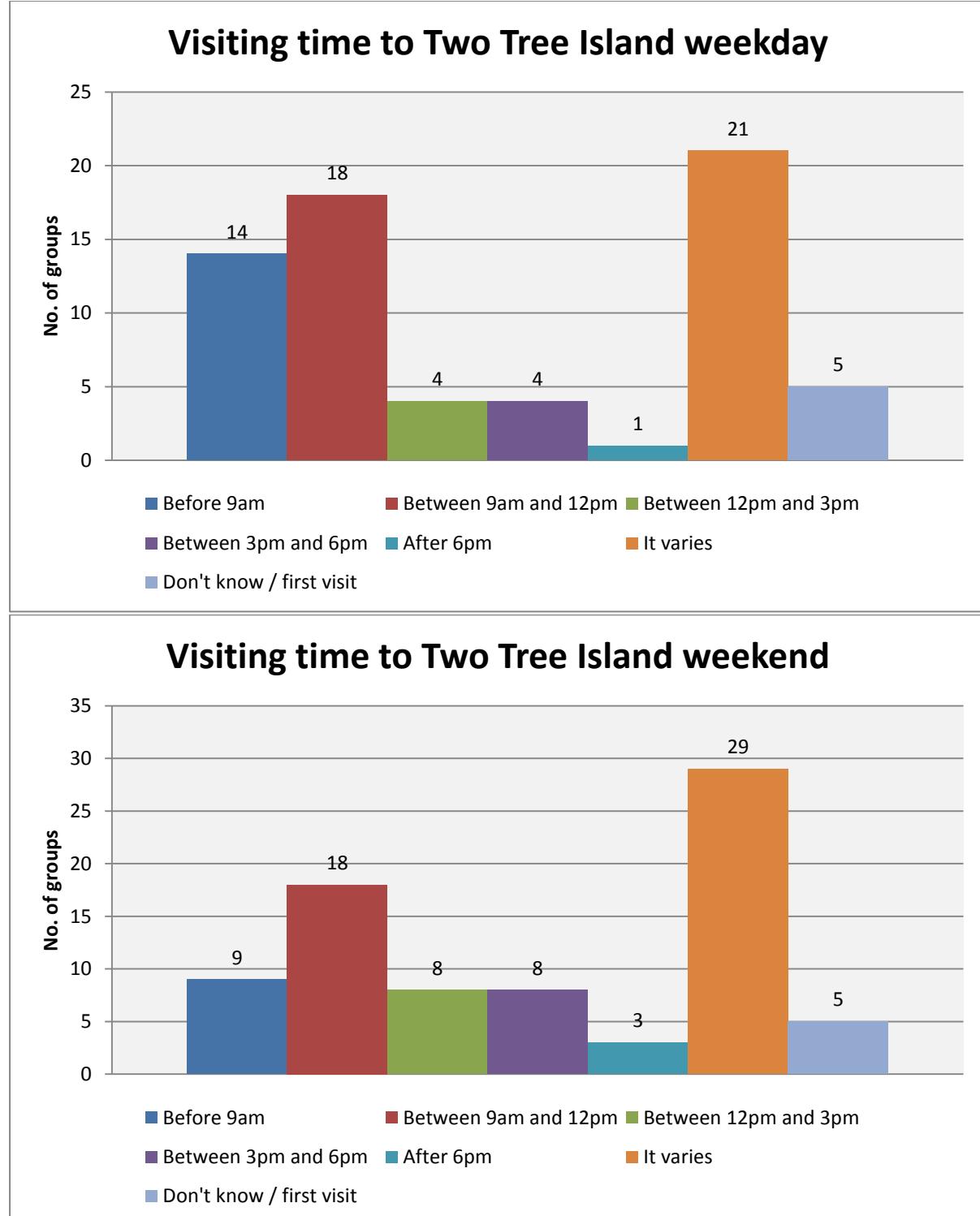
What made you visit?

## What made you visit Two Tree Island weekday

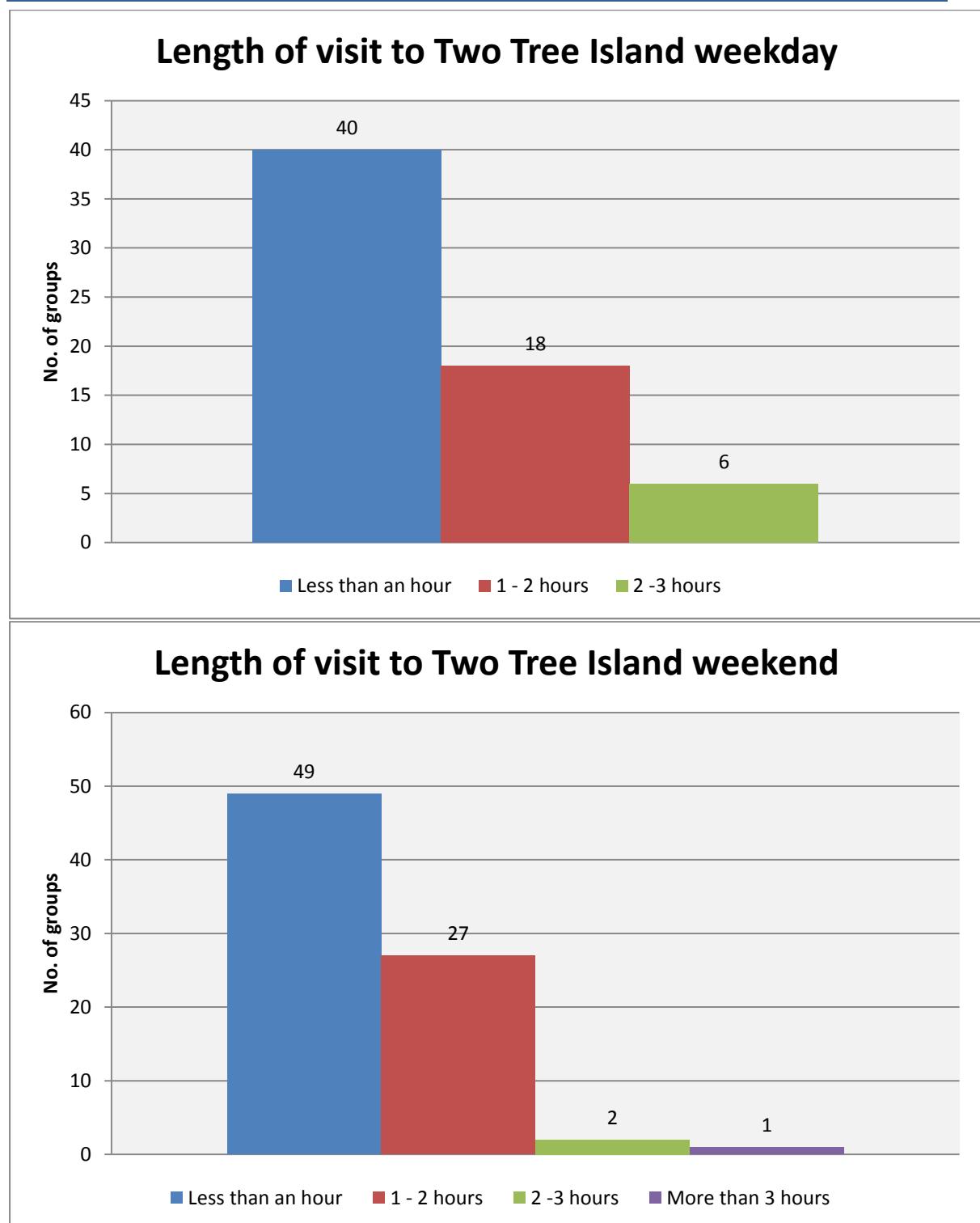


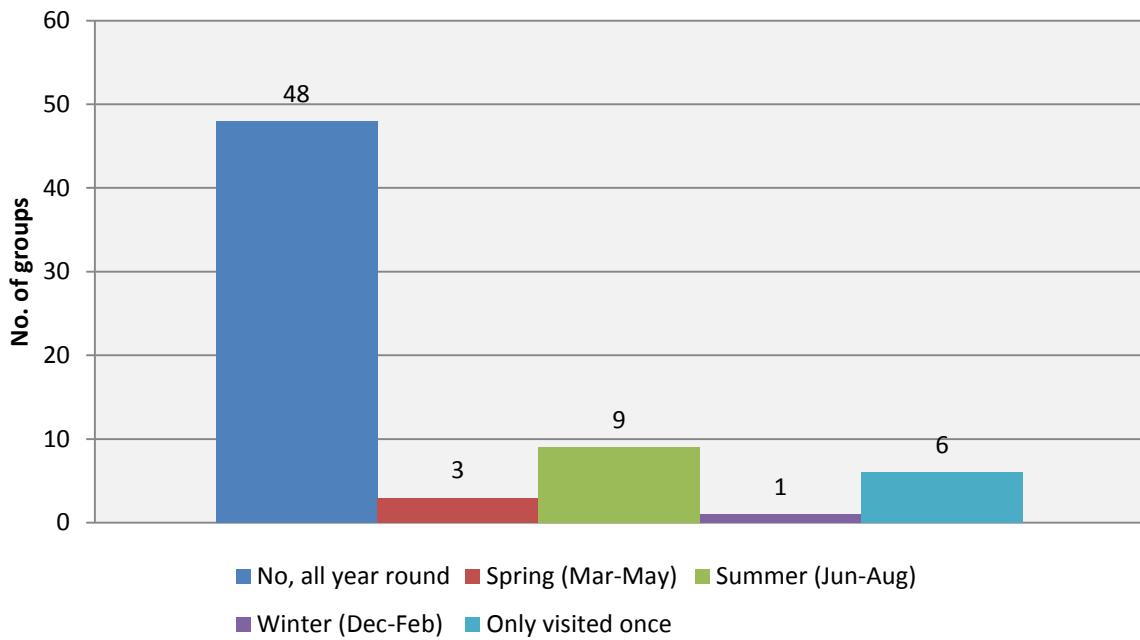
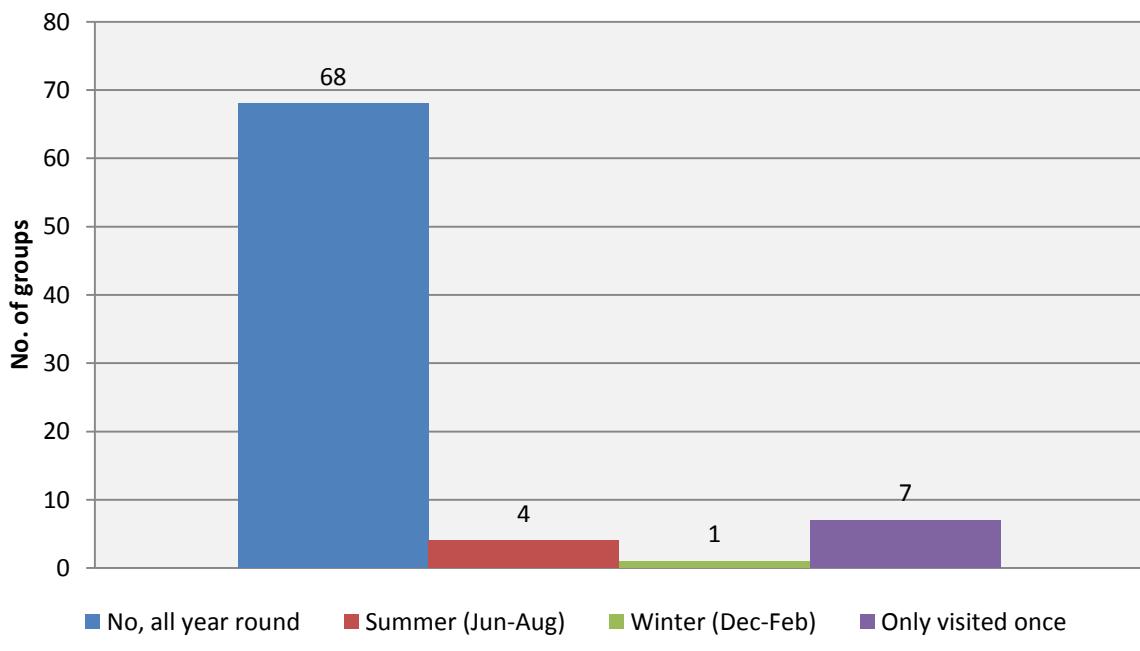
## What made you visit Two Tree Island weekend



Visiting time

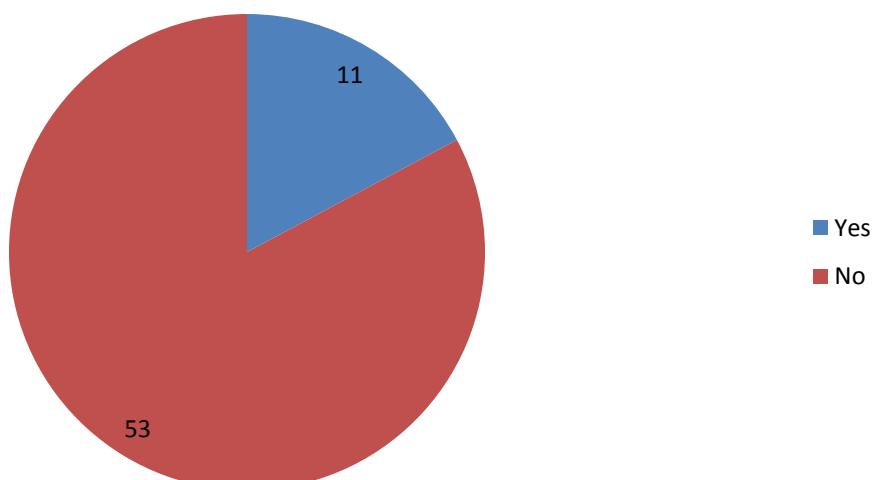
Length of visit



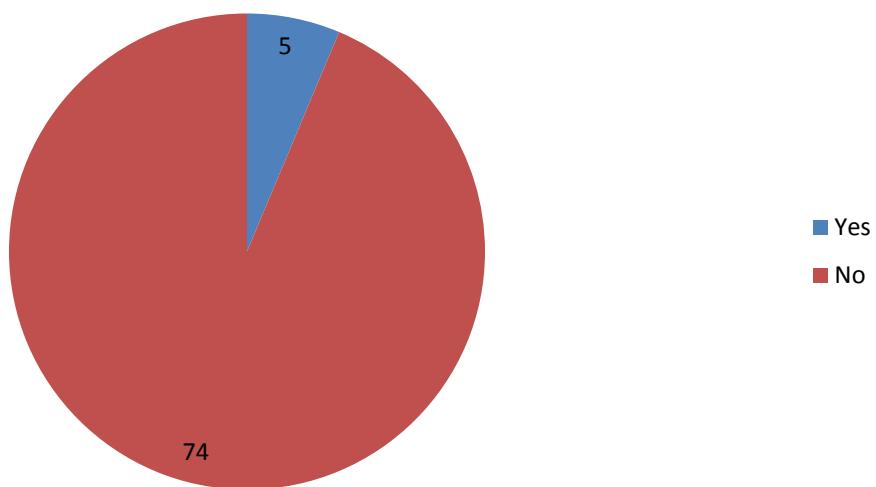
Seasonal visiting**Seasonal visiting to Two Tree Island weekday****Seasonal visiting to Two Tree Island weekend**

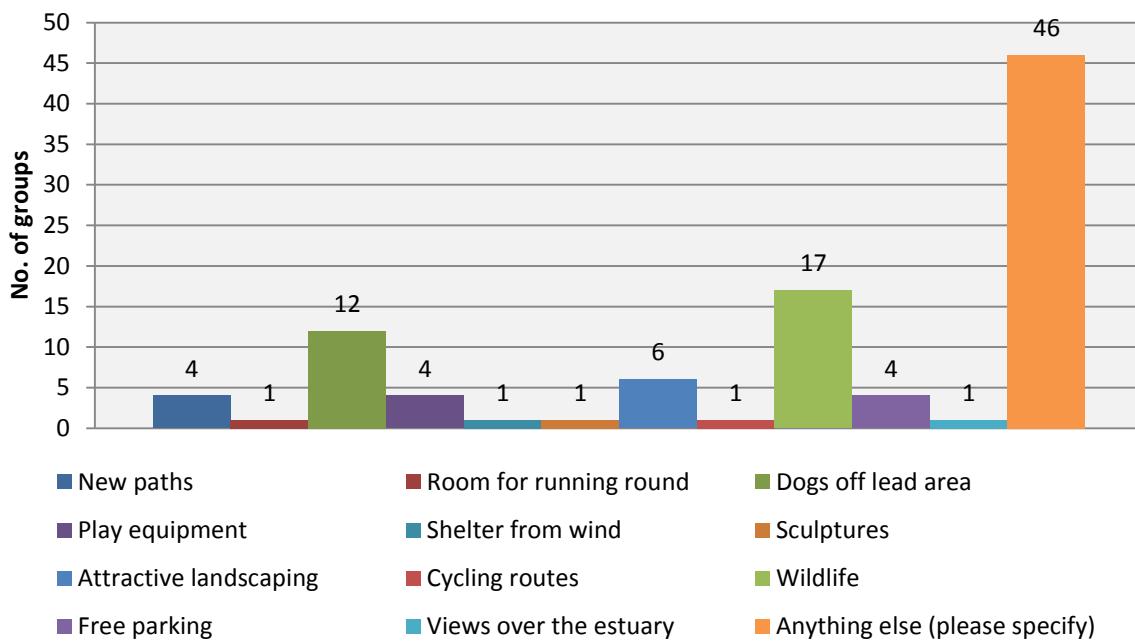
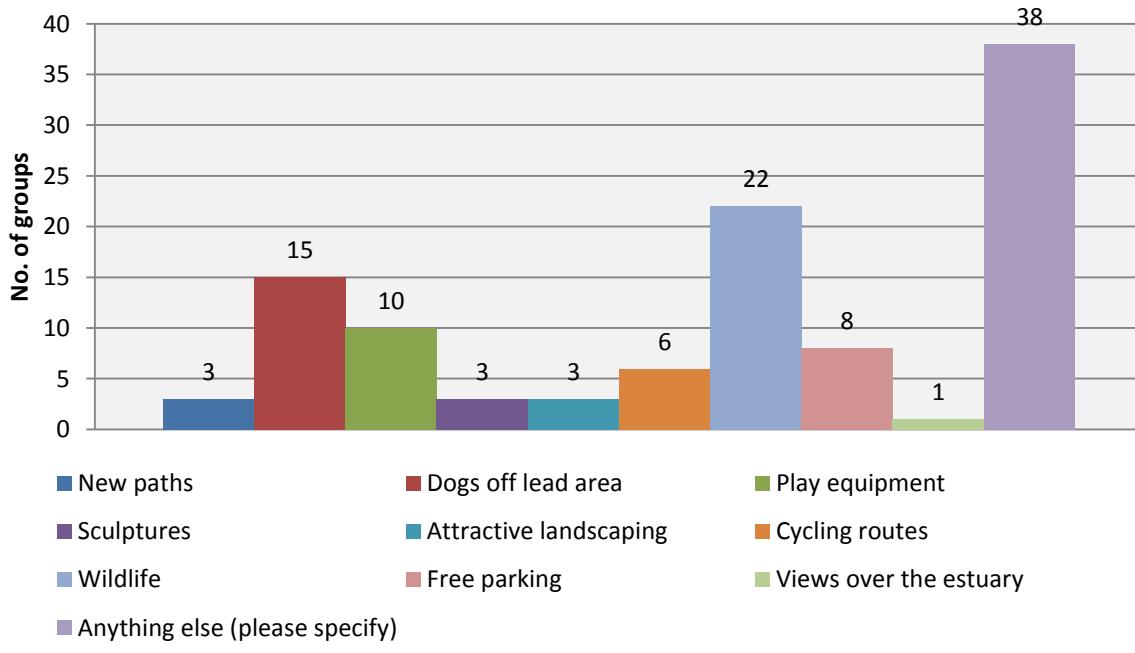
Plan visit in relation to the tide?

### **Plan weekday visit to Two Tree Island in relation to the tide?**

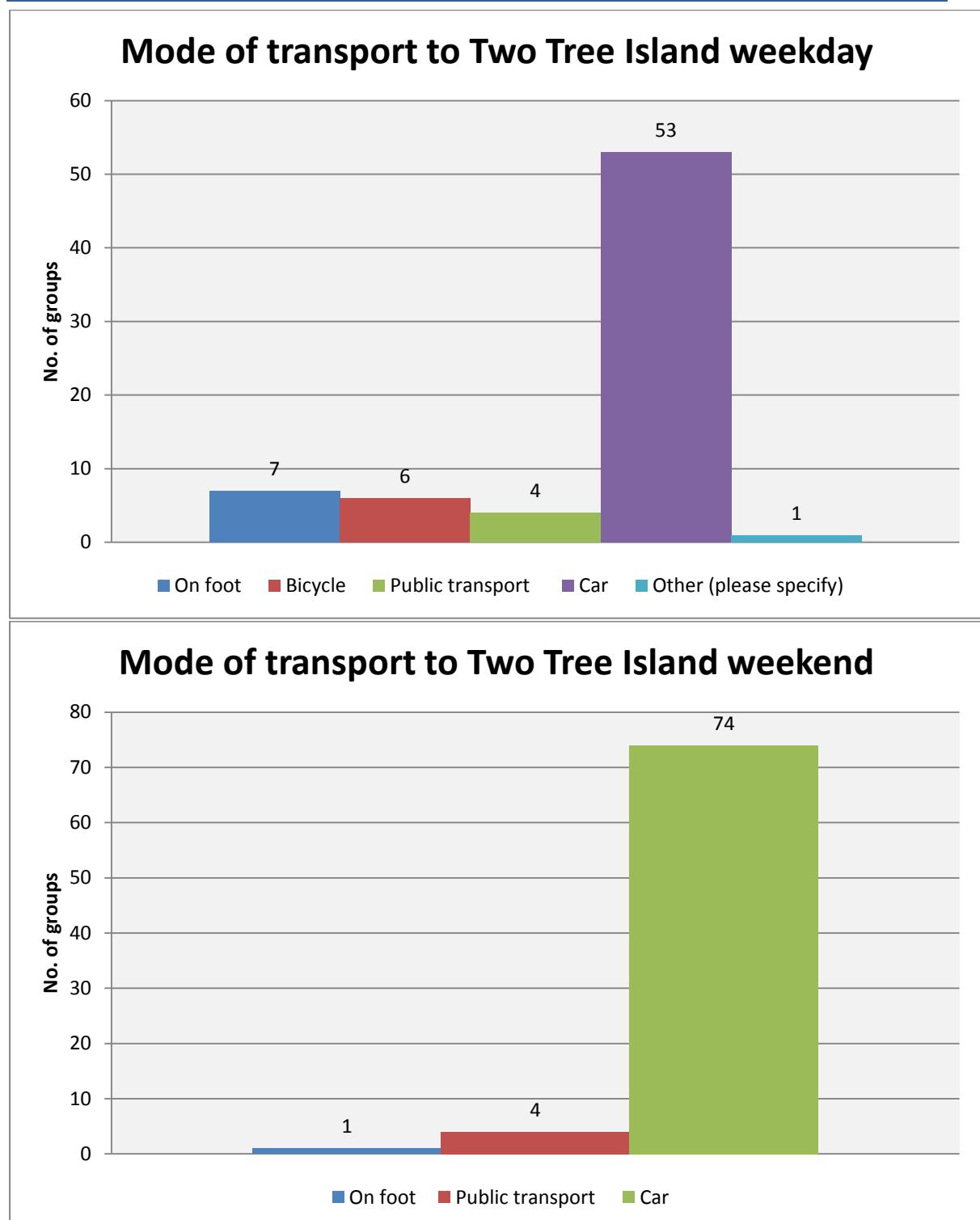


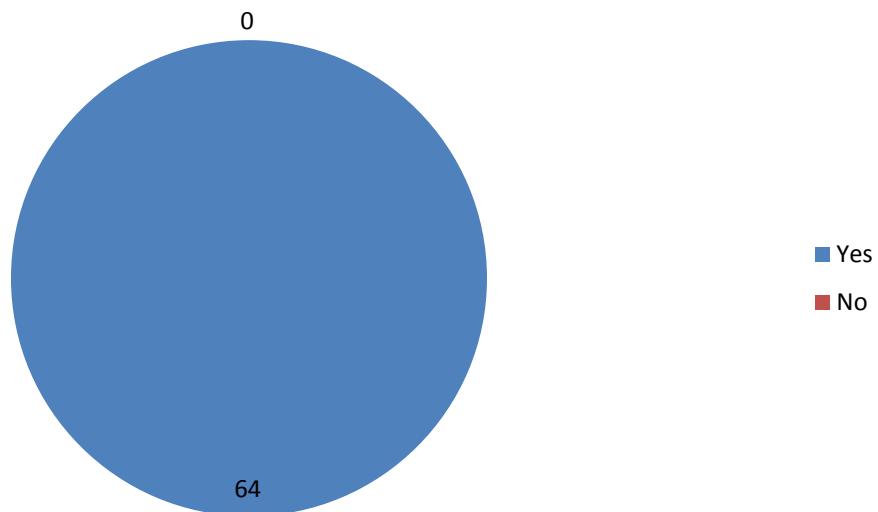
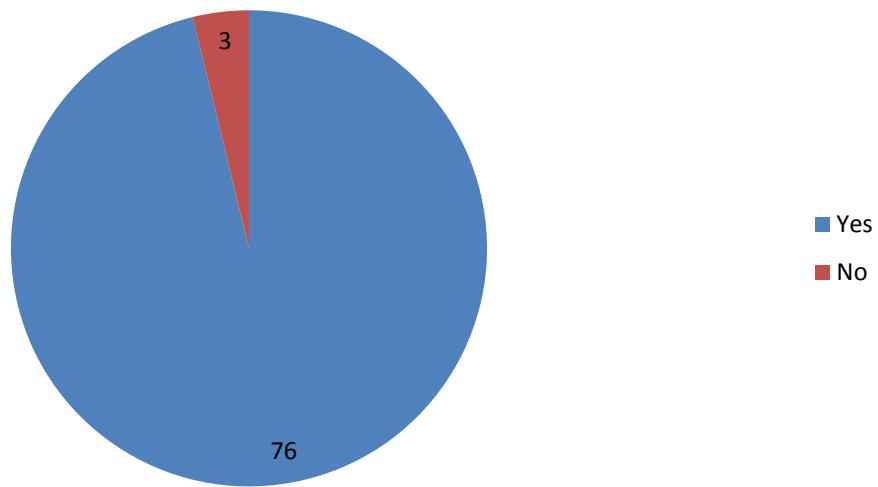
### **Plan weekend visit to Two Tree Island in relation to the tide?**



New park design**New park facilities Two Tree Island weekday****New park facilities Two Tree Island weekend**

### Mode of transport



Aware of habitat importance**Aware of habitat importance? Two Tree Island  
weekday****Aware of habitat importance? Two Tree Island  
weekend**

## **Appendix 6: Summer Survey Results**

---

**Table A6.1: Number of survey responses per survey site**

SPA	Site	Weekday	Weekend	Total
Blackwater Estuary	Bradwell Marina	7	19	26
	Tollesbury Wick	16	38	54
	Total	23	57	80

**Table A6.2: Passers-by and water activity per survey site**

SPA	Site	Weekday		Weekend		Total	
		Passers-by	Water activity	Passers-by	Water activity	Passers-by	Water activity
Blackwater Estuary	Bradwell Marina	17 *	15	13	71	30	86
	Tollesbury Wick	0	7	20	25	20	32
	Total	17	22	33	96	50	118

\* includes 12 cyclists

**Table A6.3: Dates of summer surveys**

Survey site	Weekday	Weekend
Bradwell Marina	24.05.2018	20.05.2018
Tollesbury Wick	31.05.2018	06.06.2018

### Type of disturbance and bird responses

#### Response types

- No Response: no change in behaviour recorded at all
- Alert: birds become alert, changing behaviour (i.e. stopping feeding or standing alert if roosting)
- Walk/Swim: moving away from the source of disturbance without taking flight
- Minor Flight: short flights of less than 50m
- Major Flight: birds flushed and flying more than 50m



- Mobbing: applies to situations where birds believed to be nesting were repeatedly alarm calling and/or mobbing or undertaking distraction displays, suggesting that the disturbance was around the nest and/or chicks.

The tables below are the questionnaire results from the sites listed. The questionnaires were recorded both on a weekday and weekend.

**Table A6.4: Bradwell Marina weekday**

Activity	Amount witnessed	Amount of birds disturbed	Response type					
			No response	Alert	Walk/Swim	Minor flight	Major flight	Mobbing
Passers by	17 (includes 12 cyclists)	0						
Cycling	12	0						
Motorboat	5	0						
Sailing boat	10	0						
Quad bike	1	0						

**Table A6.5: Bradwell Marina weekend**

Activity	Amount witnessed	Amount of birds disturbed	Response type					
			No response	Alert	Walk/Swim	Minor flight	Major flight	Mobbing
Passers by	9	0						
Jogging	1	0						

Activity	Amount witnessed	Amount of birds disturbed	Response type					
			No response	Alert	Walk/Swim	Minor flight	Major flight	Mobbing
Cycling	4	0						
Jet ski	10	1					1	
Speed boat	4	0						
Kayaking	2	0						
Sailing boat	21	2				2		
Motorboat	34	11			4	6	1	

**Table A6.6: Tollesbury Wick weekday**

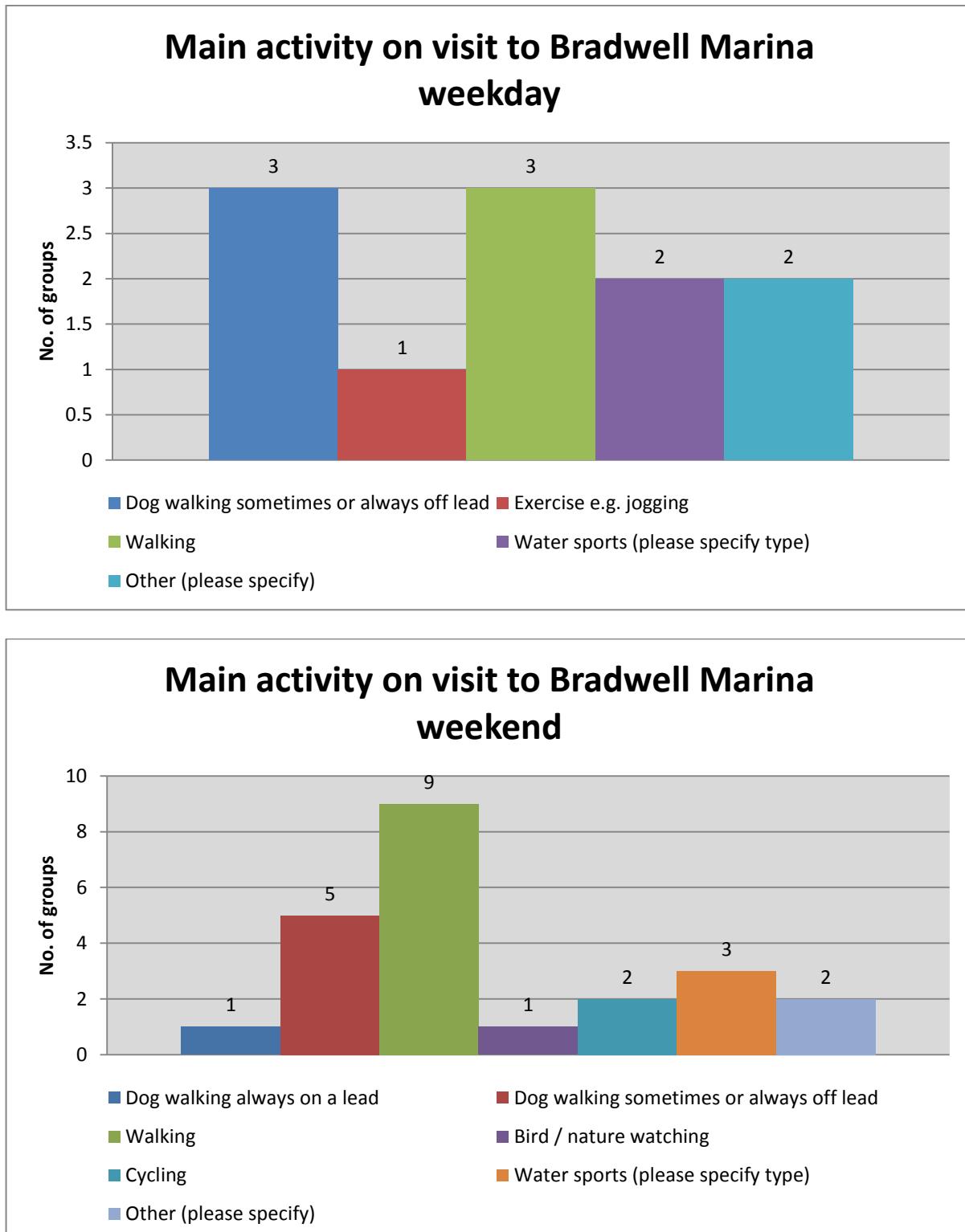
Activity	Amount witnessed	Amount of birds disturbed	Response type					
			No response	Alert	Walk/Swim	Minor flight	Major flight	Mobbing
Sailing boat	7	0						
Passers by	0	0						

**Table A6.7: Tollesbury Wick weekend**

Activity	Amount witnessed	Amount of birds disturbed	Response type					
			No response	Alert	Walk/Swim	Minor flight	Major flight	Mobbing
Yacht	14	0						
Motorboats	8	0						
Kayaks	3	0						
Passers by	20	0						

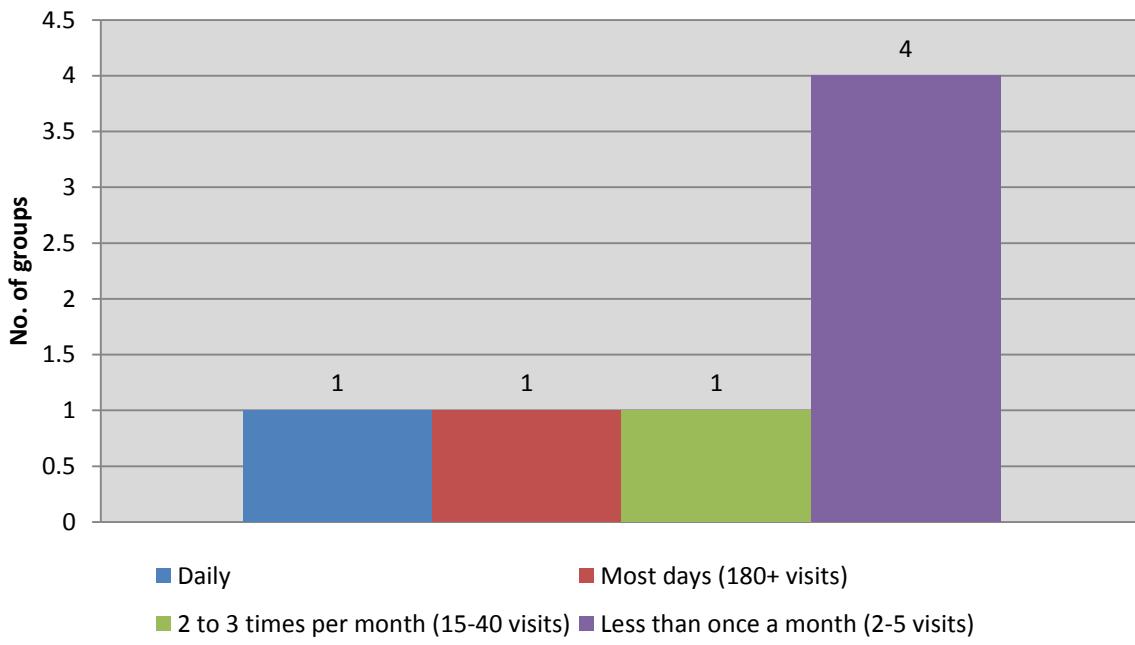
## Bradwell Marina

Figures A6.1- A6.2: Graphs showing results for main activity

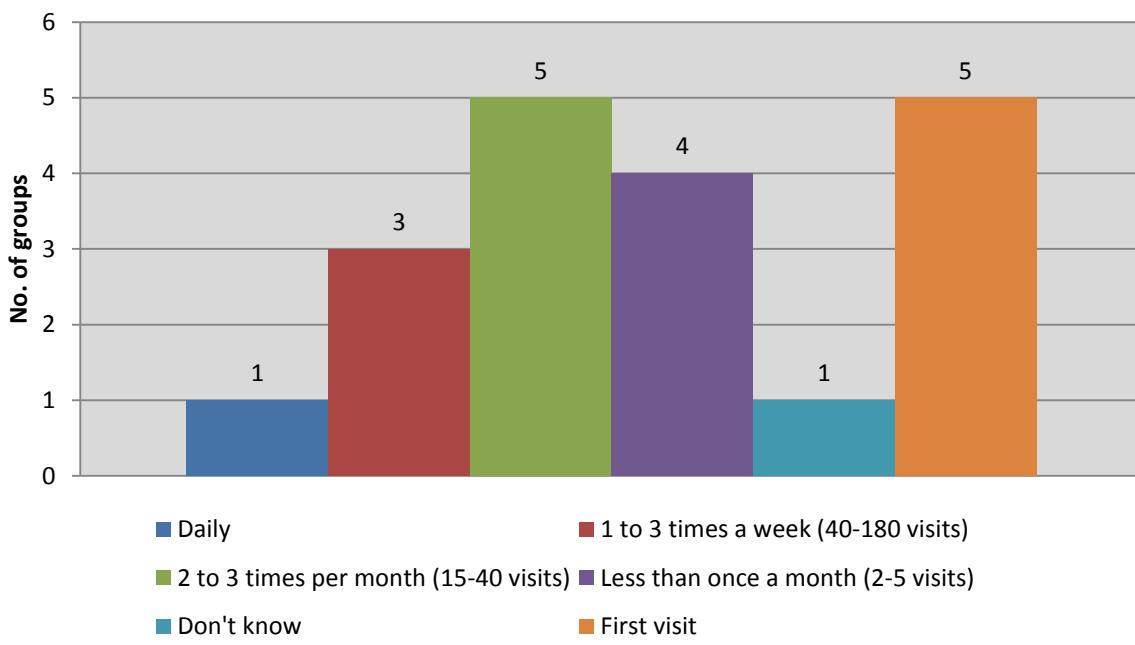


Figures A6.3- A6.4: Graphs showing results for visit frequency

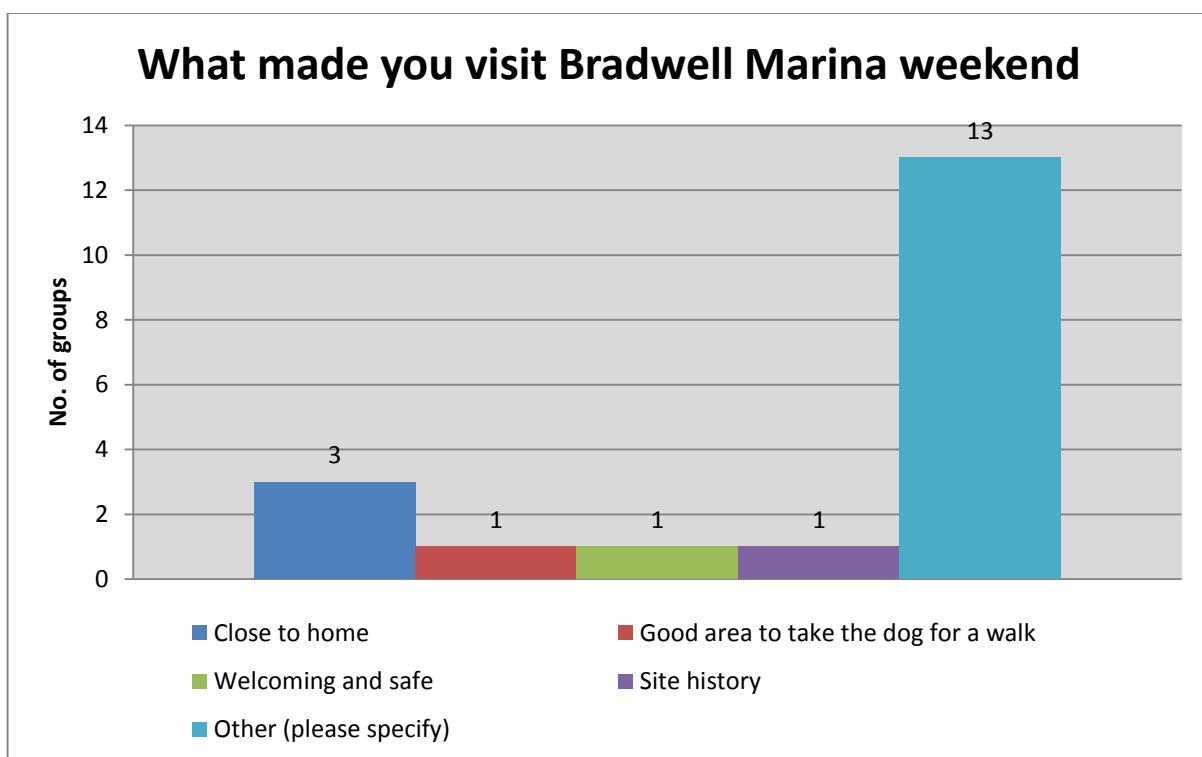
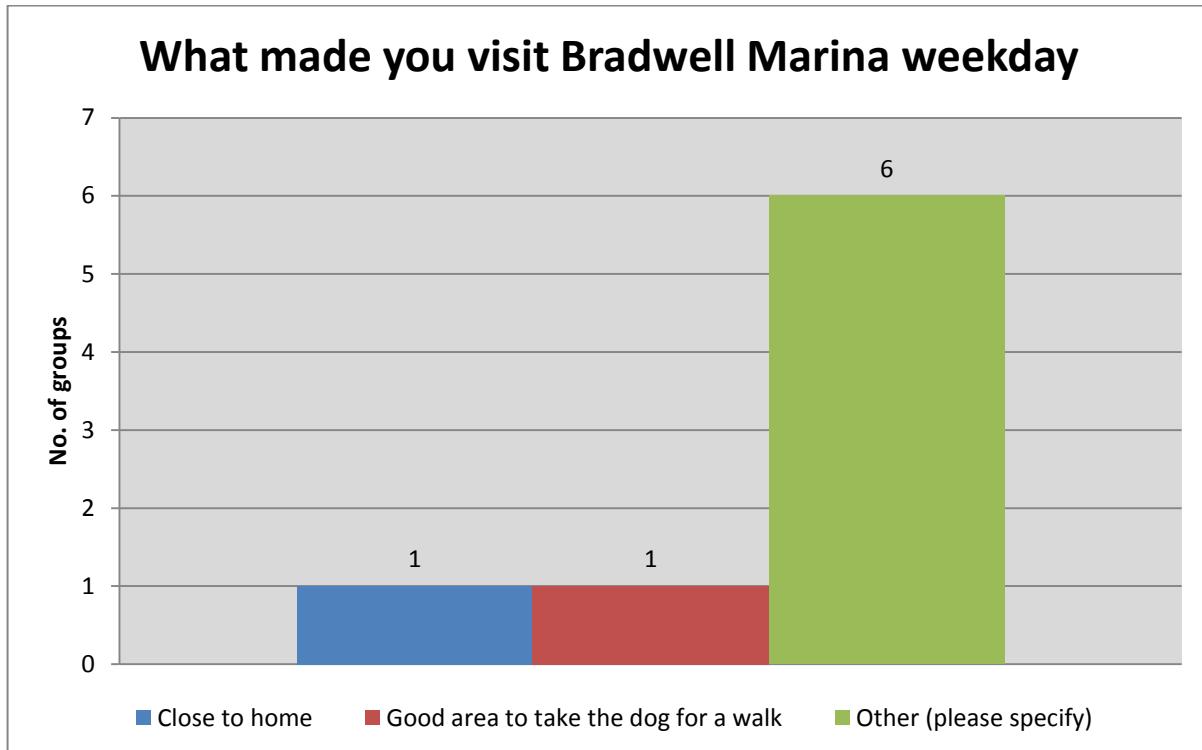
### Visit frequency to Bradwell Marina weekday



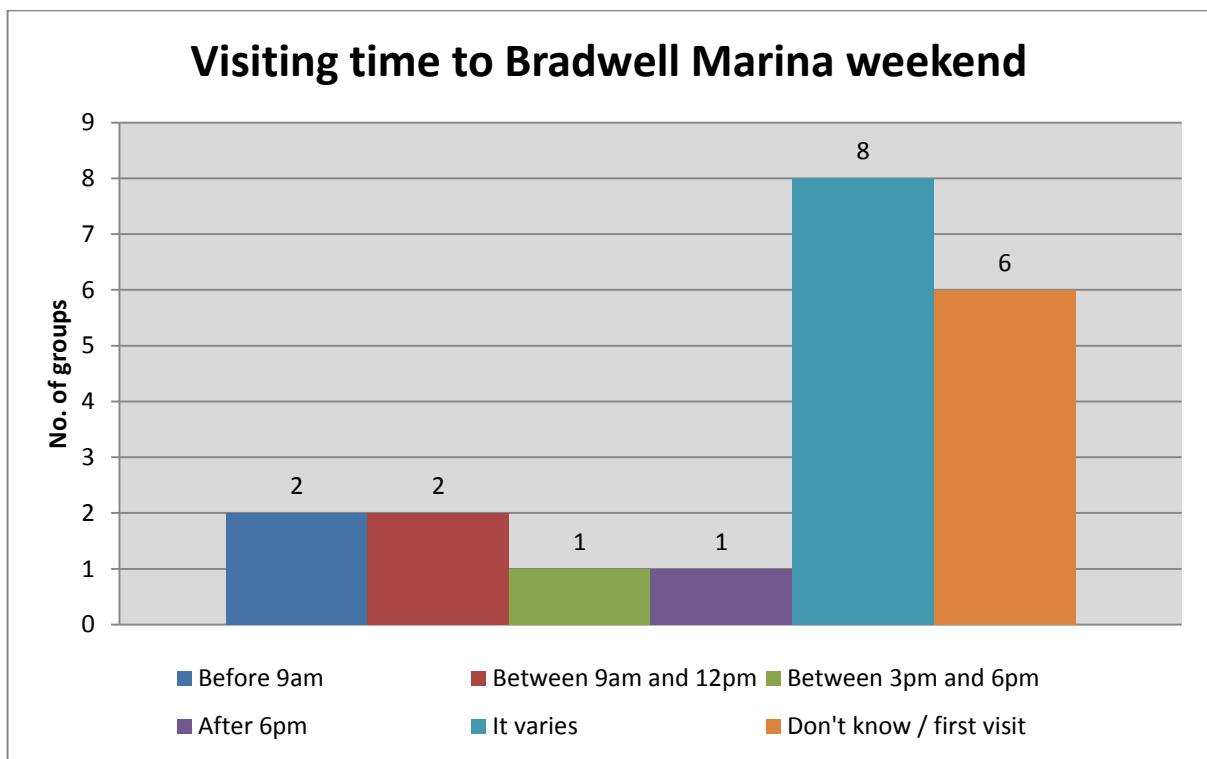
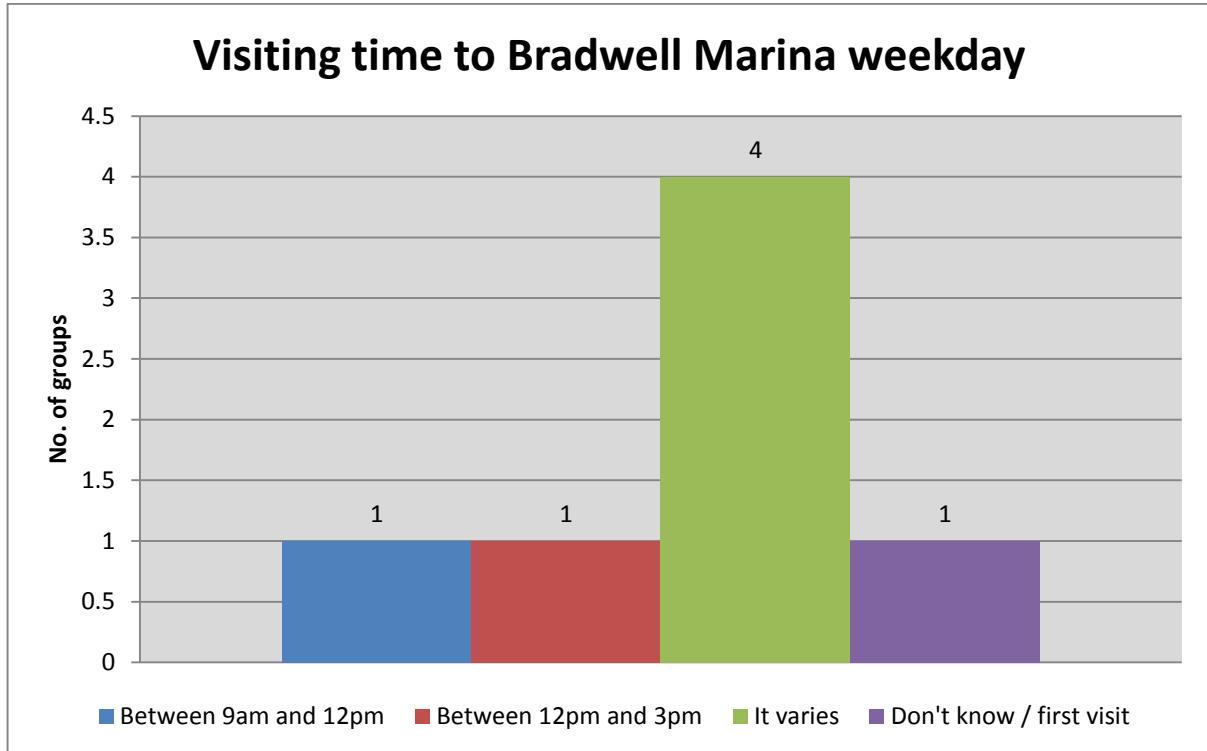
### Visit frequency to Bradwell Marina weekend



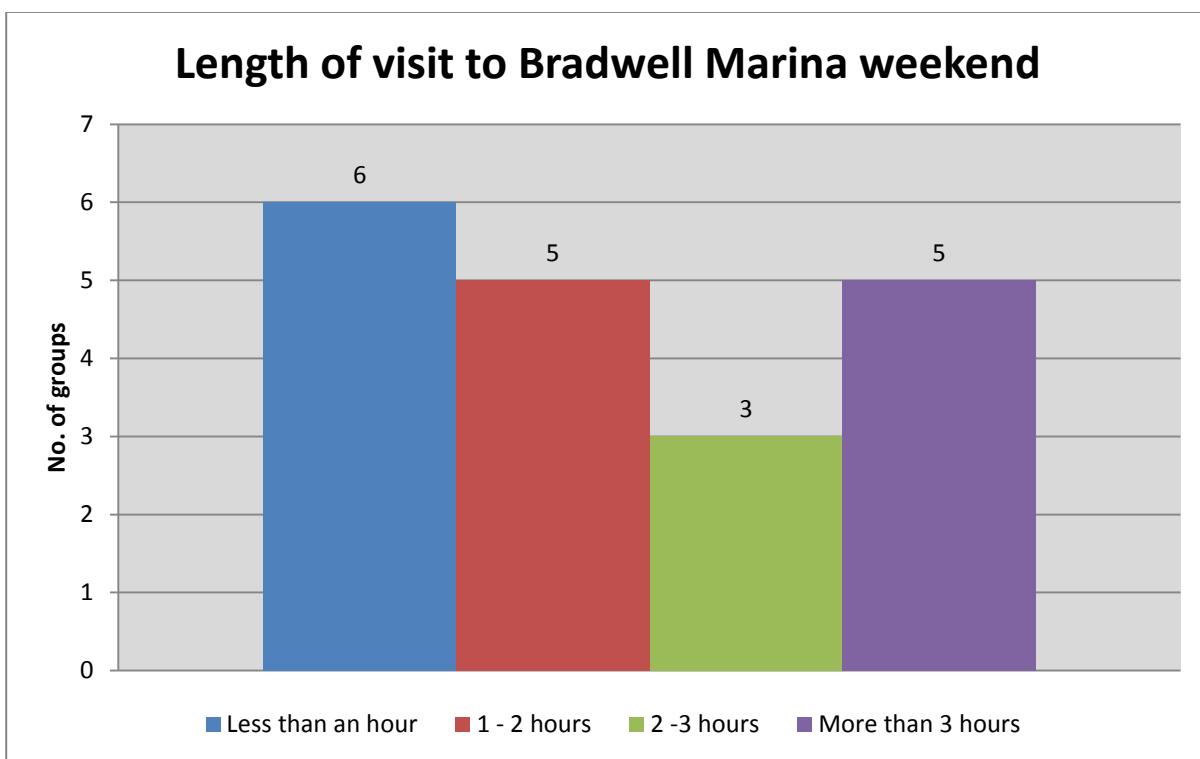
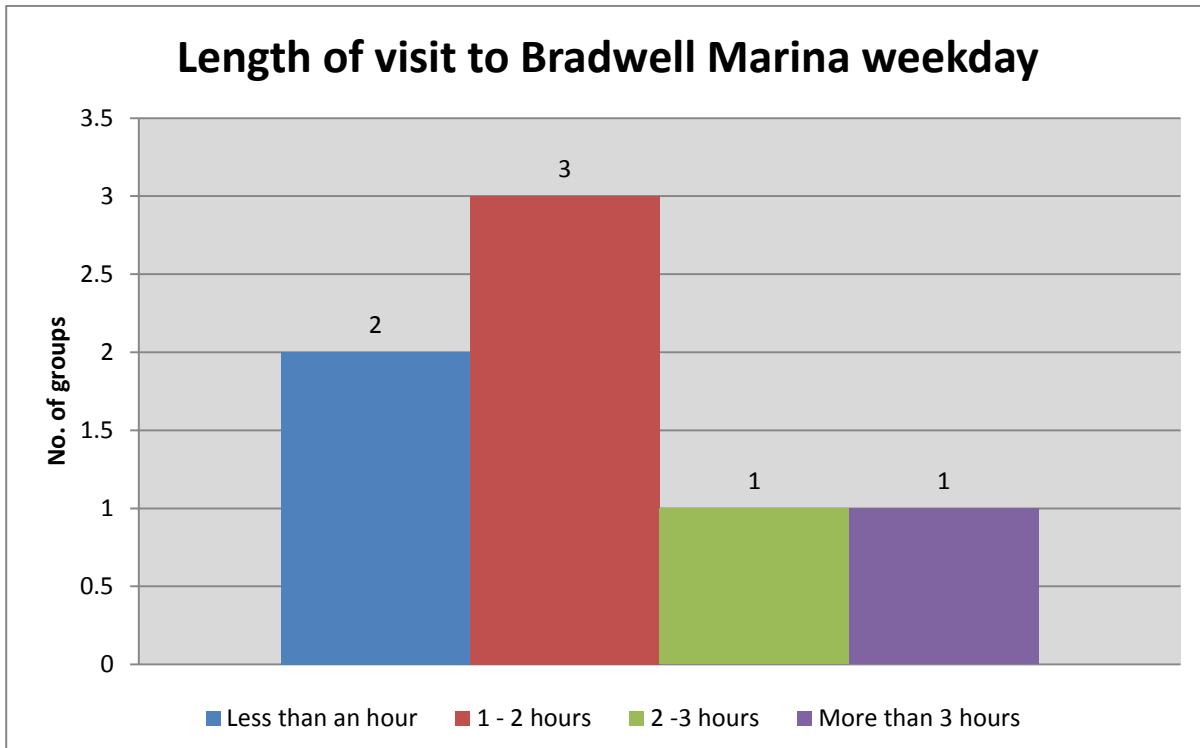
Figures A6.5- A6.6: Graphs showing results for question 'What made you visit?'



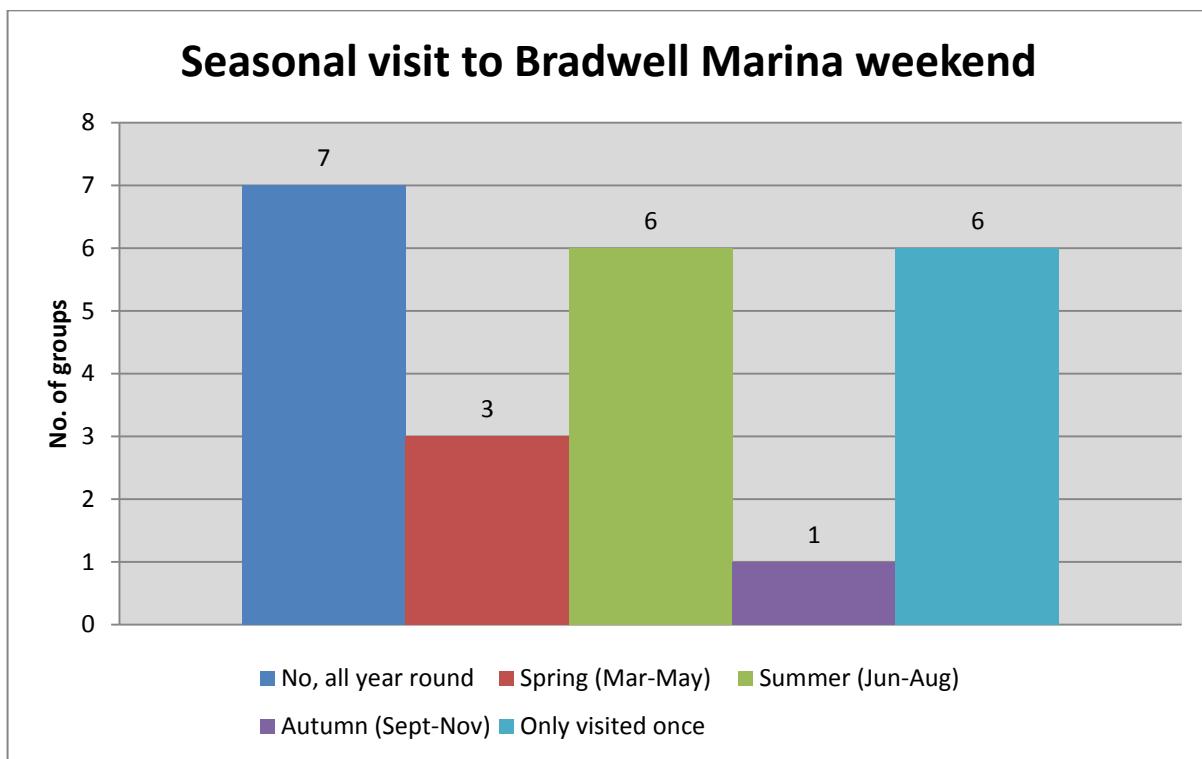
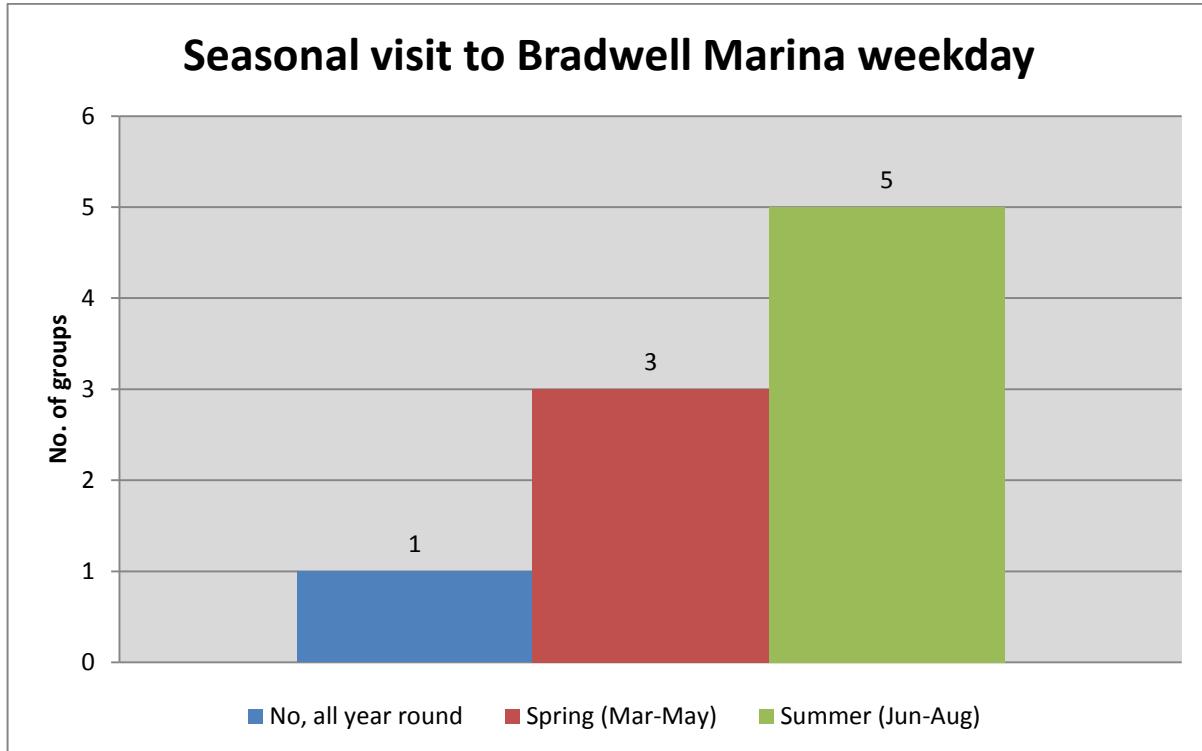
**Figures A6.7- A6.8: Graphs showing results for visiting time**



Figures A6.9- A6.10: Graphs showing results for length of visit

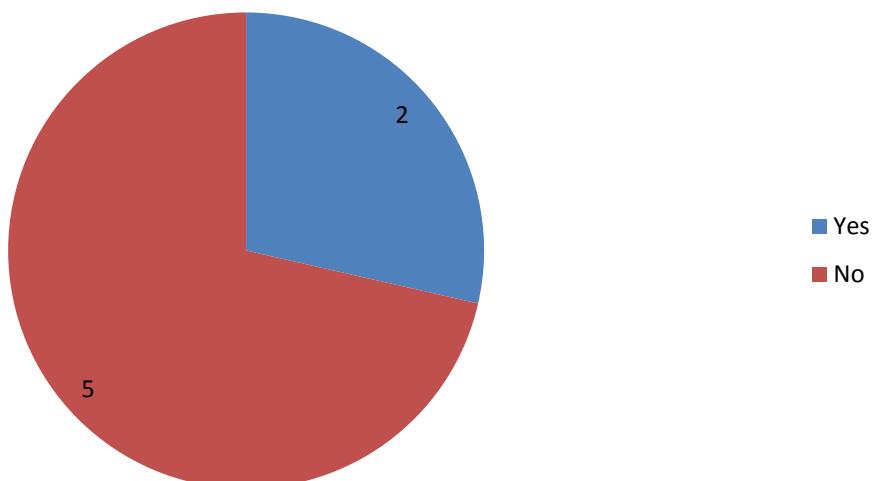


Figures A6.11- A6.12: Graphs showing results for seasonal visiting

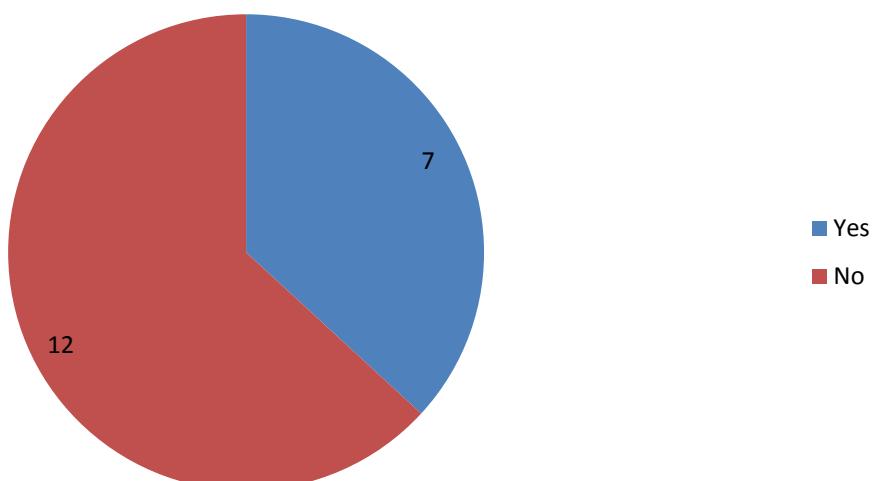


Figures A6.13- A6.14: Graphs showing results for question 'Plan visit in relation to the tide?'

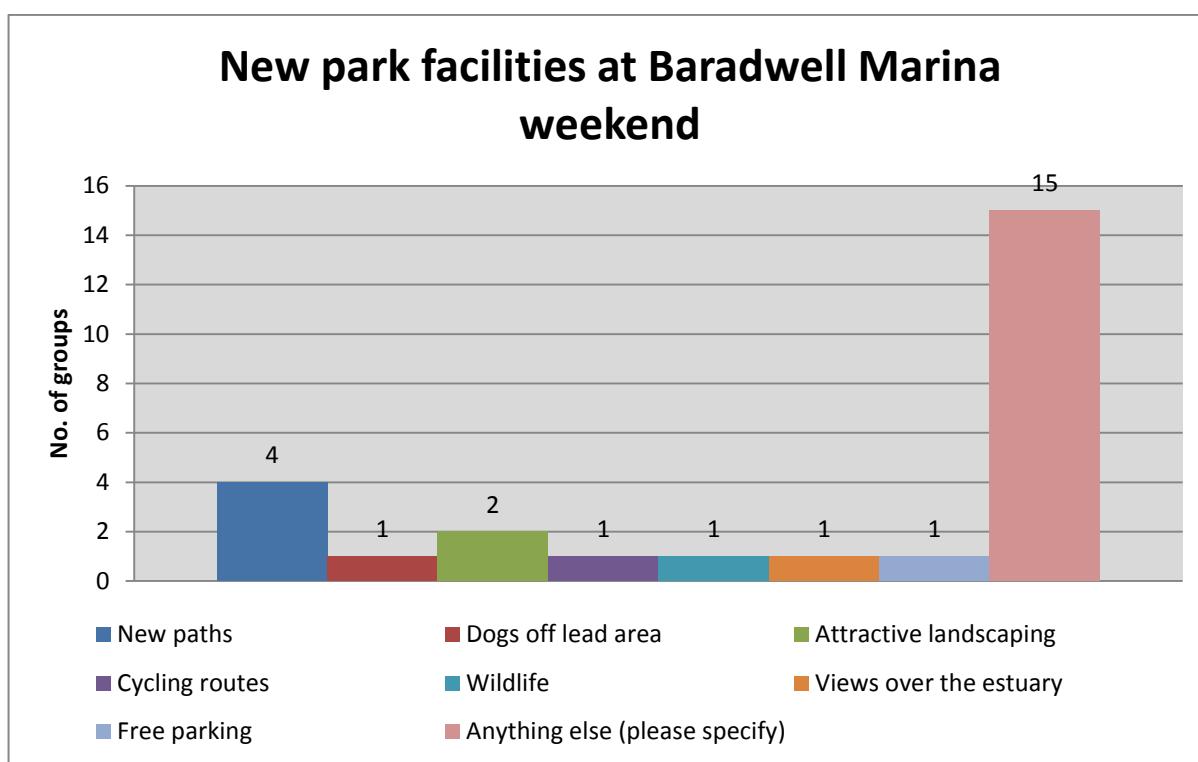
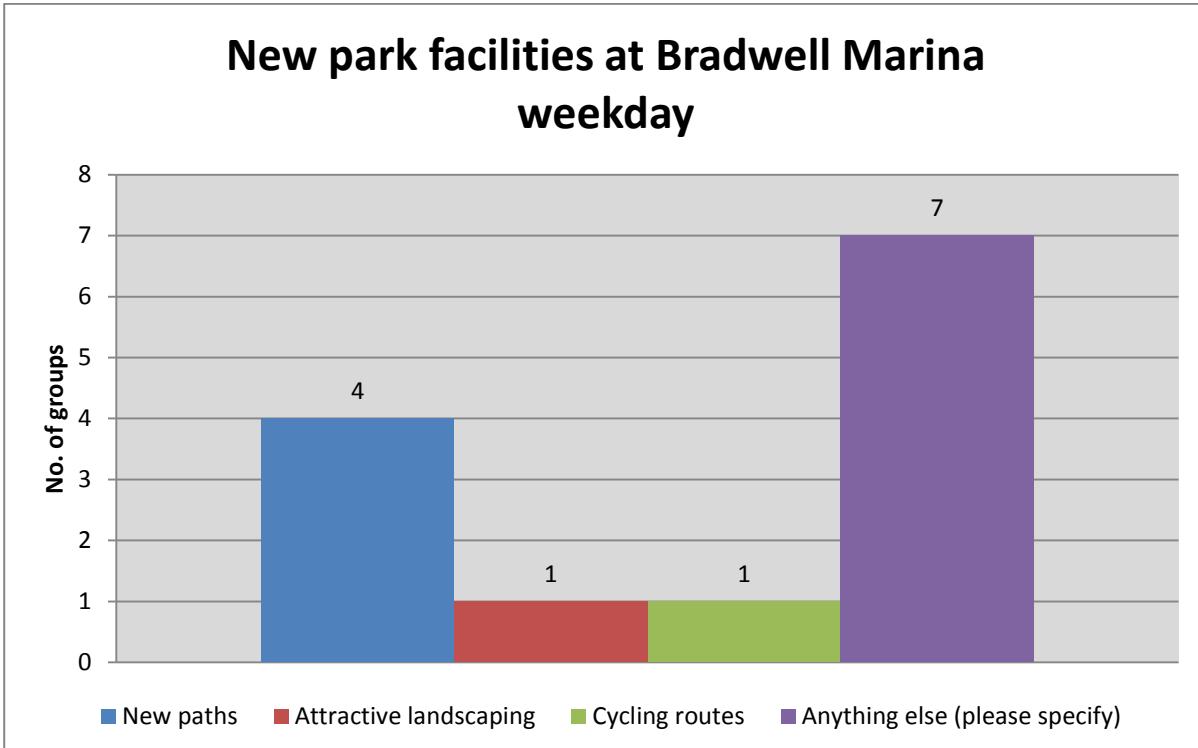
### Plan weekday visit to Bradwell Marina in relation to tide?



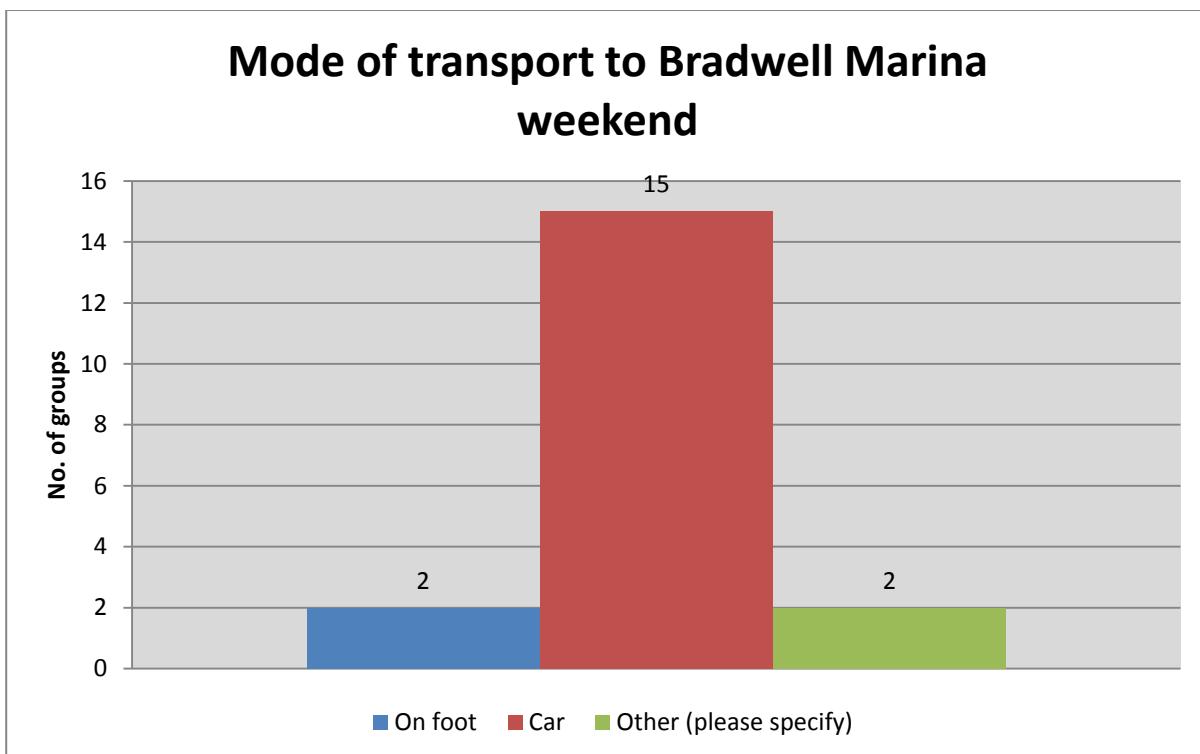
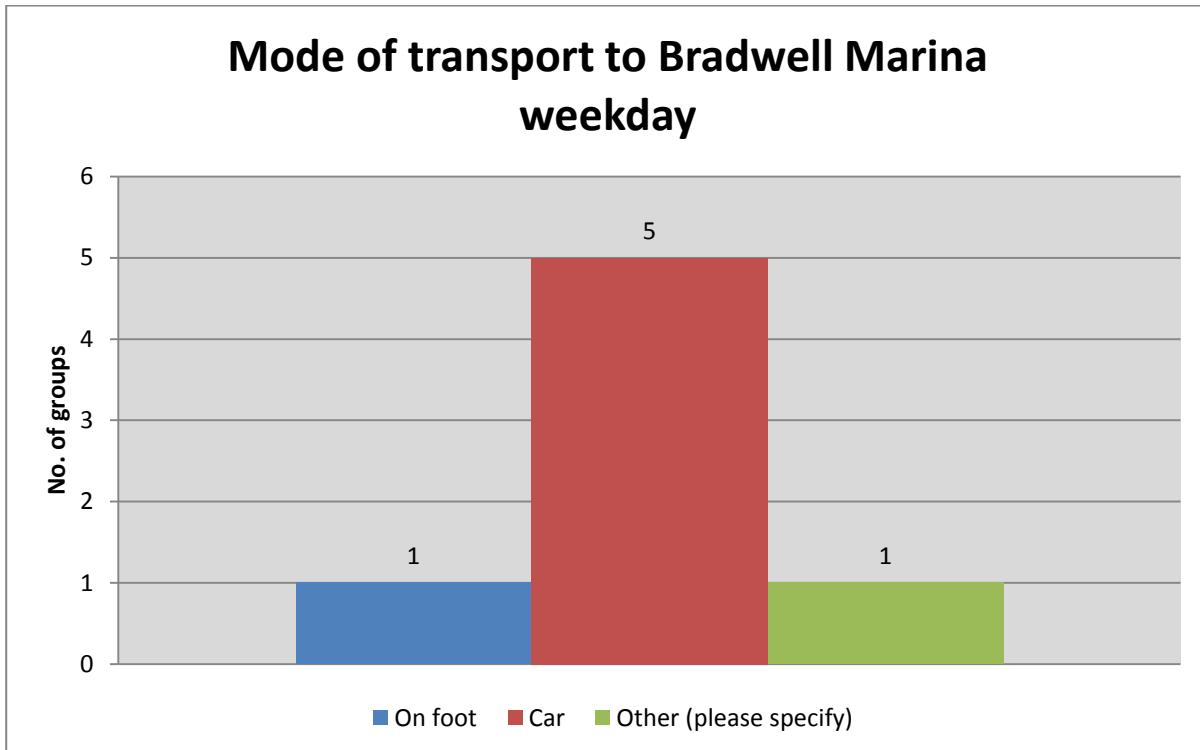
### Plan weekend visit to Bradwell Marina in relation to tide?



**Figures A6.15- A6.16: Graphs showing results for new park design**

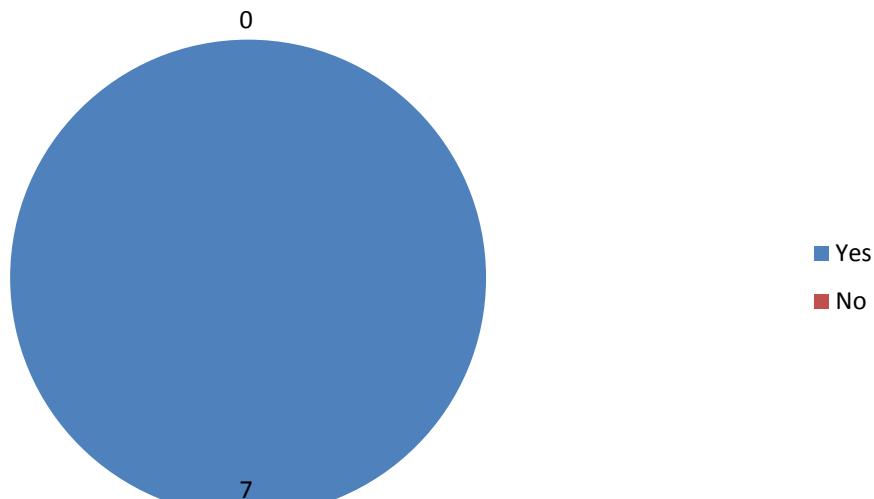


Figures A6.17- A6.18: Graphs showing results for mode of transport

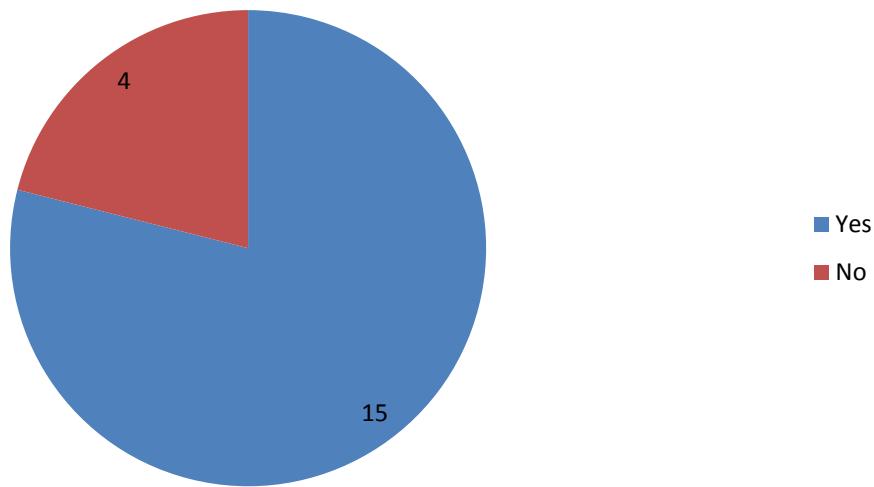


Figures A6.19- A6.20: Graphs showing results for awareness of habitat importance

### Aware of habitat importance at Bradwell Marina? weekday



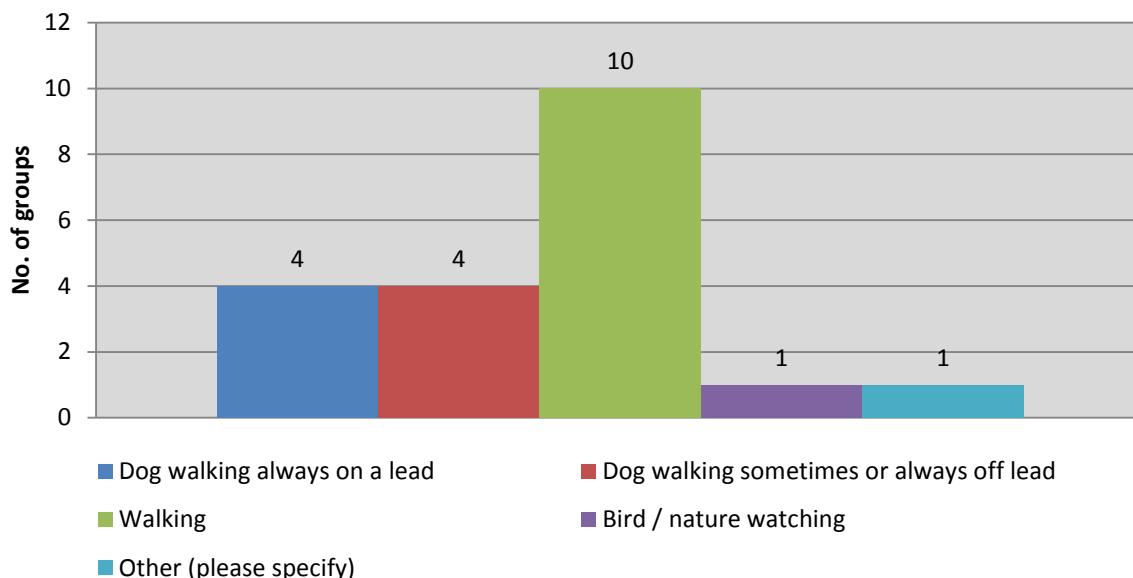
### Aware of habitat importance at Bradwell Marina? weekend



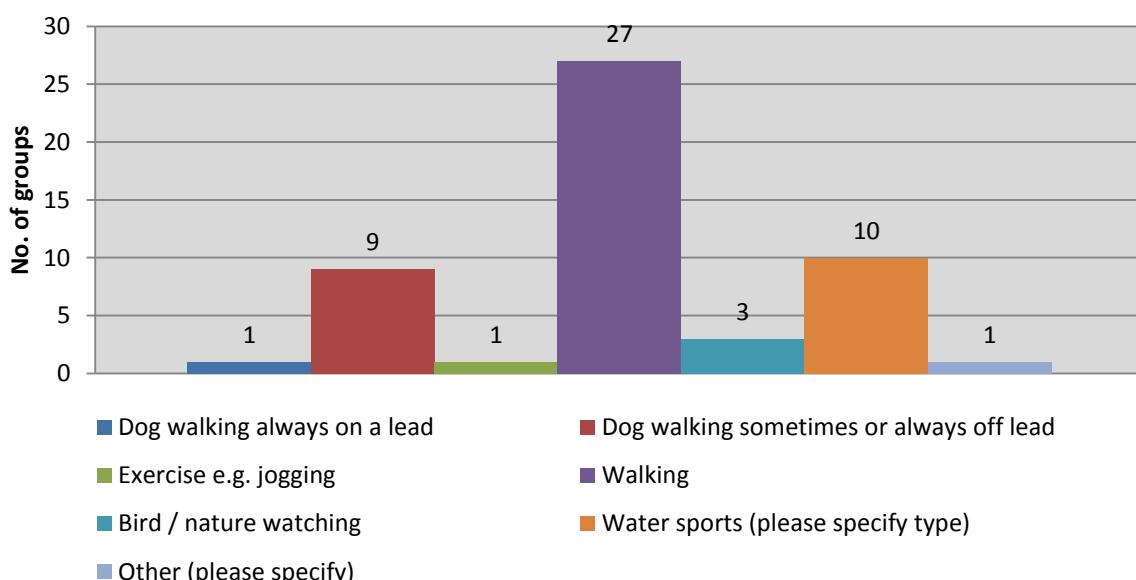
## Tollesbury Wick

Figures A6.21-A6.22: Graphs showing results for main activity

### Main activity on visit to Tollesbury Wick weekday

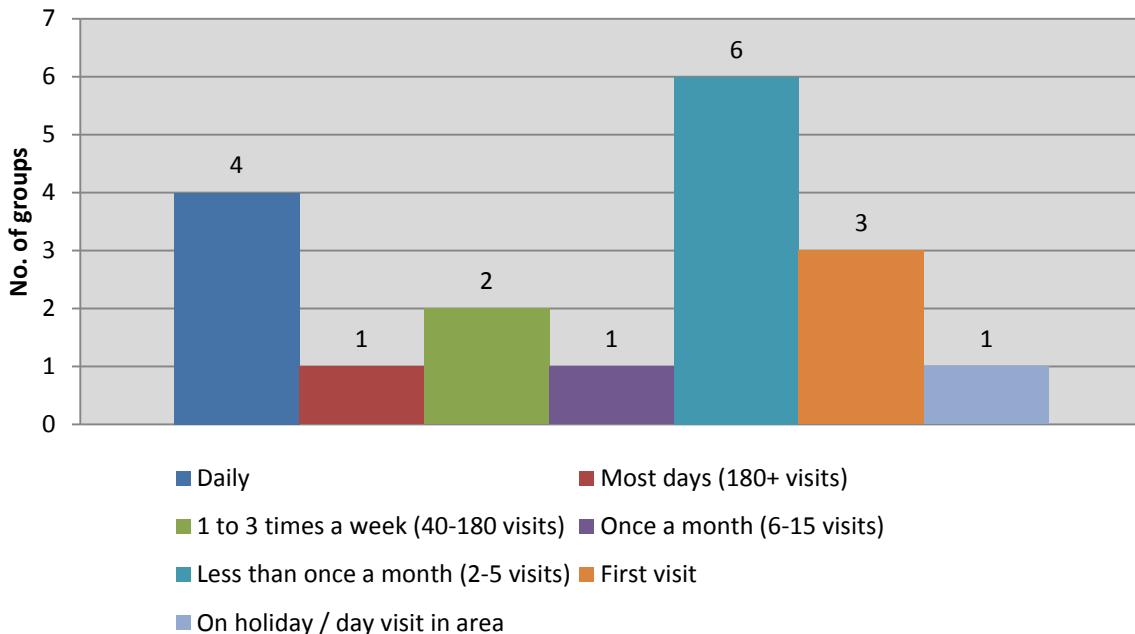


### Main activity on visit to Tollesbury Wick weekend

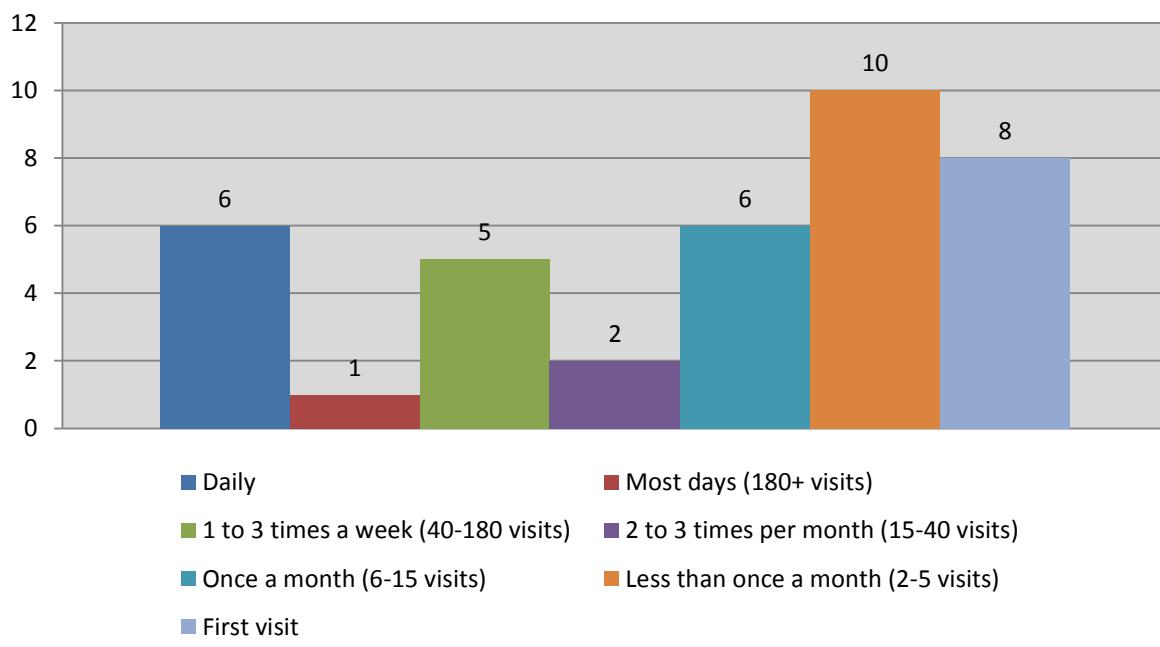


**Figures A6.23- A6.24: Graphs showing results for visit frequency**

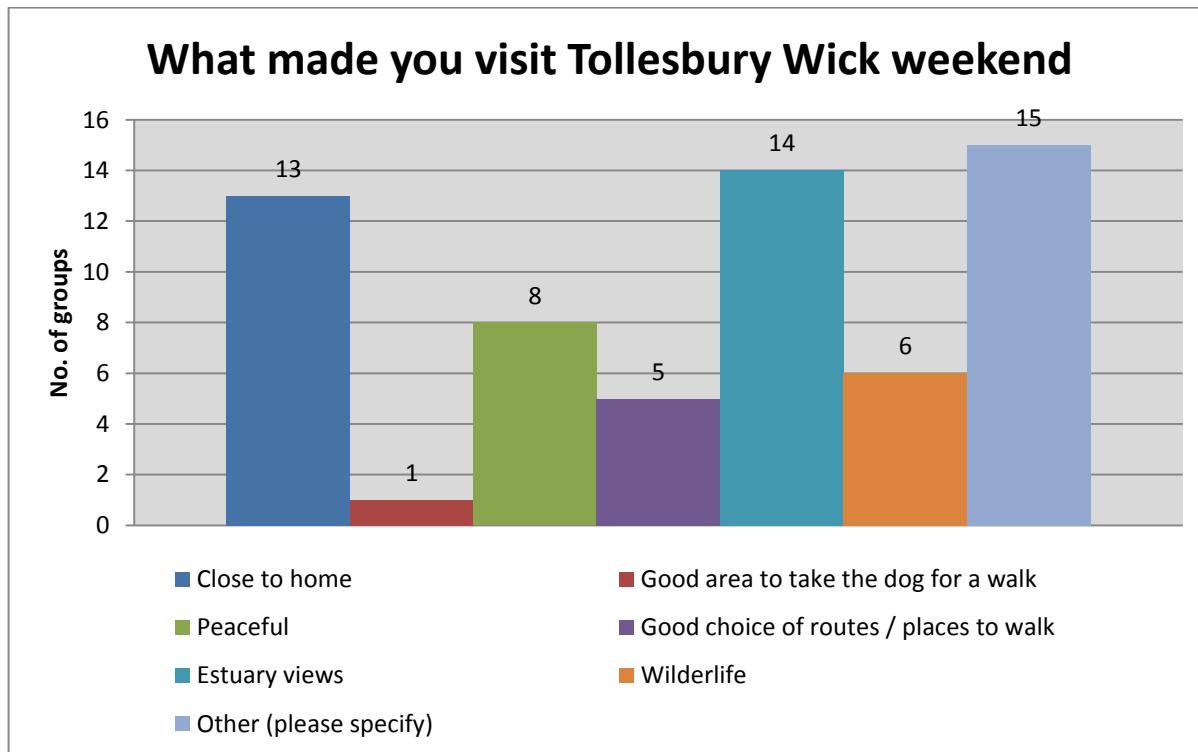
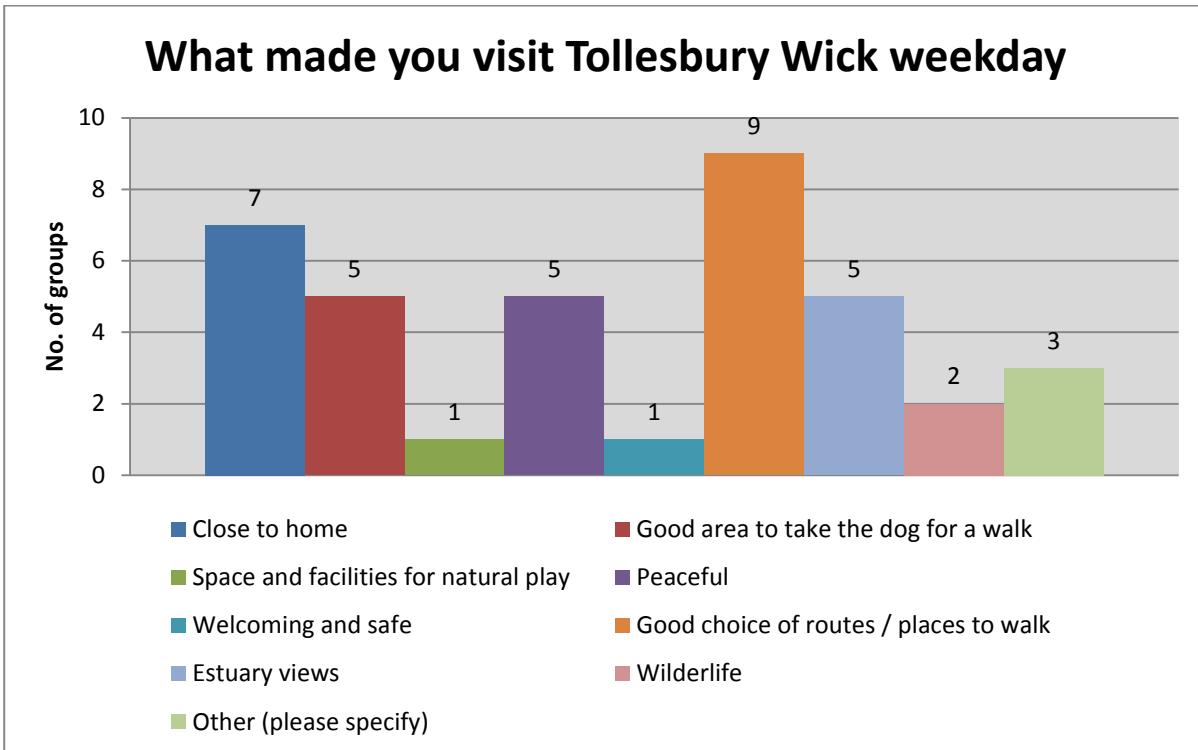
### Visit frequency to Tollesbury Wick weekday



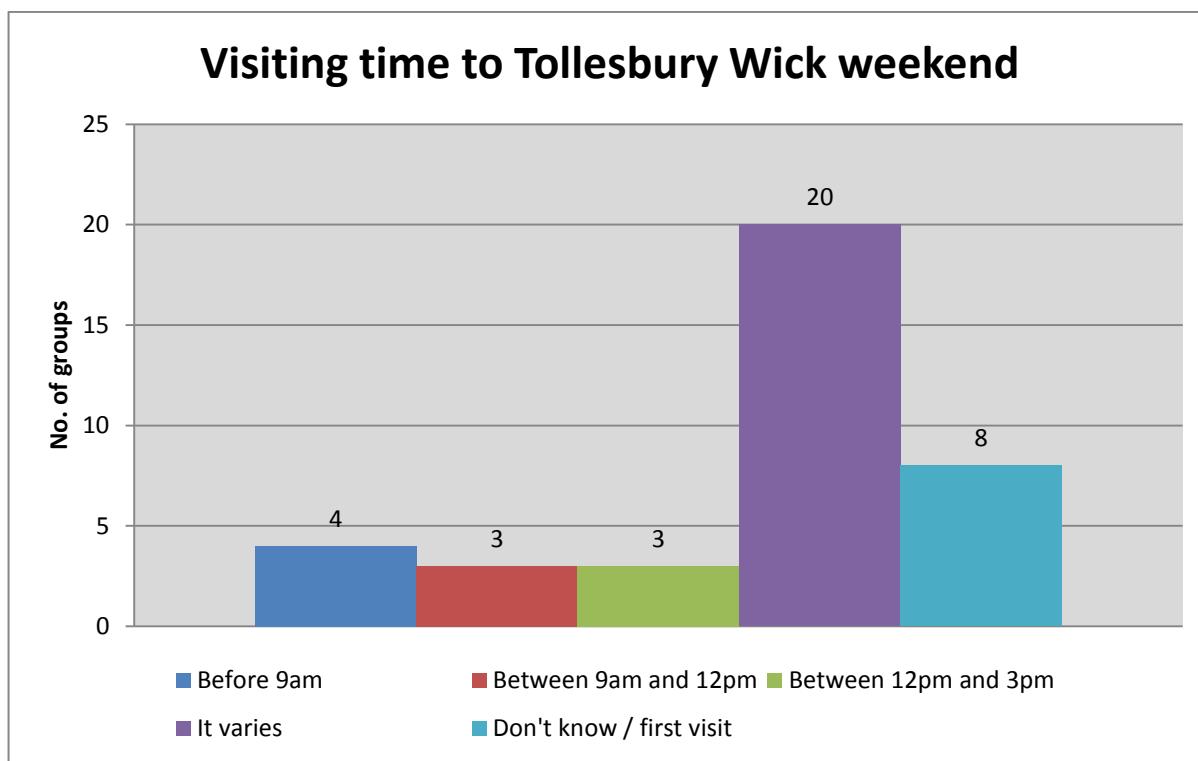
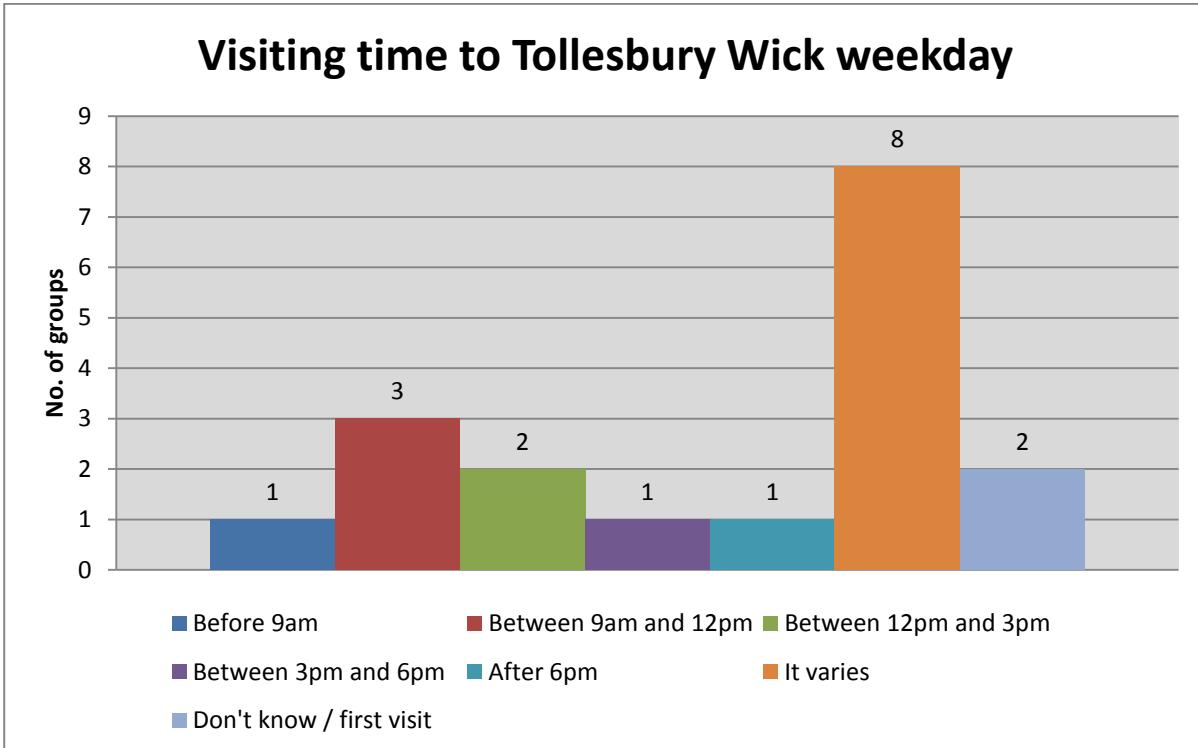
### Visit frequency to Tollesbury Wick weekend



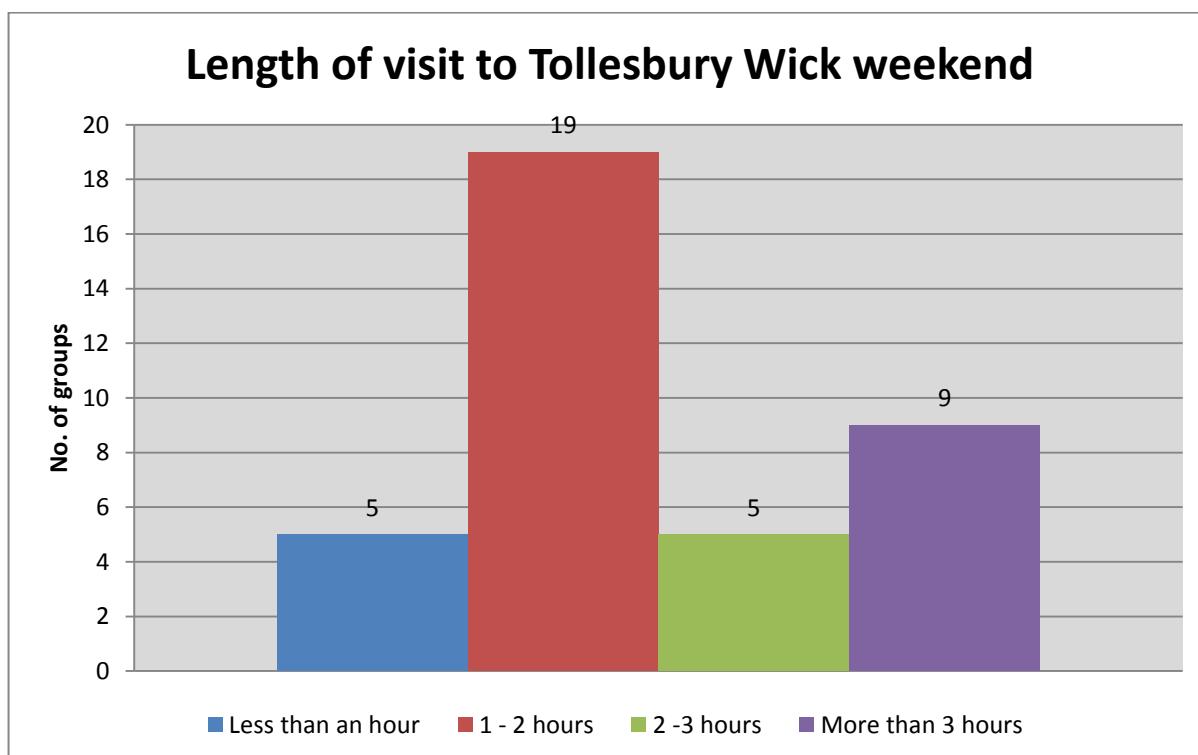
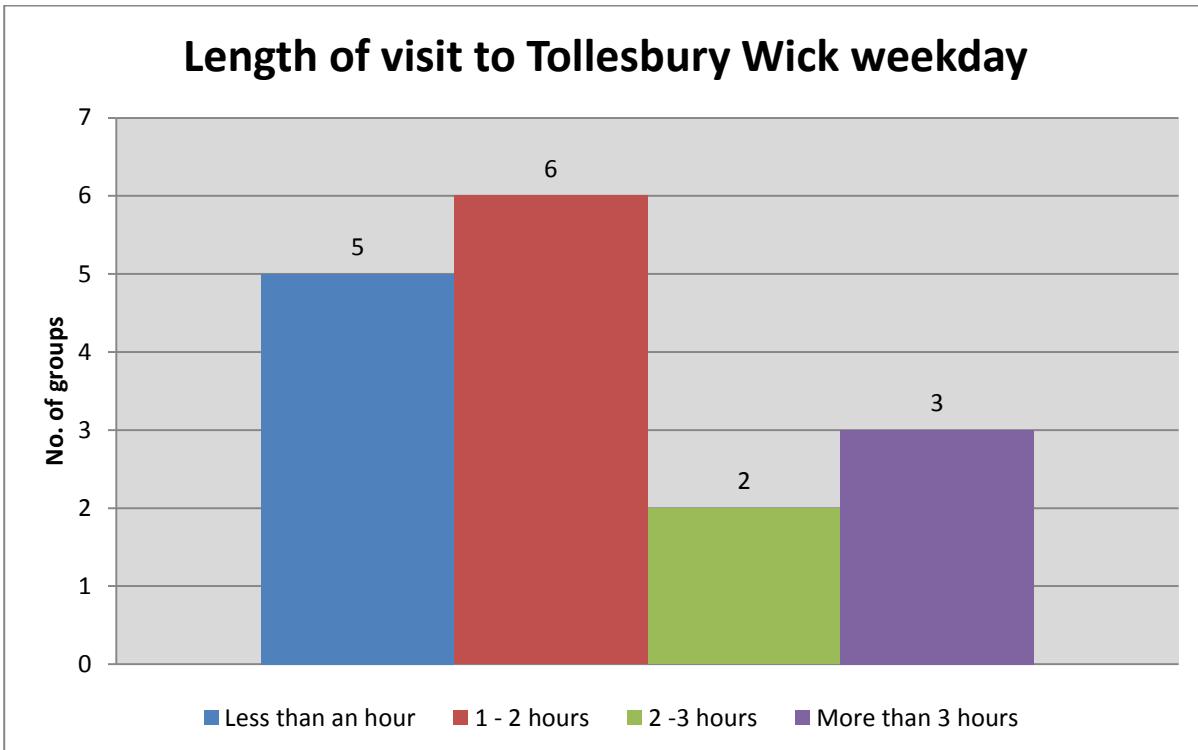
Figures A6.25- A6.26: Graphs showing results for question 'What made you visit?'



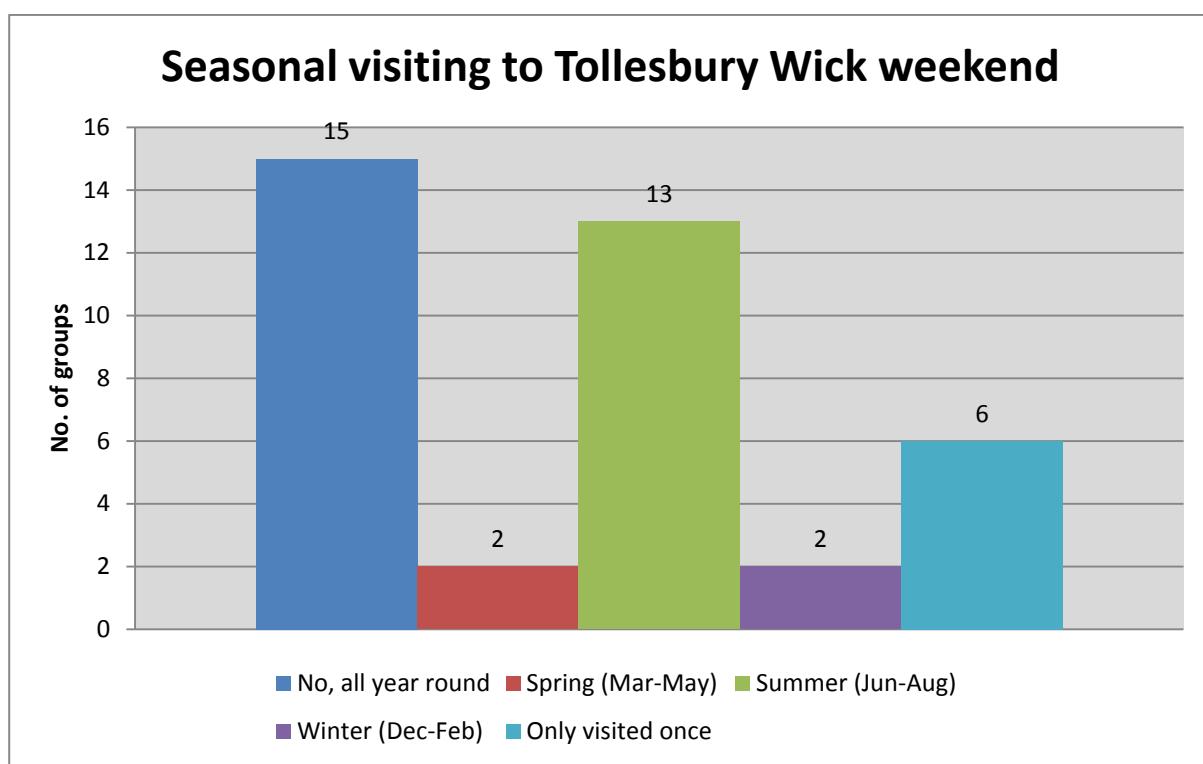
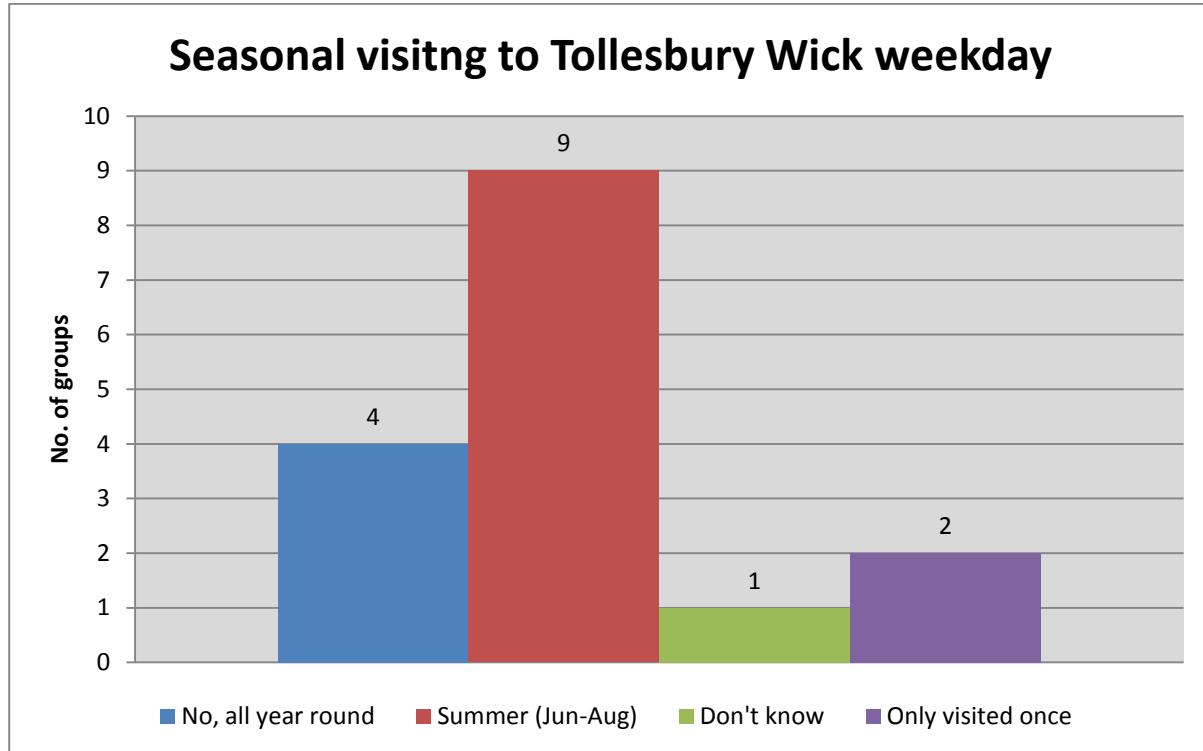
**Figures A6.27- A6.28: Graphs showing results for visiting time**



Figures A6.29- A6.30: Graphs showing results for length of visit

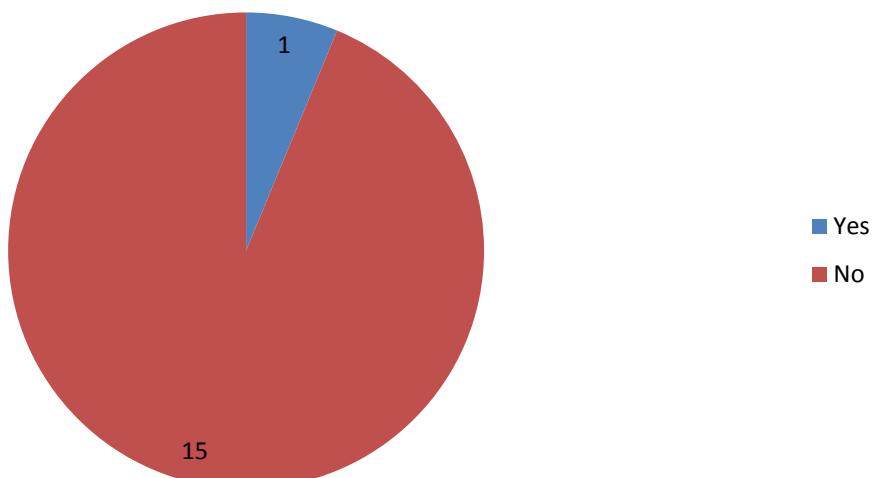


Figures A6.31- A6.32: Graphs showing results for seasonal visiting

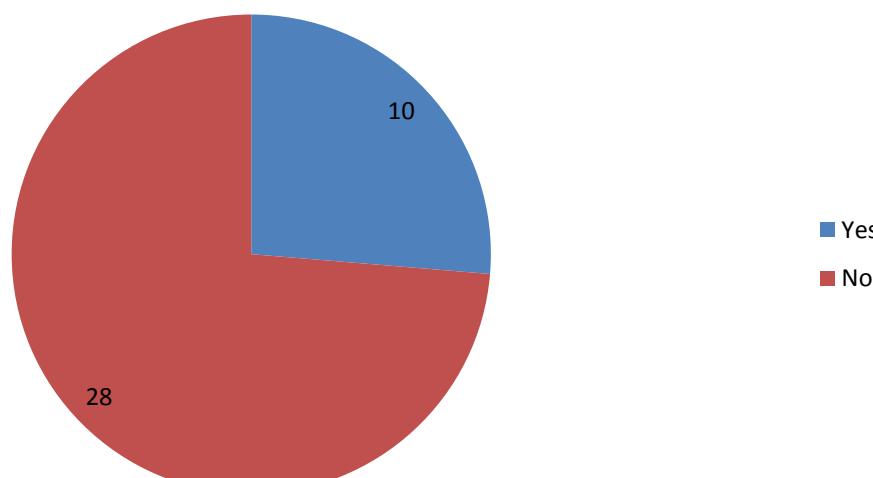


Figures A6.33- A6.34: Graphs showing results to question 'Plan visit in relation to the tide?'

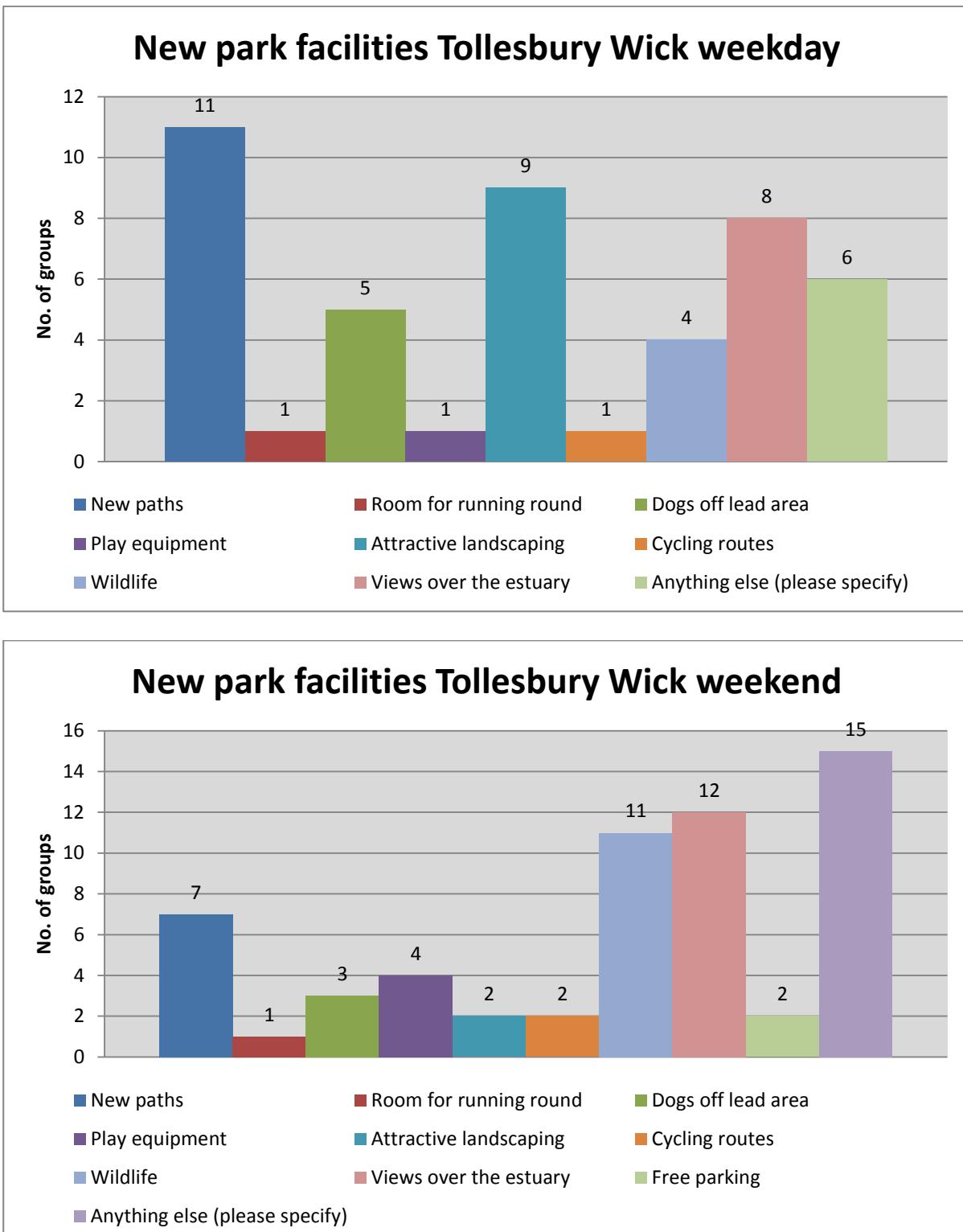
### Plan weekday visit to Tollesbury Wick in relation to tide?



### Plan weekend visit to Tollesbury Wick in relation to tide?

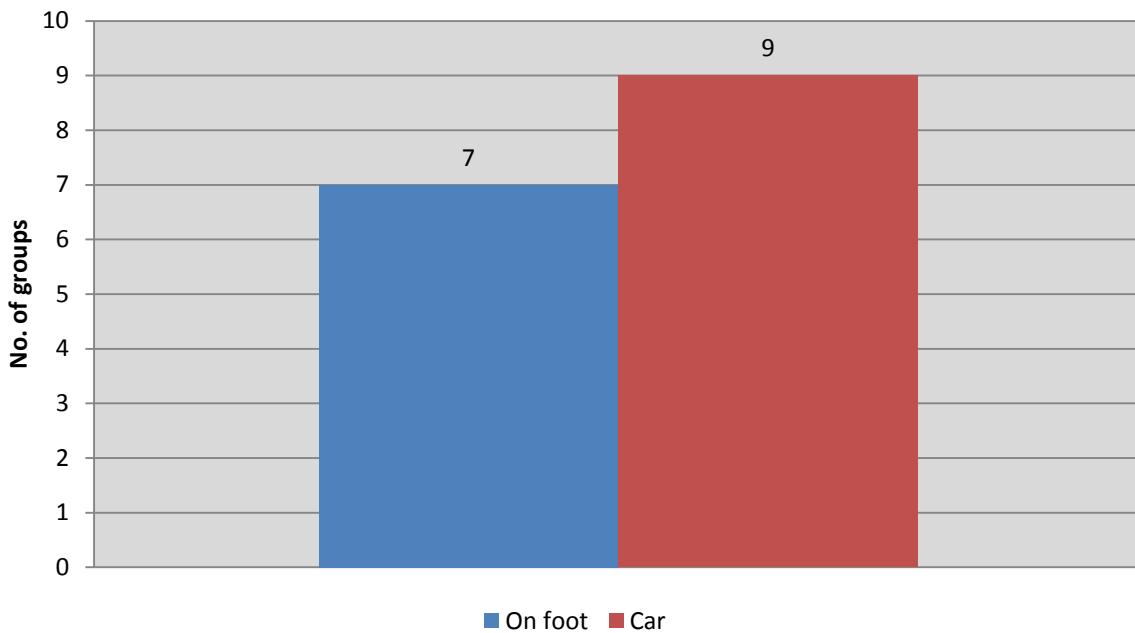


**Figures: A6.35- A6.36: Graphs showing results for new park design**

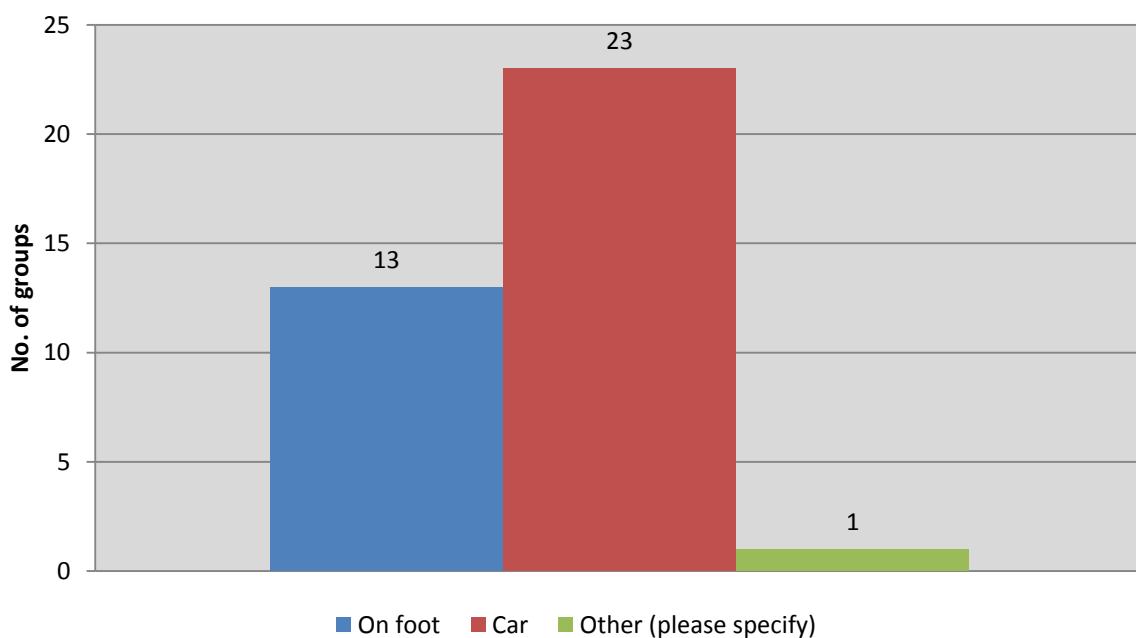


Figures A6.37- A6.38: Graphs showing results for mode of transport

### Mode of transport to Tollesbury Wick weekday

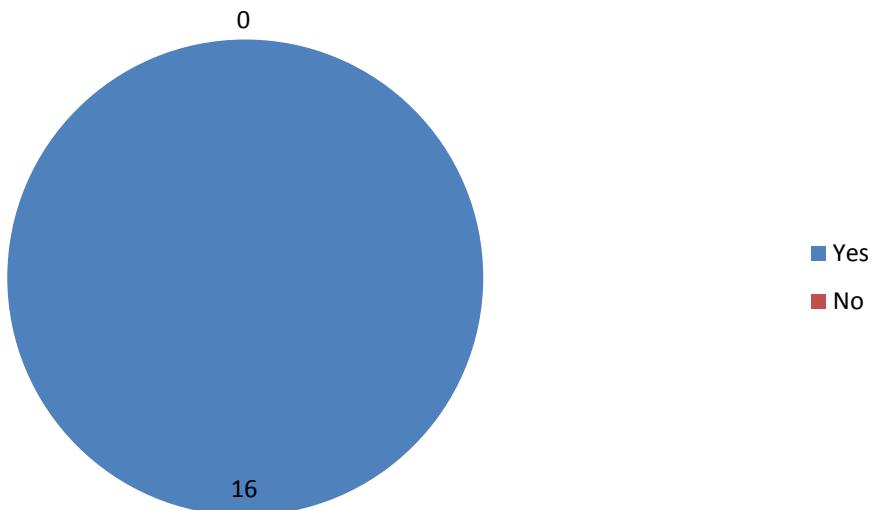


### Mode of transport to Tollesbury Wick weekend

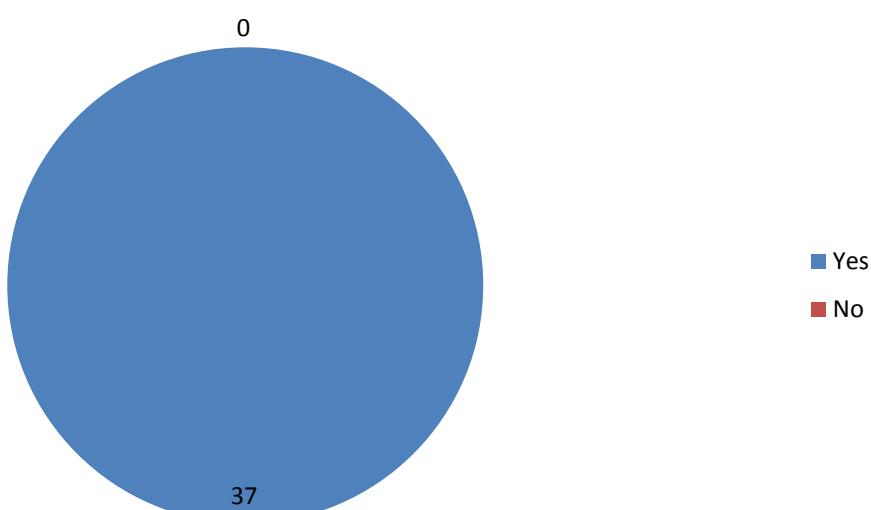


Figures A6.39- A6.40: Graphs showing results for awareness of habitat importance

### Aware of habitat importance at Tollesbury Wick? weekday



### Aware of habitat importance at Tollesbury Wick? weekend



## Appendix 7: Initial Stakeholder Workshop Results

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The results of these workshops were based on individual attendee's opinions *and suggestions* rather than what mitigation measures will be implemented. A further follow up workshop and technical analysis will inform this.

### Attendee List

North workshop		South workshop	
Name	Organisation	Name	Organisation
Sue Hooton	Place Services	Mark Summer	MOD / DIO
Lois Crisp	Place Services	Jamie Melvin	NE – planning lead for Basildon, Castle Point and Thurrock councils
Hamish Jackson	Place Services	James Stack	QinetiQ
Jack Haynes	Natural England (NE) – lead on RAMS project and planning team lead for Tendring Council.	Charlie Williams	NE – RO for Crouch and Roach Estuaries
Roy Read	NE - England coast path (ECP) representative	Phil Sturges	NE - ECP representative
Chris Keeling	NE - responsible officer (RO) for Stour and Orwell and Blackwater Estuaries	Paul Woodford	Farmer
Michael Parkin	NE - RO for the Dengie	Lynne Main	Basildon Borough Council
Heather Read	NE – planning lead for Colchester, Maldon, Rochford and Southend-on-Sea councils.	Annie Gordon	Essex Wildlife Trust
Charlie Williams	NE - RO for the Colne Estuary	Rachel Langley	Essex Wildlife Trust
Zoe Ringwood	NE - RO for Hamford Water	Claire Stuckey	Chelmsford City Council
Gavin Rowsell	Farmer	Mike Sharp	Motor Cruising Club
David Eagle	Farmer	Steve Plumb	Thurrock Council
Cllr Andrew St Joseph	Maldon DC	Mark Nowers	RSPB
		Josey Travell	Southend Borough Council
		Paul Jenkinson	Southend Borough Council
		Jack Haynes	NE – NE lead for RAMS project
		Amanda Parrott	Basildon Borough Council
		Sue Hooton	Place Services
		Lois Crisp	Place Services
		Luke Pidgeon	Place Services
		Maria Hennessy	Place Services

Shirley Anglin	Essex Highways
Mark Nowers	RSPB
Beverley McClean	Colchester BC

Comments made below may aid conclusions on what mitigations may be beneficial in certain locations but is not the sole basis for them.

### Access management measures currently in place:

#### *All Habitats sites*

- Stationary electronic people counters have been used by Essex County Council (Highways) to determine visitor numbers to areas in Essex e.g. Maldon. Could it be possible that this data could be used to determine possible impacts? Could people counters be a viable way of determining visitor numbers to sensitive areas?
- Essex Wildlife Trust has been training volunteers (Coastal Guardians) to promote visitor awareness by talks and management of signs.

#### *Stour and Orwell Estuaries*

- There is visual screening and a bird hide on the southern shore of the estuary. This ensures that an area looks more important for over wintering birds, with the aim of causing a better public attitude on how the area is used.

#### *Hamford Water*

- Bramble Island has no access and is a quiet area as it is a known area for sensitive wintering and breeding birds.

#### *Blackwater Estuary*

- Old Hall Marshes has a Little Tern colony but is managed by restricted access by boat in the summer.

#### *Dengie*

- Not so much a mitigation measure but as access to the coast in the south-east Dengie area is poor it means that it is isolated and quiet with only occasional dog walkers, anglers and birdwatchers.

#### *Crouch and Roach Estuaries*

- Chelmsford Parks such as Fenn washland and Saltcoats Park are alleviating pressures on Habitats sites. These provide good facilities such as dog walking, car parking, sports facilities, good access points and no access to the sea wall.
- Currently there is signage on the sea walls and public rights of way (PROW).

#### *Foulness Estuary*

- Currently 31 SSSI areas that are not touched, so will cause little disturbance.
- There is no public access at MD land in Shoebury, and roughly 3km east of Sutton has no public access to the coastline.

- Foulness Island is roughly 8km long, if a ZOI of 13km was imposed this would mean little contributions from developers as there is little to no residential development on the MOD land.

### *Thames Estuary and Marshes*

- Thameside Nature Park is set to extend further.
- East Tilbury Quarry is anticipated to restore biodiversity and provide recreational facilities/areas away from the coast.
- Lower Thames Crossing and adjacent Nationally Significant Infrastructure Projects (NSIPS) could close the most southerly part of the coast for a few years. This will encourage more people north from Coalhouse Fort to Thameside Nature Park or other areas that may not be on the coast.

### Potential mitigation solutions:

#### *All Habitats sites*

- Stationary electronic people counters have been used by Essex County Council (Highways) to determine visitor numbers to areas in Essex e.g. Maldon. Could it be possible that this data could be used to determine possible impacts? Could people counters be a viable way of determining visitor numbers to sensitive areas?
- Essex Wildlife Trust has been training volunteers (Coastal Guardians) to promote visitor awareness by talks and management of signs.

#### *Stour and Orwell Estuaries*

- Saltmarsh is driven over and trampled at Jacques Bay (accessed via Shove Lane, Bradfield), possible reduction in access to avoid habitat erosion.
- Water skiing is common and speed limits are not kept to at Jacques Bay. This should be enforced to reduce disturbance.
- Unauthorised access along sea wall in front of screen should be managed; this could be through better screening or wardening.
- There are bait diggers at Jacques Bay which should be made seasonal and have location restrictions.
- Access along outer edge of saltmarsh to high tide roosts at Wall Lane causes disturbance as well as recreational water craft particularly kayakers and paddle boarders. Access and locations of activities should be restricted.
- There is easy access to the foreshore at Mistley Walls which impacts the birds that sit close to the path. Possibly reduce the ease of access or divert access point elsewhere.

### *Hamford Water*

- Enforcement should be made to unauthorised quadbikes and motorbikes.
- A bridle path should be created at the western side of Hamford Water, this will draw horses away from the seawalls and give landowners income stream through stabling and grazing.
- Create shorter circular paths off coastal path with particular access from car parks.
- Promote alternative sites for wind surfers and canoeists away from The Naze such as St. Osyth Lake/Jaywick/end of Clacton beach.
- The Naze should have seasonal access rather than 365 day access.
- A main car park on public open space away from The Naze may encourage people to walk their dogs there instead of sensitive areas.
- Need to engage with developers especially national/big developers to see conservation areas as an attraction for selling houses and developers taking responsibility for conservation management.
- Post Brexit; bring access habitat management into subsidy schemes for farmers.
- Consider ideas for the environment bank.
- Walking on the saltmarsh is disturbing birds on the south easterly side of Hamford Water.

### *Colne Estuary*

- Habitat creation is needed bringing birds away from the coast.
- Keep shingle recharge out of spreading room at all times.
- Strandline/sand/shingle vegetation along the south side of Mersea and Cudmore Grove is currently being damaged by trampling and fires, mitigation is required to reduce impact. Current access levels at Cudmore Grove already cause some damage to vegetation and reducing breeding success for ringed plover.
- Power gliders currently take off from a field in Mersea which affects a large area, these occasionally fly low and fly over the Colne and Blackwater SPAs.
- Jet skis and canoes disturbing wader high tide roosts in main channel of the Colne Estuary and Strood Channel.
- Breeding ringed Plover and potentially Little Tern are heavily disturbed by the ferry passenger route from Mersea to Brightlingsea.
- Colne Point is by far the most important area for sand/shingle veg and breeding ringed plover so should be protected. Saltmarsh is vulnerable to increased visitor pressure from the Essex Wildlife Trust (EWT) and National Nature Reserve (NNR).
- Natwurst beach - dune vegetation badly damaged in places.
- The poplar beach by Point Clear commonly has kiteboarding which is disturbing terns and ringed plovers.
- The new play area at Cudmore Grove has increased visitor numbers significantly and in turn increased recreational disturbance, possibly look at

ways of reducing numbers by creating large, high quality play areas away from the coast.

#### *Blackwater Estuary*

- Maldon DC jet ski patrols should be supported.
- Keep Northey Island free of spreading room.
- Goldhanger had a former Little Tern colony.
- East Osea is a very popular picnic area which is un-authorised.
- Flying paramotors at Tollesbury.
- Keep shingle spit free from public access at Tollesbury Wick.

#### *Dengie*

- Canoeists disturb high tide roosts on the River Blackwater.
- There is often illegal off-roading of motorcycles and quad bikes on the seawalls and saltmarsh beach by Bradwell PowerStation.
- The north east Dengie area is too disturbed for high tide roosts.
- Othona Community and St Peters Church area is known to have walkers cross the saltmarshes in all directions.

#### *Crouch and Roach Estuaries*

- Use the foreshore department to enforce byelaws and speed limits for water sports such as jet skis. If this is an option journey times to the coast will need to be considered.
- Encourage more people to use Chelmsford Parks for their recreational activities.
- Increase signage to inform the public.

#### *Foulness Estuary*

- Currently there is access to jet skis in the north of Shoebury, this causes disturbance. Possible restrictions to be put in place.

#### *Southend and Benfleet Marshes*

- Jet skiers and kite surfers north of Gunners Park are supposed to be ¼ mile out of coast but it is common that they are not. Enforcement should be considered to ensure they stay within their boundary.

## **Appendix 8: Baseline Visitor Survey Data**

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### Basildon

Basildon Borough Council does not currently have any visitor survey data for the Habitats sites; future surveys to be undertaken will be outlined in section 3.

### Braintree

Braintree District Council has funded visitor survey data to support North Essex Shared Section 1 Local Plan. Braintree contributed to a plan level Habitats Regulation Assessment in spring 2013 for the shared local plan, containing relevant survey data for many of the Habitats sites across Essex.

Additionally Braintree has s106 money available to fund further visitor surveys as required by several project level HRAs for developments within easy travelling distance of the coast (Place Services, 2017); however, details for these surveys are currently unknown.

### Brentwood

Brentwood Borough Council does not currently have any visitor survey data for the Habitats sites; future surveys to be undertaken will be outlined in section 3.

### Castle Point

Castle Point Borough Council does not currently have any visitor survey data for the Habitats sites; future surveys to be undertaken will be outlined in section 3.

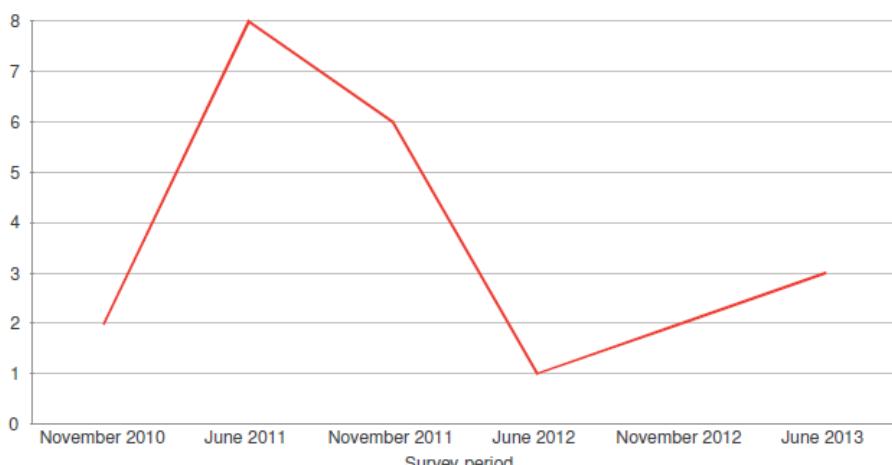
### Chelmsford

Chelmsford City Council do not currently have any visitor survey data for the Habitats sites; future surveys to be undertaken will be outlined in section 3.

### Colchester

Colchester Borough Council has provided visitor survey data to support North Essex Shared Section 1 Local Plan. Colchester produced a plan level Habitats Regulation Assessment in Spring 2013 for the shared local plan, containing relevant survey data for many of the sites across Essex.

**Visitors to Old Hall Marshes**

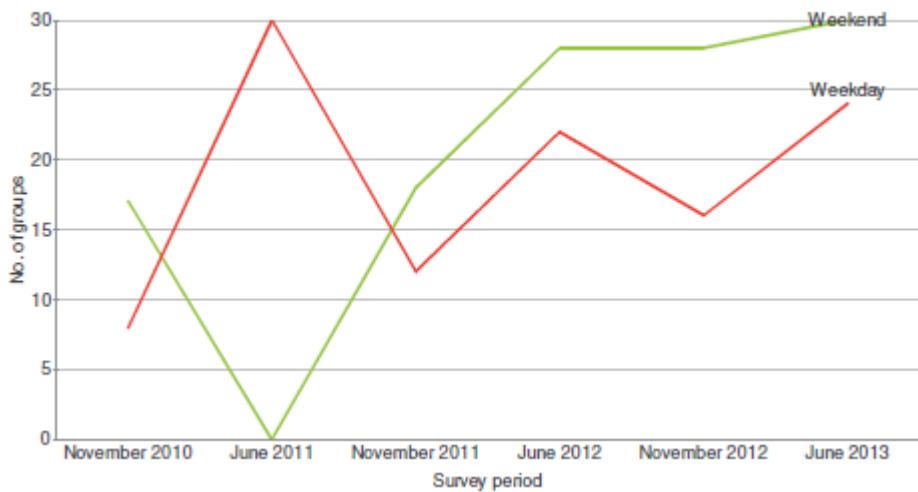


Counts Respondents	Total	Survey period					
		November 2010	June 2011	November 2011	June 2012	November 2012	June 2013
Base	56	12	9	16	5	4	10
SSSI Unit							
Strood Channel	56	12	9	16	5	4	10

Counts Respondents	Base	Survey period					
		November 2010	June 2011	November 2011	June 2012	November 2012	June 2013
Total	310	32	31	54	65	74	54
Weekday or weekend							
Weekday	142	14	15	28	24	25	36
Weekend	168	18	16	26	41	49	18

Table 15. Number of visitors at Brightlingsea Marshes over the three year survey period.

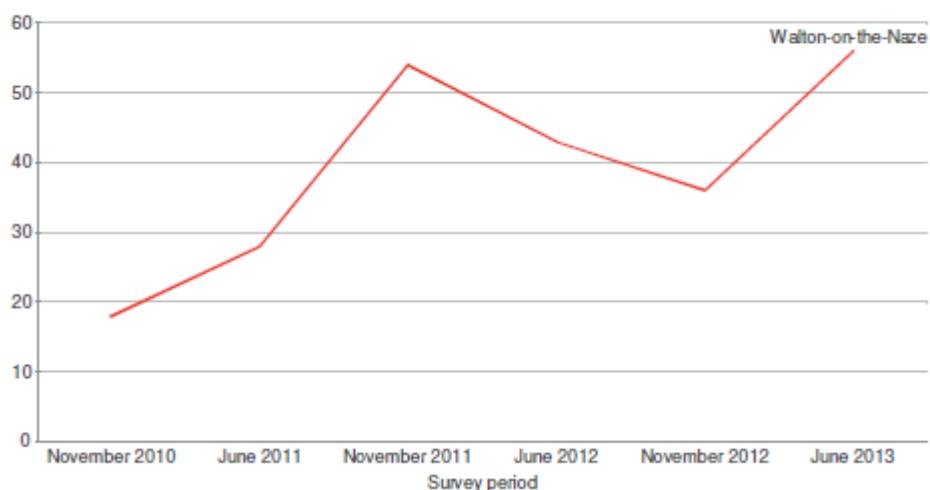
#### Visitors at Cudmore Grove



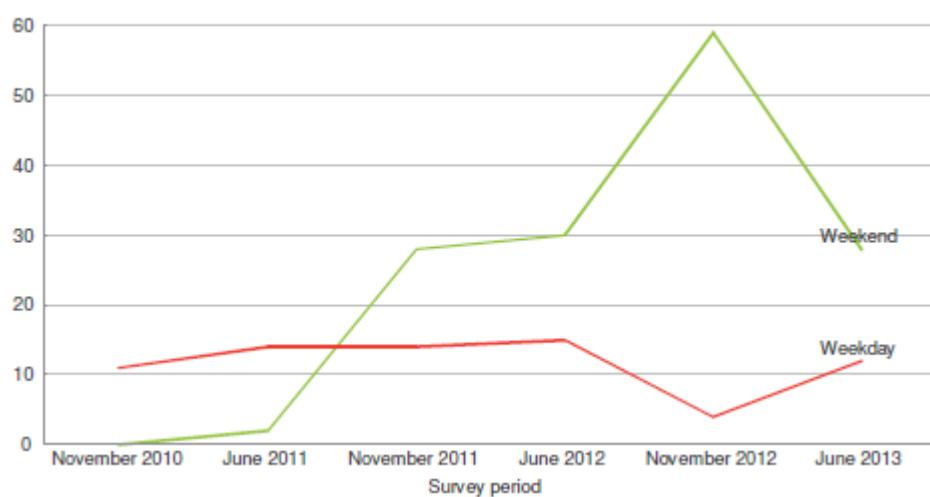
Counts Respondents	Base	Survey period					
		November 2010	June 2011	November 2011	June 2012	November 2012	June 2013
Total	35	6	2	7	4	6	10
SSSI Unit							
Kirby Quay	35	6	2	7	4	6	10

Table 17. Number of visitors at Kirby Quay over the three year survey period.

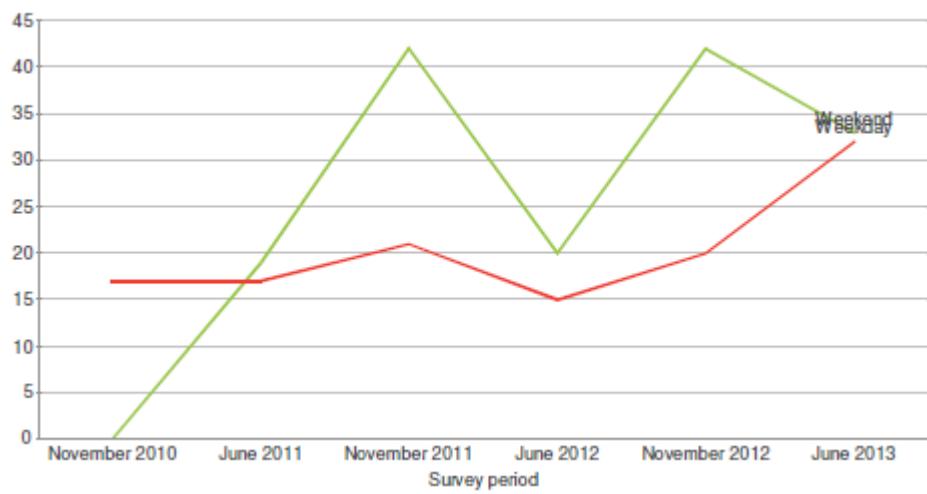
### Number of visitors at Walton-on-the-Naze



### Visitors at the Stour Estuary



### Number of visitors at The Walls



### Maldon

Maldon District Council currently has visitor survey data for the Habitats sites

### Rochford

Rochford District Council currently has a visitor survey undertaken by the RSPB recording visitor numbers to Wallasea Island.

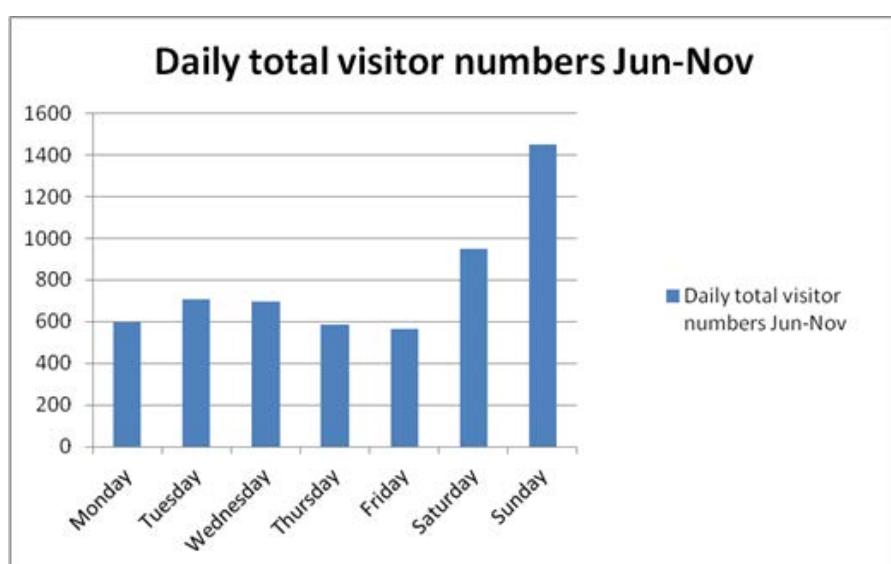
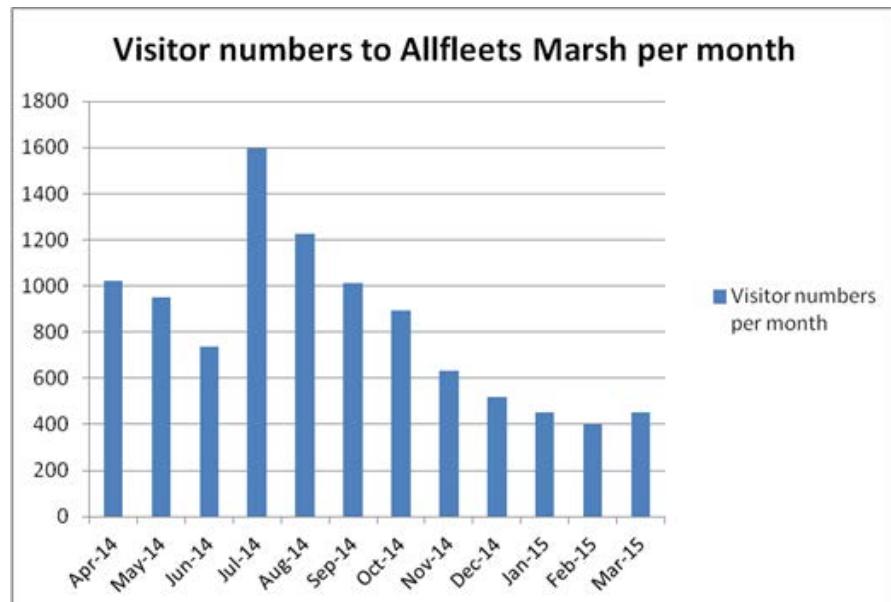
There is visitor number information available for the period 2008-2017 as shown in the tables below.

**Table A8.1: Visitor numbers for 2017, including car counter**

Date	Visits to seawall	No. of cars
Apr 17	1882	
May 17	1631	
Jun 17	1410	
Jul 17	1617	1442
Aug 17	1824	1720
Sep 17	1359	1239

**Table A8.2: Total visitor numbers for period 2008-2016**

Year	No. of visits
2008/09	3619
2009/10	4722
2010/11	5200
2011/12	7208
2012/13	7334
2013/14	7270
2014/15	9893
2015/16	11682



### Southend-on-Sea

Southend-on-Sea Borough Council has data from visitor surveys undertaken on the main high street although as this location is not in the Natura 2000 site; it is not comparable data for the RAMS. Southend Borough attracts roughly 6 million visitors per annum and because of this, survey data for any area of the Borough is useful in determining impacts upon the natural and built environment, including the Habitats sites.

**Table A8.3: Reasons for visiting in March and May (2013)**

Reason for Visit	Wed 23 Mar	Fri 25 Mar	Sat 26 Mar	Mon 30 May	Total	%
Work	49	25	19	61	154	18%
Education	44	1	1	6	52	6%
Shopping	64	56	61	49	230	27%
Business	9	3	1	5	18	2%
Leisure	53	86	66	114	319	38%
Night Clubs	2	5	1	0	8	1%
Seafront/Amusements	3	11	5	23	42	5%
Other	12	7	5	2	26	3%
<i>Total</i>	<i>236</i>	<i>194</i>	<i>159</i>	<i>260</i>	<i>849</i>	

The questions were in regard to reasons for visiting. The data provides an insight into visitor habits.

### Tendring

Tendring District Council has provided visitor survey data for the Habitats sites to support North Essex Shared Section 1 Local Plan and contributed to a plan level Habitats Regulation Assessment in Spring 2013 for the shared local plan, containing relevant survey data for many of the sites across.

### Thurrock

Thurrock Borough Council currently has visitor survey data for the Habitats sites, produced by Essex Wildlife Trust and Coalhouse Fort.

Additionally, Thurrock has s106 money available to fund further surveys within the Thames Estuary SPA area however details for these surveys are currently unknown.

### Essex County Council

In 2013 Place Services produced a project level Habitats Regulations Assessment Screening Report on behalf of ECC for Thames Estuary Pathways project. This document contained relevant visitor information for the Thames Estuary Pathways between Tilbury to Leigh-on-Sea.

**Table A8.4: Estimated future use of Thames Pathways (2013)**

Section	Mean number of path users per day	Winter path users per day	Estimated future mean number of path users per day	Estimated future mean number of winter path users per day
Tilbury to East Tilbury	50.9	15.3	76	22.8
East Tilbury to Stanford Le Hope	28.8	8.6	58	17.4
Stanford Le Hope to Pitsea	13.7	4.1	28	8.4
Pitsea to Benfleet	14.7	4.4	30	9
Benfleet to Leigh-on-Sea	354	106	443	132.9

## **Appendix 9: Survey postcode data and methodology**

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Surveyors asked visitors to the coast for their home town postcode data or location in order to calculate the distances travelled. Where a town eg Colchester was given, the distance was generated from this information. The Zones of Influence distances are based on the 75<sup>th</sup> percentile of postcode data (i.e. the distance where the closest 75% of visitors come from) taken from all surveys undertaken for each Habitats site (winter or winter/summer surveys depending on designation features).

This method was used for a number of strategic mitigation schemes nationally and is considered by Natural England to be best practice.

The tables below include the postcode data provided for all of the visitor surveys undertaken for this project.

Colne Estuary																		
Location	co58ue	co58uw	co58uw	co7														
Distance	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	
Location	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	
Distance	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	
Location	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	co7	
Distance	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4	
Location	co7	co7	co7	co58tn	co79jh	co79bb	co79nu	co58dz	co79ra	co79fe	co58hl	co79ld	co79tb	co58gg	co58rd			
Distance	0.4	0.4	0.4	0.6	0.9	0.9	0.9	1	1	1	1.1	1.1	1.1	1.1	1.2		1.6	
Location	co58pr	co78ae	co79qg	co58qh	CO58NA	co20jn	co20ju	co43nb	co12bn	co4	co4	co4	co4	co29dr		co27hw		
Distance	1.6	1.6	1.8	2.3	2.5	4.3	4.6	5.5	5.6	6	6	6	6	6		6.7	6.7	
Location	co33ea	co33ng	colchester	co1	co1	co1	co33uz	co33qp	co34jg	co30rn	co30hp	co3	co3	co3			co3	
Distance	6.7	7.1	7.3	7.4	7.4	7.4	7.5	7.7	8.6	9.2	9.7	9.7	9.7			9.7	9.7	
Location	co3	co63ef	co5	c05	co5	co61ls	co13		co50pn									
Distance	9.7	10.6	11	11	11	11	11	11	11	11	11	11	11	12.4		12.4	12.5	

<b>nce</b>															
<b>Locati on</b>	co6	co62 dx	co61qz	witha m	cm34 qu	cm79 ua	cm7 9at	cm77 7ux	co93 ps	cm16 qz	cm7 4ra	cm24 8hp	da28 eb	en87he	en14j d
<b>Dista nce</b>	15	16.1	17.4	19.2	24.1	24.7	26	27.1	28.7	29.4	36	50.8	61.8	66.3	69.4
<b>Locati on</b>	n16														
<b>Dista nce</b>	73.9														



Crouch and Roach Estuaries																
Postcode	cm08as	cm08hw	cm08rp	cm08rp	cm08bd	cm08hw	cm08jb	cm08js	cm36dq	cm08as	cm08ha	cm08ll	cm08ja	cm36ls	cm36lu	
Distance	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2	0.2	0.2	0.2	
Postcode	north fambridge	north fambridge	cm36lu	north fambridge	cm08hb	cm08la	cm08jg	cm08jy	cm08hq	cm08la	cm36lt					
Distance	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.3	0.3	0.3	0.3	0.3	0.3	0.3	
Postcode	cm08er	cm08ld	cm36lz	cm36lz	cm08sz	cm08dy	cm08dx	cm08dx	cm08ed	cm08hf	cm08ed	cm08es	burnham	burnham	burnham	
Distance	0.4	0.4	0.4	0.4	0.4	0.5	0.5	0.5	0.5	0.6	0.6	0.6	0.6	0.6	0.6	
Postcode	burnham	burnham	cm36nf	cm36nf	cm08eh	cm08en	cm08bq	cm08ds	cm08bq	cm08ex	cm08sn	cm08bq	cm08dr	cm08rl	cm08dl	
Distance	0.6	0.6	0.6	0.6	0.7	0.7	0.7	0.7	0.7	0.7	0.7	0.7	0.8	0.8	0.9	
Postcode	cm08dn	cm08bw	cm08tr	cm08dq	cm08tt	cm08tf	cm08dd	cm08tx	cm36dt	cm08db	cm08tw	cm08ql	ss5	cm36je	cm36hp	
Distance	0.9	0.9	1	1	1.1	1.1	1.1	1.2	1.2	1.2	2	2	2.3	2.4	2.6	
Postcode	cm36bl	cm36jg	ss69ut	cm07bt	cm36jf	ss118rb	cm07bg	cm36px	cm07rx	cm07ap	cm36tw	cm0	cm0	cm0	cm0	
Distance	2.7	2.7	2.8	3	3	3.1	3.5	3.9	4	4	4.1	4.2	4.2	4.2	4.2	
Postcode	cmo	cm0	cm0	cm0	cm0	cm0	cm0	cm0	cm07al	cm38dg	cm07dj	cm07dg	ss68py	cm36ap	ss129ea	
Distance	4.2	4.2	4.2	4.2	4.2	4.2	4.2	4.2	4.2	4.3	4.4	4.5	4.7	4.8	4.9	
Postcode	cm34hp	cm36te	cm07rt	ss95bs	ss9	cm112uh	cm96ad	cm07pa	cm112ld	cm9	billericay	cm28by	cm120hr	cm129pn	ss156jz	
Distance	5.1	5.3	5.5	6.2	6.4	8.9	9	9.2	10.1	10.5	11.2	11.7	11.8	12.2	13.1	
Postcode	ss178er	cm40de	cm4	ss178en	cm8	cm3	cm3	cm82xe	cm31rs	rm162tj	rm176dn	rm113nn	cm79ll	se167dr	n41ay	
Distance	14.7	14.7	14.7	14.7	16.8	17.9	17.9	18.1	21.1	23	23.7	25.1	26.5	45.5	47.5	
Postcode	gu272jw	ireland														
Distance	108	501.8														

**Dengie**

<b>Postcode</b>	orthona	orthorna	cm07pp	cm07 pp	cm07q h	cm07 px	cm07q q	cm07 px	bate dudley	brad well	bradwel l	bradwell	tillingha m
<b>Distance</b>	0.1	0.1	1.6	1.6	1.9	2	2	2	2.1	3.3	3.3	3.3	3.6
<b>Postcode</b>	tillingha m	cm07hs	tillingha m	cm07tw	asdeld ham centre	cm07 gr	cm07np	burnham	burnha m	burnham	burnham	southmi nster	southmi nster
<b>Distance</b>	3.6	3.7	3.9	4	5	5.5	5.8	7	7	7	7	7.1	7.1
<b>Postcode</b>	southmi nster	southmi nster	southmi nster	cm0	cm0	cm0	steeple	mayl and	althorne	cm36 et	maylan dsea	heybridg e	cm9
<b>Distance</b>	7.1	7.1	7.1	7.2	7.2	7.2	9	11	11	11.8	12	14	14.3
<b>Postcode</b>	cm9	latchingt on	maldon	mald on	colche ster	ss12 ey	southe nd	cold norto n	hockley	cm8	ss9	south woodha m ferrers	cm7
<b>Distance</b>	14.3	14.5	15.6	15.6	16.5	16.5	16.7	17.6	18.1	18.8	20.2	20.8	27.1



<b>Postcode</b>	cm16nn	wickford	wickford	cm1	chelmsford	cm77	cm13ea	ss177nr	cm31ln	shenfield	ct13	ilford	ip139hn
<b>Distance</b>	27.1	27.3	27.3	29.1	30	30	32.1	33.6	34.3	41	48.5	58.6	59.3
<b>Postcode</b>	london	london	ip199lp	ha4	hp5	ng237nj	cirencester	de222g	cornwall				
<b>Distance</b>	73.6	73.6	77.5	92.1	104.2	192.7	200	211.1	415				

## Benfleet and Southend Marshes

<b>Postcode</b>	ss12yt	ss91ea	ss08jj	ss07rl	chalkwell	chalkwell	chalkwell	ss91ed	chalkwell	chalkwell	westcliff	westcliff	westcliff
<b>Distance</b>	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2
<b>Postcode</b>	ss08ht	westcliff	ss91dr	ss92dj	ss91as	ss92dg	ss08pu	ss91hb	westcliff	westcliff	westcliff	westcliff	ss91as
<b>Distance</b>	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2

nce												
<b>Postc ode</b>	gunners prk	ss39ez	ss91ad	ss9 1ad	ss12xa	ss39hl	ss39ls	ss13nj	ss0 7nn	ss9 2ht	ss9 2ax	ss9 2nq
<b>Dis-ta nce</b>	0.3	0.3	0.3	0.3	0.4	0.4	0.4	0.4	0.4	0.4	0.4	0.4
<b>Postc ode</b>	ss9 2ax	ss0 7nn	ss39jw	ss39fw	ss92au	ss9 1rp	ss0 8pj	ss39by	leigh	leigh	leigh	leigh
<b>Dis-ta nce</b>	0.4	0.4	0.5	0.5	0.5	0.5	0.5	0.6	0.6	0.6	0.6	0.6
<b>Postc ode</b>	leigh	leigh	leigh	leigh	legh	leigh	leigh	leigh	leigh	leigh	leigh	leigh
<b>Dis-ta nce</b>	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6
<b>Postc ode</b>	leigh	leigh	leigh	leigh	leigh	leigh	legh	leigh	leigh	leigh	leigh	leigh
<b>Dis-ta nce</b>	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6
<b>Postc ode</b>	leigh	leigh	leigh	leigh	leigh	leigh	leigh	leigh	leigh	ss9 1ra	ss9 1sq	
<b>Dis-ta nce</b>	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6
<b>Postc ode</b>	ss9 1rd	leigh	leigh	thorpe bay	thorpe bay	thorpe bay stn	thorpe bay	thorpe bay	thorpe bay	ss13le	ss13nb	
<b>Dis-ta nce</b>	0.6	0.6	0.6	0.7	0.7	0.7	0.7	0.7	0.7	0.7	0.7	0.7
<b>Postc ode</b>	ss39ja	thorpe bay	ss9 1qx	ss9 2al	ss9 2an	ss9 2an	ss9 1qx	woodgr ange drive	ss9 1nj	ss12ub	ss39lz	ss89rd
<b>Dis-ta nce</b>	0.7	0.7	0.7	0.7	0.7	0.7	0.7	0.8	0.8	0.8	0.8	0.8
<b>Postc</b>	ss91ju	ss39qf	ss9	ss9 1st	ss39le	ss13je	ss12xw	ss9	ss9	ss9	ss9	ss9

Postcode			1nw										
Distance	0.8	0.8	0.8	0.8	0.9	0.9	0.9	0.9	0.9	0.9	0.9	0.9	0.9
Postcode	ss9	ss9	ss9	ss9	ss13eh	ss12uf	southchurch	ss08ah	southchurch	ss9 2ta	thorpedean	ss24jp	
Distance	0.9	0.9	0.9	0.9	1	1	1	1	1	1	1	1.1	1.1
Postcode	ss39wb	ss39wb	ss39gb	ss39la	garrison estate	garrison estate	garrison estate	ss07aq	ss9 3pn	ss9 2qp	ss13pp		
Distance	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.1	1.2
Postcode	ss25az	ss93pj	ss93ea	ss71pg	ss9 3ea	SS9 3EJ	ss09dd	ss09dd	ss13sr	ss0 7bb	ss3 9pe	ss93db	
Distance	1.2	1.2	1.2	1.2	1.2	1.2	1.3	1.3	1.3	1.3	1.4	1.4	
Postcode	ss13qp	ss38ag	ss24np	ss39ap	ss93be	ss93fa	ss93dx	SS0 9RD	souyehend	ss25dh	ss13pu	ss24ht	
Distance	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.5	1.5	1.5	1.5	1.5
Postcode	ss24nf	southernd	southernd	southernd	westliff southernd border	southernd	ss39sg	ss24hp	hadleigh	hadleigh	hadleigh	shoeburness	
Distance	1.5	1.5	1.5	1.5	1.5	1.5	1.6	1.6	1.6	1.6	1.6	1.6	1.7
Postcode	shoebury	shoebury	shoebury	shoebury	ss25lu	hadleigh	ss0	hadleigh	ss0	ss0	shoebury rd	ss24rs	
Distance	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.7	1.8	1.8	

Postcode	ss9 4je	ss2 4dl	ss13nz	ss8 0qf	ss71hg	ss38bh	ss7 5eh	ss38xp	ss24rd	ss9 3tu	ss38yh	ss39yy
Distance	1.8	1.8	1.9	1.9	2	2	2	2.1	2.1	2.1	2.2	2.3
Postcode	benfleet	benfleet	benfleet	benfleet	benfleet	benfleet	benfleet	benfleet	benfleet	benfleet	ss7	ss24ay
Distance	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.3	2.4	2.4
Postcode	ss00pz	ss7	ss0 0py	ss9 4tj	thundersley	thundersley	ss7 2uh	ss75st	eastwood	eastwood	eastwood	ss3 0at
Distance	2.4	2.4	2.4	2.7	3.1	3.1	3.1	3.2	3.4	3.4	3.4	3.6
Postcode	ss30wl	ss30dx	ss9 5qx	ss9 5as	gt wakering	wakering	wakering	gt wakering	wakering	ss30rh	great wakening	
Distance	3.7	3.7	3.7	3.8	4	4	4	4	4	4	4	4
Postcode	great wakening	little wakering	ss3	ss30jn	ss74sb	ss6	ss6 8rb	rayleigh	rayleigh	raighley	raighley	rochford
Distance	4	4.1	4.1	4.3	4.5	4.9	5	5.1	5.1	5.1	5.1	5.3
Postcode	ss30ls	rochford	rochford	ss41nq	ss13 1hz	ss13 1pp	ss54pu	ss54px	ss13 1ph	hockley	ss5	ss5
Distance	5.3	5.3	5.3	5.7	5.9	6.5	6.6	6.6	6.7	6.8	6.9	6.9
Postcode	ss54sj	ss43bj	ss5 4xd	ss141rp	basildon	basildon	basildon	basildon	ss55al	ss120nz	ashington	wickford
Distance	7	7	7.2	7.4	7.4	7.4	7.4	7.4	7.5	8.1	8.7	8.8



Postcode	ss14	ss14 2bd	ss154a h	ss178 nr	ramsde n heath	east tilbury	east tilbury	orsett	orsett	cm120 nb	cm3 6ql	rm175rp
Distance	8.8	9.1	11.8	12.3	12.8	12.9	12.9	14.7	14.7	15.6	16.3	18.3
Postcode	grays	cm4 0ad	brentwo od	CM2	cm13bj	upminster	upminster	upminster	chelmsford	chelmsford	hornchurch	hornchurch
Distance	18.7	19.9	20.7	22.2	22.6	22.8	22.8	22.8	23	23	24.9	24.9
Postcode	rm30ww	rm2 5bu	dartford	romfor d	romford	east london	cm73dp	cm7 9ax	cm19 4eh	n8	north london	north london
Distance	25.1	26.7	27	27.9	27.9	36.1	37.8	38.6	42.5	47.5	47.7	47.7
Postcode	N1	london	west london	cambri dge	gu12 6rb	buckimg ham	norfolk	sheffiel d	ng60ar	devon	yorkshir e	glasgow
Distance	48.1	49	62.6	80.3	96.2	119.4	126.2	247.5	247.6	321	329	577

## Thames Estuary and Marshes

Postcode	ss170eg	rm188pb	east til	east tilbury	east tilbury	east tilbury	ss17	ss17	ss17	ss17	ss17	ss17
Distance	0.6	0.7	1	1	1	1	1.5	1.5	1.5	1.5	1.5	1.5
Postcode	ss17	station rd	corringham	corringham	ss170nz	linford	linford	linford	linford	linford	linford	ss177rg
Distance	1.5	1.6	1.7	1.7	1.7	2	2	2	2	2	2	2
Postcode	stanford	stanford	stanford	stanford	stanford	stanford,horndon	stanford le hope	stanford	stanford	stanford	stanford	stanford

<b>Distance</b>	2.2	2.2	2.2	2.2	2.2	2.2	2.2	2.2	2.2	2.2	2.2	2.2	2.2	2.2
<b>Postcode</b>	stanford le hope	stanford le hope	stanford	stanford	ss178qr	ss179el		ss178ph	horndon	rm18 8dj	rm188dx	chadwell		
<b>Distance</b>	2.2	2.2	2.2	2.2	2.5		2.6	3.2	3.5	4	4.4	4.8		
<b>Postcode</b>	tilbury	tilbury	tilbury	tilbury	rm187ah	ss16		ss14	rm175rg	rm16	laindon	basildon		
<b>Distance</b>	4.9	4.9	4.9	4.9	5.5		6.4	7.1	7.2	7.2	7.6	8		
<b>Postcode</b>	basildon	basildon	basildon	rm17	grays	grays		grays	grays	grays	chafford	ss7		
<b>Distance</b>	8	8	8	8.1	8.2		8.2	8.2	8.2	8.2	8.9	9.9		
<b>Postcode</b>	south ockendon	south ockendon	wickford	rm154bh	ss12	leigh on sea		cm133dq	hockley	ss11et	cm0	cm234es		
<b>Distance</b>	10.1	10.1	12.3	12.4	12.6		13.5	15	16.8	17	30.6	45		
<b>Postcode</b>	so32													
<b>Distance</b>	128													

## **Appendix 10: Follow up Stakeholder Workshop Outputs**

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The results of the follow up workshop will inform which mitigation measures may be effective in certain locations but is not the sole basis for them.

### **Essex coast RAMS Stakeholder Workshop Outputs**

**10:00 – 13:00 15<sup>th</sup> June – Colchester Borough Council Offices**

#### **Attendee List**

Name	Organisation
Matt Wilson	Coast and countryside Manger (Maldon District Council)
Roy Read	England Coast Path representative (Natural England)
Charlie Williams	Responsible officer for Crouch and Roach (Natural England)
Leon Woodrow	Nature Conservation Officer (Tendring District Council)
Andrew St. Joseph	Maldon Councillor
Zoe Ringwood	Responsible officer for Hamford Water (Natural England)
Annie Gordon	Essex Wildlife Trust
Rachel Langley	Essex Wildlife Trust
David Piper	Blackwater Estuary Lead Ranger (National Trust)
Michael Parkin	Responsible officer for Dengie (Natural England)
Jack Haynes	Planning officer (Natural England)
Heather Read	Planning officer (Natural England)
Josey Travell	Environmental and greenspace officer (Southend Borough Council)
David Eagle	Farmer
Mark Sumner	Access and recreation advisor for Ministry of Defence
Mark Nowers	RSPB
Xavier Preston	Southend Borough Council
Shelley Blackaby	Colchester Borough Council
Karen Johnson	Maldon District Council
Sue Hooton	Place Services
Lois Crisp	Place Services
Hamish Jackson	Place Services
Luke Pidgeon	Place Services
Maria Hennessy	Place Services

## **Benfleet and Southend Marshes SPA and Ramsar**

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### **General Notes**

- Two Tree Island, highlighted as key area of disturbance;
- Visitors are concentrated in the West (Two Tree), Centre (Golden Mile) and East (Gunners Park). Residents are dispersed to the West and East, whereas, Tourists mainly visit the centre of the seafront;
- Thameslink pathway near Two Tree Island is heavily used (Two Tree to Hadleigh CP Loop);
- Leigh Cockle Sheds provide access to mudflats – people take their dogs.
- Bait diggers use a lot of the foreshore, can be seen travelling quite a way out.
- Staffing issues for the shoreline – on busy day's staff are focused in central Southend;
- Old Leigh has high visitor numbers;
- Two Tree Island Wildfowling – agreement is very old, made in the 1950s, wasn't aware of it until recently. Southend waiting for NE input;
- Potential to expand Belhus/Hadleigh Country Park? ;
- The England Coast Path is planned to run along the entire length of the coastline in Southend-on-Sea; and
- There is access by foot onto Canvey Point.

**Table A10.1: Mitigation ideas**

Location	Mitigation option	Notes
Two Tree Island	Employ new rangers to monitor the site.	Two Tree Island is currently heavily utilised during the busier tourist periods mainly by local residents.
	Habitat regeneration	Paths on the island are currently inadequate, and there are currently many wander lines.
	Implement information boards	The area features habitats which could be seen as unimportant due to their appearance. Inform visitors of the mudflat importance.
	Install buoy markers off of Two Tree Island	Paddle-boarders and Kayakers have the potential to disturb habitats at Two Tree as there is no designation in place.
	Interchangeable car park size	Car park is currently used for car meets, install barriers to prevent misuse of the car park.
Gunners Park	Provide alternate green space	Southend currently has very little open green space. Provide green space elsewhere, it doesn't

		necessarily have to be a large area.
	Control dog walking in the area more	Despite the MOD designation on the foreshore, dog walkers are still accessing the area.
General	Mitigate disturbance	Employ rangers for the seafront who have the ability to enforce/influence.
	Potentially use County Council land for alternate green space use	The County Council may have land which is suitable for alternative green space to be provided eg former landfill sites.

## Crouch and Roach Estuaries SPA and Ramsar

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### General Notes

- Referring to Burnham-on-Crouch – honey pot site, mostly seaward of coast;
- Referring to Paglesham/East End – Encouraging canoe trips? ;
- Referring East of North Fambridge – Wildfowling;
- Referring to both the rivers Crouch and Roach – Sailing and powerboats currently travelling into creeks, in turn disturbing birds;
- Referring to North Fambridge Marina – new ferry proposed which would travel from north to south of the river; and
- Oyster shell recharge projects are being undertaken to help create habitats for Little Terns.

**Table A10.2: Mitigation ideas**

Location	Mitigation option	Notes
West of Potton Island	Monitor the permitted use of narrow channels.	Narrow channels with wide areas of mud, boats and water activity cause bird disturbance.

## Colne Estuary SPA and Ramsar

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### General Notes

- Referring to eastern side of Tollesbury Wick – picnicking and swimming popular at spit, potentially little terns nesting at this point, also lots of boating activity;
- Referring to eastern side of Old Hall Marshes – potential little tern nesting site;
- Referring to north-west Mersea Island – Water skiing and canoeing all year;
- Referring to south-west of Seawick – high level of beach activity because of caravan parks;

- Referring to stretch of coast northwards of Brightlingsea – Popular walking route;
- Ray Island has many walkers on Bonner Salttings to the island and boat landing mainly in the summer. The no landing signs that are currently there appear to be ineffective. More recently no access signs, new gates and fence have been implemented onto the landward access through Bonner Salttings; and
- Jet skis at Fingringhoe Wick NR, Geedon Bay and Saltmarsh commonly do not follow the 8 knot speed restriction in that area, ultimately the wash created from the jet skis causing an erosional effect on the saltmarsh.

**Table A10.3: Mitigation ideas**

Location	Mitigation option	Notes
Strood Channel	Communicate with user group to explain impacts. Provide guided walks and talks.	Canoeing up the channel at high tide
Colne Point	Rangers should identify Little Terns and fence off sites.	A range of measures are needed. Disturbance is adversely affecting birds – Ringed Plover and Little Tern.
	Caravan sites should be educated to understand importance of the spit as a habitat for birds	
	Restrict access at certain times of year to prevent disturbance.	
Eastern side of Tollesbury Wick	Fencing off nesting sites	Little Terns are known to nest at Tollesbury Wick, fencing to prevent access and mitigate disturbance.
South east of Wivenhoe	Managed realignment	Currently heavy disturbance for Little Terns, managed realignment has solved cases like this in other areas.
Ray Island	Enforce no access	Remove the National Trust 'Welcome' sign as it sends the wrong message.
Fingringhoe Wick Nature Reserve	Engagement with local clubs	Clubs could include boating clubs to improve behaviour.
Fingringhoe Wick Nature Reserve, Geedon Bay and Saltmarsh owned by MOD	Rangers and education	Add a warden for these areas and get them to engage with local boat clubs and liaise with the Harbour Master and River Police.

## Stour and Orwell Estuaries SPA and Ramsar

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### General notes

- The Stour has very few access points to the coast. The main points on the Essex coast are Mistley Walls, Bradfield, Wrabness and Stour Wood, Ramsey;
- There is a no access sign to the beach at Wrabness but this is ignored; and
- There are numerous dog users at Wrabness and many do not use leads.

**Table A10.4: Mitigation ideas**

Location	Mitigation option	Notes
Mistley Walls	Ranger that will encourage people to move to an alternative beach that is located at Manningtree (opposite The Crown pub) which is close by and will have less of an impact.	The alternate beach is better suited for recreational activities but is not well known, once people know the location they could be more likely to use that beach rather than Mistley Walls.
Mistley Walls	Signage educating the public about when they are allowed to use the beach.	This could be a similar method that has been seen in other authorities that uses red, amber and green paw prints to show dog owners when their dog is allowed in certain areas.
Mistley Towers	Educate the user group about what behaviours could impact their surroundings.	There is an unofficial kayaking launch point from this location. Kayakers go into creeks at high tide.
Bradfield	Signage to about when they are allowed to launch boats etc.	Long term discussions to regulate use of launching point
Stour Wood, Ramsey	Rangers to promote positive behaviour and educate dog walkers.	This area has a high presence of dog walkers. There are currently RSPB patrol volunteers that help in that area plus EWT reserve no dogs.
Harwich Haven Authority	Find a water bailiff to enforce speed limits and positive behaviour or work more closely with Essex Marine Police.	It is not uncommon to witness speeding along the Stour, a bailiff would help keep speed limits in check.
Dovercourt	Promote jet ski launch points from Dovercourt.	This will encourage people to launch from here where there will be a lesser impact to birds.
Wrabness NR	Rangers through an Essex Wildlife Trust partnership.	There is an Essex Wildlife Trust ranger at Wrabness Nature Reserve adjacent to the estuary,

		where there is a high presence of dog walkers.
Wrabness NR	Education	Information days aimed at dog walkers on site as this was tried and received well in the past.
Wrabness NR	Behaviour change	Further encourage the public onto concrete paths and discourage from sensitive areas like marsh fields and estuary beach.

## Blackwater Estuary SPA and Ramsar

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### General Notes

- Referring to Caravan Parks, Jet skiing is at present a big issue for the estuaries;
- Swimming within the estuary is gaining in popularity;
- Paddle-boarding is also undertaken in areas which are sensitive to bird interference;
- Aircrafts frequently fly over the estuary at low altitudes disturbing wildlife; and
- Walkers and canoeists regularly cause disturbance on Tollesbury Point and shingle spit.

**Table A10.5: Mitigation ideas**

Location	Mitigation Option	Notes
Northey Island	Saltmarsh recharge. 10 year project in the South corner.	National Trust is looking at more access to Northey.
Bradwell	Coastal realignment or habitat creation.	Creation of new offshore island.
General	Alteration to byelaws.	Partnership with Essex Marine Police, who have already undertaken work for Colchester.
Blackwater	Expansion of river bailiff services.	Blackwater is main enforcement area – jet ski enforcement in particular.
	New walking routes e.g. Heybridge Lakes.	This location is close to the Blackwater, but could provide a circular route.
	Expansion of ranger numbers.	Employ more rangers/roving rangers at key sites, to enforce
Maldon Promenade	Park extension.	Land available in the east, potential to expand promenade with specific dog walking area.

Blackwater Caravan Parks	Educate park owners and visitors.	Visitors and owners need to be educated about habitat zoning. Review jet-ski zones as they are typically of lesser quality.
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### Foulness Estuary SPA and Ramsar

- There are a lot of walkers and dog walkers at Wakering Stairs

### Hamford Water SAC, SPA and Ramsar

- John Weston Essex Wildlife Trust reserve has restricted access, with roughly 50% of the land with no access
- Currently there is a volunteer warden at John Weston

**Table A10.6: Mitigation ideas**

Location	Mitigation Option	Notes
Beaumont Quay	HLS government funded scheme to redirect horse riders from area. Capital works and on-going payments.	Created permissive pathway, around other farm area, to prevent sea wall usage, but is still legal.
Stone Point	Create a friend of the ringed plover group.	Local people provide on-site policing to prevent disturbance from dogs/walkers.
John Weston	Rangers	Hire a new ranger as there is a current vacancy for one.
	Habitat creation / improvement	Look at bird data to see if this would be viable and effective.
	Signs	Improve signs on the accessible entrances.
	Information	Improve the quality of information at The Naze visitor centre.
Skippers Island		
Operating from Titchmarsh Marina	Boat warden	Extend the hours for the boat warden service. Used to be all year round.
Local schools	School talks / education to encourage the love of local wildlife.	Changes behaviour of parent.
Tourist Information Centre – used to exist	Re-open TIC in local area.	Provide info for what they can do to protect the area.
Dog walker policing	Encourage dog-walkers to police other dog-walkers to	Self-policing.

	behave better.	
Hamford Water general	Branding for the protected area.	Put a recognisable logo on coffee cups and stickers. Tell people what is special about an area, and how they can help.
Coastal Path	Orientation boards along key access points.	Provide information, location and code for the area.
General	Warden for the area.	Post for education, policing and habitat management (including Skippers Island and John Weston).
	Create an app for the protected area.	Interactive app shows people more robust areas, 'quiet zones' & 'play zones'.
	Re-direct paddleboarders.	

## Thames Estuary and Marshes SPA and Ramsar

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### General notes

- Referring to the estuary – there is currently no 'obvious' need for water based enforcement of sports/boats;
- Infrequent walkers and fisherman can be found by Mucking Creek;
- It is likely that there will be housing allocations at East Tibury which will increase visitor numbers; and
- Essex Wildlife Trust (Thameside Nature Park) will be expanding and will have restrictions to access as it does currently. This will move visitors away when the reserve is closed.

**Table A10.7: Mitigation ideas**

Location	Mitigation Option	Notes
Grays	Quarry restoration	Will move people away from the sea wall.
Coalhouse to southern boundary of Thameside NP	Improve surface of track.	Usage of the current track from walking/dog walking has degraded it.
Farmland west of Coalhouse	Potential here for habitat creation.	The option to create & provide high tide roosts.

## Dengie SPA and Ramsar

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### General notes

- Bradwell beach commonly has illegal off road biking and quad-bikes that are disturbing habitats, fencing doesn't always prevent this;
- A lot of the access to the Dengie is limited as a lot of it is private access unless people are walking along the coast;
- Visitor numbers are currently low but are increasing;
- Need to look at the land immediately to rear of sea wall as Little Tern nest there at Bradwell. Need involvement from farmers/landowners as they are best placed to put in measures that will protect species. Could make it easier for birds to nest at high tide;
- There is a popular walking route along from the Nature Reserve car park along the seawall, which disturbs birds and affects the saltmarsh; and
- Illegal off-roading is common on the sea wall and saltmarsh.

**Table A10.8: Mitigation ideas**

Location	Mitigation Option	Notes
Bradwell	New habitat / coastal realignment	Saltmarsh restoration and re-creation, for example creating a new off-shore island near Bradwell. EWT and RSPB have identified sites where saltmarsh can be recharged. It could be a possibility to work in partnership to deliver these schemes.
Sea wall	Encourage movement of people away from sea wall to alternative locations.	Alternative locations could include Heybridge Lakes.

## All sites

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### General Mitigation

- Bird Aware is a scheme used in the Solent that is the same concept as the Essex RAMS; this has a website, leaflets and promotes positive behaviours to recreational users. Essex should use this brand as start-up costs would be less and it could mean that the 'Bird Aware' campaign could become nationally recognised. The name Bird Aware should be the preferred name of the scheme compared to the RAMS as it is a clear cut term and is more user-friendly;
- Create partnerships with organisations such as Essex Wildlife Trust, RSPB and National Trust to help deliver measures with their Rangers; and
- Mitigation should include education/communication projects as well as physical projects.



# Essex Coast Recreational disturbance Avoidance and Mitigation Strategy

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Supplementary Planning  
Document (SPD)  
2019

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## 1. Introduction

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This Supplementary Planning Document (SPD) focuses on the mitigation that is necessary to protect the wildlife of the Essex coast from the increased visitor pressure associated with new residential housing development in combination with other plans and project, and how this mitigation will be funded.

This SPD accompanies the strategic approach to mitigation which is set out in the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (the 'RAMS'). The RAMS provides a mechanism for Local Planning Authorities (LPAs) to comply with their responsibilities to protect habitats and species in accordance with the UK Conservation of Habitats and Species Regulations 2017 (the 'Habitats Regulations').

This SPD is implementing/supplementing the policies listed in appendix xxxx.

This SPD distils the RAMS into a practical document for use by LPAs, developers and the public and provides the following information:

- A summary of the RAMS;
- The scope of the RAMS;
- The legal basis for the RAMS;
- The level of developer contributions being sought for strategic mitigation; and
- How and when applicants should make contributions.

A frequently asked questions (FAQ) document has also been produced to provide further information about the RAMS project.

## 2. A Summary of the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy

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### The importance of the Essex coast

The Essex coastline is one of importance for people and wildlife. It provides recreational opportunities for Essex residents, and it is home to internationally important numbers of breeding and non-breeding birds and their coastal habitats.

The coast is a major destination for recreational use such as walking, sailing, bird-watching, jet skiing and dog walking. Evidence, described in detail in the RAMS, suggests that the majority of this activity is undertaken by people who live in Essex.

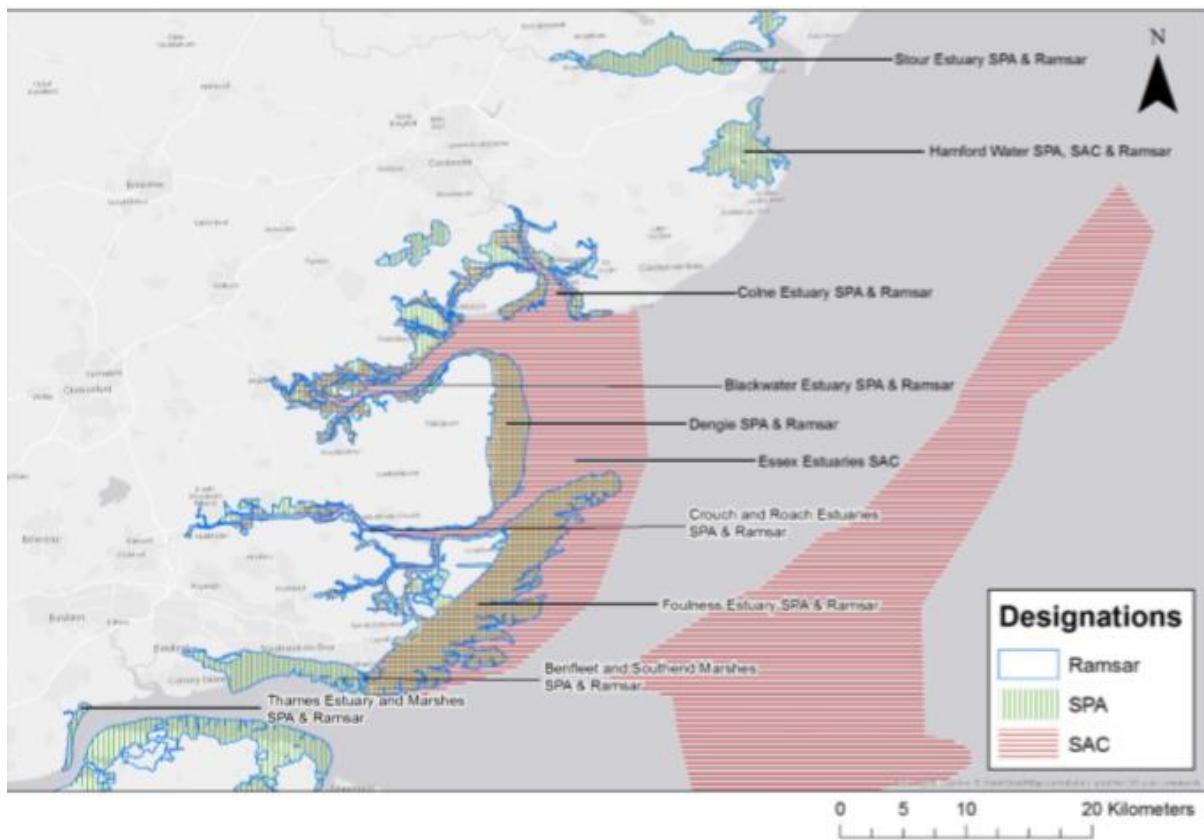
Although only Tendring District, Colchester Borough, Chelmsford City, Maldon District, Rochford District, Southend Borough, Castle Point Borough and Thurrock Councils lie on the coast, residents from, Basildon Borough, Brentwood Borough, and Braintree District are also likely to travel to the coast for recreational use.

A large proportion of the coastline is covered by international, European and national wildlife designations. A key purpose of these designations is to protect breeding and non-breeding birds and coastal habitats. Most of the Essex coast is designated under the Habitats Regulations as part of the European Natura 2000 network: for the purposes of this SPD these are Special Protection Areas, Special Areas of Conservation and Ramsar sites. These sites are also defined as 'Habitats Sites' in the National Planning Policy Framework (2018).

The Habitats Sites to which this SPD applies are as follows and these are shown overleaf on Figure 2.1:

- Essex Estuaries SAC
- Stour and Orwell Estuaries SPA and Ramsar
- Hamford Water SPA and Ramsar
- Colne Estuary SPA and Ramsar
- Blackwater Estuary SPA and Ramsar
- Dengie SPA and Ramsar
- Crouch and Roach Estuaries SPA and Ramsar
- Foulness Estuary SPA and Ramsar
- Benfleet and Southend Marshes SPA and Ramsar
- Thames Estuary and Marshes SPA and Ramsar

**Figure 2.1: Habitats (European) sites covered by the Essex Coast RAMS**



Notes:

- Ramsar sites are areas of wetland which are designated of international importance under the Ramsar Convention (1971).
- Special Protection Areas (SPAs) are sites which support rare, vulnerable and migratory birds.
- Special Areas for Conservation (SACs) are sites which support high-quality habitats and species.

## The duties of Local Planning Authorities

LPAs have the duty, by virtue of being defined as 'competent authorities' under the Habitats Regulations, to ensure that planning application decisions comply with the Habitats Regulations. If the requirements of the Habitats Regulations are not met and impacts on Habitats sites are not mitigated, then development must not be permitted.

Where a Habitats site could be affected by a plan, such as a Local Plan, or any project, such as a new hospital/housing/retail development, then Habitats Regulations Assessment (HRA) screening must be undertaken. If this cannot rule out any possible likely significant effect either alone or in combination on the Habitats site prior to the implementation of mitigation, then an Appropriate Assessment (AA) must be undertaken. The AA identifies the interest features of the site (such as birds, plants or coastal habitats), how they could be harmed, assesses whether the proposed plan or project could have an adverse effect on the integrity of the Habitats site (either alone or in-combination), and finally how this could be mitigated.

The aim of the HRA process is to '***maintain or restore, at favourable conservation status, natural habitats and species of wild fauna and flora of Community interest***' (The EC Habitats Directive, 92/43/EEC, Article 2(2)).

## The requirement for delivery of strategic mitigation

The published Habitats Regulations Assessments (HRAs) for the relevant Local Plans have identified recreational disturbance as an issue for all of the Essex coastal SPAs, SACs and Ramsars.

Mitigation measures have been identified in the HRA (screening and/or Appropriate Assessments) for many of the Local Plans. There are similarities in the mitigation measures proposed, reflecting the identification of 'in-combination' effects resulting from planned and un-planned growth in LPA areas. In recognition of this, Natural England recommended a strategic approach to mitigation along the Essex coast.

Furthermore, each Habitats site or complex of sites in England has a Site Improvement Plan (SIP), developed by Natural England and recreational disturbance is identified as an issue for all ten of the Habitats sites considered in this strategy.

Mitigation measures are therefore necessary to avoid these likely significant effects in-combination with other plans and projects. Mitigation at this scale, and across a number of LPAs, is best tackled strategically and through a partnership approach. This ensures maximum effectiveness of conservation outcomes and cost efficiency.

Some housing schemes, particularly those located close to a Habitats site boundary or large-scale developments, may need to provide mitigation measures to avoid likely significant effects from the development alone, ***in addition to the mitigation***

required in-combination and secured for delivery through the RAMS. This would need to be assessed and, where appropriate, mitigated through a separate project level Habitats Regulations Assessment (HRA) (including AA where necessary). The local planning authority, in consultation with Natural England, would advise on applicable cases.

Other housing schemes, particularly again those located close to a Habitat site boundary or large-scale developments, may need to provide mitigation measures to address site-specific impacts **over and above the mitigation** required through the RAMS. This would also be assessed and, where appropriate, mitigated through the project level Habitats Regulations Assessment (HRA). The local planning authority, in consultation with Natural England, would advise on these cases.

### A summary of the RAMS

The Essex coast RAMS aims to deliver the mitigation necessary to avoid the likely significant effects from the ‘in-combination’ impacts of residential development that is anticipated across Essex; thus protecting the Habitats sites on the Essex coast from adverse effect on site integrity. This strategic approach has the following advantages:

- It is endorsed by Natural England and has been used to protect other Habitats sites across England;
- It is pragmatic: a simple and effective way of protecting and enhancing the internationally important wildlife of the Essex coast and will help to reduce the time taken to reach planning decisions;
- It provides an evidence based and fair mechanism to fund the mitigation measures required as a result of the planned residential growth; and
- It provides developers, agents and planning authorities with a comprehensive, consistent and efficient way to ensure that appropriate mitigation for residential schemes within the Zone of Influence is provided in an effective and timely manner.

The RAMS approach is fair and seeks to mitigate the additional recreational pressure in a way that ensures that those responsible for it, pay to mitigate it at a level consistent with the level of potential harm. It also obeys the ‘precautionary principle’<sup>1</sup>. Existing visitor pressure at Habitats sites would be mitigated through alternative means and any pressure that would arise from different types of development would be addressed through the project HRA.

The majority of the HRAs produced by Essex LPAs as part of the production of their respective Local or Strategic Plans identified that the level of planned housing

<sup>1</sup> 'In order to protect the environment, the precautionary approach shall be widely applied by States according to their capabilities. Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.' (Principle 15) of Agenda 21, agreed at the Rio Earth Summit, 1992.



growth may lead to disturbance of birds in coastal Habitats (European) sites within and beyond each individual LPA boundary.

HRA work relating to the Essex coast Habitats sites undertaken to date at the plan level and project level across the 11 LPAs is detailed in appendix XXX.

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### 3. Scope of the SPD

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#### Where does the RAMS apply?

The 11 LPAs which are partners in and responsible for the delivery of the RAMS are listed below:

- Basildon Borough Council
- Braintree District Council
- Brentwood Borough Council
- Castle Point Borough Council
- Chelmsford City Council
- Colchester Borough Council
- Maldon District Council
- Rochford District Council
- Southend Borough Council
- Tendring District Council
- Thurrock Borough Council

The SPD applies to new residential dwellings that will be built in the Zone of Influence (ZoI) of the Habitats sites. The ZoI identifies the distance within which new residents are likely to travel to the Essex coast Habitats sites for recreation.

The Habitats sites are shown on the Magic maps along with the RAMS Zone of Influence (ZoI). This ZoI was calculated by ranking the distances travelled by visitors to the coast based on their home town postcode data. Not all postcode data is used as this can skew the results and therefore the ZoI is based on the 75th percentile of postcode data. This provides the ZoI distance.

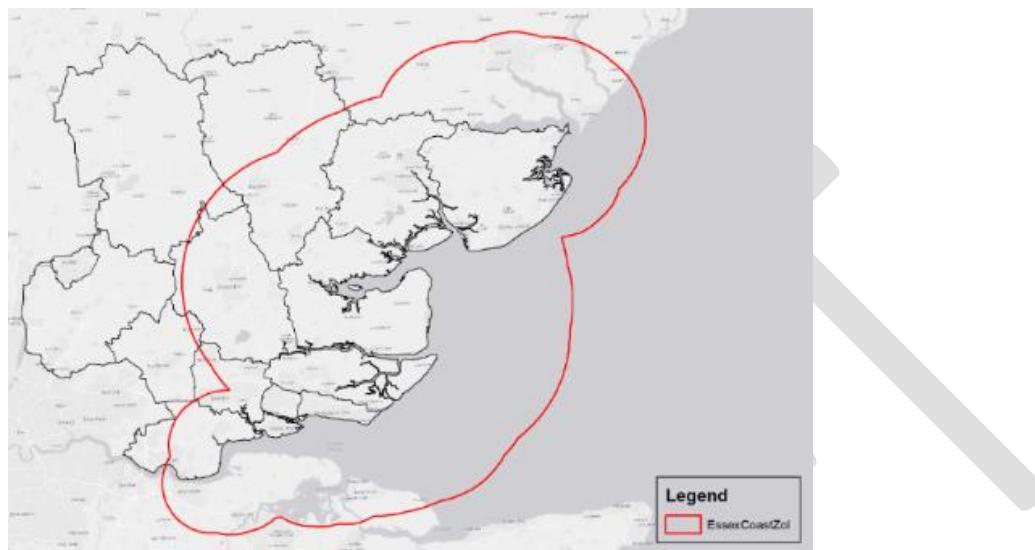
This method has been used for a number of strategic mitigation schemes and is considered by Natural England to be best practice. The distances used to create the zone are illustrated in table 3.1 (below).

**Table 3.1: Zones of Influence for the Essex Coast RAMS**

European designated site	Final distance to calculate RAMS ZoI (km)
Essex Estuaries SAC	-*
Hamford Water SPA and Ramsar	8
Stour and Orwell Estuaries SPA and Ramsar	13
Colne Estuary SPA and Ramsar	9.7
Blackwater Estuary SPA and Ramsar	22
Dengie SPA and Ramsar	20.8
Crouch and Roach Estuaries Ramsar and SPA	4.5
Foulness Estuary SPA and Ramsar	13
Benfleet and Southend Marshes SPA and Ramsar	4.3
Thames Estuary and Marshes SPA and Ramsar	8.1

The ZOI has been calculated from these distances and can be accessed via Magic Maps, where you will find the definitive boundaries. A broad illustration of extent of the RAMS ZOI is shown in figure 3.1, below.

**Figure 3.1: Broad Illustration of the Zone of Influence for the Essex Coast RAMS**



What types of dwellings does this apply to?

New residential developments where there is a net increase in dwelling numbers are included in the RAMS. This would include, for example, the conversion of existing large townhouses into smaller flats, or the change of use of other buildings to dwellings. It excludes replacement dwellings (where there is no net gain in dwelling numbers) and extensions to existing dwellings including residential annexes. Applicants are advised to contact the LPA if in any doubt as to whether their development is within the scope of the RAMS.

Does it apply to all schemes?

It applies to all schemes regardless of size. The [National Planning Practice Guidance](#) confirms that local planning authorities may seek planning contributions for sites of less than 10 dwellings to fund measures with the purpose of facilitating development that would otherwise be unable to proceed because of regulatory requirements.

The RAMS and this SPD apply to the following Planning Use Classes:

**Table 3.2: Planning Use Classes covered by the Essex Coast RAMS**

Planning Use Class*	Class Description
C2 Residential institutions	Residential care homes, boarding schools, residential colleges and training centres.
C2A Secure Residential Institution	Military barracks.
C3 (a) Dwelling houses (a)	- covers use by a single person or a family (a couple whether married or not, a person related to one another with members of the family of one of the couple to be treated as members of the family of the other), an employer and certain domestic employees (such as an au pair, nanny, nurse, governess, servant, chauffeur, gardener, secretary and personal assistant), a carer and the person receiving the care and a foster parent and foster child.
C3 Dwelling houses (b)	- up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems.
C3 Dwelling houses (c)	- allows for groups of people (up to six) living together as a single household. This allows for those groupings that do not fall within the C4 HMO definition, but which fell within the previous C3 use class, to be provided for i.e. a small religious community may fall into this section as could a homeowner who is living with a lodger.
C4 Houses in multiple occupation	- Small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom
Sui Generis ***	- Residential caravan sites (excludes holiday caravans and campsites) -Gypsies, travellers and travelling show people plots

Notes:

\* This table is based on Natural England advice (244199, included as Appendix xx) which was advisory, not definitive.

\*\* Care homes will be considered on a case-by-case basis according to the type of residential care envisaged.

\*\*\* Sui Generis will be considered on a case-by-case basis according to the type of development.

What types of application does this apply to?

The RAMS applies to all full applications, outline applications, hybrid applications, permitted development (see below) **and reserved matters applications where no contribution was made at the outline application or hybrid application stage.** This includes affordable housing.

In order to consider RAMS contributions at the outline application stage, the application should indicate a maximum number of dwelling units.

The General Permitted Development Order (GPDO) allows for the change of use of some buildings and land to Class C3 (dwelling houses), with development being subject to the prior approval process. However, the Habitats Regulations also apply

to such developments. The LPA is therefore obliged by the regulations to scope in those GDPO changes of use to dwelling houses where these are within the Zol.

In practice, this means any development for prior approval should be accompanied by an application for the council to undertake an HRA on the proposed development. The development will need to include a mitigation package which would incorporate a contribution to the RAMS to mitigate the 'in-combination' effects.

Applicants can secure this mitigation via the RAMS through a direct payment using a Section 111 agreement. This refers to Section 111 of the Local Government Act 1972.

Sites that already have planning permission will not be required to pay any additional mitigation sum, unless they are resubmitted for consideration.

The alternative is for the developer to provide information for a project level HRA/AA and secure bespoke mitigation to avoid impacts on Habitats sites in perpetuity.

## 4. Mitigation

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Measures to mitigate adverse impacts on the Habitats sites are statutory requirements and mitigation which must be delivered for any residential development within the areas of the LPAs that falls within a zone of influence as identified in this SPD.

The RAMS identifies a detailed programme of strategic mitigation measures which would be funded by contributions from residential development schemes. These measures are summarised in Table 4.1 (overleaf):

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**Table 4.1 – The Essex coast RAMS toolkit**

Action area	Examples
Education and communication	
Provision of information and education	<p>This could include:</p> <ul style="list-style-type: none"> <li>• Information on the sensitive wildlife and habitats</li> <li>• A coastal code for visitors to abide by</li> <li>• Maps with circular routes away from the coast on alternative footpaths</li> <li>• Information on alternative sites for recreation</li> </ul> <p>There are a variety of means to deliver this such as:</p> <ul style="list-style-type: none"> <li>• Through direct engagement led by rangers/volunteers</li> <li>• Interpretation and signage</li> <li>• Using websites, social media, leaflets and traditional media to raise awareness of conservation and explain the Essex Coast RAMS project.</li> <li>• Direct engagement with clubs e.g. sailing clubs, ramblers clubs, dog clubs and local businesses.</li> </ul>
Habitat based measures	
Fencing/waymarking/screening	Direct visitors away from sensitive areas and/or provide a screen such that their impact is minimised.
Pedestrian (and dog) access	<ul style="list-style-type: none"> <li>• Zoning</li> <li>• Prohibited areas</li> <li>• Restrictions of times for access e.g.to avoid bird breeding season</li> </ul>
Cycle access	Promote appropriate routes for cyclists to avoid disturbance at key locations
Vehicular access and car parking	Audit of car parks and capacity to identify hotspots and opportunities for “spreading the load”
Enforcement	<ul style="list-style-type: none"> <li>• Establish how the crew operating the river Ranger patrol boat could be most effective. It should be possible to minimise actual disturbance from the boat itself through careful operation.</li> <li>• Rangers to explain reasons for restricted zones to visitors</li> </ul>
Habitat creation	Saltmarsh recharge, regulated tidal exchange and artificial islands may fit with Environment Agency Shoreline Management Plans
Partnership working	Natural England, Environment Agency, RSPB, Essex Wildlife Trust, National Trust, landowners, local clubs and societies.
Monitoring and continual improvement	Birds and visitor surveys with review of effectiveness of measures with new ideas to keep visitors wanting to engage



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Appendix xx contains details of the full mitigation package. The overall cost for the mitigation package is £8,916,448.00 in total from today until 2038.

## 5. What the applicant needs to do

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### What is the tariff?

The current tariff [is here](#). This will be indexed linked, with a base date of 2019. This will be reviewed periodically.

In order to arrive at a per dwelling contribution figure, the strategic mitigation package cost was divided by the total number of dwellings which will be built in the Zols over the Local Plan periods until 2038. This includes dwellings which have not received Full/Reserved matters consent. Any houses already consented in the Plan period are not included in this calculation.

The tariff per dwelling is therefore £122.30.

### When will the tariff be paid?

Contributions from housing development schemes will be required prior to commencement of each development. This is necessary to ensure that the financial contribution is received with sufficient time for the mitigation to be put in place before any new dwellings are occupied.

Where development is built in phases this will apply to each phase of house building. A S106 agreement will be used to ensure compliance.

### How will the tariff be paid?

The applicant will be required to enter into a formal deed with the LPA to secure the payment of the required financial contribution. Alternatively, the applicant can arrange to pay the financial contribution directly the LPA to avoid the need to draft and complete a legal agreement.

This contribution is payable in addition to any Community Infrastructure Levy liability and/or any other S106 or S278 contributions for other types of contribution and there may be other site-specific mitigation requirements in respect of Habitats sites and ecology as outlined above.

The mitigation measures identified in this SPD are specifically sought to avoid additional recreational pressures on Habitats sites and do not provide wider benefit or represent the provision of infrastructure. These contributions are not classed as providing infrastructure so can be secured through section 106 obligations without any restriction on pooling of contributions from 5 or more developments (Regulation 123 of the Community Infrastructure Levy regulations). This approach is consistent

with the views of other local authorities across the country in dealing with mitigation requirements for other Habitats sites and has been accepted by Planning Inspectors at appeal/examination.

Planning obligations are legally binding on the landowner (and any successor in title). They enable the LPA to secure the provision of services (or infrastructure), or contributions towards them, which is necessary in order to support the new development i.e. by making an otherwise unacceptable development acceptable in planning terms.

The statutory framework for planning obligations is set out in Section 106 of the Town and Country Planning Act 1990 (as amended) and Regulations 122 and 123 of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended). In addition, paragraphs 54 to 57 of the National Planning Policy Framework (NPPF) 2018 set out the Government's policy on planning obligations. The obligation can be a unitary obligation, referred to as a 'Unilateral Undertaking' or multi party agreement, referred to as a 'Section 106 agreement'.

Legal agreements for planning purposes should meet all the following tests in order to be taken into account when determining a planning application:

- They are necessary to make a development acceptable in planning terms;  
*LPAAs, as competent authorities under the Habitats Regulation, have the duty to ensure that planning application decisions comply with regulations.*

- They are directly related to the development;  
*Evidence in the RAMS demonstrates that visitors come mainly from within the Zol indicated above to the Habitats sites. The 'in-combination' impact of proposals involving a net increase of one or more dwellings within this Zol is concluded to have an adverse effect on Habitats site integrity unless avoidance and mitigation measures are in place.*

- They are fairly and reasonably related in scale and kind to a development.

*The measures put forward in the RAMS represent the lowest cost set of options available which will be both deliverable and effective in mitigating the anticipated increase in recreational pressure from new residential development within the Zol. The costs are apportioned proportionately between all developments dependent on the scale of development. This contribution is therefore fairly and reasonably related in scale and kind to the development.*

Developers or land owners are expected to meet the LPA's legal fees associated with any drafting, checking and approving any deed. These legal fees are in addition to the statutory planning application fee and the contribution itself and must be

reasonable. Details of the LPA's current legal fees can be found on the Council's website.

#### Using a Unilateral Undertaking:

The preferred approach for applications which will create up to 10 new units of residential accommodation is for applicants to use the template Unilateral Undertaking (UU) which is Appendix 1 to this SPD. This should be submitted when the planning application is submitted.

Applicants will need to provide the following documents as part of their planning application:

- The original UU committing to pay the total RAMs contribution (index linked) before commencement of house building on the site/in accordance with the phasing of the development. This must be completed and signed by those who have a legal interest in the site including tenants and mortgagees;
- A copy of the site location plan signed by all signatories to the UU and included as part of the undertaking;
- Recent proof of title to the land (within the last month) which can normally be purchased from the Land Registry. Please note there are two parts to the proof of title: a Register and a Title Plan, both of which must be submitted.
- If the land is unregistered the applicant must provide solicitors details and instruct them to provide an Epitome of Title to the LPA

A payment for the Council's reasonable costs of completing and checking the agreement will be necessary. The council will only charge for the actual time spent on this matter if the applicant follows the guidance. These legal fees are in addition to the statutory application fee and any contributions themselves. Please send a separate payment for this fee (£150/200/more??). This may be increased if the matter is particularly complex).

The Council will require a payment towards the council's LPAs legal costs of completing and checking the UU. Current fees can be found on the Council's website.

If the applicant does not wish to use the template, it can request that the LPA prepare the UU and shall submit:

- Recent proof of title to the land (within one month) from HM Land Registry if the land is registered (this can be obtained online from the Land Registry website). Please note there are two parts to the proof of title: a Register and a Title Plan, both of which must be submitted.
- If the land is unregistered the applicant must provide solicitors details and instruct them to provide an Epitome of Title to the LPA

- Payment of the LPAs legal fees (current fees can be found on the LPAs website)

### Section 106 agreements

In the case of larger or more complicated developments including matters beyond RAMs contributions, the most appropriate route for securing contributions will be via a multi-party Section 106 Agreement.

Applicants must submit a Heads of Terms document for the Section 106 Agreement, identifying these requirements and specifying their agreement to enter into a planning obligation. Heads of Terms should be provided at the point of submission of the planning application.

Please contact Planning Officers at [INSERT AUTHORITY] at the earliest opportunity to discuss your application and the most appropriate method of paying your RAMS charge.

### Payment in Advance

[details of how an applicant can pay the RAMs contribution without entering into a UU / where the Lender will not sign / where the cost of the UU outweighs the contribution]

## 6. Alternative to paying into the RAMS

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The 11 RAMS partner LPAs encourage mitigation to be secured via the strategic approach and prefer developer contributions to the RAMS. This approach will facilitate the planning application process and ensures the adequate and timely delivery of effective mitigation at the Habitats sites and is likely to be more cost effective for developers.

As an alternative, developers may choose to conduct their own visitor surveys to provide information to support the LPA in preparing project level Habitats Regulations Assessment (HRA) Screening Reports (in order to ensure that they can demonstrate compliances with Regulation 63 of the Habitats Regulations) and secure the bespoke mitigation specified within. Where developers choose to pursue this option, the LPA will need to consult Natural England on the effectiveness of the mitigation proposed.

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## 7. Monitoring of this SPD

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To monitor the effectiveness of the RAMS and this SPD, a strategic monitoring process has been put in place which will be managed by the delivery officer in liaison with LPA monitoring officers.

Monitoring will be undertaken annually and a report provided to each LPA to inform their Annual Monitoring Report (AMR). As competent authorities under the Habitats Regulations, the delivery of the Essex Coast RAMS is the responsibility of the LPA needing it to ensure their Local Plan is sound and legally compliant.

The Steering Group shall work with the Essex Coast RAMS team to establish the monitoring procedure, which will include SMART targets to effectively gauge progress.

To ensure the monitoring process is fit for purpose, there will be various monitoring activities which will be undertaken at different times and at an appropriate frequency. For example, visitor survey updates will be scheduled for after 2 and then 5 years.

## 8. Consultation

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Add Section on the consultation/how to comment, how comments will be used, next steps/adoption timetable

Consider if we want to add in specific consultation questions, where appropriate

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## 9. Glossary

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To be copied from the RAMS and to include and legal terms.

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## Appendix 1 – Strategic Mitigation

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Insert from final RAMS.

## Appendix 2 - UU Template

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