

Public Document Pack

TENDRING DISTRICT COUNCIL

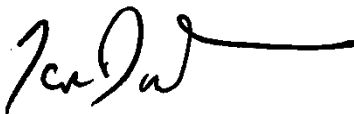
Committee Services
Room 29
Town Hall
Station Road
Clacton-on-Sea
Essex
CO15 1SE

12 May 2025

Dear Councillor

I HEREBY SUMMON YOU to attend the meeting of the Tendring District Council to be held at 7.30 p.m. on Tuesday 20 May 2025 when the business specified in the accompanying Agenda is proposed to be transacted. The meeting will be held in the Princes Theatre, Town Hall, Station Road, Clacton-on-Sea, CO15 1SE.

Yours faithfully

A handwritten signature in black ink, appearing to read 'Ian Davidson', followed by a horizontal line.

Ian Davidson
Chief Executive

To: All members of the
Tendring District Council

TENDRING DISTRICT COUNCIL

AGENDA

For the meeting to be held on Tuesday, 20 May 2025

Prayers

1 Apologies for Absence

The Council is asked to note any apologies for absence received from Members.

2 Minutes (Pages 7 - 46)

The Council is asked to approve, as correct records, the minutes of:-

- (a) the ordinary meeting of the Council held on 25 March 2025; and
- (b) the annual meeting of the Council held on 29 April 2025.

3 Declarations of Interest

Councillors are invited to declare any Disclosable Pecuniary Interests, Other Registerable Interests or Non-Registerable Interests, and the nature of it, in relation to any item on the agenda.

4 Announcements by the Chairman of the Council

The Council is asked to note any announcements made by the Chairman of the Council.

5 Announcements by the Chief Executive

The Council is asked to note any announcements made by the Chief Executive.

6 Statements by the Leader of the Council

The Council is asked to note any statements made by the Leader of the Council.

Councillors may then ask questions of the Leader on his statements.

7 Statements by Members of the Cabinet

The Council is asked to note any statements made by Members of the Cabinet (Portfolio Holders).

Councillors may then ask questions of the Portfolio Holders on their statements.

8 Petitions to Council

The Council will consider any petition(s) received in accordance with the Scheme approved by the Council.

9 Questions Pursuant to Council Procedure Rule 10.1

Subject to the required notice being given, members of the public can ask questions of the Leader of the Council, Portfolio Holders or Chairmen of Committees.

The Chairman shall determine the number of questions to be tabled at a particular meeting in order to limit the time for questions and answers to 21 minutes.

10 Report of the Leader of the Council - A.1 - Urgent Cabinet or Portfolio Holder Decisions (Pages 47 - 50)

To notify Members of recent Executive Decision(s) taken in the circumstances set out in the Council's Constitution in:-

- (a) Rule 15 of the Access to Information Procedure Rules (Special Urgency); and/or
- (b) Rule 18(i) of the Overview and Scrutiny Procedure Rules (Call-in and Urgency); and/or
- (c) Rule 6(b) of the Budget and Policy Framework Procedure Rules.

11 Minutes of Committees (Pages 51 - 112)

The Council will receive the minutes of the following Committees:

- (a) Audit of Thursday 27 March 2025;
- (b) Standards of Wednesday 9 April 2025;
- (c) Resources and Services Overview & Scrutiny of Monday 14 April 2025;
- (d) Community Leadership Overview & Scrutiny of Tuesday 15 April 2025; and
- (e) Tendring / Colchester Borders Garden Community Joint of Thursday 1 May 2025.

NOTES:

- (1) The above minutes are presented to Council **for information only**. Members can ask questions on their contents to the relevant Chairman but questions as to the accuracy of the minutes **must** be asked at the meeting of the Committee when the relevant minutes are approved as a correct record; and
- (2) If any recommendations to Council have been made by those Committees, these are included within separate reports for Council to decide upon (i.e. by noting the minutes those recommendations are not approved at this stage of the proceedings).

12 Reference from the Tendring / Colchester Borders Garden Community Joint Committee - A.2 - Tendring / Colchester Borders Garden Community - Formal Adoption of the Development Plan Document (Pages 113 - 350)

To enable Council to consider the recommendation of the Tendring / Colchester Borders Garden Community Joint Committee that the modified version of the Garden Community Development Plan Document and the accompanying Policies Map be formally adopted by Tendring District Council.

13 Reference from the Tendring / Colchester Borders Garden Community Joint Committee - A.3 - Tendring / Colchester Borders Garden Community - Community Governance Review (Pages 351 - 446)

To enable Council to consider the recommendation of the Tendring / Colchester Borders Garden Community Joint Committee that a Community Governance Review be undertaken, at the appropriate time, that would (amongst other things) look at the current parish boundaries within the area for the Garden Community (in so far as this is within the District) and would consider whether there is potential to create a new parish for the Garden Community or un-parish the existing area (in readiness for development of the Garden Community and Local Government Reorganisation).

14 Motions to Council

Council will consider any motions on notice that have been submitted in accordance with the provisions of Council Procedure Rule 12.

15 Reference from the Cabinet - A.4 - Adoption of a Crime and Disorder Reduction Strategy 2025 - 2028 (Pages 447 - 520)

The Council is asked to consider the recommendation submitted to it by the Cabinet in respect of the adoption of a Crime and Disorder Reduction Strategy for 2025 - 2028.

16 Reference from the Cabinet - A.5 - Adoption of the Annual Capital and Treasury Strategy for 2025/26 (including Prudential and Treasury Indicators) (Pages 521 - 570)

The Council is asked to consider the recommendation submitted to it by the Cabinet in respect of the approval of a Capital and Treasury Strategy for 2025/26.

17 Reports Submitted to the Council by an Overview and Scrutiny Committee

The Council is asked to consider any reports submitted to it by an Overview and Scrutiny Committee.

18 Report of the Chief Executive - A.6 - Membership of Committees (Pages 571 - 574)

The Council will note the appointment of Members to serve on the committees et cetera of the Council.

19 Questions Pursuant to Council Procedure Rule 11.2

Subject to the required notice being given, Members of the Council can ask questions of the Chairman of the Council, the Leader of the Council, Portfolio Holders or Chairmen of Committees.

The time allocated for receiving and disposing of questions shall be a maximum of 30 minutes. Any question not disposed of at the end of this time shall be the subject of a written response, copied to all Members the following working day unless withdrawn by the questioner.

20 Seating Plan for meetings of the Full Council in the 2025/2026 Municipal Year (Pages 575 - 576)

To enable Full Council to approve the seating plan for its meetings to be held during the 2025/2026 Municipal Year. The seating plan has been amended to reflect the election of the new Chairman of the Council, the appointment of the new Vice-Chairman of the Council and recent changes in the membership of political groups.

21 Urgent Matters for Debate

The Council will consider any urgent matters submitted in accordance with Council Procedure Rules 3(xv), 11.3(b) and/or 13(p).

22 Exclusion of Press and Public

Council is asked to consider passing the following resolution:

“That under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of Agenda Item 23 on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 7 of Part 1 of Schedule 12A, as amended, of the Act.”

23 Exempt Minute of the meeting of the Audit Committee held on Thursday 27 March 2025 (Pages 577 - 578)

The Council will receive the exempt minute of the meeting of the Audit Committee held on Thursday 27 March 2025.

Date of the Next Scheduled Meeting of the Council

Tuesday, 15 July 2025 at 7.30 pm - Town Hall, Station Road, Clacton-on-Sea, CO15 1SE

INFORMATION FOR VISITORS

PRINCES THEATRE FIRE EVACUATION PROCEDURE

There is no alarm test scheduled for this meeting. In the event of an alarm sounding, please calmly make your way out of any of the four fire exits in the auditorium and follow the exit signs out of the building.

Please follow the instructions given by any member of staff and they will assist in leaving the building.

Please do not re-enter the building until you are advised it is safe to do so by the relevant member of staff.

The assembly point for the Princes Theatre is in the car park to the left of the front of the building as you are facing it. Your calmness and assistance is greatly appreciated.

PUBLIC ATTENDANCE AT TENDRING DISTRICT COUNCIL MEETINGS

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

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 are included on the agenda to ask a public question, 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 council 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 had 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.

Filming by the Council

This meeting will be filmed by the Council for live and/or subsequent broadcast on the Council's website. The whole of the meeting will be filmed, except where there are confidential or exempt items, and the footage will be on the website for up to four years (the Council retains three full years of recordings and the relevant proportion of the current Municipal Year). The Council will seek to avoid/minimise footage of members of the public in attendance at, or participating in, the meeting.

**MINUTES OF THE MEETING OF THE COUNCIL,
HELD ON TUESDAY, 25TH MARCH, 2025 AT 7.30 PM
IN THE PRINCES THEATRE, AT THE TOWN HALL, STATION ROAD, CLACTON-
ON-SEA, CO15 1SE**

Present:	Councillors Davidson (Vice-Chairman, in the Chair), Alexander, Amos, Baker, Barrett, Barry, Bensilum, Bray, Bush, Calver, Chapman BEM, Codling, A Cossens, M Cossens, Doyle, Everett, Fairley, Ferguson, Fowler, Goldman, Griffiths, Harris, I Henderson, J Henderson, Keteca, Kotz, Land, Morrison, Newton, Oxley, Placey, Platt, Scott, Skeels (except items 131 (part) - 141), Smith, Steady, G Stephenson, M Stephenson, Sudra, Talbot and White
In Attendance:	Ian Davidson (Chief Executive) (except items 137 and 138), Katie Wilkins (Head of People), Ian Ford (Committee Services Manager), Maddie Adger (Leadership Support Manager), Bethany Jones (Committee Services Officer), Katie Koppenaal (Committee Services Officer), James Dwan (Communications Officer), Kai Aberdeen (Theatre General Manager (Technical)) and Simon Kedge (Casual Technician (Princes Theatre))

118. CHAIR

In the absence of the Chairman of the Council (Councillor Casey), the Chair was occupied by the Vice-Chairman (Councillor Davidson).

119. APOLOGIES FOR ABSENCE

Apologies for absence were submitted on behalf of Councillors Casey, Guglielmi, P B Honeywood, S A Honeywood, Thompson and Wiggins.

120. MINUTES OF THE LAST MEETING OF THE COUNCIL

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that the minutes of the extraordinary meeting of the Council held on 11 March 2025 be approved as a correct record and be signed by the Chairman.

121. DECLARATIONS OF INTEREST

The Chief Executive declared Interests in Agenda Item 19 (report A.6 – Pay Policy Statement 2025/26) and in Agenda Item 20 (report A.7 – Review of Changes to the Chief Executive’s Terms and Conditions). He informed the meeting that he would leave the room whilst those items were being deliberated and decided upon.

122. ANNOUNCEMENTS BY THE CHAIRMAN OF THE COUNCIL

In the absence of the Chairman of the Council, there were no such announcements on this occasion.

123. ANNOUNCEMENTS BY THE CHIEF EXECUTIVE

The Chief Executive made the following announcements:-

LGR - Submission of Initial Proposals to the Government

The Chief Executive was pleased to inform the Council that the LGR Initial Proposals Submission had been submitted to the Government by the deadline of 21 March 2025. It had been supported by all 15 Essex local authorities and the Police, Fire & Crime Commissioner for Essex. The Government had confirmed that it had received the submission. The Government's response was expected to be received by mid to late April 2025 and once received Members would be advised accordingly.

The Late Councillor Nicholas Turner

"Mr Chairman, it is with sadness that I formally report that, on 20 March 2025, Councillor Nicholas Turner passed away.

Councillor Turner was a long-standing Member of this Council, having first been elected to it in May 1999, representing Frinton, he served on the Cabinet between 2010 and 2017, holding portfolios for services including parking, environment and coast protection – and as Deputy Leader of the Council in 2014-15. At Frinton and Walton Town Council he also represented the Frinton ward.

Nick was passionate about the Walton Backwaters and coastal protection and was a dedicated member of the Naze Management Board. During his time on Cabinet, he oversaw a number of initiatives, including the £36million coastal defence scheme along Holland-on-Sea and the development of a new sea wall at the Naze. He also oversaw the previous procurement process for the Waste Management contract.

Our thoughts are with Nick's wife Sue and family at this difficult time. I was able to speak to Nick on the day before he passed and I thanked him for all of his work for this Council and the community, which he was able to acknowledge though he could not speak.

As a mark of respect for the service of the late Councillor Turner, the flag at Clacton Town Hall is flying at half-mast.

Councillor Ferguson has placed a yellow rose on the dais in remembrance of Councillor Turner as he always wore a yellow rose at Council meetings along with his Tendring District Council tie."

The Vice-Chairman of the Council then led Members and all persons present in a silent tribute to Councillor Turner.

Councillors Platt, M E Stephenson, Ferguson, Everett, Calver, Bray, M A Cossens, Morrison, Chapman BEM, Scott and Bush all paid personal tributes to the memory of Councillor Turner.

124. STATEMENTS BY MEMBERS OF THE CABINET

The Leisure and Public Realm Portfolio Holder (Councillor Barry) made the following statement:-

"I'd like to bring to Members' attention that we have a conference that is going to be held in the Princes Theatre on Monday 19 May 2025. It's from 12.00 p.m. until 5.00 p.m. and it's for the launch of the Sport and Activity Strategy across the District. We will have a marketplace, national speakers, workshops and invites have been sent to organisations, sporting bodies, schools, volunteers and other interested parties to come along, listen, participate and hopefully increase our community engagement across the District. All Councillors are welcome to attend and see what they can pick up for their Wards and their residents."

125. STATEMENTS BY THE LEADER OF THE COUNCIL

There were no statements made by the Leader of the Council on this occasion.

126. ANNUAL STATE OF THE TENDRING DISTRICT STATEMENT BY THE LEADER OF THE COUNCIL

The Leader of the Council made the annual Statement of the State of the Tendring District as follows:

"Chairman, Councillors, members of the public both here in person and online.

It is a privilege to stand before you once again to deliver the annual State of Tendring address as a moment to reflect on how far we have come, acknowledge the challenges before us and set out our ambition for the future.

Tendring is changing. Not just in the projects we see taking shape in our towns, or the new homes rising from the ground, but in the way we govern, the way we grow, and the way we shape our communities for future generations.

The last year has been one of real progress. Across our District, cranes are on the horizon, investments are turning into action, and long-discussed plans are becoming reality. This has been a year of delivery, of bricks laid, businesses supported, homes provided, and opportunities unlocked.

And yet, as we look ahead, we know change is coming, not just in what we build, but in how we govern. Local Government Reorganisation is now firmly on the agenda. Whether we welcome it or not, we must be ready. The question is not whether change will come, but how we ensure that it works for Tendring.

This Council has always stood for its people and that will not change. But before we look ahead to the challenges and opportunities of the future, let us take stock of what we have achieved.

I'd like to start with regeneration, which is not just about investment, it is about restoring civic pride, creating places where people want to live, work, and visit across Tendring, and that vision is becoming reality.

In Clacton, we have made real progress in delivering long-awaited transformation. Planning applications have been submitted for the redevelopment of Carnarvon House and the town's multi-story car park. These projects will create 28 modern homes and vibrant new community spaces. At the same time, Essex County Council's plans for Clacton Library will bring state-of-the-art learning spaces, an Adult Community Learning Centre, registration services, and a base for the University of Essex's Centre for Coastal

Communities. Together, these projects represent £30 million of investment in Clacton's future.

Meanwhile, Dovercourt is undergoing its own transformation. Planning has been submitted to modernise the Milton Road car park, creating 23 new spaces in the heart of the town centre and we have cleared and prepared sites for new homes in Victoria Street, demonstrating our commitment to delivery. The library redevelopment is well underway and public realm improvements are progressing. With £9 million investment secured, Dovercourt's future is one of opportunity.

Also, in Dovercourt, the High Street Accelerator program's investment is empowering local businesses. £237,000 has been secured for town centre improvements, bringing businesses together to drive change. Meanwhile, an additional £500,000 will improve open spaces, strengthen transport links between the seafront and town centre and bring more greenery into our shopping areas.

Our vision extends beyond bricks and mortar. The newly approved Community Regeneration Partnership; formerly the Levelling Up Partnership, has unlocked £20 million for Clacton and Jaywick Sands. This investment will support cultural venues, revitalise public spaces and create new opportunities for businesses and residents alike. Clacton's shopfronts are already benefiting from improvement grants, while Martello Tower E is set to become a new cultural and visitor hub.

All of this is happening now, not years away, not aspirational plans gathering dust, but real, tangible progress and that is something this Council can be proud of.

It continues with The Long-Term Plan for Towns initiative which allocates an additional £20 million over ten years for Clacton. The Clacton Town Board, who oversees the finances and plan, has been established and is working diligently on a long-term vision for Clacton. While we await final confirmation from the Government on the exact scope and funding available, the Board has not been idle.

Already, interim projects are making a real difference. Empty shops in Clacton town centre have been revitalised with creative window displays, brightening up the area and fostering a renewed sense of civic pride. This is just the beginning. The Board's vision includes improving safety and security, enhancing the High Street and public spaces and strengthening transport and connectivity. By focusing on these key areas, we, alongside the Board, aim to create a thriving town that honours its heritage while embracing the future.

Our businesses are the backbone of our economy, and we are committed to their success. The Award-winning Sunspot initiative exemplifies our work in supporting small businesses. Under the Tending4Growth banner, we delivered a two-week business event in the autumn, featuring a jobs and skills fair and expert-led sessions on tourism, culture, and digital marketing. This culminated in the third annual Tending4Growth Business Awards, celebrating the achievements of our vibrant business community. Tending4Growth is a year-round commitment. We continue to provide sector-specific support, ensuring that businesses in our District have the tools they need to thrive.

Of course, being a coastal district, we have a rich maritime heritage, but our future does not rest solely on our past. Freeport East continues to take shape, with the potential to create 13,500 jobs and drive economic transformation. One clear sign of progress is the development of Centurion Park at Horsley Cross, a new business hub that will

strengthen Harwich's role as a gateway for global trade. I recently visited the site and saw first-hand the scale of what is happening. These are real opportunities, and we must ensure our residents are equipped with the skills to seize them.

Growth isn't solely about jobs and investment; it is also about housing. Our Local Plan, the blueprint for Tendring's future, has been under review. The government's shifting policy landscape caused delays, but now we are pressing ahead, consulting with residents on the best way to accommodate between 7,000 and 8,000 new homes by 2041. The Tendring Colchester Borders Garden Community remains a key part of this and we expect to hear from the Planning Inspector imminently on the next steps.

However, housing is more than mere numbers, it's about the people who call those houses home. That is why I am particularly proud of the completion of the Spendells House project in Walton-on-the-Naze. What was once an outdated sheltered housing block has been transformed into 32 modern flats, providing safe and stable accommodation for families experiencing homelessness. The first families moved in just in time for Christmas, a powerful reminder of why we do what we do.

In Lawford, the Honeycroft project has delivered 13 high-quality, energy-efficient homes designed for older residents, allowing them to remain in their community. Former tenants have returned to modern, comfortable homes and their gratitude speaks volumes. As a result of this development, and residents/tenants re-sizing, six council properties were released back into our housing stock, for allocation to those residents requiring such properties.

This is what delivering for Tendring looks like, planning for future growth, while making a real difference in people's lives today.

Tendring's natural beauty is one of its greatest assets and we are determined to protect and enhance it for generations to come. Our Climate Change Action Plan, adopted this past year, is already driving real change, with new initiatives taking shape across the district. Meanwhile, we are strengthening our commitment to conservation, ensuring that our historic landscapes and cherished green spaces remain places of pride and inspiration. Through our Sports and Activity Strategy, we are encouraging residents to step outside, get active and enjoy the stunning open spaces that make Tendring unique.

Our heritage is not just something we preserve; it is something we celebrate. The iconic Dovercourt Leading Lights are undergoing a vital assessment, funded by Historic England, to secure their future. We will soon unveil the Tendring Witch Heritage Trail, an immersive journey through our district's past, bringing to life the rich and often untold stories that shape our history. This is about more than preserving the past, it is about making history a living, breathing part of our community's future.

Arts and culture are the soul of our community and nowhere is this more evident than at the Princes Theatre. Last season's pantomime, Snow White and the Seven Dwarfs, did not just entertain, it astonished, setting a new gold standard with breathtaking laser shows and immersive 3D effects. The reaction was electric, proving once again that the Princes Theatre is a premier destination for top-tier performances.

But we haven't stopped at the stage. Behind the scenes, we have invested in our performers, ensuring they have the facilities to match their talent. The theatre's changing rooms have been transformed with new makeup desks, bright modern lighting,

and upgraded amenities now standing as a testament to our commitment to excellence. And the best part? Not a single penny of council tax was spent as this investment was fully funded through the restoration fee on tickets.

With every curtain rise, the Princes Theatre strengthens our cultural landscape, enriches our community and proves that the arts in Tendring are thriving.

I cannot stand here tonight without celebrating the power of our partnerships. Working together is what drives real change and partnerships are at the heart of our success. From joining forces with the Integrated Care Board to improve community health, to collaborating with Essex Police to enhance safety, we are building strong, dynamic relationships that deliver real results. Our work with Sport England is inspiring active lifestyles, while our strategic partnerships with businesses, education providers and cultural organisations are fueling long-term prosperity. Tendring has a proven track record of bringing people together, unlocking opportunities and achieving more than any of us could alone.

None of the work that we do is possible without our dedicated workforce and I extend my gratitude to our remarkable staff. Their commitment is seen in everything we do, big and small, as an authority, from the biggest projects I have outlined tonight to the day-in, day-out support they provide to residents, from cutting the grass to helping housing tenants.

Earlier this year, I attended our staff awards and was struck by the sheer number of long-service awards showing 30 and 35 years of commitment to public service. Their dedication is the backbone of this Council and despite the uncertainty caused by future re-organisation, all our staff continue to perform and deliver to the highest standards. I want to place on record my thanks to each and every one of them.

This Council has always risen to the challenges before it. Now, we face perhaps our biggest challenge yet, Local Government Reorganisation.

Not all of us would have chosen this path, but it is the path we are on. The question is not whether change will come, but how we ensure that Tendring emerges stronger. I am grateful for the cross-party support in the Chief Executive and I to ensure that we, as a council, are in the best possible position to make sure Tendring's voice is heard.

One of the most immediate steps in this journey is our Community Governance Review, exploring the creation of a town council for the unparished areas of Clacton, Holland-on-Sea and Jaywick Sands. This is about ensuring that local voices remain at the centre of decision making, because whatever comes next, our duty is to the people of Tendring.

In summary Chairman, Tendring has a proud history, but more importantly, it has a bright future.

We have built a legacy of delivery, of strong financial management, of embracing innovation and opportunity. We have shown time and again that we can rise to the challenges before us, and as we face the future, we do so with confidence.

We will not simply be passengers in this new era of local government. We will help to shape it, because our mission remains unchanged: to deliver, to protect, and to stand: as our motto says - pro bono omnium - for the good of all.

Thank you."

Councillor Platt spoke in the debate on the Leader's statement.

Council noted the foregoing.

127. PETITIONS TO COUNCIL - REPORT OF THE HEAD OF DEMOCRATIC SERVICES & ELECTIONS - A.1 - "SAVE CITIZENS ADVICE TENDRING"

Council considered a report of the Head of Democratic Services & Elections (A.1) that formally reported the receipt of a petition that had been submitted requesting the Council to continue to fund Citizens Advice Tendring and the Mental Health Hub and which enabled Council to consider that petition alongside Cabinet's formal response to that petition, arising from Cabinet's meeting held on 17 March 2025.

It was reported that a paper petition submitted by Danny Mayzes as lead petitioner, had been received on Friday 21 February 2025. Following a check carried out by Officers in Electoral Services, the petition had been found to contain at least 514 names and addresses that were legible and those persons had been included on the electoral register.

The text of the paper petition stated:-

"We the undersigned petition Tendring District Council to continue to fund Citizens Advice Tendring and the Mental Health Hub to ensure this vital advice service can continue to support the residents, families and small businesses of the Tendring District. The core grants of £144,000 and £28,000 per annum should be reinstated for 2025/2026 and beyond. Citizens Advice is a national treasure and a staple of UK life, and we want this protected locally for the people of Tendring at all costs.

The Council has stated publicly that it would not be able to deliver the same level of advice for less cost, and that Council staff would not have the knowledge to deliver the advice required in-house. The Council praises Citizens Advice Tendring as value for money, and despite core funding not having increased in 10 years, the advice service by Citizens Advice Tendring is better than ever and must be retained."

In addition, the Lead Petitioner, Danny Mayzes, had submitted an E-Petition with the same text. That E-Petition had been e-signed by 349 individuals who had given an address within the District.

As this matter related to an executive function (Partnerships Portfolio) the Cabinet had been the appropriate body to consider this matter in the first instance and this had duly taken place at the meeting of the Cabinet held on 17 March 2025.

Section 2 of the Council's adopted Scheme for Dealing with Petitions stated, inter alia,:-

"(b) A valid petition containing 501, or more signatures from Tendring residents or non-residents who can be clearly identified as either working or studying in Tendring, will be reported to Council to advise that the petition has been received. Once it has been investigated, a report will be prepared and presented with the petition at the next meeting of the Council for consideration. If it relates to a matter that is an Executive function under the law the petition will also be presented to the first

practicable meeting of the Cabinet and any views, comments or recommendations made by Cabinet will be incorporated into the aforementioned report to Council."

In accordance with the Petitions Scheme, Danny Mayzes had been invited to attend the meeting on 17 March 2025 to address the Cabinet, outlining the reasons for the submission of the petition and what action the petitioners would like the Council to take.

Having discussed the petition Cabinet had needed to decide what views, comments or recommendations it wished to be incorporated into this report to Full Council.

Cabinet, having duly considered the Petition together with the information provided in the Officer report, decided:-

"That Cabinet –

- (a) notes the allocation of £0.072m to Citizen's Advice Tendring to continue to contribute to the existing information and advice guidance service through direct funding for the interim period up to 30 September 2025 in accordance with a subsidy scheme; and*
- (b) recommends to Council that having considered the petition and having reviewed the assessment and advice set out within the Head of Democratic Services & Elections' report (A.8), Cabinet believes the right approach is to test which is the best organisation to provide advice in Tendring through the procurement process, as was set out in the January 2025 report to Cabinet."*

The Corporate Director (Place & Economy)'s Assessment and Advice (as submitted to Cabinet on 17 March 2025) was as follows:-

"The petitioner highlights the importance of providing a vital advice service.

Cabinet decided on this matter on 31 January 2025 with the report of the Partnerships Portfolio Holder: Procurement of information and support service. The advice to Cabinet is drawn from that report, which sought approval from Cabinet to provide an information and advice service to local residents with revised requirements via an associated specification and procurement process, with the new arrangements commencing on 1 October 2025. [...] This approach ensures a joined-up approach across the various sectors within the area with the underlying aim of maximising the use of the Council's resources.

Citizens Advice Tendring have been made aware of the proposed approach set out above and they may consider submitting their own 'bid' for the work the Council is seeking to procure and respond to the outcome of that process.

In summary, Cabinet has approved the provision of an information and advice service to local residents, which it will procure via a modular approach to determine who is best placed to deliver the services required and provide best value for the taxpayer. There is a process in place to determine the best provider of advice services for residents. As such, Cabinet should enact the recommendations made in the January 2025 report.

In relation to the Mental Health Hub, the funding for the Mental Health Hub run by Citizen's Advice Tendring remains in the Council's budget and continues."

The Partnerships Portfolio Holder's comments and recommendations as submitted to Cabinet on 17 March 2025 was as follows:-

"I believe passionately in the importance of advice and information to enable residents to make the best decisions and navigate the systems that provide financial and other support. That is why the Council extended the funding to Citizens Advice Tendring for six months to ensure there is no gap in provision and why we want to go through a process to test the best value provision of advice in the District.

Having considered the petition and reviewed the assessment and advice set out in this report, I believe the right approach is to test which is the best organisation to provide advice in Tendring through the procurement process, as was set out in the January 2025 report to Cabinet."

In accordance with the Petitions Scheme, Danny Mayzes had been invited to attend this meeting. Mr. Mayzes addressed Council, outlining the reasons for the submission of the petition and what action the petitioners would like the Council to take.

Councillors M E Stephenson, Land, Fairley, White and I J Henderson spoke during the debate on this matter.

Having duly considered the Petition together with the Cabinet's views and recommendations:-

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that Council –

- (a) notes the allocation of £0.072m to Citizen's Advice Tendring to continue to contribute to the existing information and advice guidance service through direct funding for the interim period up to 30 September 2025 in accordance with a subsidy scheme; and
- (b) having considered the petition and having reviewed the assessment and advice set out within the Head of Democratic Services & Elections' report, Council believes the right approach is to test which is the best organisation to provide advice in Tendring through the procurement process, as was set out in the January 2025 report to Cabinet.

128. QUESTIONS PURSUANT TO COUNCIL PROCEDURE RULE 10.1

Subject to the required notice being given, members of the public could ask questions of the Leader of the Council, Portfolio Holders or Chairmen of Committees.

On this occasion no such Question on Notice had been submitted by a member of the public.

129. REPORT OF THE LEADER OF THE COUNCIL - URGENT CABINET OR PORTFOLIO HOLDER DECISIONS

There were no such urgent Cabinet or Portfolio Holder decisions to report to Council on this occasion.

130. MINUTES OF COMMITTEES

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that the minutes of the following Committees, as circulated, be received and noted:-

- (a) Resources and Services Overview & Scrutiny of Monday 13 January 2025;
- (b) Community Leadership Overview and Scrutiny of Tuesday 14 January 2025;
- (c) Community Leadership Overview and Scrutiny of Tuesday 28 January 2025;
- (d) Audit of Thursday 30 January 2025;
- (e) Standards of Wednesday 5 February 2025;
- (f) Planning Policy & Local Plan of Monday 10 February;
- (g) Audit of Thursday 13 February 2025; and
- (h) Human Resources and Council Tax of Monday 24 February 2025.

131. MOTION TO COUNCIL PURSUANT TO COUNCIL PROCEDURE RULE 12 - PLANNING CONSENTS AND RENEWABLE ENERGY STIPULATIONS

Council had before it the following motion, notice of which had been given by Councillor Bensilum pursuant to Council Procedure Rule 12:-

“(a) That Tendring District Council believes that:-

- (1) in principle, any development in the District of Tendring should only be granted planning consent if suitable renewable energy is installed at the time of development. This to include options such as solar, heating and other measures, and such that developers will no longer be able to place restrictive covenants to prevent purchasers from installing these measures when they are required, with a possible exemption for very small developments; and*
- (2) furthermore, that any developers who currently hold restrictive covenants preventing homeowners from the installation of renewable energy such as solar, should be encouraged by the Council in the strongest possible terms, to remove these restrictions, where appropriate, and allow property owners to install solar panels and other green measures without hinderance.*

(b) That Tendring District Council therefore notes:-

- (1) that there are numerous developments spread across the District, where developers, by way of restrictive covenants, are preventing residents who have*

purchased a property from installing solar energy or similar 'green' energy measures;

- (2) that the Council already has a policy in Section 2 of its adopted Local Plan i.e. Policy PPL10: RENEWABLE ENERGY GENERATION AND ENERGY EFFICIENCY MEASURES which, amongst other things, states:*

"All development proposals should demonstrate how renewable energy solutions, appropriate to the building(s) site, and location have been included in the scheme and for new buildings, be designed to facilitate the retrofitting of renewable energy installations.

For residential development proposals involving the creation of one or more dwellings, the Council will expect detailed planning applications to be accompanied by a 'Renewable Energy Generation Plan' (REGP) setting out the measures that will be incorporated into the design, layout and construction aimed at maximising energy efficiency and the use of renewable energy.

Planning permission will only be granted where the application can demonstrate that all reasonable renewable energy and energy efficiency measures have been fully considered and, where viable and appropriate, incorporated into the design, layout and construction. The Council will consider the use of planning conditions to ensure the measures are delivered."

- (3) furthermore, that the supporting text within the Local Plan (paragraph 7.9.3) states, in respect of the Renewable Energy Generation Plan (REGP), that it - "must demonstrate how different measures have been considered and incorporated which could and should include:*

- Triple Glazing;*
- Solar Roof Panels or Solar Tiles;*
- Air Source Heating Systems;*
- Ground Source Heating Systems;*
- Super Insulation (walls and loft void);*
- Rainwater Capture System;*
- Electric Vehicle Rapid Charging Points (provided to an individual dwelling or through an appropriate facility);*
- Superfast Broadband and a flexible space within each home to enable home working and a reduction in the need to travel;*
- Mechanical Heat Recovery Ventilation;*
- Solar Thermal Systems;*
- Solar Battery Storage Systems; and where appropriate*
- Any other newer or alternative technologies and measures aimed at maximising energy efficiency and the use of renewable energy."*

- (4) that Paragraph 7.9.4 of that supporting text then states - “The Council is particularly supportive of the use of Solar Panels and will expect them to be incorporated into new development wherever possible and practicable”;*
 - (5) that through the review of the Local Plan, to be overseen by the Planning Policy and Local Plan Committee, the Council will be revisiting Policy PPL10 – with the view to incorporating a new version that aligns with the substantial work carried out by Essex County Council and which is designed to strengthen councils’ ability to achieve high levels of energy efficiency and renewable energy provision – with the aim of achieving net zero carbon and which will be taken into account alongside the substantial changes coming through the amended Building Regulations in April 2025 which will mandate new development having to meet much higher levels of insulation, energy efficiency and net zero capability;*
 - (6) that if a development has already been granted planning permission with certain measures required (for example by planning condition) but those measures are not delivered, the Council can consider enforcement action to ensure compliance – and that a developer could not legitimately (or sensibly) prevent those measures from happening through the use of a covenant; and*
 - (7) that, however, if a development is not required under its planning permission to do certain things (for instance the installation of solar panels), the Council cannot stop a developer applying a covenant to a property to restrict the retrofitting of such things as it would be a private matter between the developer and the buyer of a property.*
- (c) That Tendring District Council, having duly noted the above, requests the Leader of the Council and the Portfolio Holder for Housing and Planning to encourage developers, on behalf of this Council, to cease using such restrictive covenants in the future and to further encourage that any developers who already hold restrictive covenants preventing homeowners from the installation of renewable energy measures, such as solar, to remove those restrictions, where appropriate, and to allow property owners to install solar panels and other ‘green’ energy measures without hinderance.”*

Prior to the commencement of the meeting the Council’s Monitoring Officer had confirmed that the statutory officers did not need to provide any professional advice in relation to this motion and that therefore an Advisory Note pursuant to Council Procedure Rule 12.5 had not needed to be produced.

Councillor Bensilum formally moved the motion, and Councillor Barrett formally seconded the motion.

In accordance with the provisions of Council Procedure Rule 12.6 Councillor Bensilum then explained the purpose of the Motion and Council proceeded to debate it.

Councillor Bray moved and Councillor Harris seconded that Councillor Bensilum’s motion be amended by the addition of an extra paragraph as follows:-

- “(d) That this Council requests the Planning Policy and Local Plan Committee to investigate the matters raised in this motion as part of the review of the Local Plan.”*

Pursuant to the provisions of Council Procedure Rule 16.6(a), Councillor Bensilum, with the consent of Councillor Barrett, accepted that amendment and altered his motion accordingly.

In addition to Councillor Bensilum, Councillors Bray, Fairley, M A Cossens, Harris, Everett, Bush, Barrett and M E Stephenson spoke during the debate on this motion.

Councillor Bensilum's motion, as amended, on being put to the vote was declared **CARRIED**.

132. REFERENCE FROM THE CABINET - A.2 - ADOPTION OF THE PROCUREMENT STRATEGY

Council considered a reference report from Cabinet (A.2) which informed Members that at its meeting held on 21 February 2025 (Minute 129 referred), the Cabinet had considered a report of the Assets and Community Safety Portfolio Holder (A.2) which had updated it on the progress of the collaboration procurement service, known as Essex Procurement Partnership and which had sought its approval for the Collaboration Agreement to be entered into, replacing the arrangement directly with Essex County Council and endorsing the proposed Procurement Strategy for Essex Procurement Partnership (EPP), as the interim strategy for the Council.

In relation to the proposed Procurement Strategy Cabinet had been informed that the Procurement Strategy, set out the rationale for the Collaboration, Vision, Goals, Scope and Remit, and Strategic Priorities and Actions of EPP for the next three years and would be expected to apply to procurement within this Council. This sought to deliver the agreed objectives as set out and, in particular, outlined how EPP would do so over the next three years in line with the Procurement Act 2023.

Cabinet Members were cognisant that current guidance documents produced by the Government highlighted the four stages of the commercial pathway being Plan, Define, Procure and Manage and the Strategy provided more detail on those stages, but all services across the Council would note that the procurement phase, was the third one out of four. More attention to preparation resources and groundwork being provided by the commissioning service area should be placed on the first two parts to ensure the Council could make the most of the flexibilities the new Act provided by being clear of the service's intentions through the required notices.

It was set out that EPP would review and update its Procurement Strategy annually to ensure that it remained relevant and responsive to the changing needs and circumstances of the Authorities including new legislation and national policy. EPP would monitor and report on the progress and performance of this Procurement Strategy to Members and stakeholders.

It was recognised that the new Act introduced a shift in procurement objectives, moving beyond the traditional focus on equal treatment and non-discrimination. Now, contracting authorities were mandated to deliver value for money, maximise public benefit and act with integrity throughout the procurement process.

Cabinet had been made aware that the Government's National Procurement Policy Statement (NPPS) had been published on 13th February 2025 in readiness for the Act going live on 24th February 2025 and had come into effect on the same date. The

NPPS applied to all contracting authorities as defined in the Act. The Procurement Strategy supported the priorities of the NPPS.

Cabinet recognised that a number of benefits would be achieved to EPP members, so benefiting Essex residents which included:-

- *Increased resilience – through more resource, EPP was able to better flex to the peaks and troughs of each Authority and enabled effective delivery of projects in Districts improving the services residents received.*
- *Procurement Expertise – By operating across multiple authorities, staff were able to specialise in categories of spend, with more procurement activity in those categories. The result of this should be more informed procurements which in turn would deliver better value for money for the District's residents.*
- *Category Spend management and strategic oversight for consolidation opportunities – Ensuring the Council could have regard to the importance of achieving value for money, as this was always the overarching priority in public procurement. Government guidance (e.g. Managing Public Money and Best Value statutory guidance) set out how to use public money responsibly.*
- *Savings Opportunities & Increased Market Influence – Through a common forward plan of procurements required, and working as a team, the Member Authorities would be able to better identify collaborative procurement opportunities. This gave the opportunity to combine spend, creating economies of scale and so delivering contractual savings. Additional benefits would be achieved through efficiency in the resource model, with collaborative procurements enabling fewer tender processes to be undertaken. Over time, as the team developed, savings in the staff model would be enabled so reducing the overall cost of the team to member authorities.*
- *Reduced Duplication – Working together to have one common approach to procuring and social value would both create efficiencies for the procurement team and reduce the administrative burden to those bidding for procurements. Small to Medium Enterprises and Voluntary Sector Organisations who tended to have limited resources to bid, should be particularly advantaged by this approach.*
- *Staff Retention and Improved Practice – By collaborating together, efficiencies would be created to enable the delivery of professional procurement practice. The common approach to assessing Social Value was an example of this. Other examples included work to understand the market from which the Authorities were sourcing, introducing an industry recognised category management approach to drive better value for money in Districts and Boroughs.*
- *Governance – ensuring the Member Authorities had appropriate and proportionate controls, systems and standards to manage procurement risk and to comply with legal requirements.*

It was also felt that the adoption of the EPP Procurement Strategy for the Council to deliver in line with and publication on the Council's web page set a clear direction of the next three years, in line with the requirements of the Act and the National Procurement Policy Statement.

It had been "RESOLVED that Cabinet -

- (a) agrees to enter into a Collaboration Agreement for the delivery of joint procurement services for a three-year period on substantially the same terms as set out in Appendix A of the Portfolio Holder's report (A.2) with:

- Braintree District Council
 - Castle Point Borough Council
 - Epping Forest District Council
 - Essex County Council
- (b) authorises the Director for Governance, being responsible for the Council's corporate procurement function, to sign the final Collaboration Agreement on behalf of the Council;
- (c) agrees that Essex County Council should be the Accountable Body under the Collaboration Agreement acting as Lead Party, which includes responsibility for the day-to-day management of the service and its financial administration and managing seconded staff;
- (d) notes that the Collaboration Agreement provides for annual contributions from the Council, which can be met from within existing budgets, although subject to review as part of the annual budget setting cycle to respond to changes such as inflationary increases;
- (e) notes that further secondment or employment of staff to Essex County Council to support Essex Procurement Partnership, is fully and jointly funded by its Member Authorities;
- (f) supports exploration of additional resource to support the legal support to the Essex Procurement Partnership, in particular for procurement and contract legal advice;
- (g) endorses the continuous improvement approach as identified seeking views on the existing partnership and joint working through an internal questionnaire to feed into the arrangement for the next three years;
- (h) **approves the Procurement Strategy for recommendation onto Full Council for adoption as required by the Council's Policy Framework;** and.
- (i) instructs Officers to regularly update the Portfolio Holder for Assets and Community Safety, as being responsible for procurement on the content and quality of the Council's Contract Register and Procurement Project Pipeline ensuring it is kept up to date, enabling Council projects and business as usual can be delivered through the approved Essex Procurement Partnership Prioritisation Approach."

Resolution (h) above was pertinent to this reference report (A.2).

A copy of the published Assets and Community Safety Portfolio Holder's report (and its appendices) to the Cabinet meeting held on 21 February 2025 was attached to the reference report.

Councillors M E Stephenson, Kotz, Fairley and Harris spoke during the debate on this matter.

Having considered this reference report from Cabinet:-

It was moved by Councillor M E Stephenson, seconded by Councillor Kotz and:-

RESOLVED that Council approves and adopts the Procurement Strategy, as set out in Appendix 1, to the reference from the Cabinet (A.2).

133. JOINT REPORT OF THE MONITORING OFFICER AND THE CABINET - A.3 - AMENDMENTS TO TENDRING DISTRICT COUNCIL'S MEMBERS' PLANNING CODE & PROTOCOL FOLLOWING A REVIEW

Council considered a joint report of the Monitoring Officer and the Cabinet (A.3) which enabled Council to consider proposed amendments to the Members' Planning Code & Protocol following a review carried out by the Standards Committee and consideration by the Cabinet.

It was reported that the Standards Committee, at its meeting held on 5 February 2025 (Minute 34 referred), had considered a report of the Monitoring Officer (A.1) which had presented the updated revised version of the Planning Probity Protocol, following consultation with the members of the Planning Committee, the Portfolio Holder for Housing and Planning, Planning Officers and the Independent Persons.

It had been reported that some themes emerging from the consultation were:

- the concept of Bias needed to be stronger.
- stronger links to the Members' Code of Conduct, declarations of interest and the impact of participation at meetings.
- importance of seeking advice earlier.
- a determination should be made as to which Planning Applications submitted by Officers of the Council in their personal capacity should be submitted to the Planning Committee for determination i.e. Senior Officers above a certain grade and all Officers employed within Planning Services and Legal Services.
- the importance of Member Training needed to be stressed within the Planning Probity Protocol.
- stronger details needed around Planning Committee Members attending public meetings with applicants, developers and objectors, and
- site visits section needed to be stronger relating to the exceptional circumstances.

Members had been made aware that the outcome of the consultation had been set out in detail in Appendix B of the Officer report. In addition, it had been considered necessary to include some text around the Protocol on Member and Officer Relations, as that had been omitted in the first review and was relevant.

It had been **RESOLVED** that the Standards Committee –

- (a) notes the outcome of the consultation with the members of the Planning Committee, the Portfolio Holder for Housing and Planning, Planning Officers and the Independent Persons;
- (b) endorses the revised Planning Probity Protocol (subject to tracked changes being accepted as well as the typing errors being amended) and recommends to Full Council that it be adopted and incorporated into the Council's Constitution;
- (c) subject to (b) includes an additional recommendation to Full Council that the Planning Committee's Terms of Reference be amended to reflect the proposed

seniority of Officers and all Officers within Planning and Legal Services personal planning applications to be referred to the Planning Committee; and

- (d) subject to Full Council's approval of the Planning Probity Protocol, that training on the Protocol forms part of the Mandatory Training as required by Council Procedure Rule 33.3 for Members of the Planning Committee.

Resolutions (b), (c) and (d) above were pertinent to the joint report (A.3).

The Cabinet, at its meeting held on 17 March 2025 (Minute 143 referred), had considered the recommendations put forward by the Standards Committee.

Cabinet had decided to recommend to Full Council that:-

- (1) the revised Planning Probity Protocol be adopted and incorporated into the Council's Constitution;
- (2) the Planning Committee's Terms of Reference be amended to reflect that personal planning applications submitted by the proposed seniority level of Officers plus all Officers within Planning and Legal Services will be referred to the Planning Committee; and
- (3) training on the Planning Probity Protocol forms part of the Mandatory Training as required by Council Procedure Rule 33.3 for Members of the Planning Committee.

The revised Planning Probity Protocol was attached as the Appendix to the joint report (A.3).

Councillors M E Stephenson, Bray, Griffiths and Baker spoke during the debate on this matter.

Having considered the joint report:-

It was moved by Councillor M E Stephenson, seconded by Councillor Baker and:-

RESOLVED that Council approves that –

- (1) the revised Planning Probity Protocol be adopted and incorporated into the Council's Constitution;
- (2) the Planning Committee's Terms of Reference be amended to reflect that personal planning applications submitted by the proposed seniority level of Officers plus all Officers within Planning and Legal Services will be referred to the Planning Committee; and
- (3) training on the Planning Probity Protocol forms part of the Mandatory Training as required by Council Procedure Rule 33.3 for Members of the Planning Committee.

134. JOINT REPORT OF THE MONITORING OFFICER AND THE CABINET - A.4 - ANNUAL REVIEW OF THE CONSTITUTION

Council considered a joint report of the Monitoring Officer and the Cabinet (A.4) which asked Council to approve the Cabinet's recommended changes to the Constitution which followed a review undertaken by the Portfolio Holder for Corporate Finance and Governance through a Working Party constituted for that purpose.

It was reported that the main proposals covered several miscellaneous amendments to the Articles of the Constitution, Council Procedure Rules and the Overview and Scrutiny Procedure Rules, to ensure the Council's Constitution remained effective, efficient and consistent at an operational level. The key changes to each of those documents were highlighted within the body of the joint report.

Members were informed that the Review of the Constitution Portfolio Holder Working Party (CRWP) had met on 19 February 2025 and the meeting had been attended by its Chairman, the Corporate Finance & Governance Portfolio Holder (Councillor M E Stephenson) as well as Councillors Guglielmi, Kotz, Talbot and Wiggins.

The recommendations arising from that meeting of the CRWP had then been submitted to the meeting of the Cabinet held on 17 March 2025, together with some additional minor amendments that had been required for clarity highlighted by the Section 151 Officer and the Monitoring Officer and the Leader of the Council who was proposing to amend the responsibilities for Cabinet and an individual Portfolio Holder, in one area.

Councillors M E Stephenson, Kotz, Harris and Platt spoke during the debate on this matter.

Having considered the outcome of the annual review of the Constitution carried out by the Review of the Constitution Portfolio Holder Working Party, together with the additional items put forward by the Section 151 Officer, the Monitoring Officer and the Leader of the Council and the Cabinet's recommendations arising from its consideration of the aforementioned matters, and to enable those recommendations to be approved and adopted:-

It was moved by Councillor M E Stephenson, seconded by Councillor Kotz and:-

RESOLVED that Council -

1. approves that:

- (a) the Council's Constitution be amended to reflect the proposed changes as set out in Appendices A to J attached to the joint report (A.4); and
 - (b) the membership of the Audit Committee be increased to seven (from five) with effect from the Annual Meeting of the Council on 29 April 2025.
2. endorses the intention to introduce from April 2025 a new box within the standard template for Cabinet and Committee reports and that the new box will be headed "Devolution and Local Government Reorganisation Implications".
3. notes the Leader of the Council's intention to amend the Scheme of Delegation to Portfolio Holders, especially in relation to the process regarding Traffic Regulation Orders, as set out in Appendix K to the joint report (A.4).

135. REPORTS SUBMITTED TO THE COUNCIL BY AN OVERVIEW AND SCRUTINY COMMITTEE

Council would consider any reports submitted to it by an Overview and Scrutiny Committee.

No such reports had been submitted for consideration at this meeting.

136. REFERENCE FROM THE HUMAN RESOURCES AND COUNCIL TAX COMMITTEE - A.5 - HUMAN RESOURCES COMMITTEE AND ARRANGEMENTS FOR STATUTORY OFFICER AND NON-STATUTORY CHIEF OFFICER APPEALS

Council considered a reference report from the Human Resources and Council Tax Committee (A.5) which sought Council's approval of the Human Resources & Council Tax Committee's proposed amendments to the Terms of Reference of the Committee to include the determination of Appeals of Chief Officers for recommendation onto Full Council, together with a recommendation to establish a Chief Officer Employment Appeals Sub-Committee and to review the Council's HR Policies and Procedures, to ensure they were consistent with the changes concerning appeals processes.

It was reported that at its meeting held on 24 February 2025 (Minute 20 referred), the Human Resources and Council Tax Committee ("the Committee") had been made aware of the context of Officers seeking to amend the Terms of Reference of the Human Resources Committee.

The Council's Staff Handbook stated that: "*Employees have a right to appeal against any formal disciplinary decision. The appeals procedure was part of the Disciplinary Policy and Procedures.*" Members were told that the Disciplinary Policy and Procedures issued by Human Resources and last updated in October 2017 stated:-

**"15. APPEALS PROCEDURE
15.1 Refer to Appeal Policy"**

APPEALS PROCEDURE (Updated August 2012):

"As an employee of the Council, there may be occasions where a formal decision was required to be taken about your employment. Where this occurs, formal policies and procedures will be followed to ensure a fair process is applied. It is essential that any actions or decisions made are based on facts and evidence provided as part of that process.

There may, however, be times where an employee is unhappy with the decision made or action taken. Where this occurs, they have the right to appeal against that decision. The purpose of the Appeals Procedure is to outline the process which will be followed when exercising the right of appeal.

The right of appeal will usually apply where decisions are taken regarding the outcome of a disciplinary or capability hearing, formal grievance or redundancy selection. In all cases, the appeals process will be the same and further advice relating to each specific procedure can be found in the following policies:

- *Disciplinary Policy, Rules and Procedure*
- *Grievance Procedure*

Members had also been made aware that in paragraph 2.2 of the Disciplinary Policy and Procedure, the Scope of the Procedure was stated as:

“The procedure applies to all employees of Tendring District Council, with the exception of the Council’s Statutory Officers who are covered by National Employer’s procedures. These are agreements of the Joint Negotiating Committee (JNC) for Chief Executives and Chief Officers of Local Authorities. Cases where an employee’s ability to undertake the job they are employed to do is in question, will normally be dealt with under the Capability Procedure. Human Resources will advise on the best course of action to take in these circumstances.”

Officers had informed Members that, in September 2022, the Handbook for Chief Executives had been updated by the Joint Negotiating Committee for Chief Executives. The Conditions of Service for Local Authority Chief Officers had been last updated by the Joint Negotiating Committee in 2017.

Consequently, there had been a need to review whether the Council had the appropriate decision-making structure in place to accord with appeal requirements for the Chief Executive, Statutory Officers, and Non-Statutory Chief Officers and their deputies, as set out in the relevant Staff Handbooks.

The Committee had also heard that upon undertaking the review, it had been recommended that a Chief Officer Employment Appeals Sub-Committee be established following a recommendation from the Human Resources and Council Tax Committee onto Full Council for approval and consequential amendments to the Council’s Constitution.

It had been unanimously RESOLVED that the Human Resources and Council Tax Committee:-

- (a) notes the outcome of the review undertaken by the Council’s Monitoring Officer as requested by Full Council;
- (b) recommends to Full Council that:
 - (i) the Human Resources and Council Tax Committee’s Terms of Reference be amended to include the determination of Employment Appeals of Chief Officers, with these functions being delegated to a Chief Officer Employment Appeals Sub-Committee;
 - (ii) a Chief Officer Employment Appeals Sub-Committee is established with the Terms of Reference as set out in Appendix A of the Officer report (A.6), with the necessary amendments being made to the Council’s Constitution, to be highlighted in the reference report to Full Council;
 - (iii) political proportionality would not apply to the Employment Appeals Sub-Committee, on the basis that it is not a committee which meets regularly; and
- (c) authorises the Head of People to undertake a review of the Council’s Human Resources Policies and Procedures, in consultation with the Head of Paid Service, to ensure they are up to date and consistent with the appeal process for Chief Officers as set out.

Having considered the reference report from the Human Resources Committee (A.5):-

It was moved by Councillor Chapman BEM, seconded by Councillor Calver and:-

RESOLVED that Council formally approves that –

- (a) the Human Resources and Council Tax Committee's Terms of Reference be amended to include the determination of Employment Appeals of Chief Officers, with these functions being delegated to a Chief Officer Employment Appeals Sub-Committee;
- (b) a Chief Officer Employment Appeals Sub-Committee is established with the Terms of Reference as set out in Appendix B to this report (A.5), with the necessary amendments being made to the Council's Constitution; and
- (c) political proportionality will not apply to the Employment Appeals Sub-Committee, on the basis that it is not a committee which meets regularly.

137. REFERENCE FROM THE HUMAN RESOURCES AND COUNCIL TAX COMMITTEE - A.6 - PAY POLICY STATEMENT 2025/26

The Chief Executive declared an Interest in the subject matter of this item and left the meeting whilst Council deliberated and reached its decision.

It was reported that at its meeting held on 24 February 2025 (Minute 17 referred), the Human Resources and Council Tax Committee had considered a report of the Head of People (A.3) which had sought the Committee's endorsement of the draft Pay Policy Statement 2025/26.

The Committee heard that the Localism Act 2011, Chapter 8 (Pay Accountability) Sections 38 and 39, required the Council to prepare a Pay Policy Statement that articulated the Council's approach to a range of issues relating to the pay of its workforce.

Members were told that, Schedule 2 of Part 3 of the Constitution confirmed Full Council was responsible for the preparation and approval of a Pay Policy Statement for the upcoming financial year in accordance with Chapter 8 of the Localism Act 2011.

Officers informed Members that the Human Resources and Council Tax Committee had historically overseen the preparation of a draft Pay Policy Statement for recommendation onto Full Council for its approval and adoption.

Members were also informed that matters that must be included in the statutory Pay Policy Statement were as follows:-

- ☐ A local authority's policy on the level and elements of remuneration for each Chief Officer.
- ☐ A local authority's policy on the remuneration of its lowest-paid employees (together with its definition of "lowest-paid employees" and its reasons for adopting that definition).
- ☐ A local authority's policy on the relationship between the remuneration of its Chief Officers and other Officers.

- A local authority's policy on other aspects of Chief Officers' remuneration: remuneration on recruitment increases and additions to remuneration, use of performance related pay and bonuses, termination payments and transparency.

The Committee had been reassured that the draft Pay Policy Statement 2025/26 outlined the Council's approach to remuneration, detailing policies on the pay of Chief Officers and the lowest-paid employees, the relationship between different levels of pay, and the Council's adherence to the National Pay Grades set by the National Joint Council (NJC). The adoption of this framework ensured a fair and transparent approach to remuneration, including incremental progression based on service length and performance.

Members had noted that the statement covered discretionary allowances for statutory and non-statutory officers, market forces supplements to address recruitment and retention challenges, and the Council's policies on organisational change, redundancy payments, pay protection, and access to the Local Government Pension Scheme.

The Committee had been informed about the Council's position on mileage and subsistence payments, overtime, and standby allowances. The document emphasised transparency and compliance with statutory regulations, including gender pay gap reporting, off-payroll working rules, and severance payments.

Officers had reported limited changes in the 2025/26 draft Statement, except for the implementation of the 2024/25 pay award, following agreement between National Employers and National Unions. The document had been reviewed to ensure legal compliance, best practice, and high transparency for staff and residents of Tendring. Changes in the draft Pay Policy Statement for 2025/26 had been highlighted in red text.

It had been:-

RESOLVED that the draft Pay Policy Statement 2025/26, as set out in Appendix A of the Officer report, be recommended onto Full Council for approval and adoption.

A copy of the published report of the Head of People (and its appendices) presented to the Human Resources and Council Tax Committee held on 24 February 2025, was attached to the reference report from the Human Resources and Council Tax Committee (A.6).

Having reviewed the reference report from the Human Resources & Council Tax Committee (A.6):-

It was moved by Councillor Chapman BEM, seconded by Councillor Calver and:-

RESOLVED that the Council approves the draft Pay Policy Statement for 2025/26, as detailed in Appendix 2 to the reference report (A.6), for adoption in accordance with the Authority's statutory obligations.

138. REFERENCE FROM THE HUMAN RESOURCES AND COUNCIL TAX COMMITTEE - A.7 - REVIEW OF CHANGES TO THE CHIEF EXECUTIVE'S TERMS AND CONDITIONS

The Chief Executive declared an Interest in the subject matter of this item and left the meeting whilst Council deliberated and reached its decision.

Council was asked to consider the recommendations submitted to it by the Human Resources and Council Tax Committee in respect of the review of changes to the Chief Executive's terms and conditions of employment.

It was reported that at its meeting held on 24 February 2025 (Minute 16 referred), the Human Resources and Council Tax Committee had considered a report from the Head of People regarding the outcome of the review of the Chief Executive's terms and conditions of employment.

The Committee had heard that, at its meeting on 8 August 2024, the Human Resources Sub-Committee Panel had received a report in respect of the current terms and conditions of employment of the Chief Executive and, specifically, the reduced working hours (of 27.75 hours per week) approved by Council on 25 January 2022. The substantive post on the Council's establishment remained at 37 hours per week. In approving the reduced working hours arrangement for the post holder (Ian Davidson), Full Council had determined that there should be annual reviews of the operation of the revised working hours arrangement.

Members had been informed that, in deciding to review the operation of the revised working hours arrangement for the current post holder, the Council had not specified the mechanism for that review. To advance that process, it had been determined that the composition of the Human Resources Sub-Committee Panel, as established by the Council, along with their role outlined for the Sub-Committee in the Officer Employment Procedure Rules concerning Statutory Officers, constituted the most effective approach for conducting such reviews.

Officers had informed the Committee that the Panel was composed of the Leader of the Council, the Deputy Leader of the Conservative Group and the Group Leader of the Independent Group (and Chairman of the Human Resources and Council Tax Committee). It also had had the benefit of the presence and insight of Councillor Calver (a member of the Labour Group and Vice-Chairman of the Human Resources and Council Tax Committee).

The Committee had been made aware that the special nature of the post of Chief Executive meant that the terms and conditions were set by the Joint Committee for Local Authority Chief Executives, as set out in the Chief Executives' Handbook, and locally agreed by Full Council, following the advice and recommendations of the Human Resources and Council Tax Committee.

Members noted that to assist the Panel in undertaking the review, the Panel had been presented with the statements of the former Leader of the Council, former Councillor Neil Stock OBE, from the time of the original request to reduce the contractual working hours, as well as written representations from Councillor John Spence CBE, Chairman of the Essex Health and Wellbeing Board. Additionally, the Panel had been apprised of Mr Davidson's notable achievements during his tenure as the Council's Chief Executive, and reference had been made to his nomination for an award from the Suffolk and North Essex Integrated Care System.

The Committee was also told that the Panel had been informed that, unless otherwise agreed, the Chief Executive remained fully committed to Tendring District Council, adhering to whole-time service, with specific operational arrangements coordinated with the Leader of the Council.

At the Panel's meeting on 8 August 2024 it had been unanimously:-

"RESOLVED that:

- (i) the position in respect of terms and conditions of employment of the post holder be noted;*
- (ii) the following outcome of the review undertaken by the Panel of the operation of the current terms and conditions of the post holder be reported to the Human Resources and Council Tax Committee:*
 - (a) no alteration to the terms and conditions of employment was required and, as such, the current terms and conditions do not need to be amended;*
 - (b) the annual review determined by Council on 25 January 2022 be discontinued on the basis that the exercise of the review appeared to have no identifiable value to the Council going forward and there was a separate annual appraisal process for the post holder undertaken by the Leader; and*
 - (c) the thanks of the Panel for the valuable and enduring positive contribution of the post holder to the Council be recorded."*

Officers had also informed the Committee that since the Human Resources Sub-Committee Panel had reviewed the Chief Executive's terms and conditions of employment, Essex Devolution and Local Government Reorganisation (LGR) had been announced.

The Committee had been made aware that Devolution involved the transfer of powers and funding from central government to local authorities, enabling decisions to be made closer to the communities they affected.

Furthermore, Local Government Reorganisation, focused on restructuring local government to create simpler, more efficient council structures. In Essex, that would involve replacing the current two-tier system, where services were split between Essex County Council and 12 City, Borough, or District councils, with a number of unitary authorities responsible for all local services. That reorganisation aimed to drive economic growth and deliver better public services by creating clear accountability and more streamlined operations.

Essex had been agreed to be part of Phase 1 of that initiative, highlighting its commitment to those transformative changes. The process included submitting interim plans, followed by full proposals, with the goal of establishing new unitary councils by 2028.

The Committee had been notified that the Chief Executive's role was considered critical in the formation and implementation of those proposals for Tendring. Given his essential role, the Leader of the Council had requested that the Human Resources and Council

Tax Committee review the previously agreed reduction to his working hours and endorse, (also recommending to Full Council) that it be reversed to support his continued leadership and involvement in those significant initiatives.

Members had also noted the decision of Full Council at its meeting on 21 January 2025, whereby Full Council - 'mandates the Leader of the Council and Chief Executive to seek to ensure that the voice of Tendring (and North Essex more generally) is as strong as possible in any negotiations around devolution and local government reorganisation recognising its opportunities and challenges.'

It had been:-

"RESOLVED that the Human Resources and Council Tax Committee:

- (a) endorses the request from the Leader of the Council to reinstate the Chief Executive's full time working hours in light of the demands of Devolution and Local Government Reorganisation;*
- (b) notes that a special dispensation is required to alter the terms and conditions of employment of the Chief Executive (due to the special nature of this role) in relation to the Council's Flexible Retirement Policy and its application, which reinstates the Chief Executive's full time working hours as soon as practical;*
- (c) recommends that Full Council:*
 - I. considers the request from the Leader having been supported by the Human Resources and Council Tax Committee, to reinstate the Chief Executive's full time hours;*
 - II. agrees to grant the special dispensation to the Council's Flexible Retirement Policy and its application to the Chief Executive, in his role at this time due to Devolution and Local Government Reorganisation;*
 - III. subject to (i) and (ii) agrees the reinstatement to full time hours as soon as practical;*
 - IV. that the annual review as determined by Council on 25 January 2022, be discontinued on the basis that the exercise of the review is unnecessary, given that there is a separate annual appraisal process for the post holder undertaken by the Leader; and*
 - V. the thanks of the Council for the valuable and enduringly positive contribution of the post holder to the Council be recorded."*

A copy of the published report of the Head of People presented to the Human Resources and Council Tax Committee held on 24 February 2025, was attached to the reference report from the Human Resources and Council Tax Committee (A.7).

Councillors Chapman BEM, M E Stephenson, Platt, Amos and Talbot spoke during the debate on this matter.

Having reviewed the reference report from the Human Resources and Council Tax Committee:-

It was moved by Councillor Chapman BEM, seconded by Councillor M E Stephenson and:-

RESOLVED that Council –

- I. endorses the request from the Leader having been supported by the Human Resources and Council Tax Committee, to reinstate the Chief Executive's full time hours;
- II. agrees to grant the special dispensation to the Council's Flexible Retirement Policy and its application to the Chief Executive, in his role at this time due to Devolution and Local Government Reorganisation;
- III. agrees the reinstatement to full time hours as soon as practical;
- IV. agrees that the annual review as determined by Council on 25 January 2022, be discontinued on the basis that the exercise of the review is unnecessary, given that there is a separate annual appraisal process for the post holder undertaken by the Leader; and
- V. requests that the thanks of the Council for the valuable and enduringly positive contribution of the post holder to the Council be recorded.

139. REPORT OF THE CHIEF EXECUTIVE - A.8 - REVIEW OF THE ALLOCATION OF SEATS TO POLITICAL GROUPS ON THE COUNCIL

Council was aware that, following Councillor Bush's and Councillor Thompson's decisions on 21 and 17 January 2025 respectively to leave the Tendring Independents political group and to join the Reform UK political group and also following the By-Election held on 6 February 2025 in The Bentleys & Frating Ward, a review of the allocation of seats to political groups on relevant Committees and Sub-Committees had needed to be carried out in accordance with Section 15(1) (e) of the Local Government and Housing Act 1989 and Regulation 17(c) of the Local Government (Committees and Political Groups) Regulations 1990.

Council, with the assistance of the contents of the Chief Executive's report (A.8), formally conducted the review referred to above.

Members had had circulated to them prior to the commencement of the meeting an amended Appendix 1 to the report A.8. That Appendix had been amended to reflect the wishes of the Leader of the Conservative Group in respect of his Group's nominations in relation to the Planning Policy & Local Plan Committee.

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that –

- (a) Council confirms that the political balance rules shall not be applied to the Tendring/Colchester Borders Garden Community Joint Committee and the Town & Parish Councils Standards Sub-Committee;
- (b) Council approves the review of the allocation of places on relevant Committees, as set out in Table 2 above in so far as it sets out the total number of seats on all those Committees to be allocated to political groups represented on the Council, (principle (c) of the “Principles”);
- (c) Council approves, subject to the subsequent consideration of (d) below, the number of seats on each relevant Committee to be allocated to political groups such that, for each group, their proportion of seats on individual Committees is proportionate to their overall membership on the Council (principles (c) and (d) of the “Principles”):

Table 8

Committee /Sub-Committee	Total Seats on Body	Conservative	Independents	Labour	Liberal Democrats	Tendring Independents	Reform UK
Audit Committee	5	1*	1	1	0	1	1*
Community Leadership O & S Committee	9	2*	1	1	1	2	1
Human Resources & Council Tax Committee	7	2	1	1*	1*	1	1
Licensing & Registration Committee	10	3	1*	1*	1	2	1
Miscellaneous Licensing Sub-Committee	5	1	1*	1	0	1	1
Planning Policy & Local Plan Committee	9	2	1	1	1	2	1
Planning Committee	9	2*	1	1	1	2	1*
Resources and Services O & S Committee	9	2*	1	1*	1	2	1*
Standards Committee	7	2	1	1	1	1	1

- (d) That the following changes to the allocations set out in Table 8 above be approved (the relevant allocations are shown ‘*’ in Table 8):
- (1) the Labour Group to have two seats on the Human Resources & Council Tax Committee (instead of one), two seats on the Licensing and Registration Committee (instead of one) and no seat on the Resources and Services Overview & Scrutiny Committee (instead of one);

- (2) the Conservative Group to have two seats on the Audit Committee (instead of one), three seats on the Community Leadership Overview & Scrutiny Committee (instead of two), one seat on the Planning Committee (instead of two), and three seats on the Resources and Services Overview & Scrutiny Committee (instead of two);
 - (3) the Reform UK Group to have no seat on the Audit Committee (instead of one), two seats on the Planning Committee (instead of one), and two seats on the Resources and Services Overview & Scrutiny Committee (instead of one);
 - (5) the Independent Group to have no seat on the Licensing and Registration Committee (instead of one) and no seat on the Miscellaneous Licensing Sub-Committee (instead of one); and
 - (6) the Liberal Democrats Group to have no seat on the Human Resources & Council Tax Committee (instead of one).
- (e) Council endorses and approves, in so far as it reflects the earlier decisions on this matter, the appointment of Members to serve on the relevant Committees et cetera, as set out in the amended Appendix 1 to this report.

It was then moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that the unallocated seats on the Licensing and Registration Committee, the Planning Policy & Local Plan Committee, the Planning Committee and the Miscellaneous Licensing Sub-Committee be left vacant at this time.

140. QUESTIONS PURSUANT TO COUNCIL PROCEDURE RULE 11.2

Subject to the required notice being given, Members of the Council could ask questions of the Chairman of the Council, the Leader of the Council, Portfolio Holders or Chairmen of Committees.

One such Question on Notice had been submitted for this meeting as follows:-

Councillor Amos asked the Portfolio Holder for Economic Growth, Regeneration & Tourism (Councillor I J Henderson):-

“At the 6 August 2024 full Council meeting I asked a question about investment in Clacton Town Centre and particularly the wrapping of the empty shops. The answer I received was that this would be done in the Autumn, and yes, at the beginning of November some shops were indeed wrapped.

Disappointingly though there are still at least eight shops not wrapped and looking unkempt and so the Town Centre still looks scruffy and dirty which is not likely to encourage business investment!

My question therefore is: Where is the town centre regeneration money for Clacton that matches what is being invested in Dovercourt High Street?”

The Portfolio Holder for Economic Growth, Regeneration & Tourism responded as follows:-

"I would like to thank Cllr Amos for his question regarding investment and regeneration in Clacton Town Centre.

I can confirm that while some progress was made in November with several shop fronts being successfully wrapped, it is correct to point out that a number of premises remain untreated. Whilst it remains our ambition to wrap all empty shops, we are not able to make any adaptations to privately owned premises without the express permission of the property owner. And despite continued attempts, we have been unable to gain permissions for the remaining empty shops.

In contrast to the position in Dovercourt High Street, where most properties are represented by a few local estate agents, Clacton's commercial property landscape is significantly more fragmented. To provide an example of the challenges we are faced with, one property owner has been contacted on nine separate occasions and has yet to even respond. Therefore, we cannot wrap the shops without the owners' consent.

In addition to shop wrapping, the Council has significantly improved town centre cleaning and through the UK Shared Prosperity Fund, supported local organisations to stage town centre events, a Pop-up Art Gallery and provided grants for shop front improvements which will also continue through 2025.

I am also pleased to say that in the coming weeks and months you will see an installation of new banners around the Town Centre to provide a vibrancy and further animate the area. Public safety will be improved through improvements to the towns CCTV coverage, with up to 20 cameras being upgraded and new cameras installed at additional locations including the High Street. And where necessary, we will be working across the organisation to consider the range of enforcement powers available to encourage business owners to address poorly managed properties.

I should point out however that this is just the beginning of our significant ambition for regeneration. As Members of the Council will be aware, the Clacton Town Board was set up as part of the previous Government's Long-Term Plan for Towns funding criteria, bringing together community leaders, local businesses, the community and voluntary sector, education and health services, Police Fire and Crime Commissioner and Tendring District Council to develop a strategic vision for the town.

I am pleased to say that earlier this month, the Ministry of Housing, Communities and Local Government announced that Clacton is one of the 75 areas that will receive a share of its £1.5billion Plan for Neighbourhoods programme. As such, Clacton will be given up to £20million in funding over the next ten years, which will fall under the jurisdiction of the Town Board.

This provides an incredible opportunity to drive regeneration of the district's largest town, improve footfall and support the attraction of increased private sector investment. Following a widespread consultation process which will take place to understand what local people want to see, the Town Board will develop a strategic plan of how to spend this significant investment over the lifetime of the funding available.

Our investment commitment to Clacton Town Centre remains hugely ambitious and in addition to the Plan for Neighbourhoods programme, the Council with partners, have progressed proposals to develop a series of high-quality and exciting projects through the Levelling Up Fund, under the Clacton Civic Quarter banner. This regeneration

scheme will be a new gateway for Clacton Town Centre and include the Carnarvon Terrace project, which has now received planning permission. It will result in the delivery of 28 much-needed well-designed new homes, improvements to the existing carpark, a public realm scheme and the creation of new 'maker space units' for retail entrepreneurs. Furthermore, Essex County Council will be developing a new Clacton Hub at the same site, which will see the creation of a brand-new skills and learning hub and bring together an Adult Community Learning Centre with the Library, and the University of Essex's new Centre for Coastal Communities.

In addition, over the next few years, we will also see the development of some wonderful projects planned for the town centre area, under our Community Regeneration Partnership scheme with Government. This will include town centre projects such as:

- Providing an attractive route from the seafront to the Town Centre through an exciting new public realm scheme*
- Supporting community transport to provide better services and access to the Town Centre for local people*
- Looking at the feasibility of acquiring and repurposing a disused town centre building for community and cultural use*
- And providing £500,000 of grant funding to support improvements to local shops.*

This is an exciting time for Clacton Town Centre, and I hope you agree there is a real sense of positivity for the future."

Councillor Amos then asked a question of clarification to which Councillor I J Henderson responded.

141. URGENT MATTERS FOR DEBATE

No urgent matters had been submitted in accordance with Council Procedure Rules 3(xv), 11.3(b) and/or 13(p) for this meeting.

The Meeting was declared closed at 10.22 pm

Chairman

Public Document Pack

Council

29 April 2025

MINUTES OF THE ANNUAL MEETING OF THE COUNCIL, HELD ON TUESDAY, 29TH APRIL, 2025 AT 7.30 PM TOWN HALL, STATION ROAD, CLACTON-ON-SEA, CO15 1SE

Present:	Councillors Davidson (Chairman), Oxley (Vice-Chairman), Alexander, Amos, Baker, Barrett, Barry, Bensilum, Bray, Bush, Calver, Casey (in the Chair for items 1 - 4), Chapman BEM, Codling, A Cossens, M Cossens, Doyle, Everett, Fairley, Fowler, Goldman, Griffiths, Guglielmi, Harris, I Henderson, J Henderson, P Honeywood, S Honeywood, Kotz, Land, Morrison, Newton, Platt, Scott, Skeels Jnr., Smith, Steady, G Stephenson, M Stephenson, Sudra, Talbot, Thompson, White and Wiggins
In Attendance:	Ian Davidson (Chief Executive), Lisa Hastings (Corporate Director (Law & Governance) & Monitoring Officer), Keith Simmons (Assistant Director (Corporate Policy & Support) & Deputy Monitoring Officer), Ian Ford (Democratic Services Manager), Bethany Jones (Democratic Services Officer), Katie Koppenaar (Democratic Services Officer), James Dwan (Communications Officer) and Simon Kedge (Casual Technician (Princes Theatre))

1. **CHAIR**

In accordance with the provisions of Section 3(2) of the Local Government Act 1972, the Chair was occupied by the retiring Chairman, Councillor Dan Casey, until his successor became entitled to act as Chairman.

2. **APOLOGIES FOR ABSENCE**

Apologies for absence were submitted on behalf of Councillors Ferguson, Keteca and Placey.

3. **RETIRING CHAIRMAN'S ANNOUNCEMENTS**

The Chairman informed Members that details of his recent engagements had been circulated to them.

4. **ELECTION OF THE CHAIRMAN OF THE COUNCIL FOR THE 2025/2026 MUNICIPAL YEAR**

It was moved by Councillor I J Henderson and seconded by Councillor M E Stephenson that Councillor Davidson be elected Chairman of the Council.

On being put to the vote it was unanimously:-

RESOLVED that, pursuant to Section 3(1) of the Local Government Act 1972, Councillor Davidson be elected Chairman of the Council for the 2025/2026 municipal year.

Members gave a round of applause to Councillor Davidson on his election.

Councillor Davidson was thereupon invested with the badge and Chain of Office and made a Statutory Declaration of Acceptance of Office.

The Chairman then made a short speech as follows:-

Councillor Davidson gave heartfelt thanks for the honour and privilege that had been bestowed upon him and pledged to do his utmost. He paid tribute to the work undertaken by his predecessor Councillor Casey and his wife. He thanked Ian Davidson, Lisa Hastings, Keith Simmons and Maddie Adger for all their advice and guidance during the past year. He thanked his mover and seconder and looked forward to working with all Members during the year ahead. Members gave Councillor Davidson a further round of applause.

Councillor Davidson then invested Councillor Casey with the Past Chairman's Badge.

Councillor Casey congratulated the Chairman and wished him and the new Vice-Chairman well during their term of office. Councillor Casey also stated that it had been an incredible honour to be Chairman of the Council. He made mention of some of the highlights of his year in office which included a Town Twinning visit to Biberach in Germany, the 80th Anniversary of the D-Day Landings, the Clacton Air Show and the Veterans Tea Party. Councillor Casey thanked Councillor Davidson and Council Officers especially the Leadership Support Team for their support during his year in office.

Members gave another round of applause.

5. APPOINTMENT OF THE VICE-CHAIRMAN OF THE COUNCIL FOR THE 2025/2026 MUNICIPAL YEAR

It was moved by Councillor M E Stephenson and seconded by Councillor Scott that Councillor Oxley be appointed Vice-Chairman of the Council.

On being put to the vote it was:-

RESOLVED that, pursuant to Section 5(1) of the Local Government Act 1972, Councillor Oxley be appointed Vice-Chairman of the Council for the 2025/2026 municipal year.

Members gave a round of applause to Councillor Oxley on her appointment.

Councillor Oxley was thereupon invested with the Vice-Chairman's Badge of Office and made a Statutory Declaration of Acceptance of Office.

Councillor Oxley paid tribute to Councillors Casey and Davidson and expressed her thanks to those Members who had voted for her. She felt very honoured and privileged, and she pledged that she would do her very best for everyone during her year in office.

Members then gave a further round of applause.

6. ANNOUNCEMENTS BY THE CHAIRMAN

There were no announcements made by the Chairman of the Council on this occasion.

7. **ANNOUNCEMENTS BY THE CHIEF EXECUTIVE**

There were no announcements made by the Chief Executive on this occasion.

8. **REPORT OF THE CHIEF EXECUTIVE - A.1 - CHANGE IN MEMBERSHIP OF A POLITICAL GROUP ON TENDRING DISTRICT COUNCIL**

The Chief Executive formally reported that, pursuant to Regulation 9(b) of the Local Government (Committees and Political Groups) Regulations 1990, Councillor Dan Casey had served formal notice on the Council that he wished to be treated as a member of the Tendring Independents political group. That notice had been duly counter signed by the Leader of the Tendring Independents Group (Councillor Mark Stephenson).

Council noted the foregoing.

9. **SIZE OF MEMBERSHIP OF COMMITTEES ETC.**

Council noted the size of membership of the Council's Committees and Sub-Committees as follows:-

<u>Committee/Sub-Committee</u>	<u>No. of Members</u>
Audit	(7)
Community Leadership Overview & Scrutiny	(9)
Human Resources & Council Tax	(7)
Licensing and Registration	(10)
Planning	(9)
Planning Policy & Local Plan	(9)
Resources and Services Overview & Scrutiny	(9)
Standards	(7)
Miscellaneous Licensing Sub-Committee	(5)
Town & Parish Councils Standards Sub-Committee	(3)

10. **REPORT OF THE CHIEF EXECUTIVE - A.2 - ALLOCATION OF SEATS ON COMMITTEES AND SUB-COMMITTEES TO THE POLITICAL GROUPS FORMED ON TENDRING DISTRICT COUNCIL AND THE APPOINTMENT OF THE MEMBERSHIP OF COMMITTEES ETC. FOR THE 2025/2026 MUNICIPAL YEAR**

Council considered a comprehensive report prepared by Officers, which detailed the legislative requirements, principles and necessary procedural steps, regarding the allocation to the political groups formed on Tendring District Council of seats on those bodies that were subject to the Rules of Political Proportionality (i.e. Section 15 of the Local Government and Housing Act 1989).

Council also considered a Schedule of Members that it was proposed by political Group Leaders should serve on each of the Council's bodies, which were subject to the Rules of Political Proportionality (Section 15 of the Local Government and Housing Act 1989).

Members were aware that there were unallocated seats on the Planning Committee and the Miscellaneous Licensing Sub-Committee, which Full Council would need to consider.

Having duly considered the information contained in the report and the appendix thereto:-

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson that –

- (a) Council confirms that the political balance rules shall not be applied to the Tendring/Colchester Borders Garden Community Joint Committee and the Town & Parish Councils Standards Sub-Committee;
- (b) Council approves the review of the allocation of places on relevant Committees, as set out in Table 2 above in so far as it sets out the total number of seats on all those Committees to be allocated to political groups represented on the Council, (principle (c) of the “Principles”);
- (c) Council approves, subject to the subsequent consideration of (d) below, the number of seats on each relevant Committee to be allocated to political groups such that, for each group, their proportion of seats on individual Committees is proportionate to their overall membership on the Council (principles (c) and (d) of the “Principles”):

Table 10

Committee /Sub-Committee	Total Seats on Body	Conservative	Independents	Labour	Liberal Democrats	Tendring Independents	Reform UK
Audit Committee	7	2	1	1	0	2	1
Community Leadership O & S Committee	9	2	1*	1	1	2	1
Human Resources & Council Tax Committee	7	2	1	1*	0	2*	1
Licensing & Registration Committee	10	3	1*	1*	1	2*	1
Miscellaneous Licensing Sub-Committee	5	1	1*	1	0	1	1
Planning Policy & Local Plan Committee	9	2*	1	1	1	2	1
Planning Committee	9	2*	1	1	1	2	1*
Resources and Services O & S Committee	9	2*	1	1*	1	2*	1
Standards	7	2	1	1	0*	2*	1

Committee							
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- (d) That the following changes to the allocations set out in Table 8 above be approved (the relevant allocations are shown ‘*’ in Table 10):
- (1) the Labour Group to have two seats on the Human Resources & Council Tax Committee (instead of one), two seats on the Licensing and Registration Committee (instead of one) and no seat on the Resources and Services Overview & Scrutiny Committee (instead of one);
 - (2) the Conservative Group to have one seat on the Planning Committee (instead of two), three seats on the Planning Policy & Local Plan Committee (instead of two) and three seats on the Resources and Services Overview & Scrutiny Committee (instead of two);
 - (3) the Reform UK Group to have two seats on the Planning Committee (instead of one);
 - (4) the Tendring Independents Group to have one seat on the Human Resources and Council Tax Committee (instead of two), one seat on the Standards Committee (instead of one), three seats on the Resources and Services Overview and Scrutiny Committee (instead of two) and three seats on the Licensing and Registration Committee (instead of two);
 - (5) the Independent Group to have no seat on the Licensing and Registration Committee (instead of one), no seat on the Miscellaneous Licensing Sub-Committee (instead of one) and two seats on the Community Leadership Overview and Scrutiny Committee (instead of one); and
 - (6) the Liberal Democrats Group to have one seat on the Standards Committee (instead of none).
- (e) Council endorses and approves, in so far as it reflects the earlier decisions on this matter, the appointment of Members to serve on the relevant Committees et cetera, as set out in the tabled Appendix 1 to this report (A.2).

Councillors Harris and Calver addressed the Council during the discussion of Councillor Stephenson’s motion.

On being put to the vote, Councillor M E Stephenson’s motion was declared **LOST** on the grounds that it had required a nemine contradicente vote to be approved and, in fact, six Councillors had voted against the motion.

At the suggestion of the Council’s Monitoring Officer (Lisa Hastings), the Chairman of the Council adjourned the meeting and requested that Group Leaders (and their Deputies if so desired) accompany the Chief Executive and the Monitoring Officer to the Whitelaw Room to discuss the situation.

Upon the resumption of the meeting, the Monitoring Officer informed Members that she had given advice to the Group Leaders and made recommendations as to what should happen next as follows:-

- *the previous vote could not be taken forward as the legislation required that the motion be passed nemine contradicente i.e. that no one voted against the motion;*
- *therefore the Council was required to revert to the position that complied with the legislation prior to the “trading” of seats that was the standard practice in local government on these occasions;*

- *suggested that recommendation (a) in report A.2 should be approved nemine contradicente as otherwise this Council would have no appointed Members to serve on the Tendring / Colchester Borders Garden Community Joint Committee and that consequently the meeting of that Joint Committee due to be held on 1st May 2025 would be inquorate and unable to take place which would leave this Council open to serve reputational risk given the importance of the decisions the Joint Committee was due to make at that meeting especially in relation to the Garden Community Development Plan Document;*
- *suggested, at the request of some Members is that at the next review which would be carried out following the by-election in the Frinton Ward on 5 June 2025 in readiness for the following Full Council meeting in July 2025 the Officers would undertake to include the Tendring / Colchester Borders Garden Community Joint Committee seats and the Town & Parish Councils Standards Sub-Committee seats in that review;*
- *suggested that Members should then approve the allocation of places as set out in Table 2 in the report (A.2) and also to approve the allocation of seats to each political group as set out in Table 6;*
- *Group Leaders would then be asked to provide the Chief Executive with the names of Councillors to sit on those committees following this meeting;*
- *this Council would then note that the Council would have five unallocated seats on five different committees and that would remain in place until the next review which would take place following the by-election in the Frinton Ward.*

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that Council confirms that the political balance rules shall not be applied to the Tendring/Colchester Borders Garden Community Joint Committee and the Town & Parish Councils Standards Sub-Committee.

It was then moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that –

- (i) Council approves the review of the allocation of places on relevant Committees, as set out in Table 2, in the report, in so far as it sets out the total number of seats on all those Committees to be allocated to political groups represented on the Council, (principle (c) of the “Principles”);
- (ii) Council approves, the number of seats on each relevant Committee to be allocated to political groups, as set out in Table 6 in the Report, (without adjustments shown in the last column), such that, for each group, their proportion of seats on individual Committees is proportionate to their overall membership on the Council (principles (c) and (d) of the “Principles”);
- (iii) the appointment of Members to serve on the relevant Committees be formalised through the Chief Executive exercising his delegated powers to approve the appointments, upon Group Leaders providing the names of those Councillors, noting that the Planning Committee membership will need to be confirmed by 1st May 2025; and

- (iv) Council notes the unallocated seats on the Planning Committee, Planning Policy and Local Plan Committee, Community Leadership Overview and Scrutiny Committee, Resources and Services Overview and Scrutiny Committee and the Licensing & Registration Committee vacant at this time pending the outcome of the by-election in the Frinton Ward and a further review of the allocation of seats on Committees et cetera to political groups.

11. APPOINTMENT OF THE TOWN AND PARISH COUNCILS STANDARDS SUB-COMMITTEE FOR THE 2025/2026 MUNICIPAL YEAR

Council noted that the appointment of Members to serve on the Town and Parish Councils Standards Sub-Committee would take place at the next meeting of the Standards Committee. This was due to the fact that the Town and Parish Councils Standards Sub-Committee's membership was required to be chosen from the membership of the Standards Committee.

12. ELECTION OF CHAIRMEN AND VICE-CHAIRMEN OF COMMITTEES ETC. FOR THE 2025/2026 MUNICIPAL YEAR

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:

RESOLVED that the Chairmen and Vice-Chairmen of the following Committees and Sub-Committee be and are elected respectively for the 2025/2026 municipal year as follows:

<u>Committee/Sub-Committee</u>	<u>Chairman</u>	<u>Vice-Chairman</u>
Audit	Sudra	Steady
Community Leadership Overview & Scrutiny	Steady	Barrett
Human Resources & Council Tax	Chapman	Calver
Licensing and Registration	J Henderson	Wiggins
Planning	Fowler	White
Planning Policy & Local Plan	Guglielmi	M Cossens
Standards	J Henderson	Talbot
Miscellaneous Licensing Sub-Committee	J Henderson	Smith

It was then moved by Councillor Fairley and seconded by Councillor Guglielmi that Councillor P B Honeywood be elected Chairman of the Resources and Services Overview and Scrutiny Committee for the 2025/2026 Municipal Year.

On being put to the vote it was:-

RESOLVED that Councillor P B Honeywood be elected Chairman of the Resources and Services Overview and Scrutiny Committee for the 2025/2026 municipal year.

It was then moved by Councillor A I Cossens and seconded by Councillor M E Stephenson that Councillor M A Cossens be elected Vice-Chairman of the Resources and Services Overview and Scrutiny Committee for the 2025/2026 Municipal Year.

On being put to the vote it was:-

RESOLVED that Councillor M A Cossens be elected Vice-Chairman of the Resources and Services Overview and Scrutiny Committee for the 2025/2026 municipal year.

13. REPORT OF THE MONITORING OFFICER - A.3 - THE COUNCIL'S CONSTITUTION

Members were reminded that, in accordance with Council Procedure Rule 1.1 (xi), it was normal practice at the annual meeting of the Council to formally reaffirm the Council's current Constitution.

It was reported that the Council's Constitution had been amended to reflect the changes approved by Council at its meeting held on 25 March 2025 and the full text of the amended Constitution would be found on the Council's website in due course.

At the next meeting of the Council on 20 May 2025, Members would also be provided with an updated booklet containing those sections of the Constitution most relevant to the work of Councillors.

It was moved by Councillor M E Stephenson, seconded by Councillor P B Honeywood and:

RESOLVED that the Council's Constitution be re-affirmed.

14. REFERENCE FROM CABINET - A.4 - TIMETABLE OF MEETINGS: 2025/2026 MUNICIPAL YEAR

Annual Council considered a proposed timetable of meetings of the Council and its Committees for the 2025/2026 municipal year.

The timetable of meetings also included dates for All Member Briefings and Councillor Development sessions, together with known dates of Portfolio Holder Working Party meetings to assist Members in keeping their diaries up to date.

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that -

- (a) the timetable of meetings of the Council and its Committees, as set out in the Appendix to item A.4 of the Reference from Cabinet, be approved;
- (b) the proposed dates for Cabinet meetings, All Member Briefings and Councillor Development sessions et cetera be noted; and
- (c) Annual Council notes that special meetings of the Cabinet and/or Full Council and potentially other bodies will likely be required to ensure that Tendring District Council can make its formal decision on the submission of the final Local Government Reorganisation proposals for Greater Essex by the Government's deadline of 26 September 2025.

15. REPORT OF THE CORPORATE DIRECTOR (LAW AND GOVERNANCE) & MONITORING OFFICER - A.5 - INDEPENDENT PERSONS RECRUITMENT

Council considered a report of the Corporate Director (Law and Governance) & Monitoring Officer (A.5) which enabled Council to approve the recommendations from the Interview Selection Panel (Standards Committee meeting on 24 October 2024 minute no. 25 referred) to appoint Mrs Sue Gallone, Mr David Irvine, Mrs Sheila Murphy and Mrs Jane Watts as the Council's Independent Persons for the purpose of the Standards Framework for a term of four years.

All the recommended appointments were to be for the period expiring at the Annual Council meeting in May 2029.

It was moved by Councillor Wiggins, seconded by Councillor Alexander and:-

RESOLVED that -

- a) Tendring District Council continues to appoint four Independent Persons for the purposes of the Council's Standards Framework, for a four-year term until Annual Council in 2029, with an allowance of £600 per annum plus expenses;
- b) following the outcome of the Standards Committee's interview panel, Mrs Sue Gallone, Mr David Irvine, Mrs Sheila Murphy and Mrs Jane Watts be appointed as the Council's Independent Persons with immediate effect;
- c) Council notes that further decisions on the term of the Independent Persons may be required, in the light of the emerging Local Government Reorganisation programme; and
- d) Council expresses its gratitude to Mrs Clarissa Gosling for her dedication to the role of the Independent Person for Tendring District Council for 11 years from 2014 and then also when she became a member of the Independent Remuneration Panel.

16. APPOINTMENT OF MEMBER AUTHORITY REPRESENTATIVES TO SERVE ON/AT THE GENERAL ASSEMBLY OF THE LOCAL GOVERNMENT ASSOCIATION

In accordance with Council Procedure Rule 1.1 (xiii) the Council was requested to appoint up to four Members, with each Member being a Member Authority Representative to serve on/at the General Assembly of the Local Government Association. Council was aware that two of the Members appointed must be the Leader of the Council and the Deputy Leader of the Council.

It was moved by Councillor M E Stephenson, seconded by Councillor I J Henderson and:-

RESOLVED that, in addition to the Leader of the Council and the Deputy Leader of the Council, Councillors Guglielmi and Fairley be appointed to represent Tendring District Council as Member Authority Representatives at the General Assembly of the Local Government Association.

17. CHAIRMAN'S INVITATION

The Chairman of the Council invited Members and Officers to join him in the Chairman's Parlour for post-meeting refreshments.

The Meeting was declared closed at 8.38 pm

Chairman

COUNCIL

20 MAY 2025

REPORT OF LEADER OF THE COUNCIL

A.1 EXECUTIVE DECISION(S) TAKEN AS A MATTER OF URGENCY

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To notify Members of recent Executive Decision(s) taken in the circumstances set out in the Council's Constitution in:-

- (a) Rule 15 of the Access to Information Procedure Rules (Special Urgency); and/or
- (b) Rule 18(i) of the Overview and Scrutiny Procedure Rules (Call-in and Urgency); and/or
- (c) Rule 6(b) of the Budget and Policy Framework Procedure Rules.

EXECUTIVE SUMMARY

In accordance with the requirements of Rule 16.2 of the Access to Information Procedure Rules and/or Rule 18(i) of the Overview and Scrutiny Procedure Rules and/or Rule 6(b) of the Budget and Policy Framework Procedure Rules, this report notifies Members of recent Executive Decision(s) taken in the circumstances set out in Rule 15 of the Access to Information Procedure Rules and/or Rule 18(i) of the Overview and Scrutiny Procedure Rules.

RECOMMENDATION

That the contents of the report be **NOTED**.

PART 2 – SUPPORTING INFORMATION

BACKGROUND

The “Special Urgency” procedure in Rule 15 of the Access to Information Procedure Rules provides that where a key decision cannot be reasonably deferred to allow the procedure in Rule 14 (General Exception) of those procedure rules to be followed, it may still be taken with the agreement of the Chairman of the relevant overview and scrutiny committee, or failing him/her, the Chairman or Vice-Chairman of the Council.

Rule 18(i) of the Overview and Scrutiny Procedure Rules provides that the “call-in” procedure will not apply to a decision if the Chairman, or failing him/her the Vice-Chairman, of the relevant overview and scrutiny committee agrees both that the decision is reasonable in all its circumstances and that any delay likely to be caused by the call-in process would seriously prejudice the Council's or the public's interests.

DECISION(S) TAKEN AS A MATTER OF URGENCY

Clacton Leisure Centre Heating System

On 22 April 2025, the Assistant Director (Sport, Culture and Health), on behalf of myself, the Portfolio Holder for Leisure & Public Realm and the Portfolio Holder for Economic Growth, Regeneration and Tourism and in view of the urgency of the issue concerned, and in accordance with Rule 18(i) of the Overview & Scrutiny Procedure Rules, sought and subsequently obtained the Chairman of the Resources and Services Overview and Scrutiny Committee's consent, that our joint decision relating to the Clacton Leisure Centre Heating System, be exempted from the call-in procedure.

That joint decision was as follows:-

"That following the failure of one of two boilers serving the Clacton Leisure Centre swimming pool and accompanying changing rooms, the following decisions will agree a process to protect continuity of service, install a new boiler and accompanying plant through securing external funding and improve energy/carbon efficiency of a significant Council asset:-

- (a) the Portfolio Holder for Leisure and Public Realm agrees the strategy set out in this report for addressing the boiler failure at Clacton Leisure Centre, following an action set out for delivery in the Council's Sport and Activity Strategy;*
- (b) on behalf of the Cabinet and using the special urgency powers, in accordance with Parts 3.X and 5.8, the Leader of the Council and Portfolio Holder for Finance and Governance, in consultation with the Portfolio Holder for Leisure and Public Realm agree for the Council to accept Salix Funding to the value of £1,204,481 and enter into the Funding Agreement, as set out in Appendix A, for the purpose of purchasing and installing a new Boiler and associated plant for Clacton Leisure Centre; and*
- (c) subject to (a) and (b), the Portfolio Holder for Economic Growth, Tourism and Regeneration together with the Portfolio Holder for Leisure and Public Realm agree to allocate £164,248 from the Community Regeneration Partnership Funding, as the Council's contribution to the purchase of a new boiler at Clacton Leisure Centre;*
- (d) subject to (a) & (b) above, that the installation of a new boiler system for Clacton Leisure Centre is added to the Capital Programme in 2025/26 with a total budget of £1,368,730;*
- (e) that the Leader of the Council and Portfolio Holder for Finance and Governance agrees to carry forward £45,000 from the former Joint Use Sports Centre budget from the 2024/25 financial year into 2025/26, and allocates this towards a budget which can fund a temporary oil-fired boiler system for Clacton Leisure Centre at short notice, as an interim measure, in the event of a failure of the remaining boiler prior to the project being completed;*
- (f) subject to (d) above, that the Leader of the Council and Portfolio Holder for Finance and Governance agrees an exemption to procurement is agreed to allow the Council to appoint its term contractor, Lindsey Group, to provide the temporary boiler, associated plant and labour;*
- (g) following (f) it is noted that the Assistant Director Sport, Leisure and Health will develop the procurement strategy for the commissioning of the contractors required to deliver the installation of a new boiler system within the milestones, as required by the Funding Agreement.*
- (h) It is understood that the decisions above are made in the context that the Council is bound by the Salix Funding agreement from the grant start date until 3 years after the project is completed."*

It was felt that any delay likely to be caused by the call-in process would have seriously prejudiced the Council's and the public's interest for the following reason:-

"Due to the requirement under the funding agreement to sign the funding agreement within 10 days, this request to you as the Chairman of the Resources and Services Committee, will agree to the 'special urgency' procedure being enacted, as listed in Rule 15 of the Access to Information Procedure Rules in Part 5 of the Council's Constitution.

The response to this application was due in May 2025, so although this item has been listed on the Forward Plan, 28 days will not be passed in time.

Any delay in signing the agreement may result in the Council losing the external funding secured, which totals £1,204,481."

The Chairman of the Resources and Services Overview and Scrutiny Committee also kindly agreed that the Special Urgency Procedure as set out in Overview and Scrutiny Procedure Rule 15 (Part 5.8), could be used, insofar as it only applied to my decision as the Leader of the Council as set out in paragraph (f) above.

BACKGROUND PAPERS

Clacton Leisure Centre Heating System

Chairman of the Resources and Services Overview and Scrutiny Committee (Councillor Paul Honeywood)'s consent to allow the joint decision of the Leader of the Council & Corporate Finance and Governance Portfolio Holder, the Leisure & Public Realm Portfolio Holder and the Economic Growth, Regeneration & Tourism Portfolio Holder to be exempt from call-in and that the Special Urgency Procedure as set out in Overview and Scrutiny Procedure Rule 15 (Part 5.8), could be used, insofar as it only applied to the Leader of the Council's decision as set out in paragraph (f) of that joint decision.

APPENDICES

None

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**MINUTES OF THE MEETING OF THE AUDIT COMMITTEE,
HELD ON THURSDAY, 27TH MARCH, 2025 AT 10.30 AM
IN THE COMMITTEE ROOM, AT THE TOWN HALL, STATION ROAD, CLACTON-
ON-SEA, CO15 1SE**

Present:	Councillors Sudra (Chairman), Steady (Vice-Chairman), Fairley and Morrison
In Attendance:	Ian Davidson (Chief Executive) (items 66 (part) - 71 only), Richard Barrett (Corporate Director (Finance and IT) & Section 151 Officer), Karen Hayes (Corporate Governance, Performance & Procurement Manager), Craig Clawson (Internal Audit Manager), David Ousby (Interim Assistant Director (Project Delivery)) (items 66 (part) - 71 only), Ian Ford (Committee Services Manager), Katie Koppenaal (Committee Services Officer) and Bethany Jones (Committee Services Officer)
Also in Attendance via MS Teams	Emma Larcombe (representing KPMG, the Council's External Auditor) (items 66 – 71 (part) only)

66. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

There were no apologies for absence submitted nor substitutions on this occasion.

67. MINUTES OF THE LAST MEETING

It was moved by Councillor Sudra, seconded by Councillor Morrison and:-

RESOLVED that the Minutes of the meeting of the Committee, held on 13th February 2025, be approved as a correct record and be signed by the Chairman.

68. DECLARATIONS OF INTEREST

There were no declarations of interest by Councillors in relation to any item on the agenda for this meeting.

69. QUESTIONS ON NOTICE PURSUANT TO COUNCIL PROCEDURE RULE 38

On this occasion no Councillor had submitted notice of a question pursuant to Council Procedure Rule 38.

70. REPORT OF DIRECTOR (FINANCE & IT) - A.5 - EXTERNAL AUDITOR'S DRAFT AUDIT PLAN & STRATEGY FOR THE YEAR ENDING 31 MARCH 2025

The Committee heard a presentation of the External Auditor's Draft Plan and Strategy for the year ending 31 March 2025.

Emma Larcombe of KPMG, the Council's appointed External Auditor, led the Committee through the attachment to the Director's report which was:-

Attachment 1 – External Auditor's External Audit Plan & Strategy for the year ending 31 March 2025.

It was reported that, shortly after the end of each financial year, the Council prepared in accordance with proper practices a Statement of Accounts as statutorily required, which was then subject to external audit before final publication. The current publication deadline for the unaudited accounts for 2024/25 was the end of June 2025.

The Audit Plan and Strategy issued by the External Auditor (EA) highlighted at a summary level, aspects of the work they planned on undertaking and why, areas of focus including where risks were likely to be greater and the background to their required value for money activities.

The outcome of the External Auditor's work had been set out in separate reports that would be presented to the Audit Committee at a future meeting or meetings, within the proposed timescales associated with the 'backstop' date for the 2024/25 accounts, i.e. 27 February 2026.

Ian Davidson welcomed the open approach of the EA plus the clarity and completeness of their report.

<u>Summary of Questions asked by Members</u>	<u>Summary of Answers Received from Emma Larcombe</u>
Do you have any more information relating to the Journal Aspects?	That is a risk that we have on every single Audit. It reflects the potential for management to override controls. This could be manipulating positions around journal entries and estimates/Year End figures. However, this is not a heightened risk for Tendring District Council.
In relation to Internal Audit Work on Projects Management, can you share your findings?	We have not yet completed our value for money work for 2024/2025. We will focus on capitalisation of costs in particular.

It was moved by Councillor Sudra, seconded by Councillor Morrison and:-

unanimously **RESOLVED** that the External Auditor's Draft Audit Plan and Strategy for the year ending 31 March 2025 be noted.

71. **REPORT OF THE DIRECTOR (FINANCE & IT) - A.4 - TABLE OF OUTSTANDING ISSUES**

The Chief Executive Officer took Members, in depth, through Appendix D, which reported the outcome from the Spendells House Capital Scheme Review.

<u>Summary of Questions asked by Members:-</u>	<u>Summary of Answers Received:-</u>
Would it be possible for annual training for relevant Officers on Project Corporate Governance etc. to be introduced?	(Ian Davidson) We will pick that up and add it to the Senior Managers Forum schedule. (Richard Barrett) We can also include this as part of new Officers' induction. An action plan will be additionally

	produced based upon the outcome of the Spendells House/Orwell Place/Sunspot Project Review outcomes.
--	--

David Ousby, Head of the Project Delivery Unit (PDU) introduced himself and gave a presentation on the PDU including its staffing structure; its governance; its terms of reference; its project and programme controls including the Project Initiation Document (PID) and monthly highlight reports plus the key risks register and mitigations and finally the delivery programmes and their timelines.

<u>Summary of Questions asked by Members:-</u>	<u>Summary of Answers Received:-</u>
How often can we expect these updates?	(David Ousby) Members will receive the monthly highlight reports. It could be a standing item on the Committee's agendas if required.
Could this Committee receive a report on a quarterly basis at its meetings?	(Richard Barrett) Yes, this could be done in a 'dashboard' reporting mechanism.
Does each individual project have a contingency built in?	Yes, and is large at the beginning due to all the potential uncertainties. The aim is to reduce that contingency as the project progresses and the uncertainties reduce.
In relation to Local Government Reorganisation, are we aware of different approaches to project management that other local authorities in Essex take?	(David Ousby and Ian Davidson) At County Council, Members are more remote, and management is through various Committees. At District/Borough level it is more 'closer' through the relevant Portfolio Holders. We will need to understand the role and impact of an Elected Mayor under Devolution. For the new Unitary Authority, its project management ethos and structures will need to be drawn up as part of the work of the 'Shadow Authority'. Tendring District Council will not be allowed to fetter the actions of the new Unitary Authority which will be an added complexity. A joint committee between Tendring District Council and the shadow authority may well be required.

The Committee was then informed of the progress on outstanding actions identified by the Committee along with general updates on other issues that fell within the responsibilities of the Committee.

The Table of Outstanding Issues had been reviewed and updated since it had been last considered by the Committee in January 2025.

There were three main ongoing elements to this report as follows:

- 1) Updates against general items raised by the Committee – **Appendix A**
- 2) Updates against the 2023/24 Annual Governance Statement Action Plan – **Appendix B**
- 3) Updates against recommendations made by the External Auditor – **Appendix C**

In terms of item 1) above, there were no significant issues to raise, with actions remaining in progress or further details set out below.

In respect of the 2023/24 Annual Governance Statement Action Plan, the Committee at its 13 February 2025 meeting had approved for publication the audited Statement of Accounts for 2023/24 and approved for signing the Annual Governance Statement, taking into consideration any minor amendments as agreed with the External Auditor. As part of the associated work of the External Auditor, a number of recommendations had been made which were set out within **Appendix C** as highlighted above. There were no significant issues to highlight at the present time with actions and activities remained ongoing.

Spendells House Capital Scheme Review

The outcome of the recent review was attached at **Appendix D**, which also addressed one of the External Auditors recommendations as set out within **Appendix C**. It was important to highlight that this investigation formed one element of the Council's wider response to the issues identified. Those actions were referred to within the Annual Governance Action Plan set out within **Appendix B**, and along with the investigation, mitigation actions had already been undertaken that included:

- The Chief Executive issuing a directive to all Senior Managers relating to financial and budget management, which explained the consequences and expectations of them in their roles that would be supported by further collective meetings with Senior Officers.
- The commencement of arrangements for the implementation of a Senior Officer Project 'Board' that in turn would report directly to the Council's Senior Management Team on a regular basis.
- Statutory Officers had re-delivered governance awareness training at a recent Senior Managers' Forum event, where attendance had been mandatory.

As previously discussed, it had been proposed to arrange a briefing for members of the Committee jointly with the members of the Resources and Services Overview and Scrutiny Committee. That briefing had been held on 26 March 2025 ahead of this meeting of the Committee. In terms of the Audit Committee's assurance role and reflecting on the recent training / Member development session earlier in the year, it was worth highlighting the Committee's relevant terms of reference as follows, especially in comparison with that of the Resources and Services Overview and Scrutiny Committee who had a different but complementary role:

- *To provide independent assurance of the adequacy of the risk management framework and the associated control environment;*

-
- *To provide independent scrutiny of the Council's financial and non-financial performance to the extent that it affects the Council's exposure to risk and weakens the control environment;*
 - *Assessing external auditor and external regulatory reports and monitoring any quality improvement programmes where required.*
 - *Reviewing significant issues referred by the Chief Executive, Cabinet or any Council Committee.*
 - *Monitoring the effective development and operation of risk management and corporate governance.*
 - *Considering the arrangements for corporate governance and agreeing necessary actions to ensure compliance with best practice.*
 - *Considering the Council's compliance with its own and other published standards and controls*

In terms of the reference to best practice within the bullet points above, it was also worth highlighting the following relevant key elements that were set out within the Government's best value standards:

- *Local Authorities must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness;*
- *Reporting on value for money, performance and the stewardship of resources is completed in a timely and understandable way, with transparent responses to recommendations from internal and external audit, and regulators;*
- *Robust system of financial controls and reporting exists, which provide clear accountability and ensure compliance with statutory requirements and accounting standards; and*
- *Procurement processes ensure economic, efficient and effective outcomes of contract procurement and management.*

The review had concluded that though the Council's underlying/current governance arrangements and internal control processes were reusable/adequate, such arrangements could be strengthened in the following areas:-

- *The scoping, management and adherence to the Council's Governance Framework.*
- *Specification – specifications must be robust, complete and clear. Specifications should be compiled by service area experts, and if these cannot be provided internally then services should be sought externally with an associated budget. Sufficient capacity should also be considered and allocated, with management oversight. A thoroughly prepared specification would negate the requirement for significant and numerous contract variations, although minor variations may still be expected.*
- *Contingency – contingency should not only be considered at the beginning of the project, but it should also be considered when tenders are returned as this may impact on the overall budget dependent on the scale of the project.*
- *Project management – the project should report progress against time, budget and potential issues. Mechanisms within the services need to be in place to ensure that senior management are aware when significant issues arise, in this instance substantial variations to the contract. Although regular meetings were occurring, these were without structure to the agenda and did not necessarily*

demonstrate the financial commitment of the project, and therefore opportunities to identify potential unauthorised earlier were missed.

- *Decision making – constitutional requirements do not appear to have been adequately considered during the life of this project. It is therefore recommended that for future projects, all project leads review and consider constitutional requirements at both the planning state and during the implementation of the project, to ensure that any statutory requirements are followed in addition to the contract terms.*
- *Training – adequate training for Officers should be provided before undertaking any project, including specification writing, project management and contract management, especially of this scale. Appropriate supervision and support should also be provided at the inception of the project.*
- *Strategic oversight – a Project Board will provide a consistent strategic approach to all projects going forward. All project managers are to report progress against targets including any potential issues that may occur. When providing financial information, this should also include amounts already committed, potentially using GANT charts may help. The minimum expectations of reporting standards should be agreed from the outset.*
- *Contract management – the Council's interests must be prioritised when managing contracts. This includes using the Council's own processes and systems and not relying on contractor processes and direction, as it may be difficult to validate information and ensure that we comply with the constitutional and statutory requirements. Control must be retained by the Council, even if the expertise lies with the contractor.*
- *Contract variation – contract variations must be limited by ensuring a robust specification is produced (as aforementioned). Variations should not be approved unless quotations or financial impact is provided in advance as well as being challenged when requested by a contractor. It may be beneficial to limit variation orders that can be approved in line with current constitutional requirements. The correct financial approvals must be sought in order to negate unauthorised spend.*
- *Unauthorised spend – managers should be aware of their constitutional responsibilities when authorising spends. Once Cabinet has approved an overall budget, managers should update and request additional funding in necessary from the Portfolio Holder/Cabinet, at the earliest opportunity prior to committing the Council to further expenditure.*
- *To include sessions within future staff inductions to draw attention to the Council's high level governance arrangements, policies and procedures. This could be complemented via a six-monthly induction 'follow up' session aimed at senior managers that can provide further detail in key areas such as budget and financial responsibilities long with procurement and other requirements set out within the Council's Constitution.*

In addition to the above and based on the detailed findings/outcomes, the matter has been referred for review against the Council's HR policies to determine any further necessary action.

In terms of a practical and pragmatic response to the various issues and elements of good governance and best practice above, it was proposed to bring together the outcome from the Spendells House review set out within **Appendix D**, together with the outcome from reviews of other major projects such as the Orwell Place Car Park and Events space capital scheme in Dovercourt that had been reported to Cabinet on 21

February 2025. Reporting the outcome from major capital investment formed part of the Council's underlying approach as set out within the Annual Capital and Treasury Management Strategy and highlighted within the Annual Governance Statement Action Plan within **Appendix B**. Along with further planned reports such as the upcoming review of the flexible workspaces in Jaywick (Sunspot), various learning points could be brought together as part of the annual review of the Council's governance arrangements that in turn informed the associated action plan, that would be presented to the Committee in the first half of 2025/26.

Appointment of Independent Person(s) to the Audit Committee

It was reported that a draft person specification had been set out in **Appendix E**. It was proposed to further develop the specification in consultation with Members of the Committee in advance of a final version being presented to the June 2025 meeting of the Committee. Once agreed the actions associated with establishing and recruiting to this post would be undertaken which would include recommendations being made to Full Council, the appointment process and induction programme. A recommendation had been included within the report that reflected this proposed approach.

External Funding Review

As highlighted within the report to the Audit Committee at its September 2024 meeting, this Committee had been asked by Cabinet for their support and assurance on the associated governance processes. This item had subsequently been captured within the Committee's proposed work programme for 2025/26 as set out elsewhere on the agenda.

External Audit Delays

Following the Committee's consideration and approval of the Statement of Accounts for 2023/24 and associated External Auditor reports, there were no longer any years outstanding. Work was underway in terms of the Council's 2024/25 accounts which would be subject to audit later in the year and would be reported to the Committee accordingly.

Local Audit Reform

There were currently no further updates over and above the detailed information presented to the Committee at its January 2025 meeting. Updates would be included in future reports as necessary.

RIPA – Regulatory Investigatory Powers Act 2000

To inform the Committee of any activity conducted under RIPA by the Authority – the Authority had not conducted any RIPA activity in the last quarter and it was rare that it would be required to do so.

Whistleblowing

To inform the Committee of any activity under the Whistleblowing Policy as part of the monitoring arrangements. The Authority had not received any Whistleblowing notifications since the adoption of its policy in July 2023.

It was moved by Councillor Sudra, seconded by Councillor Fairley and:-

RESOLVED that:-

- (a) the progress against the actions set out in Appendices A, B and C be noted.
- (b) in respect of the Spendells review set out in Appendix D, that the findings be noted and that Officers be requested to bring these together with the outcomes from other various reviews of major projects, in addition to any associated recommendations from External/Internal Audit for consideration as part of the annual review of the Council's governance arrangements at the earliest opportunity in 2025/26;
- (c) the draft Independent Person specification set out in Appendix E be noted and Officers requested to further develop the specification for consideration at the next meeting of the Committee in June 2025, with consultation undertaken with Members of the Committee in the interim period.
- (d) the Chief Executive Officer be invited to attend a future meeting of the Committee to give a half yearly update on the matters raised in the review of the Spendells Capital Scheme Review; and
- (e) that Officers be requested to explore opportunities for a 'dashboard' style reporting mechanism for updates on the work of the Project Delivery Unit on major projects that could be submitted to the Audit Committee and Full Council, as appropriate, on a regular basis.

72. REPORT OF THE INTERNAL AUDIT MANAGER - A.1 - REPORT ON INTERNAL AUDIT - JANUARY 2025 TO MARCH 2025 AND THE INTERNAL AUDIT STRATEGY & OPERATIONAL PLAN 2025/26

The Committee was provided with a progress report on the Internal Audit function for the period January 2025 – March 2025 and approval was sought from the Committee for the Internal Audit Strategy and Operational Plan 2025/26.

The report was summarised as follows:

- *A total of four audits had been completed since the previous update in January. Eight audits were still in fieldwork. The audits completed this period were Housing Benefit, Main Accounting System and Budgetary Control, Corporate Governance and Accounts Payable. All had received satisfactory opinions of Adequate or Substantial Assurance.*
- *The Global Internal Audit Standards required Internal Audit functions to have a Internal Audit Strategy in place which not only set out the annual plan but also looked to the future. A new Internal Audit Strategy and Operational Plan for 2025/26 had been developed for the Audit Committee to review and approve. The strategy included a three-year plan with provisional audits for future years which could be adjusted each year dependant on the priorities of the Council. It was designed to be resilient and flexible with the ever changing regulatory and external environment.*
- *The 2025/26 Operational Plan had been developed using a risk-based approach, taking account of the Council's Corporate Objectives, Corporate Risks, horizon scanning from other Government agencies and best value standards from the*

Ministry of Housing, Communities and Local Government (MHCLG). The plan had been collated based on the information gained from liaising with Directors, Heads of Service and entire departments to target areas that might benefit from an independent review of processes and procedures to determine potential efficiency gains, improved technology / software requirements or if the function has not been audited for a substantial period of time due to it being considered of lower risk historically.

The Committee was made aware that the Internal Audit Manager had continually risk assessed the progress of the plan against the level of resources available throughout the year to determine whether a measured annual assurance opinion could be provided based on the level of work completed. A determination had then been made as to whether audit days needed to be procured to support the delivery of the plan.

Members heard that in order to provide the Head of Internal Audit's Annual Opinion at the June 2025 Audit Committee, it was important that the following audits were completed as they formed part of the Council's key systems. Those audits were Procurement, Housing Repairs and Maintenance, Accounts Receivable, Payroll and Health & Safety. All were currently in fieldwork and close to completion.

Quality Assurance – The Internal Audit function issued satisfaction surveys for each audit completed. All satisfaction surveys were yet to be returned from the four audits completed in this period.

Resourcing

Internal Audit currently had an establishment of 4 fte posts with access to a third-party provider of Internal Audit Services for specialist audit days as and when required. There was currently an Audit Technician post vacant.

Outcomes of Internal Audit Work

The Public Sector Internal Audit Standards required the Internal Audit manager to report to the Audit Committee on significant risk exposures and control issues. Since the last report four audits had been completed and the final report issued.

Assurance	Colour	Number this Period	Total for 2023/24 Plan	
Substantial		2	4	
Adequate		2	13	
Required Improvement		0	1	
Significant Improvement Required		0	0	
No Opinion Required		0	2	Two consultative engagement in 2025/26 to date

For the purpose of the colour coding approach, both the substantial and adequate opinions were shown in green as both were within acceptable tolerances.

There were no issues arising from the audits completed in the period under review as none had received an 'Improvement Required' opinion that required reporting to Committee.

Management Response to Internal Audit Findings – There were processes in place to track the action taken regarding findings raised in Internal Audit reports and to seek assurance that appropriate corrective action had been taken. Where appropriate follow up audits had been arranged to revisit significant issues identified after an appropriate time.

The number of high severity issues outstanding was as follows:-

Overdue more than 3 months	4	Long term actions reported to the Audit Committee periodically (Appendix B)
Overdue less than 3 months	0	
Not due yet	0	

Update on previous significant issues reported:-

All previously significant issues were now provided within Appendix B of this report.

Development of the Audit Plan

The Committee heard that the Internal Audit Plan had been produced taking into account the requirements as set out in the Global Internal Audit Standards and the current Internal Audit Charter. The Internal Audit Team continued to aspire to add value by targeting particular areas of the Council that could benefit from an independent review of processes and procedures to determine potential efficiency gains, improved technology / software requirements or changed through new innovative ways of working.

Risk Management was also an aspect that required consideration when developing an audit plan. Although risk registers were considered as part of this process, leadership, managers and officers considered risk every day in the work they did, therefore interviews with Officers at all levels were key when reviewing whether risks were considered in decision making.

Risk was defined as 'the possibility of an event occurring that will have an impact on the achievement of objectives'. Therefore, risk could have a positive and negative aspect, so as well as managing things that could have had an adverse impact (downside risk) it was also important to look at potential benefits (upside risk). All audits would look at adverse impact and potential opportunities and all significant areas were reported to the Audit Committee periodically.

Discussions had been held with Management Team members individually and collectively. The feedback from Management Team had been taken into account and incorporated within the plan presented to the Committee. The Committee now had the opportunity to input into the draft plan provided.

Other factors also considered when developing the plan were:-

- The risk maturity of the organisation;
- The need to use specialists e.g. IT Auditors
- Contingency time to undertake ad-hoc reviews and fraud investigations; and
- Having the right balance of different reviews e.g. Systems and risk-based versus added value and consultative assessments

Internal Audit Resource Requirements

The establishment for the Internal Audit function was currently four full-time equivalents (fte). The team currently held a vacancy for a full-time Audit Technician post.

The Committee was informed that the proposed plan had been developed based on the current resource available as well as consideration to the continued oversight of the Fraud and Compliance team. The number of audit days proposed was 400 per year. The plan had been created with the following in mind:-

- A leaner more practical audit plan had been developed using a risk-based approach, knowledge of all operational processes within service areas, historical assurance opinions and an understanding of where procedural changes had occurred around the Council.
- A hybrid structure of both internal and external resource had provided additional resilience within the team as well as different experience, skills transfer for more junior staff and access to a hub of audit resource. The combination of staff between Internal Audit and Fraud and Compliance had added an extra level of resilience and allowed both teams to share knowledge and skills in different areas.
- Emphasis on adding value in delivering objectives by providing more consultative work and advice on upcoming initiatives, projects, programmes and emerging risks.

Internal Audit Operational Plan Detail

The plan provided an outline of the work currently proposed to be undertaken during the 2025/26 financial year. In order to continue to provide a proactive and flexible approach, the plan should be considered indicative of the work currently intended. The Internal Audit Plan needed to be flexible to ensure that Internal Audit resources were directed where they were most needed and added as much value as possible to the organisation.

The plan would be kept under review during the year, in consultation with the Council's senior management, and taking account of changes to the Council's priorities, operations and risk. Changes to the plan would be brought to the attention of the Committee for its approval.

The plan was considered to be in effect a rolling programme of work, rather than specific to one year, and audits scheduled, but incomplete at the end of any financial year would roll forwards and would be completed in the new financial year.

A detailed breakdown of the Audit Plan was included in Appendix C.

As referred to above, mechanisms existed to allow amendments to the plan and if any issues had arisen regarding the risks in the current Corporate Risk Register, or new risks emerge including any identified by the Council's external auditors, then plan adjustments would be considered.

The level and range of coverage was considered sufficient for the Internal Audit Manager to be able to provide an annual opinion on the Council's assurance framework.

After discussion it was moved by Councillor Sudra, seconded by Councillor Fairley and unanimously:-

RESOLVED that –

- (a) the periodic update and the action tracking report be noted; and
- (b) the proposed Internal Audit Strategy and Operational Plan for the 2025/26 financial year be approved.

73. REPORT OF THE INTERNAL AUDIT MANAGER - A.2 - ANTI FRAUD AND CORRUPTION STRATEGY & FRAUD RISK REGISTER

The Committee was presented with an updated Anti-Fraud and Corruption Strategy.

The report was summarised as follows:

- the Council's Anti-Fraud and Corruption Strategy had been last updated in April 2024 and was therefore in need of review by the Audit Committee.
- An amended strategy was attached as **Appendix A**, which reflected a number of amendments emerging as part of the annual review process but remained based on CIPFA's Code of Practice on managing the risk of fraud and corruption as previously adopted by the Committee.
- The updated strategy provided details of actions and provided a realistic timescale for those to be implemented.
- A Fraud Risk Register (**Appendix B**) had been created to address the action required within the Anti-Fraud and Corruption Strategy. At this stage only the risks had been populated with the relevant mitigation measures to be provided at a later date.

Members heard that the Council was required to have an Anti-Fraud and Corruption Strategy. The strategy was subject to an annual review process.

The amended strategy was set out in **Appendix A**. Amendments made since the last review had been highlighted in red font.

The Strategy continued to be based on CIPFA's code of practice on managing the risk of fraud and corruption. As its foundation, the Strategy set out the Council's commitments along with the following key areas:

- Purpose, Commitment and Procedure
- Legislation and General Governance
- Definitions
- Standards, Expectations and Commitment

- Roles and Responsibilities
- Prevention
- Detection and Investigation
- Resources Invested in Counter Fraud and Corruption

It was reported that the strategy continued to be subject to an annual review process including progress against identified actions and had therefore been included within the ongoing work programme of the Committee. It was acknowledged that through its application, the Strategy would evolve to reflect the various strands of work that had been developed within the Council, which would be included in future updates presented to the Committee.

Updates to the Council's Anti-Fraud and Corruption Strategy Action Plan were also included within **Appendix A**.

The Committee had also been provided with a Fraud Risk Register within **Appendix B** to review and adopt. The Council did have mitigating controls in place for each inherent risk highlighted; however, a list of mitigating controls / processes would be provided at a later date after consultation with the different departments. The Fraud Risk Register had been developed to address the agreed actions within the Anti-Fraud and Corruption Strategy to consider fraud risks within the Council's general risk management framework.

Furthermore, to demonstrate the effectiveness of the Anti-Fraud and Corruption Strategy and address how fraud risks impacted on achieving the Council's objectives and its service users; the Internal Audit Manager would provide an update on the work undertaken by the Fraud and Risk Team and the outcomes from that work on a bi-annual basis.

It was moved by Councillor Sudra, seconded by Councillor Steady and unanimously:-

RESOLVED that the amended Anti-Fraud and Corruption Strategy, as set out in Appendix A and the Fraud Risk Register set out in Appendix B, be approved.

74. REPORT OF THE DIRECTOR (FINANCE & IT) - A.3 - AUDIT COMMITTEE WORK PROGRAMME 2025/26

Members were presented with the proposed work programme covering the period April 2025 to March 2026.

It was reported that the Audit Committee had a wide-ranging area of responsibility with statutory and regulatory functions making up a significant element of their work. The meetings of the Committee were scheduled around a quarterly basis subject to the work required of the Committee to support the statutory and regulatory timescales and deadlines. The Audit Committee's work programme therefore needed to take account of various demands whilst balancing a number of activities within the planned number of meetings scheduled for the year.

In addition to the regulatory and statutory activities undertaken by the Committee such as the Statement of Accounts, Corporate Governance and Risk Management, the Committee was also required to review and scrutinise:

- The work and performance of the Internal Audit function;
- The outcomes from the work of the Council's External Auditor; and
- Progress against audit recommendations and other items identified by the Committee.

The Committee heard that in addition to the items set out in **Appendix A**, a number of additional items would likely be presented to the Audit Committee during the year in consultation with the Chairman.

During the year other matters apart from those set out above could be presented to the Committee for consideration, for example the outcome from regulatory reviews or other external inspections. Given the on-going regulatory and statutory workload and the various additional activities undertaken by the Committee, any additional items that might arise would need to be considered against the proposed work programme and included for reporting at the appropriate meeting, or considered for inclusion in subsequent work programmes, an overview of which were included at the foot of **Appendix A**.

It was reported that considering the responsibilities of the Audit Committee as highlighted above, the proposed work programme covering the period from April 2025 up to and including March 2026 was set out in the Appendix.

It was moved by Councillor Sudra, seconded by Councillor Fairley and:-

unanimously **RESOLVED** that the Audit Committee Work Programme for 2025/26 be approved.

75. EXCLUSION OF PRESS AND PUBLIC

It was moved by Councillor Sudra, seconded by Councillor Morrison and;

RESOLVED that under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during the consideration of Agenda Item 10 on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 7 of Part 1 of Schedule 12A, as amended, of the Act.

76. REPORT OF THE DIRECTOR (FINANCE & IT) - B.1 - RISK BASED VERIFICATION POLICY

RESOLVED that following the annual review for 2025, the Risk Based Verification Policy, as set out in Appendix A to report B.1, be approved.

The meeting was declared closed at 12.25 pm

Chairman

Public Document Pack

Standards Committee

9 April 2025

MINUTES OF THE MEETING OF THE STANDARDS COMMITTEE, HELD ON WEDNESDAY, 9TH APRIL, 2025 AT 10.00 AM IN THE TOWN HALL, STATION ROAD, CLACTON-ON-SEA, CO15 1SE

Present:	Councillors Wiggins (Chairman), Alexander, Codling, Goldman, J Henderson and Talbot
In Attendance:	Lisa Hastings (Corporate Director (Law & Governance) & Monitoring Officer), Keith Simmons (Assistant Director (Corporate Policy & Support) & Deputy Monitoring Officer), Karen Hayes (Corporate Governance, Performance & Procurement Manager), Debbie Bunce (Legal Governance Officer), Bethany Jones (Committee Services Officer) and Katie Koppenaal (Committee Services Officer)
Also in Attendance:	Clarissa Gosling (one of the Council's four Independent Persons)

38. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

Apologies for absence were submitted on behalf of Councillor Oxley (with Councillor Goldman substituting), Sue Gallone (one of the Council's Independent Persons), David Irvine (one of the Council's Independent Persons) and Jane Watts (one of the Council's Independent Persons).

The Chairman (Councillor Wiggins) noted the absence of Councillor Land.

39. MINUTES OF THE LAST MEETING

It was moved by Councillor Talbot, seconded by Councillor J Henderson and:-

RESOLVED that the Minutes of the meeting of the Committee held on Wednesday, 5 February 2025 be approved as a correct record and be signed by the Chairman.

Councillor Talbot requested that the question of whether the requirement of senior officers and the Legal Team should have their private home address made public when applying for a planning application should be added to the current set of Minutes.

The Monitoring Officer reassured Members that, before the new Planning Probity Protocol, planning applications submitted by Tendring District Council colleagues would have had to go to Planning Committee to begin with; however, with the updated Planning Probity Protocol, a reduction in the number of Officers who had to apply through the Planning Committee had been made. There could be a possibility that the addresses of Officers could be abused but that would be dealt with accordingly. Allowing the applications to go to Planning Committee would show that Senior Officers could not influence the outcome of the decision. If there were a number of incidences that arose from the addresses being made public, then that would be looked into as a duty of care to the Officers concerned.

40. DECLARATIONS OF INTEREST

There were no Declarations of Interest made on this occasion.

41. QUESTIONS ON NOTICE PURSUANT TO COUNCIL PROCEDURE RULE 38

No Questions on Notice had been submitted by Members pursuant to Council Procedure Rule 38 on this occasion.

42. REPORT OF THE MONITORING OFFICER - A.1 - ANNUAL REPORT ON DECLARATIONS OF INTEREST AND ASSOCIATED MATTERS

Members recalled that it had been agreed at the meeting of the Standards Committee held on 29 June 2016 that, as part of its annual work programme, the Committee would receive an annual report on declarations of interest and associated matters. The report now before the Committee covered the period from 1 April 2024 to 31 March 2025 and provided statistics on:

- *the number of declarations of interest made at meetings;*
- *the number of offers of gifts and hospitality that had been registered by Members during this period; and*
- *updates to the Members' Register of Interests.*

The data had been collated from the Committee system Modern.gov which the Council started using as of August 2016 and from Members' submissions.

Register of Members' Disclosable Pecuniary Interests

The Committee was aware that the Council was required to publish the 'Register of Disclosable Pecuniary Interests' on its website in accordance with the Localism Act 2011 and The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2021, which prescribed the categories of interests.

It was confirmed that the Council's website included a Register of Disclosable Pecuniary Interests and Other Registerable Interests for all District Councillors and that this was updated when an individual Member provided details of an amendment directly to the Monitoring Officer. Any entry, which was relevant to a business item on an agenda, must be declared by the individual Member and they must subsequently remove themselves from the meeting, unless a prior dispensation had been granted by the Monitoring Officer.

The Committee was informed that there had been a dispensation for all District Members granted by the Monitoring Officer for the purpose of the report of the Director (Finance & IT) – Formal Confirmation of Council Tax Amounts for 2025/26 to Full Council and subsequently the Human Resources & Council Tax Committee in February 2025.

Declarations of Interest at meetings

Members were required to declare Disclosable Pecuniary Interests, Other Registerable Interests and Non-Registerable Interests at meetings and those recorded on the committee system, as declared by District Councillors for the period 1 April 2024 to 31 March 2025 were set out in the Appendix A to the Monitoring Officer's report. The minutes of the relevant meetings also recorded the declarations.

Use of blanket dispensations

The Committee was reminded that this Council's former Members' Code of Conduct at paragraph 7.3, as agreed by full Council in January 2018, had contained blanket dispensations for any business of the Authority where that business related to the Council functions in respect of:

- i. housing, where the Member is a tenant of the Authority provided that those functions do not relate particularly to their tenancy or lease;*
- ii. school meals or school transport and travelling expenses, where the Member is a parent or guardian of a child in full time education, or are a parent governor of a school, unless it relates particularly to the school which the child attends;*
- iii. statutory sick pay under Part XI of the Social Security Contributions and Benefits Act 1992, where the Member is in receipt of, are entitled to the receipt of, such pay;*
- iv. an allowance, payment or indemnity given to Members;*
- v. any ceremonial honour given to Members; and*
- vi. setting Council Tax or a Precept under the Local Government Finance Act 1992*

Since their introduction, only category iv and vi dispensations had been called upon at meetings of the Cabinet and full Council.

Members recalled that the current Code of Conduct which had taken effect in May 2023 did not include blanket dispensations and so, consequently, the Monitoring Officer gave a blanket dispensation for the purposes of setting Council Tax under the Local Government Finance Act 1992, at the District Council's budget meeting held on 11 February 2025 (minute 105 referred).

"A recorded vote is mandatory on any decision relating to the budget or Council Tax. This includes not only on the substantive budget motions agreeing the budget and setting Council taxes, but also on any amendments proposed at the meeting.

For other types of Interests, which need to be considered, Disclosable Pecuniary Interests (DPIs), Other Registerable Interests (ORIs) or Non-Registerable Interests are defined in the Code of Conduct and for DPIs & ORIs, these have been (or should have been) registered in advance, and with the exception of the Council Tax exemption for residing in the District, you should still consider if any other interests do apply. A blanket exemption/dispensation has not been applied for all."

Declarations of offers/receipt of gifts and hospitality

Following the Standards Committee's review of the Council's Gift and Hospitality Policy for Members, guidance and a notification form had been produced for all District Councillors in May 2016. Reference to declarations of offers/receipt of gifts and hospitality had been included within the mandatory Members' Code of Conduct training delivered by the Monitoring Officer in June and July 2023. There had been one recorded declaration of offers/receipt of gifts and hospitality made by a District Councillor in the time period of this report.

Members' Register of Interests

The Committee was aware that, pursuant to the Localism Act 2011, within 28 days of becoming a Member or re-election or appointment to office, Members must register with the Monitoring Officer the interests which fell within the categories set out in Table 1 of

the Members' Code of Conduct, namely, Disclosable Pecuniary Interests (DPIs) which were as described in "The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012". Members should also register details of other personal interests which fell within the categories set out in Table 2 (Other Registerable Interests).

It was reported that, at the conclusion of the May 2023 District, Town and Parish Council elections, all Members had received the relevant Disclosable Pecuniary Interest and Other Registerable Interests form as part of their induction procedure, to complete and return to the Monitoring Officer, for inclusion on the Council's website within a central register. Registration and the obligations to disclose DPIs, Other Registerable Interests and Non-Registerable Interests and the effect on participation had been covered within the mandatory Members' Code of Conduct training delivered by the Monitoring Officer in June and July 2023. In line with the requirements of the Council's External Auditors, an annual reminder had been sent to all District Members to ensure that all interests were up to date and that remained ongoing.

The Monitoring Officer clarified to Members that it did take several reminders to Members to keep the register up to date and that there were Members that had not yet responded.

It was moved by Councillor Talbot, seconded by Councillor J Henderson and unanimously:-

RESOLVED that the Committee notes the contents of the report (A.1) and supports Officers in that Members should be responding to requests to keep their Members' Register of Interest entries up to date.

43. REPORT OF THE MONITORING OFFICER - A.2 - MANDATORY TRAINING FOR MEMBERS - ANNUAL UPDATE

The Committee heard that the report reiterated the Council's decision and constitutional requirement to make relevant training mandatory for Members, and their named substitutes, in respect of their membership on the committees which provided regulatory type functions. The report also detailed training undertaken and attendance to date.

Members recalled that the Committee, as part of its annual work programme since 2014, had received a report providing details of the mandatory training provided to Members of the Planning and Licensing and Registration Committees.

Mandatory Training in the context of Councillor Development more widely

The Committee was aware that the mandatory training referenced in the report also formed part of the overall training provision for all Councillors within the framework established by the Council's "Councillor Development Statement" as reported to this Committee on 2 October 2019 (Minute 14 referred).

In 2021/22 the then Portfolio Holder for Corporate Finance and Governance had established a Working Party which provided a cross-party mechanism for the regular input into development opportunities for Councillors. The membership had provided for input from all of the main Committees of the Council and all the political groups on the Council that was broadly proportionate to the overall position on the Council as a whole.

Thus far five sessions had taken place, with a further session planned, along with specific planning development sessions.

Access to the Local Government Association's online training portal was available for all Councillors and the provided training modules included:-

Community Engagement and Leadership
Councillor Induction
Commissioning Council services
Equality, Diversity and Unconscious Bias
The Effective Ward Councillor
Facilitation and Conflict Resolution
Handling Complaints for service improvement
Handling intimidation
Holding Council meetings online
Influencing skills
Licensing and Regulation
Local Government Finance
Planning
Police and Crime Panels
Scrutiny for Councillors
Stress management and personal resilience
Supporting mentally healthier communities
Supporting your constituents with complex issues

Members were told that the completed and returned evaluation sheets, circulated following any training sessions provided, were used to assist the Council to refine and improve its training offer.

The above list did not reference the training provided for Councillors through All Members' Briefings.

The Monitoring Officer clarified that only the Members that were going to be sitting on the Committees that required site visits for that specific meeting, should attend the site visit to be able to join in with the decision-making process.

It was moved by Councillor Alexander, seconded by Councillor Codling and unanimously:-

RESOLVED that the Standards Committee:-

- (a) notes the contents of the report (A.1) and its Appendix; and
- (b) continues to encourage Members of the Planning, Licensing and Registration and Audit Committees to attend all organised mandatory training events in order to comply with the requirements of the Council's Constitution.

44. REPORT OF THE MONITORING OFFICER - A.3 - STANDARDS COMMITTEE WORK PROGRAMME 2025/26

The Committee considered the following draft Work Programme for 2025/26:-

July 2025

- Updates by Monitoring Officer covering complaints and National Policy changes
- Licensing and Registration Probity Protocol
- Standards Hearing Procedure review
- Update on mandatory Members' Code of Conduct training

October 2025

- Updates by Monitoring Officer covering complaints and National Policy changes
- Town and Parish Councils' Code of Conduct and Interests review – including Local Government Reorganisation (LGR) implications
- Outcome of consultation from Licensing and Registration Probity Protocol
- Role of Monitoring Officer and review of administrative delegated powers

February 2026

- Case review and guidance update for the Committee on decisions and actions taken nationally
- Updates by Monitoring Officer covering complaints and National Policy changes
- Update on mandatory training for Members

April 2026

- Annual report on declarations of interest (including meetings, gifts and hospitality)
- Updates by Monitoring Officer covering complaints and National Policy changes
- Annual Work Programme for 2026/27

Members were made aware that the above meeting dates were provisional pending ratification at the Annual Meeting of the Council on 29 April 2025 and that, in addition, individual matters might be referred to those meetings by the Monitoring Officer, in accordance with the Committee's Terms of Reference as necessary, for example, an appeal against dispensation decision or a Code of Conduct hearing.

Having duly considered and discussed the contents of the draft work programme:-

It was moved by Councillor J Henderson, seconded by Councillor Talbot and unanimously:-

RESOLVED that the Work Programme for the Standards Committee for 2025/26 be approved and adopted.

45. **COMPLAINTS UPDATE AND NATIONAL POLICY CHANGES**

The Committee had before it the Monitoring Officer's update on existing and new conduct complaints cases.

TENDRING DISTRICT COUNCIL MONITORING OFFICER UPDATE APRIL 2025				
Council	Complainant	Current status	Final outcome	Comments
Existing Cases from last update:				
Council	Complainant	Current status	Final outcome	Comments
DISTRICT	METROPOLITAN BOROUGH COUNCILLOR – received 18 August 2023	CLOSED	Standards Hearing – determined breach of Code of Conduct – Committee sanctions published on Council's website	Subject Member has sadly passed away.
TOWN	PUBLIC - received 05 Jun 2024	CLOSED 07 Mar 2025	Investigation concluded – conducted by externally appointed Investigator	Matter relates to behaviour whilst acting in an official capacity. A final report has been received and submitted to all parties. No evidence of a breach of Code of Conduct.
TOWN	PUBLIC – received 05 Dec 2024	ONGOING	Investigation – internally appointed Investigator	Matter relates to use of social media.

TOWN	PUBLIC – received 05 Dec 2024	ONGOING	Pending	Matter relates to public statements on the Town Council's website.
PARISH	PARISH COUNCILLOR – received 05 Mar 2025	ONGOING	Pending	Matter relates to behaviour between Parish Councillors whilst acting in an official capacity.
DISTRICT	PUBLIC – received 11 Mar 2025	ONGOING	Pending	Matter relates to communications between parties.
New Cases since last update - two				
<p><u>General Notes – 2024/25 Summary:</u></p> <p>Overall, eleven cases had been received so far in 2024/25. Since the last update, one case investigation had been concluded by the externally appointed investigator, one remained ongoing being investigated by an internally appointed investigator and three remained ongoing.</p>				
Requests for dispensations:				
<p>A dispensation for all District Members had been granted by the Monitoring Officer for the purpose of the report of the Director (Finance & IT) – Formal Confirmation of Council Tax Amounts for 2025/26 submitted to Full Council and Human Resources & Council Tax Committee in February 2025.</p>				

Officers updated the Committee with the latest updates since the report had been published:-

- A Parish case was now into investigation with an internally appointed investigator;
- Last District case had been closed, and Code of Conduct training was to be given by the Monitoring Officer; and
- A further 4 cases had been received, 2 were for the same Councillor by the same complainant but for different reasons and the other 2 were from the same complainant but for 2 different Councillors.

The Monitoring Officer gave a presentation to Members on the following national matters:-

- *Welsh Community Councils: non-compliant registers of interests – April 24;*

- *Auditors' call for improved member-officer relations at council 2nd year running – April 24;*
- *Statutory Guidance on best value standards and interventions – May 2024;*
- *Seven themes to define best value;*
- *Theme 4. Culture;*
- *Mooney v Information Commissioner (18 June 2024);*
- *The Appellant was not the Complainant;*
- *The balancing test in respect of the third-party complainants' personal data;*
- *Spelthorne Borough Council – Oct & Dec '24;*
- *SBC Standards Committee Minutes – Dec 24;*
- *English Devolution White Paper – Dec 24;*
- *Consultation following the White Paper – December 24;*
- *The Committee for Standards in Public Life backs stricter standards regime – March 25;*
- *£20,000 in damages to Parish Clerk over defamatory Facebook posts by Councillor – Feb 25;*
- *Back to Spelthorne Borough Council – Damning best value report – March 25;*
- *and*
- *All about the money or culture of mistrust and broken relationships?*

The Committee **NOTED** the foregoing.

The meeting was declared closed at 11.12 am

Chairman

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**MINUTES OF THE MEETING OF THE RESOURCES AND SERVICES OVERVIEW
AND SCRUTINY COMMITTEE,
HELD ON MONDAY, 14TH APRIL, 2025 AT 7.36 PM
IN THE COMMITTEE ROOM - TOWN HALL, STATION ROAD, CLACTON-ON-SEA,
CO15 1SE**

Present:	Councillors P Honeywood (Chairman), M Cossens (Vice-Chairman), Bush, Goldman, Harris, S Honeywood, Newton and Steady
In Attendance:	Keith Simmons (Assistant Director (Corporate Policy & Support) & Deputy Monitoring Officer), Maddie Adger (Leadership Support Manager) and Bethany Jones (Committee Services Officer)
Also in Attendance:	Ian Davidson (Chief Executive) (except items 79 & 80), Lisa Hastings (Corporate Director (Law & Governance) & Monitoring Officer) and Richard Barrett (Corporate Director (Finance and IT) & Section 151 Officer)

74. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

In relation to members of the Committee, an apology had been submitted by Councillor Bensilum (with no substitution).

The Committee was informed that the Leader of the Council (Councillor M Stephenson) who had been due to attend the meeting had given his apologies due to a clash in his diary schedule.

It was then **RESOLVED** to defer the consideration of Item A.2 – Report of the Leader – Portfolio Holder Projects – Update and that a separate public meeting of the Resources and Services Overview and Scrutiny Committee be arranged and held to enable the Committee to discuss this report with the Leader of the Council as well as any relevant Cabinet members.

75. MINUTES OF THE LAST MEETING

It was moved by Councillor M Cossens, seconded by Councillor S Honeywood and:-

RESOLVED that the Minutes of the last meeting of the Committee held on 13 January 2025 be confirmed as a correct record and be signed by the Chairman.

76. DECLARATIONS OF INTEREST

There were no Declarations of Interest made by Members on this occasion.

77. QUESTIONS ON NOTICE PURSUANT TO COUNCIL PROCEDURE RULE 38

No Questions on Notice pursuant to Council Procedure Rule 38 had been submitted by Members for this meeting.

78. REPORT OF THE CHIEF EXECUTIVE - A.1 - OUTCOME FROM THE SPENDELLS HOUSE CAPITAL SCHEME REVIEW

The Committee considered the report with the related document arising from the review of the Spendells House Capital Scheme. That review document was set out at Appendix A of the Officer report (A.1). The report further reminded the Committee that the Council's Audit Committee also had a role in reviewing the subject of Appendix A and provided details of guidance on the respective roles of Audit and Overview and Scrutiny in relation to such matters.

The Committee was made aware that, the matter of the Spendells refurbishment project to provide temporary accommodation for homeless families had been referenced in several reports provided to the Committee over a number of years. The issue of unauthorised expenditure in respect of the project had been reported to the July 2024 meeting of the Committee. On 17 December 2024 the Committee was advised that arrangements would be made with the Chairmen of this Committee and of the Audit Committee to receive the findings in relation to the investigation into the Council's development of Spendells House, Naze Park Road, Walton-on-the-Naze (and specifically the unauthorised expenditure).

Members considered the investigation report into the project (Appendix A of the Officer report). Prior to the meeting, it had been the subject of a joint briefing for this Committee and Members of the Audit Committee held on 26 March 2025. The Audit Committee had then considered the detail at Appendix A at its meeting on 27 March 2025. At that meeting, on 27 March, the Audit Committee had approved the following having considered that detail:

"[...] (b) [...] that the findings be noted and that Officers be requested to bring these together with the outcomes from other various reviews of major projects, in addition to any associated recommendations from External/Internal Audit for consideration as part of the annual review of the Council's governance arrangements at the earliest opportunity in 2025/26;

[...]

(d) the Chief Executive Officer be invited to attend a future meeting of the Committee to give a half yearly update on matters raised in the review of the Spendells Capital Scheme Review;"

The Council's Chief Executive (Mr Ian Davidson) was in attendance at this Committee meeting and presented the report to the Committee.

<u>Committee Members' Questions</u>	<u>Responses by the Chief Executive (unless stated otherwise)</u>
We need to know why, after all of the adjustments covered by unauthorised expenditure were dealt with, the fire doors were only then identified as an issue, and that required a separate decision (from the unauthorised expenditure) and was addressed so late in the process?	You are right to scrutinise because that is where some of the learning comes from. The fire doors is something where I approved with the reasoning being part of the spec was around the fire doors but then building control looked at the fire doors and said that the original fire doors were no longer compliant with the legislation arising from the Building Safety Act 2022 and the Officers employed by Tendring District Council in the building control team therefore said that the fire

	doors were no longer fit for purpose. If I had argued the point that they were fire doors and not changed them and a fire was to have happened, I would rather be sitting here justifying an unauthorised expenditure rather than an unfortunate death. Whatever the position, that was something I would have done regardless as it needed to be managed immediately.
The fire doors seemed to be an awful lot of money considering it was around 5 fire doors, can you explain?	Fire doors are expensive. There were 30 flat entrance doors and 19 cross-corridor doors, and a single and two pairs of double service cupboard doors. As I understand it, in terms of the frame for the fire doors, they also have to be compliant. So, there were a bit more than 5 fire doors.
Is one of the things the Council have learnt is that specifications should address current legislation and that by using specialists to write the specifications, that should be the case?	Yes, that is correct. When looking at the original piece of work which had been done and planned when Councillor Paul Honeywood was the Portfolio Holder, that was pre-legislation. The original specification would not have had those in anyway because at the time, the building had fire doors, it just so happened that those fire doors were no longer fit for purpose, but the point about making sure the specification is accurate reduces the amount of variations, reduces the amount of times to revisit what is in the specification which will reduce costs. Officers are using the Essex Procurement Partnership and TDC are procuring a lot better and a lot of the work across Essex is with credit to Lisa Hastings (Monitoring Officer) who has been leading on this for Councils across Essex and a number of authorities are wanting to join the Partnership because of the work that it is doing.
Why were the Cabinet not made aware of the issues before the May 2024 report? In relation to the numerous times that concerns surrounding Spendells were raised. Why is none of that mentioned in this report?	The Corporate Director and the Portfolio Holder were advised of the expenditure issues at the end of February 2024. They immediately commenced a review of issues and took action including the omission of battery storage that had been contemplated, review of other expense areas and the detailed work around the fire doors all of which was formalised as far as then possible in the May 2024 report. This report in front of Members was not about laying blame as to when was somebody going to tell who or what, this report was about the learning and what did TDC get wrong as Officers, what did Officers do about it and what were Officers going to do in the future. The learning that TDC have got out of this has been really important and the conversation with Audit Committee has been really important.
Are you aware of any feedback to the Cabinet	In February 2024, that was when the expenditure

once this was identified?	issues were raised and at that stage the conversations with the Portfolio Holder happened and was reported back to Cabinet in May 2024.
The Capital Budget spend was £2.387 million and Spendells was costing around £22,800 per month, are you aware of the cost of the delay of opening Spendells?	There is not a delay because of the spend that was unauthorised because the work carried on. The cost of this error did not create the spend issue, the cost of delay to getting Spendells open was in the report, there was various different things in terms of the issues. Had it not opened, it would have still been an empty building and still costing the Council money. There is not an equation to say what would have been the cost had the Officers stopped and got those permissions. Not using it as temporary accommodation would have cost the Council an extra £200,000/£250,000. The length of time is not in the report.
What is the process around once extra work is found in terms of management?	<p>The difference between the public and private sector is that the Council is using the taxpayer's money, and I think most people in the community would be most upset if the Council did not have the correct processes and governance and procurement to ensure that their money is kept safe, therefore sometimes the systems are a bit slower. The Council has elected Members who are a part of that process and for them to be part of the process and make a decision, they need to have a report before them that includes their recommended decision, options and assurance that what they are doing is legal. The constitution lays out the rules both for Officers and for Members in terms of their approval process and who can approve what. In this case, I do not believe it is the timing of it because they did not go through that process. When doing projects, if you have the specification right and funding all agreed and correct, that is a bit quicker because the specification being right means that you have not got to go right back for further funding. When this project was started in 2017/18, no one could foresee COVID happening and the costs of everything increasing as much as they did.</p> <p><i>(Lisa Hastings)</i> – within the Council's constitution it does have Special Urgency Provisions. The fire door decision was made on the day Officers were made aware of it. The Chief Executive and the Leader can make urgent decisions following consultation with the Section 151 Officer and the Monitoring Officer. In regard to the constitution, the Council also has to work with the legislation that sits around Local Government and the</p>

	Council is required to publish notification of decisions with 28 days' notice; however there are special urgency provisions that apply that with consultation with the Chairman of the relevant Overview and Scrutiny Committee Officers can request exemption from that 28 day period and from Call-in. As long as the Officer is satisfying those requirements within an email or letter that goes to the Chairman of the relevant Committee then those exemptions are given.
Are you saying that there is a robust process in place?	Yes, that is correct.
Does any of the process need to be reviewed like the training for Officers? Would the Council have spent that money for Spendells?	The payback period is there and there are two reasons which are the financial position and also for the individuals and the support networks. Temporary accommodation is going up around the country and for some authorities it is 40/50% of their budgets. The cost of accommodation in expensive areas is so high which means that those authorities move those individuals farther afield which can cause mental health issues or destroy children at school networks, and the cost goes back into the public sector system because it is creating other costs in part of the system because there is no good quality accommodation. The Council needs to stop reacting to temporary accommodation and start to proactively address temporary accommodation. There are implications if the Council does not fulfil the requirements of training. <i>(Lisa Hastings)</i> – Officers must have training, and I want to reassure the Committee that the training is delivered, and the Council have a robust training process in place, and it is repeated.
How flexible is the document and what is the process if it needed to be changed and where does the Portfolio Holder involvement come into that process?	With the £60 million project, there are a whole series of other projects within that. Some of the projects will need a lot more focus and time. At no stage do I think that there was malicious action in there, there was fault and errors but not anything malicious. <i>(Lisa Hastings)</i> – I asked for the Portfolio Holder to be involved in signing off those project initiation documents because as Officers, they are delivering the policy of the Council's Cabinet to make sure that there is that sign off. It is quite an agile process with phone calls, emails and talking.
The 40 variations seem quite high, could you comment on that?	If you have a better specification, you should not have so many variations. There will be variations on big projects but 40 is a lot. It is all about good planning beforehand.

The Chairman (Councillor P Honeywood) suggested to the Committee that this item subject matter (A.1) be revisited at the future meeting of the Committee referred to in Minute 74 above to which and that the Leader of the Council and relevant Cabinet members would be invited to attend. This would enable the Committee to consider political oversight of the project referenced in the Chief Executive report.

It was **RESOLVED** that the Committee:

- (a) notes that, in respect of the detail of the review set out in Appendix A of the Officer report (A.1), the Audit Committee had approved:

“that the findings are noted and that Officers be requested to bring these together with the outcomes from other various reviews of major projects, in addition to any associated recommendations from External/Internal Audit for consideration as part of the annual review of the Council’s governance arrangements at the earliest opportunity in 2025/26”;

- (b) thanks the Chief Executive and Corporate Directors for the investigation that was undertaken, the report presented to the Committee and for their attendance at the meeting;
- (c) welcomes the conclusions in the Officer report (A.1) as a blueprint for project and contract management at the Council going forward subject to the training elements in the conclusions being a requirement matter than a request; and
- (d) looks forward to addressing the political oversight in the later stages of the project as part of the proposed special meeting with the Leader and relevant Cabinet members (as referenced in Minute 74 above).

79. REPORT OF THE LEADER OF THE COUNCIL - A.2 - PORTFOLIO HOLDER PROJECTS - UPDATE

The consideration of this item had been deferred for the reasons stated in Minute 74 above.

80. REPORT OF ASSISTANT DIRECTOR (CORPORATE POLICY AND SUPPORT) - A.3 - WORK PROGRAMME 2024/25 - INCLUDING THE MONITORING OF PREVIOUS RECOMMENDATIONS AND SUMMARY OF FORTHCOMING DECISIONS

The Committee considered a report of the Assistant Director (Corporate Policy and Support) which provided the Committee with an update on its approved Work Programme for 2024/25 (including progress with enquires set out in its Work Programme), feedback to the Committee on the decisions in respect of previous recommendations from the Committee in respect of enquires undertaken and a list of forthcoming decisions for which notice had been given since publication of the agenda for the Committee’s last meeting.

Members were reminded that the Council had commissioned the Centre for Governance and Scrutiny (CfGS) to undertake an ‘Overview & Scrutiny Development Review’ in

2021 as a way of further improving that function at the Council. Two relevant recommendations arising from that review had been:

“Further strengthening the annual process for developing work programmes for each of the O&S committee – Engaging Members, Officers, partners and the public to prioritise the topics for review. This could include a selection criterion to identify appropriate topics for the work programme. Currently the work programme is also the last item on the agenda at the O&S meetings, we would recommend bringing it to the beginning, so it can be given greater priority and benefit from more considered discussion, rather than being subject to the inevitable end of meeting fatigue.

Reviewing how the recommendations are made and how impact is measure – This could include putting the ‘recommendations monitoring report’ at the beginning of agendas to orientate O&S towards outcomes-focused meetings, alongside an emphasis on finding strong recommendations from questioning to present to Cabinet (or partners) as improvement or challenge proposals.”

The inclusion of the matters set out in the “purpose of the report” section of the report sought to further re-enforce the inter-relationship of the matters referred to. As such, it was designed to further support consideration of work programming of the Committee and contribute to addressing progress with the Corporate Plan.

The detailed matters relating to the following matters were set out in the relevant Appendix identified:

- (1) Work Programme for 2024/25 approved by Full Council on 6 August 2024 (Appendix A);
- (2) feedback to the Committee on the decisions in respect of previous recommendations from the Committee in respects of enquires undertaken (Appendix B); and
- (3) a list of forthcoming decisions for which notice had been given since publication of the agenda for the Committee’s last meeting (Appendix C).

in considering working programming matters, the Committee was further reminded of the other recommendations from the CfGS review undertaken in 2021 namely:

“Considering greater use of take and finish groups – This more informal type of O&S can allow improved cross-party working and detailed investigation of a single issue focussed on producing substantive recommendations.

Improved agenda planning and management – Committees should focus on one or two substantive items per agenda to allow for cross-cutting themes to be properly identified and explored, and different insights brought to bear on critical issues.

Considering how to engage the public in the work of O&S – This could include O&S going on more site visits in the community, inviting the public to offer ideas for work programmes, and greater use of social media channels for resident input and communicating the progress and impact of scrutiny work.

A clearer focus on democratic accountability – Scrutiny of Cabinet Members should form a key part of the work programme, providing an opportunity to hold the Leader and

portfolio holders to account for delivery of the corporate plan and any other issues O&S feel is important.”

The Resources and Services Overview and Scrutiny Committee was one of two overview and scrutiny committees established by the Council to specifically focus on the following areas of Council work (as detailed in Article 6.02(i) of the Council's Constitution):

To perform the role of Overview and Scrutiny and its functions in relation to the effective use of the Council's resources including approval of discrete researched and evidenced reviews on the effectiveness of:

Financial Forecast Budget setting and monitoring (including General Fund & Housing Revenue Account but excluding those budgetary matters delegated to the Community Leadership Overview and Scrutiny Committee).

*Colchester/Tendring Borders Garden Community
Housing Strategy and Homeless Service
Service Delivery and Performance (where not delegated to the Community Leadership Overview and Scrutiny Committee)
Procurement and Contract Management
Transformation and Digital Strategies
Customer Service and Standards.*

It was also noted that the Committee had held an informal meeting on Wednesday 9 April 2025 with the Assistant Director (Corporate Policy and Support) to discuss the work programme and the agenda for the meeting in order to support key lines of enquiry for the items to be considered.

Officers were beginning the process of developing the Committee's work programme for 2025/26. Initially, that would involve seeking suggestions from:-

- Members;
- the Leader of the Council and Deputy Leader of the Council (through a joint meeting under the Cabinet/Overview & Scrutiny Protocol with the Chairmen of the two Overview and Scrutiny Committees, which would also involve the Chief Executive, the Corporate Director (Law and Governance) and the Assistant Director (Corporate Policy & Support);
- Management Team;
- Town and Parish Councils, partner agencies and community groups; and
- The public.

Officers would then collate the replies received that were relevant to this Committee associating suggestions with a corporate plan theme, identifying information sources and possible invitees and what might be the benefit of the enquires. That collation would then be firstly discussed with the Chairman of the Committee and then by the Committee at an informal meeting, which would be arranged in due course.

The proposed Work Programme for 2025/26 together with the annual review of the work undertaken by the Committee during 2024/25 would be formally submitted to the Committee for its approval at its meeting due to be held on 1 July 2025.

The Work Programme, as recommended by the Committee, together with the annual review of the work undertaken by the Committee during 2024/25, would then be submitted to the meeting of the Full Council due to be held on 15 July 2025 for its approval.

It was moved by Councillor Harris, seconded by Councillor Bush and:-

RESOLVED that the Committee:-

- (a) notes the progress with enquiries set out in its Work Programme 2024/25, plus the feedback to the Committee from Cabinet on the decisions in respect of previous recommendations and the list of forthcoming decisions set out in the report;
- (b) notes the oral updates on the work of the three Task and Finish Groups established by the Committee (as referenced in the Work Programme at Appendix A); and
- (c) notes the arrangements that are being made for the Committee to consider and decide, in due course, its Work Programme for 2025/26.

The meeting was declared closed at 9.00 pm

Chairman

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Community Leadership Overview and
Scrutiny Committee

15 April 2025

**MINUTES OF THE MEETING OF THE COMMUNITY LEADERSHIP OVERVIEW AND
SCRUTINY COMMITTEE,
HELD ON TUESDAY, 15TH APRIL, 2025 AT 7.30 PM
IN THE COMMITTEE ROOM, TOWN HALL, STATION ROAD, CLACTON-ON-SEA,
CO15 1SE**

Present:	Councillors Steady (Chairman), Davidson, Doyle, Ferguson, Griffiths and Oxley
Also Present:	Gina Placey (Partnerships Portfolio Holder)
In Attendance:	Damian Williams (Corporate Director (Operations and Delivery)), Keith Simmons (Assistant Director (Corporate Policy & Support) & Deputy Monitoring Officer), John Fox (Head of Health & Partnership), Katie Koppenaal (Democratic Services Officer) and Bethany Jones (Democratic Services Officer)

12. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

Councillor Barrett, Vice-Chairman of the Committee gave his apologies with no substitution.

13. MINUTES OF THE MEETINGS OF THE COMMITTEE HELD ON 14 AND 28 JANUARY 2025

It was moved by Councillor Doyle, seconded by Councillor Griffiths and **RESOLVED** that the Minutes from the meetings of the Committee held on 14 January 2025 and 28 January 2025 be approved as correct records and be signed by the Chairman.

14. DECLARATIONS OF INTEREST

There were no declarations of interest by Councillors in relation to any item on the agenda for this meeting.

15. QUESTIONS ON NOTICE PURSUANT TO COUNCIL PROCEDURE RULE 38

On this occasion no Councillor had submitted notice of a question pursuant to Council Procedure Rule 38.

16. REFERENCE FROM THE COUNCIL'S CRIME AND DISORDER (FAMILIAL VIOLENCE/ABUSE) TASK AND FINISH GROUP - A.2 - FINAL REPORT - CONCERNING CRIME AND DISORDER (FAMILIAL VIOLENCE/ABUSE)

The Committee heard the Final Report of the Council's Crime and Disorder Task and Finish Group (Familial Violence/Abuse) to consider the recommendations made to it as set out in the report.

The Task and Finish Group, had concluded the elements of its enquiry into Crime and Disorder, having focussed its attention on the issue of familial violence/abuse. There had been four meetings of the Task and Finish Group between November 2024 and April 2025. The Task and Finish Group's report was set out at Appendix A.

It was moved by Councillor Doyle, seconded by Councillor Davidson and **RESOLVED:-**

That the Community Leadership Overview and Scrutiny Committee recommends the following actions for adoption by Cabinet, on the basis that the actions seek to take forward priorities from the Crime & Disorder Reduction Strategy (being presented to Council on 20 May 2025), and noting that most of the actions will be directed to the Council's community safety partners:-

- (1) That the Council's Community Safety Team undertake analysis of data from the National Centre for Domestic Abuse in relation to familial abuse in order to conclude whether that data provides the basis for a broader consideration of these matters by the Task and Finish Group.
- (2) To encourage the Community Safety Partnership to advocate and champion local support services for survivors of domestic abuse in the district.
- (3) To utilise the County Wide Strategy Workshop to ensure that the importance of tackling Domestic Abuse is addressed by the proposed Mayoral Combined County Authority for Greater Essex from its creation and the intended new unitary councils across Essex from 1 April 2028;
- (4) That the Council's Community Safety Team ensure training about types of domestic abuse and how to signpost individuals to domestic abuse support services are available to Reception and Admin staff across the Council;
- (5) To advocate and champion local refuge services for domestic abuse survivors and their children; and ensure that all available materials are reviewed and the updated materials are then made available to District Councillors and to Town and Parish Councils for their use.
- (6) To encourage the Community Safety Partnership to urge school and academy leaders to take up the 'Healthy Relationships' sessions provided by the Police and Fire Joint Education Team; and
- (7) To encourage the leaders of Secondary schools and academies Tending to participate in the Stronger together Teenage Show 2025 (funded by Tending District Council (see https://youtu.be/aAZ73nXbY_c) seeking to combat violence against women and girls and challenge toxic teenage cultures;
- (8) To engage with other Local Authorities in relation to domestic abuse priorities in line with local government reorganisation proposals for Greater Essex and sharing best practice.

The Committee noted that it might be beneficial for the Familial Violence Task and Finish Group to continue its work into 2025/26 in order, amongst other things, to consider the analysis of data from the National Centre for Domestic Abuse and to receive updates on the actions set out in the recommendations to Cabinet.

**17. REPORT OF THE ASSISTANT DIRECTOR (CORPORATE POLICY & SUPPORT) -
A.3 - HEALTH AND WELLBEING STRATEGY**

The Committee consider the Council's draft Health and Wellbeing Strategy, as outlined in the appendix to the Portfolio Holder report submitted to Cabinet on 21 February 2025.

In accordance with Article 6.02 of the Constitution,

the Committee looked at the Council's draft Health and Wellbeing Strategy which had been approved for consultation purposes at the formal meeting of the Cabinet held on 21 February 2025. At that meeting (Minute 134 refers), it was:-

"RESOLVED that Cabinet –

(a) approves the Health and Wellbeing Draft Strategy for public consultation;

(b) agrees that Officers, in consultation with the Portfolio Holder for Partnerships, initiate a minimum eight-week consultation process and seek stakeholder comment on the Health and Wellbeing Draft Strategy; and

(c) agrees that following that consultation the final Health and Wellbeing Strategy be presented to Cabinet for its approval and adoption."

As a stakeholder, this Committee was now being consulted for its comments.

Questions by Members:-	Answers given:-
Is there any evidence to suggest that grouping many multiple-occupancy households in the more deprived areas across the District (that we are seeing more of) is responsible for heightened negative social factors such as drug and alcohol abuse, social services involvement etc. which is subsequently responsible for a large fraction of suicides?	<p>Houses in multiple occupation tend to be associated with areas with the greatest deprivation for example Pier Ward has high numbers of houses in multiple occupation and also is one of the District's most deprived wards and within the 10% most deprived wards nationally.</p> <p>Those most deprived areas are more likely to be associated with negative social factors which could include drug and alcohol abuse.</p> <p>However, even in areas where there are lower numbers of houses in multiple occupation but otherwise suffer from significant deprivation, they are likely to suffer from challenging social factors which also include drug and alcohol abuse.</p> <p>Housing is however one of the significant drivers of poor health in our area and therefore improving the quality</p>

	<p>of housing will have a beneficial effect on residents health.</p> <p>There is a high suicide rate within Tendring compared to other areas although it is not possible to draw conclusions as to the individual drivers for suicide as there is not a common thread.</p> <p>Suicide prevention approaches tend to focus more around providing broader support, training for the wider population such as delivering mental health first aid training to staff or community work to help develop resilience.</p> <p>Additionally, we are working with many departments as outlined in the strategy, and one of these is the planning department who we endeavour to make great strides with.</p>
<p>What are we doing about private landlords allowing tenants to live in poor housing conditions?</p> <p>The help you are referring to means that the tenant must make the report, I cannot do it on their behalf. In my experience the tenant will say "if I phone them, I will be evicted". So how can we help?</p>	<p>John Fox - We can help them, this can be done through our housing teams. If there are any particular examples it is definitely worth directing us to them so they can be visited by a housing officer.</p> <p>Damian Williams - it is a very complex matter but ultimately, we do not have power of entry if the tenant has not made the report. As it stands, we need the tenant to come to us and make the report.</p>
<p>Is this an opportunity to explore joint working across North Essex (such as Colchester and Braintree) and look at common issues and solutions to ensure best practices and shared understandings are implemented?</p>	<p>The draft Health and Wellbeing Strategy has been written in close alignment with partners including the local Health and Wellbeing Alliance (the Alliance) and also Essex County Council and their Joint Health and Wellbeing Strategy.</p> <p>The Alliance covers the northeast Essex footprint (Tendring and Colchester) and there is already significant joint working across this patch. For example, there is a focus on health inequality and deprivation which is a common issue and a drive to address these issues via a wider determinants approach</p>

	<p>focussing on prevention and early intervention.</p> <p>As Braintree sits outside the Alliance footprint there has not been significant interaction with them in relation to writing the Strategy although they can be invited to take part in the consultation exercise.</p> <p>However Essex County Council's Joint Health and Wellbeing Strategy takes an Essex wide approach and is therefore relevant to Braintree and Colchester as well as Tendring and the draft Strategy aligns with this.</p>
<p>Whilst I understand that we cannot establish specific drivers for suicide, do we have any idea on the demographic that is most effected by suicide in our district?</p>	<p>We are currently looking at statistics that show predominantly middle-aged men and women (which has changed in recent years from predominantly men of this age) are most affected but after this it is extremely difficult to determine if other factors such as occupation or other social factors are more prevalent.</p>

It was moved by Councillor Griffiths, seconded by Councillor Davidson and

RESOLVED:-

That, having considered the contents of the draft Health and Wellbeing Strategy for Tendring, this Committee recommends to Cabinet that:-

- (a) the priorities and practical steps be supported.
- (b) representations about the ICB and ICS footprints be made without exacerbating problems for local residents.
- (c) it be noted that suicide data and associations with demographic practice will come back to the Committee at a later date.
- (d) the impact around concentrations of populations, exacerbations of issues and the role the planning team can play in that be noted.
- (e) the scrutiny of the implementation of the strategy be considered as a potential item for inclusion within this Committee's 2025/26 Work Programme.

18. **REPORT OF THE ASSISTANT DIRECTOR (CORPORATE POLICY & SUPPORT) -
A.1 - WORK PROGRAMMING - INCLUDING MONITORING OF PREVIOUS
RECOMMENDATIONS AND SUMMARY OF FORTHCOMING DECISIONS**

The Committee considered a report of the Assistant Director (Corporate Policy & Support) which provided an update on its approved Work Programme for 2024/25 (including progress with enquiries set out in its Work Programme), feedback to the Committee on the decisions in respect of previous recommendations from the Committee in respects of enquiries undertaken and a list of forthcoming decisions for which public notice had been given.

Members were reminded that the Council had commissioned the Centre for Governance and Scrutiny (CfGS) to undertake an 'Overview & Scrutiny Development Review' in 2021 as a way of further improving that function at the Council. Two relevant recommendations arising from that review had been:

"Further strengthening the annual process for developing work programmes for each O&S committee - Engaging Members, Officers, partners and the public to prioritise the topics for review. This could include a selection criteria to identify appropriate topics for the work programme. Currently the work programme is also the last item on the agenda at O&S meetings, we would recommend bringing it to the beginning, so it can be given greater priority and benefit from more considered discussion, rather than being subject to the inevitable end of meeting fatigue.

Reviewing how the recommendations are made and how impact is measured – This could include putting the 'recommendations monitoring report' at the beginning of agendas to orientate O&S towards outcomes-focused meetings, alongside an emphasis on finding strong recommendations from questioning to present to Cabinet (or partners) as improvement or challenge proposals."

The inclusion of the matters set out in the "purpose of this report" section above sought further re-enforcement of the inter-relationship of the matters referred to. As such, it had been designed to further support consideration of work programming of the Committee and contribute to addressing progress with the Corporate Plan.

The detailed matters relating to the following matters had been set out in the relevant Appendix identified:

- (1) Work Programme for 2024/25 approved by Full Council on 6 August 2024 – Appendix A;
- (2) feedback to the Committee on the decisions in respect of previous recommendations from the Committee in respects of enquiries undertaken –Appendix B; and
- (3) a list of forthcoming decisions for which notice had been given since publication of the agenda for the Committee's last meeting –Appendix C

In considering work programming matters, the Committee was further reminded of the other recommendations from the CfGS review undertaken in 2021:

"Considering greater use of task and finish groups – This more informal type of O&S can allow improved cross-party working and detailed investigation of a single issue focussed on producing substantive recommendations.

Improved agenda planning and management - Committees should focus on one or two substantive items per agenda to allow for cross-cutting themes to be properly identified and explored, and different insights brought to bear on critical issues.

Considering how to engage the public in the work of O&S - This could include O&S going on more site visits in the community, inviting the public to offer ideas for work programmes, and greater use of social media channels for resident input and communicating the progress and impact of scrutiny work.

A clearer focus on democratic accountability - Scrutiny of Cabinet Members should form a key part of the work programme, providing an opportunity to hold the Leader and portfolio holders to account for delivery of the corporate plan and any other issues O&S feel is important."

In considering the Work Programme of enquiries, the Committee must have had regard to the Corporate Plan 2024-28 and the themes of that Corporate Plan were:

- Pride in our area and services to residents
- Raising aspirations and creating opportunities
- Championing our local environment
- Working with partners to improve quality of life
- Promoting our heritage offer, attracting visitors and encouraging them to stay longer
- Financial Sustainability and openness

Members were aware, that an update on NHS Dentistry Provision had been due to be received at this meeting of the Committee. Unfortunately, due to a change in officer responsibilities at SNEE ICB and the annual leave of the new officer in charge, this item had had to be postponed until the next meeting of the Committee which was due to be held on 17 June 2025.

It was also noted that the Committee had held an Informal Meeting on Thursday 10 April 2025, with the Assistant Director (Corporate Policy and Support) to discuss the work programme and agenda for this meeting.

During the discussion of this report, Members received an update of the work of the Task & Finish Groups established by the Committee, as appropriate, namely:

- Joint working with Parish and Town Councils; and
- Youth Provision for School Age Children outside of school

Officers had been beginning the process of developing the Committee's work programme for 2025/26. Initially, this had involved seeking suggestions from:-

- Members;
- the Leader of the Council and Deputy Leader of the Council (through a joint meeting under the Cabinet/Overview & Scrutiny Protocol with the Chairman of the two Overview and Scrutiny Committees, which had also involved the Chief

Executive, the Corporate Director (Law and Governance) and the Assistant Director (Corporate Policy & Support);

- Management Team;
- Town and Parish Councils, partner agencies and community groups; and
- The public.

Officers will then collate the replies received that are relevant to this Committee, associating suggestions with a corporate plan theme, identifying information sources and possible invitees and what might be the benefit of the enquiries. That collation will then be firstly discussed with the Chairman of the Committee and then by the Committee at an informal meeting, which will be arranged in due course.

The proposed Work Programme for 2025/26 together with my annual review of the work undertaken by the Committee during 2024/25 will be formally submitted to the Committee for its approval at its meeting due to be held on 17 June 2025.

The Work Programme, as recommended by the Committee, together with the annual review of the work undertaken by the Committee during 2024/25, will then be submitted to the meeting of the Full Council due to be held on 15 July 2025 for its approval.

Questions by Members:-	Responses:-
For Clacton Councillors who sit on the Committee, would we need to declare an interest in relation to the Community Governance Review for Clacton?	Keith Simmons – There is no specific requirement to declare an interest, I am however an advocate of showing transparency to the public as to why you may need to.
Can we get a statement from the Monitoring Officer that can be read out for clarity?	Yes, we can.

It was unanimously **RESOLVED** that the Committee:-

- a) notes the progress with enquiries set out in its Work Programme 2024/25, plus any feedback to the Committee on the decisions in respect of previous recommendations and the list of forthcoming decisions;
- b) notes the oral updates on the work of the two Task and Finish Groups established by the Committee (as referenced in the Work Programme at Appendix A):
 - (i) Joint working with Parish and Town Councils; and
 - (ii) Youth Provision for School Age Children outside of school
- c) notes the arrangements that are being made for the Committee to consider and decide in due course its Work Programme for 2025/26.

1. **Report of the Assistant Director (Corporate Policy & Support) - A.1 - Work Programming - Including Monitoring of Previous Recommendations and Summary of Forthcoming Decisions**

The Committee considered a report of the Assistant Director (Corporate Policy & Support) which provided an update on its approved Work Programme for 2024/25 (including progress with enquiries set out in its Work Programme), feedback to the Committee on the decisions in respect of previous recommendations from the Committee in respects of enquiries undertaken and a list of forthcoming decisions for which public notice had been given.

Members were reminded that the Council had commissioned the Centre for Governance and Scrutiny (CfGS) to undertake an 'Overview & Scrutiny Development Review' in 2021 as a way of further improving that function at the Council. Two relevant recommendations arising from that review had been:

"Further strengthening the annual process for developing work programmes for each O&S committee - Engaging Members, Officers, partners and the public to prioritise the topics for review. This could include a selection criteria to identify appropriate topics for the work programme. Currently the work programme is also the last item on the agenda at O&S meetings, we would recommend bringing it to the beginning, so it can be given greater priority and benefit from more considered discussion, rather than being subject to the inevitable end of meeting fatigue.

Reviewing how the recommendations are made and how impact is measured – This could include putting the 'recommendations monitoring report' at the beginning of agendas to orientate O&S towards outcomes-focused meetings, alongside an emphasis on finding strong recommendations from questioning to present to Cabinet (or partners) as improvement or challenge proposals."

The inclusion of the matters set out in the "purpose of this report" section above sought further re-enforcement of the inter-relationship of the matters referred to. As such, it had been designed to further support consideration of work programming of the Committee and contribute to addressing progress with the Corporate Plan.

The detailed matters relating to the following matters had been set out in the relevant Appendix identified:

- (1) Work Programme for 2024/25 approved by Full Council on 6 August 2024 – Appendix A;
- (2) feedback to the Committee on the decisions in respect of previous recommendations from the Committee in respects of enquiries undertaken –Appendix B; and
- (3) a list of forthcoming decisions for which notice had been given since publication of the agenda for the Committee's last meeting –Appendix C

In considering work programming matters, the Committee was further reminded of the other recommendations from the CfGS review undertaken in 2021:

"Considering greater use of task and finish groups – This more informal type of O&S can allow improved cross-party working and detailed investigation of a single issue focussed on producing substantive recommendations.

Improved agenda planning and management - Committees should focus on one or two substantive items per agenda to allow for cross-cutting themes to be properly identified and explored, and different insights brought to bear on critical issues.

Considering how to engage the public in the work of O&S - This could include O&S going on more site visits in the community, inviting the public to offer ideas for work programmes, and greater use of social media channels for resident input and communicating the progress and impact of scrutiny work.

A clearer focus on democratic accountability - Scrutiny of Cabinet Members should form a key part of the work programme, providing an opportunity to hold the Leader and portfolio holders to account for delivery of the corporate plan and any other issues O&S feel is important."

In considering the Work Programme of enquiries, the Committee must have had regard to the Corporate Plan 2024-28 and the themes of that Corporate Plan were:

- Pride in our area and services to residents
- Raising aspirations and creating opportunities
- Championing our local environment
- Working with partners to improve quality of life
- Promoting our heritage offer, attracting visitors and encouraging them to stay longer
- Financial Sustainability and openness

Members were aware, that an update on NHS Dentistry Provision had been due to be received at this meeting of the Committee. Unfortunately, due to a change in officer responsibilities at SNEE ICB and the annual leave of the new officer in charge, this item had had to be postponed until the next meeting of the Committee which was due to be held on 17 June 2025.

It was also noted that the Committee had held an Informal Meeting on Thursday 10 April 2025, with the Assistant Director (Corporate Policy and Support) to discuss the work programme and agenda for this meeting.

During the discussion of this report, Members received an update of the work of the Task & Finish Groups established by the Committee, as appropriate, namely:

- Joint working with Parish and Town Councils; and
- Youth Provision for School Age Children outside of school

Officers had been beginning the process of developing the Committee's work programme for 2025/26. Initially, this had involved seeking suggestions from:-

- Members;
- the Leader of the Council and Deputy Leader of the Council (through a joint meeting under the Cabinet/Overview & Scrutiny Protocol with the Chairman of the two Overview and Scrutiny Committees, which had also involved the Chief

Executive, the Corporate Director (Law and Governance) and the Assistant Director (Corporate Policy & Support);

- Management Team;
- Town and Parish Councils, partner agencies and community groups; and
- The public.

Officers will then collate the replies received that are relevant to this Committee, associating suggestions with a corporate plan theme, identifying information sources and possible invitees and what might be the benefit of the enquiries. That collation will then be firstly discussed with the Chairman of the Committee and then by the Committee at an informal meeting, which will be arranged in due course.

The proposed Work Programme for 2025/26 together with my annual review of the work undertaken by the Committee during 2024/25 will be formally submitted to the Committee for its approval at its meeting due to be held on 17 June 2025.

The Work Programme, as recommended by the Committee, together with the annual review of the work undertaken by the Committee during 2024/25, will then be submitted to the meeting of the Full Council due to be held on 15 July 2025 for its approval.

Questions by Members:-	Responses:-
For Clacton Councillors who sit on the Committee, would we need to declare an interest in relation to the Community Governance Review for Clacton?	Keith Simmons – There is no specific requirement to declare an interest, I am however an advocate of showing transparency to the public as to why you may need to.
Can we get a statement from the Monitoring Officer that can be read out for clarity?	Yes, we can.

It was unanimously **RESOLVED** that the Committee:-

- d) notes the progress with enquiries set out in its Work Programme 2024/25, plus any feedback to the Committee on the decisions in respect of previous recommendations and the list of forthcoming decisions;
- e) notes the oral updates on the work of the two Task and Finish Groups established by the Committee (as referenced in the Work Programme at Appendix A):
 - (iii) Joint working with Parish and Town Councils; and
 - (iv) Youth Provision for School Age Children outside of school
- f) notes the arrangements that are being made for the Committee to consider and decide in due course its Work Programme for 2025/26.

The meeting was declared closed at 8.56 pm

Chairman

Public Document Pack

Tendring/Colchester Borders Garden
Community Joint Committee

1 May 2025

**MINUTES OF THE MEETING OF THE TENDRING/COLCHESTER BORDERS
GARDEN COMMUNITY JOINT COMMITTEE,
HELD ON THURSDAY, 1ST MAY, 2025 AT 6.48 PM
IN THE ROMAN LOUNGE, COLCHESTER RUGBY CLUB, RAVEN PARK, CUCKOO
FARM WAY, COLCHESTER, CO4 5YX**

Present:	Councillors David King (Chairman) (Colchester City Council), Lee Scott (Deputy Chairman) (Essex County Council), Andy Baker (Tendring District Council), Mark Cossens (Tendring District Council), Carlo Guglielmi (Tendring District Council), Andrea Luxford-Vaughan (Colchester City Council), Mark Platt (Essex County Council) and Julie Young (Colchester City Council)
Also Present:	Councillors William Sunnucks (Colchester City Council) (except items 8 and 9) and Zoe Fairley (Tendring District Council)
In Attendance:	Lisa Hastings (Corporate Director (Law & Governance) & Monitoring Officer - TDC), Gary Guiver (Corporate Director (Planning & Community) - TDC), Andrew Weavers (Head of Governance & Monitoring Officer - CCC), Jonathan Schifferes (Head of Housing Growth and Garden Communities - ECC), Christopher Downes (Garden Communities Manager - ECC), Paul Wilkinson (Principal Transportation and Infrastructure Planner (New Communities) - ECC), Amy Lester (Garden Community Planning Manager - TDC), Ian Ford (Democratic Services Manager - TDC) and Bethany Jones (Democratic Services Officer- TDC)
Also in Attendance:	Lindsay Barker (Deputy Chief Executive - CCC), Laura Hardisty (Head of Communications - CCC), Fiona Hunter (Senior Planning Officer (TCB Garden Community) - TDC) and Catherine Gardner (Programme Support Officer - CCC)

1. ELECTION OF THE CHAIRMAN OF THE JOINT COMMITTEE

In response to a question from Councillor Luxford-Vaughan, Andrew Weavers, Colchester City Council's Head of Governance and Monitoring Officer, confirmed that there was no bar preventing a member of Essex County Council from being elected the Chairman of this Joint Committee.

It was moved by Councillor Guglielmi, seconded by Councillor King and:-

RESOLVED that Councillor Scott be elected the Chairman of the Joint Committee for the 2025/2026 Municipal Year.

2. ELECTION OF THE DEPUTY CHAIRMAN OF THE JOINT COMMITTEE

It was moved by Councillor Scott, seconded by Councillor Baker and:-

RESOLVED that Councillor Guglielmi be elected the Deputy Chairman of the Joint Committee for the 2025/2026 Municipal Year.

3. **CHAIRMAN AND DEPUTY CHAIRMAN FOR THIS MEETING**

Following a proposal put forward by Councillor Guglielmi, the Joint Committee:-

RESOLVED that the elections to the offices of the Chairman and Deputy Chairman of this Joint Committee made under Minutes 1 and 2 above would take effect from the end of this meeting.

Therefore, for the duration of this meeting, Councillor King occupied the chair and acted as Chairman and Councillor Scott acted as Deputy Chairman.

4. **APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

An apology for absence was submitted on behalf of Councillor Lesley Wagland (ECC). The County Council's designated substitute member, Councillor Mark Platt, attended in her stead.

5. **MINUTES OF THE PREVIOUS MEETING OF THE JOINT COMMITTEE**

It was moved by Councillor Baker, seconded by Councillor Cossens and:-

RESOLVED that the Minutes of the meeting of the Joint Committee held on Thursday 5th September 2024 be approved as a correct record and be signed by the Chairman.

6. **DECLARATIONS OF INTEREST**

There were no Declarations of Interest made by Members of the Joint Committee on this occasion.

7. **REPORT A.1 - DEVELOPMENT PLAN DOCUMENT - ADOPTION**

The Joint Committee considered a detailed report (A.1) that sought the Joint Committee's recommendation that the Tendring / Colchester Borders Garden Community (TCBGC) Development Plan Document (DPD), with specific modifications, be formally adopted by Tendring District Council and Colchester City Council ("the Councils"). This followed receipt of the Planning Inspector's final examination report.

It was reported that, following examination hearings in May 2024, and consultation on the recommended Modifications in September/October 2024, the Planning Inspector had issued his Final Report (Appendix 1) on the soundness and legal compliance of the DPD. With the incorporation of the Inspector's final set of Main Modifications (Appendix 2), the DPD had been found to be sound and legally compliant. This conclusion to the examination now gave the Councils the ability and authority to proceed to formally adopt the Plan.

It was believed that the adoption of the DPD would provide an up to date, robust and sustainable basis for guiding future growth and development within the Garden Community – with future planning applications being considered and determined, by the Joint Committee, against the policies and proposals within the DPD in decision-making.

The Joint Committee was advised that the modifications required by the Inspector did not depart substantially from those that had been reported to the Joint Committee on 5th September 2024 and subsequently published for consultation. The Inspector had however highlighted four Main Modifications as being of particular significance within the summary of his report, those being:-

- *Amending GC Policy 1 to clarify that should the provision of the Park and Choose facility be located south of the A133 it should not prejudice the full and comprehensive expansion needs of the University of Essex (UoE) (MM11);*
- *Amending GC Policy 2 to ensure that the minimum requirement of 10% Biodiversity Net Gain (BNG) was met across the masterplan area as required by current legislation (MM90);*
- *Amending GC Policy 7 to ensure that the DPD carried forward the requirements of the North Essex Authorities' Shared Strategic Section 1 Plan 2021 (NEASSS1P) to secure funding and delivery of the Rapid Transit System (MM60); and*
- *Removing reference to a potential future Community Infrastructure Levy ('CIL') charging schedule, which would be subject to a separate independent examination (MM91).*

In addition, it was reported that four proposed Modifications that had been the subject of consultation, had been removed by the Inspector from his final Main Modifications namely MM14 to MM17 which related to amendments to the Policies Map. Those had been removed as the Policies Map was not defined in statute as a Development Plan Document and therefore the Inspector did not have the power to recommend Main Modifications to it. Notwithstanding this, those changes were required to correct typographical errors and ensure that the relevant policies were effective, and the Inspector had noted the need to implement those changes. The Policies Map would therefore still be updated accordingly to reflect the changes that had been published for consultation.

Members were informed that except for the above noted removal of MM14 - MM17 from the recommended Modifications relating to the Policies Map, all other Main Modifications recommended by the Inspector had remained consistent with those published for consultation. The Main Modifications ensured that the plan was positively prepared, justified, effective and consistent with national policy. The DPD had therefore been modified to reflect the Inspector's Main Modifications, and the Joint Committee was asked to recommend to Full Council at Tendring District Council and Colchester City Council its formal adoption.

The report was introduced by way of a presentation given by Amy Lester, the Garden Community Planning Manager. That presentation covered the following:-

- (1) Introduction and purpose of the report;
- (2) Inspector's Main Modifications;
- (3) The four principal highlighted modifications;
- (4) Importance of Adoption;
- (5) Risks of delay or non-adoption;
- (6) Key milestones and next steps; and
- (7) The Officers' recommendations.

The Public Speaking Scheme for the Joint Committee gave the opportunity for members of the public and other interested parties/stakeholders to speak to the Joint Committee on any specific agenda item to be considered at this meeting.

The Chairman accordingly invited the following public speakers to come to the table in turn to speak. Their comments are in precis.

Russ Edwards (Project Director for TCBGC – Latimer by Clarion Housing Group)

- Was speaking in favour of the DPD and urged Members to support the recommendation before them.
- Latimer was supportive of the DPD and agreed that it provided sound and robust policies for this nationally important project.
- Latimer's masterplan follows the principles of the DPD and the spatial framework outlined.
- Latimer was currently engaged in the final pre-submission round of public engagement which was intended to demonstrate how the proposals had responded to previous rounds of engagement whilst starting to give more details on the first homes, employment spaces, community buildings and early open space.
- This was a key milestone. Latimer expected to submit the hybrid planning application in the summer and once the DPD was adopted they would continue to work with Officers and Members in a constructive and engaged manner to ensure that the application was in accordance with the DPD and the public's expectations of such a critical project.

Rik Andrew

- Wanted to raise two key issues which arose from the Inspector's report that needed to be addressed.
- Firstly, the Link Road which was an essential prerequisite of this development. Its main purpose was to relieve westbound congestion on the A133 as most GC commuters would travel west. The GC commuters had to be able to exit westbound on the A120 in the critical morning peak. The afternoon peak was not so critical.
- Secondly, the University as noted by the Inspector did have ample space for expansion within the existing site which could be seen by anyone who took a upper deck bus ride through the campus. The sports centre and any other required buildings could be accommodated on the large, mainly empty surface level car parks especially in the area of the Knowledge Gateway.
- However, the Inspector had failed to note that university expansion within the UK was a thing of the past. Universities all over the UK had closed courses and reduced staff as a result of UK students being unable to afford and a decline in overseas students due to difficulties in being able to bring their families with them.
- Some UK Universities were therefore being innovative and flexible and looking to provide new facilities in places such as India.
- Therefore, all references to university expansion should be deleted and this development plan should be solely concerned with this garden community.
- The point was that 2019 assumptions no longer applied in 2025.
- ECC Highways had proven to be inflexible when told that it could not have £100million to build a mile long road. They had not been prepared to consider flexible, less costly alternatives but had stuck rigidly to their original proposal.

- *Believed that there was an alternative, cheaper option proposed by the CLG. It would allow westbound traffic to exit via the A120 in phase one in the critical morning peak simply by opening two of the slip roads. No flyover or expensive earthworks. This would relieve the chronic congestion on the A133 in the morning peak rather than exacerbating it.*
- *A responsible project manager would welcome that someone had come up with a reasonable, cost-effective affordable alternative to the original very expensive plan.*
- *Further CLG's plan would be compatible with the long-term design. It would implement only those components that are actually needed in the short term.*
- *The next step is to conclude a transport assessment which should seriously consider this alternative proposal. The assessment should be carried out by truly independent experts in this field and not by ECC Highways or Ringway Jacobs.*

Manda O'Connell (Chair, TCBGC Community Liaison Group)

- *Supported the adoption of the DPD but must have the full link road in place to meet all of the benefits and aspirational goals of the GC as was envisaged by the award of the original Housing Infrastructure grant by Homes England.*
- *Fully support the aspirational goals of active travel and employment targets within the GC but without a road link to the north eastern corner adjacent to the A120 which is designated for a business park and employment then this target is already defeated.*
- *Additionally, building only part of the link road would create a cul-de-sac which would adversely affect selling the GC houses when the A133 into Colchester is and is likely to remain severely congested and could deteriorate further despite the planned RTS. No westbound exit onto the A120 would mean GC commuters would not be able to travel easily to Ipswich, Colchester North Station, London, Stansted Airport and the logistics hub at Harwich.*
- *Welcomed the efforts of Sir Bernard Jenkin MP and Pam Cox MP to engage with Homes England and the debate secured with Housing Ministers to secure the funding shortfall for the full link road.*
- *Was aware that ECC had been invited to put in a funding application but was unaware of its progress.*
- *The full link road had to be in place prior to first building of houses.*
- *This would enable the full benefits of the GC to come into play from the start. Otherwise, this would spoil an opportunity to create a flagship development.*

Councillor William Sunnucks (Colchester City Council)

- *Was basically supportive of the GC but had some concerns around the DPD.*
- *Concerned that Latimer was of the assumption that they would not be expected to fund the link road until year 15 rather than from year one which had been a staple of all the appraisal e.g. the Infrastructure Delivery Plan. This needed to be addressed as a matter of urgency.*
- *The link road appraisals needed to be realistically re-examined with a view to implementation on a phased basis and this needed to happen sooner rather than later.*

Jonathan Schifferes, Head of Housing Growth and Garden Communities (Essex County Council) responded to the public statements as follows:-

-
- *In the DPD there is a safeguard around the way in which the planning application will be determined. Policy GC7 – before any planning permission is granted for any element of the GC the full delivery of the A120 – A133 link road must have both secured planning consent and a commitment to full funding must be demonstrated at the point of determining the GC planning application. That policy was altered and strengthened during the examination process and policy development over the last twelve months.*
 - *We do have the benefit of a link road scheme that has full planning permission granted in 2021. There is also approval to deliver that link road scheme in phases.*
 - *On the A133 the junction for the link road scheme and two other junctions for future phases of the GC are under construction under contract between the County Council and Octavious funded from the secured HIF monies. The HIF monies will also fund the RTS in three sections across Colchester.*
 - *The planning permission also provides for an “all directions” ‘dumbbell style’ junction at the north end of the A1331 (the link road) with the A120. Officers remain of the strong view that this was the best infrastructure for the long-term in that area especially in the light of Section 1 of the Local Plan requirements to bring forward a development in the form of a garden community.*
 - *Remain open and interested in third party ideas and concepts and investment in time and technical effort in any A120 junction that would avoid unnecessary or overblown specification or costs. The councils, Homes England and Latimer would be interested in any cost-efficient scheme.*
 - *Must be noted that the A120 itself is part of the national strategic road network and therefore is a National Highways asset and not an ECC Highways asset. National Highways are protective and have high standards regarding any alteration of their network especially around safety and congestion that would factor into the proposed ‘dumbbell’ junction.*
 - *Nothing to preclude any party from seeking planning permission for a smaller, cheaper scheme. However, Officers remain of the view that the “dumbbell” connection would be the best option for the long-term interests of the GC development.*
 - *ECC has been asked by Government to provide an information pack around what Phase 2 needs and what would it do for the Government and locality? How much would it cost? How quickly would it be delivered? That work remains ongoing to make it as robust and with technical analysis in support as possible in order to make the best possible pitch to the Government for the further funding to support the delivery of the full link road as soon as possible.*

The Joint Committee then proceeded to discuss, and debate matters pertaining to the Officers’ report as follows:-

Councillor Andrea Luxford-Vaughan (CCC)

- *The provision of a full link road and the RTS before any house building was a pre-condition of a sustainable GC development not an aspiration and Section 1 of the Local Plan stipulated that.*
- *The DPD had been improved in its level of detail and the policy in general through the post-consultation process.*
- *Personally, had 18 points of concern around the DPD which included:-*
- *MM37 – contradicted Section 1 of the Local Plan and the principle of soundness in that there would be a socio-economic benefit for the community and the local area in*

that it promised 30 acres of employment land. Clear from the consultations that Latimer had carried out that this provision would not be part of Latimer's hybrid planning application which covered the entire site and therefore there would be no such socio-economic benefit forthcoming.

- *MM51 and MM64 offered a "get out" clause in relation to the provision of a full link road by the provision of a further traffic assessment. This was alarming.*
- *Shared others' concerns that Latimer believed it could wait for 4,000 homes and 15 years before it needed to fund the link road. That could be 2043.*
- *The A133 was already at gridlock now.*
- *The Infrastructure and Funding Plan required the link road to be provided in full in phase one. So why would a condition be put in that could change that? This was the public's expectation i.e. the link road in place before the housing was built.*
- *Left in a dilemma – wants to support the DPD if it enabled this joint committee to get on with its job at hand but feels that too much is being "kicked down the road".*
- *No guarantee that Government would provide the extra funding.*
- *Noted Latimer's admission that it would cost three times what was in their viability assessment which meant it was unviable for them to do it.*
- *Concerned too if construction traffic was not required to come off the A120.*

Amy Lester, the Garden Community Planning Manager (TDC), responded to Councillor Luxford-Vaughan's statement as follows:-

- *MM64 is a direct carry across from Section 1 of the Local Plan i.e. Policy SP6. The link road must be fully funded but it does not say that it had to have been constructed.*
- *The MoU and the IDP assumes funding coming forward within the first phase which is a period of seven years. It is subject to further evidence and further viability work.*
- *The MoU with Latimer states that phase two will be provided "as soon as practically and financially viable to do so". This will also be subject to further viability work as to precise timescales and trigger points which will be covered by the Heads of Terms of the Section 106 Agreement and that detail will come forward as part of the planning application.*

Councillor Carlo Guglielmi (Tendring District Council)

- *Concerned that Members were still challenging and arguing with the Inspector's decision even after the due process of the Inquiry. All of the arguments put forward tonight were gone through at the Inquiry. This was not the purpose of this meeting.*
- *Congratulated Officers for their sterling work in getting the DPD finally to the point where it had the blessing of a Planning Inspector. It had been a 14-year process to get to this point.*
- *The four main modifications to the plan would ensure that the document was positively prepared, justified and effective and consistent with national planning policies especially when housing growth was one of the main priorities of the current Government*
- *Despite others' doubts and disagreements over the Inspector's decision, this was a momentous occasion – the Joint Committee could now look forward to getting into the details of the actual housing and landscaping and solar panels on roofs et cetera once the planning application was submitted.*

-
- *We have a sound plan to work with and excellent Officers to guide us through the process and Latimer, the development arm of the Clarion Group, the largest and most experienced provider of affordable housing in the UK we can progress to the next stage of the project.*
 - *There would be time for such arguments when the planning application was considered for example around the link road.*
 - *There would be challenges ahead e.g. around the provision of health facilities.*
 - *If the Government was serious about housing provision, then it would have to fund the link road shortfall.*
 - *The application would be accompanied by a health strategy which was being worked on.*

The Chairman (Councillor King) responded to the debate so far as follows:-

- *Have to accept that the challenge and debate won't stop even though we have reached a really good place. We could all look back at previous Inspector's decisions and the reality is that we are on a long and bumpy road and that we are not yet where we would have to get to. Our collective signals had to indicate both to the Government and to Latimer that for this project to be successful the viability has to be restored i.e. the link road has to be delivered. So does not want to go around again what has been said but it had to be said.*

Councillor Andy Baker (Tendring District Council)

- *Believed that Members have strayed away from what they needed to be deciding at this meeting. Understood the concerns raised about the link road and certain of the modifications but it had to be realised that the Inspector has examined this and had stated that these were the modifications that were required. They went out to consultation they went back to the Inspector, and he has stated that the DPD is sound and can be adopted.*
- *That was a milestone. Echoed the comments about the Officers who had worked very hard to get the project to this point and there was much more still to come.*

Councillor Julie Young (Colchester City Council)

- *Thanked Members and Officers for their hard work over a long period of time to get the GC to this point in the process.*
- *Thanked Manda O'Connell and the CLG for their practical approach to this project as had similarly the Ward Members for Greenstead.*
- *Recognised the need for extra housing given the current levels of homelessness in Colchester.*
- *Had borne in mind local government reorganisation and the "call for sites" in Colchester for the revised Local Plan process.*
- *Had been lobbied about Bromley Road which factored into the argument around the link road. So, if were to have 2,000 houses in the St. John's area that would heavily affect Bromley Road which would become critical bearing in mind the existing Gladman development that Tendring District Council had refused and had been won on appeal.*
- *So, as well as looking at this GC project we also had to have an eye on developments with the revised Local Plan process for both Colchester and Tendring.*

-
- *Felt that this was a fantastic document notwithstanding that the link road was still not finalised.*
 - *Absolutely demonstrates how planning should be carried out i.e. not piecemeal but large scale and with the infrastructure provided.*
 - *Believed that Latimer would work in partnership with the Councils to create a best possible development.*
 - *The Councils had a framework to judge the planning applications as they came forward.*
 - *Happy to support the DPD which had been improved as the process went along and the critical voices had helped to shape the final project.*
 - *This was an accelerator site so if the Government was ambitious about growth and development then it should enable this development to come forward so hoped that negotiations with the Government were successful as the link road had to be completed and was pleased that there had been some strengthening of the wording in the DPD as a result of the modifications put forward by the Inspector.*

Councillor Lee Scott (Essex County Council)

- *The protections for the planning stage were in place but was not the focus of tonight's decision.*
- *Believed that the Government Spending Review in June would see the decision made on the funding shortfall for the link road.*
- *There would be many trials and tribulations ahead but tonight was about adopting the DPD which had been found to be sound.*

Councillor David King (Colchester City Council)

- *This DPD was a result of fantastic and difficult work and set a standard that all could take pride in.*
- *The strengthening of the DPD was the result of the reality of working with the Inspector and not letting him carry out his work in isolation.*
- *There was a long way to go but real progress had now been made.*

It was thereupon moved by Councillor Guglielmi, seconded by Councillor Baker and:-

RESOLVED that the Tendring Colchester Borders Garden Community Joint Committee

—

- a) notes the outcome of the examination of the Tendring Colchester Borders Garden Community Development Plan Document (DPD), as set out within the Inspector's final report (attached as Appendix 1), and the final schedule of Main Modifications (attached as Appendix 2) and notes to the conclusion that the DPD, with the Main Modifications, is legally compliant, meets the Government's tests of soundness and can proceed to formal adoption; and
- b) formally recommends to both Tendring District Council's and Colchester City Council's respective Full Councils that the modified version of the Development Plan Document (DPD) and the accompanying Policies Map, as attached at Appendix 3 and Appendix 4 to this report (A.1), be formally adopted.

8. **REPORT A.2 - PATHWAY TO STEWARDSHIP REPORT - APPROVAL OF GUIDANCE**

The Joint Committee considered a report (A.2) which sought its approval of the Pathway to Stewardship as forming part of the planning guidance for determining planning applications at Tendring Colchester Borders Garden Community in respect of stewardship matters.

Members were reminded that, as part of the partner Councils' commitment to comprehensively plan for the delivery of the Tendring Colchester Borders Garden Community (TCBGC), specialist consultants (Community Stewardship Solutions (CSS)) had been commissioned, following a competitive tendering exercise, to prepare guidance on future stewardship requirements at the Garden Community.

The Joint Committee recalled that the aim of that commission had been to enable the Councils to be better informed and more prepared for the consideration of stewardship proposals as they came forward through the planning process. Stewardship was an integral part of the planning requirements for the TCBGC, as set out in the adopted Section 1 Local Plan and the Development Plan Document.

It was reported that throughout 2024, CSS had undertaken a series of meetings and interviews with local stakeholders and interested parties to gather views on potential community governance solutions at TCBGC. CSS had also been able to draw upon its considerable experience of planning stewardship arrangements at strategic developments and apply it to the TCBGC.

Members were advised that the commission had culminated in the Pathway to Stewardship and Placemaking document which was attached to the report (A.2). The document included commentary and bespoke recommendations related to a number of areas that CSS considered to be intrinsic to progressive and effective stewardship arrangements, including accountable governance, financial sustainability and community enablement.

The Joint Committee was made aware that the Pathway to Stewardship and Placemaking document, if approved by the Joint Committee, would form part of the partner authorities' planning guidance that would be applied in the determination of relevant planning applications at TCBGC, particularly in relation to the future Stewardship Strategy to be submitted with the planning application.

In respect of the reference to the characteristics of TCBGC in that the development sat across both the Parishes of Ardleigh and Elmstead, as well as an area of unparished land, it was noted that the Pathway document had been finalised prior to Essex being included within the Government's Priority Programme for Devolution and Local Government Reorganisation (LGR). Therefore, any decision to commence a Community Governance Review to explore a change to the existing boundaries of the two Parishes within the Tendring District, would be undertaken at the appropriate time. The second recommendation of the report (A.2) requested Tendring District Council to give consideration to this in the light of LGR.

The Joint Committee had had circulated to it prior to the commencement of the meeting a copy of page 36 of the CSS document "Pathway to Stewardship and Placemaking at

Tendring / Colchester Borders Garden Community” which had been inadvertently omitted from the originally published version of that document.

The report was introduced by way of a presentation by Christopher Downes, Essex County Council's Garden Communities Manager. That presentation covered the following:-

- (1) Summary of the TCBGC Stewardship work to date;
- (2) The Pathway to Stewardship guidance; and
- (3) Pathway to Stewardship recommendations.

The Public Speaking Scheme for the Joint Committee gave the opportunity for members of the public and other interested parties/stakeholders to speak to the Joint Committee on any specific agenda item to be considered at this meeting.

The Chairman accordingly invited the following public speakers to come to the table in turn to speak. Their comments are in precis.

Russ Edwards (Project Director for TCBGC – Latimer by Clarion Housing Group)

- *Latimer actively sought proactive engagement on the estates management and stewardship strategy drafting process to provide useful challenge and support throughout the process so far;*
- *Latimer supported the CSS pathway to stewardship and placemaking report and looked forward to progressing the principles established into a comprehensive strategy as part of the planning application documentation.*
- *Latimer had appointed the same consultant CSS to assist Latimer thereby ensuring continuity and consistency with the work already commissioned by the Councils.*
- *Clarion Housing Group was the largest housing association in the UK and now 125 years old.*
- *They would retain all of the affordable housing in the community in perpetuity.*
- *Therefore, Latimer supported the recommendation to approve the CSS report.*

Rachel Fletcher (Clerk to Ardleigh Parish Council)

- *Noted and supported the aspirational wish of Crockleford Heath residents to remain part of the Parish of Ardleigh.*
- *Hoped that Parish Councils would be valued and consulted in a collaborative and innovative fashion within the mix of local organisations and not merely “talked at”.*
- *Would support a full CGR process.*
- *Would advocate the retention of the GC residents within the Parish Council's area as is but perhaps Warded. This would enable new residents of the GC to have their say. Parish Councils worked to enable and build community cohesion and be a voice for their residents. Feared that Clarion might go down a Residents' Association route for the GC.*
- *Did not feel that the Parish Council had been adequately engaged so far in this process.*
- *The Parish Council had an opportunity to grow as a result of the GC and to develop and support additional services to its existing residents as well as the new residents arising from the GC. Local Government Reorganisation offered an opportunity to pass down more service provision to parish councils and get economies of scale*

- *Parish Councils were democratically elected bodies and therefore should be treated as partners who were engaged and involved rather than treated as consultees.*
- *Pointed out that significant Community Funds could come to Ardleigh as a result of the several national infrastructure projects affecting the parish.*

At the behest of the Chairman, Mr. Hall, a member of the Crockleford Heath and Elmstead Action Group (CEAG) read out the following written statement that had been prepared by Professor Anthony Vickers, the spokesperson for CEAG:-

“The spokesperson for the Crockleford Heath and Elmstead Action Group (CEAG) cannot attend this meeting as no notification was sent directly to CEAG, even though they are the only residents group within the GC broad area. We are saddened by this lack of consideration for residents. We have the following statement in relation to this meeting.

1. *Regarding the approval by the Inspector we are aghast that this was granted given the 'cul-de-sac' nature of the A1331. We do not use the word 'link' to great purpose.*
2. *In relation to advice given to this Committee from professional consultants the residents of the Crockleford Heath community reject any notion of their governance being removed from Ardleigh Parish Council. The residents of Crockleford Heath wish to remain part of a 'rural' parish council and do not wish to be included in any new governance body representing the garden community as a whole. if necessary residents will envoke a community governance review, separate from any plans to do so by TDC.”*

Manda O'Connell (Chair of the Community Liaison Group)

- *CLG commends the stewardship and placemaking report and the work of the consultant in working with a wide range of organisations and stakeholders, including faith groups, to produce it.*
- *Recognised that the report outlines principles under a framework rather than how specific implementation will take place and welcomed the opportunity that this would provide for the involvement of interested community groups from non TCBGC settlements such as those consulted by the Consultant to bring this about by contributing their time and energies volunteering to strengthen community ties.*
- *This would enrich and support the fledgling community in its placemaking needs and help them achieve their full potential as a community and as a great place to live.*
- *Restated CLG's continued willingness to support and participate in any stewardship body until such time as it can be fully populated by GC residents.*

Lisa Hastings, Tendring District Council's Corporate Director (Law and Governance) & Monitoring Officer, addressed the Joint Committee as follows:-

- *The only way forward for a CGR was for a recommendation to be put forward to Tendring District Council (TDC) which was the principal authority for the area to give its consideration as to whether a CGR should commence and if so when and how.*
- *There were a number of factors to be taken into account e.g. local government reorganisation (LGR).*

-
- *The recommendation in the report is an administrative requirement to get the recommendation from this Joint Committee to TDC as the principal authority to make a decision on it.*
 - *Wanted to reassure the Parish Council and CEAG that TDC is due to commence a planned CGR in relation to the unparished areas within the District. This has not been rushed into. Following a decision by Full Council, Officers went away to produce terms of reference of what that CGR could cover. Powers had also been given to one of TDC's overview and scrutiny committees to oversee the process.*
 - *Reason for pointing out the above was to point out that there was plenty of scope for engagement in what the terms of reference for any CGR could cover including opposing views.*
 - *There would be a consultation process and the national guidance on CGRs was to follow the outcome of consultation.*
 - *There were arguments to say that the CGR should be done pre-LGR and there were also arguments to say that it should be done post LGR by the Shadow Unitary Authority. That would need to be taken into account as well.*

The Joint Committee then proceeded to discuss, and debate matters pertaining to the Officers' report as follows:-

Councillor Carlo Guglielmi (Tendring District Council)

- *Supported the comments from Ardleigh Parish Council that its area had been the focus of several national strategic infrastructure projects and had their work cut out and therefore needed more of a focus.*
- *Recognised that Latimer were champions of stewardships and had seen excellent examples of what they had done elsewhere. Had noted that they were not here for the short-term but for the long ride. Was sure that Latimer would be keen to ensure that whatever strategies came forward with their planning application(s) that they were sound and had been properly consulted upon with Ardleigh Parish Council and with Elmstead Parish Council as well. More engagement and more consultation with those two parish councils would be required going forward.*
- *The CSS report was very good and sound and had captured everything that needed to be captured.*
- *In relation to the membership figures for a TCBGC Trust Board and the TCB Community Forum he felt that they were too high especially for the beginning of the GC. It would be good to understand the timeframe for this which could perhaps be demonstrated by a flowchart.*
- *Also requested Officers to set out in due course a very clear understanding of the charging regime as he did want a scenario of residents moving into the GC and finding out that there were "hidden costs" to their residencies.*

Councillor Andy Baker (Tendring District Council)

- *Queried whether recommendation (a) would need to be amended to take into account the omitted page 36 of the CSS document.*
- *Queried also whether recommendation (b) would need to be amended to take into account any successor authority to Tendring District Council (TDC).*

Lisa Hastings, Tendring District Council's Corporate Director (Law and Governance) & Monitoring Officer, responded to Councillor Baker as follows:-

- *If the Joint Committee approved recommendation (b) then it would be TDC's responsibility to have that recommendation before its Full Council as soon as possible for that Council to make a decision as to the timing of the CGR having considered the arguments for doing it pre-LGR or post-LGR.*

Councillor Andrea Luxford-Vaughan (Colchester City Council)

- *It's an impressive document and well overdue. Delighted and reassured that Latimer had now taken on CSS as their consultants on this work moving forward.*
- *Regarding CGR her understanding of that was that the existing residents were consulted and whatever their desired outcome was nobody else could contradict that. Grateful that that point had been restated.*
- *Pointed out that this report focused entirely on Tendring and not on Colchester. Though aware there were discussions within Colchester as a result of LGR. Many factors to be considered as to whether to proceed with a CGR. Meanwhile, the Parish of Wivenhoe would be left in a "no man's land" in that though there were no houses in the GC area there was a significant part of the Parish of Wivenhoe that overlapped the Knowledge Gateway. Even though that the University of Essex were putting businesses in that location they were of the view that they did not need to make any Section 106 contributions which she felt needed to be questioned. There had been a big sacrifice to give land to the University therefore there should be a payback to the local communities. Would make that point that if you are building the Knowledge Gateway within the Parish of Wivenhoe then Wivenhoe should see some planning gain from it.*
- *Reminded the Joint Committee that there was a statement of common ground between the two councils that the affordable housing would be split between Colchester and Tendring on a 50 – 50 basis and that this must be maintained even after LGR goes ahead.*

Lisa Hastings, Tendring District Council's Corporate Director (Law and Governance) & Monitoring Officer, responded to Councillor Luxford-Vaughan as follows:-

- *Reminded Members that when this document was produced LGR was not on the table. There was a border between the two Councils and the majority of the land was within the District of Tendring and you could see why the consultants focused on Tendring within their report and recommendations. Also, that part within Colchester's area is unparished. If LGR does go ahead and both Colchester and Tendring end up within the same Unitary Council, then the Shadow Authority will have the legal ability to initiate a CGR for the whole area and not just focus on Tendring's part. That would be an advantage of waiting for LGR to take place and the border had disappeared.*

Councillor Mark Cossens (Tendring District Council)

- *Pointed out inconsistencies in how Crockleford Heath was referred to. In the DPD it was described as Crockleford North and South and in the stewardship report it is described as Crockleford Central and South.*
- *Referred to his experience as Mayor of Frinton and Walton Town Council. This parish covered the two towns of Frinton and Walton and three villages and trying to lead that parish in its entirety was difficult due to the differing viewpoints on the Town Council.*

- *Believed that it would be better to look at a single parish council for the GC area because if we were going to place shape then we would need someone who was going to drive the project forward as otherwise there could be a lot of people doing a lot of talking but who would force the thing forwards.*
- *The stewardship document was good but maybe did not take into account human nature and that therefore this could be a time-consuming challenge going forward.*

Councillor Julie Young (Colchester City Council)

- *Naturally we are spending a lot of time puzzling over how the jigsaw of LGR would eventually fit together. Timing would be everything. Indeed, it might be wise to wait until the Shadow Authority was in place. But, regarding Colchester it was parished to the west but to the east e.g. St. Anne's and St. Johns' and Greenstead it was not parished even though there was a lot in the stewardship document that related to Salary Brook and the 'Friends of Salary Brook'. So, how all of that would fit together would be very important. Great that the CLG want to be involved until the GC residents could take on the mantle themselves. But we really have to think about the timing of this and the synergy between any CGR reviews by Tendring and Colchester.*

It was thereupon moved by Councillor Guglielmi, seconded by Councillor Baker and:-

RESOLVED that the Tendring Colchester Borders Garden Community Joint Committee:

- (a) approves the Pathway to Stewardship report (including, for the avoidance of any doubt, the omitted page 36) as planning guidance for future decision making in relation to stewardship and related matters at Tendring Colchester Borders Garden Community; and
- (b) recommends to Tendring District Council that a Community Governance Review be undertaken, at the appropriate time, to look at the current parish boundaries within the area for the Garden Community and to consider whether there is potential to create a new parish for the Garden Community or un-parish the existing area in readiness for the development of the Garden Community and Local Government Reorganisation.

9. TRIBUTE TO COUNCILLOR DAVID KING

Councillor Lee Scott led members of the Joint Committee, in paying tribute to Councillor King's excellent chairmanship of the Joint Committee and he stated that he was honoured to be taking over as chairman. He acknowledged a debt of gratitude and thanked Councillor King for all he had done and for what he would continue to do for the Garden Community project. Councillor Scott also commended the Officers for all their hard work into getting the GC project to where it was today. There was a lot more to do but the project was heading in the right direction.

The meeting was declared closed at 8.46 pm

Chairman

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COUNCIL

20 MAY 2025

REFERENCE FROM THE TENDRING / COLCHESTER BORDERS GARDEN COMMUNITY JOINT COMMITTEE

A.2 TENDRING / COLCHESTER BORDERS GARDEN COMMUNITY – FORMAL ADOPTION OF THE DEVELOPMENT PLAN DOCUMENT

(Report prepared by Ian Ford)

PURPOSE OF THE REPORT

To enable Council to consider the recommendation of the Tendring / Colchester Borders Garden Community Joint Committee that the modified version of the Garden Community Development Plan Document and the accompanying Policies Map be formally adopted by Tendring District Council.

EXECUTIVE SUMMARY

At its meeting held on 1 May 2025, the Tendring / Colchester Borders Garden Community Joint Committee (“the Joint Committee”) had considered a detailed report (A.1) that had sought the Joint Committee’s recommendation that the Tendring / Colchester Borders Garden Community (TCBGC) Development Plan Document (DPD), with specific modifications, be formally adopted by Tendring District Council and Colchester City Council (“the Councils”). This had followed on from the receipt of the Planning Inspector’s final examination report.

It had been reported to the Joint Committee that, following examination hearings in May 2024, and consultation on the recommended Modifications in September/October 2024, the Planning Inspector had issued his Final Report on the soundness and legal compliance of the DPD. With the incorporation of the Inspector’s final set of Main Modifications (Appendix 2), the DPD had been found to be sound and legally compliant. This conclusion to the examination now gave the Councils the ability and authority to proceed to formally adopt the Plan.

It was believed by the Joint Committee that the adoption of the DPD would provide an up to date, robust and sustainable basis for guiding future growth and development within the Garden Community – with future planning applications being considered and determined, by the Joint Committee, against the policies and proposals within the DPD in decision-making.

The Joint Committee had been advised that the modifications required by the Inspector had not departed substantially from those that had been reported to the Joint Committee on 5th September 2024 and subsequently published for consultation. The Inspector had however highlighted four Main Modifications as being of particular significance within the summary of his report, those being:-

- *Amending GC Policy 1 to clarify that should the provision of the Park and Choose facility be located south of the A133 it should not prejudice the full and comprehensive expansion needs of the University of Essex (UoE) (MM11);*
- *Amending GC Policy 2 to ensure that the minimum requirement of 10% Biodiversity Net Gain (BNG) was met across the masterplan area as required by current legislation (MM90);*
- *Amending GC Policy 7 to ensure that the DPD carried forward the requirements of the*

North Essex Authorities' Shared Strategic Section 1 Plan 2021 (NEASSS1P) to secure funding and delivery of the Rapid Transit System (MM60); and

- *Removing reference to a potential future Community Infrastructure Levy ('CIL') charging schedule, which would be subject to a separate independent examination (MM91).*

In addition, it had been reported that four proposed Modifications that had been the subject of consultation, had been removed by the Inspector from his final Main Modifications namely MM14 to MM17 which related to amendments to the DPD Policies Map. Those had been removed as the Policies Map was not defined in statute as a Development Plan Document and therefore the Inspector had not the power to recommend Main Modifications to it. Notwithstanding this, those changes were required to correct typographical errors and ensure that the relevant policies were effective, and the Inspector had noted the need to implement those changes. The Policies Map would therefore still be updated accordingly to reflect the changes that had been published for consultation.

Members of the Joint Committee had been informed that except for the above noted removal of MM14 - MM17 from the recommended Modifications relating to the Policies Map, all other Main Modifications recommended by the Inspector had remained consistent with those published for consultation. The Main Modifications had ensured that the plan had been positively prepared, justified, effective and was consistent with national policy. The DPD had therefore been modified to reflect the Inspector's Main Modifications, and the Joint Committee had been asked to recommend to Full Council at both Tendring District Council and Colchester City Council its formal adoption.

It had been RESOLVED by the Joint Committee:-

"That the Tendring Colchester Borders Garden Community Joint Committee –

- a) notes the outcome of the examination of the Tendring Colchester Borders Garden Community Development Plan Document (DPD), as set out within the Inspector's final report (attached as Appendix 1), and the final schedule of Main Modifications (attached as Appendix 2) and notes to the conclusion that the DPD, with the Main Modifications, is legally compliant, meets the Government's tests of soundness and can proceed to formal adoption; and*
- b) formally recommends to both Tendring District Council's and Colchester City Council's respective Full Councils that the modified version of the Development Plan Document (DPD) and the accompanying Policies Map, as attached at Appendix 3 and Appendix 4 to this report (A.1), be formally adopted."*

Resolution (b) above is pertinent to this report.

A copy of the published report (and its appendices) to the Joint Committee meeting held on 1 May 2025 is attached to this report.

RECOMMENDATIONS

That Council, having considered this reference report from the Tendring / Colchester Borders Garden Community Joint Committee, formally adopts the modified version of the Garden Community Development Plan Document and the accompanying Policies Map, as attached as Appendices A and B respectively to this reference report.

MONITORING OFFICER'S ADVICE

At its meeting on 30th November 2021, Full Council approved (Minute No. 93) that –

- (a) a joint Development Plan Document be prepared together with Colchester Borough Council in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004;
- (b) a Tendring Colchester Borders Garden Community (TCBGC) Joint Committee be appointed for the discharge of executive and non-executive functions related to TCBGC, pursuant to Sections 101(5), 102(1)(b) and 102(2) of the Local Government Act 1972.

The Terms of Reference of the Joint Committee are contained within Schedule 5 of Part 3 of the Council's Constitution (Part 3.57 to 3.59) and for the purposes of this report are as follows:

(a) To exercise the Council's functions relating to overseeing the preparation of the joint TCBGC DPD and ensuring it:

- a. is in accordance with the Local Development Schemes;*
- b. includes policies designed to secure that the development and the use of land in the garden community area contribute to the mitigation of, and adaption, to climate change;*
- c. meets the "tests of soundness" as set out in legislation, national and planning policy and advice contained within guidance issued by the Secretary of State;*
- d. has regard to the adopted Section 1 of CCC & TDC's Local Plan;*
- e. has regard to the resources likely to be available for implementing the proposals in the document;*
- f. other such matters the Secretary of State prescribes; and*
- g. complies with the Council's Statement of Community Involvement*

...

- (f) recommend to CCC and TDC adoption of Joint Development Plan Documents in accordance with Section 28 of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012; and

The Joint Committee has fulfilled the task delegated to it by both Cabinet and Full Council to oversee the production of a Development Plan Document (DPD) for the Garden Community and following a decision by the Secretary of State that the DPD meets the test of soundness, recommend the Joint DPD to both Tendring and Colchester Councils for adoption.

Particular attention is drawn to the Resources and Risk Section of the Report to the Joint Committee, to highlight the implications of not adopting the recommended DPD, which for ease of reference is included below:

"Under the plan-making regulations, the Councils would not be able to formally adopt the DPD contrary to the Inspector's findings, i.e. without first making the specified modifications. Therefore, the only alternative option to lawfully adopting the DPD with the Inspector's modifications (as recommended by the Joint Committee through this report) would be to withdraw the DPD and either begin the plan-making process again or to

otherwise abandon the process.

However, the Garden Community is allocated as a broad location for development in the adopted Section 1 Local Plan and the proposal still forms part of the statutory development plan – with an expectation of the development coming forward and contributing towards the growth of Tendring, Colchester and North Essex up to 2033 and beyond. Therefore, the alternative of not proceeding with the adoption of the DPD would leave the Councils in a vulnerable position going forward without a formally endorsed framework of detailed policies and spatial parameters for steering the future growth and development of the Garden Community and for use in the determination of potential planning applications.

It would leave the Councils with only the higher-level policies within the Section 1 Local Plan against which to make decisions on applications and would seriously undermine the ability of the Councils to either bring forward the Garden Community at all (which will impact on achievement of Tendring and Colchester's Local Plan growth requirements and other ambitions associated with the development) or to otherwise reduce the degree of control the Councils could exercise, in the event that planning applications still came forward. There would also be implications for the Councils in being able to demonstrate both that planning policies are up to date and that an ongoing 5-year supply of deliverable housing land can be identified against Local Plan targets - which could leave both authorities more vulnerable to speculative planning applications, the presumption in favour of development and planning by appeal.

There is a risk therefore that should the DPD not be adopted or adoption is delayed, forthcoming applications could not be considered and decisions not taken in an appropriate timescale and the ongoing ability for the Councils to manage growth within the TCBGC and wider area will be compromised. Delay in the determination of applications would pose a risk to the timetable for the overall Garden Community project, the delivery of the first phase of homes and associated infrastructure, and the ongoing support that the project has received from central government, including through grant funding.

Both TDC and CCC are in the process of reviewing and updating their Local Plans and are having to respond to the new and ambitious mandatory housebuilding targets being imposed by the Government following changes to the National Planning Policy Framework (NPPF). Local Planning Authorities (LPAs) are required to have an up-to-date Local Plan or face government sanctions/intervention or risk planning by appeal. A decision not to adopt the DPD would have implications for the Local Plan process at both TDC and CCC – and other locations that might or might not need to be considered to make up for any potential development shortfall that results.”

BACKGROUND PAPERS FOR THE DECISION

Published Minutes of the meeting of the Tendring / Colchester Borders Garden Community Joint Committee held on 1 May 2025.

APPENDICES

Appendix A = The modified version of the Development Plan Document

Appendix B = The accompanying Policies Map (as modified)

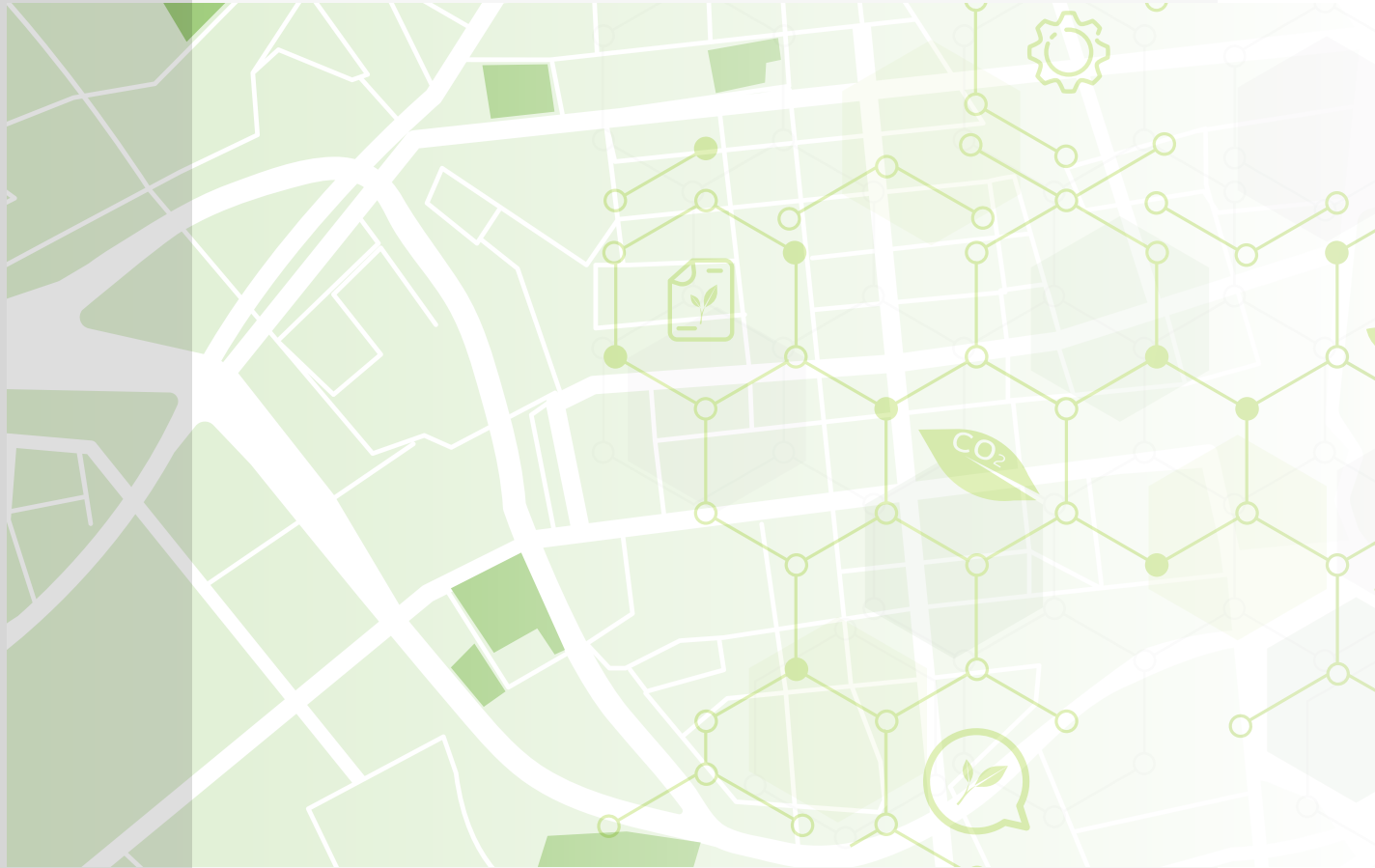
Appendix C = The covering report submitted to the Joint Committee on 1 May 2025

Appendix D = The Planning Inspector's Report (dated 31 March 2025)

Appendix E = The Planning Inspector's Schedule of Main Modifications

Appendix F = The TCBGC Project Programme

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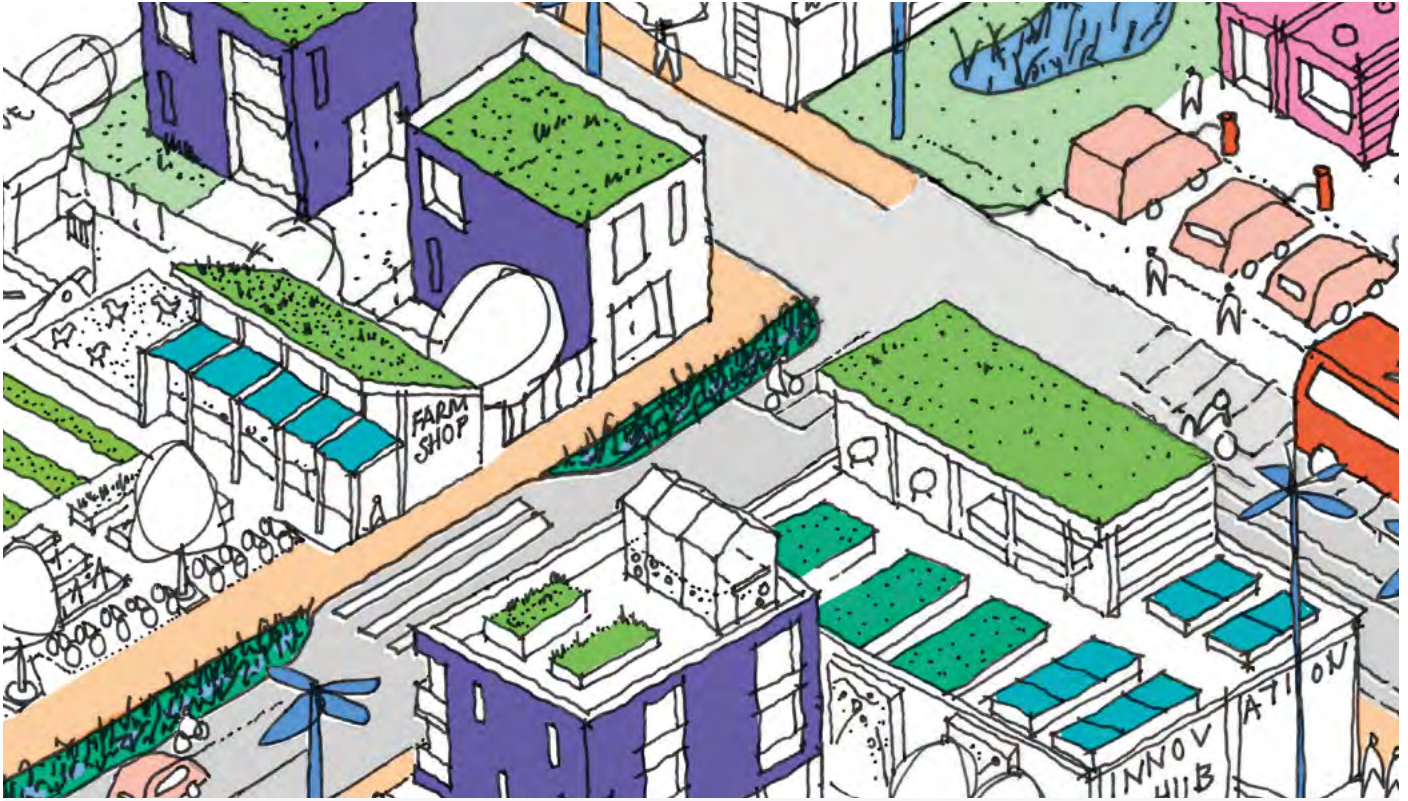
Tendring Colchester Borders Garden Community

Development Plan Document (DPD)

Adopted May 2025

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Chapter 1: Introduction

Welcome to the Tendring Colchester Borders Garden Community Development Plan Document ("the Plan"). This document sets out the detail of a new Garden Community proposed for land crossing the Tendring and Colchester border. It has been prepared by Tendring District Council and Colchester City Council, in partnership with Essex County Council ('the Councils'), and forms part of the Tendring District and Colchester City Local Plans.

What is the Garden Community and why is it needed?



To meet the needs of a growing population over the next 30 to 40 years for housing, employment and associated community facilities and infrastructure, the Councils have worked together to plan for a new Garden Community. The Garden Community will be on a large area of land east of Colchester, crossing into the Tendring District and adjacent to the University of Essex.

The Garden Community will be large enough to accommodate new homes and supporting community facilities and services, alongside employment land for business and industrial use. It will be served by a network of green and beautiful spaces to promote wildlife, attractive places, healthy living, recreational activity, sustainable drainage and to tackle the climate emergency; and new services, facilities and infrastructure including a new Rapid Transit System (RTS) and a new dual carriageway Link Road between the A120 and the A133.

Building a new Garden Community brings the opportunity to create a brand-new place for people to live, work and play, which will be planned from the start to provide high quality, energy efficient and innovatively designed homes. These homes will be located in well-designed neighbourhoods to meet a variety of needs and aspirations, as well as jobs, transport infrastructure, green and blue infrastructure and leisure and recreation facilities.

By building a Garden Community, the pressure for existing towns and villages to expand around their edges across North Essex can be more carefully managed, to avoid housing developments that can overwhelm existing facilities and infrastructure and compromise the character and feel of existing communities.

Background

In 2021, Tendring District Council (TDC) and Colchester City Council (CCC) both agreed to formally adopt the 'North Essex Authorities' Shared Strategic Section 1 Local Plan' ([Section 1 Local Plan](#)) which, amongst other things, identifies the broad location of the Garden Community and sets out the Strategic Policies and the overarching requirements and expectations that it will need to meet. The Garden Community will be underpinned by key '[Garden Community Principles](#)' developed from the Town and Country Planning Association principles, in consultation with stakeholders, to be specific to North Essex.

The adoption of the Section 1 Local Plan followed years of technical analysis, public consultation, and an independent examination by a government-appointed Planning Inspector. The independent examination enabled the Planning Inspector to conclude that the Garden Community would be the most appropriate and sustainable option for meeting the need for long-term growth in the North Essex area – having considered and discounted a variety of alternative ideas and options.

The content of this **Plan** has also been informed by technical evidence, masterplanning work and comments received through formal and informal public engagement activities. Like the Section 1 Local Plan, this **Plan** has been the subject of a formal legal process of public consultation, decisions from locally elected Councillors, and an examination by an independent Planning Inspector.

There is also a legal requirement that the **Plan** for the Garden Community be reviewed every five years, to ensure it is kept up to date and responds, as necessary, to any changes in the economy or the environment, or actual changes on the ground, as well as complying with any new government policies.

Policy SP8 of the Section 1 Local Plan required that this **Plan** set out how the new Garden Community be designed, developed, and delivered in phases, in accordance with a detailed set of principles. The Garden Community will be holistically and comprehensively planned with a distinct identity that responds directly to its context and is of sufficient scale to enable residents to meet the majority of their day-to-day needs, reducing the need for outward commuting.

It will be comprehensively planned from the outset, phased to achieve the whole development in a coordinated manner, and will be underpinned by a broad package of infrastructure.

Policy SP9 of the Section 1 Local Plan includes principles and requirements for the design, development, and delivery of the Garden Community under the themes of; Place-Making and Design Quality, Housing, Employment and Jobs, Transportation and Community Infrastructure. Relevant requirements from the Section 1 Local Plan have been included in each of the themed chapters of this **Plan**.

In addition to the Section 1 Local Plan, TDC and CCC each have their own Section 2 Local Plans, which contain policies and allocations that apply to any land or properties outside of the Garden Community. There are also Neighbourhood Plans for Wivenhoe, Ardleigh and Elmstead, but they will only apply to land and property outside of the Garden Community. TDC adopted its Section 2 Local Plan in January 2022 and CCC adopted its Section 2 Local Plan in July 2022. Requirements from relevant development management policies from the TDC and CCC Section 2 Plans have been included in this **Plan**. Therefore, proposals for the Garden Community will need to comply with all policies set out in this **Plan**, which replaces all policies set out in both the TDC and CCC Section 2 Local Plans. A comprehensive list of replaced policies can be found at Appendix 4.

The Essex Minerals Local Plan and the Essex and Southend-on-Sea Waste Local Plan also apply to the Garden Community and plan policies will be applied where relevant.

What does this Plan contain?

With the principle of a Garden Community agreed in the Section 1 Local Plan, this Plan contains more detail about the development and the specific requirements that developers will be expected to follow, when applying for planning permission and carrying out the development.

The **Plan** policies have been prepared to get the best possible design and placemaking. This is a once in a lifetime opportunity to create a place for people to live, work and play in a better way.

The structure of this **Plan** follows some overarching 'themes' which emerged from the main requirements for the Garden Community set out in the Section 1 Local Plan, the [National Model Design Code](#), the main topics of interest raised and discussed during public engagement activities, and wider evidence gathering. The chapter themes are listed below.

Chapter 2: Vision

Chapter 2 sets out a vision for what it is hoped the Garden Community will be like in the future - informed by the discussions with residents, stakeholders and other interested parties through the various engagement activities that took place. From the vision, a set of specific principles and objectives have been identified – to which all the policy requirements, and guidance in this **Plan** will help to achieve.

Chapter 3: Land Uses and Spatial Approach

Chapter 3 confirms the boundary of the Garden Community, includes a 'Policies Map', and explains how planning applications for development of the Garden Community will be expected to come forward.

The big decisions about what land will be included in the Garden Community; how the development will broadly be laid out; which areas will be allocated to housing, employment, open space or other uses or infrastructure; and which areas will be protected from development, are set out in the Policies Map.

The Policies Map has been informed by an evidence base supported by technical analysis, survey work and the comments of local people, stakeholders, and other interested parties as part of public engagement and formal consultation activities.

Chapter 4: Nature

Chapter 4 sets out the Councils' expectations and its policy on nature within the Garden Community – including the protection and creation of open spaces and green and blue infrastructure; the planting of trees; tree-lined streets; the creation of wildlife habitats; the protection and enhancement of woodland, historic lanes and other important landscape, heritage, and biodiversity assets.

Chapter 5: Buildings, Place and Character

Chapter 5 contains the policy expectations for creating unique and distinctive places, buildings and neighbourhoods whilst respecting the character of nearby towns, villages, and heritage assets.

Chapter 6: Economic Activity and Employment

Chapter 6 sets out the details around the use of employment land; the promotion of economic growth and developing skills; as well as the creation of a variety of job opportunities across different sectors, including research and development, on-site construction and the service sector industries; and measures for embracing self-employment and home working.

Chapter 7: Community and Social Infrastructure

Chapter 7 contains the Councils' expectations and policy on ensuring the Garden Community is served by community services and facilities of the right type in the right location, including schools and sports facilities; as well as access to health services, including acute care and emergency services, and how the development will incorporate measures to encourage inclusive, healthy, and happy lifestyles.

Chapter 8: Movement and Connections

Chapter 8 sets out policy and the expectations around the focus on active travel and the creation of 'walkable neighbourhoods' in the Garden Community where walking, cycling and rapid public transport facilities are prioritised, convenient and available to all as the preferred means of travel. It also sets out requirements for car parking for residents, workers, and visitors with the aim of embracing advancements in electric vehicle technology.

Chapter 9: Sustainable Infrastructure

Chapter 9 sets out the Councils' aspirations and expectations for creating a Garden Community fit for the future and incorporates measures aimed at tackling climate change, minimising carbon emissions and climate change adaptation.

Chapter 10: Infrastructure Delivery, Impact Mitigation and Monitoring

The final Chapter sets out the mechanisms for securing developer contributions towards infrastructure and social and community services, including contributions towards the A120-A133 Link Road and Rapid Transit System. Chapter 10 also sets out a draft framework of 'indicators' that the Councils will use as measures to periodically monitor the progress and success of the Garden Community and to determine whether any changes in approach are required when this **Plan** is reviewed.

Each of the themed chapters outlined above includes a summary of the Section 1 Local Plan requirements, the principles for the theme, the policy and justification.

Sustainability Appraisal

The policies in this **Plan** have been assessed against a series of 'sustainability objectives' as part of a 'Sustainability Appraisal'. The 'Sustainability Appraisal' is a legal requirement of the planning system which has helped the Councils to ensure that the social, economic and environmental impacts of the policies it has chosen have been identified and properly considered, and that the most appropriate strategy and policies have been chosen, when considered against reasonable alternatives.

The 'Sustainability Appraisal' concluded that taken as a whole, the **Plan** sets out a positive plan for the achievement of the Garden Community. The policies of the **Plan** set a high standard which development will be required to meet, and it is considered consistent with the principles of sustainable development. This **Plan** contains references to the 'Sustainability Appraisal' and any alternative approaches that were considered through the plan making process.



Chapter 2: Vision

The Vision for the Future of the Garden Community

The Garden Community provides a once in a lifetime opportunity to create a place to live, work and play in a better way. It is an opportunity to create a brand-new community in a comprehensively planned way from the start, and the opportunity to embrace and deliver the very best in placemaking for the future. Its development is underpinned by a positive vision for the future which has been developed through engagement with residents, stakeholders, businesses, partners, and other interested parties.

The Strategic Vision includes the following Mission Statement for the Garden Community:

Tendring Colchester Borders Garden Community aspires to become an exemplar and forward-thinking new community in its own right, while resulting in clear benefits to its surrounding area. The new Garden Community will enable its residents to live healthy, happy, green, sustainable, connected and thriving lifestyles. This is a once in a lifetime opportunity to create a place to live, work and play in a better way.

The Vision for each of the five themes is set out at the start of Chapters 4-9 of this document. Each theme establishes purpose and identity and articulates a top-level description of the kind of place the Garden Community could become. The vision for each theme is supported by Strategic Principles and Objectives.

The Strategic Principles describe the outcomes that will be achieved at completion.

The Objectives set out in more detail how the strategic principles will be achieved.

They address both spatial and non-spatial implications and have been the core guiding elements within the 'Strategic Masterplan' process. The Principles are included in the theme chapters and the Objectives are included in Appendix 1.

Garden City Principles

The Tendring Colchester Borders Garden Community will meet the Garden City Principles, set out by Town and Country Planning Association (TCPA). These include:

- Land value capture for the benefit of the community
- Strong vision, leadership and community engagement
- Community ownership of land and long-term stewardship of assets
- Mixed-tenure homes and housing types that are genuinely affordable
- A wide range of local jobs within easy commuting distance of homes

- Beautifully and imaginatively-designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food
- Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience
- Strong cultural, recreational and shopping facilities in walkable, vibrant and sociable neighbourhoods
- Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport

NATURE

The outdoor natural environment of the Garden Community will be its biggest asset. It will comprise green infrastructure where neighbours will spend time, play, interact and grow. It will provide a natural support system for both people and wildlife.

BUILDINGS, PLACES AND CHARACTER

The Garden Community will provide the right jobs, homes and spaces for all aspects of life. It will create thriving distinctive places for a range of activities and employment opportunities. It will be memorable for its landscape and architecture and will be widely recognisable of its place in North Essex.

ECONOMIC ACTIVITY AND EMPLOYMENT

The Garden Community will provide and promote opportunities for employment within the new community, within sustainable commuting distance and will facilitate a vibrant, thriving local economy with the latest digital infrastructure.

COMMUNITY AND SOCIAL INFRASTRUCTURE

The Garden Community will be known for its healthy and happy community. It will have a variety of diverse community spaces, play spaces, great local schools and a network of sport and leisure, health, and wellbeing facilities. It will establish long term and participative stewardship of infrastructure from the outset.

MOVEMENT AND CONNECTIONS

The Garden Community will be structured around a dense network of traffic-free walk and cycle routes with rapid public transit prioritised and supported by a range of innovative mobility measures. This will ensure day to day trips are shorter, quicker and cheaper without a car.

SUSTAINABLE INFRASTRUCTURE

The Garden Community will make living sustainably easy for its residents. Green infrastructure and building solutions will be integrated from the outset and follow best practice standards.



Chapter 3: Land Uses and Spatial Approach

This chapter sets out what land will be included in the Garden Community, how the development will be laid out, which areas will be allocated to housing, employment, open space or other uses or infrastructure, and which areas will be protected from development.

The approach has been informed by a thorough strategic masterplanning process, which has been supported by an appropriate evidence base with proportionate technical evidence, survey work and the comments of local people, stakeholders, and other interested parties as part of public engagement and formal consultation activities.

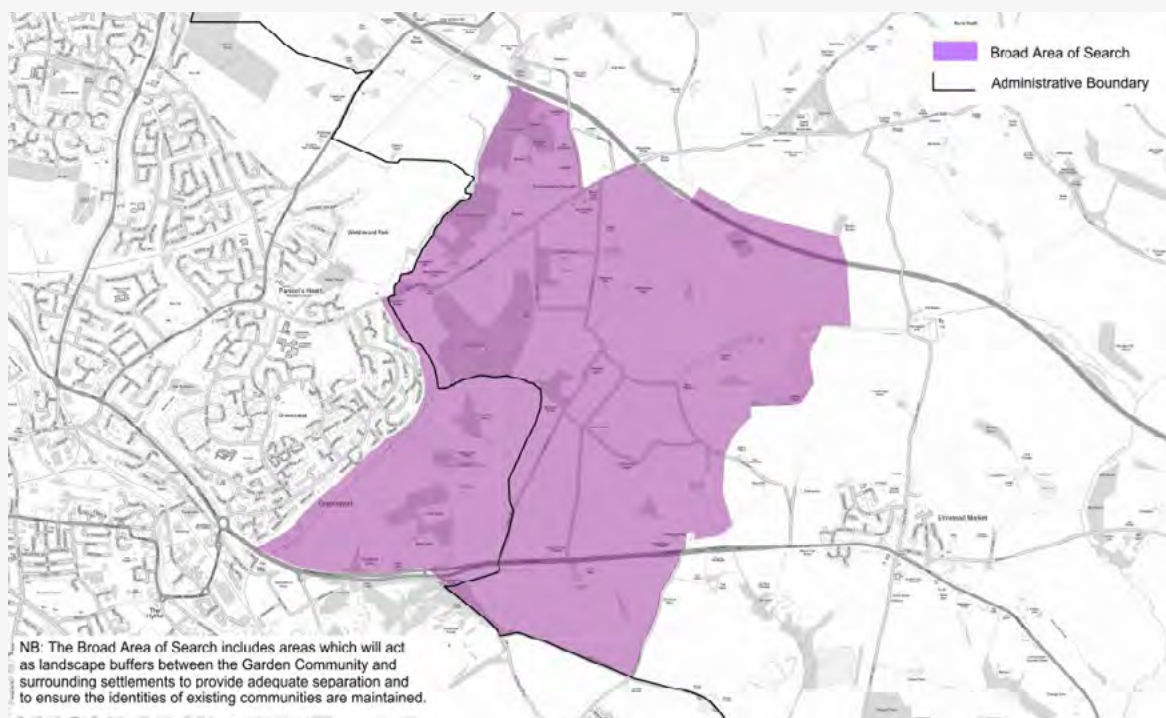
As well as explaining, in broad strategic terms, how different parts of the Garden Community are expected to be developed and protected, GC Policy 1 also sets out how this **Plan** will be followed by additional future masterplanning and design guidance, for both the whole of the Garden Community area and the neighbourhoods within it, and how these will be adhered to when considering detailed proposals and specific planning applications.

GC Policy 1 is supported by a 'Policies Map' which can be found at the end of the policy and at Appendix 2. Appendix 3 includes illustrative masterplan maps taken from the Strategic Masterplan

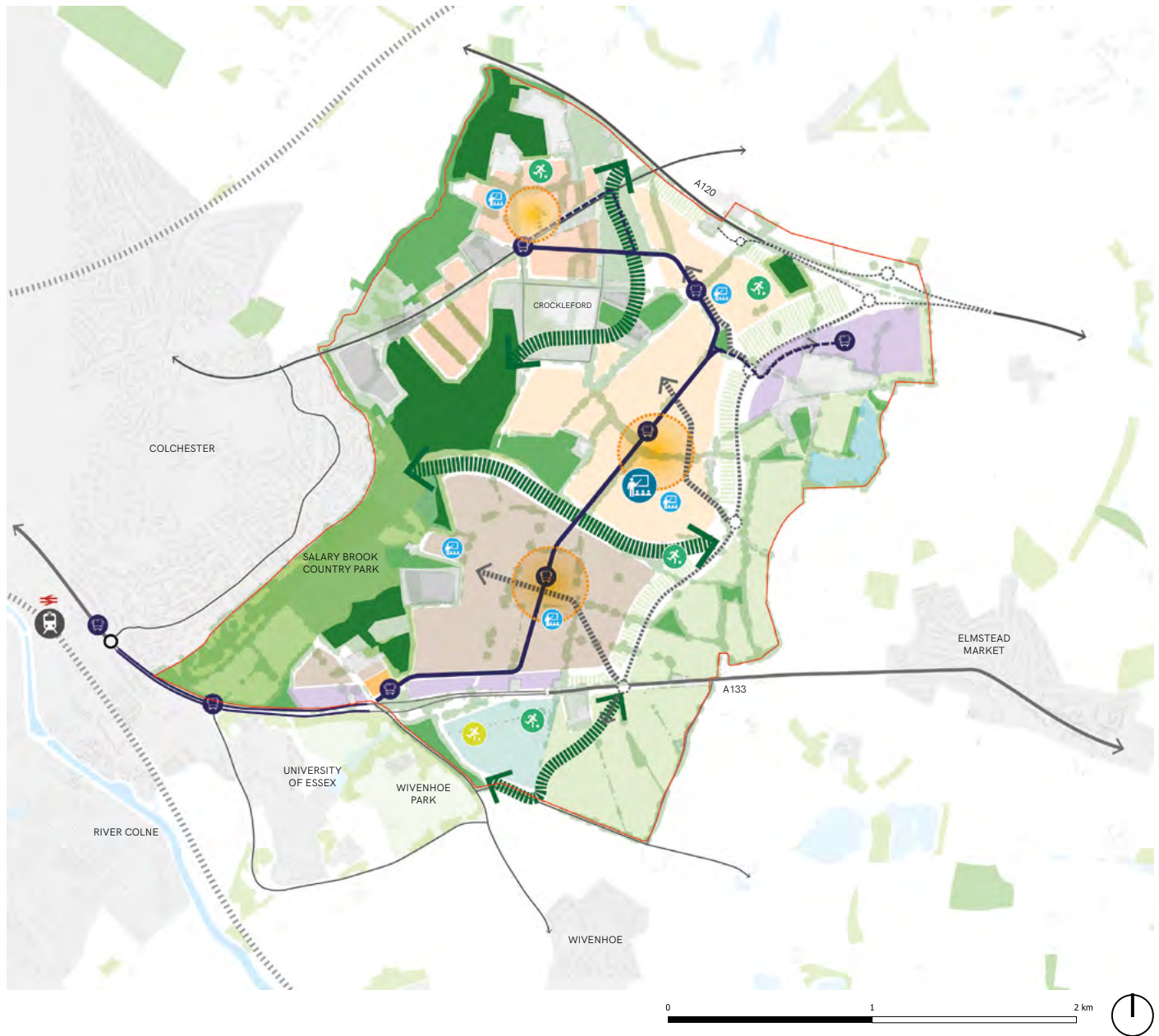
Broad Area of Search

The map below is the 'Area of Search' for the Garden Community, as specified in the Section 1 Local Plan. **This map is not the Policies Map** however it shows the broad area of land identified by the Councils where it is envisaged most of the Garden Community will be located.

FIG. 1 BROAD AREA OF SEARCH



STRATEGIC ILLUSTRATIVE FRAMEWORK MASTERPLAN



KEY

— Area of Search of TCBGC	 Attenuation Ponds	 Central Neighbourhood
- - - District Boundary	 Existing Roads	 Crockleford neighbourhood
 Ancient Woodlands	 Green links	 Employment uses
 Woodlands	 Indicative Rapid Transit Route/halt	 Sports and Leisure Park
 Country Park	 Indicative Peak/additional Rapid Transit Route	 Primary Schools
 Amenity Green Space	 Main vehicular entrance points	 Secondary Schools
 Strategic Green Gaps	 Proposed Neighbourhood centres	 Sports Hubs
— Water Course	 Southern Neighbourhood	 University Sports

*The location of specific land uses, facilities and activities are illustrative and subject to further masterplanning.

GC POLICY 1: LAND USES AND SPATIAL APPROACH

Taking forward the requirements of the Section 1 Local Plan and taking into account the views of local people and other stakeholders, GC Policy 1 sets out the key land uses and spatial parameters within which the Garden Community is expected to be built. It also sets out the Councils' expectations for the information that will need to be submitted and approved ahead of the determination of any outline or detailed planning applications for development of the Garden Community. This will enable the Councils to ensure that development will achieve a comprehensive approach that delivers garden community principles and the Councils' high expectations for design and quality as set out in this **Plan**.

Proposals will be designed to ensure that the new Garden Community will develop as an inclusive, safe, and healthy community. They will represent sustainable developments that manage natural and heritage assets wisely for future generations and existing communities. The new Garden Community will make the fullest possible contribution to minimising greenhouse gas emissions by ensuring resource efficiency, minimisation of waste, reduction in embodied carbon, the prioritisation of renewable energy and through maximizing sustainable and active modes of travel. Proposals will mitigate against and improve resilience to the effects of climate change and contribute positively to the health, wellbeing and resilience of communities and the natural environment.

Part A: Land Use Parameters and Policies Map

Development will be confined to land within the Garden Community location as identified in the Section 1 Local Plan and will adhere to the 'Land Use Parameters', as shown on the 'Policies Map'. Land within the identified Garden Community location is specifically allocated or protected for the following uses:

- Delivery of circa 7,500 new homes with a range of shops, jobs, services and community facilities, including education and health and wellbeing provision (see Part B below).
- A new 'Salary Brook Country Park' incorporating land and woodland at and around the Salary Brook Local Nature Reserve (see Part C below).
- A 'Wivenhoe Strategic Green Gap' incorporating land north of Brightlingsea Road and west of Elmstead Road (see Part D below).

- An 'Elmstead Strategic Green Gap' east of the new A120-A133 Link Road (see Part E below).
- A Sports and Leisure Park to serve the local community and for the expansion of sports facilities for the University of Essex (see Part F below).
- Approximately 25 hectares of employment land in form of a new Business Park and a 'Knowledge-Based Employment' site (see Parts G and H below).
- Provision for the Rapid Transit System.
- A Gypsy and Traveller Site (see Part I below).
- A 'Park and Choose' facility (see Part J below).

Proposals for development must comply with the 'Policies Map' and meet the specific requirements of policies elsewhere in this Plan and in the adopted Section 1 Local Plan.

Any proposal for land within or nearby the Garden Community location that would prejudice the comprehensive development of the Garden Community, as envisaged by the 'Policies Map', the Councils 'Strategic Masterplan', the policies in this Plan or any subsequently approved Masterplans and Design Codes, will not be supported by the Councils.

Part B: The Garden Community Neighbourhoods

The Garden Community Neighbourhoods, extending from the A133 to the A120, will be the principal focus of new development and will deliver three distinct, but interconnected 'Neighbourhoods' containing circa 7,500 new homes of varying size, type, tenure and densities.

'South and North Neighbourhoods'

Broad locations for two distinct but interlinked Neighbourhoods, referred to as the 'South and North Neighbourhoods' are shown on the Policies Map. The 'North and South Neighbourhoods' between them will accommodate around 6,000-6,500 new homes. Development within and across the two 'Neighbourhoods' will be phased to ensure housing development is aligned with infrastructure delivery.

Each 'Neighbourhood' will adopt appropriate approaches to architecture, design, character, density and public open space to achieve a distinctive sense of place that will appeal to a variety of needs and lifestyles. The approaches to development will also reflect the varying levels of physical and environmental opportunities and constraints across the site, as well as proximity to existing communities, key features and assets – such as green spaces, woodland, heritage assets, the University of Essex, new and existing roads, lanes and walking and cycling connections.

Residents within the 'South and North Neighbourhoods' will have high accessibility to local services and facilities. To facilitate the use of walking, cycling and public transport as the preferred alternatives to the private car, each neighbourhood will develop around a 'Neighbourhood Centre' containing shops, services, and community facilities, and where appropriate employment land and job opportunities. The centres will be connected to the neighbourhoods by coherent, direct, safe, and attractive walking and cycling routes designed around the 20-minute neighbourhood principles. Land and property will be provided in the form of 'hubs' within, around and along a corridor of activity between both 'Neighbourhood Centres' to provide for a flexible range of local business needs alongside service sector jobs provided by new schools, nurseries, shops and community facilities.

The provision of student accommodation will be encouraged in accessible locations within the 'South Neighbourhood' where it would have good sustainable links to the University of Essex and where it will contribute to a mixed and diverse community.

The new Rapid Transit System will connect the 'South and North Neighbourhoods' as part of a wider network, providing fast and reliable connectivity between them and key areas of employment both within the site and in surrounding areas, such as the University of Essex, the City of Colchester, Colchester General Hospital, and Colchester Sports Park.

Subject to evidence-based work, the 'South and North Neighbourhoods' are to each be accessed independently from separate vehicular junctions on the new A120-A133 Link Road (as opposed to the A133 and A120 themselves) in order to give priority to the Rapid Transit System and active travel modes. The Councils will work with the University of Essex and other partners, as appropriate, to deliver the key infrastructure (health, education, ambulance, police, and other community uses) necessary to serve the early phases of development. Such infrastructure will be delivered either on a permanent basis, or on an interim basis if it is required ahead of the establishment of the first of the 'Neighbourhood Centres'.

'Crockleford Neighbourhood'

The 'Crockleford Neighbourhood' will be developed as an individual community that is connected by walking, cycling and other sustainable transport modes to the 'South and North Neighbourhoods' and the City of Colchester. The 'Crockleford Neighbourhood' will grow to accommodate around 1,000-1,500 new homes, with its phasing linked to the provision of its own proportionate 'Neighbourhood Centre', associated infrastructure, and sustainable connections to the 'South and North Neighbourhoods'. Accessibility to services and facilities, including those that support health and wellbeing, utilities infrastructure, the Rapid Transit System and other public transport services will be key to determining the phasing of development in the 'Crockleford Neighbourhood'.

The 'Crockleford Neighbourhood' will develop its own character in an incremental and sequenced manner over the longer-term in line with its own specific Masterplan and Design Code. This will protect and respect the character formed by its heritage assets and their settings, its distinctive network of green lanes, small fields and land parcels. The 'Crockleford Heath Area of Special Character' is shown on the 'Policies Map and reflects the core concentration of buildings, spaces and other features requiring specific consideration as part of any wider proposals for development. Within the 'Crockleford Heath Area of Special Character' development must preserve or enhance the intrinsic character of the area, whilst within the wider setting/environs of Crockleford Heath, development should respect/respond positively to the existing landscape structure.

The approach to residential development will need to involve the sequenced servicing and release of individual parcels of land which could include plots for self-build and custom-built homes, with a mechanism to be agreed for the Councils to secure financial contributions from each home towards the delivery of infrastructure and affordable housing.

Part C: Salary Brook Country Park

Land and woodland around and including the Salary Brook Local Nature Reserve is designated as a new Country Park that will be promoted and managed for that purpose. The 'Salary Brook Country Park' will be protected and enhanced as an important corridor for wildlife conservation, informal recreation, and education, and will connect to the wider network of green and blue infrastructure and walking/cycling routes serving the Garden Community and its 'Neighbourhoods'. This designation will provide protection to this area of countryside and will maintain the long-term physical and visual separation to the adjacent City of Colchester.

The section of the new 'Salary Brook Country Park' between the A133 and Bromley Road shown on the 'Policies Map' will be brought forward alongside the earliest phases of development within the Garden Community with further northward extension being secured longer-term alongside development of the 'Crockleford Neighbourhood'.

Part D: Wivenhoe Strategic Green Gap

Land north of Brightlingsea Road and west of Elmstead Road, connecting Wivenhoe Park and the University of Essex, is designated as a Strategic Green Gap. This designation will provide protection to the open countryside to the south of the Garden Community; maintain the long-term physical and visual separation to Wivenhoe and continue the coalescent break established within the Wivenhoe Neighbourhood Plan. The 'Wivenhoe Strategic Green Gap' will comprise of a strong landscaped edge, protecting the character of the surrounding landscape and creating new enhanced habitats for a range of biodiversity. It will connect to the wider network of multifunctional green and blue infrastructure and walking/cycling routes serving the Garden Community and its 'Neighbourhoods'.

Development will only be supported where its role and function would not be materially harmed; it represents the provision of appropriate development for a countryside location; or is for facilities (in connection with the existing use of land or a change of use) for outdoor sport or recreation, renewable energy, cemeteries and burial grounds or allotments.

Part E: Elmstead Strategic Green Gap

Land east of the new A120-A133 Link Road and the new 'Business Park' south of the A120, is designated as a Strategic Green Gap. This designation will provide protection to the open countryside to the east of the Garden Community; maintain the long-term physical and visual separation to Elmstead Market, and to assist in protecting the setting of the designated heritage assets of the Grade I Listed Church of St. Anne and St. Lawrence, Grade II* Listed Elmstead Hall, and Grade II Listed Allens Farmhouse and the Round Burrow.

Development will only be supported where its role and function would not be materially harmed; it represents the provision of appropriate development for a countryside location; or is for facilities (in connection with the existing use of land or a change of use) for outdoor sport or recreation, local low carbon energy generation, cemeteries and burial grounds or allotments.

Part F: Sports and Leisure Park and University of Essex Expansion

Approximately 25 hectares of land south of the A133 and north of the proposed 'Wivenhoe Strategic Green Gap', is allocated on the 'Policies Map' for new a 'Sports and Leisure Park'. This will facilitate the enhancement of sports facilities required by the University of Essex as part of its plans for long-term expansion and will provide sports and leisure facilities which will be available for use by residents and clubs in the existing community, the proposed Garden Community and the University. Where appropriate this will include the provision of indoor and outdoor floodlit facilities.

The 'Sports and Leisure Park' will comprise of a strong landscaped edge to the south, adjacent to the 'Wivenhoe Strategic Green Gap', protecting the character of the surrounding landscape and to creating new habitats for a range of biodiversity. It will connect to the wider network of multifunctional green and blue infrastructure and will provide walking/cycling routes serving the Garden Community and its 'Neighbourhoods'.

Should the position of the A133 Park and Choose Facility be located south of the A133, its provision and position should be evidenced to demonstrate that it would not prejudice the expansion requirements of the University of Essex or the ability to meet the sports, leisure and open space requirements of the wider Garden Community.

Part G: Knowledge-Based Employment Land

Approximately 8 hectares of land north of the A133, opposite Wivenhoe Park and the University of Essex, is allocated on the 'Policies Map' for knowledge-based employment purposes to maximise the benefits arising from close proximity to the University of Essex and the developing Knowledge Gateway. This would be attractive to securing business investment whilst encouraging the provision of sustainable travel trips via walking and cycling routes either directly across the A133, or via the 'Salary Brook Country Park'. Development will be designed and landscaped to make an efficient use of the land available and to ensure an appropriate transition between built development and the open countryside – particularly towards the 'Salary Brook Country Park'.

Part H: A120 Business Park

Approximately 17 hectares of land immediately south of the A120 and east of the new A120-A133 Link Road, is allocated on the 'Policies Map' for a new 'Business Park'. This would be principally used for

general employment, business and industrial purposes providing a range of unit types and sizes for different occupiers. The business park will be accessed via the new A120-A133 Link Road and will be connected to the Rapid Transit System.

The 'Business Park' will be designed and landscaped in a manner that ensures an appropriate transition between built development and the open countryside forming part of the 'Elmstead Strategic Green Gap'. Development will be required to respect the setting of the heritage assets of the Church of St. Anne and St. Lawrence, Elmstead Hall and Allens Farmhouse.

Part I: Provision for Gypsies and Travellers

A new site for the accommodation of Gypsies and Travellers will be delivered within the 'North Neighbourhood' to the south of the A120 and west of the new A120-A133 Link Road. A broad location is identified on the 'Policies Map'. The site will accommodate 18 pitches which will count equally (nine pitches respectively) towards Tendring and Colchester Councils' projected need for such accommodation and will form an integral part of the wider Garden Community. The location and size of the site will be informed by the 'Strategic Masterplan' and subsequent Masterplans prepared by the developer, and shall be detailed as part of a relevant planning application.

The Gypsy and Traveller site will come forward in response to need.

Part J: A133 Park and Choose Facility

One new 'Park and Choose Facility' will be developed on land adjacent to the A133 in one of the two the broad locations shown on the 'Policies Map'. This facility will provide the opportunity for visitors by car to access the walking, cycling and Rapid Transit System networks that connect to the Garden Community, the City of Colchester, and the wider area. It will be located where the Rapid Transport System route intersects with the A133 and within close proximity to the new 'Knowledge-Based Employment Land'. The location and size of the facility will be informed by the 'Strategic Masterplan' and subsequent Masterplans prepared by the developer, and shall be detailed as part of a relevant planning application.

The 'Park and Choose Facility' will be delivered and brought forward alongside first residential phases of development the Rapid Transport System. It will have the ability to be expanded over time in response to future demand.

Part K: Planning Application Requirements

A comprehensive approach to development must be developed that meets with the Councils' high expectations for design and quality, and the key principles that underpin the development of Garden Communities.

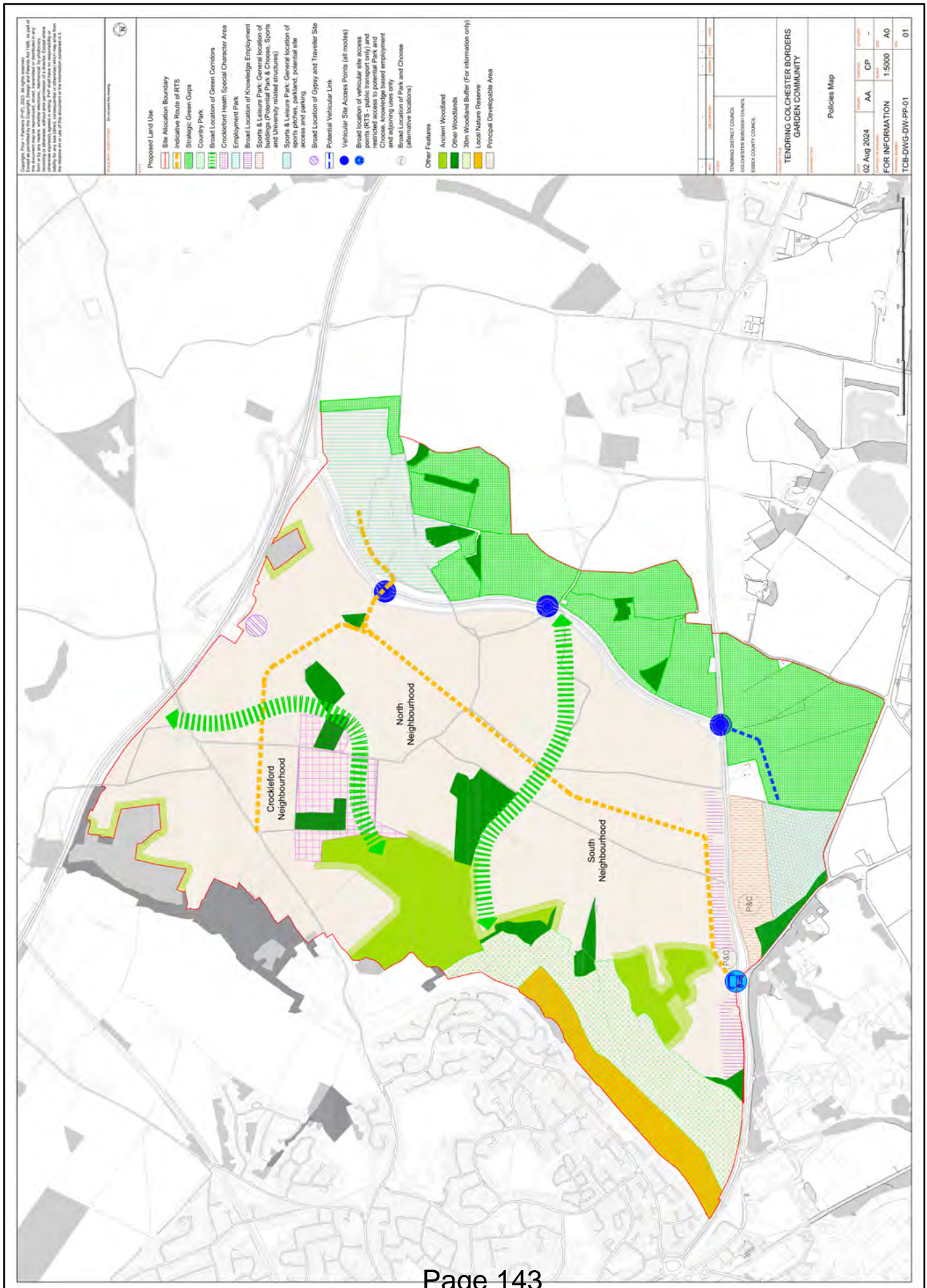
A comprehensive site wide Garden Community Masterplan, detailed Area Specific Masterplans and Design Codes for relevant phases of development should be prepared by the developers through a collaborative process with the Councils and key stakeholders and which should have regard to the Councils 'Strategic Masterplan'.

These will be informed by use of design review and assessment frameworks such as the National Design Guide, National Model Design Code, Building for a Healthy Life and Building with Nature, or similar. These should be approved alongside and/or prior to the determination of relevant planning applications, as appropriate.

Planning applications will be determined considering the policies and proposals within this **Plan**. For planning applications to be considered valid, a range of information must be submitted including plans and/or supporting documents. The Councils local validation lists are available on their websites and clarifies what information is required. This will vary for different types and scales of application being made and will be reviewed as necessary to take account of statutory changes or Government guidance.

Each individual policy of this **Plan** specifies required supporting documents that must be submitted either prior to or in support of planning applications. A full list of these documents can be found at Appendix 3.

FIG. 2 POLICIES MAP



Justification

The chosen strategy for development at the Garden Community confines the majority of development to land south of the A120, north of the A133, west of the new A120-A133 Link Road and east of a new country park (Part C) to be designated around Salary Brook Local Nature Reserve. In addition, selected land around the area of Crockleford Heath has been specifically identified as an Area of Special Character, where development must preserve or enhance its intrinsic character.

Land is designated and shown on the 'Policies Map' as Strategic Green Gaps. Land within the Strategic Green Gaps will be protected from most forms of built development to ensure the Garden Community does not extend or sprawl into locations where it could eventually merge or coalesce with Wivenhoe or Elmstead Market – one of the main concerns raised by local people throughout the public engagement activities. Additional open space is proposed adjacent to Salary Brook Local Nature Reserve to strengthen this area as a buffer to the Colchester urban area encompassing the steep adjoining slopes of the brook as well as nearby woodland. This designation will also prevent coalescence in the Greenstead and Longridge areas.

The evidence has developed to show that the residential capacity of the site is towards the lower end of the 7,000 to 9,000 range set out in the Section 1 Local Plan. This is given the physical constraints of the site with boundaries defined by the Strategic Green Gaps and both the existing and proposed roads. The total number of new homes expected at the Garden Community has therefore been refined to circa 7,500.

The new homes will be delivered across three distinct but interconnected 'Neighbourhoods' (Part B) in the south, north and Crockleford parts of the site, each with associated facilities and infrastructure. Broad locations for these neighbourhoods are shown on the Policies Map. Each neighbourhood will adopt its own approach to architecture, design, character, development density and public space to achieve a distinctive 'sense of place' for each area, that will appeal to a variety of needs and lifestyles. The number of homes and density of housing development will vary both within and across the neighbourhoods, with a general expectation that the overall average density of development will be higher in the southern neighbourhood to reflect its proximity to the University of Essex, and the opportunity for early connection to the Rapid Transit System; and lower in the northern neighbourhoods, further from the University, and which reflects the more sensitive nature of the landscape and existing communities further north particularly around Crockleford Heath.

Each neighbourhood will be served by at least one 'Neighbourhood Centre' and will be focused around high accessibility to the Rapid Transit System. Each neighbourhood will contain a range of employment land and job opportunities, shops, services, and community facilities, including green-blue infrastructure, which will be located within close walking and cycling distance of the new homes, designed to help reduce people's reliance on private cars.



The Garden Community will be planned and developed on the concept of a "20-minute neighbourhood", and this **Plan** involves a range of interrelated policy actions that seeks to provide residents access to most of their daily needs within a short walk or cycle ride from their home. To help achieve this, higher density development will be focused around each centre. The 20-minute neighbourhood principle makes life more livable for residents, by improving air quality and making neighbourhoods safer, quieter, more diverse, inclusive, and economically vibrant.

Another way of minimising the reliance on private car use is to promote and prioritise sustainable travel choices such as walking, cycling and use of public transport, including the new Rapid Transit System, by making them as convenient as possible, whilst still accommodating the practical needs of private car users and users of commercial vehicles. To help achieve this, as well as providing services and facilities within walking and cycling distance of new homes, connectivity through and between the three neighbourhoods will be primarily limited to walking, cycling and public transport, including the Rapid Transit System. The neighbourhoods will be accessible by private

car and commercial vehicles with appropriate levels of parking and electric charging facilities provided, however, access will be from separate junctions on the new A120-A133 Link Road with no direct vehicle access between the neighbourhoods, with the exception of emergency vehicles and public transport. This approach will help to promote and prioritise sustainable transport choices and reduce the possibility of 'rat-running' through the Garden Community.

A new 'Park and Choose' facility (Part J) would be provided for the Garden Community to enable visitors by car to access more sustainable transport choices such as walking, cycling and the Rapid Transit System, which can also provide access to key areas of employment and services within Colchester. This will be located at a location adjacent to the A133 where the Rapid Transport System route intersects with important transport corridors and the two principal areas of employment uses.

The approach taken to delivering employment and knowledge based employment at the Garden Community is designed to deliver a range of job and training opportunities across different sectors, which could include general business and light industrial activity, to research and development, construction, and services. Two principal areas of employment land have been allocated. One will be located immediately south of the A120 and east of the new A120-A133 Link Road (Part H) primarily to serve the needs of general business and industry (which could include manufacturing of green technologies and modular components to assist in construction of the new homes and buildings at the Garden Community). The second would be located on land north of the A133 adjacent to the University of Essex and Knowledge Gateway (Part G). Suitable early years and childcare facilities, and primary and secondary schools will also be provided.

The Councils support the University of Essex in its future plans to expand services, increase student intake and provide business, research and development space and sports facilities, and will support appropriate proposals that will help to achieve this both within and beyond the plan period. The development of a new 'Sports and Leisure Park' will enable the wider expansion of the University of Essex to the benefit of the local economy. The Councils and Developers will work with the University of Essex to make maximum use of land and property on the existing campus for the expansion of its academic facilities and to increase the supply of student accommodation both within the Garden Community 'Neighbourhoods' and elsewhere throughout the City of Colchester where there are good connections to the Rapid Transit System.



Land and property will be provided in the form of 'hubs' within and around the 'Neighbourhood Centres' to provide for a flexible range of local business needs alongside service sector jobs provided by new schools, shops and community facilities. New homes and business premises will also be designed and served by the necessary digital infrastructure to accommodate and promote home working and self-employment.

At this early stage of planning for the Garden Community, it is not possible, nor sensible, for this **Plan** to contain full or precise details of design, layout and appearance of the new buildings and spaces that will be delivered. Instead, this **Plan** provides the overarching strategy and policies that will provide direction for more detailed Masterplans, Design Codes and, ultimately, planning applications to follow.



Chapter 4: Nature

The outdoor natural environment of the garden community will be its biggest asset. It will comprise green infrastructure where neighbours will spend time, play, interact and grow. It will provide a natural support system for both people and wildlife.

This chapter sets out the policy expectations in relation to nature and green-blue infrastructure. The natural environment of the Garden Community will be its greatest asset. Nature will be placed at the heart of the development to contribute towards nature's recovery, to realise the wellbeing and economic benefits to individuals, and to deliver nature-based solutions. A well-connected, multifunctional green-blue infrastructure network will help to create a community where neighbours can interact, live active lifestyles and where nature can thrive.

Section 1 Local Plan

Under the theme of Nature, the main requirements covered in this **Plan**, as set out in the policies of the adopted Section 1 Local Plan, include:

- Create distinctive environments which are based on comprehensive assessments of the surrounding environment and that celebrate natural and historic environments and systems, utilise a multi-functional green-grid to create significant networks of new green infrastructure including a new country park at the garden community, provide a high degree of connectivity to existing corridors and networks, and enhance biodiversity.
- Natural measures to avoid, protect and/or enhance wildlife areas within and surrounding the site such as Bullock Wood Site of Special Scientific Interest (SSSI), Ardleigh Gravel Pits SSSI, Wivenhoe Pits SSSI, Upper Colne Marshes SSSI and habitats sites of international importance.
- Measures to incorporate biodiversity creation and enhancement measures.
- A network of multi-functional green (and blue) infrastructure incorporating key elements of the existing green assets within the site and also including new community parks, allotments, a new country park and the provision of sports areas and play areas with associated facilities.
- Provision of water and wastewater mitigation measures including the use of open space to provide flora and fauna rich sustainable drainage solutions.



Principles

A PLACE SHAPED BY NATURE AND LANDSCAPE

The Garden Community will incorporate important existing landscape features and provide a high degree of connectivity to existing green corridors and networks. Alongside a new Country Park provided along the Salary Brook Corridor it will also deliver a variety of new spaces - parks, fields, wild spaces, communal spaces, private places, secret spaces.

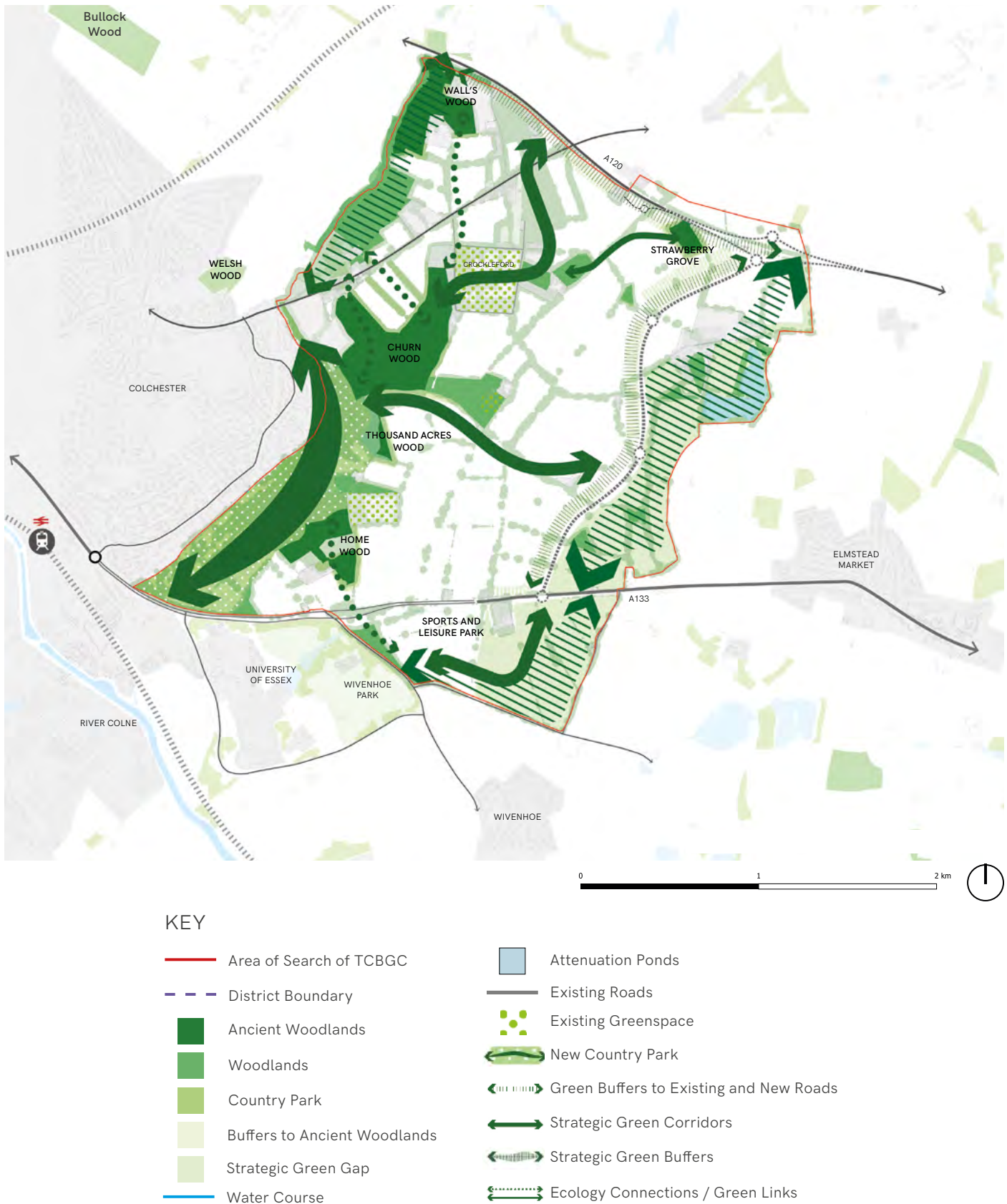
A PLACE WITH THRIVING ECOLOGY AND BIODIVERSITY

Net Gains in biodiversity and a thriving ecological network will shape the Garden Community ensuring native species thrive. Key assets within the Garden Community site including Salary Brook Local Nature Reserve, Welsh Wood Local Nature Reserve, ancient woodland, species rich hedgerows, areas of species rich grassland and valuable wetlands will be protected and/or enhanced and linked into the wider natural ecosystem network through habitat creation and management.

A PLACE WITH A PRODUCTIVE AND CLIMATE RESILIENT NATURAL LANDSCAPE

The landscape of the Garden Community will be informed by inclusive community design and provide a range of productive uses such as orchards, allotments, and growing fields. Natural flood risk management and carbon capture will be seamlessly incorporated in the ecological network, making the natural landscape “work hard” and deliver multiple benefits simultaneously.

NATURE ILLUSTRATIVE FRAMEWORK PLAN



*The location of specific land uses, facilities and activities are illustrative and subject to further masterplanning.

GC POLICY 2: NATURE

The approach for the Garden Community is to protect and enhance the existing green-blue infrastructure network for the benefit of people and wildlife. There are numerous natural and historic assets, such as ancient woodlands and hedgerows, and the Wivenhoe Park Registered Park and Garden, within or adjoining the Garden Community. Development will protect and enhance existing assets and incorporate these into a well-connected green-blue infrastructure network.

Biodiversity, geology, heritage assets, archaeology and landscape character will be protected and enhanced. A multifunctional green-blue infrastructure network will be provided within and link beyond the Garden Community, providing space for nature, recreation and encouraging active travel; creating settings for the built environment; and enhancing local landscape character. This includes a country park along the western boundary of the Garden Community and a strategic east-west green corridor. Green-blue infrastructure will be an integral part of and means to improve the quality of the built environment and should optimise the provision for additional wildlife habitat.

Part A: Green-Blue Infrastructure

The Strategic Masterplan includes a Nature Layer for the whole site clearly demonstrating green links, including green corridors, within and beyond the site. The Nature Layer is coordinated with active travel networks to maximise the potential for routes through green infrastructure to be used for travel and leisure.

Connections must be made to the existing Colchester Orbital (a circular walking and cycling route around the City's perimeter) which runs along Salary Brook and through the site, linking key open spaces and public rights of way (PRoW). The Colchester Orbital will be retained and enhanced as a significant green link within the development, connecting to substantial green corridors within the development formed around the existing green infrastructure network.

Existing landscape features, PRoW and the network of lanes within the site should be retained, enhanced and incorporated into the development to form part of the green-blue infrastructure network and public realm wherever possible. A variety of new open spaces and other green-blue infrastructure will be created, including a Country Park along the Salary Brook corridor, including the slopes, and multiple green corridors. Proposals will need to include details of a green-blue infrastructure network, how it complies with the strategic masterplan and must demonstrate how all open spaces connect to this network.

Green-blue infrastructure must deliver multiple benefits and proposals must demonstrate or provide:

- How the amount, typology and function of new open space and other green-blue infrastructure meets the standards in the Colchester and Tendring Sports, Recreation and Open Space Strategy (2022) or any updates to this strategy.
- How biodiversity enhancement and net gain measures will be incorporated, including the use of habitat restoration and natural regeneration.
- How the design supports the dispersal and migration of individual species and whole habitats, either as part of a regular movement pattern or through migrations in response to climate change.
- How the green-blue infrastructure proposed will be managed and maintained as part of the stewardship model.
- That the strategy for selection of trees and other plants has been chosen to enhance both nature and beauty, for climate resilience and for food. For example, through drought tolerant or wetland planting approaches as appropriate.
- Details of street trees and hedgerows and that appropriate measures are in place to secure long-term maintenance of newly planted trees.
- Details of how existing trees and hedgerows will be incorporated into the development.
- How natural or free play areas have been incorporated into the urban setting as well as green spaces.
- The provision of areas of wild bird cover for the benefit of farmland birds.
- The creation of verges of priority habitat, hedgerow, wildflower-rich or rough grassland along roads, streets where appropriate, and pedestrian and cycle networks.

- High quality, sustainable design and selection of public furniture, including play equipment, and lighting (where appropriate), which is essential to ensure that places are accessible and inclusive.
- Inclusive and accessible to all, including people with varied mobility and sensory needs.

Part B: Suitable Alternative Natural Greenspace (SANG)

Proposals will be required to provide an appropriate amount of Suitable Alternative Natural Greenspace (SANG), in accordance with Natural England (NE) guidance. This will reduce the amount of day-to-day recreational trips to the protected habitat sites Essex coast. Proposals to incorporate SANG within the new Country Park will be supported where they conform to the principles of the Strategic Masterplan and where evidence, including visitor surveys, is provided to demonstrate that the Salary Brook Local Nature Reserve has sufficient capacity to accommodate any increased visitor usage proposed in order to count towards SANG provision. 10 The Council will work with Natural England, landowners and stakeholders to agree the extent of SANG provision for each phase of the Garden Community, which must link into a wider network of footpaths, green infrastructure and public open space. Proposals must demonstrate how SANG, and access to it, will be provided for each relevant phase of the development, including access to temporary SANG where required.

Part C: Integrating Green and Blue (water) Spaces into Built Form

A key principle and part of the distinctive character of the Garden Community will be the green-blue infrastructure network and celebration of the natural and historic environment. Proposals should take every opportunity to integrate green and blue spaces and will be required to demonstrate, both spatially and technically, how they have been integrated into the built form. Examples include: tree lined streets or streets that contain hedgerows appropriate to local character, habitats, and species; insect-attracting plants, hedgerows, log piles, and other places of shelter for wildlife refuge/hibernation within structural landscaping and open spaces; hedgehog friendly features in residential garden boundaries to create linked habitat; dark corridors for bat foraging; green walls and roofs and other measures of incorporating trees and plants into buildings; bat boxes, bricks or lofts and bird boxes; dual purpose street furniture; and Sustainable Drainage Systems (SuDS).

Part D: Protection of Biodiversity

Proposals will need to provide the following:

- Are supported with appropriate ecological surveys where necessary.
- Where there is reason to suspect the presence of a protected species (and impact to), or Species/Habitats of Principal Importance, proposals should be accompanied by an ecological survey assessing their presence and, if present, the proposal must be sensitive to, and make provision for their needs and demonstrate the mitigation hierarchy has been followed.
- Will minimise fragmentation of habitats.
- Maximises opportunities for the preservation, restoration, enhancement, and connection of natural habitats in accordance with the Local Nature Recovery Strategy or future replacements.

Before granting planning consent, wintering bird surveys will be undertaken at the appropriate time of year to identify any offsite functional habitat. In the unlikely event that significant numbers are identified, development must firstly avoid impacts. Where this is not possible, development must be phased to deliver habitat creation and management either on or off-site to mitigate any significant impacts. Any such habitat must be provided and fully functional before any development takes place which would affect significant numbers of SPA birds.

Sensitive habitats should be buffered with additional planting or other agreed appropriate measures wherever possible to discourage access. Appropriate interpretation/signage will be required to help divert visitors away from sites that are sensitive to recreational disturbance, including the use of marketing and promotional material at the point of house sales. Ecologically rich buffer landscapes against existing and new road corridors will be required. The minimum widths of these will be agreed through an appropriate design code or similar.

Part E: Biodiversity Net Gain

- Proposals must deliver a minimum of 10% measurable biodiversity net gain across the whole site with gains delivered either on-site or immediately adjacent to the site in accordance with the mitigation hierarchy, and must follow the latest [Defra Metric](#), and its accompanying guidance, as well as local guidance where applicable. Initial high-level testing of BNG calculations of the strategic masterplan indicate that in excess of 10% can be achieved on average across the masterplan allocation.

- Biodiversity net gain must be delivered in addition to following the mitigation hierarchy, sound ecological principles, and overall high quality urban and landscape design.
- As a priority, impacts on moderate and high distinctiveness habitats must be avoided wherever feasible.
- Biodiversity net gain should include measures at the strategic and neighbourhood level. Other street and household level enhancements should form part of the general biodiversity and landscape enhancement measures.
- Biodiversity net gain calculations should be completed for the area covered by the Strategic Masterplan and updated in respect of each individual development proposal. Habitat enhancement and creation relating to each proposal should ideally be contained within their respective boundary where this will deliver the best outcomes for biodiversity. There is a preference for biodiversity offsetting to be defined by cross-referenced plans and located within the Garden Community. The Councils will provide coordination to ensure no double-counting between proposals. The Council will work with developers to maintain iterative biodiversity net gain accounting for the entire Garden Community as proposals come forward. Habitat enhancement and creation for delivering biodiversity net gain within the Strategic Green Gaps, Salary Brook Country Park, SANG and SuDS and other green infrastructure will be supported, where true additionality through stacking of ecosystem services can be demonstrated. Stacking of ecosystem services will be permitted where additionality can be demonstrated, taking account of emerging guidance on stacking from Natural England and Defra.

Part F: Tree Planting

Existing trees on the site, including hedgerows, should be retained where appropriate. Opportunities should be taken to connect patches of existing woodland within the Country Park through tree belt planting and a tree belt buffer should be included along the southern edge of the Country Park, adjacent to the A133, to create an attractive edge to development and provide screening. A variety of new trees will be planted (or allowed to regenerate where appropriate such as in the proposed country park and other net-gain areas), to include:

- Street trees.
- Trees in gardens.

- New and enhanced areas of woodland.
- Orchards
- Hedgerows with trees.

Areas for planting or regeneration will need to be set out and agreed in the appropriate landscape and green-blue infrastructure strategies and management plans.

Part G: Productive Landscapes

Allotments and a range of productive uses such as orchards, edible walkways and community gardens will be provided throughout the Garden Community to promote healthy lifestyles. Allotment provision must be well related to residential areas and community spaces, with suitable access arrangements, water supply and fencing. Allotments must sit sympathetically in the landscape and make provision for people with special educational needs and disabilities.

Part H: Sustainable Drainage Systems and Blue Infrastructure

Proposals must include Sustainable Drainage Systems (SuDS) for the management and disposal of surface water, in preference to piped systems, to avoid any increase in surface water flood risk or adverse impact on water quality and to prevent harm to offsite wildlife sites. Proposals must demonstrate how the SuDS feature(s) reflect and respond to site circumstances, landscape character and the green-blue infrastructure network, and have regard to Essex County Council's SuDS Design Guide.

SuDS should be designed as focal points by incorporating multifunctional green and blue infrastructure, provide amenity benefits, as well as linking habitats and creating enhanced areas for biodiversity by incorporating ditch habitat, reedbeds and pond networks. Consideration should be given to proposed health and safety measures for SuDS features and the design should address the usability, accessibility and safety of open space particularly for young children, the elderly and those with reduced mobility. Proposals must reduce post development run off rate back to the greenfield 1 in 1 year rate, with an allowance for climate change.

SuDS will be required to meet the following design criteria:

- The design must follow an index-based approach when managing water quality. Implementation in line with the updated Construction Industry Research and Information Association (CIRIA) SuDS Manual is required. Source control techniques such as green roofs, permeable paving and swales should be used so that rainfall runoff in events up to 5mm does not leave the site.
- Sensitively designed and integrated into green-blue infrastructure to create high quality public open space and landscaped public realm by providing viewpoints, footpaths, seating and signage where appropriate.
- Maximise opportunities to enhance biodiversity net-gain.
- Improve the quality of water discharges and be used in conjunction with water use efficiency measures.
- Function effectively over the lifetime of the development.
- The hierarchy of managing surface water drainage from any development in the Garden Community should be managed in accordance with this hierarchy: firstly, rainwater reuse; and secondly infiltration.

Proposals should be designed to include permeable surfaces wherever possible. Proposals for impermeable paving, including on small surfaces such as front gardens and driveways, will be strongly resisted unless it can be suitably demonstrated that this is not technically feasible or appropriate.

Part I: Integration of A120-A133 Link Road Mitigation

A comprehensive approach is required to ensure that the environmental mitigation for the A120-A133 Link Road, as specified in the conditions of the approved planning application, is fully integrated into the design of the Garden Community. This could include integrating those elements contained in the Landscape Plan, Landscape and Ecological Mitigation and Management Plan (LEMMP), Ecological Design Strategy, Farmland Bird Mitigation Strategy and Biodiversity Monitoring Strategy, which are conditions in the planning consent, with the landscape, multifunctional green-blue infrastructure, and ecological measures for the Garden Community.

Part J: Air Quality

Proposals that might lead to a deterioration in air quality or to an exceedance of the national air quality objectives, either by itself, or in combination with other development, will require the submission of an Air Quality Assessment to be carried out in accordance with industry best practice. This should address:

- a) The cumulative effect of further emissions and screening for air quality impacts.
- b) Where identified as being required, the proposed measures of mitigation, using good design, technical solutions and offsetting measures that prevent the deterioration of air quality and ensure that National Air Quality Objectives are not exceeded.
- c) The identification of measures to secure the safety and satisfactory quality of life for the future occupiers and existing residents. Development must not result in an increased exposure to poor air quality, including odour, fumes and dust, particularly where developments might be occupied or used by vulnerable people.

The Air Quality Assessment must be informed by traffic scoping modelling for each relevant phase of development and is required to assess increases in traffic levels on routes that lie within 200m of European Sites whose qualifying features, or the habitats that support them, are sensitive to any related changes in air quality.

All development proposals should promote a shift to the use of sustainable low emission transport modes, to minimise the impact of vehicle emissions on air quality.

Part K: Planning Application Requirements

1. Proposals must include a green-blue infrastructure plan, which demonstrates how the scheme reflects and complies with the Strategic Masterplan; the Colchester Tendring Open Space Strategy requirements; the Healthy Living and Play Strategy required by GC Policy 6; appropriate biosecurity standards for sourcing, quarantining, and inspecting plant material supplied to the development required by GC Policy 8; and demonstrate how green and blue spaces have been integrated into the built form.
2. Proposals must be supported with appropriate ecological surveys and landscape and visual impact assessments where necessary and include a biodiversity net gain calculation and biodiversity gain plan, which follows the latest Defra Metric and guidance on biodiversity net gain.

3. The Councils will require the developer to enter into an appropriate legal agreement to ensure the long-term establishment, management, maintenance and monitoring of biodiversity mitigation, compensation, and net gain measures for a minimum of 30 years as part of the grant of any planning permission. It is anticipated that the developer will need to achieve this by entering into an agreement with a suitably qualified and experienced nature conservation management organisation to deliver the creation, and management of habitat in a development of this scale.
4. An indicative Drainage Plan for the whole Garden Community must be prepared and approved in writing by the Councils before the determination of any planning application for development of the site.
5. Proposals must include a Drainage Plan and SuDS Management and Maintenance Plan, which demonstrates how the scheme reflects and complies with the Garden Community wide indicative Drainage Plan setting out the long-term management and maintenance arrangements.
6. Proposals must contribute to the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy 2018-2038 (RAMS), or successor document, to mitigate for the in-combination effects of increased recreational disturbance across Essex.
7. Proposals must be supported by an Air Quality Assessment to be informed by traffic scoping modelling for each relevant phase of development in accordance with industry best practice.

Justification

The Vision for the Garden Community is that the natural environment will be its biggest asset. Green-blue infrastructure will allow residents to spend time, play, interact and grow and will provide a natural support system for people and wildlife and help to integrate built elements into the existing landscape. Open spaces will be created that contribute to a safe and secure environment by means of natural surveillance, physical security, cohesion, and a sense of community ownership help to create socially inclusive, active communities and seek to build in opportunities for residents to be active through their everyday lives. This reflects the Section 1 Local Plan requirement of the creation of distinctive environments, which utilise a multifunctional green-grid to create significant networks of new green-blue infrastructure. It is important that the landscape architect and lighting designers coordinate their plans to avoid conflict between lighting, planting strategies and conservation. Safe public spaces should be created that have incorporated good, consistent, and well-designed lighting throughout the development whilst maximising natural surveillance opportunities. The detailed lighting design should evidence current relevant standards and or relevant industry standards.

An appropriate amount of Suitable Accessible Natural Greenspace (SANG) provision, in accordance with Natural England (NE) guidance will be required. This must follow Natural England's latest SANG Guidelines (and successor documents), which are currently set out in the document 'Suitable Alternative Natural Greenspace (SANGs) for the Thames Basin Heaths Special Protection Area' (August 2021). Appendix 1 of the SANGs guidance provides a useful list of design features to be incorporated into publicly accessible green infrastructure and so provides a useful (but not exhaustive) checklist of design criteria to inform the detailed design of the landscape at later stages in the design process. The Councils encourage the incorporation of as many of these design features as possible. The developer should discuss the provision of SANG with Natural England.



Measures to integrate green and blue spaces into the built form will form part of the green-blue infrastructure network. This policy identifies examples of what sort of measures will be sought to maximise climate change mitigation and biodiversity extinction mitigation throughout the development. Appropriate ecological surveys and biodiversity net gain calculations will be required in support of planning applications and the mitigation hierarchy must be followed alongside good natural design principles. As required in the Section 1 Local Plan, avoidance, protection and/or enhancement of 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 in accordance with the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS). Wintering bird surveys were undertaken as part of plan preparation and further wintering bird surveys as part of proposals at application stage for each phase of the Garden Community are required. Where the surveys show that mitigation is required, development must be phased to deliver habitat creation and management either on- or off-site to mitigate any significant impacts. Any such habitat must be provided and fully functional before any development takes place which would affect significant numbers of SPA birds.

There is a requirement for sensitive habitats to be buffered, with additional planting or other agreed appropriate means to discourage access, and for substantial buffers against road corridors to be provided. Biodiversity net gain and a thriving ecological network is a strategic principle of the Garden Community. Where new areas of habitat are created, this should be targeted adjacent to or between retained existing areas of habitat in order to expand and link them, thus making them more resilient. Habitat creation and management should retain and enhance habitat links to the wider landscape, for example to the Colne Valley.

Biodiversity net gain calculations should be iterative. The Councils consultants have undertaken biodiversity net gain calculations of the Councils Strategic Masterplan, which indicates that 12.5% biodiversity net gain can be achieved. Biodiversity net gain calculations will be updated by the developer for each proposal. The Councils will work with developers and provide coordination to maintain iterative biodiversity net gain accounting for the entire Garden Community. As a general principle, there are likely to be various development parcels/ proposals where the biodiversity net gain target cannot be met within the respective boundary. In these cases, the Councils will co-ordinate the 'banking' of gains achieved in the communal or green-blue infrastructure parcels, which can then be notionally apportioned off (or sold) to the developed parcels where net gain is not feasible to achieve. Biodiversity enhancements delivered in the link road and advance habitat creation in other areas of the site in the next few years could be 'banked' so that the wider Garden Community opportunity would have ready-made biodiversity units available. However, in line with the mitigation hierarchy (avoid, mitigate, compensate), the individual development parcels would have to demonstrate that all opportunities for biodiversity net gain within their parcels had been achieved first before relying on the banked biodiversity net gain value in communal green-blue infrastructure areas.

Applications for outline planning permission and phased development will require the submission of biodiversity gain information. Proposals for outline and phased permissions will require the applicant to outline strategies that will achieve the biodiversity gain objective across the whole site, and to demonstrate how this could be delivered on a phase-by-phase basis. This would include:

- the key principles that will be followed to ensure biodiversity gain commitments are achieved through subsequent detailed design
- how biodiversity net gain delivery will be tracked on a phase-to-phase basis, including the target percentage gains to be delivered at each stage. For most phased developments, the preference is for biodiversity gains to be 'frontloaded' into earlier stages. This will help to avoid the risk of net losses being caused by later stages being delayed or cancelled
- the approach to be taken in the event that subsequent phases do not proceed or fail to achieve their biodiversity net gain targets
- the pre-development biodiversity value for the whole site should be agreed as part of the site wide masterplan and used as the basis for agreeing detailed proposals through subsequent applications pursuant to the approved development
- a mechanism to link biodiversity net gain strategies to subsequent applications pursuant to the approved development

Properly managed trees and woodlands in urban and semi urban areas make a significant contribution to planning, design, and management of sustainable, resilient landscapes. Trees are important for health and wellbeing, wildlife and improving our environment. Increasing tree cover is one of the quickest and cheapest ways of mitigating climate change. The eastern half of the Garden Community offers the most opportunity for increasing tree canopy cover. Whilst tree planting and increasing tree canopy cover is encouraged, planting should only be undertaken in suitable locations and natural regeneration should be encouraged wherever possible. There is an opportunity to connect patches of existing woodland and ancient woodland within the Garden Community with the country park through new tree belt planting. Increasing tree cover in greenspaces – parks, playgrounds and around sports facilities, cemeteries/crematoria, verges, and other publicly open areas is the easiest and cheapest way of maximizing tree coverage. Tree creation in orchards, woodland, and arboretum should also be incorporated.



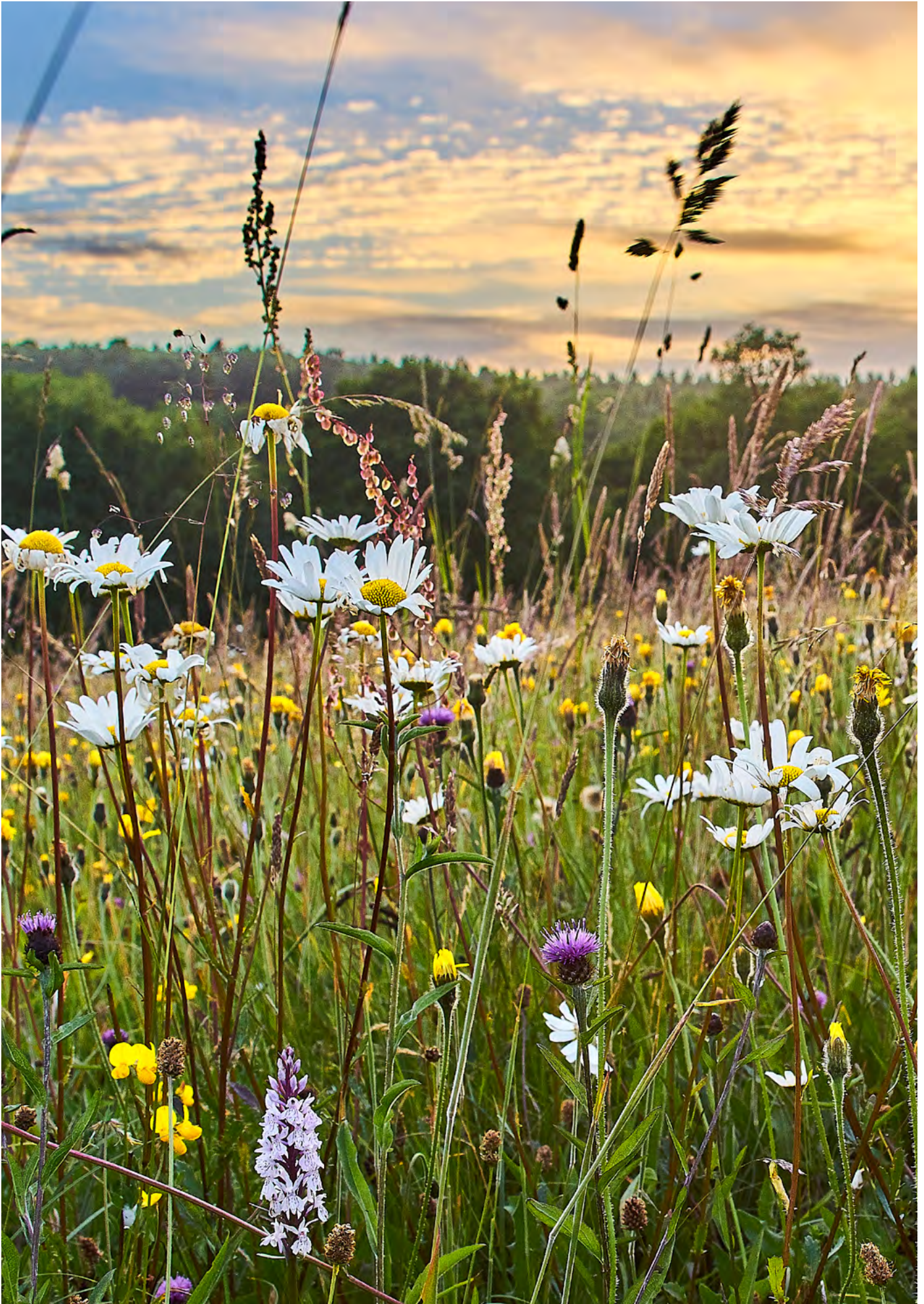
Allotments and productive landscapes help to promote healthy lifestyles by promoting healthy eating and community integration. There are excellent examples of community gardens being beneficial for children and adults with disabilities (e.g. learning and sensory). The strategic principles for the Garden Community include the provision of space for a range of productive uses such as orchards, edible walkways and allotments. Their importance should not be underestimated, and opportunities for their creation should be provided throughout the Garden Community.

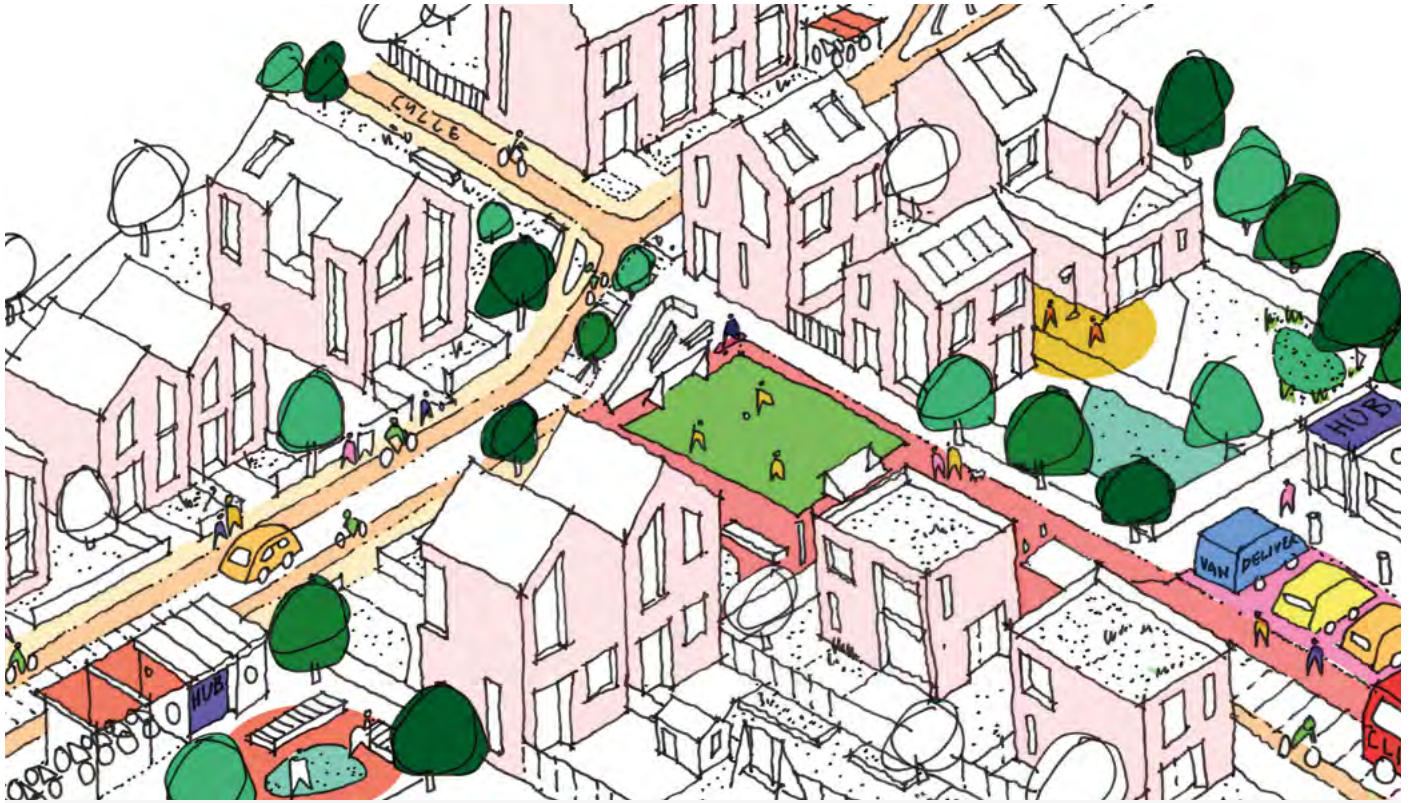
The strategic principles for the Garden Community recognise that natural flood risk management and carbon capture will be seamlessly incorporated in the ecological network, making the natural landscape “work hard” and deliver multiple benefits simultaneously.

The [NPPF](#) and Planning Practice Guidance (PPG) set out the requirements for the use of Sustainable Drainage Systems (SuDS) to minimise the risk of flooding from new development. The use of SuDS to manage water run-off is an important tool in minimising flooding by increasing the provision of permeable surfaces in an area that allows water to seep gradually into the ground, rather than running directly into a drainage network, thereby reducing the risk of overloading the system. SuDS can also reduce the impact of diffuse pollution from run-off and flooding. The effective use of permeable surfaces, soakaways and water storage areas should be incorporated. Early consideration should be given to the potential to use SuDS to identify when and where the use of such technologies is feasible and to also identify which type of SuDS is most appropriate to site conditions. Only where there is a significant risk of pollution to the water environment, inappropriate soil conditions and/or engineering difficulties, should alternative methods of drainage discharge of water from a site be considered.

A drainage plan and SuDS management and maintenance plan will need to be prepared to ensure that the need for SuDS has been properly considered as part of the planning application process. Developers will need to enter into early discussions with the Councils and the Lead Local Flood Authority and as part of discussions, maintenance and long term adoption responsibilities should be explored and agreed, as part of the SuDS approval process, prior to the start of development.

This policy should be read closely with GC Policy 9: Sustainable Infrastructure. GC Policy 9 also includes reference to green infrastructure and includes requirements for water supply and wastewater to ensure new development does not have an adverse effect on any habitats site or nationally protected sites and complies with environmental legislation.





Chapter 5: Buildings, Places and Character

The garden community will provide the right homes, jobs and spaces for all aspects of life. The garden community will create thriving distinctive places. It will be memorable for its landscape and architecture and will be widely recognisable of its place in North Essex.

The Councils have very high expectations for how the Garden Community will create unique and distinctive buildings and neighbourhoods, whilst still respecting the character and visual amenity of nearby towns, villages, historic buildings, structures and the character and features of the landscape. The Councils also have high expectations in terms of sustainable design and construction, and this is covered in Chapter 9: Sustainable Infrastructure.

The Garden Community will be inclusive and accommodate a diverse range of households meeting a range of housing needs. The Garden Community will provide a mix of different housing sizes and types to meet the needs of differing groups, including but not limited to students, those with disabilities, older people, service families, single person households, first time buyers and gypsy and travellers. There will also be opportunities for those who wish to commission or build their own home via self and custom build plots.

Section 1 Local Plan

Under the theme of 'Buildings, Places and Character', some of the main requirements covered in this **Plan**, as set out in the policies of the adopted Section 1 Local Plan include:

- The creation of a unique and distinctive place that responds positively to local character and context to preserve and enhance the quality of existing places and their environment – including assets of historic value;
- Provide a mix of land uses and services with well-defined public and private spaces to create sustainable well-designed neighbourhoods;
- Well-designed and integrated public realm with high quality landscape design, street furniture and other distinctive features that help to create a sense of place;
- Integrates green infrastructure that creates spaces and places for healthy living, biodiversity recovery, play, noise, visual, heat and air quality mitigation, and natural SuDS;
- Creating streets and places that are overlooked and active and promote inclusive access;
- Development to be of appropriate densities which reflect both the context, place-making aspirations and opportunities for increased levels of development around centres and transport hubs;
- A mix of housing types and tenures including self and custom build and starter homes including a minimum of 30% affordable housing, phased through the development; and
- Protecting the amenity of existing and future residents and users with regard to noise, vibration, smell, loss of light, overbearing and overlooking.



Principles

A PLACE WITH DISTINCTIVE IDENTITY

Inherently authentic, memorable and delightful, the Garden Community will have a locally-rooted character drawn from its surroundings, but also a strong identity of its own. The community will be varied in its built form, densities and architectural style. Its impact on the human and physical environment will be considered. Strong and purposeful buffers will provide separation where they are needed while in other areas strong connections and planned links will ensure it is never isolated.

A PLACE THAT IS VIBRANT AND ACTIVE

The Garden Community will be designed to ensure interaction and activity is common. Centres will encourage a variety of mixed use, flexible spaces that are accessible in close proximity to homes and jobs. It will be known for its quality of livability, equitable prosperity, and social cohesion.

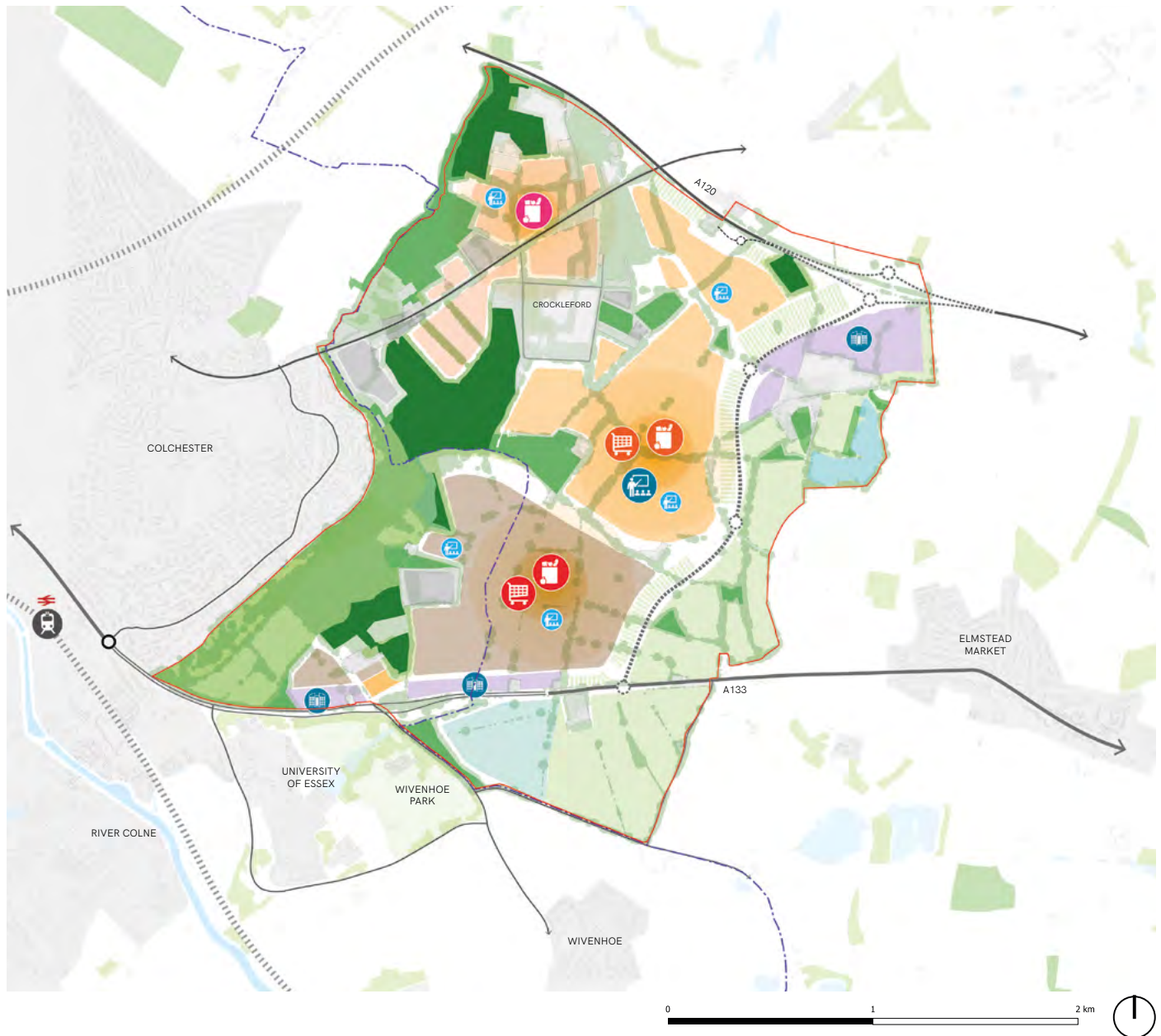
A PLACE WHERE HOUSING IS ACCESSIBLE, AFFORDABLE AND INCLUSIVE

New housing will provide opportunity for young renters, flat sharers, first time buyers, growing families, empty nesters and ageing members of society to live side by side - there will be a real sense of belonging and community with homes designed to be more flexible and adaptable to whole life needs.
















A PLACE WITH GREAT HOMES

The Garden Community will create high quality and desirable homes designed to meet the changing needs of society whilst ensuring high quality spaces.

BUILDINGS PLACES AND CHARACTER ILLUSTRATIVE FRAMEWORK PLAN



KEY

— Area of Search of TCBGC	— Water Course	 Secondary Schools
- - - District Boundary	 Attenuation Ponds	 Retail Facilities
 Ancient Woodlands	 Southern Neighbourhood	 Local Neighbourhood Facilities
 Woodlands	 Central Neighbourhood	 Employment Uses
 Country Park	 Crockleford Neighbourhood	
 Landscape Buffers	 Employment Uses	
 Amenity Green Space	 Primary Schools	

*The location of specific land uses, facilities and activities are illustrative and subject to further masterplanning.

GC POLICY 3: PLACE SHAPING PRINCIPLES

Taking forward the requirements of the Section 1 Local Plan and taking into account the views of local people and other stakeholders, GC Policy 3 sets out the Councils' expectation for the Garden Community to be unique and distinctive in its character and appearance, and for the new homes to meet high standards that will meet a variety of different needs and demands for people and families over the courses of their lives. It includes the Councils' expectations around housing mix, density, and space standards.

Part A: Creation of a Unique and Distinctive Place

The Garden Community will be a unique place with a distinctive character that takes a positive and innovative approach to architecture, urban design, landmarks, and public realm provision. It will adopt a landscape led approach to design and build, follow [healthy new towns](#) principles, in accordance with Sport England Active Design principles, and achieving [Active Design](#), and [secured by design certification](#).

The 'Neighbourhoods' within the Garden Community will themselves adopt different approaches to distinctiveness to provide a rich variety of homes, spaces and other structures to appeal to different needs and lifestyles.

To achieve a unique place with a distinctive character, the Garden Community will be developed in accordance with a comprehensive site wide Garden Community Masterplan, detailed Area Specific Masterplans and Design Codes for relevant phases of development. These will be prepared by the developers through a collaborative process with the Councils and key stakeholders and should have regard to the Councils 'Strategic Masterplan'.

Part B: Design of Places

Alongside the requirements of other policies within this **Plan** and Section 1 Local Plan, the submitted Masterplans and Design Codes should adopt progressive and innovative approaches to placemaking, that seek to future proof the development and have a positive impact on societal behaviour, promoting culture change, and must:

- Provide for high quality, beautiful and sustainable buildings and places.
- Ensure that character areas within the Garden Community contribute to a distinct and legible sense of place for each of the Neighbourhoods.
- Provide for a network of integrated multifunctional green and blue infrastructure features.
- Establish a clear and legible hierarchy of streets, that promotes active and sustainable transport modes, alongside filtered permeability, and prioritises the needs of users in accordance with the Highway Code 'Hierarchy of Road Users'.
- Ensure that the built form within each Neighbourhood establishes a distinct, positive and coherent identity.
- Establish a parking strategy that adopts innovative approaches to parking that de-prioritise parking as a land use, contribute towards modal shift and minimise its impact on placemaking.
- Provide for places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Part C: Design Quality

All new development (including changes of use) must achieve an exemplary standard of design, should maximise health and wellbeing, achieve high standards of amenity, make a positive contribution to the quality of the local environment, and protect or enhance local character. To achieve this, detailed design proposals must:

- Ensure that the layout of the development and positioning of elements of landscape and built environment create a series of diverse and distinct spaces, and take the opportunity to create character areas within the development.

- Ensure areas of public open space are fronted by units to ensure good levels of activity and natural surveillance.
- Ensure new buildings, alterations and structures are well designed, reflect relevant Masterplans and Design Codes and, where appropriate, respect or enhance local character and distinctiveness.
- Ensure the development relates well to its site and surroundings, particularly in relation to its siting, height, scale, massing, form, design and materials;
- Ensure the development respects and/or enhances local landscape character, views, skylines, landmarks, existing street patterns, open spaces and other locally important features.
- Ensure the design and layout of the development maintains and/or enhances existing features of landscape, ecology, heritage, or amenity value; and
- Ensure boundary treatments, and hard and soft landscaping, are designed as an integral part of the development reflecting the function and character of the development and its surroundings. The Councils will expect the use of locally distinctive materials and/or locally occurring and characteristic hedge species.
- Ensure that new streets are tree-lined and that opportunities are taken to incorporate trees elsewhere within the development.
- Ensure high levels of mitigation for the visual impact of parking on public amenity.
- Protect and promote public and residential amenity, particularly with regard to privacy, overlooking, security, noise and disturbance, pollution (including light and odour pollution), daylight and sunlight.
- Create well-connected places that prioritise the needs of pedestrians, cyclists and public transport services above use of the private car.
- Provide quality living environments that are responsive and adaptable to changing lifestyles and societal requirements.
- Provide sufficient space and appropriate sustainable design solutions for waste minimisation, collection, storage and recycling.

Part D: Designing Out Crime

All development must be designed with:

- Windows that overlook places such as parks and streets, courtyards, parking areas and civic spaces to provide natural surveillance.
- Streets, pedestrian routes, footpaths and cycle paths that are easy to navigate with permeable, direct routes that provide good visibility and avoid sharp or blind corners, tunnels, and hidden alcoves.
- Clear and uniform signage that helps people move around, making the public realm and public transport safer and more attractive for people to use.
- Effective street lighting that illuminates the public realm, enabling natural surveillance and avoiding the creation of dark, shadowed areas.
- Clearly defined boundaries between public and private spaces that reduce the likelihood of anti-social behaviour by establishing ownership and responsibility.
- Security measures for buildings and places are proportionate to their use and function, considering the need to avoid creating places that are hostile or unwelcoming.
- Achieve relevant Secured by Design (SBD) principles.

Part E: Residential Design

Development must achieve an exemplary standard of residential design. All new residential development must take into consideration the site context, the impact on the amenity of adjoining occupiers, and the quality of accommodation as follows:

- Provide a high standard of quality of accommodation for living conditions.
- Be arranged to safeguard the amenity and privacy of occupiers and neighbours.
- Avoid having more than eight dwellings accessed from a single core per floor.
- Provide acceptable levels of natural daylight by providing a window in every habitable room, except in loft space where a roof light may be acceptable.

- Achieve a floor to ceiling height of at least 2.5 metres for at least 75 per cent of the Gross Internal Area of each dwelling to maximise natural ventilation and natural daylight in the dwelling.
- Be predominantly dual aspect and allow for natural cross ventilation. In circumstances where due to site constraints it is impossible or impractical to provide dual aspect dwellings it must be demonstrated how overheating and ventilation will be mitigated. Single aspect dwellings will not be acceptable if they have three or more bedrooms, or are north facing.

Part F: Internal Space Standards, Home-working and Adaptability in New Homes

To ensure homes provide a high standard of living conditions for the residents of the Garden Community, all new dwellings will, as a minimum, be expected to comply with the government's latest 'Technical housing standards – nationally prescribed standard'. Wherever possible, dwellings should exceed these standards to ensure a variety of dwelling sizes across the Garden Community and within each neighbourhood to enable scope for homes and space within them to be adapted in the future to meet residents' and families' changing needs – including the potential for multiple generations of a family to live together.

To provide maximum scope for new residents to be able to work or operate a business from home, all new dwellings should include innovative approaches to home working.

Part G: Private Amenity Space Standards

All new residential development must provide an adequate amount of useable outdoor amenity space to meet the needs of residents. The nature and scale of amenity space should be appropriate to the location of the development, its function and the character of the area within which it is situated. As a minimum:

- All new houses must provide an area of private amenity space. The majority of space should be located at the rear of the property and should not be overlooked from public areas.
- All flat developments must provide an area of communal amenity space and where possible private amenity space in the form of gardens, terraces or useable balconies. For units containing three or more bedrooms an area of private space must be provided.

All amenity space must be intrinsic to the design of the development and communal amenity areas should be accessible to all residents in the development. In determining the provision of private amenity space, proposals should consider the opportunity to provide space both for growing food and the scope for adapting and extending properties to meet residents and families' future needs, whilst still maintaining an appropriate level of garden provision.

The approach to private amenity space will be determined through detailed Design Codes.

Part H: Historic Environment

Development that will lead to substantial harm to or total loss of significance of a listed building, conservation area, historic park or garden or important archaeological remains (including the setting of heritage assets) will only be permitted in exceptional circumstances where the harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss. Where development will lead to less than substantial harm this harm should be weighed against the public benefits of the proposal.

Development affecting the historic environment should seek to conserve and enhance the significance of the heritage asset and any features of specific historic, archaeological, architectural or artistic interest. In all cases there will be an expectation that any new development will avoid or minimise any conflict between preserving the significance of a specific heritage asset and any aspect of the proposal. It should enhance the historic environment or better reveal the significance of the heritage asset unless there are no identifiable opportunities available.

Future development must take into account the results and recommendations of the Councils 'Heritage Impact Assessment', and must demonstrate that any negative impacts on the significance of the Grade II* Listed Elmstead Hall, the Grade I Listed Church of St Anne and St Laurence, the Grade II Listed Allen's Farmhouse and the Round Barrows (Scheduled Monument) on Annan Road, and their settings, have been avoided and if this is not possible minimised, through appropriate masterplan design. Proposals that would enhance or better reveal the significance of these assets will be considered positively. Specific mitigation measures must be identified through the preparation of a further detailed Heritage Impact Assessment, and pre-determination Archaeological Assessment, which will inform and be submitted prior to the determination of any application at the site.

Part I: Planning Application Requirements

1. To ensure proposals minimise impact on the existing landscape character and sensitive receptors, both on the site itself and in the surrounding settlements or countryside, a comprehensive Landscape and Visual Impact Assessment (LVIA) of detailed proposals is required. The LVIA must demonstrate how the layout and design of proposals has evolved to avoid or minimise harmful impacts.
2. A Heritage Impact Assessment and Mitigation Strategy is required to demonstrate the measures that can minimise harm and maximise the potential to enhance the heritage significance of the Grade II* Listed Elmstead Hall, the Grade I Listed Church of St Anne and St Laurence, the Grade II Listed Allen's Farmhouse and the Round Barrows (Scheduled Monument) on Annan Road and their settings.
3. The following Archaeological Evaluation is required:
 - An archaeological desk-based assessment incorporating an up-to-date aerial/cropmark assessment.
 - A report on a geophysical survey of the proposed development site.
 - A report on an archaeological trial-trenched evaluation of the proposed development site.
4. Design & Access Statement (incorporating an Active Design Assessment in accordance with Sport England Active Design Guidance).
5. Comprehensive site wide Garden Community Masterplan, detailed Area Specific Masterplans and Design Codes.

Justification

For the Garden Community to be successful, it is one of the Councils' main objectives to ensure it is unique, self-sufficient and can provide high quality design.

The Councils will expect the Masterplans and Design Codes to establish an innovative approach to development both across the Garden Community as a whole, and within each of the neighbourhoods. Masterplans and Design Codes will be informed by use of design review and assessment frameworks such as the [National Design Guide](#), [National Model Design Code](#), [Building for a Healthy Life](#) and [Building with Nature](#), or similar.



A Heritage Impact Assessment (HIA) forms part of the evidence base. It ensures that a positive strategy for the historic environment is secured through the **Plan** and that the **Plan** avoids harming the significance of both designated and non-designated heritage assets, including their effects on setting.

The HIA suggests that the development of the Garden Community would potentially result in significant effects to Elmstead Hall, the Church of St Anne and St Laurence, Allen's Farmhouse, and the Round Barrows (Scheduled Monument) on Annan Road. This would primarily be through the development of the proposed employment areas adjacent to the A120 and A133, the A120-A133 Link Road, and the proposed woodland planting which impacts on the open landscape that is an important element of the settings to these assets. Non-significant adverse effects are likely on Salarybrooke Farmhouse, Lamberts, Collierswood Barn, Wivenhoe House, Hill Farm agricultural buildings, Wivenhoe House Lodges and Wivenhoe Park.

The HIA identifies the potential to provide enhancement opportunities through archaeological/cultural heritage pre-commencement work to more fully understand the historic development of the area and then to promote this information for the benefit of local people and visitors.

Landscaping will have a huge part to play in mitigating the impact on heritage assets and will need to be underpinned by Landscape Visual Impact Assessments. The design and landscaping must be carefully considered in each neighbourhood to ensure it responds to the local character (built and natural) to minimise the potential for adverse impacts and to achieve the best design quality which is an important consideration in determining the balance of harm and benefit.

Proposals must consider how infrastructure design can support the new communities to move towards achieving zero avoidable waste and maximising the value of resources. This will include the need to ensure adequate storage is provided to enable the segregation and treatment of wastes at both a householder and a community level, alongside opportunities for local recovery and reuse for the benefit of the wider community. Whilst it is not possible to be prescriptive about the logistical approaches and future technologies that will be adopted in the management of waste, consideration must be given to how systems are designed to provide for future flexibility. Opportunities for waste management to deliver social and community benefits alongside the development of low carbon energy and heat systems will be supported.

GC POLICY 4: MEETING HOUSING NEEDS

Taking forward the requirements of the Section 1 Local Plan and taking into account the views of local people and other stakeholders, this policy sets out the Councils' expectation for new homes within the Garden Community to be of a high standard that will meet a variety of different needs and demands for people and families over the courses of their lives. It includes the Councils' expectations around housing mix, density, and space standards.

Part A: Projected Housing Needs

All residential development must ensure an appropriate mix of dwelling size, type and tenure that broadly reflects the housing needs for the area and adequately addresses the needs of residents on low incomes.

The proposed mix of dwelling types, sizes and tenure should reflect the latest available evidence of housing demand and need, either contained within the Councils' latest 'Strategic Housing Market Assessment' (which will be updated on a periodic basis) or an assessment of housing demand and need otherwise produced by the developer, which will need to be submitted to the Councils and approved prior to submission of any planning application.

Housing within the Garden Community should meet the need of different groups including the following:

- Specialist Housing (for Older People and People with Disabilities)
- Student Accommodation
- Key Worker Housing
- Families with children
- Affordable Housing, in accordance with the national definition as applicable at the time.
- Gypsies and Travellers
- Self and Custom Build Homes

Part B: Affordable Housing

To ensure the Garden Community makes suitable provision to meet the needs of first-time buyers, key workers and local people and families on lower incomes who cannot afford to buy or rent housing on the open market, at least 30% of all new homes across the Garden Community and within each of its neighbourhoods must be provided in the form of 'affordable housing'.

Whilst it remains a requirement of government policy, 10% of all qualifying new homes will be expected to be provided for 'affordable home ownership' in line with the [NPPF](#) and these will count towards the overall provision of affordable housing. The mix, size, and tenure of the remainder of the affordable housing requirement will be determined through a Housing Strategy to be agreed by the Councils, having regard to latest evidence of affordable housing need.

To ensure positive integration between the Affordable and Market Housing, there should be no difference in the appearance and quality between dwellings (and associated public realm) to be sold on the open market and those to be delivered as Affordable Housing. Affordable Housing should be provided in more than one single parcel and the mix should normally be "pepper potted" throughout the scheme in groups; the size and location of which should be discussed and agreed with the Councils.

In addition, proposals must be accompanied by and delivered in accordance with an 'Affordable Housing Phasing Strategy' which could form part of the wider Housing Strategy, and which would have been approved in writing by the Councils, prior to the determination of relevant planning applications.

Part C: Adaptable and Accessible Housing Standards

All new dwellings must be built to [Building Regulations Part M4\(2\)](#) 'adaptable and accessible standards' (or subsequent equivalent building regulations standards). Within each of the neighbourhoods, at least 10% of market dwellings and 10% of affordable dwellings should also be built to [Building Regulations Part M4\(3\)](#) 'wheelchair-user' standards' (or subsequent government standards). This will ensure that the needs of people living with disabilities and older households will be met, both from the early phases of development at the Garden Community, and into the future as people's needs change.

Part D: Housing Density

The 'density' of new housing development within the Garden Community and within its Neighbourhoods, typically expressed in 'dwellings per hectare' (dph) will vary, having regard to a variety of factors. Factors influencing the appropriate density for any given area include:

- Accessibility to existing and proposed centres, employment areas, services and facilities.

- The Council's 'Strategic Masterplan'.
- Accessibility to the Rapid Transit System, sustainable movement corridors and facilities.
- The need to achieve minimum internal floorspace and private amenity space standards, along with requirements for car parking set out within this Plan, Masterplans, Design Codes or Council guidance.
- The required mix of housing.
- The character of proposed development as determined through the relevant Masterplans and Design Codes.
- The character and proximity to any designated and non-designated heritage or environmental assets, or the impact on their settings.
- The need for an appropriate transition between built development and sensitive areas, such as the open countryside and the Crockleford Heath Area of Special Character,
- The land requirements for infrastructure to be incorporated as part of the development (including key transport corridors, existing and proposed green and blue infrastructure, open space, including green corridors and areas of biodiversity net gain, sustainable drainage systems, centres, footpaths, cycleways and highways, schools and other community facilities).

Part E: Self-Build and Custom-Built Homes

The provision and opportunities for constructing self-build and custom-built homes will need to form part of the mix of housing at the Garden Community. The Councils will consider, on their merits, small developments of sensitively designed self-build and custom-built homes on land within the 'Crockleford Neighbourhood'.

This provision should be made in the form of serviced plots to be brought forward by those looking to occupy those homes. Details of this provision must form part of the submitted Housing Strategy. The requirement for self-build and custom-built homes will be determined having regard to the Councils' 'self-build registers' and local market testing.

Part F: Care, Assisted Living and Other Specialist Housing

To meet the needs of older and disabled people who require specialist care, an element of residential provision in the form of high-quality care homes, assisted living and other specialist housing (including independent living) should be delivered as part of the overall mix of development. These should be located either within, or adjoining, each of the new centres.

The size and specification of any care home or extra-care housing will be determined through the Housing Strategy (see Part B) and will be informed by evidence held by the Councils and their partners in the health sector.

Part G: Gypsy and Travellers

As set out in GC Policy 1, a new site for the accommodation of gypsies and travellers will be delivered within the northern neighbourhood of the Garden Community, south of the A120 and west of the new A120-A133 Link Road, with good access to those roads.

The site will be expected to include suitable circulation and amenity space and must achieve safe access for large vehicles from the road network, access to utilities and must be of high-quality design and landscaping, providing a good standard of residential amenity for occupiers.

Part H: Student Accommodation

The University of Essex has long term plans to expand student numbers and to extend its accommodation provision. Student accommodation will be encouraged in accessible locations within the 'South Neighbourhood' where it would have good sustainable links to the University of Essex and where it will contribute to a mixed and diverse community. The size and specification of any student accommodation will be determined through the Housing Strategy (see Part B) and will be informed by evidence held by the Councils in partnership with the University of Essex.

Part I: Planning Application Requirements

1. Proposals for the Garden Community as a whole, and for each of the neighbourhoods within it, must be accompanied by a Housing Strategy(ies). This must clearly set out how the development will deliver a mix of housing of different types, sizes and tenure that meet a variety of needs, demands and aspirations, including

self and custom build housing, the size and specification of any care home or assisted living housing, and the need for student accommodation.

2. Where relevant all planning applications must be accompanied by a Housing Mix Statement addressing the proposed housing mix, explaining how it reflects the viability, site layout, density, tenure and local housing needs; and how it responds to the site wide and neighbourhood Housing Strategies.
3. An Affordable Housing Phasing Strategy should form part of the Housing Strategy for each neighbourhood. This must demonstrate how affordable housing will be integrated into the development in smaller clusters within each neighbourhood and delivered in phases, alongside market housing, throughout the development.

Justification

To ensure the effective use of land within the Garden Community developers should seek to optimise the housing and economic potential of particular areas and local centres by identifying and ensuring the appropriate building forms and design for each location.

In assessing the range of densities that may be appropriate for the Garden Community, it is necessary to look at what density means in practice. There are various measurements of density, but the most commonly used measure is the calculation of the number of dwellings per hectare. Density is measured as a net figure, only including land directly associated with housing, including the following:

- Access roads
- Private garden space
- Car parking areas
- Incidental open space and landscaping
- Children's play areas

and excluding the following:

- Major roads (including major roads and spine roads)
- Schools and sports grounds
- Strategic open and public space
- Landscape buffers
- Major drainage installations
- Land for other educational or community purposes.

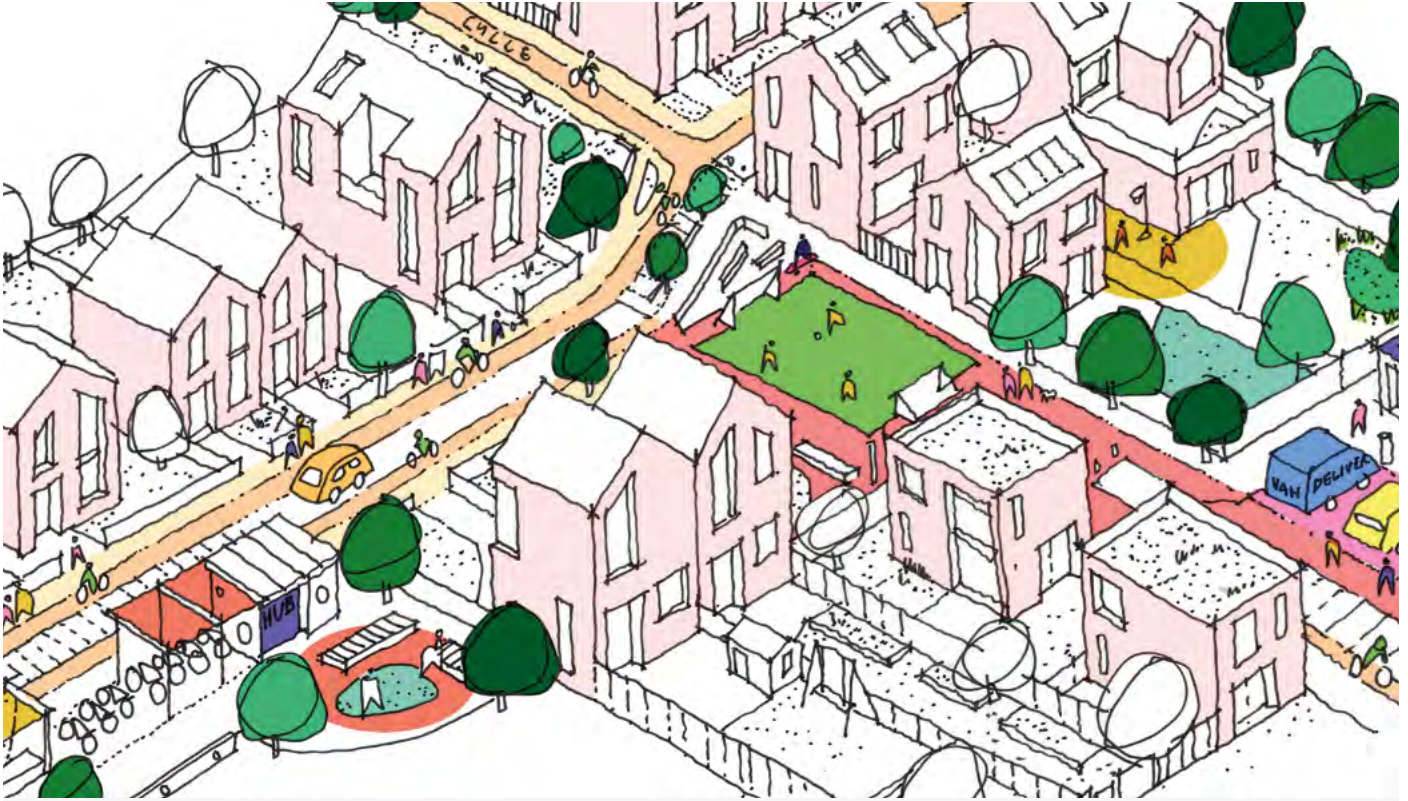
It is appropriate to use a 'blanket' average net density across a whole site for wider planning purposes such as for a Local Plan, but this can be a blunt instrument in trying to assess the capacity of a site, and this **Plan** takes a more refined approach for this particular site.

The density of new housing within the Garden Community will be expected to vary both across the Garden Community and within its constituent neighbourhoods in order to achieve the overall requirement of circa 7,500 homes. Densities will be determined by a range of factors as set out in Policy 5. Across the Garden Community, there is a general expectation that the overall average density of development and the total number of new homes will be greatest in the southern neighbourhood of the Garden Community to reflect its proximity to the University of Essex, which might allow for the provision for some additional student accommodation, and the opportunity for early connection to the Rapid Transit System. The overall density and housing numbers across the northern and central neighbourhoods is expected to step down to lower levels to reflect the more sensitive nature of the landscape and existing communities further north. However, densities must also reflect the sensitive landscape and heritage value of Wivenhoe Park Registered Park and Garden and its setting that forms part of the University estate and abuts the southern boundary of the Garden Community. Overall housing numbers including their distribution between each of the neighbourhoods will be determined by the Strategic Masterplan.

The density of housing development within each of the neighbourhoods will itself vary to reflect the specific factors identified above and will generally be higher density within immediate proximity to the proposed centres and lower densities further out from those centres – particularly where development affects sensitive heritage or environmental assets and other sensitive features including existing dwellings or groups of dwellings.

As well as a range of densities, a mix of different sizes, types and tenures of housing will be expected to meet the needs of a wide variety of people with different requirements, demands and aspirations – including a minimum requirement of 30% affordable housing. The mix will be established through a separate Housing Strategy submitted by the developer for the Councils' approval, that has taken into account the latest evidence and projections of need and demand and relates to a demographic study.

There is also an expectation for all new homes to be built to an adaptable standard, to allow them to be easily upgraded to wheelchair accessible standard if or when residents' mobility needs change. 10% of homes will need to be wheelchair accessible on construction. The development will also be expected to provide for care and assisting living provision, self-build and custom-built homes and student accommodation. Providing homes that are suitable for people living with impaired mobility gives them a choice to remain living within their homes for longer and provides them with wider care options such as receiving domiciliary care instead of having to move to an institutional care setting, thus improving quality of life whilst also reducing pressures on adult social care and local health services.



Chapter 6: Economic Activity and Employment

The Garden Community will provide and promote opportunities for employment within the new community, within sustainable commuting distance and will facilitate a vibrant, thriving local economy with the latest digital infrastructure.

The Councils have high expectations for ensuring that residents of the Garden Community have access to a range of opportunities for employment, education and training across a variety of sectors with the aim of achieving a minimum of one job per household, either close to home or within a sustainable commuting distance.

Creating opportunities for employment, education and training at the Garden Community, both throughout its construction and for the lifetime of residents as the community becomes established, is going to be critical to its success. The approach to maximising the economic potential of the Garden Community has been informed by the evidence base and discussions with education providers and businesses within different sectors. There will be an expectation that as many opportunities to create jobs at the Garden Community, and within a sustainable commutable distance, are followed up and delivered. GC Policy 5 explains how this will be achieved, with an aim of creating at least one job per new household.



Section 1 Local Plan

Under the theme of Economic Activity and Employment, some of the main requirements covered in this **Plan**, as set out in the policies of the adopted Section 1 Local Plan include:

- Provide and promote opportunities for employment within the new community and within sustainable commuting distance of it.
- Provide a mix of land uses and services with well-defined public and private spaces to create sustainable well-designed neighbourhoods.

Principles

A PLACE WITH A THRIVING LOCAL ECONOMY

The local economy will be vibrant and will provide a wide range of new and exciting economic opportunities, maximising opportunities from the adjacent University of Essex and capitalising on the success of the Knowledge Gateway. The site will provide a range of flexible and modern workspaces together with state-of-the-art digital infrastructure to allow for modern ways of working.

A PLACE THAT IS VIBRANT AND ACTIVE

The Garden Community will be designed to ensure interaction and activity is common. The neighbourhood centres will encourage a variety of mixed use, flexible spaces that are accessible in close proximity to homes and jobs. It will be known for its quality of livability, equitable prosperity, and social cohesion.



POLICY 5: ECONOMIC ACTIVITY AND EMPLOYMENT

Part A: Achieving a Balance of Homes and Jobs

Residents of the Garden Community will have access to a range of opportunities for employment, education, and training across a variety of sectors with the aim of achieving a minimum of one job per household, either within or close to home or within a sustainable commutable distance. To achieve this, the developers, working with the Councils and other partners, will prepare an Economic and Employment Strategy, which will detail a variety of measures aimed at fostering the conditions for economic activity and employment.

Proposals will need to reflect an Economic and Employment Strategy and demonstrate how the following will be achieved:

- How delivery of the first phase of business accommodation is tied to occupation of housing to provide an alignment between jobs and housing, and any future review of employment allocations will need to take account of market dynamics and best practice and avoid sterilisation of parcels of land;
- Expansion of the University of Essex and the Knowledge Gateway through the allocation of land for expansion and ongoing development including an appropriate high quality pedestrian/cycle connection across the A133;
- Creation of 'centres' serving each of the Garden Community's new neighbourhoods providing facilities such as shops, services and community facilities, including schools, care facilities and flexible community buildings that can be used for a variety of purposes, including health provision, and could include employment land and job opportunities including touch down space;
- The provision of a mixture of employment units including smaller workshop space, grow-on space (150-500sqm) for businesses that have overgrown their initial accommodation. Developer contributions will be sought for the provision of affordable employment space.
- Employment areas offering a high-quality, pedestrian and cycle friendly environment, including access to green spaces and amenities for employees
- Construction of new homes with innovative approaches to home working and the highest standard of broadband access to promote home working, business creation and self-employment;

- Creation of the Rapid Transit System to enable a fast commute for residents to and from all neighbourhoods within the Garden Community to key areas of employment including the new A120 business park and centres as well as those outside of the Garden Community, such as the University of Essex, Colchester City Centre, Colchester General Hospital, and Colchester Sports Park;
- Effective networks, technology and resources that facilitate up-skilling, re-skilling, employability and innovation throughout the life of the development. This is to include positive partnership working between the Councils, University of Essex, the Colchester Institute and other local educational establishments, and the developers to increase capacity and improve facilities to deliver training in identified 'growth sectors (construction, education, life sciences, health and care, and knowledge-sector digital/creative;)' and
- Working with government, the local authorities and other partners to secure public sector intervention where market failure can be evidenced and to explore the potential for central government functions and related supply-chain industries to be relocated to the Garden Community.

Part B: Employment Allocations

GC Policy 1 of this **Plan** allocates approximately 25 hectares of employment land in the form of a new Business Park and a 'Knowledge-Based Employment' site, and three Garden Community Neighbourhoods which will also accommodate employment uses in 'Neighbourhood Centres'.

A120 Business Park

Land within the Business Park is allocated for uses falling within the following Use Classes:

- E(g)(ii) Research and Development
- E(g)(iii) Industrial Processes
- B2 General Industrial
- B8 Storage and Distribution

Development should include a mix of uses and unit sizes. Ancillary business uses such as a hotel, food and drink will only be permitted where they support the primary use of the Business Park.

Knowledge-Based Employment Land

Land within the Knowledge-Based Employment Land is allocated for uses falling within the following Uses Classes:

- E(g)(i) Offices
- E(g)(ii) Research and Development

Ancillary business uses such as food and drink will only be permitted where they support the primary uses of the Knowledge-Based Employment Land.

North and South Neighbourhood Centres

The North and South Neighbourhood centres should support flexible E and F Class Uses that are able to achieve a critical mass of activity and footfall. These centres should be focused on sustainability, convenience and community uses, and may include serviced office-type hot desk and meeting room facilities.

Part C: Protection of Employment Land

Land allocated for employment use in this **Plan** and any employment land or employment space created as part of the Garden Community will be protected for employment use as specified in Part B of this Policy unless a future review of this Plan determines otherwise. Proposals for non-employment uses, or alternative use classes for allocated land and premises will not be supported to ensure the Garden Community is served by a flexible range of land and property for the provision of commercial activity and jobs.

Part D: Planning Application Expectations

1. An Economic and Employment Strategy will be required to help achieve the objective in Part A of this policy. This must be prepared collaboratively with the Councils and relevant stakeholders, and subsequently approved by the Councils. The strategy should complement the Councils' skills and employment ambitions, including resourcing interventions for those hardest to reach and who would otherwise not benefit from this development.
2. An Employment and Skills Plan (ESP) (sometimes known as a 'Construction Workforce Development Strategy and Agreement') will be required. This must be prepared collaboratively with the Councils and relevant stakeholders, and subsequently approved by the Councils.

Justification

The Garden Community can make a contribution to addressing the challenges of increasing productivity, delivering prosperity and productivity, and contributing towards the creation of mixed and balanced new communities that are successful and sustainable in the long term.

The NPPF advises local planning authorities to take a pragmatic approach to the protection of employment sites. To build a strong, responsive and competitive economy, policies need to be flexible whilst ensuring that the needs of the community are met. Employment sites are under increasing pressure to be developed for other uses, but it is important to retain and protect employment sites where possible and appropriate. Employment land retention and provision is particularly necessary within the Garden Community to enable balanced job and housing growth and the aim of achieving a minimum of one job per household, either within or close to home or within a sustainable commutable distance.

The Economic and Employment Study (Quod, January 2022) sets out the evidence, analysis and recommendations which has informed this Plan. The study concluded that the prospects for a business park (B2/B8 logistics, industrial and ancillary office) with direct access to the A120 are very strong. Market signals indicate these uses should be capable of being delivered early in the programme. The opportunity for a university-linked commercial space and/or higher density office and lab space should be developed in the 'Knowledge-Based Employment Land'. The study shows there is a long-term opportunity to build networks to promote and sustain commercial activity at the Garden Community creating highly skilled jobs.

The study also recommends the provision of appropriate flexible Commercial, Business and Service uses and office space concentrated in the North and South Neighbourhood Centres; this should be small in scale to meet local need. A key objective is to ensure economic uses help to create a successful, integrated, and balanced community with vibrant centres that include a mix of employment opportunities and services. A mix of employment uses provides flexibility and the ability to respond to market strengths and opportunities. A realistic level of self-containment should also be achieved, with as many commuting journeys as possible undertaken through walking, cycling and public transport. Sustainable access to employment opportunities in neighbouring major employment centres or surrounding towns in Tendring and Colchester will need to be provided.

The Economic and Employment Strategy should as a minimum set out:

- How skilled workers can be attracted to live within the new community.
- How many workers may take up jobs in the foundational economy, in sectors such as construction, retail and leisure, health and education.
- How the number of employment opportunities in the tradeable economy can be maximised within the new community itself – particularly, in the advanced manufacturing, clean energy, digital, and life sciences sectors.
- How business accommodation can meet the needs of business occupiers in terms of location, placemaking and building design.
- How workers will gain the skills and employability support required to access good jobs.
- The cumulative impacts but also opportunities of other growth nearby.
- Potential barriers to delivery – and how these can be overcome.
- Risks to successful long-term stewardship – and how these can be managed.
- How the employment and skills landscape and partners will be coordinated and managed to maximise benefits for residents and businesses e.g. via a skills and employment brokerage service or links with Job Centre Plus and the Essex Opportunities Portal.

The Garden Community will contain a vibrant mix of occupiers, including suitable uses in the evening and night-time economy. Non-residential development on lower floors should be flexible and adaptable to accommodate a range of uses and sectors, including studio based Small and Medium Sized Enterprises (SMEs) or third sector organisations.

Employment areas will need to offer a high-quality, pedestrian-friendly environment, including access to green spaces and amenities for employees. There will also be a commitment to futureproof broadband connectivity to all homes and businesses.

In the current economic climate and national skills shortage, the Councils will expect the developer to prepare an 'Employment and Skills Plan' (ESP) to increase local construction employability levels and workforce numbers. Improving the skills of the local labour force will be key to improving the areas economic competitiveness. Through the ESP, increased skills and employability will enable residents to take advantage of opportunities created by new development at the Garden Community. The ESP will enable relevant and proportionate targets to increase the volume and quality of employment and skills interventions. The ESP should consider the skills required for the development of sustainable infrastructure, for example design and construction of sustainable buildings and infrastructure; renewable energy; and sustainable waste management.

The ESP should seek to maximise the potential for local people to be trained and employed in the long-term development of the Garden Community. The ESP will demonstrate the measures that will be employed to maximise the opportunities for local people to access training and employment in the construction of the Garden Community and associated supply-line industries, and enable wider employment opportunities for those requiring additional support to enter the job market.

Student and retired households are excluded from the ambition to achieve one job per household.



Chapter 7: Community and Social Infrastructure

The garden community will be known for its healthy and happy community. It will have a variety of diverse community spaces, play spaces, great local schools and a network of sport and leisure facilities. It will establish long term and participative stewardship of infrastructure from the outset.

This chapter contains the Councils' expectations and policy on ensuring the Garden Community is served by community services and facilities of the right type in the right location and delivered at the appropriate time, including health and wellbeing, schools and sports facilities; as well as access to health ambulance, police and firefighting services and how the development will incorporate measures to encourage inclusive, healthy, and happy lifestyles.

Section 1 Local Plan

Under the theme of Community and Social Infrastructure, the main requirements for the Garden Community, as set out in the policies of the adopted Section 1 Local Plan are set out below.

- Establishment of new neighbourhood centres of an appropriate scale and easily accessible by walking, cycling and public transit to the majority of residents of the Garden Community – each containing community meeting places.
- New secondary school, primary schools and early-years facilities.
- Measures for increasing capacity in, and accessibility to, primary health care – either through new infrastructure or the improvement, reconfiguration, extension, or relocation of existing medical facilities.
- Creation of healthy communities through the pattern of development, urban design, access to local services and facilities, and safe places for active play and food growing.
- The provision of new indoor leisure and sports facilities and/or contributions towards the improvement or expansion of existing facilities in the wider area.
- New community parks, allotments, a new country park and the provision of sports areas and play areas with associated facilities.
- An infrastructure delivery strategy and phasing plan that sets out how infrastructure, services and facilities will be provided.



Principles

A PLACE WHERE EVERYONE CAN FEEL AT HOME

The Garden Community will be home to a multi-generation and multi-cultural community for people of different ages, ethnicities, interests and lifestyles. A variety of spaces for social interaction will encourage existing and new communities to meet with facilities designed to be accessible and inclusive.

A PLACE WHERE IT'S EASY TO BE HEALTHY AND HAPPY

The Garden Community will be designed to make it easy for residents and visitors to live well. It will be about far more than the delivery of healthcare services but focused on creating environments that promote healthy living, are regenerative, restorative and relaxing - being active and tranquil will come naturally.

A PLACE WHERE EVERYONE CAN LEARN

The Garden Community will be planned with lifelong learning in mind. While early years, primary and secondary education will all be planned for it will also develop a more holistic place that creates opportunity for lifelong learning, training and local opportunities with employers and key institutions such as the University of Essex.

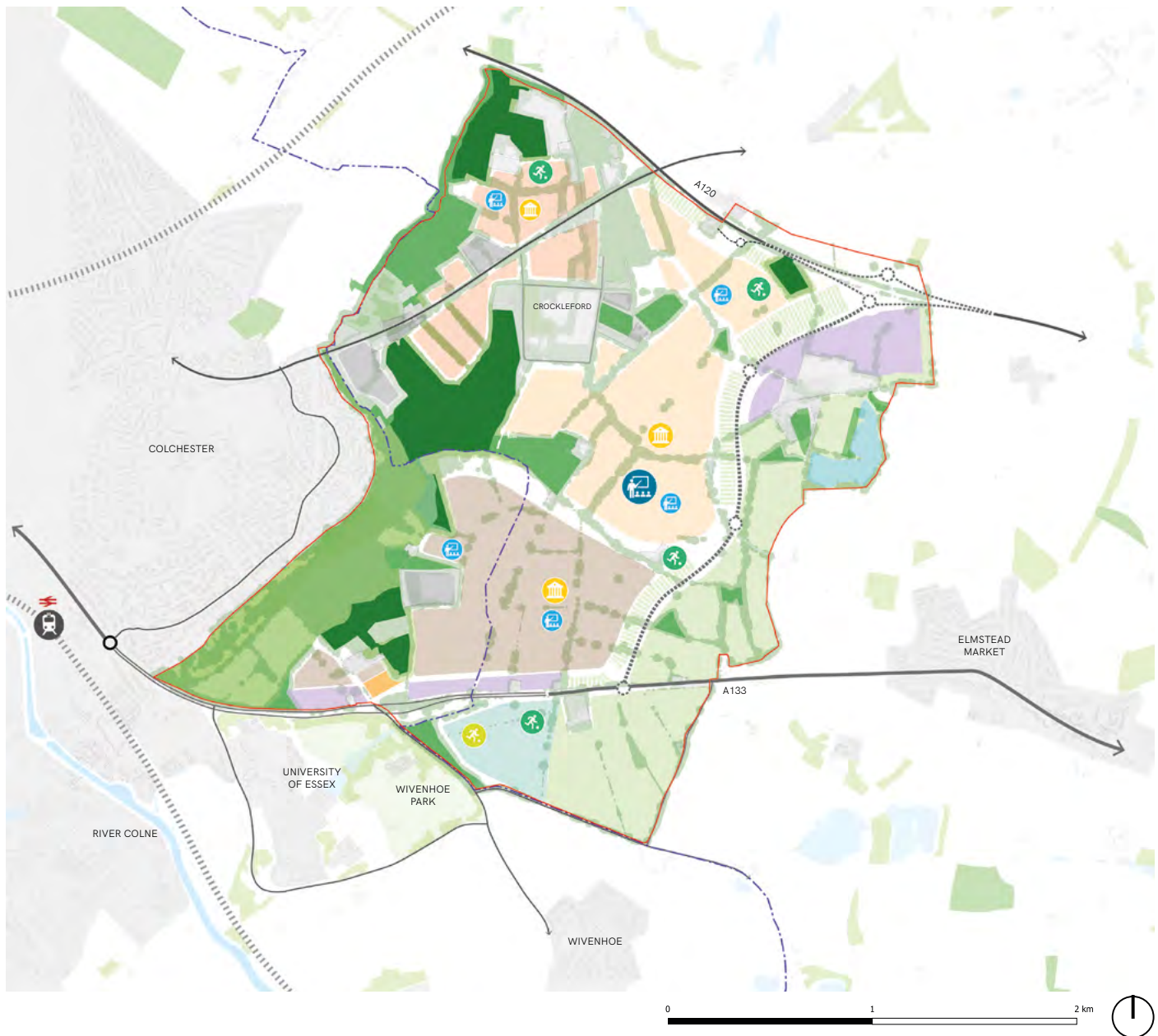
A PLACE TO PLAY AND HAVE FUN

In addition to purpose-built sport and leisure facilities the Garden Community will include opportunities for recreation and activity including for children and young people.

A PLACE WHERE LONG TERM STEWARDSHIP IS CONSIDERED FROM THE OUTSET

Long term stewardship and governance will be considered and built-in from the initial stages of planning and designing the Garden Community. A clear understanding will be established from early on, of how the assets generated by the development process will be managed on behalf of the community in perpetuity and how income streams will be generated. Meaningful community participation will be established from the outset to enable people to engage in the management of their infrastructure. Community needs and opportunities will be identified in a participative manner and there will be local representation on delivery teams and partnerships.

COMMUNITY AND SOCIAL INFRASTRUCTURE ILLUSTRATIVE FRAMEWORK PLAN



KEY

— Area of Search of TCBGC	 Attenuation Ponds	 Hubs
- - - District Boundary	 Southern Neighbourhood	 Sports Hubs
 Ancient Woodlands	 Central Neighbourhood	 University Sports Parks
 Woodlands	 Crockleford Neighbourhood	
 Country Park	 Employment Uses	
 Amenity Green Space Wat	 Primary Schools	
— Course	 Secondary School Community	

*The location of specific land uses, facilities and activities are illustrative and subject to further masterplanning.

GC POLICY 6: COMMUNITY AND SOCIAL INFRASTRUCTURE

The Garden Community will deliver local community services and facilities, including opportunities for joint provision and co-location to provide services which best meet people's needs, are accessible to all and which are multi-purpose and innovative. The community and social infrastructure needs of the Garden Community will be determined in accordance with detailed assessments and strategies, prepared by the developer in partnership with the Councils, key stakeholders and infrastructure providers having regard to up to date evidenced need, informed by bespoke demographic studies. These should be approved alongside and/or prior to the determination of relevant planning applications, as appropriate.

Phasing of the delivery of community and social infrastructure will be aligned with other aspects of the development to ensure that the needs of the community are met from the outset and that the development meets the principle of 'infrastructure first'.

The Garden Community will promote wellbeing and a happy, healthy community that is engaged, empowered and socially inclusive. Stewardship will be important to ensure that the new community has a stake in the long-term development, maintenance and management of the Garden Community.

Part A: Neighbourhood Centres

Each of the 'Garden Community Neighbourhoods' must include at least one 'Neighbourhood Centre' which will complement one another. All centres must be accessible by a comprehensive sustainable travel network (walking and cycling) designed around the 20-minute neighbourhood principles and have good access to one or more of the Rapid Transit System halts. All centres must include a diverse range of uses, including, but not limited to, education, retail, community space and a dedicated or flexible space to enable activities to support the wider determinants of health. All centres must include community meeting places, which can provide for a range of community uses and needs. Buildings should be designed flexibly to ensure they are resilient to respond to changing needs over time. The upper floors of buildings in centres may be used for residential uses where it can be demonstrated that there will be no harm to residential amenity arising from noise, pollution or other impacts of the ground floor uses. The public realm must be inclusive and create a sense of place, safety, and interaction with nature.

Part B: Community Buildings and Spaces

Multifunctional community buildings and spaces must be provided throughout the Garden Community, including within each of the 'Neighbourhood Centres'. Community buildings and spaces must be convertible and flexible to accommodate a variety of users, including faith groups, social prescribing activities, community fitness, play and cultural activities. Community buildings and spaces must be inclusive and accessible to all, including those with mobility and sensory issues and must meet Part M1, 2 and 3 of the Building Regulations. Schools may be an appropriate location for such uses and relevant planning applications should be accompanied by a 'Community Use Statement/Plan'.

Part C: Education, Early Years and Childcare

The Garden Community will provide for early years and childcare facilities, and schools, that are located centrally to the Neighbourhoods they serve and away from primary traffic routes. Land and commensurate financial contributions are required for:

- One secondary school on at least 12.4ha of suitable land, or two secondary schools each on 7.9ha of suitable land allocated for education use.
- Up to five new primary schools, each with a co-located early years and childcare facility and each on at least 2.1ha of suitable land allocated for education and childcare use.
- At least five new 56 place stand-alone early years and childcare facilities, each on 0.13ha of suitable land allocated for education and childcare use.
- One new 30 place stand-alone early years and childcare facility on 0.065ha of suitable land allocated for education and childcare use.
- One new 26 place stand-alone early years and childcare facility on 0.058ha of suitable land allocated for education and childcare use.

The capacity and quantum of schools and early years provision will be subject to an appropriate assessment of the need at the time of submission of future planning application(s).

Each of the Neighbourhoods must include at least one co-located primary school with early years and childcare facility and provision for stand-alone early years and childcare facility.

A secondary school site should be co-located with a primary school and early years and childcare facility to provide for the option of an all through school.

Additional space must also be provided for co-located Special Educational Needs (SEN) provision and any community uses being delivered by the school.

Proposals should have regard to the Essex County Council ['Developers' Guide to Infrastructure Contributions'](#) and ['Garden Communities and Planning School Places' guide](#).

Vehicle free 'school zones' must be provided around schools, with the area around the main pupil entrance entirely traffic free, connected by safe and direct walking and cycling routes to the Neighbourhood the school serves. All schools should be well connected to the natural environment to provide the option of providing forest school sessions, and through their design and layout encourage health and wellbeing, especially physical activity (e.g. storage facilities to support cycling, and the promotion of informal physical activity as well as providing conventional sport and play facilities).

Part D: Sports, Recreation and Open Space

The sports and recreation requirements of the Garden Community, as set out in the Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports and Built Facility - Overarching Strategy (2023) or any updates to this Strategy, must be met in full in terms of the typology, quantity, quality, and location of facilities provided. Proposals will have regard to the potential role of the University's existing or future sports facilities in meeting the needs of the development in view of the close proximity of the University site and the strategic shared use facilities that are or could be provided to help meet the needs of residents of both the development and the University.

Opportunities should be taken to deliver multipurpose facilities well integrated into the built environment and well designed in terms of their landscape settings. The Councils will only consider offsite provision where it is well connected to the Garden Community and/or where it will deliver multiple benefits, including benefits to existing communities.

Part E: Health

The Garden Community will create an active environment that promotes health and wellbeing and builds a strong community. The conditions for a healthy community will be provided through the pattern of development, good urban and public realm design, access to local services and facilities, opportunities for local employment, high quality open space and landscape design and safe places for active play, biodiversity and food growing, and which are all

accessible by walking, cycling and public transport. Proposals must take account of the [healthy new towns principles](#), the developing integrated neighbourhood model of working, as well as [Sport England's Active Design](#) principles.

Appropriate health and wellbeing services must be provided to new residents and occupiers of the Garden Community from first occupation. Proposals for the development of the Garden Community must reflect national and local health related strategies, consider the evidence provided through relevant Health Impact Assessments including the joint strategic needs assessment (JSNA) and align with the outcomes within the overall 'Health Strategy' for the Garden Community, and are anticipated to include:

- Enhancements to existing local facilities, including improvements to primary care provision and wider healthcare services and facilities including but not limited to those at Colchester Hospital which will support the provision of acute and community services.
- A new Health and Wellbeing Hub (underpinned by the most up-to-date evidence base delivered via a phased approach). The facility shall be designed to deliver an integrated service for residents and include consideration of primary, community and acute services and should be located on an accessible site close to other community facilities and transport infrastructure. Any approach to health and wellbeing will include facilities that provide regard to prevention and health improvement activities.
- Flexible space for health provision, located within the Neighbourhood Centres and community buildings.

Developers should enter into early conversations with the local NHS Integrated Care Board, the North East Essex Health and Wellbeing Alliance which is the local place-based health partnership so to ensure that proposals reflect current health and social care models, local evidence and need. This partnership vehicle will also be key in supporting the development of the health impact assessment and health strategy for the GC.

The phasing of health facilities and services must be set out as part of the Phasing & Implementation Strategy to explain how health provision will meet the needs of the community as it grows. Proposals must be accompanied by a 'Health Strategy' that sets out what health and wellbeing services will be provided, prepared in collaboration with key health stakeholders. This will include detail on the size of the Health and Wellbeing Hub, the provision of and relationship to other flexible community space and any off-site mitigation to address the needs of the population.

Each Planning Application must be supported by a Health Impact Assessment (HIA) prepared in accordance with the advice and best practice as published by Public Health England and locally through the Essex Planning Officers' Association HIA Guidance Note, using the most up to date guidance. Any mitigation measures identified in the HIA should be incorporated into the proposed development.

Part F: Stewardship

To help establish a strong community, arrangements for the sustainable long-term governance and stewardship of local assets, and community development activities appropriate to the creation of a new community, must be agreed as part of the planning permissions and planning obligation agreement(s) relating to the site (except for those applications related to the provision of the A120-A133 Link Road or RTS). Provision will need to be made and agreed to ensure the appropriate financial, physical, and human resources are secured to deliver stewardship aspirations. This will include the transfer of suitable income-generating assets, or equivalent endowment, that can provide a long-term source of revenue for the stewardship body.

The preferred solution for stewardship arrangements will need to be determined as part of future planning permissions for the site. This will be achieved through collaboration between the developers, the Councils (including Essex County Council), and other relevant stakeholders, and will be secured through planning conditions or planning obligations attached to planning permissions.

Developer contributions will be required to fund the initial set up and running costs, including staff, premises, and equipment costs. This support will need to be provided for a minimum of 10 years, or until such time as stewardship activities are financially self-sustaining, before the occupation of the first home.

Part G: Planning Application Requirements

1. Proposals for the development of the Garden Community must include planning obligations enabling the phased delivery of community and social infrastructure.
2. Proposals must include a Phasing and Implementation Strategy, which explains how the rate of development will be linked to the provision of the necessary social, physical, and environmental infrastructure. This must be based on the latest evidence from infrastructure providers, statutory bodies and governing bodies and will include the employment of community development workers.

3. Proposals must be supported by bespoke demographic studies commissioned by the developer to provide a consistent evidence base for the planning of all social and community infrastructure, particularly schools and healthcare facilities. These will also contribute to the health impact assessment.
4. Proposals must be supported by a Health Strategy, prepared in consultation with Integrated Care Board and NEE Health and Wellbeing Alliance.
5. Proposals must be supported by a Health Impact Assessment, prepared in accordance with the latest advice and best practice.
6. Proposals must be supported by a Healthy Living and Play Strategy which will be informed by the Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports and Built Facility - Overarching Strategy (2023) or any updates to this Strategy. This Strategy should demonstrate how the development will be designed to encourage active lifestyles, independence, and wellbeing, through the provision of sites, facilities, and informal opportunities for people to play, socialise, play sport, keep fit and have fun. It must be co-ordinated with other relevant strategies for the development such as the Green Infrastructure Strategy, the Active Travel Strategy and the Active Design Assessment.
7. A detailed Stewardship Strategy, supported by a (independently reviewed) business case, will need to be prepared and agreed in writing with the Councils which will need to establish the scope of the stewardship and community governance arrangements, how it will evolve and develop over time, and the long-term financial sustainability of the model. This strategy will need to show how the arrangements proposed will successfully interact with and work alongside existing local governance arrangements including town/parish councils.
8. Proposals should explain how information on a range of issues will be passed on to future residents, this could be by digital means such as a dedicated app developed for the Garden Community.
9. Proposals for educational use/buildings should be accompanied by a 'Community Use Statement/Plan' to be agreed by the authorities and which must be approved as part of any planning permission granted and secured by way of a Community Use Agreement through an appropriate legal agreement.

Justification

The Garden Community will be underpinned by a package of community and social infrastructure that is based on up-to-date evidence of need, to enable residents to meet the majority of their day-to-day needs. The Garden Community is an opportunity to explore, with service providers, new ways to provide and deliver the education, health and other community and social infrastructure needed to support the new community, and the Councils have worked with service providers throughout the production of the **Plan**.

Community and social infrastructure covers a wide range of facilities, such as health; ambulance; police; firefighting; education; sports, recreation and greenspace; places of worship; community halls; public houses and cultural infrastructure. Green-blue infrastructure, including the provision of Suitable Accessible Natural Greenspace (SANG), is another important element of community and social infrastructure and requirements for this are included in the Nature policy.

Infrastructure first is a Garden Community principle. The policy is clear that necessary community and social infrastructure will need to be provided but is flexible to respond to changing approaches to service provision as the Garden Community develops over time.

The provision of a local centre within each of the neighbourhoods will provide residents with access to services and facilities, reducing the need to travel and contributing to the creation of 'walkable neighbourhoods'. Social interaction will be promoted through a mix of uses and layouts that allow for easy pedestrian and cycle connections. This policy plans positively for the provision and use of shared space, multifunctional community facilities and other local services.



The availability of good quality schools is consistently ranked as amongst the most important indicators of a high quality of life. Schools will be an important part of the Garden Community and it is key that the size and location of each is carefully considered and confirmed with the Councils as part of the comprehensive and details masterplanning process.

The scale of the Garden Community will require the provision of new education facilities that are comparable with the total number of homes built and the housing mix delivered. Garden Communities by their nature are unique developments and the precise level and pattern of demand for school places may differ from the norm that has been observed on other developments. Therefore, it is important that the planning of new schools is informed from the outset by bespoke demographic studies commissioned by the developer to provide a consistent evidence base for the planning of all social and community infrastructure.

Essex County Council's '[Garden Communities and Planning School Places](#)' guidance document and the '[Developers' Guide to Infrastructure Contributions](#)' provide detail on school and early years and childcare requirements and specifically new schools serving new Garden Communities in Essex. The Department for Education have published guidance, titled '[Education Provision in Garden Communities](#)', which should also be read in conjunction with these documents. There is an expectation that school buildings will be carbon positive, deliver exemplar learning environments and generate low lifetime costs.

Schools should be designed to encourage health and wellbeing especially physical activity by the design and layout of the schools, e.g. storage facilities to support cycling and designing the school grounds to promote informal physical activity as well as providing the conventional and required sport and play facilities.

The Healthy Living and Play Strategy required under Part G should be informed by the recommendations of the 2022 Colchester Tendring Open Space Strategy and should be co-ordinated with other relevant strategies for the development such as the Green-Blue Infrastructure Strategy and the Active Travel Strategy. The strategy should demonstrate how the broader design of the development has encouraged active lifestyles (e.g. through the use of the Active Design principles).

Healthy new towns principles and Sport England's **Active Design principles** have been incorporated throughout this **Plan**. The policy explains the conditions for a healthy community will be provided through the pattern of development and good quality placemaking and design. Green-blue infrastructure, sports facilities, local shops, allotments, and layouts that encourage walking and cycling are all important for healthy lifestyles, and these are incorporated into the policies of this **Plan**. To ensure proposals plan positively and address the determinants of health from the outset, proposals will be required to carry out a Health Impact Assessment (HIA). The purpose of the HIA is to identify opportunities for positive health impacts and potential negative impacts and how they might be mitigated. The HIA can evidence that development will be safe, secure, and accessible. Mitigating the opportunities for crime is not only about reducing and preventing injury and crime, but it is also about building strong, cohesive, vibrant, and participatory communities. Safety, and the perception of crime is paramount, as each individual member of the community should have the right to use the appropriate space available and the environment without promoting and inducing the fear of crime. The conclusions and recommendations of the HIA will need to be incorporated into proposals.

The health strategy for the Tendring Colchester Borders Garden Community will be dependent on various factors including capacity in existing neighbouring primary care facilities, workforce recruitment, funding streams, NHS clinical and service strategies and NHS building design approaches. A comprehensive, evidence based HIA will be carried out engaging with all local health and care partners and local communities to ensure that a robust view of need is assessed. The strategy shall be designed to ensure that health is designed into the Garden Community and that any new infrastructure delivers an integrated service for the population. A consideration on the wider impact of the development on key health stakeholders including Public Health, primary, secondary and acute inpatient and outpatient facilities, ambulance, police, firefighting and others within the local partnership will need to be taken into account and mitigation of any impact appropriately provided.

New community and social infrastructure, including open spaces, need to be managed and maintained in perpetuity. Stewardship is the term for the long-term management of such assets. The Councils consider that stewardship also includes the development of the Garden Community as a friendly, inclusive, happy, and healthy place where residents are encouraged to interact through the design of community infrastructure and the provision of community development activities such as organising events and establishing clubs and interest groups.

There are numerous stewardship models available, and it is important for the long-term development of the Garden Community that stewardship is considered early on. The Section 1 Local Plan includes policy requirements to establish long term governance and stewardship arrangements for community assets, including the provision of community support workers for a minimum of 10 years.

Stewardship arrangements should include a stewardship strategy, supported by a (independently reviewed) business case, that establishes the scope of the stewardship and community governance arrangements, and sets out how they will evolve over time, as well as the financial sustainability of the arrangements proposed. To ensure financial sustainability is achieved it will be essential for the stewardship body to be endowed with income-generating assets that are capable of providing a secure and long-term source of revenue for the stewardship body.

The strategy should include an initial activation program to support community development delivery early on. For example, initiatives to support the establishment of community walking, running, cycling activities and to support sports club development. Without this, there is a risk that staffing and premises will be in place but their ability to deliver community development initiatives will be constrained.

Stewardship and governance arrangements will need to achieve the following principles:

- **To achieve a high quality of place:** to ensure that the quality of place and services delivered are exemplar and provide great places to live, work, visit, and play.
- **To steward a range of community assets:** to ensure that a range of assets are held in perpetuity in community ownership and managed for the benefit of the community.
- **To promote community identity and cohesion:** to ensure that residents and business are directly engaged in the long-term management of the community assets, fostering a shared sense of ownership and identity.
- **To act with professionalism and entrepreneurship:** to provide proactive management of land and property endowments, be entrepreneurial and evolve as the community grows and circumstances change.

- **To be financially sustainable:** to be long-term financially viable and self-sustaining with secure income streams. If and where service charges are required, they will be set up and enforced in an equitable way with local control over the management of the system, with rent charges not being imposed on residents. Local authorities and local residents must be protected against financial liability or risk.
- **To be accountable and well-governed:** to ensure open, transparent and accountable governance with the community having the ability to exercise influence and control over stewardship decisions and delivery. The legal form of the stewardship body will be determined through consultation with all relevant stakeholders.
- **To be adaptable and follow an incremental approach:** to recognise the long-term undertaking and take a staged approach to developing stewardship structures and identifying the opportunities that stewardship allows for due diligence and community engagement throughout the planning and development process.



Chapter 8: Movement and Connections

The garden community will be structured around a dense network of traffic-free walk and cycle routes with rapid public transit prioritised and supported by a range of innovative mobility measures. This will ensure day to day trips are shorter, quicker and cheaper without a car.

This chapter sets out the policy expectations in relation to Movement and Connections. The key objectives and principles for the Garden Community are to ensure neighbourhoods are walkable, low traffic and livable, where residents can access most of their daily needs within a 20-minute walk or safe bike ride from their home. The Garden Community will be designed and built in a way that reduces the need to travel, especially by car, and enables new ways of working and service delivery that supports remote working and digital solutions by making it easier for people to access services locally or by digital means.

Section 1 Local Plan

In respect of the topics covered under the theme of Movement and Connections, some of the main requirements expected to be covered in this Plan, as set out in the policies of the adopted Section 1 Local **Plan**, include:

- Details of the design and delivery of the A120-A133 Link Road and the Rapid Transit System (RTS) and how they will be integrated as part of the Garden Community.
- Delivery of the supporting transport infrastructure for the Garden Community.
- Measures for sustainable transport provision and targets for 'modal share' – i.e. aiming to change travel behaviour to reduce car use and maximise walking, cycling and use of public transit.
- Measures for ensuring sustainable transport measures are provided early, from the very first occupation of homes at the Garden Community.
- The network of footpaths, cycleways and bridleways to enhance accessibility within the site and to the adjoining areas – including the University, Hythe station and Colchester City Centre.
- Innovative strategies for the management of private car use and parking, including the promotion of car clubs and car sharing, and the provision of electric car charging points.
- Parking facilities and design approaches that can be adapted if levels of private car ownership fall.
- Park and ride facilities and other effective integrated measures to lessen the transport impacts of the proposed development on the strategic and local road network.
- Measures for delivering reliable high speed/ultrafast broadband at all new and existing property.
- Longer term transport interventions designed to minimise the impacts on the strategic and local transport network and that fully lessen any environmental or traffic impacts arising from the development.

Principles

A PLACE WHERE PEOPLE HAVE PRIORITY

The starting point for the design of the Garden Community will be a network of people-focused streets and traffic-free routes that ensure it is quicker to walk, cycle and scoot than use the car. The streets will be for play and enjoyment first, with traffic and deliveries carefully managed such that the streets are seen as a key setting for community life. While the Garden Community will not design out the car it will purposefully be planned for a different future where reduced private ownership and shared modes are efficient, safe and cheaper. While access will be possible to every house by car, the design of the streets will mean that cars will move slowly and be understood as guests in the streetscape. The streets will be designed such that parking spaces, car parks and car courts can be repurposed as community spaces as car ownership falls in the future.

A PLACE WITH RAPID, EFFICIENT AND COST EFFECTIVE PUBLIC TRANSPORT

A new Rapid Transit network will link the Garden Community to the wider area on high quality vehicles, operating at high frequencies and offering faster journey times to key destinations than by other means such as the private car. This will make Rapid Transit the first choice for trips into Colchester and beyond. The RTS will be a huge benefit for existing communities and for those travelling in to use the Park and Choose site, making the area even more attractive as a place to live, work, play and visit.

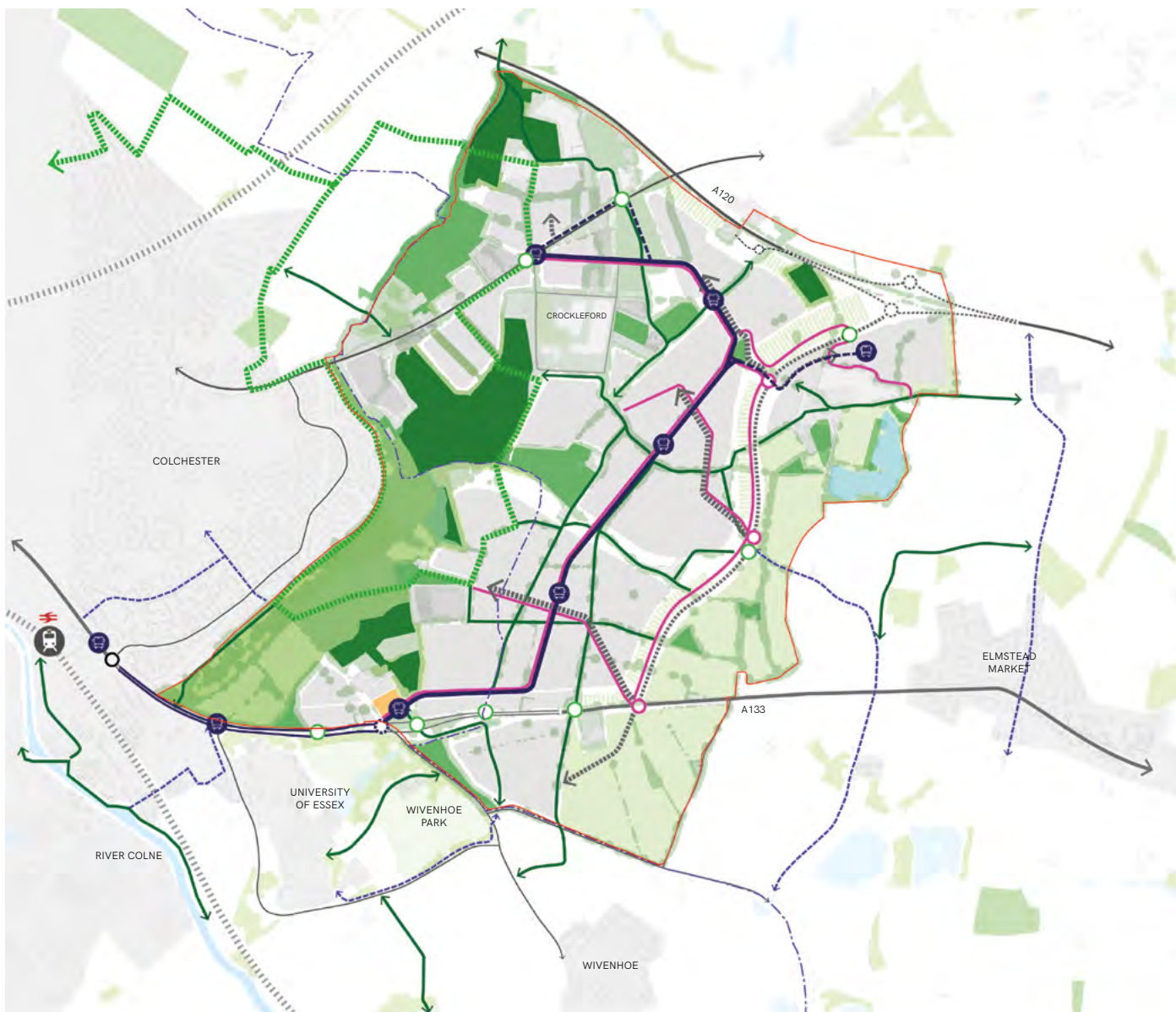
A PLACE WHERE ACTIVE AND SUSTAINABLE TRAVEL IS THE NATURAL CHOICE

Journeys will be different. The streets will be designed for people not cars, while dedicated traffic-free links will make walking, cycling and shared transport the natural choice for most trips – whether this may be going to work, dropping the kids off at school on the way or meeting friends at the weekend. It will be more direct, quicker and cheaper to travel by active and sustainable modes and therefore there will be less need to own a car.

A CONNECTED PLACE

The Garden Community will have excellent strategic connections to Colchester, Tendring and beyond. Locally the Garden Community will be seamlessly connected with local destinations such as the University and residents will find it easy to connect to neighbours, both on- and off-site.

MOVEMENT AND CONNECTIONS ILLUSTRATIVE FRAMEWORK PLAN



KEY

— Area of Search of TCBGC	 Attenuation Ponds	--- Key on-street Connections
--- District Boundary	 Park and Choose site	----- Main Vehicular Entrance Points
 Ancient Woodlands	— Existing Roads	— Rapid Transit Route/ halt
 Woodlands	---- Colchester Orbital Route	⊕ Improved junction with pedestrian crossing points
 Country Park	— Pedestrian and Cycle Route	○ Potential new crossing points
 Developable Area	— Segregated Utility cycle Route	

*The location of specific land uses, and the movement and connection features are illustrative and subject to further masterplanning and Transport Assessment.



GC Policy 7. Movement and Connections

Taking forward the requirements of the Section 1 Local Plan and taking into account the views of local people and other stakeholders, this policy sets out the Councils' expectation for the Garden Community to be walkable, low traffic and livable.

Part A: Vision and Design Approach

Proposals must set out to achieve a place-based approach that contributes to achieving the decarbonisation of transport by 2050 with a focus on locating and designing development that reduces the need for people to make frequent transport trips, creating better places and healthier, happier, more resilient communities.

Proposals for the Garden Community must be designed with active travel, high frequency public transport and the RTS route at its core. This **Plan**, the supporting Strategic Masterplan and the supporting transport evidence base, will be the starting point for developers in submitting proposals for masterplans and the design of all neighbourhoods.

Proposals for the Garden Community will need to:

- Prioritise movement within the site for sustainable modes making walking, cycling and public transport the mode of choice for travel around the Garden Community by providing dedicated routes where segregation from general traffic is the default.
- See that the design creates permeable neighbourhoods for walking, cycling and public transport, with excellent connections to key destinations within and beyond the Garden Community, taking into account opportunities for future potential connections.
- Achieve filtered permeability for general vehicular traffic between neighbourhoods. This includes amendments to the existing adopted lanes within the site to control and/or restrict vehicular access so the routes can become strategic active travel corridors.
- Demonstrate how modal share targets (the number of trips by walking, cycling, public transport and private vehicle) will be achieved, maximised and monitored in a phased approach and how the targets reflect the ambitions for reducing car use over time as outlined in the *Tendring Colchester Borders Garden Community Transport Evidence Base Report 2023*, and as reflected in the table below:

Modal Share (type and %) / Year	2033	2041	2051
Active Travel	36	42	45
Public Transport (including RTS)	11	15	17
Private Vehicles	53	43	38
	100	100	100

- See that all active travel routes and transport infrastructure hubs are designed with ecology and green infrastructure in mind.
- See that all walking and cycling routes are safe and accessible to all, well-lit and designed to promote natural surveillance.
- See that the design of new streets reduces the potential for severance between communities.
- Provide and fund improvements in local transport infrastructure where it is necessary and appropriate to do so.

Each neighbourhood will need to be accessible by active modes in accordance with walkable 20-minute neighbourhood best practice guidance.

All proposals must have regard to Active Design principles and the [Building for a Healthy Life](#) process when designing the public realm and streets and undergo a Building for a Healthy Life/Streets for a Healthy Life review.

The Garden Community street design and layout proposals must be in accordance with the approved Masterplans and detailed Design Codes, and informed by the most recent [Manual for Streets](#) document and the [Essex Design Guide](#) unless otherwise agreed with the Highway Authority.

The public realm around key destinations and trip attractors within the Garden Community such as centres, mobility hubs, early years and childcare facilities, schools and leisure facilities will be designed so that pedestrians and cyclists have clear priority at most times. Access for freight, servicing and operational vehicles will be allowed at certain times.

Proposals for the development of the Garden Community must include planning obligations to support and enable the phased delivery of transport infrastructure of a high standard of design, with the provision of key infrastructure and services for early phases of development to enable and encourage sustainable travel patterns from first occupation. The required level of planning obligations will need to be agreed with the Highways Authority and the Councils in advance of any planning application determination.

Part B: Active and Healthy Travel

Proposals must ensure the Garden Community is planned around a network of safe and accessible walking and cycling routes where dedicated traffic free routes will make walking and cycling the best choice for day-to-day trips, encouraging sustainable travel, and supporting healthy and active lifestyles.

The streets and public realm will need to be designed in accordance with the Strategic Masterplan, creating attractive and safe spaces around a modal or user hierarchy with pedestrians at the top of the hierarchy and considered first. This requirement will be a fundamental prerequisite for all development proposals in formulating and creating neighbourhood masterplans and design codes.

Proposals must demonstrate how the development contributes to the ease and prioritisation of active travel through all parts of the site. This will include:

- How the design and layout results in an attractive network of high quality walking and cycling routes that are accessible, logical, convenient, safe, and secure with most homes within 400m of a traffic-free route.

- How walking and cycling infrastructure has been designed to ensure that it is accessible and inclusive, ensuring that people of all abilities can safely walk and cycle.
- How any cycling infrastructure is designed having regard to Local Transport Note [\(LTN\) 1/20](#) or subsequent updated guidance.
- How the design and layout is accessible, illustrating where safe, direct connections are being made both within the Garden Community, and how they link with the wider network of pedestrian and cycle routes and to key external destinations (such as the University, Colchester City centre, railway stations and existing local communities) and transport interchanges.
- How connections are being made to the existing Public Rights of Way (PRoW) and green-blue infrastructure network, and how existing routes within the site will be retained, preserved, and enhanced, where relevant.
- How the design of the street and public realm limits and manages vehicle speeds and street parking.
- How walking and cycling routes are designed as green corridors incorporating street trees, linear SuDS features, wildlife verges and other features as appropriate.

Specific pedestrian and cycle routes will connect with the Garden Community with effective wayfinding and signage. Contributions to improvements of some or all of those links will be sought from (but not limited to) the list below, which will be subject to the outcomes of transport assessment work.

- Direct links to Knowledge Gateway/University of Essex;
- Enhanced connectivity to Colchester City centre including improvements to shared routes between Hythe Station and central Colchester and improvements to Elmstead Road/Greenstead Road;
- Cycle links to St Johns Road and Ipswich Road;
- Links to existing and planned routes such as those in the Colchester Local Cycling and Walking Infrastructure Plan;
- Colchester Orbital enhancements to settings, surfacing and way-marking where appropriate, and links to and from it;
- Direct connectivity between any Park and Choose site and the pedestrian and cycle network to facilitate high quality links to the above-mentioned destinations, as well as key destinations within the Garden Community;

- Creation of links to Garden Community green spaces, as well as existing local provisions;
- Links to existing communities such as Elmstead Market, Ardleigh and Wivenhoe.

Proposals must ensure that all new schools within the Garden Community will be designed and built, having regard to the latest School Streets Guidance in the Essex Design Guide with vehicular traffic access restricted around the vicinity of the main school entrances. The area around the main pupil entrance must be entirely traffic free and connected by safe and direct walking and cycling routes to the neighbourhood/s the school serves.

Part C: Public Transport

Proposals must demonstrate how the development contributes to:

- Ensuring public transport is a convenient way of moving within the Garden Community and to access destinations further afield, such as Colchester City centre.
- Safeguarding any segregated public transport routes and the development of the RTS alignment through the Garden Community.
- The provision of high-quality mobility hubs and transit stops as part of the development proposal, ensuring that all residential dwellings and employment sites will be within 400 metres of a bus stop or RTS halt.
- Quality pedestrian and cycle routes linking to the RTS halts from each of the centres.
- Ensuring that there is a convenient and high frequency public transport service operating that is aligned with the first phase of the Garden Community which will need to be appropriately funded by the developer.

Where there are on-street bus routes away from the RTS corridor, proposals will need to consider how buses will be given priority over general traffic through traffic management measures such as bus gates, bus lanes and bus only roads, as agreed with the Highway Authority.

Roads and streets within the development, where bus routes are planned, must be designed and built to accommodate the efficient and smooth running of buses where parking or loading will not result in delays to services.

Provision and specification of bus stops/RTS halts along the key bus routes/RTS corridor must have regard to the Strategic and Neighbourhood Masterplans, which will be informed by Essex County Council bus stop and RTS halts guidance and the Essex Design Guide. Additionally, stops should include consideration for the provision of secure storage of active travel modes (i.e. cycle/scooter parking).

Part D: Rapid Transit System (RTS)

The Rapid Transit corridor will be constructed on a safeguarded alignment through the core of the Garden Community with the majority of the route dedicated to RTS buses/vehicles, cyclist and pedestrians, with no general vehicular access. All proposals will need to integrate with the RTS and demonstrate how the RTS can serve each Neighbourhood Centre.

Proposals should ensure the RTS will be, and will remain highly visible, serving residents of the Garden Community and beyond, and will be served by high quality stops/halts situated to maximise accessibility (including parking provisions for safe/secure/covered storage of cycles/scooters) whilst providing for a fast service. The halts should be an important component of centres and land/space needs to be identified and safeguarded for these stops and associated interchange and mobility hubs within development proposals.

In addressing the wider infrastructure requirements, proposals will need to demonstrate and ensure that the construction of the RTS and associated infrastructure can be delivered up front and aligns with the build out of the Garden Community. It should be ready for operation during the first residential parcels to influence sustainable travel behaviour and embed the use of the system and align with the Essex RTS operational model including the phased delivery plan for services.

Flexibility should be provided within design to assist and/or provide a means of powering the RTS vehicles onsite. The Highway Authority and Transportation Authority will work with operators to confirm future fleet requirements as part of the operation model.

Before any planning approval is granted for development forming part of the Garden Community a relevant permission must have been secured to provide for the connection from the A133 Section C of the RTS (delivered by ECC under the HIF programme) to both the Park and Choose Facility and the route of the RTS through the Garden Community.

Part E: Taxis – Electric Vehicle charging ranks

Any taxi ranks located at sites such as the Neighbourhood Centres or Park and Choose sites must have access to rapid electric vehicle charging points or similar technology installed adjacent to the rank.

Part F: Park and Choose

All proposals must plan for and integrate with the Park and Choose facility, which will need to be provided on the site and will service and support the RTS, by providing:

- High quality storage and provisions for the 'choose' modes of travel (both hire and privately owned).
- Car parking provision (i.e. traditional Park and Ride facility) where the number of spaces will be agreed with the Highway Authority.
- Appropriate facilities for patrons, site staff and public transport vehicle drivers.
- Appropriate power supply to provide electric power charging for cars, RTS vehicles, delivery vehicles and other modes (e-bikes, e-scooters, etc.).
- Space for RTS vehicle parking for reserve vehicles, cleaning and inspections.
- Space to act as a transportation interchange hub for other bus services to support and reduce traffic movements within the wider Garden Community (i.e. school 'park and stride' drop off provisions).
- Space to provide a delivery hub drop off area to facilitate an e-cargo bike last mile delivery service for the Garden Community and university.

The Park and Choose facility will comply with the requirements set out in Policy 1, Part J.

Part G: Parking

Vehicle Parking

Proposals must ensure that vehicle parking complies with the Garden Community parking guidance or design code and all new development will be required to take account of any emerging or existing standards and the design requirements set out within these standards.

Proposals must be accompanied by a parking strategy that demonstrates how the development contributes to the following principles of parking for the Garden Community:

- How parking contributes to, and is integrated with, placemaking and is accommodated in a variety of ways that facilitate and prioritise walkable neighbourhoods, high quality public realm and active travel, and aligns with mode split targets.
- How the scale, location, amount, and type of parking is considered as a whole across the Garden Community with the intention of delivering the overall mode share targets, and how parking provision is related to public transport accessibility.
- How car free and car limited development will correspond to the density of development.
- How a zonal approach to parking provision has been considered across the development dependent upon accessibility of the location to public transport services, local amenities and services, as well as the density of housing and connectivity, to commercial and employment land uses.
- How the design, location and amount of parking seeks to avoid overspill and inappropriate on-street parking which negatively impacts on:
 1. quality of public realm/sense of place
 2. pedestrian and cyclist movement
 3. road safety
 4. emergency access
 5. disabled access
 6. delays and journey time impacts for buses and RTS
 7. deliveries, servicing, and waste management access requirements
 8. congestion and delays to general traffic
 9. crime and personal security, and
 10. overall public transport accessibility.
- How the development achieves a balance between allocated and unallocated parking spaces with a set percentage of this being in remote (off plot) locations dependent upon the density of the neighbourhood.
- How the design of parking spaces, car parks and parking courts is designed so that they can be repurposed as community spaces, should car use fall in the future.
- How the provision of parking for people with disabilities and with mobility impairments ensures there is equitable access to all residential dwellings and other land uses across the Garden Community.

- How safe and secure parking for powered two-wheeler vehicles is provided across the Garden Community where appropriate and reasonable.

Electric Vehicle Charging Infrastructure and Standards

Provision for electric charging points should be provided for all proposed car parking spaces, associated within residential development proposals as set out in the latest government guidance and standards. Provision for parking at non-residential and commercial land uses will be in accordance with latest government guidance and standards. The Councils may consider alternative solutions where a proportion of parking is located off-plot.

Where passive charging (the network of cables and power supply necessary so that at a future date a socket can be added easily) provision is proposed, this will require the installation of all necessary infrastructure such as cabling, power grid capacity and supply to allow for the simple and efficient retrofit of a parking spaces anywhere in the development with additional electric vehicle charging points.

Cycle Parking

Cycle parking must be provided at new homes, short stay destinations (such as shops and cafes), and long-stay destinations (such as work and education and transport interchanges and mobility hubs). Dedicated covered and secure cycle storage should be located in prominent and accessible locations as part of the design of new homes. Cycle parking at destinations should be easily accessible, prominent, safe, conveniently located, covered and secure.

All proposals must demonstrate:

- The location, amount and type of cycle parking including security measures, form of shelter and access.
- How provision for cycle parking has taken account of all types of cycles and cycle users.
- How cycle parking has been designed to ensure it is clearly marked, overlooked, well-lit and integrated into the built environment.
- How plot and off-plot cycle parking is designed and delivered having regard to LTN1/20, any Garden Community cycle parking design guidance or the latest best practice guidance document.

- How places of employment are provided with suitable and separate shower facilities, clothes drying facilities and lockers for employees that intend to cycle to work.

Part H: Travel Demand Management

All proposals must ensure that the supporting infrastructure is identified to ensure that active and sustainable modes are the most attractive and convenient modes of travel within, and to and from the Garden Community. This must be evidenced and supported by Travel Demand Management measures set out in a Travel Plan supporting the proposals to be agreed with the Highway Authority and the Councils.

H1: Freight, Home Deliveries and Servicing

Proposals must include a Freight Management Strategy for approval which has regard to the adoption and implementation of the following methods to manage urban logistics:

- Neighbourhood delivery and servicing hubs.
- Micro-consolidation centres.
- E-cargo bike delivery schemes for last mile' deliveries for business and residential areas.
- Promotion of cargo-bikes to residents.
- Freight and Servicing Plans for high trip generating sites.

H2: Travel Plans

In developing travel plans for proposals within the Garden Community, such plans will be required to take account of the supporting Transport Assessment and processes, measures and monitoring requirements set out within the Shared Section 1 Local Plan, this Plan, and reflect the ambitions set out in the supporting Strategic Masterplan and the transport evidence base for the Garden Community as well as all other relevant local and national policies and guidance.

All Travel Plans will identify the sustainable transport interventions, behaviour changes and travel planning mechanisms required to see that the development reduces carbon emissions associated with transport and achieves modal split targets.

Proposals must include the appointment of a Travel Plan Co-ordinator. For employment proposals, the Travel Plan Co-Ordinator will be expected to provide assistance with business travel planning.

Suitable digital travel information should be made available to all residents and occupiers across the site and keep up to date details of all active and sustainable travel information.

H3: Car Club and other shared transport hire

Proposals will be expected to contribute towards the start-up and operation of a:

- Car club across the Garden Community. This will include financial contribution through planning obligations where relevant to support the scheme for a fixed period and provision of car club spaces where required. All car club bays must have dedicated electric vehicle charging facilities.
- A bike/e-bike/e-scooter (micro-mobility) hire scheme in the Garden Community. This will include financial contribution through planning obligations where relevant to support the scheme for a fixed period and provision of docking stations where required.

H4: Mobility and Micro-mobility Hubs

All proposals for the Garden Community will need to ensure that mobility hubs are located at centres, public transport interchange locations and Park and Choose sites across the Garden Community ensuring there is a comprehensive hub and spoke network of sites across the development.

ECC will produce a guide for the development of mobility hubs. This guide will identify where Mobility hubs will need to be located. Hub locations will need to be identified early in the site design process with the objective of maximising accessibility and utility. It is expected that hubs will play a key role in sustainable transport measures as identified in the Travel Plan.

Part I: A120-A133 Link Road Connectivity

The Garden Community will be designed to integrate with the A120-A133 Link Road, particularly measures outlined in the approved planning application which maintain and promote walking, cycling and horse-riding connectivity throughout the site, including the shared footway/cycleway that will be provided along the western side of the road. In order to achieve filtered permeability:

- The Garden Community must restrict vehicular connectivity, except for public transport and emergency vehicles, between the 'Link Road' and Bromley Road.

- Subject to detailed modelling, the Garden Community must aim to restrict vehicular connectivity between individual junctions of the 'Link Road', except for public transport and emergency vehicles, apart from the 'Link Road' itself.
- Before any planning approval is granted for development forming part of the Garden Community the full delivery of the A120-A133 link road must have secured planning consent and a commitment to full funding must be demonstrated.

Part J: Monitoring, Management and Delivery

The modal share targets will be actively monitored throughout the phasing of the development and upon full occupation via the Garden Community Travel Plan. The monitoring approach will be agreed through the planning application. This Travel Plan document/s will be developed to reflect the latest best practice guidance and support the mode share ambitions set out in this **Plan** and the supporting transport evidence. Both internal Garden Community neighbourhood and external modal splits will be measured and monitored, and robust management and oversight will be activated to see that the targets are met. The timing and scope of sustainable transport measures will be designed to achieve the modal share targets at different stages of the development build out.

The location, method, equipment, and reporting mechanisms used to undertake the monitoring will be agreed and approved by the Councils and the Highway Authorities.

Permission for latter phases of development may not be given if modal split targets for early phases are not being met.

Part K: Planning Application Requirements

Any planning permission granted for the development of the Garden Community will include planning obligations enabling the phased delivery of transport infrastructure. Some of these have been detailed above and will be redefined based on the findings of the Transport Assessment. Notably, any planning permission granted for the development of the Garden Community will include a planning obligation enabling the phased delivery of transport infrastructure of a high standard of design, with the provision of key infrastructure for early phases of development to enable and encourage sustainable travel patterns from first occupation in line with modal share targets agreed by the Councils and set out in the Transport Assessment provided by applicants.

The following must be prepared and approved in writing by the Councils prior to determining any planning application for development of the site:

1. A Transport Assessment demonstrating how the development will encourage active and sustainable transport and achieve the mode share targets. Measures to mitigate traffic impacts should be incorporated into the proposed development. The Transport Assessment should have regard to the principles of 'Vision and Validate' showing how the vision for sustainable transport at the site will be achieved and must include a carbon assessment of transport related impacts of the development including the construction phase of the development. The Transport Assessment must include a Construction Logistics and Traffic Management Strategy that has regard to the latest best practice guidance and the principles of the Healthy Streets for Life Assessment. A copy of the results of the Healthy Streets for Life Assessment should be provided at the appropriate stage of planning.
2. A Public Transport Strategy detailing all aspects of how public transport will be designed, delivered, funded, and operated within the Garden Community for a period of at least 20 years. This document will cover all elements of bus and public transport services including such things as vehicle specifications, route timetables, service frequencies as well as all associated infrastructure such as bus stops, bus priority and RTS interventions. This document will be submitted for agreement with the Highway and Transport Authority for the area at the time of the planning application submission and will be based on the Operational Model developed by ECC.
3. A Parking Strategy and Management Plan in accordance with the Parking Guidance published by the Councils setting out how parking within the development will be allocated, managed, monitored and enforced over the lifetime of the development. It will detail the criteria for introducing parking restrictions and controls as well as charging for parking if there is a need to manage inconsiderate parking or excessive demand or to meet the mode share targets.
4. A Freight Management Strategy setting out how freight, homes deliveries and servicing will be managed and mitigated within the development.
5. A Travel Plan linked to phasing of the development, and updated accordingly, to cover the following details:
 - a. The active travel measures available and how these will be promoted to residents, employees and/or visitors to the Garden Community.
 - b. Public transport available including offers and discounts on public transport and how these will be promoted to residents, employees and/or visitors to the Garden Community.

- c. A micro-mobility management action plan setting out ongoing operation, maintenance and management of the bike/e-bike/e-scooter hire scheme across the development. The scheme will need to be integrated with and compliment any current or future scheme within the existing Colchester urban area.
 - d. The Garden Community car club, car sharing and other sustainable travel schemes and how this will be promoted to residents, employees and/or visitors to the Garden Community.
 - e. An Action Plan that contains specific actions with timescales.
 - f. Commitment to ongoing data collection including details of how they will be funded on an ongoing basis and how the data will be reported.
 - g. Targets which are monitored and submitted for approval from the outset at a frequency as agreed with the Councils and review by the Councils; and of the operation of a Transport Review Group (TRG) including terms of reference.
6. A Mobility Hubs Strategy outlining the location of the mobility hubs and the mobility services and facilities provided at each hub in line with ECC guidance. It will also include information on how the hubs will be managed, maintained, and operated throughout the lifetime of the development.

Justification

The design of the Garden Community and its neighbourhoods will have a significant impact on the travel choices residents will make both within the community and beyond. The national and local transport policy framework focuses on achieving a high share of trips using sustainable and active modes. The developer(s) of the site must demonstrate how this can be achieved.

Following the publication of the [UK Net Zero Carbon Strategy and Transport Decarbonisation Plan](#) the Garden Community will need to ensure it contributes to meeting the UK targets.¹ Transport is the largest contributor to the UK's greenhouse gas emissions. While emissions from other sectors have fallen dramatically since 1990, those from transport have reduced by under 3%. In an average local authority, transport is responsible for 35.5% of all emissions, with the sector remaining 98% reliant on fossil fuels. For this reason, the carbon emission implications from transport associated with the Garden Community must be considered and will influence the design of the development and the transport policies in this **Plan** and any masterplan and design code.

Current and developing national, regional, county and borough/district transport policies are aligning on three key principles to determine the best tools for achieving net zero carbon transport and successful places, they are:

- Reduce the need to travel.
- Shift to active modes.
- Decarbonise residual travel/switch to zero emission fuels.

The design and planning of the Garden Community and the neighbourhoods within it will ensure that there is a diversity of communities within reasonable walking distance of local facilities, services, employment, and fresh food. The result is that the internalisation of trips by active modes is maximised and the need to make external trips outside the neighbourhood is reduced.

The core principles of the walkable 20-minute neighbourhood are:

- Every neighbourhood has access to essential services and retail – with emphasis on fresh food and healthcare – within a 20-minute walk or cycle.
- Every neighbourhood has varied housing types, levels of affordability, and availability such that people can live nearby where they work.
- Retail, offices, co-working spaces and hospitality are spread throughout areas, people can work close to home and/or work from home.
- High environmental quality, availability of green spaces and clean air.

The Garden Community neighbourhoods and streets must be designed to ensure that pedestrian and cycle movements are prioritised through a network of attractive, low speed, low-traffic walkable neighbourhoods in which through access for the majority of vehicles is minimised and designed out. This will ensure that it is quicker and more convenient to travel between two points in the community by active modes, rather than by car.

Proposals must be designed around the needs of people walking and cycling to facilitate safe and direct active travel journeys. Routes should be designed in line with walkable 20-minute neighbourhood, Gear Change, Active Design and Building for a Healthy Life (Streets for a Healthy Life)¹ principles, so that they are:

- Coherent (legible and clearly signposted).
- Direct.
- Safe (appropriately lit; good sightlines; overlooked).
- Convenient.
- Accessible.



It is important that cycling infrastructure can accommodate the full range of cycles available to ensure routes are accessible to all cyclists (i.e. trikes and cargo bikes), and designed and built in accordance with [LTN1/20](#) (or subsequent updated guidance documentation). Cycle routes should have a minimum width of 2m or 3m for two-way tracks. Where a route is also used by pedestrians, separate facilities should be provided for pedestrian and cycle movements.

A Rapid Transit System (RTS) will be in place to connect the Garden Community with the University of Essex, Colchester City Centre, Colchester Railway Stations, Colchester Hospital, Community Stadium, Colchester Sports Park and the existing Park and Ride site in north Colchester. This will provide a high frequency, efficient public transport system with priority over general traffic within the Garden Community. The route, which will run alongside the A133 Clingoe Hill via the Knowledge Gateway, will link into the Garden Community.

A key feature of the RTS is the incorporation of Park and Choose facilities (P&C), provision of which is included in plans for the Garden Community. The P&C will be developed as part of, and support, the delivery of the RTS. P&C extends the concept of park and ride to include choice of transport mode and works as a central hub for other modes. Principally this will be cycle or electric cycle hire but in time could be extended to include electric scooters, e-cargo and the like. It can also provide space for drivers to store their own bicycles. Providing choice could appeal particularly to nearby potential users travelling to the University of Essex, but also to those travelling to destinations in Colchester further away from RTS halts and interchanges.

The P&C should include space for a RTS operations room with a view to creating a central hub from which automated vehicles can be managed. The P&C will also provide ticketing and service information (including high-quality broadband network connection). Given RTS vehicles are expected to be electric, although alternative fuels such as hydrogen cells could be considered, space for charging or refueling of vehicles should be included. It would be expected that significant repairs to vehicles would be carried out elsewhere. However, space for RTS vehicle parking for reserve vehicles, cleaning and inspections, and parking whilst drivers are on breaks and change overs should be included. The design of the site (and wider TCBGC RTS network) should also reflect the use of this type/length of vehicle.

The Garden Community will be designed to maximise active and sustainable modes of travel for journeys within, to and from the Garden Community. The Councils have defined ambitious mode share targets set out in the *Tendring Colchester Borders Garden Community Transport Evidence Base Report 2023*, which will be the starting point for all discussions with the developer. The Councils will apply targets for different modes, locations and phases of the Garden Community and these will be agreed as the proposals develop. Garden Community Travel Plans will need to show how mode share targets will be achieved and maximised, with such plans subject to regular monitoring and review. Successfully achieving these outcomes is based on prioritising the funding of infrastructure that is to be delivered by 2033 for those items that will have the greatest impacts on travel behaviour and delivered before future residents establish travel habits, on the basis that travel behaviour patterns are harder to change once engrained.

To support proposals that make walking, cycling and public transport the most attractive method of travel, the Garden Community will be designed around the principles of the 20-minute neighbourhood and as a place where the car does not dominate. The parking strategy for the development will play a key role in determining overall car usage, and adequate parking provision in all instances will be required. Cycle parking is integral to the cycle network and to the wider public transport systems. The availability of secure cycle parking at home, the end of the trip or at an interchange point has a significant influence on cycle use.

Vehicle trips and traffic generated by deliveries, freight and servicing are likely to be a significant proportion of overall movements in the Garden Community. These types of movements have increased over the past decade and continued to increase in the period since the Covid pandemic due to higher volumes of online shopping. These journey types are difficult to switch to active and sustainable modes but will need to be managed creatively through neighbourhood delivery and servicing hubs and other measures detailed in a freight and servicing plan.

Travel Planning is a key tool in helping to manage transport impacts and help achieve carbon reduction objectives. Moving to a new home is recognised as being a key life event and there is evidence to show that with the right behaviour change interventions at this time can be an ideal trigger to get that individual to consider their carbon emissions and rethink the way they travel and live.

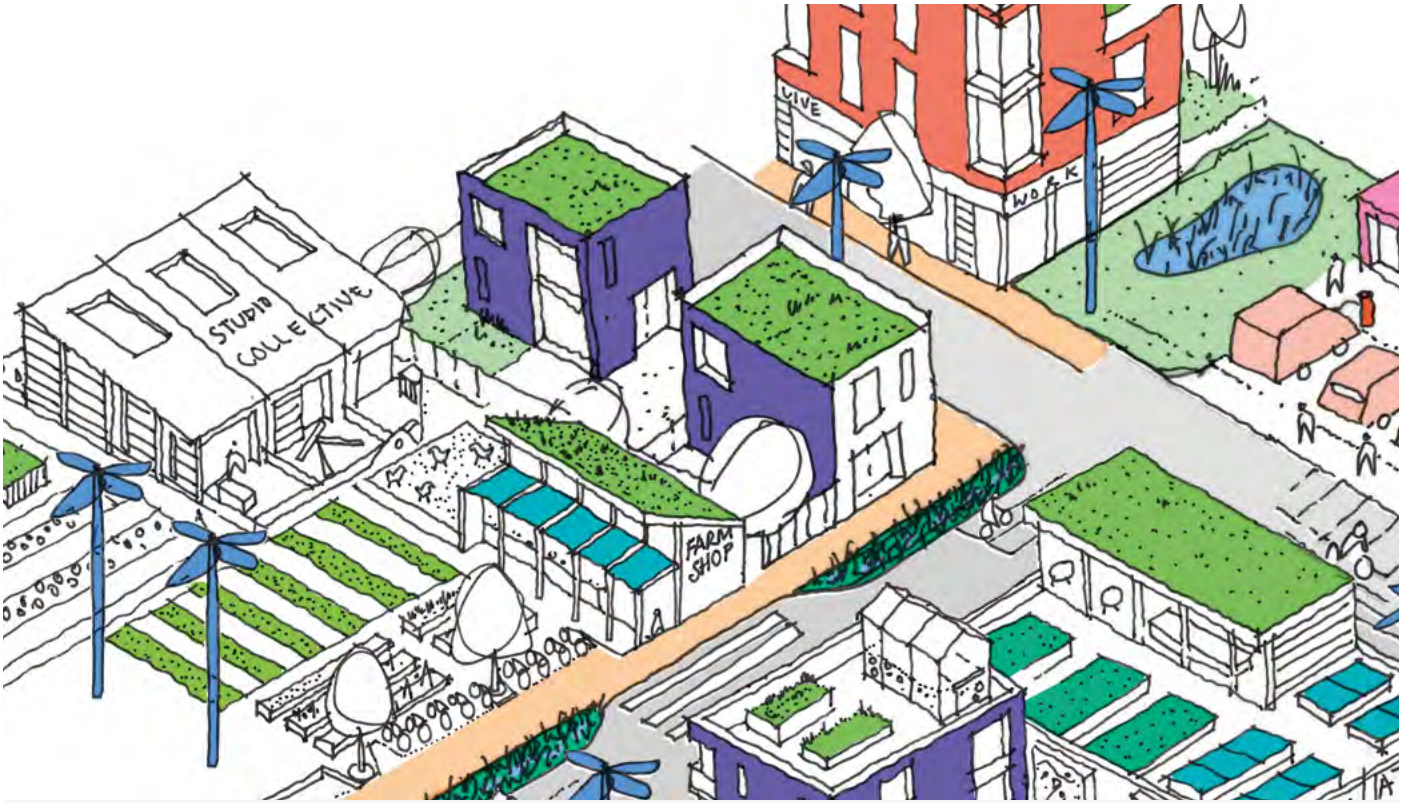
The mobility hubs will be complemented by smaller scale micro-mobility hubs located at focal points in residential neighbourhoods and employment areas. This will allow for smooth and efficient interchange between public transport, shared transport services and micro-mobility modes such as e-scooters, cycles and e-bikes. All residential dwellings and employment sites should be within 400 metres of a micro-mobility hub.

The provision of a car club could encourage residents not to see the purchase of a car (or a second car) as a necessity and use a car club car for trips that may be more difficult using public transport. All car club bays must have dedicated electric vehicle charging facilities. The car club should be used to reduce parking levels and facilitate car-free homes in certain locations.

The A120-A133 Link Road received planning permission in 2021 and is scheduled to open in 2026. Its objective is to support growth at the Garden Community, manage congestion in this wider locality and improve connectivity. It will comprise a new 2.4km road between the existing A120 and A133 in the east of Colchester; a new grade separated junction at the A120; and a new roundabout at the junction with the A133, to join into the existing highway network. Two intermediate roundabouts will also be provided along the Link Road for the Garden Community. Walking, cycling and horse-riding provisions associated with the Link Road have been designed to provide new networks, permeability, and connections across the Link Road for existing and future land users, linked to existing or diverted Public Rights of Way.

To reduce the need to travel the Garden Community will provide excellent digital connectivity and a policy is included in the Sustainable Infrastructure chapter.

A governance body, the TRG, will be established by the Councils. The TRG will have formal terms of reference and comprise the planning/highway authorities and the developer. The TRG will be provide oversight for the development, implementation and review of the Garden Community's overall transport strategy, particularly the commitment to maximise active and sustainable travel, deliver mode share targets and the measures outlined in travel plans.



Chapter 9: Sustainable Infrastructure

The garden community will make living sustainably easy for its residents. Green infrastructure and building solutions will be integrated from the outset and follow best practice standards.

Chapter 9 of this **Plan** sets out the Councils' aspirations and expectations for creating a Garden Community fit for the future and which embraces Garden Community principles and incorporates measures aimed at tackling climate change, minimising carbon emissions and climate change adaptation. The policy sets high expectations for energy efficiency, renewable energy generation, water efficiency and water recycling. Tree planting, facilities for electric vehicles and promoting walking, cycling and public transport are covered in other policies of the **Plan**.

Climate change is a global issue affecting everyone. Co-ordinated action from all sectors, national and local governments, and individuals is needed to mitigate and adapt to climate change. The science tells us that to avoid catastrophic effects we need to limit the increase in global temperature to 1.5oC. Mitigation measures are required to significantly reduce greenhouse gas emissions and limit global temperature rise. However, even with efforts to limit the cause of global warming, further climatic changes are inevitable in the future and the UK will need to adapt to the growing risks from climate change.

The Garden Community is an opportunity to address the climate emergency through high quality design and place making, by designing climate change mitigation and adaptation measures at an early stage and encouraging behavioural change. The Councils cannot anticipate every aspect of the technological changes and will adopt a flexible approach to innovation.

To ensure that proposals for the Garden Community can respond to changing technologies, new standards and best practice, Design Codes will be prepared and updated as necessary, which could include requirements for energy efficiency standards, passive energy design, low energy networks, onsite renewable sources, environmental standards, water use, and waste.



Section 1 Local Plan

Under the theme of Sustainable Infrastructure, some of the main requirements covered in this **Plan**, as set out in the policies of the adopted Section 1 Local Plan include:

- Measures to ensure environmental sustainability, including addressing energy and water efficiency.
- Water and wastewater and flood mitigation measures.
- Sustainable waste/recycling and minerals management facilities.
- Measures for delivering reliable high speed/ultrafast broadband at all new and existing property.
- Consideration of potential on-site mineral resources.

Principles

A PLACE WHERE THE ENERGY SUPPLY IS SUSTAINABLE, SMART AND FUTUREPROOFED

The Garden Community will look at options which maximise energy efficiency, minimise energy use and promote renewable energy technologies. Smart technology and integrated data service will be used to accommodate people's needs and make their lives better. The Garden Community will ensure homes and infrastructure are futureproofed, affordable and adaptable to everybody's individual and collective needs now and in the future.

A PLACE DESIGNED FOR THE IMPACTS WHILE MINIMISING ITS CONTRIBUTION TO CLIMATE CHANGE

The impacts of climate change will be actively tackled through developing initiatives that reduce greenhouse gas emissions and that actively take carbon dioxide out of the atmosphere.

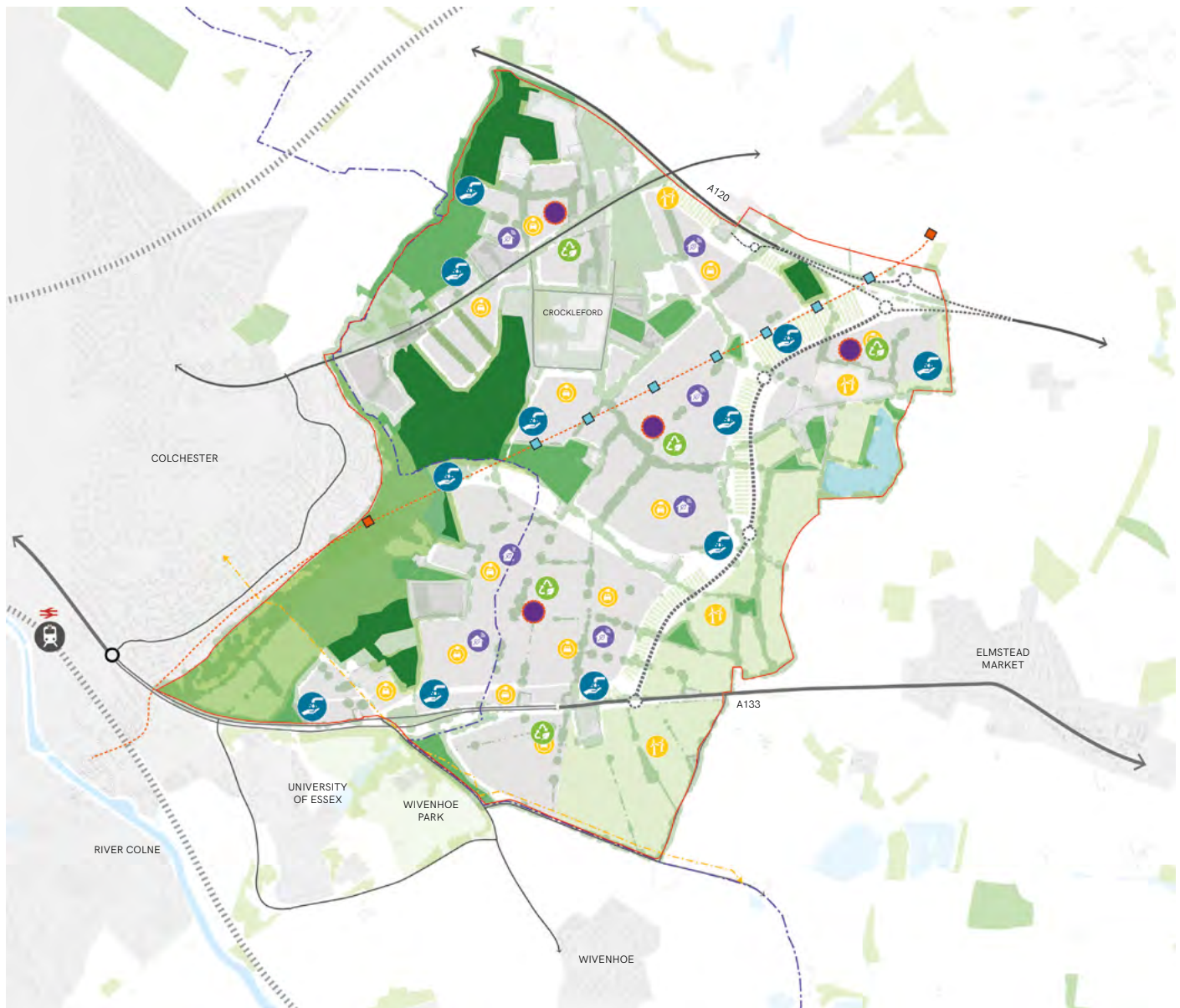
A PLACE THAT OPTIMISES RESOURCE EFFICIENCY AND RECYCLING ACROSS THE WHOLE DEVELOPMENT LIFECYCLE

The Garden Community will use as few resources as possible in the first place, keep resources in circulation for as long as possible, extract the maximum value from them while in use, then recover and regenerate products at the end of service life.

A PLACE WHERE INFRASTRUCTURE COMES FIRST AND MEETS ITS INHABITANTS' NEEDS

Key to creating a vibrant and attractive Garden Community is the phased delivery of infrastructure and services on site which fully meets the future needs of residents and supports healthy and sustainable lifestyles. The range and nature of facilities considered should ensure that the majority of everyday needs can be met within the site.

SUSTAINABLE INFRASTRUCTURE ILLUSTRATIVE FRAMEWORK PLAN



KEY

— Area of Search of TCBGC	— Water Course	Electric Vehicle Infrastructure
- - - District Boundary	Attenuation Ponds	Sustainable Water and Drainage Systems
Ancient Woodlands	Development Area	Smart and Sustainable Homes
Woodlands	Existing Pylons that affect the GC	Circular Economy
Country Park	- - - Existing Gas Medium Pressure Pipe that affect the GC	
Amenity Green Space	Energy Centres	
	Renewable Energy Sources	

*The location of specific land uses, facilities and activities are illustrative and subject to further masterplanning.

GC POLICY 8: SUSTAINABLE INFRASTRUCTURE

The Garden Community will be an exemplar development that addresses the climate emergency. The Garden Community will create energy efficient, sustainable buildings and places where communities can lead resilient and low carbon lifestyles, reducing the need to travel and a biodiverse landscape which incorporates carbon sequestration and natural flood management. This policy includes examples, but the focus is on achieving the end goals of a net zero carbon development and maximised water efficiency through the best solutions, which are likely to change over time.

Proposals must comply with approved Design Codes that set standards in terms of climate change mitigation and adaptation and sustainable design.

Part A: Net Zero Carbon

All buildings shall be net zero in operation at occupation or, in exceptional circumstances, have an agreed strategy to achieve net zero within five years of occupation, and achieve net zero operational energy balance across the Garden Community. The Councils will encourage carbon and energy positive buildings. A holistic area wide approach to energy and associated infrastructure will need to be implemented. Proposals must follow the principles of the energy hierarchy by reducing energy demand for both regulated and unregulated energy use (including heating, lighting, and cooling), ensuring efficient systems and renewable energy technology are in place, and that carbon dioxide emissions are minimised.

Proposals must demonstrate how new homes will achieve:

- Space heating demand less than 30kWh/m²/per annum.
- Total energy consumption (energy use intensity) of less than 40kWh/m²/annum.
- Onsite renewable generation to match or exceed the total energy consumption (energy use intensity).

Where the use of onsite renewables to match total energy consumption (energy use intensity) is demonstrated to be not technical feasible or economically viable onsite, renewable energy generation should be maximised as far as possible and/or connection to a district heating network. Where this is not possible, the residual energy should be offset by a contribution to an offset fund.

Compliance should be demonstrated by using an energy assessment tool proportional to the scale of the development.

The Councils will expect the integration of smart technology and integrated data services for controlling energy using activities and appliances.

Part B: Design and Construction

All buildings must be designed to reduce energy demand and maximise fabric energy efficiency including such measures as: building orientation; high levels of insulation of roofs, floors, and walls; maximising airtightness; and using solar gain through window/door orientation whilst avoiding overheating. The Councils expect all applicable buildings to meet BREEAM 'Excellent' or 'Outstanding' and encourage Passivhaus or similar certification for residential buildings.

Part C: Renewable Energy

To achieve a net zero carbon development, that will not use fossil fuels, the Garden Community will generate energy from renewable sources and proposals will need to show how this has been maximized. Solar photovoltaic (PV) and either, air or ground source heat pumps should be installed on every building where feasible. The Councils will encourage the development of a district heating network(s) and/or smart local energy systems that are viable, maintained and managed in the long term.

Part D: Water Conservation and Wastewater

All buildings must include water efficiency measures and seek to achieve water neutrality. All homes must include water saving measures and, as a minimum, meet the Building Regulations optional tighter water standard of 110 litres per person per day. the Government's Environment Improvement Plan (Water Efficiency Roadmap) standard of 100 litres per person per day. Proposals should submit a water efficiency calculator report to demonstrate compliance, and developers are encouraged to demonstrate how they can go further utilising integrated water management and a fittings-based approach to minimise potable water use. Non-residential development proposals must demonstrate that water efficiency measures and water reuse have been incorporated in proposals. Where significant non-domestic water use is required, a Water Resources Assessment should be submitted with the planning application following consultation with the relevant water company to ascertain water availability and feasibility of the proposed scheme.

Proposals must include clear evidence on the approach to water conservation, including the potential for the re-use of greywater and rainwater capture and re-use and should also provide the infrastructure to support options for rainwater re-use in the building design, e.g. rainwater harvesting systems, water saving devices, greywater recycling or other agreed solutions. The Councils will require safe systems and measures to be implemented for all new development within the Garden Community.

Part E: Green-Blue Infrastructure

In accordance with GC Policy 2, multifunctional green-blue infrastructure will be delivered across the Garden Community for biodiversity, flood and drought control, soil health, air quality, and reduced urban heat island effect. Proposals must demonstrate how the planting palette features a diverse range of plant species that are adaptable/ resilient to climate change. Details should be submitted of appropriate biosecurity standards for sourcing, quarantining, and inspecting plant material supplied to the development.

Part F: Digital and Fast Technology

Proposals must provide the new community with:

- For non-residential development: Ultra-fast Gigabit capable, future proofed broadband including a requirement for “open access” broadband infrastructure provided by at least two suppliers or a neutral host. This definition is likely to evolve over the plan period and consideration of an up-to-date definition of ultra-fast will be made at the time of the planning application submission based on government/ industry guidance.
- Unless an equivalent technology/approach delivers a better outcome, demonstrate early engagement with infrastructure providers and ensure the provision of fibre to the premises (FTTP) infrastructure.
- For all applicable development: Mobile phone network capacity and improvements, to ensure that the likely impact of developments on the existing mobile networks in the area is assessed, and appropriate action taken, at an early stage. At present this will require 4G / 5G level technology. This is likely to evolve over the plan period and consideration of up-to-date requirements will be made at the time of the planning application submission based on government/ industry guidance.
- Smart multifunctionality for all public realm street furniture, such as lampposts and signage.

Part G: Materials

All proposals must take into consideration the embodied carbon associated with materials using the [RICS Whole Life Carbon](#) approach or successor documents and incorporate measures into the development design, materials, construction and transportation methods etc. to reduce those emissions. Development must be designed to maximise resource efficiency and identify, source, and use environmentally and socially responsible materials, giving consideration to circular economy principles and design for deconstruction.

Part H: Minerals – Prior extraction

Proposals must be informed by a Minerals Resource Assessment (MRA), with evidence supplied in support of the scheme demonstrating how the scheme reflects and takes advantage of the opportunities afforded by prior extraction, as required by the Minerals Planning Authority. Given the scale of the Garden Community and duration of construction, the MRA can be undertaken in phases, but must be done ahead of any detailed masterplanning for that phase, such that the conclusions of the MRA can demonstrably influence the masterplan to ensure that minerals are not unnecessarily sterilised by non-mineral development.

Part I: Planning Application Requirements

1. All proposals must be accompanied by an 'Energy and Carbon Reduction Strategy' which considers all the measures set out in this policy and puts forward detailed solutions for the Councils approval, which will then be implemented as part of the development.
2. Proposals should include an assessment or measured confirmation of actual performance to address the performance gap between 'as designed' performance and 'as built' performance.
3. All proposals must be accompanied by a 'Digital Connectivity Report' demonstrating how the development will provide digital connectivity (including appropriate standards, timescales etc.) having regard to approved connectivity strategies applicable to the local planning authority areas.
4. All proposals must be accompanied by a 'Water Efficiency Calculator Report' to demonstrate compliance with the water efficiency target.
5. An Embodied Carbon Assessment using a recognised RICS tool should be submitted with all proposals.

Justification

In 2018, the Intergovernmental Panel on Climate Change (IPCC) published a report which advised that we must limit global warming to 1.5°C, as opposed to the previous target of 2°C. Tackling climate change requires action by every part of society – this includes all tiers of government, businesses, and residents. Individuals can influence the size of their carbon footprint by how much and what they buy and how they travel and the homes they live in.

In 2019, both CCC and TDC declared climate emergencies acknowledging that urgent action is required to limit the environmental impacts produced by the climate crisis. Both Councils aim to achieve carbon neutrality by 2030. This is supported by ECC who established the [Essex Climate Action Commission](#) in 2020 to promote and guide climate action in the county and move Essex to net zero by 2050. It is an independent, voluntary, and cross-party body bringing together groups from the public and private sector, as well as individuals from other organisations. The Commission published its report [Net Zero: Making Essex Carbon Neutral](#) in July 2021 and its recommendations are relevant to ECC, Essex local authorities, parish and town councils, as well as Essex businesses, residents, and community groups. The report sets out a comprehensive plan for Essex to reduce its greenhouse gas emissions to net zero by 2050 in line with UK statutory commitments; and to make Essex more resilient to climate impacts such as flooding, water shortages and overheating. The report covers a wide range of topic areas including land use, energy, waste, transport, plus the built and natural environments. The report's recommendations are now incorporated into a Climate Action Plan and a focused work programme over the coming years to ensure the effects of climate change can be mitigated.

It should also be noted that the Garden Community is located with the ECAC Climate Focus Area (CFA). The principal objective of the CFA is to become net zero carbon – meaning that the amount of carbon emitted from the area is no higher than that absorbed. The Garden Community can contribute to the CFA targets.

The Garden Community will aim to achieve a net zero operational energy balance onsite. This means that renewable energy technology integrated into the development (i.e. rooftop solar mainly) generates the equivalent, or exceeds if possible, the annual average operational energy use from the built development (i.e. not including transport EVs but includes everything else). Modelling done by [LETI](#) (London/Low Energy Transformation Initiative), and Etude (for Cornwall and Greater Cambridge Councils) show that this is technically feasible and also viable in most development types. To achieve this principle it is necessary to have high standards of fabric efficiency, use efficient and smart systems, and maximise onsite renewable energy generation.

Net zero carbon should be based on the LETI approach to defining a net zero carbon building. This frames net zero carbon around Energy Use Intensity (EUI) – the annual measure of the total energy consumed in a building. LETI achieves a level of energy performance in buildings that is in line with climate change targets. LETI set out the energy targets to use in their climate emergency [design guide](#). They modelled that this approach was necessary to keep the UK climate targets still achievable (to achieve net zero carbon at a UK scale then all buildings must achieve net zero operational energy/carbon). The LETI approach also future proofs policy for when the grid is completely decarbonised. Another advantage is that it addresses issues such as fuel poverty and rising energy costs because it drives down energy use in the first place by ensuring highly fabric efficient buildings. Unlike Building Regulations, it is based on total energy use so covers both regulated and unregulated energy.

There are numerous national and international sustainability accreditation standards and the Councils will expect development to meet the BREEAM rating of 'Excellent' or 'Outstanding'. BREEAM is the world's leading science-based suite of validation and certification systems for sustainable built environment. The BREEAM rating of Excellent is best practice and rating of Outstanding is classed as innovator, with less than 1% of new UK non-domestic buildings meeting this rating. BREEAM is a way to measure the sustainability of buildings in a holistic way and ensure that a wide range of sustainability considerations, including energy, land use and ecology, waste, water, health and wellbeing, pollution, transport, materials, and management are incorporated. The Councils encourage Passivhaus certification.

Renewables should be maximised onsite; the aim is to achieve operational energy balance onsite and exceed it if possible. This contributes to wider energy system targets including the Essex Climate Action Commission target for Essex to generate all its own energy needs from local renewable sources by 2040. Renewable power generators, such as solar photovoltaic (PV) and air and ground source heat pumps are established, well understood and mature technologies, which would be anticipated to be deployed across the site where feasible and considering the desire to include green roofs. The Essex Climate Action Commission recognises that solar PV is affordable and performs well and recommends that it should be fitted by default on new buildings. The goal is to deliver a net-zero/carbon positive community by providing a secure, reliable, and affordable energy system. There is opportunity for entrepreneurship and the ability to export energy (heat and/or power) should be explored. The Hydrock report recommends the following technologies: hydrogen, Biogas Anaerobic Digestion (sewage and food), heat pumps and thermal storage (for heat) and solar and wind and the associated various forms of storage (for power).



An Energy and Carbon Reduction Strategy is required for all proposals, which will set out measures that will be incorporated into the design, layout and construction aimed at maximising energy efficiency and the use of renewable energy. The Energy and Carbon Reduction Strategy must demonstrate how different measures have been considered and incorporated which should include: triple glazing; solar roof panels or solar tiles; air source heating systems; ground source heating systems; super insulation (walls and loft void); rainwater capture system; electric vehicle rapid charging points (provided to an individual dwelling or through an appropriate communal facility); superfast broadband and a flexible space within each home to enable home working and a reduction in the need to travel; Mechanical Heat Recovery Ventilation; solar thermal systems; and solar and battery storage systems. This list will be kept under review as techniques and technologies develop and evolve. Targets and requirements in design codes and guidance may include phased requirements to ensure that targets and requirements reflect latest techniques, technologies, and best practice.

Proposals must be submitted with a whole-life carbon assessment. Whole life-cycle carbon emissions, or embodied carbon, are the carbon emissions resulting from the construction and use of a building over its entire life, including its end-of-life demolition and disposal. There is currently low levels of understanding about the embodied carbon impacts of new buildings and it is expected that over the next few years, there will be a consistent level of understanding on how to measure whole-life-carbon.

Green-blue infrastructure is important for biodiversity, flood and drought control, soil health, air quality, reduced urban heat island effect and human health and wellbeing. Details of the blue-green infrastructure requirements for the Garden Community are included in GC Policy 2. In terms of addressing climate change, the evidence-based selection of a planting palette featuring a diverse range of plant species known to be adaptable / resilient to climate change, such as drought resilient plants, will be critical to establishing and delivering a robust and resilient green infrastructure network over the long-term for the benefit of people and wildlife. Forest Research has a climate matching tool that can be used to show where species and provenance material might be sources for sites in England. Details of the appropriate biosecurity standards for sourcing, quarantining and inspecting plant material supplied to the development should be submitted as part of the application.

The Councils and Environment Agency suggest that developers submit a water efficiency calculator report, or equivalent information, at the planning application stage to demonstrate compliance with the optional tighter water standard of 110 litres per person per day. Developers should engage with Affinity Water as soon as possible regarding supply matters due to the increased demand for water in the area.

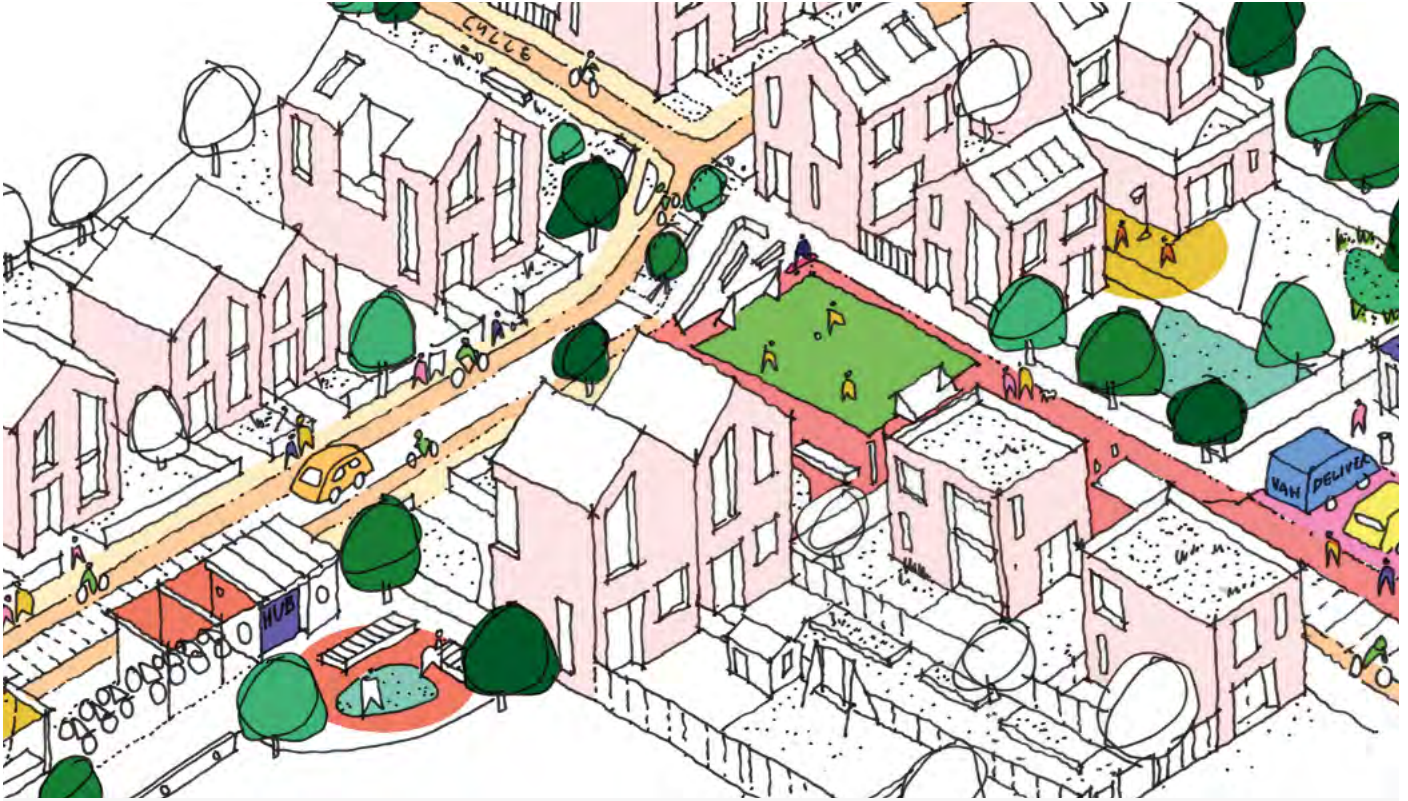
Local skills will be required for the development of sustainable infrastructure. Skills required include design and construction of sustainable buildings and infrastructure; renewable energy; and sustainable waste management. The need for these skills should be considered as part of the Employment and Skills Plan required under GC Policy 5.

Ultra-fast Gigabit broadband and the provision of fibre to the premises (FTTP) infrastructure is essential for work-life balance, flexible working, non-commutable working, and progress towards net zero carbon communities. This policy requires smart multifunctionality for all public realm street furniture. This should include the requirement for street furniture to be self-powered through solar panels and, where appropriate, it should aim to include wayfinding information, publicly accessible Wi-Fi, and electric charging points for phones and/or electric vehicles. All data collected by street furniture should be open source.

The sustainability of a development is not simply a measure of how it functions, it also includes how it is constructed and the sourcing of minerals used in that construction. This is made clear in the [NPPF](#) which states that minerals are a finite natural resource, and that best use needs to be made of them, including encouraging their extraction where practical and environmentally feasible, if it is necessary for non-mineral development to take place.

Extracting minerals prior to development of the land avoids not only their needless sterilisation, it is also an opportunity to design and shape landforms to support the masterplanning of significant developments. It provides the opportunity to create land topographies, transforming how the land is developed and used post extraction, through imaginative land reclamation and landscape enhancement that help create desirable places to live. Prior extraction itself is therefore not just an indication of sustainable development, it can be used as an opportunity in major developments to deliver sustainable development initiatives, such as those highlighted within this Plan, including:

- Opportunities for biodiversity net-gain and multifunctional green-blue infrastructure.
- Sustainable Drainage Schemes (SuDS) and increased flood resilience.
- Mitigation and adaptation measures against climate change.
- Positive contributions to the health and wellbeing of communities through the provision of open space and recreational resources.



Chapter 10:

Infrastructure Delivery, Impact Mitigation and Monitoring

This chapter covers the requirements to ensure the Garden Community is supported by the required level of infrastructure. The Garden Community provides an opportunity to create an innovative, resilient, well-connected and inclusive place that will stand the test of time.

Section 1 Local Plan

The main requirements covered in this **Plan**, as set out in the policies of the adopted Section 1 Local Plan include:

- All development must be supported by the provision of infrastructure, services and facilities that are identified to serve the needs arising from the development.
- An infrastructure delivery strategy and phasing plan that sets out how infrastructure, services and facilities will be provided.
- Comprehensive planning and development of the Garden Community, where each development phase is supported by suitable mechanisms to deliver the infrastructure both on and off-site.
- Providing new and improved transport (footways, cycle links, bridleways, roads) and communication infrastructure.
- Addressing education, healthcare, leisure and sports.
- Integrating a network of multi-functional green and blue infrastructure to create attractive and sustainable places.
- Ensuring adequate water and wastewater treatment capacity or infrastructure upgrades are in place prior to development proceeding.
- Planning consent and funding approval for the A120-A133 Link Road and Route 1 of the Rapid Transit System.
- Providing appropriate design and infrastructure that incorporates the highest standards of innovation in energy efficiency and technology to reduce impact of climate change, water efficiency (with the aim of being water neutral in areas of serious water stress), and sustainable waste / recycling management facilities.



GC POLICY 9: INFRASTRUCTURE DELIVERY AND IMPACT MITIGATION

Planning and delivering the required infrastructure is at the heart of sustainable development for the Garden Community. Proposals must demonstrate that the required infrastructure to support the development will be delivered in a timely and, where appropriate, phased manner. This will provide the opportunity to address infrastructure needs, maximise the efficient use of existing infrastructure capacities and explore opportunities for new sustainable infrastructure.

Part A: Infrastructure Delivery Mechanism

Developers will need to make direct provision or contribute towards the delivery of relevant infrastructure as required by the development either alone or cumulatively with other developments, as set out in the 'Infrastructure Delivery, Phasing & Funding Plan' or relevant Infrastructure Delivery Plan (IDP) and other policies in this **Plan**, where such contributions are compliant with national policy and the legal tests. Where necessary, developers will be required to:

1. Enter into Section 106 agreements to make provisions to mitigate the impacts of the development where necessary or appropriate. Section 106 will remain the appropriate mechanism for securing land and works along with financial contributions; and/or
2. Make a proportionate contribution on a retrospective basis towards such infrastructure as may have been forward-funded from other sources where the provision of that infrastructure is necessary to facilitate and/or minimise the impacts of their development (including the cumulative impacts of planned development).

Where a proposal requires additional infrastructure capacity, to be deemed acceptable, mitigation measures must be agreed with the Councils and the appropriate infrastructure provider. Such measures may include (not exclusively):

- Financial contributions towards new or expanded facilities and the maintenance thereof.
- On-site provision of new facilities (which may include building works).
- Off-site capacity improvement works.
- The provision of land.

Developers must work positively with the Councils and other infrastructure providers throughout the planning process to ensure that the cumulative impact of development is considered and then mitigated, at the appropriate time, in line with their published policies and guidance.

The Councils consider Section 106 to be the appropriate mechanism for securing land and works along with financial contributions.

For the purposes of this policy the widest reasonable definition of infrastructure and infrastructure providers will be applied. Exemplar types of infrastructure are provided in the glossary appended to this **Plan**.

Proposals will need to make financial contributions to the wider local transport infrastructure, including the A120-A133 Link Road and Rapid Transit System taking into account the conditions of the Housing Infrastructure Fund.

Proposals will also need to make contributions to stewardship and economic development initiatives to ensure the delivery of relevant policies in the Plan.

Part B: Planning Application Requirements

Applications where relevant must be accompanied by:

1. Planning Obligations Statement.
2. Affordable Housing Statement.
3. Viability Assessment.

Justification

The Garden Community will require the provision of new physical infrastructure such as footways, cycleways, roads, and sewers; social infrastructure such as health, ambulance, police, firefighting, education, and community facilities; and green infrastructure such as open and recreational spaces. The Councils will work with developers and a range of partners such as the Highway Authority, National Highways, the lead authority for education, the Environment Agency, Lead Local Flood Authority, utility companies, Integrated Care Board (ICB) and National Health Service England Midlands and East England, and Sport England to bring forward the necessary infrastructure that is required to deliver the Garden Community.

It should be recognised that infrastructure may be provided in various ways including new infrastructure, improvements to existing facilities/services or as co-located or expanded services/facilities. Where infrastructure cannot be provided within, or is not appropriate to be located on, the Garden Community site itself, developers will be expected to make a contribution to the cost to provide the infrastructure elsewhere.

Where planning obligations are required by planning policy and/or to mitigate the impacts of development but are not agreed for development viability reasons, the Councils will require a fully transparent open book viability assessment and that all possible steps have been taken to minimise the residual level of unmitigated impacts. Developers may be required to enter into obligations that provide for appropriate additional mitigation in the event that viability improves prior to completion of the development, provided the additional obligations are required to mitigate the impact of the development.

The Councils have prepared an 'Infrastructure Delivery, Phasing & Funding Plan' which performs the role as the Infrastructure Delivery Plan (IDP) for the Garden Community, to identify the required infrastructure. The IDP is a living document subject to review and will be regularly updated. Proposals will be expected to deliver or contribute to the necessary infrastructure requirements of the Garden Community as identified by the Council's IDP, where such contributions are compliant with national policy and the legal tests.



The Councils will seek contributions from developers to fund improvements to existing infrastructure and the environment and new infrastructure. Contributions will be made through Section 106 agreements which address the provision of affordable housing and supporting infrastructure such as transport, schools, community facilities and health facilities. The necessary infrastructure requirements through the use of planning condition and/or planning obligation and/or financial contributions will be in accordance with [The Community Infrastructure Regulations 2019](#).

Some infrastructure providers will fund and deliver infrastructure themselves. Other infrastructure will be funded by developers and landowners, secured by planning obligations as part of the planning permission. On-site infrastructure provision will usually be secured by planning conditions or legal agreements. Off-site provision will usually be secured by legal agreements and through other financial contributions.

Essex County Council, working with CCC and TDC, were successful in attracting funding under the Housing Infrastructure Fund (administered by Homes England) for delivery of the first phase of the A120-A133 Link Road, and the offsite sections of the Rapid Transit System (RTS). The awarding of the funding has been made on the basis that this transport infrastructure unlocks housing growth at the Garden Community, without which the Garden Community could not be developed to the scale proposed. In accordance with the conditions of the funding agreement with Homes England, the Councils will seek to maximise the recovery of this funding from the Garden Community as it is developed. The mechanism for the recovery of funding will be secured by legal agreement between the Councils and the developer(s), with the level of recovery informed by regular reviews of development viability so that an appropriate financial contribution towards recovery is set which takes into account other policy requirements and contributions required of the Garden Community. Contributions received from this recovery mechanism will be used to cover any cost increases (beyond the initial HIF award) incurred by Essex County Council in delivering the Link Road and RTS. Any contributions beyond covering cost increases will be recycled back into supporting additional housing growth in the area at the discretion of the Councils and Homes England, as set out in the conditions of the Housing Infrastructure Fund.

Monitoring

Monitoring is a way of assessing the effectiveness of a plan once it is adopted. It helps to identify if plan policies are not being implemented and whether an early review of the plan is required. Monitoring indicators for the **Plan** reflect a combination of policy requirements, the indicators monitored in the Councils Authority Monitoring Reports (AMR) and are linked to the Sustainability Appraisal (SA) Framework. The table below outlines the Councils monitoring objectives relevant Plan policies and monitoring indicators. The AMRs will be used to report the performance of the Plan as well as recommending any actions required to ensure the delivery of the DPD.

Monitoring will be undertaken on an annual basis, with the result being published at the end of each calendar year within both Colchester City Council and Tendring District Council 'Authority Monitoring Reports' (AMRs). Information on the following objectives and indicators will be collated and assessed by the Councils. The AMRs will contain consistent information on the implementation of policies and the delivery of new development and supporting infrastructure. Where necessary the information will be tailored to the need of each separate Council and AMR approach. The monitoring will have a particular focus on the delivery of development, floorspace and land use change, alongside securing wider policy objectives in relation to infrastructure delivery.

The Councils will also ensure that appropriate monitoring frameworks and approaches are established through the determination and approval of planning applications for the Garden Community, with the associated use of planning conditions and other control mechanisms such as S106 agreements to ensure that appropriate monitoring is undertaken and information provided as the Garden Community is built out.

SA Objective	Most Relevant Policies	Monitoring Indicator
1. To create safe environments which improve quality of life, community cohesion	GC Policy 1 GC Policy 3 GC Policy 6	Increase in areas of public open space All crime – number of crimes per 1000 residents per annum Number of new community facilities granted planning permission Number of new cultural facilities granted planning permission, including places of worship
2. To ensure that everyone has the opportunity to live in a decent, safe home which meets their needs at a price they can afford	GC Policy 4	Housing Delivery Affordable housing completions Gypsy & Traveller provision
3. To improve health/reduce health inequalities	GC Policy 1 GC Policy 4 GC Policy 6 GC Policy 7	Increase in areas of public open space Percentage of new residential development that adheres to Natural England's Accessible Natural Greenspace Standards Percentage of new residential development within walking and cycling distance to schools Percentage of new residential development within walking and cycling distance to sport and recreation facilities Hectares of accessible open space per 1,000 population
4. To ensure and improve the vitality and viability of Centres	GC Policy 1 GC Policy 5 GC Policy 6	Total amount of floorspace for town centre uses (sqm)

SA Objective	Most Relevant Policies	Monitoring Indicator
5. To achieve a prosperous and sustainable economy that creates new jobs, improves the vitality and viability of centres and captures the economic benefits of international gateways	GC Policy 5	<p>Amount of floorspace developed for employment by type (sqm)</p> <p>Level 2 qualifications by working age residents</p> <p>Level 4 qualifications and above by working age residents</p>
6. To value, conserve and enhance the natural environment, natural resources, biodiversity and geological diversity	<p>GC Policy 1</p> <p>GC Policy 2</p>	<p>Number and area of Local Nature Reserves and Local Wildlife Sites</p> <p>Contributions collected as part of the Essex Coast RAMS</p> <p>Condition of SSSIs (per Natural England assessments)</p> <p>Overall % BNG achieved, as calculated by the latest Defra metric</p>
7. To achieve more sustainable travel behaviour, reduce the need to travel and reduce congestion	GC Policy 7	<p>To obtain an agreed Travel Plan</p> <p>Percentage of journeys to work, to education (and other land uses) by walking and cycling and percentage of journeys to work by public transport</p> <p>Levels of modal shift achieved</p>
8. To promote accessibility, ensure that development is located sustainably and makes efficient use of land, and ensure the necessary infrastructure to support new development	<p>GC Policy 1</p> <p>GC Policy 3</p> <p>GC Policy 5</p> <p>GC Policy 6</p> <p>GC Policy 7</p> <p>GC Policy 9</p>	<p>Increase in areas of public open space</p> <p>Key infrastructure projects delivered</p> <p>Additional capacity of local schools / incidents of new school applications</p>

SA Objective	Most Relevant Policies	Monitoring Indicator
9. To conserve and enhance historic and cultural heritage and assets and townscape character?	GC Policy 1 GC Policy 3 GC Policy 4	All permissions granted which affect a designated and/or non-designated heritage asset, and/or archaeology sites are in accordance with the policy Recorded loss of listed buildings Grade I and II+ (by demolition), Scheduled Monuments or nationally important archaeological sites and assets on the Colchester Local List to development
10. To make efficient use of energy and reduce contributions to climatic change through mitigation and adaptation	GC Policy 8	Percentage of household waste recycled and composted Carbon emissions and Climate Change Climate Change Adaptation
11. To improve water quality and address water scarcity and sewerage capacity	GC Policy 3 GC Policy 8	Quality of rivers (number achieving ecological good status) % of homes that meet the optional Part G of the Building Regulations
12. To reduce the risk of fluvial, coastal and surface water flooding	GC Policy 2 GC Policy 8	Number of planning applications approved contrary to Environment Agency advice on flood defence or water quality grounds
13. To improve air quality	GC Policy 7	Number of Air Quality Management Areas
14. To conserve and enhance the quality of landscapes	GC Policy 1 GC Policy 2 GC Policy 3	
15. To safeguard and enhance the quality of soil and mineral deposits?	GC Policy 8	Number and area of developments proposed within MSAs

Appendix 1. Principles and Objectives

To deliver the vision for the Garden Community, it will be important for all the policies and proposals in this **Plan** to contribute positively to the achievement of a number of principles and objectives. The vision, principles and objectives are set out in the Strategic Brief. The vision and principles are included in the theme chapters and the objectives are set out in this appendix.

Nature

A PLACE SHAPED BY EXISTING LANDSCAPE

- Across the Area of Search, there will be a minimum of 50% open space and multifunctional green infrastructure, that is seamlessly integrated with the built environment to connect people with nature.
- Existing landscape features conserved, enhanced and incorporated in the masterplan.
- Connectivity links established to existing green corridors and networks.
- New Country Park along the Salary Brook Corridor and including the slopes to the east.
- A variety of new connected open spaces created including parks, fields, wild spaces, communal spaces and private gardens.
- Streets with tree planting, Sustainable Drainage Systems and planting integrated.

A PLACE WITH THRIVING ECOLOGY AND BIODIVERSITY

- Existing habitats and wildlife sites conserved, protected and connected with new species rich habitat links.
- Hedgerow network protected and enhanced with existing hedge lined lanes protected and retained.
- Minimum 10% biodiversity net gain.
- Streets to include trees and other generous landscaping where appropriate.
- Ecologically rich buffer landscapes established against existing and new road corridors.
- Recreational pressures on existing sensitive habitats mitigated through the creation of new areas for recreation.

A PLACE WITH A PRODUCTIVE AND CLIMATE RESILIENT NATURAL LANDSCAPE

- Native, wildlife friendly planting and edible species.
- Allotments, community orchards and growing fields provided which maximise the good quality free draining soils.
- Canopy cover, use of green walls and planting maximised and hard surfaces minimised in built up areas.
- SUDS and rain gardens integrated.
- New links of woodland, meadow, grassland and wetland created to lock in carbon.
- Drought tolerant planting approaches used.
- Natural water management system integrated as an attractive biodiverse network with water features including swales, ponds and larger water bodies used in preference to piped systems.

Buildings, Place and Character

A PLACE WITH DISTINCTIVE IDENTITY

- The new community will be rooted in its place and the landscape.
- Important views, vistas, landmarks, heritage assets, trees and hedges will be recognised, protected and enhanced.
- Design Codes will be implemented and used consistently.
- Drawing on the historic tradition of orchards within the local area to create a new productive landscape.
- Green buffers designed to provide suitable distinction between neighbourhoods.
- Green buffers to contribute to the landscape and biodiversity network, accommodate leisure routes and be productive.
- Clear spatial hierarchy that directs the design of the neighbourhood and the building types.
- Plan for a range of housing densities with higher residential densities at mobility hubs, centres of activity and along key movement corridors.
- A range of building heights that add variety and interest to the streetscape, enhance internal legibility.
- Architectural style, building form, materials and layouts that reflect the districts' character while catering to contemporary needs and societal trends.

A PLACE THAT IS VIBRANT AND ACTIVE

- Local centres and one district centre that deliver an increased mix of uses.
- Create legible and well-designed focal points within the local centres.

A PLACE WHERE HOUSING IS ACCESSIBLE, AFFORDABLE AND INCLUSIVE

- Housing that caters for all stages of life including multi-generational families, co-housing, start-up homes.
- Housing typologies that respond to different needs and abilities.
- Tenure blind design.
- Accommodation suitable for ageing population close to local centres.
- Sites identified for co-living and self-build typologies.

A PLACE WITH GREAT HOMES

- Homes fit for the 21st century and beyond, digitally connected, with sustainable technologies and future proofed.
- Homes that offer privacy and external amenity spaces.
- Homes that positively address the streets and create clear entry points from the street.
- Provision of good storage areas to meet short and long term needs.
- Integrate utilities, including waste storage and management, such that they do not adversely affect the design of the built environment.

Economic Activity and Employment

A PLACE WITH A THRIVING LOCAL ECONOMY

- Medium/small-scale employment uses close to the district centres.
- Maximise the opportunity from the University of Essex and the Knowledge Gateway
- Provision of live-work and co-working spaces.
- Flexible and adaptable buildings with scope for expanding floorspace, helping to retain them within the garden community.
- Larger scale industrial/storage space accessible via A-roads and the Link Road
- Respond positively to changing patterns of retail and leisure.

Community and Social Infrastructure

A PLACE WHERE EVERYONE CAN FEEL AT HOME

- Co-location of different uses to maximise activity throughout the daytime and evening and provide opportunities for diverse social interaction.
- Multi use spaces that are designed to cater and support people from different groups (age/culture/ability/LGBTQ+/family status etc.).
- Community spaces accessible by all modes of travel.
- Community spaces flexible for different uses.
- Ground floor uses that create interest and activity.

A PLACE WHERE IT'S EASY TO BE HEALTHY AND HAPPY

- Inclusive public realm that creates the feeling of safety, a sense of place and interaction with nature.
- High quality and accessible sports facilities, playing pitches and greenspaces.
- Creation of a safe and overlooked walking and cycling network.
- Provision of healthcare, leisure, social and community facilities accessible by all modes of transport.
- Promotion of social interaction through shared amenity spaces.
- Active travel promoted.
- Connections established into the wider long distance leisure routes.

A PLACE WHERE EVERYONE CAN LEARN

- Provision of education facilities in close proximity to district and local centres, making them easily accessible.
- Feeling of safety and security promoted for students within and around these facilities.
- Education facilities within easy access to play and recreation spaces.
- Flexibility of use of the premises during non-school hours.

A PLACE TO PLAY AND HAVE FUN

- Play, sport and leisure facilities that cater to all ages, abilities and needs and are easily accessible by all modes of transport.
- Sport and leisure facilities within in close proximity to the neighbourhood it serves.

A PLACE WHERE LONG TERM STEWARDSHIP IS CONSIDERED FROM THE OUTSET

- A suitable stewardship model and the assets and services which will require management and maintenance in perpetuity identified.
- Minimisation of the running and maintenance costs of buildings and landscapes embedded through design.
- Community needs and funding priorities identified early on.
- Local resident representation on the stewardship model.
- Different and inclusive engagement and communication links established.

Movement and Connections

A PLACE WHERE PEOPLE HAVE PRIORITY

- Dense network of traffic-free walking and cycling links.
- Residential streets designed with low design speed with off-plot and sensitively incorporated car parking.
- Non-residential streets designed with low design speed, with segregated cycle links.
- All movement routes and corridors will be through safe, legible, attractive, tree-lined corridors for amenity, air quality mitigation, biodiversity and good mental health.
- Off-plot car parking paid for separately to house purchase/rental.
- On and off-street car parking designed flexibly with future non-car uses in mind.
- Streets designed to discourage informal parking, supported by Controlled Parking Zones.
- Vehicle access and loading restrictions to manage servicing needs.
- Streets and footpath links designed for all different users' needs including people with mobility impairments and parents with pushchairs.
- Emergency and service access provided throughout the street network.

A PLACE WITH RAPID, EFFICIENT AND COST EFFECTIVE PUBLIC TRANSPORT

- RTS routes given priority through the Garden Community and off-site, linking local centres and providing easy access to halts and services.
- RTS stops integrated in mobility hubs in all centres and residential areas.
- RTS running from the first stage with high frequency.
- Park and Choose to complement the function of RTS.
- Integrated ticketing for RTS and other bus services.

A PLACE WHERE ACTIVE AND SUSTAINABLE TRAVEL IS THE NATURAL CHOICE

- Transit oriented development with higher density around mobility hubs, centres of activity and key corridors.
- Network of mobility hubs established with a range of facilities connecting Rapid Transit System to first/last mile options on-site.
- Plentiful secure and covered cycle parking provided at key destinations and residential areas.
- Cycle and scooter hire docking stations provided at key destinations and community centres.
- Robust travel plans put in place, linked to mode share targets.
- Car club promotion to reduce the need for car ownership.
- Horse riders provided for with a network of bridleways.

A CONNECTED PLACE

- Link Road providing good connections to the A120 and A133.
- Walking and cycle routes connected to Rights of Way and to high quality and direct links to the University and Colchester.
- Hierarchy of street types to provide for the different routes, vehicular types and places.

Sustainable Infrastructure

A PLACE WHERE THE ENERGY SUPPLY IS SUSTAINABLE, SMART AND FUTUREPROOFED

- Net-zero energy demand and supply.
- The energy grid will combine renewable sources such as solar power, wind and battery storage to ensure the focus is on green energy production.
- Energy demand is monitored and active support provided to minimise consumption.
- Support new models of ownership and operation.

A PLACE DESIGNED FOR THE IMPACTS WHILE MINIMISING ITS CONTRIBUTION TO CLIMATE CHANGE

- Environmental net gain through nature based solutions and urban greening.
- A system of surface water drainage that will minimise the risk of flooding to the site, improve water quality, biodiversity and amenity value.
- Sustainable Drainage Systems (SuDS) which will mimic natural hydrological processes and reduce the impact of climate change.
- Water recycling to combat increasing demand on water supply.
- Overheating minimisation measures.
- Use of green walls and tree planting to reduce urban heat effect/ provide shading.
- Incorporation of energy producing landscapes.
- Promote access to green routes that reduce the need for travel by car .
- Create Green Infrastructure that supports our adaptation to a changing weather pattern through, for example, flood control.
- Grey water recycling system integrated to new buildings.

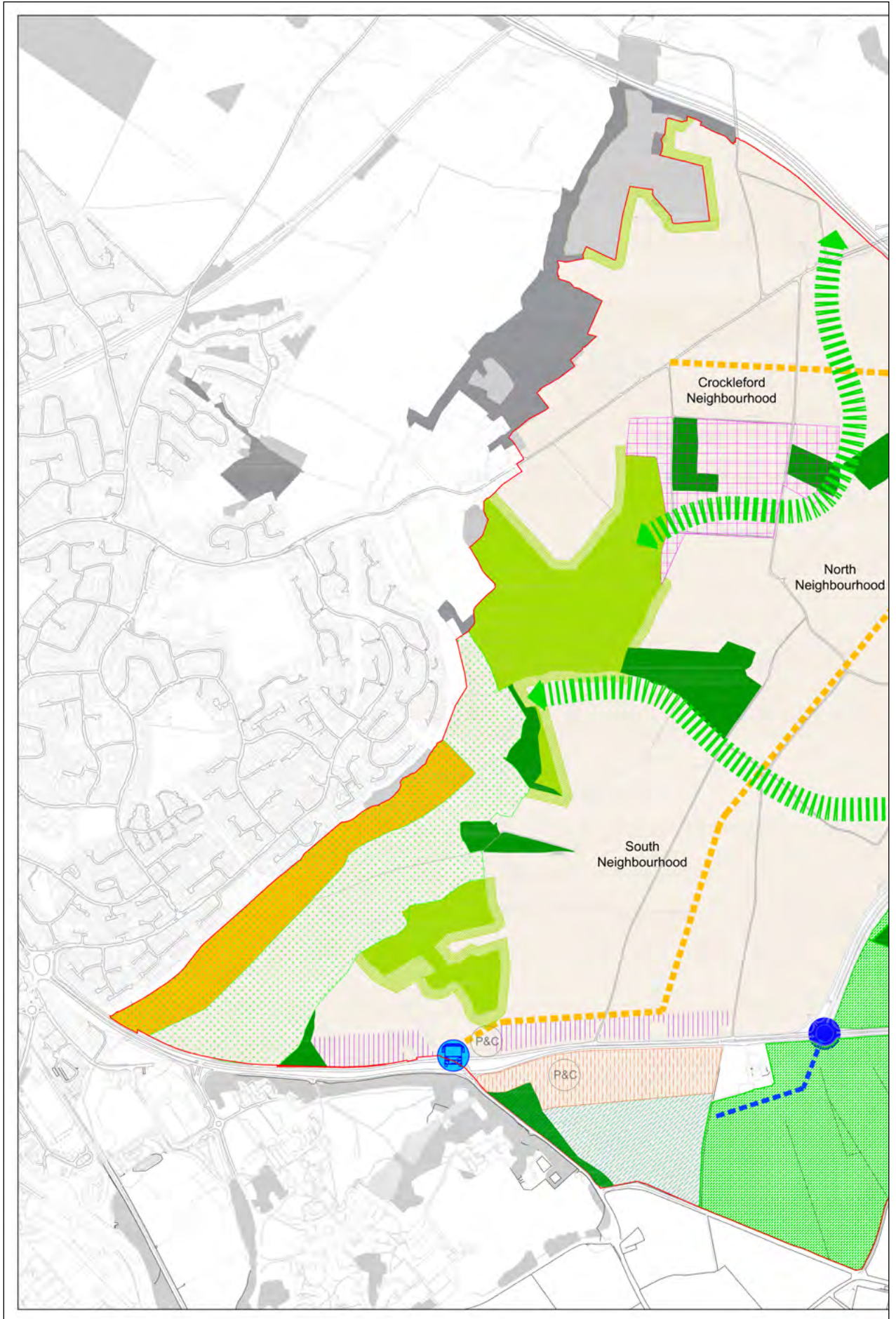
A PLACE THAT OPTIMISES RESOURCE EFFICIENCY AND RECYCLING ACROSS THE WHOLE DEVELOPMENT LIFECYCLE

- Energy demand reduction and embodied carbon (whole life), waste water, waste management.
- Minimisation of waste water discharge on the public network.
- Maximisation of waste water treatment at source before discharge.
- Zero waste and circular economy principles.
- Fastest possible broadband network installed throughout the site to residential and non-residential development.

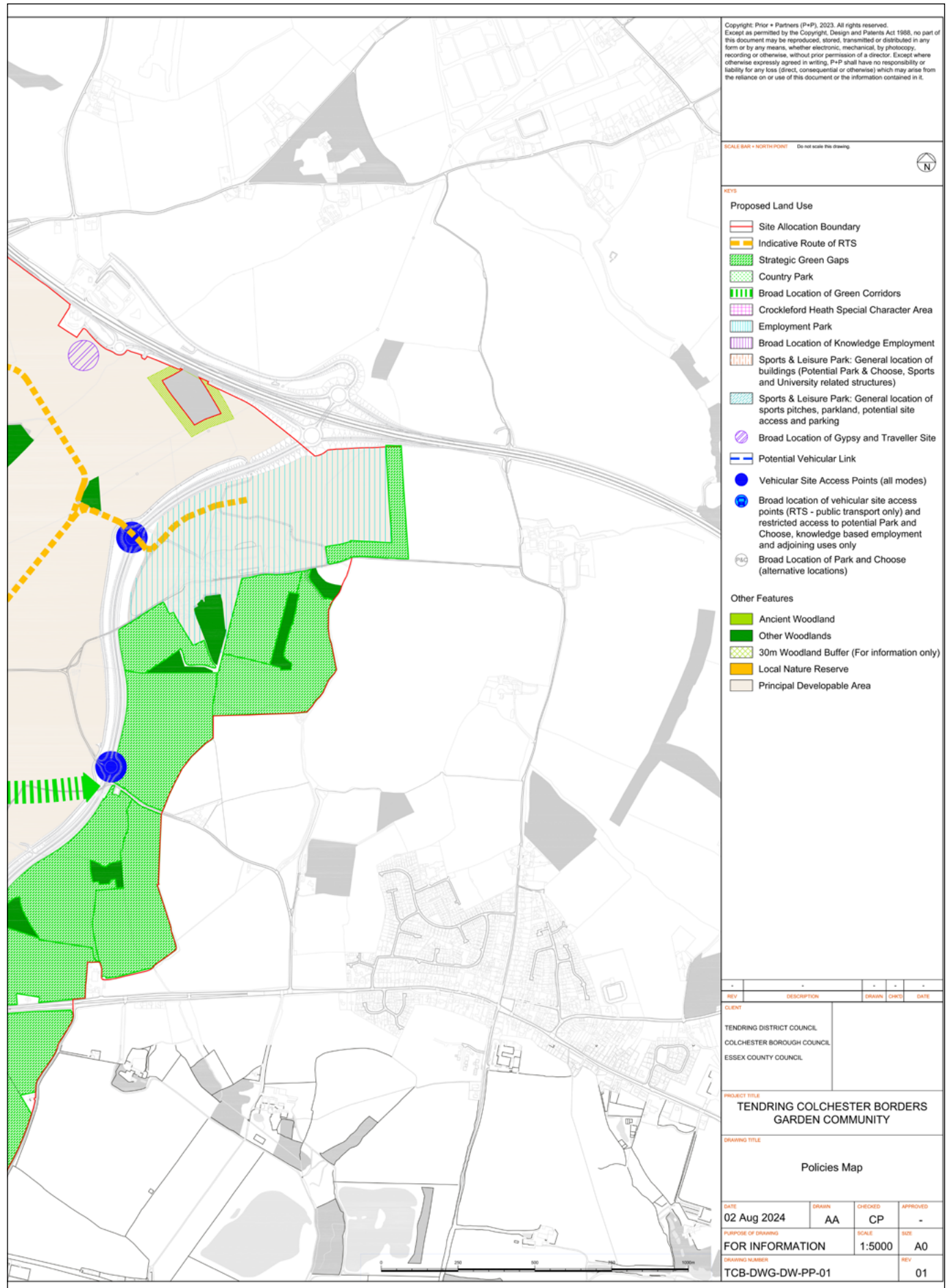
A PLACE WHERE INFRASTRUCTURE COMES FIRST AND MEETS ITS INHABITANTS' NEEDS

- Establishment of on-and off-site infrastructure delivery strategy and phasing plan that will align with the phases of development.
- Secured timely delivery of on- and off-site infrastructure aligned with each phase of development.

Appendix 2. Policies Map



A.1 APPENDIX 3



Appendix 3: Planning Application / Validation Requirements

Planning applications will be determined considering the policies and proposals within this **Plan**. For planning applications to be considered valid, a range of information must be submitted including plans and/or supporting documents in accordance with national validation requirements. The Councils local validation lists are available on their websites and clarifies what information is required. This will vary for different types and scales of application being made and will be reviewed as necessary to take account of statutory changes or Government guidance.

Each individual policy of this **Plan** specifies required supporting documents and information that must be submitted either prior to or in support of planning applications where relevant. These lists are not exhaustive and will be regularly reviewed. Applicants are advised to engage with the Councils to determine the requirements of individual applications. Those documents expected include:

- Comprehensive site wide Garden Community Masterplan
- Detailed Area Specific Masterplans
- Design Codes
- Strategic Masterplan Compliance Statement
- Green - Blue Infrastructure Strategy
- Ecological Surveys
- Landscape and Visual Impact Assessment/s (LVIA)
- Biodiversity net gain calculation and biodiversity gain plan
- Indicative Drainage Plan for the Whole Garden Community
- Drainage Plan/s and SuDS Management and Maintenance Plan/s
- Design & Access Statement/s
- Heritage Impact Assessment and Mitigation Strategy

- Archaeological Evaluation
- Housing Strategy(ies)
- Housing Mix Statement
- Affordable Housing Phasing Strategy
- Economic and Employment Strategy
- Employment and Skills Plan (ESP)
- Phasing and Implementation Strategy
- Social and community infrastructure demographic studies
- Health Strategy and Health Impact Assessment
- Healthy Living and Play Strategy
- Stewardship Strategy
- Community Use Statement/Plan
- Transport Assessment
- Public Transport Strategy
- Parking Strategy and Management Plan
- Freight Management Strategy
- Travel Plan
- Mobility Hubs Strategy
- Minerals Resource Assessment (MRA)
- Energy and Carbon Reduction Strategy
- Digital Connectivity Report
- Water Efficiency Calculator Report
- Embodied Carbon Assessment
- Planning Obligation Statement
- Affordable Housing Statement
- Viability Assessment

Appendix 4:

Section 2 Plan Status

For the purposes of all land within the Site Allocation Boundary of the Garden Community, all policies within the Tendring District Council (TDC) and Colchester City Council (CCC) Section 2 Local Plans will be replaced by the **Tendring Colchester Borders Garden Community Development Plan Document (DPD)**. None of the Section 2 Plan policies will apply to land within the Site Allocation Boundary of the DPD.

With regard to the TDC Section 2 Local Plan the following policies will **NOT** apply to the Site Allocation Boundary of the Garden Community:

Policy SPL 1	MANAGING GROWTH
Policy SPL 2	SETTLEMENT DEVELOPMENT BOUNDARIES
Policy SPL 3	SUSTAINABLE DESIGN
Policy HP 1	IMPROVING HEALTH AND WELLBEING
Policy HP 2	COMMUNITY FACILITIES
Policy HP 3	GREEN INFRASTRUCTURE
Policy HP 4	SAFEGUARDED OPEN SPACE
Policy HP 5	OPEN SPACE, SPORTS AND RECREATION FACILITIES
Policy LP 1	HOUSING SUPPLY
Policy LP 2	HOUSING CHOICE
Policy LP 3	HOUSING DENSITY AND STANDARDS
Policy LP 4	HOUSING LAYOUT
Policy LP 5	AFFORDABLE HOUSING
Policy LP 6	RURAL EXCEPTION SITES
Policy LP 7	SELF-BUILD AND CUSTOM-BUILT HOMES
Policy LP 8	BACKLAND RESIDENTIAL DEVELOPMENT
Policy LP 9	GYPSY AND TRAVELLER SITES
Policy LP 10	CARE, INDEPENDENT ASSISTED LIVING

Policy LP 11	HMO AND BEDSITS
Policy PP 1	NEW RETAIL DEVELOPMENT
Policy PP 2	RETAIL HIERARCHY
Policy PP 3	VILLAGE AND NEIGHBOURHOOD CENTRES
Policy PP 4	LOCAL IMPACT THRESHOLD
Policy PP 5	TOWN CENTRE USES
Policy PP 6	EMPLOYMENT SITES
Policy PP 7	EMPLOYMENT ALLOCATIONS
Policy PP 8	TOURISM
Policy PP 9	HOTELS AND GUESTHOUSES
Policy PP 10	CAMPING AND TOURING CARAVAN SITES
Policy PP 11	HOLIDAY PARKS
Policy PP 12	IMPROVING EDUCATION AND SKILLS
Policy PP 13	THE RURAL ECONOMY
Policy PP 14	PRIORITY AREAS FOR REGENERATION
Policy PPL 1	DEVELOPMENT AND FLOOD RISK
Policy PPL 2	COASTAL PROTECTION BELT
Policy PPL 3	THE RURAL LANDSCAPE
Policy PPL 4	BIODIVERSITY AND GEODIVERSITY
Policy PPL 5	WATER CONSERVATION, DRAINAGE AND SEWERAGE
Policy PPL 6	STRATEGIC GREEN GAPS
Policy PPL 7	ARCHAEOLOGY
Policy PPL 8	CONSERVATION AREAS
Policy PPL 9	LISTED BUILDINGS
Policy PPL 10	RENEWABLE ENERGY GENERATION AND ENERGY EFFICIENCY MEASURES
Policy PPL 11	THE AVENUES AREA OF SPECIAL CHARACTER, FRINTON-ON-SEA
Policy PPL 12	THE GARDENS AREA OF SPECIAL CHARACTER, CLACTON-ON-SEA
Policy PPL 13	ARDLEIGH RESERVOIR CATCHMENT AREA

Policy PPL 14	SAFEGUARDING OF CIVIL TECHNICAL SITE, NORTH EAST OF LITTLE CLACTON/SOUTH OF THORPE-LE-SOKEN
Policy PPL 15	SAFEGUARDING OF HAZARDOUS SUBSTANCE SITE, SOUTH EAST OF GREAT OAKLEY/SOUTH WEST OF HARWICH
Policy CP 1	SUSTAINABLE TRANSPORT AND ACCESSIBILITY
Policy CP 2	IMPROVING THE TRANSPORT NETWORK
Policy CP 3	IMPROVING THE TELECOMMUNICATIONS NETWORK
Policy SAMU1	DEVELOPMENT AT EDME MALTINGS, MISTLEY
Policy SAMU2	DEVELOPMENT AT HARTLEY GARDENS, CLACTON
Policy SAMU3	DEVELOPMENT AT OAKWOOD PARK, CLACTON
Policy SAMU4	DEVELOPMENT AT ROUSES FARM, JAYWICK LANE, CLACTON
Policy SAMU5	DEVELOPMENT SOUTH OF THORPE ROAD, WEELEY
Policy SAH2	DEVELOPMENT LOW ROAD, DOVERCOURT
Policy SAE1	CARLESS EXTENSION, HARWICH
Policy DI1	INFRASTRUCTURE DELIVERY AND IMPACT MITIGATION

With regard to the CCC Section 2 Local Plan the following policies will **NOT** apply to the Site Allocation Boundary of the Garden Community:

SG1	Colchester's Spatial Strategy
SG2	Housing Delivery
SG3	Economic Growth Provision
SG4	Local Economic Areas
SG5	Centre Hierarchy
SG6	Town Centre Uses
SG6a	Local Centres
SG7	Infrastructure Delivery and Impact Mitigation
SG8	Neighbourhood Plan
ENV1	Environment

ENV2	Coastal Areas
ENV3	Green Infrastructure
ENV4	Dedham Vale Area of Outstanding Natural Beauty
ENV5	Pollution and Contaminated Land
CC1	Climate Change
PP1	Generic Infrastructure and Mitigation Requirements
TC1	Town Centre Policy and Hierarchy
TC2	Retail Frontages
TC3	Town Centre allocations
TC4	Transport in Colchester Town centre
NC1	North Colchester and Severalls Strategic Economic Areas
NC2	North Station Special Policy Area
NC3	North Colchester
NC4	Transport in North Colchester
SC1	South Colchester Allocations
SC2	Middlewick Ranges
SC3	Transport in South Colchester
EC1	Knowledge gateway and University of Essex Strategic Economic Area
EC2	East Colchester / Hythe Special Policy Area
EC3	East Colchester
EC4	Transport in East Colchester
WC1	Stanway Strategic Economic Area
WC2	Stanway
WC3	Colchester Zoo
WC4	West Colchester
WC5	Transport in West Colchester
SS1	Abberton and Langenhoe
SS2	Boxted
SS3	Chappel and Wakes Colne

SS4	Copford
SS5	Eight Ash Green
SS6	Fordham
SS7	Great Horkesley
SS8	Great Tey
SS9	Langham
SS10	Layer de La Haye
SS11	Marks Tey
SS12a	West Mersea
SS12b	Coast Road West Mersea
SS12c	Mersea Island Caravan Parks
SS13	Rowhedge
SS14	Tiptree
SS15	West Bergholt
SS16	Wivenhoe
OV1	Development in Other Villages
OV2	Countryside
DM1	Health and Wellbeing
DM2	Community Facilities
DM3	Education Provision
DM4	Sports Provision
DM5	Tourism, leisure, Culture and Heritage
DM6	Economic Development in Rural Areas and the Countryside
DM7	Agricultural Development and Diversification
DM8	Affordable Housing
DM11	Gypsies, Travellers and Travelling Showpeople
DM12	Housing Standards
DM13	Domestic Development

DM14	Rural Workers Dwellings
DM15	Design and Amenity
DM16	Historic Environment
DM17	Retention of Open Space
DM18	Provision of Open Space and Recreation Facilities
DM19	Private Amenity Space DP16
DM20	Promoting Sustainable Transport and Changing Travel Behaviour
DM21	Sustainable Access to development
DM22	Parking
DM23	Flood Risk and Water Management
DM24	Sustainable Urban Drainage Systems
DM25	Renewable Energy, Water Waste and Recycling

Glossary

Adopted/Adoption

The final confirmation of a plan's status by a local planning authority (LPA).

Affordable Housing

The Councils definition will accord with the current definition in the National Planning Policy Framework (or any successor document) but will also include those uses eligible under Essex County Council's Independent Living Programme. It includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.

Air Quality Management Areas (AQMA)

Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.

Authority Monitoring Report (AMR)

A report published annually by the Councils monitoring progress in delivering progress in Local Plan policies and allocations.

Biodiversity Net Gain

Biodiversity Net Gain is an approach to development that leaves biodiversity in a better state than before. The Environment Act contains a new biodiversity net gain condition for planning permissions. To meet this requirement biodiversity gains will need to be measured using the biodiversity metric as specified in the Environment Act (or otherwise agreed).

Brownfield Land (also known as Previously Developed Land)

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

Boundary treatment

How a building or development site relates to its boundary - open, closed, accessible, fence, landscaped etc.

Carbon Positive

Carbon positive moves beyond carbon zero by making additional 'positive' or 'net export' contributions by producing more energy on site than the building requires and feeding it back to the grid.

Carbon sequestration

Carbon sequestration is the process of storing carbon in a carbon pool. Carbon dioxide is naturally captured from the atmosphere through biological, chemical, and physical processes.

Centre

References to centres apply to town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. See definitions of local centres and district centres.

Community Facilities

Are buildings, which enable a variety of local activity to take place including, but not limited to, the following: Schools, Universities and other educational facilities; Libraries and community centres; Doctors surgeries, medical centres and hospitals; including emergency, and acute inpatient and outpatient facilities; Public houses and local shops; Museums and art galleries; Child care centres; Sport and recreational facilities; Youth clubs; Playgrounds; Cemeteries; and Places of worship.

Competent person (to prepare site investigation information)

A person with a recognised relevant qualification, sufficient experience in dealing with the type(s) of pollution or land instability, and membership of a relevant professional organisation.

Conservation credits

When a developer cannot achieve at least 10% biodiversity net gain on their development site following application of the mitigation hierarchy, they will have the option to purchase biodiversity units from an offsite habitat market. If units cannot be sourced from local habitat markets, developers will be able to purchase their required units (as credits) which will be invested in habitat creation.

Design Code

A set of illustrated design requirements that provide specific, detailed parameters for the physical development of a site or area.

Development

The definition in Section 55 of the Town and Country Planning Act 1990 is 'means the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land'.

Development Plan

This includes adopted Local Plans, neighbourhood plans and is defined in section 38 of the Planning and Compulsory Purchase Act 2004. The Development Plan is the starting point for decision making. This includes the Essex Minerals Local Plan and the Essex and Southend-on-Sea Waste Local Plan.

District Centre

Important role serving the day-to-day needs of their local populations as well as providing access to shops and services for neighbouring areas across and beyond the Borough, but not to a level comparable with Colchester Town Centre.

Energy Hierarchy

The energy hierarchy is a classification of energy strategies, prioritised to assist progress towards a more sustainable energy system. The steps are: be lean, use less energy; be clean, supply energy efficiently; be green, use renewable energy; and offset.

European Sites

The European network of protected sites established under the Birds Directive and Habitats Directive (includes SPA, SAC, and Ramsar sites). See also habitats sites.

Garden Community

Communities which are holistically planned new settlements that respond directly to their regional, local and individual site context and opportunities to create developments underpinned by a series of interrelated principles which are based on the following Town and Country Planning Association Garden City Principles: Land value capture for the benefit of the community; Strong vision, leadership and community engagement; Community ownership of land and long-term stewardship of assets; Mixed-tenure homes and housing types that are genuinely affordable; A wide range of local jobs in the Garden Community within easy commuting distance of homes; Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food; Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience; Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods; Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

Green Infrastructure

A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Greenfield Site

Land which has never been built on before or where the remains of any structure or activity have blended into the landscape over time.

Gypsies and Travellers

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, or permanently but excluding members of an organised group of travelling showpeople or circus people travelling together as such. In determining whether persons are "gypsies and travellers" consideration will be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.

Habitat Regulations Assessment (HRA)

The Habitat Regulation Assessment is a statutory requirement under the [Conservation \(Natural Habitats\) \(Amendment\) \(England and Wales\) Regulations 2010 \(as amended\)](#). An HRA is required for a plan or project which, either alone or in combination with, other plans or projects is likely to have a significant effect on the integrity of a European/ habitats site.

Habitats Site

Any site which would be included within the definition at regulation 8 of the Conservation of Habitats and Species Regulations 2017 for the purpose of those regulations, including candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation, Special Protection Areas and any relevant Marine Sites.

Infrastructure

Infrastructure means any structure, building, system, facility and/or provision required by an area for its social and/or economic function and/or well-being including (but not exclusively): footways, cycleways and highways; public transport; drainage and flood protection; waste recycling facilities; education and childcare; healthcare; ambulance, police & firefighting facilities; sports, leisure and recreation facilities; community and social facilities; cultural facilities; emergency services; green infrastructure; open space; affordable housing; broadband; facilities for specific sections of the community such as youth or the elderly.

Local Centre

An essential role providing a range of small shops and services to meet the basic needs of local communities, serving a small catchment.

Local Development Scheme (LDS)

This is the project plan for a three year period for the production of all documents that will comprise the Local Plan. It identifies each Local Development Document and establishes a timetable for preparing each.

Local Plan

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the [Planning and Compulsory Purchase Act 2004](#).

Local Wildlife Sites

Habitats identified by Essex Wildlife Trust as important for the conservation of wildlife.

Massing

The combined effect of the arrangement, volume and shape of a building or group of buildings in relation to other buildings and spaces. This is also called bulk.

Main Town Centre Uses

As defined in the National Planning Policy Framework, main Town Centre uses include retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities, the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Mineral Safeguarding Area

An area designated by the Minerals Planning Authority (Essex County Council) which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.

Mitigation hierarchy

The mitigation hierarchy is a widely used tool that guides users towards limiting as far as possible the negative impacts on biodiversity from development projects. As a priority, impacts on key habitats and features must be avoided wherever feasible. Then the design must minimise impacts, then remediate impacts, and as a last resort compensate for impacts.

Mobility as a Service (MaaS)

Integrates various forms of transport services into a single mobility service accessible on demand. A MaaS operator facilitates a diverse menu of transport options to meet a customer's request, be they public transport, ride-, car- or bike-sharing, taxi or car rental/lease, or a combination thereof.

Modal Share

A modal share is the percentage of travellers using a particular type of transportation.

National Planning Policy Framework (NPPF)

Government planning policy which replaces a large number of Planning Policy Guidance notes and Planning Policy Statements with one single document. It sets out new planning requirements and objectives in relation to issues such as housing, employment, transport and the historic and natural environment amongst others.

Natural Surveillance

Natural surveillance is an urban design, architecture and landscaping technique that seeks to deter crime with social and highly visible spaces. Natural surveillance is based on the theory that isolation makes crime both easier and more likely.

Neighbourhood Plan

A plan prepared by a Parish Council, Neighbourhood Forum, or other locally constituted community group, for a particular neighbourhood.

Objectively Assessed Housing Need (OAHN)

The National Planning Policy Framework requires that local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, including identifying key sites which are critical to the delivery of the housing strategy over the plan period. Further guidance provided in Planning Practice Guidance provides that 'The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints. However, these considerations will need to be addressed when bringing evidence bases together to identify specific policies within development plans.'

Open Space

All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Permitted Development Rights

The level of development that can take place before planning permission is required, as stated in [The Town and Country Planning \(General Permitted Development\) Order 1995](#), as amended.

Planning Obligation/Section 106 Agreement

A legally binding agreement between a local planning authority and any person interested in land within the area of the local authority, or an undertaking by such person, under which development is restricted, activities or uses required; or a financial contribution to be made. Used to mitigate the impacts of development.

Planning Practice Guidance

Guidance and detail supporting the National Planning Policy Framework which is published online and regularly updated.

Previously Developed Land

See brownfield land above.

Ramsar Site

An area identified by international agreement on endangered habitats.

Recreational disturbance Avoidance and Mitigation Strategy (RAMS)

A tool used to manage and mitigate the adverse effects from increased recreational disturbance arising from new developments on European/habitats Sites.

Self-build and custom-build housing

Housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing. A legal definition, for the purpose of applying the Self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1(A1) and (A2) of that Act.

Setting of a heritage asset

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Significance (for heritage policy)

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic, or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Sites of Special Scientific Interest (SSSI)

Land notified under the Wildlife and Countryside Act 1981 as an ecosystem of flora and/or fauna considered to be of significant national value and interest to merit its conservation and management.

Sound/Soundness

To be considered sound, a Development Plan Document must be justified (founded on robust and credible evidence and be the most appropriate strategy) and effective (deliverable, flexible and able to be monitored).

Special Area of Conservation (SAC)

A site of European importance designated by the member states, where necessary conservation measures are applied for the maintenance or restoration, at favourable conservation status, of the habitats and/or species for which the site is designated.

Special Protection Area (SPA)

A site designated under the Birds Directive by the member states where appropriate steps are taken to protect the bird species for which the site is designated.

Starter Homes

Newly built properties that must be sold to someone who is a first-time buyer below the age of 40, with a discount of at least 20 per cent off the market value.

Statement of Community Involvement (SCI)

This will set out the standards that the Council intend to achieve in relation to involving the community and all stakeholders in the preparation, alteration, and continuing review of all Local Development Plan Documents and in significant planning applications, and also how the Council intends to achieve those standards. The Statement of Community Involvement will not be a Development Plan Document (see above) but will be subject to independent examination. A consultation statement showing how the Local Planning Authority has complied with its Statement of Community Involvement should accompany all Local Development Documents.

Strategic Housing Market Assessment (SHMA)

A study prepared for the Councils Evidence Base further to national guidance which assesses the overall state of the housing market and advises on future housing policies used to inform the Housing Strategy.

Supplementary Planning Document (SPD)

A document produced by the Council to add further detailed guidance and information on a particular subject such as Sustainable Construction or Open Space, Sport and Recreational Facilities. An SPD is subject to a formal consultation period and then is used as a material consideration when determining planning applications.

Sustainability Appraisal (SA)

An appraisal of the economic, social, and environmental effects of a plan from the outset of the preparation process, so that decisions can be made that accord with sustainable development.

Strategic Environmental Assessment (SEA)

A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

Sustainable Communities

Places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built, and run, and offer equality of opportunity and good services for all.

Sustainable Construction

Is the name given to building in an energy efficient way. The incorporation of many new technologies and energy saving techniques into a building can dramatically reduce the CO2 emissions and carbon footprint of a building. Initiatives include grey water recycling systems, solar panels, home recycling, wind turbines and ground water heating systems.

Sustainable Development

Development which meets the needs of the present without compromising the ability of future generations to meet their own needs.

Sustainable Drainage Systems (SuDS)

A sustainable drainage system is designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges.

Sustainable Transport

Sustainable Transport refers to walking, cycling and public transport, including train and bus. Sustainable Transport is transport that makes efficient use of natural resources and minimises pollution. In particular, Sustainable Transport seeks to minimise the emissions of carbon dioxide – a greenhouse gas associated with climate change – as well as nitrogen oxides, sulphur oxides, carbon monoxide and particulates, all of which affect local air quality.

Swales

Swales are shallow, broad and vegetated channels designed to store and/or convey water runoff and remove pollutants.

Topography

The physical features of an area of land, especially the position of its rivers, mountains.

Travel Plan

A plan demonstrating how a development would encourage its users to use more sustainable methods of transport to access a development.

Use Class

Different uses are given a classification as defined by The Town and Country Planning (Use Classes) Order 1987 (As amended). For example, an E use refers to retail, restaurant, office, financial/professional services, indoor sports, medical and nursery and a C3 use would refer to a residential dwellings (houses, flats, apartments etc).

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TENDRING COLCHESTER BORDERS GARDEN COMMUNITY JOINT COMMITTEE

1 MAY 2025

A.1 DEVELOPMENT PLAN DOCUMENT - ADOPTION

(Report prepared by Amy Lester (Garden Community Planning Manager))

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To seek the Joint Committee's recommendation that the TCBGC Development Plan Document (DPD), with specific modifications, is formally adopted by Tendring District Council and Colchester City Council, following receipt of the Planning Inspector's final examination report.

EXECUTIVE SUMMARY

Following examination hearings in May 2024, and consultation on the recommended Modifications in September/October 2024, the Planning Inspector has issued his Final Report (Appendix 1) on the soundness and legal compliance of the DPD. With the incorporation of the Inspector's final set of Main Modifications (Appendix 2), the DPD has been found to be sound and legally compliant. This conclusion to the examination now gives the Councils the ability and authority to proceed to formally adopt the Plan.

Adoption of the DPD will provide an up to date, robust and sustainable basis for guiding future growth and development within the Garden Community – with future planning applications being considered and determined, by the Joint Committee, against policies and proposals within the DPD in decision-making.

The modifications required by the Inspector do not depart substantially from those that were reported to the joint Committee on 5th September 2024 and subsequently published for consultation. The Inspector has however highlighted four Main Modifications as being of particular significance within the summary of his report, these being:

- Amending GC Policy 1 to clarify that should the provision of the Park and Choose facility be located south of the A133 it should not prejudice the full and comprehensive expansion needs of the University of Essex (UoE). **MM11**
- Amending GC Policy 2 to ensure that the minimum requirement of 10% Biodiversity Net Gain (BNG) is met across the masterplan area as required by current legislation. **MM90**

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- Amending GC Policy 7 to ensure that the DPD carries forward the requirements of the North Essex Authorities Shared Strategic Section 1 Plan 2021 (NEASSS1P) to secure funding and delivery of the Rapid Transit System. **MM60**
- Removing reference to a potential future Community Infrastructure Levy ('CIL') charging schedule, which would be subject to a separate independent examination. **MM91**

Also, four proposed Modifications that had been the subject of consultation, have been removed by the Inspector from his final Main Modifications; those being MM14-MM17 which relate to amendments to the DPD Policies Map. These have been removed as the Policies Map is not defined in statute as a Development Plan Document and therefore the Inspector does not have the power to recommend Main Modifications to it. Notwithstanding this, those changes are required to correct typographical errors and ensure that the relevant policies are effective, and the Inspector notes the need to implement the changes. The Policies Map will therefore still be updated accordingly to reflect the changes that had been published for consultation.

With the exception of the above noted removal of MM14-MM17 from the recommended Modifications relating to the Policies Map, all other Main Modifications recommended by the Inspector remain consistent with those published for consultation. The Main Modifications ensure that the plan is positively prepared, justified, effective and consistent with national policy. The DPD has therefore been modified to reflect the Inspector's Main Modifications, and the Committee is asked to consider the finalised DPD and to recommend to Full Council at Tendring District Council and Colchester City Council its formal adoption.

RECOMMENDATION

That the Tendring Colchester Borders Garden Community Joint Committee:

- a) notes the outcome of the examination of the Tendring Colchester Borders Garden Community Development Plan Document (DPD) as set out within the Inspector's final report (attached as Appendix 1) and final schedule of Main Modifications (attached as Appendix 2) and the conclusion that the DPD, with the Main Modifications, is legally compliant, meets the government's tests of soundness and can proceed to formal adoption; and**
- b) agrees that the modified version of the Development Plan Document (DPD) and the accompanying Policies Map, as attached at Appendix 3 and Appendix 4 to this Report, be referred to Full Council at both Tendring District Council and Colchester City Council with a recommendation to agree formal adoption.**

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PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

Members of the Committee are reminded that the Tendring Colchester Borders Garden Community is a corporate priority for all three of the Councils represented on the Committee and a key proposal in the Section 1 Local Plan for North Essex, as adopted by both Tendring District Council and Colchester City Council.

RESOURCES AND RISK

Under the plan-making regulations, the Councils would not be able to formally adopt the DPD contrary to the Inspector's findings, i.e. without first making the specified modifications set out in Appendix 2. Therefore, the only alternative option to lawfully adopting the DPD with the Inspector's modifications (as recommended to the Committee through this report) would be to withdraw the DPD and either begin the plan-making process again or to otherwise abandon the process.

However, the Garden Community is allocated as a broad location for development in the adopted Section 1 Local Plan and the proposal still forms part of the statutory development plan – with an expectation of the development coming forward and contributing towards the growth of Tendring, Colchester and North Essex up to 2033 and beyond. Therefore, the alternative of not proceeding with the adoption of the DPD would leave the Councils in a vulnerable position going forward without a formally endorsed framework of detailed policies and spatial parameters for steering the future growth and development of the Garden Community and for use in the determination of potential planning applications.

It would leave the Councils with only the higher-level policies within the Section 1 Local Plan against which to make decisions on applications and would seriously undermine the ability of the Councils to either bring forward the Garden Community at all (which will impact on achievement of Tendring and Colchester's Local Plan growth requirements and other ambitions associated with the development) or to otherwise reduce the degree of control the Councils could exercise, in the event that planning applications still came forward. There would also be implications for the Councils in being able to demonstrate both that planning policies are up to date and that an ongoing 5-year supply of deliverable housing land can be identified against Local Plan targets - which could leave both authorities more vulnerable to speculative planning applications, the presumption in favour of development and planning by appeal.

There is a risk therefore that should the DPD not be adopted or adoption is delayed, forthcoming applications could not be considered and decisions not taken in an appropriate timescale and the

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ongoing ability for the Councils to manage growth within the TCBGC and wider area will be compromised. Delay in the determination of applications would pose a risk to the timetable for the overall Garden Community project, the delivery of the first phase of homes and associated infrastructure, and the ongoing support that the project has received from central government, including through grant funding.

Both TDC and CCC are in the process of reviewing and updating their Local Plans and are having to respond to the new and ambitious mandatory housebuilding targets being imposed by the Government following changes to the National Planning Policy Framework (NPPF). Local Planning Authorities (LPAs) are required to have an up-to-date Local Plan or face government sanctions/intervention or risk planning by appeal. A decision not to adopt the DPD would have implications for the Local Plan process at both TDC and CCC – and other locations that might or might not need to be considered to make up for any potential development shortfall that results.

LEGAL

The functions and scope of the Joint Committee were agreed by the Full Councils of TDC, CCC and ECC and a formal agreement made under Section 28 of the Planning and Compulsory Purchase Act 2004. The delegated functions of the Joint Committee are:

- (i) Planning Functions related to preparing for plan making through the Development Plan Document (DPD) process; and
- (ii) Development Control and determination of planning applications for TCBGC.

Under the Committee's adopted terms of reference, its functions specifically include overseeing the preparation of the joint TCBGC DPD and ensuring it:

- a. is in accordance with the Local Development Schemes;
- b. includes policies designed to secure that the development and the use of land in the garden community area contribute to the mitigation of, and adaption, to climate change;
- c. meets the "tests of soundness" as set out in legislation, national and planning policy and advice contained within guidance issued by the Secretary of State;
- d. has regard to the adopted Section 1 of CBC & TDC's Local Plan;
- e. has regard to the resources likely to be available for implementing the proposals in the document;
- f. other such matters the Secretary of State prescribes; and

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g. complies with the Council's Statement of Community Involvement

Planning legislation and the National Planning Policy Framework (NPPF) (both the 2021 version applicable to this DPD and the new 2024 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.

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 important to proceed with the adoption of the DPD to ensure it meets the requirements of national planning policy so that, together with Section 1, it can be relied upon by the Councils acting as the Local Planning Authority. For the purposes of the Garden Community allocation boundary the DPD it will replace those policies within the current Section 2 Local Plans which will become increasingly out of date.

The Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012 place certain provisions on the Local Planning Authority in complying with the plan making process, which are also tested at Examination. These include:

- 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;
- provision for regulations relating to the preparation, publication and representations relating to a local plan and the independent examination;
- requirement for 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;
- requirement for 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.
- provides that the Inspectors 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) to make it sound.

The job of the Planning Inspector is to test that the DPD meets legal and procedural requirements and the above tests of soundness. The Inspector has confirmed that legal and procedural requirements have been met, but that the DPD requires modifications to ensure that it is sound. These modifications were published for consultation in their own right, alongside an updated

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Sustainability Appraisal and an update to the Habitat Regulations Assessment (HRA) which considers the impact of the modifications on international wildlife sites.

With the incorporation of the final Main Modifications, the DPD has been found sound, and the Councils can proceed to adoption.

On adoption, the DPD will form part of the statutory development plan for Tendring and Colchester alongside the Section 1 and Section 2 Local Plans and will carry full weight in the determination of planning applications relating to the Garden Community – with an expectation that planning applications are determined in accordance with the development plan unless other material considerations indicate otherwise as per Section 38(6) of the Planning Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990.

OTHER IMPLICATIONS

Area, Ward or Divisions affected: The Garden Community development will affect land within both TDC and CCC authority boundaries, associated ECC Divisions and the corresponding local electoral wards of Elmstead Market, Ardleigh, Greenstead and Wivenhoe. The ability to deliver the Garden Community will however have implications for the wider area, including the potential requirement to identify land for further development through current and future Local Plan reviews.

Consultation/Public Engagement: The Councils have been through a comprehensive consultation programme for the DPD as set out in the Councils Statement of Community Involvements (SCI) and as required under the Planning and Compulsory Purchase Act 2004 (as amended).

All relevant documents are available on the TCBGC examination website hosted by the Councils. The Inspectors Report and Main Modifications were published on the website following receipt of the Report. The DPD is likely to generate significant publicity for the Councils as it has done previously.

Equality, Diversity and Human Rights implications: An Equality Impact Assessment has been prepared for the DPD, and is available to view by clicking on this link: [Equality Impact Assessment](#)

In his report the Inspector has confirmed that he has had due regard to the aims expressed in S149 of the Equality Act 2010. Several matters were considered during the examination including health and wellbeing, social and community infrastructure, and provision for specialist housing for older and disabled people and also for those who need accessible housing, along with ensuring there is adequate provision to help meet the accommodation needs of Gypsies and Travellers.

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The Inspector's report confirms that the disadvantages those with a protected characteristic suffer would be minimised and their needs met in so far as they are different to those without a relevant protected characteristic. It is concluded that there is no compelling evidence that the DPD as a whole would bear disproportionately or negatively on them, or others in this category.

Financial implications: The production and examination of the DPD has been undertaken within an allocated budget to which all of the partner authorities have contributed.

Health, Wellbeing and Community Safety Implications: Adoption of the DPD will enable the Councils to address the health, wellbeing and community safety implications of creating a sustainable Garden Community through the application of its policies in the determination of future planning applications.

Health and Safety Implications: No direct implications.

Risk Management Implications: Local Plan policies are intended to ensure their effectiveness is intended to reduce the risk of inappropriate development. It will provide consistent advice to landowners, developers, officers, Councillors and members of the public.

Environmental and Sustainability Implications: The TDC and CCC have declared Climate Emergencies and are both committed to alignment to the Government target for scope 1 and 2 emissions by 2050. The purpose of the planning system is to contribute to the achievement of sustainable development as defined in the National Planning Policy Framework. Achieving sustainable development means that the planning system has three overarching objectives, economic, social and environmental, which are interdependent and need to be pursued in mutually supportive ways through the plan making process. Accordingly, the preparation of the DPD has taken these objectives as its starting point.

This report has taken into account the Climate Emergency and the sustainable development objectives set out in the NPPF. It is considered that the report demonstrates that adoption of the DPD can contribute to achieving sustainable development.

Devolution and Local Government Reorganisation: Emerging proposals around Devolution and Local Government Reorganisation do not affect the Council's existing duties to review and update Local Plans, other Development Plan Documents (DPDs) such as this and to continue making planning decisions on applications that are submitted. Government officials have advised Councils to continue existing work on plan-making to ensure coverage of up-to-date Local Plans and other DPDs across the country remains.

Whilst the Government is expected to release more details in the coming year of how plan-making is expected to work across newly formed combined strategic authorities and constituent unitary authorities in the future, the work carried out on District's current and emerging Local Plans and associated DPDs will be valuable in informing and feeding into new-style Strategic and Local Plans

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in the future. Local Plans and DPDs in place at the time of creating (vesting) of the new unitary authority will carry forward to form the statutory development plan for the area with future reviews and consolidation of plans and future planning decisions falling to the new unitary authority in due course.

Councils are however being encouraged to align timetables and evidence-base production with neighbouring authorities as best as they can in the run up to future reorganisation. The approach that Tendring District Council, Colchester City Council and Essex County Council have already taken to date in working in partnership on the Garden Community, the setting up of the Joint Committee and the production of the DPD is already recognised by government as exemplary practice. This puts the partner authorities in a positive position moving forward towards new structures of local government.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

The Local Plans for Colchester City and Tendring District are in two parts. The Section 1 Local Plan sets out an overarching strategy for future growth across Braintree, Colchester and Tendring – the ‘North Essex Authorities’ (‘NEAs’). It also includes policies setting the overall housing and employment requirements for North Essex up to 2033. The principle of the Garden Community has already been established through the Strategic Policies contained within the Section 1 Local Plan being SP6, SP8 and SP9. The Section 1 Local Plan was independently examined, found sound and adopted by CCC and TDC in February 2021 and January 2021 respectively.

The Colchester and Tendring Section 2 Local Plans, adopted July 2022 and January 2022 respectively, contain all other City and District wide site allocations and policies including a comprehensive policy framework for Development Management. Requirements from relevant development management policies from the Section 2 Local Plans have been included in the DPD, which for the purposes of all land within the Garden Community Site Allocation Boundary replaces all policies within the Section 2 Local Plans.

Before a Local Plan (in this case the DPD) 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) The policies and proposals in the plan comply with the ‘tests of soundness’ contained within the National Planning Policy Framework (NPPF).

Inspector Graham Wyatt BA (Hons) MRTPI was confirmed as the appointed Inspector following submission of the DPD for independent examination in September 2023. Examination Hearing

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sessions were held in May 2024, following which the Inspector recommended a schedule of Modifications which were considered necessary for the soundness of the Plan.

These recommended Modifications were subject to consultation for a period of 6 weeks during September and October 2024, as required by and in accordance with, the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. An accompanying update to the Sustainability Appraisal (August 2024) and Habitats Regulations Assessment (July 2024) were also subject to consultation over the same period.

Having considered the comments received on the Modifications, the Inspector has issued his report to the Councils which contains the final conclusions on the legal compliance and soundness of the DPD. The Inspector has concluded that, subject to the incorporation of the Inspector's Main Modifications (Appendix 2), the DPD will meet the required tests which enable it to proceed to formal adoption. The Inspector's report is attached in full as Appendix 1 to this report.

The Inspector's Main Modifications are unchanged from those published for consultation with the exception of updated numbering/ordering of the said modifications, and the removal of those modifications which related to the DPD Policies Map.

When submitting a plan for examination, the Councils were required to provide a submission Policies Map that would result from the proposals in the submitted DPD. The Inspector has confirmed that the Policies Map is not defined in statute as a development plan document and therefore he does not have the power to recommend main modifications to it. However, it has been acknowledged that there are instances where the geographic illustration of policies on the submission Policies Map require adjustment, and where changes are needed to correct typographical errors and ensure that the relevant policies are effective. They include amending the area identified as a sports and leisure park to cover existing woodland to the south of the A133 and clarifying that the 30m woodland "buffer" is for information purposes only. These changes were consulted on under the consultation on the recommended modifications as MM14-MM17.

Whilst these recommended modifications have not been taken forward into the Inspector's Main Modifications, the Inspector has confirmed that when the Plan is adopted, to comply with legislation and give effect to the Plan's policies, the Councils will need to update the Policies Map to include all the changes identified in accordance with the previously recommended modifications. An updated version of the Policies Map can be found at Appendix 4 to this report and is embedded in the DPD.

A revised Introduction to the DPD has been drafted to provide any consequential updates and a clean copy of the DPD, is attached to this report as Appendix 3. This incorporates all of the Inspector's Main Modifications as attached as Appendix 2.

The importance of ensuring the Councils have an up-to-date adopted DPD for the Garden Community cannot be understated. The existing Local Plans will become increasingly out of date and do not provide the site specific, evidenced policy framework to secure an exemplary and

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comprehensively planned Garden Community underpinned by Garden City Principles and supported by the right infrastructure delivered at the right time. The adoption of the DPD will enhance the Councils policy position building on the Strategic Policies within the Section 1 Plan. On its own the Section 1 Plan does not provide the level of information and specific policy requirements detailed within the DPD. Adoption of the DPD, amongst other things, secures the following:

- **Appropriate location of built development and land uses**

Policy GC1 in the DPD defines what is appropriate, and where, across the site and defines specific protections. Importantly this defines the locations of the Wivenhoe and Elmstead Strategic Green Gaps, Salary Brook Country Park, key employment uses, and what is considered appropriate development to be located south of the A133. The Section 1 Plan does not include this level of definition, and developers could bring forward alternative proposals in any part of the original 'area of search'.

- **Protection and enhancement of green-blue infrastructure and biodiversity**

Policy GC2 has high policy expectations for the natural environment, requiring nature to be placed at the heart of the Garden Community, with specific and stringent requirements for ecological surveys, mitigation and strategies.

- **Exemplary requirements for design quality and amenity which maximises health and wellbeing.**

Alongside and enhancing the requirements of the Section 1 Plan, Policy GC3 requires a structure of Masterplans and Design Codes to ensure the Garden Community will be a unique place that takes a positive and innovative approach to the architecture, urban design, landmarks and public realm provision.

- **Requirements for a range of housing types & tenures**

Policy GC4 requires a wide range of housing tenures and types and standards, enhancing the requirements of the Section 1 Plan.

- **Safeguarding appropriate employment provision**

Policy GC5 protects defined employment areas in terms of acceptable uses, enhancing the requirements of the Section 1 Plan and fostering the right conditions for economic activity and employment.

- **Establishing strong and sustainable stewardship**

Policy GC6 establishes fundamental principles of stewardship and the requirement and requires arrangements for the sustainable long-term governance and stewardship of the Garden Community along with the requirement for supporting developer contributions.

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- **Ensuring the provision of appropriate health services**

Policy GC6 provides additional policy protections to ensure that appropriate health services and facilities come forward, including the need for developers to prepare a 'Health Strategy' and 'Health Impact Assessment' and the requirement for a Health & Wellbeing Hub to be provided.

- **Transport infrastructure**

Policy GC7 provides a clearer policy basis to ensure that additional investment is secured to implement the Rapid Transit System and fund the full Link Rd. This updates the Section 1 Plan position, so it is clear to developers.

- **Providing for the highest standards of sustainable infrastructure.**

Policy GC8 provides the basis for securing the very highest standards for creating a Garden Community fit for the future. This policy is at the very forefront of ensuring development proposals take every opportunity to address the climate emergency.

- **Strengthening infrastructure delivery.**

Policy GC9 sets out that developers will be required to make direct provision or contribute towards the delivery of all infrastructure as is defined in the 'Infrastructure Delivery, Phasing & Funding Plan'. There is no corresponding reference to an infrastructure schedule in the Section 1 Plan policy.

The current National Planning Policy Framework under paragraph 11 d) states that “where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.”

In these circumstances the ability to control and influence matters which are rightly covered in the DPD would be significantly reduced, with more reliance being placed on national policies contained within the NPPF. The DPD is based on significant evidence reflecting circumstances and issues relevant to Colchester and Tendring, which add valuable guidance and detailed requirements which

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would apply to decision making. An up-to-date and adopted DPD will enable decisions to be considered against the most relevant Local Policy framework, with an expectation that decisions would be required to comply with the policies in the Development Plan as a whole. Whilst seeking to support and achieve sustainable development, the ability for the Councils to shape and influence planning decisions is significantly enhanced with the adoption of the DPD.

Next Steps

Now that the Councils have received a final report on the legal compliance and soundness of the DPD, Officers recommend that the Joint Committee endorse the Inspector's final Main Modifications, and that the modified version of the DPD (updated clean version attached as Appendix 3 to this report) be forwarded to the Full Councils of TDC and CCC, and recommended for formal adoption.

Key milestones in the progression of the TCBGC project post adoption of the DPD continues to align with Planning legislation and established good practice. The table contained within Appendix 5 of this report outlines the project programme timeframe, details the stage at which key information will be received and the corresponding determination milestones. Adoption of the DPD will be fundamental in providing the structure in which to implement the projected programme and to secure the relevant information at key stages.

APPENDICES

Appendix 1 – Inspector's Report
Appendix 2 – Inspector's Schedule of Main Modifications
Appendix 3 – Development Plan Document (DPD) (as modified)
Appendix 4 – Policies Map (as modified)
Appendix 5 – TCBGC Project Programme

BACKGROUND PAPERS

Sustainability Appraisal – Modifications Addendum (August 2024)
Habitats Regulations Assessment – Modifications Update (July 2024)

Report to Tendring District Council and Colchester City Council

by Graham Wyatt BA (Hons) MRTPI

an Inspector appointed by the Secretary of State

Date: 31 March 2025

Planning and Compulsory Purchase Act 2004 (as amended)

Section 20

Report on the Examination of Tendring Colchester Borders Garden Community Development Plan Document

The Plan was submitted for examination on 21 September 2023

The examination hearings were held between 7 and 10 May 2024

File Ref: PINS/P1560/429/6

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Inspector's Report ~ Tendring Colchester Borders Garden Community Development Plan Document

Abbreviations used in this report.

DPD	Tendring Colchester Borders Garden Community Development Plan Document
MM	Main Modification
NPPF	National Planning Policy Framework
ECC	Essex County Council
2004 Act	Planning and Compulsory Purchase Act 2004 (as amended)
NEASSS1P	North Essex Authorities Shared Strategic Section 1 Plan 2021
UoE	University of Essex
RTS	Rapid Transit System
BNG	Biodiversity Net Gain
HRA	Habitats Regulations Assessments
HIA	Heritage Impact Assessment
SoCG	Statement of Common Ground
WMS	Written Ministerial Statement

Non-Technical Summary

This report concludes that the Tendring Colchester Borders Garden Community Development Plan Document (the DPD) provides an appropriate basis for the planning of the Garden Community, provided that a number of Main Modifications [MM] are made to it. Tendring District Council and Colchester City Council have specifically requested that I recommend any MMs necessary to enable the Plan to be adopted.

Following the hearings, the Councils prepared a schedule of the proposed modifications and, where necessary, carried out a sustainability appraisal and habitats regulations assessment of them. The MMs were subject to public consultation over a six-week period. In some cases, I have amended their detailed wording and/or added consequential modifications where necessary. I have recommended their inclusion in the DPD after considering all the representations made in response to consultation on them.

The Main Modifications can be summarised, amongst other things, as follows:

- Amending GC Policy 1 to clarify that should the provision of the Park and Choose facility be located south of the A133 it should not prejudice the full and comprehensive expansion needs of the University of Essex (UoE).
- Amending GC Policy 2 to ensure that the minimum requirement of 10% Biodiversity Net Gain (BNG) is met across the masterplan area as required by current legislation.
- Amending GC Policy 7 to ensure that the DPD carries forward the requirements of the North Essex Authorities Shared Strategic Section 1 Plan 2021 (NEASSS1P) to secure funding and delivery of the Rapid Transit System.
- Removing reference to a potential future Community Infrastructure Levy ('CIL') charging schedule, which would be subject to a separate independent examination.

A number of other main modifications are also recommended to ensure that the plan is positively prepared, justified, effective and consistent with national policy.

Introduction

1. This report contains my assessment of the DPD in terms of Section 20(5) of the Planning and Compulsory Purchase Act 2004 (as amended) (the 2004 Act). It considers whether the DPD is compliant with the legal requirements and whether it is sound. Paragraph 36 of the National Planning Policy Framework 2021 (NPPF) makes it clear that in order to be sound, a Local Plan should be positively prepared, justified, effective and consistent with national policy.
2. The DPD was examined under the transitional arrangements under paragraph 230 of the NPPF 2023 which states that plans that reach pre-submission consultation on or before the 19 March 2024 will be examined under the relevant previous version of the NPPF, being that published in 2021.
3. The starting point for the examination is the assumption that the Councils have submitted what they consider to be a sound plan. The DPD, submitted in September 2023, is the basis for my examination. It is the same document as was published for consultation on 15 May 2023.

Main Modifications

4. In accordance with section 20(7C) of the 2004 Act the Councils requested that I should recommend any MMs necessary to rectify matters that make the DPD unsound and thus incapable of being adopted. My report explains why the recommended MM are necessary. The MMs are referenced in bold in the report in the form **MM1**, **MM2** etc, and are set out in full in the Appendix.
5. Following the examination hearings, the Councils prepared a schedule of proposed MMs that was subject to public consultation for six weeks. I have taken account of the consultation responses in coming to my conclusions in this report and in this light, I have made some amendments to the detailed wording of the main modifications and added consequential modifications where these are necessary for consistency or clarity. None of the amendments significantly alters the content of the modifications as published for consultation or undermines the participatory processes and sustainability appraisal/habitats regulations assessment that has been undertaken. Where necessary, I have highlighted these amendments in the report.

Policies Map

6. The Councils must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development

plan. When submitting a plan for examination, the Councils are required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted DPD. In this case, the submission policies map comprises plan TCB-DWG-DW-PP-01.

7. The policies map is not defined in statute as a development plan document and so I do not have the power to recommend main modifications to it. However, there are instances where the geographic illustration of policies on the submission policies map is not justified, and where changes are needed to correct typographical errors and ensure that the relevant policies are effective. They include amending the area identified as a sports and leisure park to cover existing woodland to the south of the A133 and clarifying that the 30m woodland "buffer" is for information purposes only. When the Plan is adopted, to comply with the legislation and give effect to the Plan's policies, the Councils will need to update the adopted policies map to include all the changes identified on the "DPD Policies Map – modifications Update" document.
8. As consulted upon, the changes to the submission policies map were also included in the schedule of recommended MMs. However, for the reasons given above, I cannot recommend MMs to policies map TCB-DWG-DW-PP-01. I have therefore deleted **MM14 - MM17** from the schedule at Appendix A to this report. This is in contrast to **MM51** which seeks to amend text within an illustrative plan that is embedded within the DPD at page 93.

Assessment of Duty to Co-operate

9. Section 20(5)(c) of the 2004 Act requires that I consider whether the Councils complied with any duty imposed on them by section 33A in respect of the Plan's preparation.
10. Both Councils, along with Essex County Council (ECC), have a long history of working with neighbouring authorities and prescribed bodies on cross boundary issues and strategic matters relating to the Garden Community. The DPD seeks to implement the strategic objectives of the NEASSS1P which, in turn, has already been examined, found to be sound and adopted as part of the development plan for the area.
11. Tendring District Council and Colchester City Council have outlined their continuing collaborative approach within the Duty to Cooperate (DtC) Statement, September 2023. This demonstrates constructive engagement with the necessary local planning authorities and the various prescribed bodies. Moreover, actions taken during the preparation of the NEASSS1P has provided the context for the continuing cooperation between the Councils, and ECC during the preparation of the DPD's policies. In particular, a 'Memorandum of Co-operation: Collaborative Working on Strategic Growth Priorities in North and Central Essex' was entered into, and signed by the

Councils and ECC, along with Braintree and Chelmsford Councils in June 2016.

12. This is further evidenced through GC Policy 1 which takes forward the requirements of the NEASSS1P, setting out the key land uses and spatial parameters within which the Garden Community is expected to be built, and the Councils' expectations for the information that will need to be submitted and approved ahead of the determination of any outline or detailed planning applications for development of the Garden Community. This in turn will enable the Councils to ensure that development will achieve a comprehensive approach that delivers garden community principles and the Councils high expectations for design and quality as set out in the Plan.
13. As such, I am satisfied that where necessary the Councils have engaged constructively, actively and on an on-going basis in the preparation of the DPD and that the DtC has therefore been met.

Context of the Plan

14. The DPD is intended to fully replace the policies that relate to the DPD area as set out within the Tendring District Council Local Plan 2013-2033 and Beyond Section 2 and the Colchester City Local Plan 2017-2033 Section 2. Once adopted the DPD will set out the spatial development strategy for the Garden Community, along with strategic policies, detailed area strategies and associated site allocations, and development management policies to contribute towards securing social, environmental, and economic objectives.
15. The Tendring Colchester Borders Garden is located to the east of Colchester, crossing into Tendring District. The Garden Community seeks to deliver between 7,000 to 9,000 new homes across its North, South and Crockleford Neighbourhoods over the next 30 to 40 years. It will be served by a network of open spaces for healthy living, recreation and to promote wildlife. New services, facilities, and infrastructure will also be provided, including a new Rapid Transit System (RTS) and a new dual carriageway Link Road between the A120 and A133.
16. The DPD sets out its six visions for the Garden Community to promote nature, buildings, place and character, economy and employment, community and social infrastructure, movement and connections, and sustainable infrastructure to contribute towards the area's sustainability targets combating climate change.
17. The Garden Community is a long-term project that seeks to deliver housing, employment, and associated community facilities over the next 30 to 40 years. The campus for the UoE lies directly to the south of the Garden Community.

Public Sector Equality Duty

18. I have had due regard to the aims expressed in S149 of the Equality Act 2010. This, amongst other matters, sets out the need to advance equality of opportunity and foster good relations between people who share a protected characteristic and people who do not share it.
19. I have considered several matters during the examination including health and wellbeing, social and community infrastructure, and provision for specialist housing for older and disabled people and also for those who need accessible housing, along with ensuring there is adequate provision to help meet the accommodation needs of Gypsies and Travellers. GC Policy 4 requires the creation of adaptable and accessible homes, the provision of care, assisted living and other specialist housing, student accommodation, along with ensuring that adequate provision is made for the Gypsy and Traveller community.
20. In this way the disadvantages that they suffer would be minimised and their needs met in so far as they are different to those without a relevant protected characteristic. There is no compelling evidence that the DPD as a whole would bear disproportionately or negatively on them, or others in this category.

Assessment of Other Aspects of Legal Compliance

21. The DPD has been prepared in accordance with Tendring District Council's Local Development Scheme 2024-2027 dated February 2024 and Colchester City Council's Local Development Scheme 2023-2026 dated February 2023.
22. Consultation on the DPD and the MMs was carried out in compliance with Tendring District Council's Statement of Community Involvement dated July 2020 and Colchester City Council's Statement of Community Involvement dated February 2023.
23. The Councils carried out a Sustainability Appraisal (SA) of the DPD, which incorporated the requirements of Strategic Environment Assessment (SEA). Although the SA and SEA are separate processes, the SEA requirements are appropriately incorporated into the SA and fully explained. The Councils also prepared a report of the findings of the appraisal and published the report along with the plan and other submission documents under regulation 19. The appraisal was updated in August 2024 to assess the main modifications.
24. The Habitats Regulations Assessment, May 2023 as updated by the July 2024 addendum, sets out why an Appropriate Assessment is not necessary.

No convincing evidence has been provided that would lead me to a different conclusion.

25. The DPD, taken as a whole, includes policies designed to secure that the development and use of land in the local planning authorities areas contribute to the mitigation of, and adaptation to, climate change.
26. In conclusion, the DPD complies with all relevant legal requirements, including in the 2004 Act (as amended) and the 2012 Regulations. Overall, I am satisfied that the SA, incorporating the SEA, and Habitats Regulations Assessments comply with the necessary legal requirements and associated national guidance.

Assessment of Soundness

Main Issue

27. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings, I have identified one main issue upon which the soundness of this plan depends. This report deals with this main issue. It does not respond to every point or issue raised by representors. Nor does it refer to every policy, policy criterion, or allocations in the Plan.

Main Issue – Whether the DPD is consistent with, and positively promotes, the vision, objective and spatial policies of the NEASSS1P and whether it is justified, effective and consistent with national planning policy

28. Policy SP 8 of the NEASSS1P states that the development and delivery of a new Garden Community in north Essex will deliver between 2,200 and 2,500 homes, 7 hectares of employment land and provision for Gypsies and Travellers within the Plan period (as part of an expected overall total of between 7,000 and 9,000 homes and 25 hectares of employment land to be delivered beyond 2033). Policy SP 8 then sets out the principles the Garden Community must comply with, including the preparation of a Development Plan Document. Therefore, the principle of the Garden Community has been established through the adoption of the NEASSS1P.
29. Policy SP 9 of the NEASSS1P states that the DPD for the Garden Community required by Policy SP 8 will define the boundary of the Garden Community and the amount of development it will contain which will be defined by the Policies Map. The DPD takes forward the requirements of the NEASSS1P and sets out the key land uses across the Garden Community. It also sets out a strategy to deliver new homes, jobs, and the facilities, services, and

infrastructure needed to ensure that the Councils' ambitions are met. It does this by setting out key locations across the Garden Community that will play a strategic economic role or will provide opportunities for regeneration in the plan period.

30. The DPD seeks to contribute towards the achievement of sustainable development as advocated by the NPPF which defines the three dimensions of sustainable development as economic, social, and environmental. GC Policy 1, GC Policy 7, and GC Policy 9 embody all of these elements within the DPD seeking to provide a policy framework to achieve sustainable development. The DPD has been prepared positively, in a way that is aspirational but deliverable. The Councils have worked positively with the lead developer and produced an Infrastructure Delivery, Phasing and Funding Plan along with a Financial Viability Evidence Update to provide financial viability clarity with regard to all policy requirements, as set out in the DPD.
31. Therefore, the DPD is robust and meets national policy requirements. It is also consistent with the NEASSS1P and seeks to positively promote its vision in delivering a Garden Community.
32. Chapter 2 of the DPD sets out the vision for the Garden Community, recognising that this is an opportunity to create a brand new community in a comprehensively planned way from the very start. To ensure consistency with paragraph 20 of the NPPF and other parts of the DPD, **MM1** inserts the text "*health and wellbeing facilities*" which sets out the provision of community and social infrastructure to serve the Garden Community.

GC Policy 1: Land Uses and Spatial Approach

33. GC Policy 1 sets out what land will be included in the Garden Community, how the development will be laid out, which areas will be allocated to housing, employment, open space or other uses including infrastructure, and which areas will be protected from development.
34. GC Policy 1 Part A sets out the Land Use Parameters and Policies Map. It identifies specific allocations which, in accordance with Policy SP 9 of the NEASSS1P, includes a sports and leisure park to serve the local community, and for the expansion of the UoE which is at least equivalent in size to the allocation as set out within the Colchester Local Development Framework Site Allocations document October 2010. GC Policy 1 Part F sets out the expectations of the sports and leisure park.
35. I have carefully considered the needs of the University. However, there is no requirement for the University to provide all the accommodation it requires

and not all of it has to be within one place, or indeed within the Garden Community. There will be opportunities for some of the student accommodation to be provided across the Garden Community once it establishes and I have no evidence that this will lead to an over concentration within the Neighbourhoods. Indeed, the supporting text to GC Policy 4 states that density in the Southern Neighbourhood may allow for some additional student accommodation, and for the opportunity for early connection to the RTS.

36. Furthermore, the University has failed to demonstrate that the existing land at the campus cannot provide for some of its expansion requirements. The Wisser report¹ also stated that there are other areas that could meet the University's needs, such as at Hythe and possibly elsewhere across the Colchester urban area within close proximity to the campus. Moreover, there is land to the south of the campus which the Wisser report recognises has previously been identified for the growth of the University and remains a logical location for student accommodation, which would need to be considered in conjunction with the Wivenhoe Neighbourhood Plan. Thus, the allocation as submitted is justified.
37. To ensure it is effective and secures the identified infrastructure needs, **MM2** amends Part A of GC Policy 1 to include "*health and wellbeing provision*". To ensure that the Policy is effective and to provide a clear direction for the decision maker, **MM3** amends Part B of GC Policy 1 to include the emergency services; ambulance, police, and firefighting and **MM4** identifies accessibility to services to include "*those that support health and wellbeing*". This ensures that GC Policy 1 represents an effective strategy to meet identified infrastructure needs.
38. Part B of GC Policy 1 identifies the Garden Community Neighbourhoods. In order not to prejudice the design process, phasing within the Garden Community will need to be agreed via an illustrative phasing plan to be submitted with the relevant planning application. **MM5** is therefore required to ensure flexibility is built into the DPD, so that the phasing of the Garden Community is agreed via the planning application and removes reference to any expectation that the development will begin in the South Neighbourhood which is not justified. Likewise, **MM6** is necessary for effectiveness and to provide a clear direction for the decision maker by adding flexibility to Part B of GC Policy 1 to reflect that the RTS and active travel modes are prioritised whilst recognising that an understanding of the network and road capacities will input and inform the masterplan for the Garden Community.

¹ TCBGC – Review of University of Essex Land Requirements, Wisser Consulting, 23 November 2022

39. To provide clarity, and therefore effectiveness, **MM7** deletes "*physically separated from*" at Part B to GC Policy 1. This adds flexibility to the outcomes of junction modelling along Bromley Road into Colchester, thereby allowing development of some parcels of land within the Crockleford Neighbourhood which may need access to the Link Road instead of Bromley Road.
40. To ensure it is effective and to acknowledge that existing and other public transport systems can support homes as well as the RTS, **MM8** amends the last sentence of the first paragraph on page 23 to include "*other public transport systems*". This also removes any pre-judgement of phasing at Crockleford. To clarify matters and to ensure the Policy is effective, **MM9** amends the fourth paragraph on page 24 removes reference to the "*Round Burrow*" which is unrelated to the context of Elmstead Strategic Green Gap. It also confirms the assets are designated heritage assets and adds the statutory listing status to those assets, so it is clear to the decision maker.
41. To provide clarity over the scope of sports facilities and to ensure it is effective, **MM10** amends Part F so that it is clear that the sports and leisure park will include where appropriate, the provision of indoor and outdoor floodlit facilities. To ensure the Policy is effective, **MM11** adds a new paragraph to Part F to ensure that clarity is provided for the decision maker that should the Park and Choose facility's location be south of the A133, it should not prejudice the expansion needs of the UoE, or the ability to meet the sports, leisure, and open space requirements of the wider Garden Community.
42. To provide flexibility and to ensure the Policy is effective, **MM12** amends Part J so that it is clear to the decision maker that the sustainable infrastructure and RTS are provided with the Park and Choose from the first residential phases of the development, opposed to the first phase which would not rely on public transport for its delivery. To ensure it is effective, **MM13** is a modification to Part K, so that it refers to the correct Appendix 3, which details the planning application requirements.
43. Subject to the above modifications, the overall approach of GC Policy 1 is consistent with the NPPF, and the NEASSS1P in seeking to positively promote its vision in delivering a Garden Community.

GC Policy 2 – Nature

44. GC Policy 2 sets out policy expectations of the Garden Community in relation to nature, and green and blue infrastructure. To ensure it is effective and to provide certainty for the decision maker, **MM18** deletes the last paragraph of Part A on page 39 and introduces a new paragraph at Part B, referring to

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Suitable Alternative Natural Greenspace and is required to ensure that reference is made to the correct open space. To ensure that it remains effective **MM19** deals with the consequential amendments within the Policy, i.e. Part B becomes Part C and so on.

45. To ensure that the Policy is effective, **MM20** is required to amend the last paragraph of Part C (formerly Part B) on page 39 as the term "*green roof*" is referenced twice. The modification also amends the second reference to the second green roof to "*dual purpose street furniture*" as an alternative, to provide additional benefits to the character to the area, reducing clutter and benefitting biodiversity.
46. To ensure that the Policy remains effective and provides clarity to the decision maker, **MM21** recognises the consequential amendments at **MM19**, and Part C becomes Part D. Additionally, a new paragraph is inserted to clarify the requirements for ecological surveys, including wintering bird surveys, to ensure that ecological and biodiversity matters are fully considered as part of the proposed development. To ensure that the Policy is effective and responds to the current legislation, **MM90** removes reference to 15% Biodiversity Net Gain to ensure that BNG across the Garden Community is provided in accordance with current legislation of 10% BNG.
47. For effectiveness, **MM23** reinforces the need for planting and regeneration by amending the wording to the final Paragraph of Part F (previously Part E) from "*should be*" to "*will need to*". For clarity and for certainty, **MM24** ensures that proposals that might lead to a deterioration in air quality will require the submission of an Air Quality Assessment. For effectiveness, consistency, and to strengthen the Policy, **MM25** proposes changes to the wording of Part K to secure the submission of appropriate details for biosecurity standards for sourcing, quarantining, and inspecting plant material supplied to the development.
48. For effectiveness, **MM26** adds a new paragraph to Part K.7 highlighting the requirement that proposals must be supported by an Air Quality Assessment to ensure that the safety and satisfactory quality of life of future residents are fully considered as part of the proposed development. For effectiveness and so that it is clear to the decision maker **MM27** adds an additional paragraph to the supporting text on page 46 to avoid ambiguity and to allow a detailed and tailored HRA process and to inform appropriate and proportionate mitigation requirements.
49. Subject to the above modifications, the overall approach of GC Policy 2 in delivering for nature is consistent with the NPPF, and the NEASSS1P in seeking to positively promote its vision for the Garden Community.

GC Policy 3 – Place Shaping Principles

50. GC Policy 3 sets out policy requirements for the Garden Community and the Councils expectations to provide a high-quality development that will create unique and distinctive buildings and neighbourhoods. To provide clarity for the decision maker and for effectiveness, **MM28** and **MM34** insert at Part A and I (formerly Part J) reference to Sport England's Active Design principles when considering healthy new towns to ensure accuracy on referenced requirements. For clarity and to ensure consistency throughout the DPD, **MM29** inserts the word "*multifunctional*" before "*green and blue infrastructure*" at Part B. For clarity, and therefore effectiveness, **MM30** retitles Part I to Part H and Part J to Part I and **MM31** adds a further paragraph to Part H to ensure that below ground archaeology is considered as part of any HIA.
51. For clarity and to ensure effectiveness, **MM32** adds a sentence to Part H to ensure that the DPD reflects the NPPF and avoids or minimises any conflict between preserving the significance of a specific heritage asset and any aspect of the proposal. To ensure it is clear of the decision maker and for effectiveness, **MM33** adds the grade of listing to the buildings identified within Part I. To ensure that the DPD refers to the correct document and so it is clear to the decision maker, **MM34** requires the Design and Access Statement to have regard to the Active Design Statement.
52. Subject to the above modifications, the overall approach to place shaping principles as set out within GC Policy 3 is consistent with the with the NPPF, and the NEASSS1P in seeking to positively promote its vision in delivering a Garden Community.

GC Policy 5 – Economic Activity and Employment

53. GC Policy 5 sets out policy expectations to create opportunities for employment, education, and training across the Garden Community. For effectiveness and to provide flexibility, **MM35** removes text within Part A which refers to "*employment area*" to ensure that the policy provides a balanced delivery of employment and residential uses. For effectiveness and clarity, to ensure that Part A is consistent with GC Policy 1, **MM36** changes the word "*rapid*" with "*fast*". It also removes reference to Colchester Business Park, as this is not on the RTS.
54. To ensure it remains effective, **MM37** inserts "*appropriate commercial, business and services uses*" to provide additional flexibility in allowing evidence and masterplanning to appropriately account for employment land and other employment generating uses in the neighbourhood areas. To ensure that the Policy remains effective and for clarity for the decision

maker, **MM38** adds a sentence that excludes students and retired households from the ambition to achieve one job per household.

55. Subject to the above modifications, the overall approach for economic activity and employment as set out within GC Policy 5 is consistent with the with the NPPF, and the NEASSS1P in seeking to positively promote its vision in delivering a Garden Community.

GC Policy 6 – Community and Social Infrastructure

56. GC Policy 6 sets out policy expectations to ensure that the Garden Community is served by community services and facilities of the right type in the right location. For effectiveness, and consistency with other parts of the DPD, **MM39** amends the narrative at paragraph 1 on page 78 to include *"health and wellbeing"* and *"ambulance, police, and firefighting"*. For effectiveness and to ensure that it is clear for the decision maker, **MM40** removes the text *"and away from streets and car parks"* from Part C so that school zones are provided traffic free, but flexibility for accessible users and emergency vehicles is provided.
57. For effectiveness, **MM41** inserts additional wording within Part C to strengthen the links between health and education, promoting wellbeing through physical activity as well as providing storage areas for cycles. To ensure that it is effective, **MM42** inserts additional wording to Part C to provide additional clarity that the number of schools within the Garden Community should be evidence led and based upon the need and demographic studies at the time.
58. To ensure that it remains effective and refers to the latest evidence base document, **MM43** updates Part D to refer to the Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports, and Built Facility – Overarching Strategy (2023). For effectiveness, **MM44** seeks to strengthen links to the university and shared sports facilities through the introduction of additional wording at Part D, referring to the potential role of the university's existing and future sports facilities in meeting the needs of the development.
59. For effectiveness and to ensure it is clear for the decision maker, **MM45** amends Part E to ensure that it represents an effective strategy for securing all types of healthcare infrastructure, including a new Health and Wellbeing Hub, to serve the new community. This will be achieved through the submission of Health Impact Assessments to include Joint Strategic Needs Assessments. For effectiveness, **MM46** amends Part G to ensure that all demographic studies commissioned by the developer provides a consistent evidence base to include healthcare facilities. This will also feed into the Health Impact Assessment.

60. To ensure that it remains effective and refers to the latest evidence base document, **MM47** updates Part G to refer to the Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports, and Built Facility – Overarching Strategy (2023). **MM48** also amends Part G to provide clarity for the decision maker in securing community uses of education facilities. To ensure that the Policy is effective, **MM49** amends the text to paragraph 2 on page 86 to include key infrastructure and emergency services, “*ambulance, police, and firefighting*”.
61. For effectiveness and to ensure that the decision maker is clear on the DPD’s requirements, **MM50** stresses the importance of a robust Health Impact Assessment to be developed through collaborative work with the Councils’, ECC, and NHS providers to be carried out as early as possible, through the insertion of a new paragraph to the supporting text of page 88 which sets out the health strategy for the Garden Community.
62. Subject to the above modifications, the overall approach for community and social infrastructure as set out within GC Policy 6 is consistent with the with the NPPF, and the NEASSS1P in seeking to positively promote its vision in delivering a Garden Community.

GC Policy 7 – Movement and Connections

63. GC Policy 7 sets out policy expectations in relation to Movement and Connections. The key objectives and principles for the Garden Community are to ensure neighbourhoods are walkable, low traffic and liveable, where residents can access most of daily needs with a 20-minute walk or safe bike ride from their home. For effectiveness and clarification, **MM51** amends the footer to the illustrative plan and inserts “*and the movement and connection features*” which will be the subject of further master planning and a Transport Assessment. This clarification is needed for the decision maker as the illustrative plan is the only depiction with vehicular locations in the DPD.
64. For effectiveness, **MM52** adds a sentence to Part A to provide some flexibility into the DPD to fully understand network and road capacities and how this will ultimately inform the masterplan work and vehicle access locations. To ensure it remains effective and for a clear direction to the decision maker, **MM53** amends Part A by adding text that refers to the targets required to reflect the ambitions for reducing car use over time. The Transport Assessment will establish targets based on forecasting and will be agreed with the highway and planning authority. For effectiveness and consistency within the DPD, **MM54** amends Part A and **MM68** amends Part K by deleting the word “*ensure*” and replacing it with “*enable and encourage*” to reflect that infrastructure can enable and encourage sustainable travel but not ensure it.

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65. For effectiveness and to ensure consistent wording within the DPD, **MM55** deletes the word "*bus*" and replaces it with "*public transport*" at Part C whilst **MM56** corrects the wording of "*Authorities*" at Part J. For effectiveness, **MM57** replaces "*provide a direct link to*" with "*serve*" at Part D to ensure alignment with other policies within the DPD and to remove requirements that are too perspective, such as around school entrances which are to be vehicle free.
66. To ensure it remains effective, **MM58** amends Part D so that it refers to the first residential parcels rather than the first phases of development. This is required to ensure that flexibility is provided so that enabling and/or infrastructure works can be carried out prior to the provision of homes. For effectiveness, and to align with other parts of the DPD, **MM59** amends the second paragraph of Part D by adding the wording "*whilst providing for a fast service*" when referring to the RTS.
67. For clarity and therefore effectiveness, **MM60** adds a paragraph to secure the funding and delivery of the RTS. This is essential as sections of the RTS have been delivered through the Housing Infrastructure Fund by ECC and the modification will provide appropriate safeguards to carry forward the requirements of Policy SP6 of the NEASSS1P.
68. For effectiveness, **MM61** amends Part G by deleting "*ensures that there is no resulting*" and replacing it with "*seeks to avoid*" as the design of the development can seek to avoid overspill and inappropriate parking but cannot ensure it.
69. For the same reasons, **MM62** amends Part H so that the DPD takes account of the Transport Assessment and provides flexibility to understand the network and road capacities and how it will inform the masterplan work and ultimate transport strategy, mitigation packages and modal split targets. For effectiveness, **MM63** amends Part I to ensure that the capacity of the A133 junction is subject to detailed modelling and to protect the ability of the Southern Community to have access from the A133 and Tye Lane roundabouts on the Link Road. To ensure that the policy is effective and so that it is clear for the decision maker, **MM64** adds a new paragraph to the end of Part I to carry forward the requirements of the Section 1 Plan with reference to the full delivery and funding of the Link Road.
70. **MM65** amends Part J to ensure that monitoring of the Garden Community Travel Plan is agreed through the submission of the planning application, as this is essential over the long build out of the development. This is necessary for the policy to be effective. Flexibility is also required to ensure that transport infrastructure proposed within each phase addresses the transport conditions at the time. It also seeks to ensure that the Travel Plan reflects

the latest best practice and supports the mode share ambitions set out in the DPD and the supporting transport evidence.

71. In addition, **MM66** adds a new paragraph to Part J to ensure that external and internal travel modal splits are measured and monitored to ensure that targets are being met. This is necessary to ensure the policy is effective. For effectiveness and flexibility and so that it is clear to the decision maker, **MM67** amends the first paragraph to Part K to ensure that reference to the Transport Assessment to fully understand the network and road capacities and how it will inform the masterplan.
72. For effectiveness and clarity, **MM69** updates Part K to reflect the completion of the Healthy Streets for Life Assessment to ensure that it is provided at the appropriate stage of planning. For effectiveness, **MM70** amends Part K in relation to the Travel Plan targets that are to be submitted and monitored by the Councils by deleting "*annually from the outset*" with the text "*from the outset at a frequency to be agreed with the Councils*" as a development of this scale, annual monitoring does not give adequate time for the full cycle of monitoring, review, agreement of measures, implementation of measures, and evaluation of impacts of the interventions.
73. Subject to the above modifications, the overall approach for movements and connections as set out within GC Policy 7 is consistent with the with the NPPF, and the NEASSS1P in seeking to positively promote its vision in delivering a Garden Community.

GC Policy 8 – Sustainable Infrastructure

74. GC Policy 8 sets out the Councils expectations for creating a Garden Community that is for the future, embraces Garden Community principles, and incorporates measures to tackle climate change through Net Zero carbon emissions. The policy requires the construction of buildings with Net Zero carbon emissions which will be achieved through energy efficiency, the use of renewable energy generation and the absence of the use of fossil fuels at the Garden Community. The Councils confirm that this is in line with the current definition of Net Zero carbon in operation and is supported by the Low Energy Transformation Initiative and is fully considered within the Essex Design Guide which contains the Essex Net Zero Policy Study.
75. GC Policy 8 uses three metrics to separately measure each of the key attributes needed to achieve Net Zero. This is in comparison to the single performance metric of the Target Emissions Rate, which amalgamates into one metric a buildings effort in terms of energy efficiency, low carbon, heat, and renewable energy generation. Consequently, GC Policy 8 does go further than current or planned Building Regulations.

76. However, the Councils agreed a Statement of Common Ground² (SoCG) with the lead developer that the Garden Community shall meet the principles of Net Zero by cutting carbon emissions. Furthermore, GC Policy 8 builds upon all the work that has been done by the Councils and ECC, such as the Essex Net Zero Policy Study, and accords with the shared vision of the Council and developer. The aim to meet Net Zero throughout the Garden Community has also been subject to site specific viability testing. The developer has confirmed through the SoCG that the development is viable and that the completion estimates are in accordance with the current housing trajectory.
77. There is no evidence to suggest that, in this case, the longstanding aspiration for the garden community to meet the highest standards of sustainable design and construction measures would therefore make the development unviable or undevelopable over the plan period. It also builds upon the requirements of Policy SP8 of the NEASSS1P in seeking to secure the highest standards of energy efficiency and innovation in technology to reduce the impact of climate change across the Garden Community.
78. In reaching this decision I have had regard to the 2023 Written Ministerial Statement³ (WMS), published after submission of the DPD for examination. However, whilst the WMS is a material consideration of significant weight, the Councils must prepare development plan documents that, in accordance with Section 19(1A) of the 2004 Act, include policies which contribute to the mitigation of, and adaption to, climate change. Additionally, Section 1 of the Planning and Energy Act 2008 states that local planning authorities may in their development plans include policies imposing reasonable requirements for development in their area to comply with energy efficiency standards that exceed the energy requirements of building regulations.
79. Consequently, in this particular case, I am satisfied that GC Policy 8 Part A is appropriate and justified. The policy provides the detail to a new garden community, which has been the aspiration of both Councils through the already adopted development plan, has been tested and demonstrated to be viable and is supported by a lead developer with shared aspirations to deliver an exemplar mixed-use development.
80. That being the case, to provide greater flexibility and for effectiveness, **MM71** is necessary and amends Part A to provide the developer with flexibility over the provision of net zero homes. This allows the developer, in exceptional circumstances, to agree a strategy to achieve Net Zero within five years of occupation of a building, rather than immediately following occupation. This will allow for net zero aspirations to be achieved across the

² Document SCG06 SoCG between Tendring District Council, Colchester City Council and Latimer Developments Limited

³ Written Ministerial Statement, Lee Rowley MP, 13 December 2023

community as a whole, reflecting the fact that development is likely to come forward in phases. For effectiveness, **MM73** amends Part D to ensure the development meets expected Government targets in relation to water efficiency in water stressed areas.

81. For effectiveness, **MM74** includes a new sentence at the end of the second paragraph on page 121 to ensure that reference is made to the Garden Community being within the Essex Climate Action Commission's recommended Climate Focus Area, which is necessary to ensure that the proposed development does not emit more carbon than it absorbs, thus contributing towards the Climate Focus Area's targets
82. Subject to the above modifications, the overall approach for sustainable infrastructure as set out within GC Policy 8 is consistent with the with the NPPF, and the NEASSS1P in seeking to positively promote its vision in delivering a Garden Community.

GC Policy 9 – Infrastructure Delivery and Impact Mitigation

83. GC Policy 9 seeks to secure the required infrastructure required to support and deliver the Garden Community. Part A sets out the mechanism for the delivery of the infrastructure as set out within the Infrastructure Delivery Plan. However, for clarity and thus, effectiveness, **MM75** and **MM80** alter the wording to reflect the current "*Infrastructure Delivery, Phasing & funding Plan*" to Part A and the final paragraph of page 130 to ensure that the terminology of the evidence base aligns with the Infrastructure Delivery Plan.
84. To ensure that the policy is effective, **MM76** amends Part A by removing the text "*in accordance with*" and replaces it with "*taking into account the conditions of*". This allows some flexibility without altering the intent of the Policy in securing funding for the wider transport infrastructure, including the A120-A133 Link Road and the RTS.
85. To ensure that the Policy is effective and consistent with the remainder of the DPD, **MM78** amends paragraph 1 on page 129 to include the emergency services, ambulance, police, and firefighting. For effectiveness and clarity, **MM79** amends the second paragraph on page 130 to indicate that a viability assessment would only be required if a proposal was not achieving its required delivery due to viability matters.
86. For effectiveness and clarity, **MM81** amends the third paragraph of page 131 and inserts the text "*the first phase of the*" to ensure it is clear that the works for the first phase of the A120-A133 Link Road relates to the Housing

Infrastructure Fund. For effectiveness and to ensure it is clear how the DPD will be monitored over time, **MM82** adds an additional paragraph before the table of objectives and indicators on page 132 stating, amongst other things, when monitoring will be undertaken, where the results will be published, and what it will focus on.

87. To ensure it is effective and for clarification, **MM83** updates Objective 9 on page 134 to include the text "*to education (and other land uses)*". **MM84** also clarifies Objective 7 on page 133 to include permissions which are granted that affect a designated heritage asset.
88. Subject to the above modifications, the overall approach for infrastructure delivery and impact mitigation as set out within GC Policy 9 is consistent with the with the NPPF, and the NEASSS1P in seeking to positively promote its vision in delivering a Garden Community.
89. GC Policy 4 seeks to ensure the effective use of land at the Garden Community. Moreover, in taking forward with the requirements of the NEASSS1P, new homes within the Garden Community will be of a high standard that will meet a variety of different needs and demands for people and families. This includes the Councils' expectations around housing mix, density, and space standards.
90. Subject to the modifications identified above, the DPDs Spatial Development Strategy is based on robust evidence, justified, and is it 'general conformity' with the NEASSS1P and as such it is likely to be effective in delivering between 7,000 and 9,000 new homes in the plan period.

Glossary

91. To ensure consistency with national policy, and for clarity, **MM85** amends the definition of a Gypsies and travellers to include those that have ceased to travel permanently. For effectiveness and clarity, **MM86** adds the text to BNG) "*as specified in the Environment Act (or otherwise agreed)*" so it is clear what the BNG will be measured against. For effectiveness and clarity, **MM87** updates the medical services which are considered as community facilities to include emergency and acute inpatient and outpatient facilities.
92. To ensure that the Policy is effective and consistency with the remainder of the DPD, **MM88** amends the definition of infrastructure to include the emergency services ambulance, police, and firefighting.
93. For effectiveness and clarity, **MM89** adds Appendix 4: Section 2 Plan Status so that it is clear which policies from the Tendring Colchester Section 2 Plan

do not apply to the Site Allocation Boundary of the Garden Community. For effectiveness, **MM91** removes all reference to the Community Infrastructure Levy, as this will be the subject of an independent examination.

Monitoring and Delivery

94. The DPD contains a chapter on the monitoring of the Garden Community and both Councils will utilise their Authority Monitoring Reports to monitor the performance of the DPD and these provide the necessary evidence on which to assess the success or failure of delivery, and what alternatives might reasonably be provided if necessary. The monitoring regime should ensure that any risks to non-delivery are 'flagged up' and interventions made to alleviate risks should this prove necessary.

Overall Conclusion and Recommendation

95. The DPD has a number of deficiencies in respect of soundness for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explained in the main issues set out above.
96. The Council has requested that I recommend MMs to make the Plan sound and capable of adoption. I conclude that the Duty to Cooperate has been met and that with the recommended main modifications set out in the Appendix A, the DPD satisfies the requirements referred to in Section 20(5)(a) of the 2004 Act and is sound. My report covers the main issues that have led me to this conclusion.

Graham Wyatt
Inspector

This report is accompanied by an Appendix containing the Main Modifications.

A.2 Appendix E ~ Schedule of Main Modifications

Section	Page No.	Modification Numbers
Chapter 2 - Vision	2	MM1
GC Policy 1 - Land Uses and Spatial Approach	2	MM2 to MM13
GC Policy 2 - Nature	5	MM18 to MM27 & MM90 There is no MM22
GC Policy 3 - Place Shaping Principles	9	MM28 to MM34
GC Policy 5 - Economic Activity and Employment	10	MM35 to MM38
GC Policy 6 - Community and Social Infrastructure	11	MM39 to MM50
GC Policy 7 - Movement and Connections	15	MM51 to MM70
GC Policy 8 - Sustainable Infrastructure	19	MM71 to MM74 There is no MM72
GC Policy 9 - Infrastructure Delivery, Impact Mitigation and Monitoring	20	MM75 to MM84 There is no MM77
Glossary	23	MM85, 86, 87, 88 and 91
Appendices	25	MM89

Chapter 2 - Vision

Mod Ref	Part	Modification
MM1	Narrative	<p>Amend page 16 'Community and Social Infrastructure' to read:</p> <p>The Garden Community will be known for its healthy and thriving community. It will have a variety of diverse community spaces, play spaces, great local schools and a network of sport, leisure, <u>health, and wellbeing facilities</u>. It will establish long term and participative stewardship of infrastructure from the outset.</p>

GC Policy 1 - Land Uses and Spatial Approach

Mod Ref	Part	Modification
MM2	Part A	<p>Amend first point of Part A, page 20:</p> <p>Delivery of circa 7,500 new homes with a range of shops, jobs, services, and community facilities, including education <u>and health and wellbeing provision</u> (see Part B below).</p>
MM3	Part B	<p>Amend fifth para, page 22:</p> <p>....The councils will work with the University of Essex and other partners as appropriate, to deliver the key infrastructure (health, education, <u>ambulance, police, firefighting</u> and other community uses)....</p>
MM4	Part B	<p>Amend last sentence of first para, page 23:</p> <p>Accessibility to services and facilities <u>including those that support health and wellbeing</u>, utilities infrastructure and the Rapid Transit System will be key to determining the phasing of development in the 'Crockleford Neighbourhood'.</p>

MM5	Part B	<p>Amend last sentence of last para. page 21:</p> <p>Broad locations for two distinct but interlinked Neighbourhoods, referred to as the 'South and North Neighbourhoods' are shown on the Policies Map. The 'North and South Neighbourhoods' between them will accommodate around 6,000-6,500 new homes. Development within and across the two 'Neighbourhoods' will be phased to ensure housing development is aligned with infrastructure delivery, with an expectation that the early phases of development will begin in the 'South Neighbourhood'.</p>
MM6	Part B	<p>Amend first sentence of last para. page 22:</p> <p><u>Subject to evidence-based work</u>, the 'South and North Neighbourhoods' are to will each be accessed independently from separate vehicular junctions on the new A120-A133 Link Road (as opposed to the A133 and A120 themselves) in order to give priority to the Rapid Transit System and active travel modes.</p>
MM7	Part B	<p>Amend first sentence of first para. page 23:</p> <p>The 'Crockleford Neighbourhood' will be developed as an individual community that is physically separated from, but connected by walking, cycling and other sustainable transport modes to the 'South and North Neighbourhoods' and the City of Colchester.</p>
MM8	Part B	<p>Amend last sentence of first para. page 23:</p> <p>Accessibility to services and facilities, utilities infrastructure and, the Rapid Transit System <i>and other public transport services</i> will be key to determining the phasing of development in the 'Crockleford Neighbourhood'.</p>
MM9	Part E	<p>Amend forth para. page 24:</p> <p>Land east of the new A120-A133 Link Road and the new 'Business Park' south of the A120, is designated as a Strategic Green Gap. This designation will provide protection to the open countryside to the east of the Garden Community; maintain the long-term physical and visual separation to Elmstead Market, and to assist in protecting</p>

		the setting of the <u>designated</u> heritage assets of the <u>Grade I Listed</u> Church of St. Anne and St. Lawrence, <u>Grade II* Listed</u> Elmstead Hall, <u>and Grade II Listed</u> Allens Farmhouse and the Round Burrow.
MM10	Part F	<p>Amend first para. page 25:</p> <p>Approximately 25 hectares of land south of the A133 and north of the proposed 'Wivenhoe Strategic Green Gap', is allocated on the 'Policies Map' for new a 'Sports and Leisure Park'. This will facilitate the enhancement of sports facilities required by the University of Essex as part of its plans for long-term expansion and will provide sports and leisure facilities which will be available for use by residents and clubs in the existing community, the proposed Garden Community and the University. <u>Where appropriate this will include the provision of indoor and outdoor floodlit facilities.</u></p>
MM11	Part F	<p>Add new para. after second para. page 25:</p> <p><u>Should the position of the A133 Park and Choose Facility be located south of the A133, its provision and position should be evidenced to demonstrate that it would not prejudice the expansion requirements of the University of Essex or the ability to meet the sports, leisure and open space requirements of the wider Garden Community.</u></p>
MM12	Part J	<p>Amend last para. page 26:</p> <p>The 'Park and Choose Facility' will be brought forward alongside early phases <u>first residential phases</u> of development to coincide with the first operation of with the Rapid Transport System. It will have the ability to be expanded over time in response to future demand.</p>
MM13	Part K	<p>Amend last para. page 27:</p> <p>Each individual policy of this Plan specifies required supporting documents that must be submitted either prior to or in support of planning applications. A full list of these documents can be found at Appendix 4 <u>3</u>.</p>

GC Policy 2 - Nature

Mod Ref	Part	Modification
MM18	Part A	<p>Remove the last para. page 39 as follows from Part A:</p> <p>Proposals will be required to provide an appropriate amount of Suitable Accessible Natural Greenspace (SANG), in accordance with Natural England (NE) guidance. This will reduce the amount of day to day recreational trips to the sensitive Essex coast. Proposals to incorporate the SANG within the new Country Park will be supported where they conform to the principles of the Strategic Masterplan and where evidence, including visitor surveys, is provided to demonstrate that the Salary Brook Local Nature Reserve has sufficient capacity to accommodate any increased visitor usage proposed in order to count towards SANG provision.</p> <p>Create new Part B to read as follows:</p> <p><u>Part B: Suitable Alternative Natural Greenspace (SANG)</u> <u>Proposals will be required to provide an appropriate amount of Suitable Alternative Natural Greenspace (SANG), in accordance with Natural England (NE) guidance. This will reduce the amount of day-to-day recreational trips to the protected habitat sites Essex coast. Proposals to incorporate SANG within the new Country Park will be supported where they conform to the principles of the Strategic Masterplan and where evidence, including visitor surveys, is provided to demonstrate that the Salary Brook Local Nature Reserve has sufficient capacity to accommodate any increased visitor usage proposed in order to count towards SANG provision. 10 The Council will work with Natural England, landowners and stakeholders to agree the extent of SANG provision for each phase of the Garden Community, which must link into a wider network of footpaths, green infrastructure and public open space. Proposals must demonstrate how SANG, and access to it, will be provided for each relevant phase of the development, including access to temporary SANG where required.</u></p>
MM19		<p>Re-title the following sections:</p> <p>Part B: Integrating Green and Blue (water) Spaces into Built Form - Becomes <u>Part C</u></p> <p>Part C: Protection of Biodiversity – Becomes <u>Part D</u></p>

		<p>Part D: Biodiversity Net Gain – Becomes <u>Part E</u></p> <p>Part E: Tree Planting – Becomes <u>Part F</u></p> <p>Part F: Productive Landscapes – Becomes <u>Part G</u></p> <p>Part G: Sustainable Drainage Systems and Blue Infrastructure – Becomes <u>Part H</u></p> <p>Part H: Integration of A120-A133 Link Road Mitigation – Becomes <u>Part I</u></p> <p>Part I: Planning Application Requirements – Becomes <u>Part J</u></p>
MM20	Part B (to become Part C)	<p>Amend last para. page 39:</p> <p>A key principle and part of the distinctive character of the Garden Community will be the green-blue infrastructure network and celebration of the natural and historic environment. Proposals should take every opportunity to integrate green and blue spaces and will be required to demonstrate, both spatially and technically, how they have been integrated into the built form. Examples include: tree lined streets or streets that contain hedgerows appropriate to local character, habitats, and species; insect-attracting plants, hedgerows, log piles, and other places of shelter for wildlife refuge/hibernation within structural landscaping and open spaces; hedgehog friendly features in residential garden boundaries to create linked habitat; dark corridors for bat foraging; green walls and roofs and other measures of incorporating trees and plants into buildings; bat boxes, bricks or lofts and bird boxes; green roofs <u>dual purpose street furniture</u>; and Sustainable Drainage Systems (SuDS).</p>
MM21	Part C (to become Part D)	<p>Amend as follows:</p> <p>Part C<u>D</u>: Protection of Biodiversity</p> <p>Proposals will need to provide the following:</p> <ul style="list-style-type: none"> • Are supported with appropriate ecological surveys where necessary. • Where there is reason to suspect the presence of a protected species (and impact to), or Species/Habitats of Principal Importance, proposals should be accompanied by an ecological survey assessing their presence and, if present, the proposal must be sensitive to, and make provision for their needs and demonstrate the mitigation hierarchy has been followed. • Will minimise fragmentation of habitats.

		<ul style="list-style-type: none"> • Maximises opportunities for the preservation, restoration, enhancement, and connection of natural habitats in accordance with the Local Nature Recovery Strategy or future replacements. <p><u>Before granting planning consent, wintering bird surveys will be undertaken at the appropriate time of year to identify any offsite functional habitat. In the unlikely event that significant numbers are identified, development must firstly avoid impacts. Where this is not possible, development must be phased to deliver habitat creation and management either on or off-site to mitigate any significant impacts. Any such habitat must be provided and fully functional before any development takes place which would affect significant numbers of SPA birds.</u></p> <p>Sensitive habitats should be buffered with additional planting or other agreed appropriate measures wherever possible to discourage access. Appropriate interpretation/signage will be required to help divert visitors away from sites that are sensitive to recreational disturbance, including the use of marketing and promotional material at the point of house sales. Ecologically rich buffer landscapes against existing and new road corridors will be required. The minimum widths of these will be agreed through an appropriate design code or similar.</p>
MM90	GC Policy 2 Part D (to become Part E)	<p>Remove last sentence of first point of Part on page 40:</p> <p>As such an ambition is to achieve BNG of 15% on average across the whole masterplan.</p>
MM23	Part E (to become Part F)	<p>Areas for planting or regeneration should <u>will need to</u> be set out and agreed in the appropriate landscape and green-blue infrastructure strategies and management plans.</p>
MM24	Part J (new part)	<p><u>Part J: Air Quality</u></p> <p><u>Proposals that might lead to a deterioration in air quality or to an exceedance of the national air quality objectives, either by itself, or in combination with other development, will require the submission of an Air Quality Assessment to be carried out in accordance with industry best practice. This should address:</u></p> <p><u>a) The cumulative effect of further emissions and screening for air quality impacts.</u></p>

		<p><u>b) Where identified as being required, the proposed measures of mitigation, using good design, technical solutions and offsetting measures that prevent the deterioration of air quality and ensure that National Air Quality Objectives are not exceeded.</u></p> <p><u>c) The identification of measures to secure the safety and satisfactory quality of life for the future occupiers and existing residents. Development must not result in an increased exposure to poor air quality, including odour, fumes and dust, particularly where developments might be occupied or used by vulnerable people.</u></p> <p><u>The Air Quality Assessment must be informed by traffic scoping modelling for each relevant phase of development and is required to assess increases in traffic levels on routes that lie within 200m of European Sites whose qualifying features, or the habitats that support them, are sensitive to any related changes in air quality.</u></p> <p><u>All development proposals should promote a shift to the use of sustainable low emission transport modes, to minimise the impact of vehicle emissions on air quality.</u></p>
MM25	Part I (to become Part K)	Proposals must include a green-blue infrastructure plan, which demonstrates how the scheme reflects and complies with the Strategic Masterplan; the Colchester Tendring Open Space Strategy requirements; the Healthy Living and Play Strategy required by GC Policy 6; <u>appropriate biosecurity standards for sourcing, quarantining, and inspecting plant material supplied to the development required by GC Policy 8;</u> and demonstrate how green and blue spaces have been integrated into the built form.
MM26	Part K (was Part I)	<p>Add:</p> <p>7. Proposals must be supported by an Air Quality Assessment to be informed by traffic scoping modelling for each relevant phase of development in accordance with industry best practice.</p>
MM27	Justification (page 46)	<p>Add additional paragraph:</p> <p><u>Where the surveys show that mitigation is required, development must be phased to deliver habitat creation and management either on- or off-site to mitigate any significant impacts. Any such habitat must be provided and fully functional before any development takes place which would affect significant numbers of SPA birds</u></p>

GC Policy 3 - Place Shaping Principles

Mod Ref	Part	Modification
MM28	Part A	It will adopt a landscape led approach to design and build, follow healthy new towns principles, <i>in accordance with Sport England Active Design principles</i> , and <i>achieving</i> secured by design certification.
MM29	Part B	Provide for a network of integrated <i>multifunctional</i> green and blue infrastructure features.
MM30	Parts I and J	Re-title the following sections: Part I: Historic Environment - Becomes <i>Part H</i> Part J: Planning Application Requirements – Becomes <i>Part I</i>
MM31	Part H (was Part I)	<p>Development that will lead to substantial harm to or total loss of significance of a listed building, conservation area, historic park or garden or important archaeological remains (including the setting of heritage assets) will only be permitted in exceptional circumstances where the harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss. Where development will lead to less than substantial harm this harm should be weighed against the public benefits of the proposal.</p> <p>Development affecting the historic environment should seek to conserve and enhance the significance of the heritage asset and any features of specific historic, archaeological, architectural or artistic interest. In all cases there will be an expectation that any new development will enhance the historic environment or better reveal the significance of the heritage asset unless there are no identifiable opportunities available.</p> <p><i>Future development must take into account the results and recommendations of the Councils 'Heritage Impact Assessment', and must demonstrate that any negative impacts on the significance of the Grade II* Listed Elmstead Hall, the Grade I Listed Church of St Anne and St Laurence, the Grade II Listed Allen's Farmhouse and the Round Barrows (Scheduled Monument) on Annan Road, and their settings, have been avoided and if this is not possible minimised, through appropriate masterplan design. Proposals that would enhance or better reveal the significance of these assets will be considered positively. Specific mitigation measures must be identified through the preparation</i></p>

		<i><u>of a further detailed Heritage Impact Assessment, and pre-determination Archaeological Assessment, which will inform and be submitted prior to the determination of any application at the site.</u></i>
MM32	Part H (was Part I) In all cases there will be an expectation that any new development will <u>avoid or minimise any conflict between preserving the significance of a specific heritage asset and any aspect of the proposal</u> . It should enhance the historic environment or better reveal the significance of the heritage asset unless there are no identifiable opportunities available.
MM33	Part I (was J)	2. A Heritage Impact Assessment and Mitigation Strategy is required to demonstrate the measures that can minimise harm and maximise the potential to enhance the heritage significance of <u>the Grade II* Listed</u> Elmstead Hall, the <u>Grade I Listed</u> Church of St Anne and St Laurence, <u>the Grade II Listed</u> Allen's Farmhouse <u>and</u> the Round Barrows (Scheduled Monument) on Annan Road, <u>and their settings</u> ."
MM34	Part I (was J)	4. Design & Access Statement (<u>incorporating an Active Design Assessment in accordance with Sport England Active Design Guidance</u>).

GC Policy 5 - Economic Activity and Employment

Mod Ref	Part	Modification
MM35	Part A	Amend first point of Part A: How delivery of the first phase of business accommodation in each employment area is tied to occupation of housing to provide an alignment between jobs and housing, and any future review of employment allocations will need to take account of market dynamics and best practice and avoid sterilisation of parcels of land.
MM36	Part A	Amend first point at top of page 72:

		Creation of the Rapid Transit System to enable a fast rapid commute for residents to and from all neighbourhoods within the Garden Community to key areas of employment, including the new A120 business park and centres as well as those outside of the Garden Community, such as the University of Essex, Colchester City Centre, Colchester General Hospital, Colchester Business Park and Colchester Sports Park.
MM37	Justification (page 74)the study also recommends the provision of <u>appropriate</u> flexible <u>Commercial, Business and Service uses and</u> office space concentrated in the North and South Neighbourhood Centres.
MM38	Justification	Insert additional sentence/para to justification page 76 to read: <i>Student and retired households are excluded from the ambition to achieve one job per household.</i>

GC Policy 6 – Community and Social Infrastructure

Mod Ref	Part	Modification
MM39	Narrative	Amend Para.1 page 78 to read: Ensuring the Garden Community is served by community services and facilities of the right type in the right location and delivered at the appropriate time, including <u>health and wellbeing</u> , schools and sports facilities; as well as access to health <u>ambulance, police and firefighting</u> services ...
MM40	Part C	Amend third para. page 83: Vehicle free 'school zones' must be provided around schools, with the area around the main pupil entrance entirely traffic free and away from streets and car parks , connected by safe and direct walking and cycling routes to the Neighbourhood the school serves.

MM41	Part C	<p>Amend third para. page 83:</p> <p>Vehicle free 'school zones' must be provided around schools, with the area around the main pupil entrance entirely traffic free and away from streets and car parks, connected by safe and direct walking and cycling routes to the Neighbourhood the school serves. All schools should be well connected to the natural environment to provide the option of providing forest school sessions, <u>and through their design and layout encourage health and wellbeing, especially physical activity (e.g. storage facilities to support cycling, and the promotion of informal physical activity as well as providing conventional sport and play facilities).</u></p>
MM42	Part C	<p>Include after bullet point list as paragraph:</p> <p><u>The capacity and quantum of schools and early years provision will be subject to an appropriate assessment of the need at the time of submission of future planning application(s).</u></p>
MM43	Part D	<p>The sports and recreation requirements of the Garden Community, as set out in the Colchester and Tendring Sports, Recreation and Open Space Strategy (2022) <u>Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports and Built Facility - Overarching Strategy (2023)</u> or any updates to this Strategy, must be met in full in terms of the typology, quantity, quality, and location of facilities provided.</p>
MM44	Part D	<p>The sports and recreation requirements of the Garden Community, as set out in the Colchester and Tendring Sports, Recreation and Open Space Strategy (2022) or any updates to this Strategy, must be met in full in terms of the typology, quantity, quality, and location of facilities provided. <u>Proposals will have regard to the potential role of the University's existing or future sports facilities in meeting the needs of the development in view of the close proximity of the University site and the strategic shared use facilities that are or could be provided to help meet the needs of residents of both the development and the University.</u></p> <p>Opportunities should be taken to deliver multipurpose facilities well integrated into the built environment and well designed in terms of their landscape settings. The Councils will only consider offsite provision where it is well</p>

		connected to the Garden Community and/or where it will deliver multiple benefits, including benefits to existing communities.
MM45	Part E	<p>Amend from last para. page 83:</p> <p>Appropriate health and wellbeing services must be provided to new residents and occupiers of the Garden Community from first occupation. Proposals for the development of the Garden Community must <u>reflect national and local health related strategies, consider the evidence provided through relevant Health Impact Assessments including the joint strategic needs assessment (JSNA) and align with the outcomes within the overall 'Health Strategy' for the Garden Community, and are anticipated to include:</u></p> <ul style="list-style-type: none"> • <u>Enhancements to existing local facilities, including improvements to primary care provision and wider healthcare services and facilities including but not limited to those at Colchester Hospital which will support the provision of acute and community services.</u> • A new Health and Wellbeing Hub to be provided in the early phases of development (potentially via a phased approach to delivery) (underpinned by the most up-to date evidence base delivered via a phased approach). The facility shall be designed to deliver an integrated service for patients including a cluster of general practitioners, a wide range of diagnostic services and primary care treatment – to minimise the requirement for secondary care treatment at hospital. <u>residents and include consideration of primary, community and acute services and it should be located on an accessible site close to other community facilities and transport infrastructure. Any approach to health and wellbeing will include facilities that provide regard to prevention and health improvement activities.</u> • Flexible space for health provision, located within the Neighbourhood Centres and community buildings. <p>Developers must enter into early conversations with the local NHS Integrated Care Board through the North East Essex Health and Wellbeing Alliance, and other relevant partners to ensure that proposals reflect current health and social care models. <u>which is the local place-based health partnership so to ensure that proposals reflect current health and social care models, local evidence and need. This partnership vehicle will also be key in supporting the development of the health impact assessment and health strategy for the GC.</u></p>

MM46	Part G	<p>Amend point 3, page 85:</p> <p>3. Proposals must be supported by bespoke demographic studies commissioned by the developer to provide a consistent evidence base for the planning of all social and community infrastructure, particularly schools <u>and healthcare facilities. These will also contribute to the health impact assessment.</u></p>
MM47	Part G	<p>Amend point 6, page 85:</p> <p>6. Proposals must be supported by a Healthy Living and Play Strategy, <u>which will be informed by the Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports and Built Facility - Overarching Strategy (2023) or any updates to this Strategy.</u> This Strategy should demonstrate how the development will be designed to encourage active lifestyles, independence, and wellbeing, through the provision of sites, facilities, and informal opportunities for people to play, socialise, play sport, keep fit and have fun. <u>It must be co-ordinated with other relevant strategies for the development such as the Green Infrastructure Strategy, the Active Travel Strategy and the Active Design Assessment.</u></p>
MM48	Part G	<p>9. Proposals for educational use/buildings should be accompanied by a 'Community Use Statement/Plan' to be agreed by the authorities and <u>which must be approved as part of any planning permission granted and secured by way of a Community Use Agreement through an appropriate legal agreement.</u></p>
MM49	Justification	<p>Amend Justification Text: Para 2, Page 86 to read:</p> <p>"Community and social infrastructure covers a wide range of facilities, such as health; <u>ambulance; police; firefighting</u>; education; sports; recreation and greenspace; places of worship; community halls; public houses and cultural infrastructure..."</p>
MM50	Justification	<p>Insertion of new paragraph after Para 3, Page 88 to read:</p> <p><u>The health strategy for the Tendring Colchester Borders Garden Community will be dependent on various factors including capacity in existing neighbouring primary care facilities, workforce recruitment, funding streams, NHS clinical and service strategies and NHS building design approaches. A comprehensive, evidence based HIA will be</u></p>

		<u>carried out engaging with all local health and care partners and local communities to ensure that a robust view of need is assessed. The strategy shall be designed to ensure that health is designed into the Garden Community and that any new infrastructure delivers an integrated service for the population. A consideration on the wider impact of the development on key health stakeholders including Public Health, primary, secondary and acute inpatient and outpatient facilities, ambulance, police, firefighting and others within the local partnership will need to be taken into account and mitigation of any impact appropriately provided.</u>
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GC Policy 7 - Movement and Connections

Mod Ref	Part	Modification
MM51	Chapter 8 – Movement and Connections Illustrative Framework Plan	<p>Page 93, amend footer:</p> <p>The location of specific land uses, facilities and activities <u>and the movement and connection features</u> are illustrative and subject to further masterplanning <u>and Transport Assessment</u>.</p>
MM52	Part A	<p>Amend third point, page 95:</p> <p>Achieve filtered permeability, restricting the movement of general vehicular traffic between neighbourhoods. <u>This includes amendments to the existing adopted lanes within the site to control and/or restrict vehicular access so the routes can become strategic active travel corridors.</u></p>
MM53	Part A	<p>Amend forth point, page 95:</p> <p>Demonstrate how modal share targets (the number of trips by walking, cycling, public transport and private vehicle) will be achieved, maximised and monitored in a phased approach <u>and how the targets reflect the ambitions for reducing car use over time</u> as outlined in the Tendring Colchester Borders Garden Community Transport Evidence Base Report 2023, and as reflected in the table below.</p>

MM54	Part A	<p>Amend third para. page 96:</p> <p>Proposals for the development of the Garden Community must include planning obligations to support and enable the phased delivery of transport infrastructure of a high standard of design, with the provision of key infrastructure and services for early phases of development to ensure <u>enable and encourage</u> sustainable travel patterns from first occupation.</p>
MM55	Part C	<p>Amend final point of Part C, page 98:</p> <p>‘Proposals must demonstrate how the development contributes to:...</p> <p>Ensuring that there is a convenient and high frequency bus <u>public transport</u> service operating that is aligned with the first phase of the Garden Community which will need to be appropriately funded by the developer.</p>
MM56	Part J	<p>Amend second para of Part J, page 105:</p> <p>..... will be agreed and approved by the Councils and the Highway <u>Authorities</u> Authority.</p>
MM57	Part D	<p>Amend first para. of Part D, page 99:</p> <p>All proposals will need to integrate with the RTS and demonstrate how the RTS can <u>serve</u> provide a direct link to each Neighbourhood Centre.</p>
MM58	Part D	<p>Amend third para. of Part D, page 99:</p> <p>It should be ready for operation during the first <u>residential parcels</u> phase of the development to influence sustainable travel behaviour and embed the use of the system and align with the Essex RTS operational model, including the phased delivery plan for services.</p>
MM59	Part D	<p>Amend second para. of Part D, page 99:</p>

		Proposals should ensure the RTS will be, and will remain highly visible, serving residents of the Garden Community and beyond, and will be served by high quality stops/halts situated to maximise accessibility (including parking provisions for safe/secure/covered storage of cycles/scooters) <u>whilst providing for a fast service.</u>
MM60	Part D	<p>Add new para. to end of Part D page 99:</p> <p><u>Before any planning approval is granted for development forming part of the Garden Community a relevant permission must have been secured to provide for the connection from the A133 Section C of the RTS (delivered by ECC under the HIF programme) to both the Park and Choose Facility and the route of the RTS through the Garden Community.</u></p>
MM61	Part G	<p>Amend forth point on page 101:</p> <p>How the design, location and amount of parking <u>seeks to avoid</u> ensures that there is no resulting overspill and inappropriate on-street parking which negatively impacts on...”</p>
MM62	Part H	<p>Amend first para of ‘H.2’ page 103:</p> <p>In developing travel plans for proposals within the Garden Community, such plans will be required to take account of the necessary <u>supporting Transport Assessment and</u> processes, measures and monitoring requirements set out within the Shared Section 1 Local Plan, this Plan, <u>and reflect the ambitions set out in the</u> supporting Strategic Masterplan and the transport evidence base for the Garden Community as well as all other relevant local and national policies and guidance.</p>
MM63	Part I	<p>Amend second point, page 104:</p> <p><u>Subject to detailed modelling,</u> the Garden Community must <u>aim to</u> restrict vehicular connectivity between individual junctions of the ‘Link Road’, except for public transport and emergency vehicles, apart from the ‘Link Road’ itself”.</p>
MM64	Part I	Add new para. to end of Part I page 104:

		<i><u>Before any planning approval is granted for development forming part of the Garden Community the full delivery of the A120-A133 link road must have secured planning consent and a commitment to full funding must be demonstrated.</u></i>
MM65	Part J	<p>Amend first para. page 105:</p> <p>The modal share targets will be actively monitored throughout the phasing of the development and upon full occupation via the Garden Community Travel Plan. <i><u>The monitoring approach will be agreed through the planning application.</u></i> This Travel Plan document/s will be developed in accordance with <i><u>to reflect</u></i> the latest best practice guidance and support the mode share ambitions set out in this Plan <i><u>and the supporting transport evidence.</u></i></p>
MM66	Part J	<p>Add para to Part J, Page 105:</p> <p><i><u>Both internal Garden Community neighbourhood and external modal splits will be measured and monitored, and robust management and oversight will be activated to see that the targets are met.</u></i></p>
MM67	Part K	<p>Amend first para of Part K, page 105:</p> <p>Any planning permission granted for the development of the Garden Community will include planning obligations enabling the phased delivery of transport infrastructure. Some of these have been detailed <i><u>above and will be redefined based on the findings of the Transport Assessment.</u></i></p>
MM68	Part K	<p>Amend first para of Part K, page 105:</p> <p>Notably, any planning permission granted for the development of the Garden Community will include a planning obligation enabling the phased delivery of transport infrastructure of a high standard of design, with the provision of key infrastructure for early phases of development to ensure <i><u>enable and encourage</u></i> sustainable travel patterns from first occupation in line with modal share targets agreed by the Councils and set out in the Transport Assessment provided by applicants.</p>
MM69	Part K	Amend first point '1' of Part K, page 105:

		The Transport Assessment must include a Construction Logistics and Traffic Management Strategy that has regard to the latest best practice guidance and <i>the principles of the Healthy Streets for Life Assessment</i> . A copy of the results of the Healthy Streets for Life Assessment <i>should be provided at the appropriate stage of planning</i> .
MM70	Part K	<p>Amend point '5g' of Part K, page 107:</p> <p>Targets which are monitored and submitted for approval <i>from the outset at a frequency as agreed with the Councils</i> and review by the Councils annually from the outset; and of the operation of a Transport Review Group (TRG) including terms of reference".</p>

GC Policy 8 - Sustainable Infrastructure

Mod Ref	Part	Modification
MM71	Part A	<p>Part A, first para. page 117 to read:</p> <p>All buildings must <i>shall</i> be net zero in operation <i>at occupation or, in exceptional circumstances, have an agreed strategy to achieve net zero within five years of occupation,</i> and achieve net zero operational energy balance onsite across the Garden Community.</p>
MM73	Part D	<p>Part D, page 118 to read:</p> <p>All buildings must include water efficiency measures and seek to achieve water neutrality. All homes must include water saving measures and, as a minimum, meet the Building Regulations optional tighter water standard of 110 litres per person per day. <i>the Government's Environment Improvement Plan (Water Efficiency Roadmap) standard of 100 litres per person per day.</i> Proposals should submit a water efficiency calculator report to demonstrate compliance, <i>and developers are encouraged to demonstrate how they can go further utilising integrated water management and a fittings-based approach to minimise potable water use.</i></p>

		<p><u>Non-residential development proposals must demonstrate that water efficiency measures and water reuse have been incorporated in proposals. Where significant non-domestic water use is required, a Water Resources Assessment should be submitted with the planning application following consultation with the relevant water company to ascertain water availability and feasibility of the proposed scheme.</u></p> <p>Proposals must include clear evidence on the approach to water conservation, including the potential for the re-use of greywater and rainwater capture and re-use and should also provide the infrastructure to support options for rainwater re-use in the building design, e.g. rainwater harvesting systems, water saving devices, greywater recycling or other agreed solutions. The Councils will require safe systems and measures to be implemented for all new development within the Garden Community.</p>
MM74	Justification	<p>Policy Justification to include a new sentence at the end of the second paragraph on page 121:</p> <p><u>It should also be noted that the Garden Community is located with the ECAC Climate Focus Area (CFA). The principal objective of the CFA is to become net zero carbon – meaning that the amount of carbon emitted from the area is no higher than that absorbed. The Garden Community can contribute to the CFA targets.</u></p>

GC Policy 9 - Infrastructure Delivery, Impact Mitigation and Monitoring

Mod Ref	Part	Modification
MM75	Part A	Developers will need to make direct provision or contribute towards the delivery of relevant infrastructure as required by the development either alone or cumulatively with other developments, as set out in the <u>'Infrastructure Delivery, Phasing & Funding Plan'</u> or relevant Infrastructure Delivery Plan (IDP) and other policies in this Plan...
MM76	Part A	Amendment to fourth paragraph on page 129:

		“...including the A120-A133 Link Road and Rapid Transit System in accordance with <u>taking into account the conditions of</u> the Housing Infrastructure Fund”.
MM78	Justification	<p>Amend para 1, Page 129 to read:</p> <p>“The Garden community will require the provision of new physical infrastructure such as footways, cycleways, roads, and sewers; social infrastructure such as health, <u>ambulance, police, firefighting</u>, education and community facilities, and green infrastructure such as open and recreational spaces.”</p>
MM79	Justification	<p>Amend second paragraph on page 130:</p> <p>“In negotiating <u>Where</u> planning obligations <u>are required by planning policy and/or to mitigate the impacts of development but are not agreed for development viability reasons</u>, the Councils will require a fully transparent open book viability assessment and that all possible steps have been taken to minimise the residual level of unmitigated impacts. Developers may be required to enter into obligations that provide for appropriate additional mitigation in the event that viability improves prior to completion of the development, <u>provided the additional obligations are required to mitigate the impact of the development</u>.</p>
MM80	Justification	<p>Amend final paragraph on page 130:</p> <p>“The Councils have prepared an <u>‘Infrastructure Delivery, Phasing & Funding Plan’</u> which performs the role as the ‘Infrastructure Delivery Plan’...</p>
MM81	Justification	<p>Amend third paragraph on page 131:</p> <p>“Essex County Council, working with CCC and TDC, were successful in attracting funding under the Housing Infrastructure Fund (administered by Homes England) for the delivery of <u>the first phase of the</u> A120-A133 Link Road...”</p>
MM82	Monitoring	<p>Add additional paragraphs before the table of objectives & indicators:</p> <p>Monitoring is a way of assessing the effectiveness of a plan once it is adopted. It helps to identify if plan policies are not being implemented and whether an early review of the plan is required. Monitoring indicators for the Plan will reflect <u>a combination of policy requirements</u>, the indicators monitored in the Councils Authority Monitoring Reports</p>

		<p><u>(AMR) and will be are linked to the Sustainability Appraisal (SA) Framework. The table below outlines the Councils monitoring objectives and will evolve over time as the monitoring indicators evolve., relevant Plan policies and monitoring indicators. The AMRs will be used to report the performance of the Plan as well as recommending any actions required to ensure the delivery of the DPD.</u></p> <p><u>Monitoring will be undertaken on an annual basis, with the result being published at the end of each calendar year within both Colchester City Council and Tendring District Council 'Authority Monitoring Reports' (AMRs). Information on the following objectives and indicators will be collated and assessed by the Councils. The AMRs will contain consistent information on the implementation of policies and the delivery of new development and supporting infrastructure. Where necessary the information will be tailored to the need of each separate Council and AMR approach. The monitoring will have a particular focus on the delivery of development, floorspace and land use change, alongside securing wider policy objectives in relation to infrastructure delivery.</u></p> <p><u>The Councils will also ensure that appropriate monitoring frameworks and approaches are established through the determination and approval of planning applications for the Garden Community, with the associated use of planning conditions and other control mechanisms such as S106 agreements to ensure that appropriate monitoring is undertaken and information provided as the Garden Community is built out.</u></p>
MM83	Monitoring	<p>Monitoring Indicator of SA Objective 9 on page 134, to be updated as follows:</p> <p>Percentage of journeys to work, <u>to education (and other land uses)</u> by walking and cycling and percentage of journeys to work by public transport.</p>
MM84	Monitoring	<p>Monitoring Indicator of SA Objective 7 on page 133, to be updated as follows:</p> <p><u>All permissions granted which affect a designated and/or non-designated heritage asset, and/or archaeology sites are in accordance with the policy</u></p> <p>Recorded loss of listed buildings Grade I and II+ (by demolition), Scheduled Monuments or nationally important archaeological sites and assets on the Colchester Local List to development.</p>

Glossary

Mod Ref	Part	Modification
MM85	Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily <u>or permanently</u> , but excluding members of an organised group of travelling showpeople or circus people travelling together as such. In determining whether persons are "gypsies and travellers" consideration will be given to the following issues amongst other relevant matters: a) whether they previously led a nomadic habit of life b) the reasons for ceasing their nomadic habit of life c) whether there is an intention of living a nomadic habit of life in the future, and if so, how soon and in what circumstances.
MM86	Biodiversity Net Gain	Biodiversity Net Gain is an approach to development that leaves biodiversity in a better state than before. The Environment Act contains a new biodiversity net gain condition for planning permissions. To meet this requirement biodiversity gains will need to be measured using a <u>the</u> biodiversity metric <u>as specified in the Environment Act (or otherwise agreed)</u> .
MM87	Community Facilities	Are buildings, which enable a variety of local activity to take place including, but not limited to, the following: Schools, Universities and other educational facilities; Libraries and community centres; Doctors surgeries, medical centres and hospitals, <u>including emergency, and acute inpatient and outpatient facilities</u> ; Public houses and local shops; Museums and art galleries; Child care centres; Sport and recreational facilities; Youth clubs; Playgrounds; Cemeteries; and Places of worship.
MM88	Infrastructure	Infrastructure means any structure, building, system, facility and/or provision required by an area for its social and/or economic function and/ or well-being including (but not exclusively): footways, cycleways and highways; public transport; drainage and flood protection; waste recycling facilities; education and childcare; healthcare; <u>ambulance, police & firefighting facilities</u> ; sports, leisure and recreation facilities; community and social facilities; cultural facilities; emergency services; green infrastructure; open space; affordable housing; broadband; facilities for specific sections of the community such as youth or the elderly.
MM91	Part A	Remove all references to Community Infrastructure Levy

	Justification	<p>Point 1, Page 128:</p> <p>Enter into Section 106 agreements to make provisions to mitigate the impacts of the development where necessary or appropriate. Section 106 will remain the appropriate mechanism for securing land and works along with financial contributions where a sum for the necessary infrastructure is not secured via CIL; and/or</p> <p>Second para, Page 129:</p> <p>The Councils will consider introducing a Community Infrastructure Levy (CIL) and will implement such for areas and/or development types where a viable charging schedule would best mitigate the impacts of growth. Section 106 will remain <u>to be</u> the appropriate mechanism for securing land and works along with financial contributions where a sum for the necessary infrastructure is not secured via CIL.</p> <p>First and second para, Page 131:</p> <p>The Councils will seek contributions from developers to fund improvements to existing infrastructure and the environment and new infrastructure. Contributions will be made through <u>Section 106 agreements which address the provision of affordable housing and</u> the Community Infrastructure Levy (if adopted), which applies a standard charge to developers to fund supporting infrastructure such as transport, schools, community facilities and health facilities. and/or Section 106 agreements which address the provision of affordable housing and more site specific infrastructure requirements. The necessary infrastructure requirements through the use of planning condition and/or planning obligation and/or financial contributions <u>will be</u> through Community Infrastructure Levy (CIL) charges in accordance with The Community Infrastructure Regulations 2019.</p> <p>Some infrastructure providers will fund and deliver infrastructure themselves. Other infrastructure will be funded by developers and landowners, secured by planning obligations or the CIL (if adopted) or its successor as part of the planning permission. On-site infrastructure provision will usually be secured by planning conditions or legal agreements. Off-site provision will usually be secured by legal agreements and through other financial contributions.</p>
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MM91	Community Infrastructure Levy (CIL)	Remove all references to Community Infrastructure Levy Community Infrastructure Levy (CIL) A mechanism by which Councils can set a standard charge on specified development in their area to pay for new infrastructure required to support growth.
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Appendices

Mod Ref:
MM89

Add 'Appendix 4'

Appendix 4: Section 2 Plan Status

For the purposes of all land within the Site Allocation Boundary of the Garden Community, all policies within the Tending District Council (TDC) and Colchester City Council (CCC) Section 2 Local Plans will be replaced by the **Tendring Colchester Borders Garden Community Development Plan Document (DPD)**. None of the Section 2 Plan policies will apply to land within the Site Allocation Boundary of the DPD.

With regard to the TDC Section 2 Local Plan the following policies will **NOT** apply to the Site Allocation Boundary of the Garden Community:

Policy SPL 1	MANAGING GROWTH
Policy SPL 2	SETTLEMENT DEVELOPMENT BOUNDARIES
Policy SPL 3	SUSTAINABLE DESIGN
Policy HP 1	IMPROVING HEALTH AND WELLBEING
Policy HP 2	COMMUNITY FACILITIES
Policy HP 3	GREEN INFRASTRUCTURE
Policy HP 4	SAFEGUARDED OPEN SPACE
Policy HP 5	OPEN SPACE, SPORTS AND RECREATION FACILITIES

	Policy LP 1	HOUSING SUPPLY	
	Policy LP 2	HOUSING CHOICE	
	Policy LP 3	HOUSING DENSITY AND STANDARDS	
	Policy LP 4	HOUSING LAYOUT	
	Policy LP 5	AFFORDABLE HOUSING	
	Policy LP 6	RURAL EXCEPTION SITES	
	Policy LP 7	SELF-BUILD AND CUSTOM-BUILT HOMES	
	Policy LP 8	BACKLAND RESIDENTIAL DEVELOPMENT	
	Policy LP 9	GYPSY AND TRAVELLER SITES	
	Policy LP 10	CARE, INDEPENDENT ASSISTED LIVING	
	Policy LP 11	HMO AND BEDSITS	
	Policy PP 1	NEW RETAIL DEVELOPMENT	
	Policy PP 2	RETAIL HIERARCHY	
	Policy PP 3	VILLAGE AND NEIGHBOURHOOD CENTRES	
	Policy PP 4	LOCAL IMPACT THRESHOLD	
	Policy PP 5	TOWN CENTRE USES	
	Policy PP 6	EMPLOYMENT SITES	
	Policy PP 7	EMPLOYMENT ALLOCATIONS	
	Policy PP 8	TOURISM	
	Policy PP 9	HOTELS AND GUESTHOUSES	
	Policy PP 10	CAMPING AND TOURING CARAVAN SITES	
	Policy PP 11	HOLIDAY PARKS	
	Policy PP 12	IMPROVING EDUCATION AND SKILLS	
	Policy PP 13	THE RURAL ECONOMY	
	Policy PP 14	PRIORITY AREAS FOR REGENERATION	
	Policy PPL 1	DEVELOPMENT AND FLOOD RISK	
	Policy PPL 2	COASTAL PROTECTION BELT	
	Policy PPL 3	THE RURAL LANDSCAPE	
	Policy PPL 4	BIODIVERSITY AND GEODIVERSITY	
	Policy PPL 5	WATER CONSERVATION, DRAINAGE AND SEWERAGE	

Policy PPL 6	STRATEGIC GREEN GAPS
Policy PPL 7	ARCHAEOLOGY
Policy PPL 8	CONSERVATION AREAS
Policy PPL 9	LISTED BUILDINGS
Policy PPL 10	RENEWABLE ENERGY GENERATION AND ENERGY EFFICIENCY MEASURES
Policy PPL 11	THE AVENUES AREA OF SPECIAL CHARACTER, FRINTON-ON-SEA
Policy PPL 12	THE GARDENS AREA OF SPECIAL CHARACTER, CLACTON-ON-SEA
Policy PPL 13	ARDLEIGH RESERVOIR CATCHMENT AREA
Policy PPL 14	SAFEGUARDING OF CIVIL TECHNICAL SITE, NORTH EAST OF LITTLE CLACTON/SOUTH OF THORPE-LE-SOKEN
Policy PPL 15	SAFEGUARDING OF HAZARDOUS SUBSTANCE SITE, SOUTH EAST OF GREAT OAKLEY/SOUTH WEST OF HARWICH
Policy CP 1	SUSTAINABLE TRANSPORT AND ACCESSIBILITY
Policy CP 2	IMPROVING THE TRANSPORT NETWORK
Policy CP 3	IMPROVING THE TELECOMMUNICATIONS NETWORK
Policy SAMU1	DEVELOPMENT AT EDME MALTINGS, MISTLEY
Policy SAMU2	DEVELOPMENT AT HARTLEY GARDENS, CLACTON
Policy SAMU3	DEVELOPMENT AT OAKWOOD PARK, CLACTON
Policy SAMU4	DEVELOPMENT AT ROUSES FARM, JAYWICK LANE, CLACTON
Policy SAMU5	DEVELOPMENT SOUTH OF THORPE ROAD, WEELEY
Policy SAH2	DEVELOPMENT LOW ROAD, DOVERCOURT
Policy SAE1	CARLESS EXTENSION, HARWICH
Policy DI1	INFRASTRUCTURE DELIVERY AND IMPACT MITIGATION

With regard to the CCC Section 2 Local Plan the following policies will **NOT** apply to the Site Allocation Boundary of the Garden Community:

SG1	Colchester's Spatial Strategy
SG2	Housing Delivery
SG3	Economic Growth Provision
SG4	Local Economic Areas

SG5	Centre Hierarchy
SG6	Town Centre Uses
SG6a	Local Centres
SG7	Infrastructure Delivery and Impact Mitigation
SG8	Neighbourhood Plan
ENV1	Environment
ENV2	Coastal Areas
ENV3	Green Infrastructure
ENV4	Dedham Vale Area of Outstanding Natural Beauty
ENV5	Pollution and Contaminated Land
CC1	Climate Change
PP1	Generic Infrastructure and Mitigation Requirements
TC1	Town Centre Policy and Hierarchy
TC2	Retail Frontages
TC3	Town Centre allocations
TC4	Transport in Colchester Town centre
NC1	North Colchester and Severalls Strategic Economic Areas
NC2	North Station Special Policy Area
NC3	North Colchester
NC4	Transport in North Colchester
SC1	South Colchester Allocations
SC2	Middlewick Ranges
SC3	Transport in South Colchester
EC1	Knowledge gateway and University of Essex Strategic Economic Area
EC2	East Colchester / Hythe Special Policy Area
EC3	East Colchester
EC4	Transport in East Colchester
WC1	Stanway Strategic Economic Area
WC2	Stanway
WC3	Colchester Zoo

WC4	West Colchester
WC5	Transport in West Colchester
SS1	Abberton and Langenhoe
SS2	Boxted
SS3	Chappel and Wakes Colne
SS4	Copford
SS5	Eight Ash Green
SS6	Fordham
SS7	Great Horkesley
SS8	Great Tey
SS9	Langham
SS10	Layer de La Haye
SS11	Marks Tey
SS12a	West Mersea
SS12b	Coast Road West Mersea
SS12c	Mersea Island Caravan Parks
SS13	Rowhedge
SS14	Tiptree
SS15	West Bergholt
SS16	Wivenhoe
OV1	Development in Other Villages
OV2	Countryside
DM1	Health and Wellbeing
DM2	Community Facilities
DM3	Education Provision
DM4	Sports Provision
DM5	Tourism, leisure, Culture and Heritage
DM6	Economic Development in Rural Areas and the Countryside
DM7	Agricultural Development and Diversification
DM8	Affordable Housing

	DM11	Gypsies, Travellers and Travelling Showpeople	
	DM12	Housing Standards	
	DM13	Domestic Development	
	DM14	Rural Workers Dwellings	
	DM15	Design and Amenity	
	DM16	Historic Environment	
	DM17	Retention of Open Space	
	DM18	Provision of Open Space and Recreation Facilities	
	DM19	Private Amenity Space DP16	
	DM20	Promoting Sustainable Transport and Changing Travel Behaviour	
	DM21	Sustainable Access to development	
	DM22	Parking	
	DM23	Flood Risk and Water Management	
	DM24	Sustainable Urban Drainage Systems	
	DM25	Renewable Energy, Water Waste and Recycling	

END.

A.1 Appendix F

TCBGC Project Programme Timeline

TCBGC Project Programme Timeline								
Date	April 2025	May 2025	Summer 2025		Summer 2026		Late 2026	Early 2027
Milestone	Conclusion of EiP	Joint Committee resolution TDC & CCC Full Council meetings - DPD Adoption	Submission of Hybrid Planning Application		Joint Committee Resolution on Hybrid Planning Application		Final determination of Hybrid Planning Application	Submission of Reserved Matters Applications
Document / information stage	Inspector's Final Report Final Main Modifications		Transport Assessment Health Impact Assessment Planning Obligation Statement - Including draft S106 Heads of Term Phasing and Implementation Strategy Stewardship Strategy *	Public consultation and determination period	Resolution to grant would only be subject to full funding commitment to the full delivery of the A1331 Draft Decision Notice Draft S106 - Including infrastructure delivery triggers	Finalisation of S106 Legal Agreement	Completion of S106 Legal Agreement Issue of Planning Permission	
Twinned workstreams / activities	Continued and on-going pre-application discussions and negotiations Continued and on-going infrastructure funding opportunities Developer public engagement activities			Pre-application discussions to commence on first Reserved Matters applications				Monitoring
* This list of documents is not exhaustive. The application submission would be accompanied by a full suite of planning deliverables								

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COUNCIL

20 MAY 2025

REFERENCE FROM THE TENDRING / COLCHESTER BORDERS GARDEN COMMUNITY JOINT COMMITTEE

A.3 TENDRING / COLCHESTER BORDERS GARDEN COMMUNITY – COMMUNITY GOVERNANCE REVIEW

(Report prepared by Ian Ford)

PURPOSE OF THE REPORT

To enable Council to consider the recommendation of the Tendring / Colchester Borders Garden Community Joint Committee that a Community Governance Review be undertaken, at the appropriate time, that would (amongst other things) look at the current parish boundaries within the area for the Garden Community (in so far as this is within the District) and would consider whether there is potential to create a new parish for the Garden Community or un-parish the existing area (in readiness for development of the Garden Community and Local Government Reorganisation).

EXECUTIVE SUMMARY

At its meeting held on 1 May 2025, the Tendring / Colchester Borders Garden Community Joint Committee (“the Joint Committee”) had considered a report (A.2) that had sought the Joint Committee’s approval of the Pathway to Stewardship as forming part of the planning guidance for determining planning applications at Tendring Colchester Borders Garden Community in respect of stewardship matters.

Members of the Joint Committee had been reminded that, as part of the partner Councils’ commitment to comprehensively plan for the delivery of the Tendring Colchester Borders Garden Community (TCBGC), specialist consultants (Community Stewardship Solutions (CSS)) had been commissioned, following a competitive tendering exercise, to prepare guidance on future stewardship requirements at the Garden Community.

The Joint Committee had recalled that the aim of that commission had been to enable the partner Councils to be better informed and more prepared for the consideration of stewardship proposals as they came forward through the planning process. Stewardship was an integral part of the planning requirements for the TCBGC, as set out in the adopted Section 1 Local Plan and the Development Plan Document.

It had been reported that throughout 2024, CSS had undertaken a series of meetings and interviews with local stakeholders and interested parties to gather views on potential community governance solutions at TCBGC. CSS had also been able to draw upon its considerable experience of planning stewardship arrangements at strategic developments and apply it to the TCBGC.

Members of the Joint Committee had been advised that the commission had culminated in the Pathway to Stewardship and Placemaking document. That document included commentary and bespoke recommendations related to a number of areas that CSS had considered to be intrinsic to progressive and effective stewardship arrangements, including accountable governance, financial sustainability and community enablement.

The Joint Committee had been made aware that the Pathway to Stewardship and Placemaking document, if approved by the Joint Committee, would form part of the partner

authorities' planning guidance that would be applied in the determination of relevant planning applications at TCBGC, particularly in relation to the future Stewardship Strategy to be submitted with the planning application.

In respect of the reference to the characteristics of TCBGC in that the development sat across both the Parishes of Ardleigh and Elmstead, as well as an area of unparished land (in the City of Colchester), it had been noted that the Pathway document had been finalised prior to Essex being included within the Government's Priority Programme for Devolution and Local Government Reorganisation (LGR). Therefore, any decision to commence a Community Governance Review to explore a change to the existing boundaries of the two Parishes within the Tendring District, would be undertaken at the appropriate time. The second recommendation of the report (A.2) had requested Tendring District Council to consider this in the light of LGR.

It had been RESOLVED by the Joint Committee:-

- (a) approves the Pathway to Stewardship report as planning guidance for future decision making in relation to stewardship and related matters at Tendring Colchester Borders Garden Community; and
- (b) recommends to Tendring District Council that a Community Governance Review be undertaken, at the appropriate time, to look at the current parish boundaries within the area for the Garden Community and to consider whether there is potential to create a new parish for the Garden Community or un-parish the existing area in readiness for the development of the Garden Community and Local Government Reorganisation.

Resolution (b) above is pertinent to this report. Although the resolution is framed in the way that it is, the community governance review process would look at all such matters within the review area and no predetermined outcome could be presumed from commencing such a review. Further, the Council's use of its powers under the Local Government and Public Involvement in Health Act 2007 in respect of community governance reviews would need to be for the purposes set out in that Act.

A copy of the published report (and its appendix) to the Joint Committee meeting held on 1 May 2025 is attached to this report.

RECOMMENDATIONS

That Council, having considered this reference report from the Tendring / Colchester Borders Garden Community Joint Committee and the advice of the Monitoring Officer set out below, approves:

- (a) in principle, that a Community Governance Review be undertaken, at the appropriate time, that would (amongst other things) look at the current parish boundaries within the area for the Garden Community (in so far as this is within the District) and that such review would consider whether there is potential to create a new parish for the Garden Community or un-parish the existing area (in readiness for the development of the Garden Community and Local Government Reorganisation); and**
- (b) refers the recommendation in (a) above to the Community Leadership Overview and Scrutiny Committee to enable an officer report to be submitted to it in respect of the options for the proposed community governance review, its timing and its resourcing and to enable the Committee to then**

provide an informed recommendation on these matters to the Council at a future meeting.

MONITORING OFFICER'S ADVICE

This report, and the report considered by the Tendring-Colchester Garden Community Joint Committee on 1 May 2025 sets out that this Council may utilise the powers set out in the Local Government and Public Involvement in Health Act 2007 in order to undertake a community governance review for a review area to be determined in the terms of reference for the review. The review process and requirements of the District Council in respect of a governance review is set out in the 2007 Act alongside which there is statutory guidance.

In view of the above, and the expectations around good decision making, Council is invited to consider resolving a reference of the Tendring-Colchester Borders Garden Community decision set out above to the Community Leadership Overview and Scrutiny Committee. The terms of reference for the Community Leadership Overview and Scrutiny Committee include the following:

“(C) The Community Leadership Overview & Scrutiny Committee, in accordance with Section 9F (d) and (e) of the Local Government 2000 (as amended) will also perform the functions relating to community governance reviews as provided for by Part 4 of the Local Government and Public Involvement in Health Act 2007 (“the 2007”) where those functions have been delegated to the Committee by full Council (as set out in Part 3 Schedule 2 Responsibility for Council (Non-Executive) Functions).

9F (d) and (e) of the Local Government 2000 (as amended) will also perform the functions relating to community governance reviews as provided for by Part 4 of the Local Government and Public Involvement in Health Act 2007 (“the 2007”) where those functions have been delegated to the Committee by full Council (as set out in Part 3 Schedule 2 Responsibility for Council (Non-Executive) Functions).

In performing its delegated functions, the Committee is required, by section 100(4) of the 2007 Act, to have regard to the guidance which is issued by the Secretary of State, under section 100(1) and (3), and the LGBCE under section 100(2) of the same Act.”

Such a reference to that Committee would enable an officer report to be submitted to it in respect of the options for the proposed community governance review, its timing and its resourcing. The Committee could then provide an informed recommendation on these matters to the Council at a future meeting.

Notwithstanding the above, in relation to proposals around local government reorganisation within Greater Essex, in the event that both Tendring and Colchester were to be part of the same new unitary council, that council would be in a position to undertake a community governance review of the entire development area for the Tendring-Colchester Garden Community. At present, Tendring District Council would only be able to undertake a review of the Garden Community in so far as it relates to the Council's administrative area. The Garden Community development area straddles the boundary between Tendring District and Colchester City. While the envisaged vesting day for any new unitary would be 1 April 2028, the shadow authority for the possible new unitary for this area would be established in 2027 (with elections to it in May 2027). The shadow authority could be provided with community governance review powers and so could, from that point, consider the entire development area in a single community governance review. However, the discretion of the shadow authority or a new unitary council would be a matter

for those bodies.

If, through a community governance review, it is recommended that an area should have its own parish, then the 2007 Act provides direction on the form of governance at that level. For parishes with 150 or fewer local government electors cannot have a council and can only be a parish meeting (unless the parish already has a council). Between 151 and 999 local government electors, the review can recommend that the parish should have a council (optional) and where the parish 1000 or more local government electors the review must recommend that the parish has a council.

Undertaking a community governance review of a parished area (as is the case for the Tendring-Colchester Borders Garden Community development area within the District of Tendring) and concluding that the area should be unparished, will need to be mindful of the statutory guidance referred to. This guidance includes the following:

“Ultimately, the recommendations made in a community governance review ought to bring about improved community engagement, better local democracy and result in more effective and convenient delivery of local services.”

The extent to which these tests can be answered would need to be addressed.

BACKGROUND PAPERS FOR THE DECISION

Published Minutes of the meeting of the Tendring / Colchester Borders Garden Community Joint Committee held on 1 May 2025.

APPENDICES

Appendix A = The covering report (A.2) submitted to the Joint Committee on 1 May 2025

Appendix B = The GC Pathway to Stewardship and Placemaking document

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TENDRING COLCHESTER BORDERS GARDEN COMMUNITY JOINT COMMITTEE

1 MAY 2025

A.2 PATHWAY TO STEWARDSHIP REPORT – APPROVAL OF GUIDANCE

(Report prepared by Christopher Downes (Garden Communities Manager, Essex County Council))

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT
<p>To approve the Pathway to Stewardship report as forming part of the planning guidance for determining planning applications at Tendring Colchester Borders Garden Community in respect of stewardship matters.</p>

EXECUTIVE SUMMARY
<p>As part of the partner Councils' commitment to comprehensively plan for the delivery of the Tendring Colchester Borders Garden Community (TCBGC), specialist consultants (Community Stewardship Solutions (CSS)) was commissioned, following a competitive tendering exercise, to prepare guidance on future stewardship requirements at the Garden Community.</p> <p>The aim of the commission was to enable the Councils to be better informed and more prepared for the consideration of stewardship proposal as they come forward through the planning process. Stewardship is of course an integral part of the planning requirements for TCBGC, as set out in the adopted Section 1 Local Plan and the Development Plan Document.</p> <p>Throughout 2024, CSS undertook a series of meetings and interviews with local stakeholders and interested parties to gather views on potential community governance solutions at TCBGC. CSS was also able to draw upon its considerable experience of planning stewardship arrangements at strategic developments and apply it to TCBGC.</p> <p>The commission culminated in the Pathway to Stewardship and Placemaking document which is attached to this committee report. The document includes commentary and bespoke recommendations related to a number of areas that CSS consider to be intrinsic to progressive and effective stewardship arrangements, including accountable governance, financial sustainability and community enablement.</p> <p>The Pathway to Stewardship and Placemaking document, if approved by the Joint Committee, will form part of the partner authorities' planning guidance that will be applied in the determination of</p>

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relevant planning applications at TCBGC, particularly in relation to the future Stewardship Strategy to be submitted with the planning application.

In respect of the reference to the particular characteristics of TCBGC in that the development sits across both the Parishes of Ardleigh and Elmstead, as well as an area of unparished land, it should be noted that the Pathway document was finalised prior to Essex being included within the Government's Priority Programme for Devolution and Local Government Reorganisation. Therefore, any decision to commence a Community Governance Review to explore a change to the existing boundaries of the two Parishes within the Tendring district, should be undertaken at the appropriate time. The second recommendation requests Tendring District Council to give consideration to this in light of Local Government Reorganisation.

RECOMMENDATION

That the Tendring Colchester Borders Garden Community Joint Committee:

- a) approves the Pathway to Stewardship report as planning guidance for future decision making in relation to stewardship and related matters at Tendring Colchester Borders Garden Community; and**
- b) recommends to Tendring District Council that a Community Governance Review be undertaken, at the appropriate time, to look at the current parish boundaries within the area for the Garden Community and consider whether there is potential to create a new parish for the Garden Community or un-parish the existing area in readiness for development of the Garden Community and Local Government Reorganisation.**

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

Effective stewardship arrangements are essential to the success of the development of TCBGC as a core component of the Vision for the Garden Community set out in Section 1 of the Shared Local Plan and the Development Plan Document. Approving the Pathway to Stewardship and Placemaking document will support the realisation of that Vision.

RESOURCES AND RISK

Stewardship as a concept is concerned with the long-term governance of places. This includes both the management and maintenance of physical assets such as civic spaces, green and blue infrastructure, and public facilities, as well as enabling a cohesive new community through participatory governance arrangements. Investing in appropriate stewardship arrangements will

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mean that estate management at TCBGC is established on a financially sustainable foundation, and that governance structures and processes are transparent, effective and accountable.

By establishing such stewardship arrangements at TCBGC, decision-making will be more localised, with residents (and other stakeholders) having more of a say in how their neighbourhoods are managed over time. The future stewardship body will have to be established on a sustainable financial footing, balancing its revenue sources with its costs and liabilities. It will also have to incorporate accountable governance structures to allow for proper representation and robust oversight in the undertaking of these responsibilities. Localising decision-making by placing responsibility for estate management on the stewardship body also reduces the resource burden, corporate risk, and financial exposure of the partner Councils.

LEGAL

The Pathway to Stewardship and Placemaking document makes a number of recommendations relating to future governance and community participation at TCBGC. Many of these recommendations will have legal implications given the role of the stewardship body in collecting service charges, managing community assets, and providing an accountable and democratic process for community representation.

These legal implications will have to be thoroughly considered as part of the master developer's Stewardship Strategy to ensure that future arrangements provide appropriate structures and processes to safeguard residents' and businesses' interests, for example by incorporating a fair and appropriate process for the enforcement of service charges.

Stewardship proposals will also have to be considered to ensure that there are no adverse impacts on the partner Councils in terms of their statutory responsibilities and duties.

A thorough consideration will also have to be made of how future stewardship arrangements at TCBGC interact and complement existing parish councils. The Pathway to Stewardship and Placemaking document recommends that a community governance review is carried out to achieve that outcome. This may also involve reviewing the potential for a parish precept rebate in specific areas as also mentioned in the document.

The process for determining the community governance arrangements for the Garden Community is through a community governance review under the provisions of the Local Government and Public Involvement in Health Act 2007. Community governance reviews include Parish/Town Council arrangements for the review area. The review body defined in the 2007 Act is the appropriate lower tier principal Council (Tendring District Council for the current parished areas). In exercising those review powers, principal councils are required to have regard to guidance issued by the Secretary of State and the Local Government Boundary Commission for England (LGBCE).

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Local government reorganisation is governed by Part 1 of the Local Government and Public Involvement in Health Act 2007 ('the 2007 Act'). The Secretary of State can at any time invite proposals for unitary local government from local authorities and also has the power to direct authorities to submit proposals. The criteria against which proposals are to be judged can be set out in the invitation/direction. The law says that local authority boundaries may not cross police force boundaries but can otherwise be whatever best meets the criteria.

Since the Pathway document was finalised in December 2024, the City, County and District Councils received a formal Invitation from the Minister of State for Local Government and English Devolution to develop a proposal for local government reorganisation, setting out the criteria against which proposals will be assessed, guidance for the development of the proposals and the timeline for this process.

OTHER IMPLICATIONS

Area, Ward or Divisions affected: The Garden Community development will affect land within both TDC and CCC authority boundaries, associated ECC Divisions and the corresponding local electoral wards of Elmstead Market, Ardleigh, Greenstead and Wivenhoe. Stewardship arrangements could also affect neighbouring Parish/Town Councils in Ardleigh, Elmstead and Wivenhoe.

Consultation/Public Engagement: The Local Plan and DPD have been subject to comprehensive public consultation and engagement to meet statutory requirements. As part of their commission CSS has carried out an extensive engagement exercise including meeting with neighbouring parish councils, Joint Committee Members, and community, volunteer, and faith groups in the surrounding area of TCBGC.

Equality, Diversity and Human Rights implications: Stewardship is intended to help create a successful place for all residents, visitors, businesses and organisations associated with TCBGC, and to help promote a sense of community and belongingness, with associated benefits for health and wellbeing. Whilst the Pathway to Stewardship and Placemaking report does not require an Equality Impact Assessment, one was carried out for the DPD, and is available to view by clicking on this link: [Equality Impact Assessment](#).

Financial implications: The approval of the Pathway to Stewardship and Placemaking report as guidance to inform the determination of planning applications at TCBGC does not directly have any financial implications. However, the report does contain recommendations pertaining to the financial sustainability of the future stewardship arrangements at TCBGC. By following these recommendations, the financial exposure of the partner authorities (and others) should be reduced.

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Health, Wellbeing and Community Safety Implications: The Pathway to Stewardship report's objective is to inform the future planning of stewardship arrangements at TCBGC which will have a direct positive effect on the future community as well as existing communities in the area.

Health and Safety Implications: No direct implications.

Risk Management Implications: The approval of stewardship guidance in relation to the determination of planning applications at TCBGC will reduce the risk of allowing unsustainable, inequitable, and/or ineffective community governance arrangements to be put in place.

Environmental and Sustainability Implications: Effective stewardship arrangements can have a positive bearing on the environmental and sustainability objectives of the partner authorities. For example, TCBGC will accommodate significant areas of green spaces and those areas will require ongoing management to ensure that they are not only well-maintained for public access, but also provide complementary ecological and climate mitigation/resilience benefits.

PART 3 – SUPPORTING INFORMATION

BACKGROUND

Planning policy context

The commissioning of the Pathway to Stewardship and Placemaking document is the culmination of comprehensive planning process for stewardship matters at TCBGC. The importance of stewardship is reflected in Section 1 of the shared Local Plans which includes policy references to stewardship. Policy SP8 (Development & Delivery of a New Garden Community in North Essex) includes the following policy wording:

- *'All development forming part of the garden community will comply with these principles: ... (ii) (c) providing and funding a mechanism for future stewardship, management, maintenance and renewal of community infrastructure and assets.'*
- *'...(xiv) Establishment at an early stage in the development of the garden community, of appropriate and sustainable long-term governance and stewardship arrangements for community assets including green space, public realm areas and community and other relevant facilities; such arrangements to be funded by the development and include community representation to ensure residents have a stake in the long-term development, stewardship and management of their community.'*

Policy SP9 (Tendring/Colchester Borders Garden Community) includes the following wording:

- *'The DPD and any planning application will address the following principles and requirements.... 24. Establishment at an early stage in the development of the garden community, of appropriate and sustainable long-term governance and stewardship*

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arrangements for community assets including green space, public realm areas and community and other relevant facilities; such arrangements to be funded by the development and include community representation to ensure residents have a stake in the long-term development, stewardship and management of their community.'

The Development Plan Document takes the Section 1 Local Plan requirements a stage further by providing more information on the expectations of future stewardship arrangements. GC Policy 6 (Community and Social Infrastructure) states the following:

- ***Part F: Stewardship***

To help establish a strong community, arrangements for the sustainable long-term governance and stewardship of local assets, and community development activities appropriate to the creation of a new community, must be agreed as part of the planning permissions and planning obligation agreement(s) relating to the site (except for those applications related to the provision of the A120-A133 Link Road or RTS). Provision will need to be made and agreed to ensure the appropriate financial, physical, and human resources are secured to deliver stewardship aspirations. This will include the transfer of suitable income-generating assets, or equivalent endowment, that can provide a long-term source of revenue for the stewardship body.

The preferred solution for stewardship arrangements will need to be determined as part of future planning permissions for the site. This will be achieved through collaboration between the developers, the Councils (including Essex County Council), and other relevant stakeholders, and will be secured through planning conditions or planning obligations attached to planning permissions.

Developer contributions will be required to fund the initial set up and running costs, including staff, premises, and equipment costs. This support will need to be provided for a minimum of 10 years, or until such time as stewardship activities are financially self-sustaining, before the occupation of the first home.

GC Policy 6 goes on to set out the requirements for planning applications at TCBGC and includes the following requirement:

- *A detailed Stewardship Strategy, supported by a (independently reviewed) business case, will need to be prepared and agreed in writing with the Councils which will need to establish the scope of the stewardship and community governance arrangements, how it will evolve and develop over time, and the long-term financial sustainability of the model. This strategy will need to show how the arrangements proposed will successfully interact with and work alongside existing local governance arrangements including town/ parish councils.*

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In the supporting text, the DPD also includes a set of core principles which should be factored into stewardship and governance proposals:

- ***To achieve a high quality of place:*** to ensure that the quality of place and services delivered are exemplar and provide great places to live, work, visit, and play.
- ***To steward a range of community assets:*** to ensure that a range of assets are held in perpetuity in community ownership and managed for the benefit of the community.
- ***To promote community identity and cohesion:*** to ensure that residents and business are directly engaged in the long-term management of the community assets, fostering a shared sense of ownership and identity.
- ***To act with professionalism and entrepreneurship:*** to provide proactive management of land and property endowments, be entrepreneurial and evolve as the community grows and circumstances change.
- ***To be financially sustainable:*** to be long-term financially viable and self-sustaining with secure income streams. If and where service charges are required, they will be set up and enforced in an equitable way with local control over the management of the system, with rent charges not being imposed on residents. Local authorities and local residents must be protected against financial liability or risk.
- ***To be accountable and well-governed:*** to ensure open, transparent and accountable governance with the community having the ability to exercise influence and control over stewardship decisions and delivery. The legal form of the stewardship body will be determined through consultation with all relevant stakeholders.
- ***To be adaptable and follow an incremental approach:*** to recognise the long-term undertaking and take a staged approach to developing stewardship structures and identifying the opportunities that stewardship allows for due diligence and community engagement throughout the planning and development process.

Background to Pathway to Stewardship and Placemaking commission

With the above policy requirements in mind, and the recognition of the importance of stewardship to the overall success of the Garden Community, the partner Councils carried out a competitive tendering exercise to attract specialist stewardship consultants. The aim of the commission was to progress the policy requirements from the Local Plan and DPD and establish planning guidance in the form of a framework to support the Councils' future determination of stewardship proposals at TCBGC. Given the DPD's requirement for a Stewardship Strategy to be submitted with the planning application, it is vital that the Councils have a thorough understanding of how the ambitious policy requirements can be translated into practical and deliverable proposals in parallel with the development of TCBGC.

The procurement process led to the appointment of CSS in May 2024. Throughout the summer and autumn of 2024 CSS undertook an extensive programme of engagement with interested parties to better understand the views of key stakeholders, such as neighbouring parish councils, and also

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community, volunteer, and faith groups. Part of their commission involved carrying out a community mapping exercise to set out existing community activities, and the availability of community assets, in the area. The output of that exercise is CSS's Community Mapping Report, which is appended to the final document.

Challenges that stewardship proposals will have to address at TCBGC

The scale of TCBGC, in combination with the partner Councils' aspirations for high-quality development, mean that a significant array of community facilities will need to be incorporated into its design. These community facilities, through localised management and oversight by a stewardship body, will become community assets. At TCBGC community assets will include:

- The Salary Brook Country Park
- Significant amounts of green open spaces, including wildlife corridors
- Community centres
- Sports pitches and play areas
- Community food growing areas
- An extensive active travel network
- Sustainable drainage systems (SuDS)

With such an array of community assets, there will be a matching array of challenges to ensure that they are well managed in perpetuity. Effective stewardship arrangements will be able to address these challenges, or at least provide the future community with the tools to address them.

Whilst not all such challenges will be foreseeable at this stage of planning, it is useful to understand the types of issues that have arisen elsewhere. When looking at other largescale new housing-led developments, a number of issues arise with how community assets are managed and how new residents successfully (or unsuccessfully) integrate with other residents. Some of these are mentioned in the Pathway to Stewardship and Placemaking document and are set out below:

- inconsistency of standards for open space management
- new settlement blues where new residents can feel socially isolated
- snobbery and/or conflict between private residents and affordable housing tenants
- lack of residents' buy-in and sense of ownership of the new community
- lack of local stakeholder interest
- dilution of the original ambitions for the development
- conflict between existing surrounding communities and the new development

Key recommendations

As described above, the Pathway to Stewardship and Placemaking document provides guidance to the partner Councils and will act as the framework for determining future stewardship proposals at TCBGC. In addition to overcoming the challenges set out above, the guidance will be particularly useful in the partner authorities' consideration of the Stewardship Strategy, which is a requirement

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of DPD in relation to planning applications. In that respect, the document will become a material consideration in the determination of future planning proposals.

The document contains a number of key recommendations, grouped together in topic areas. These recommendations will need to be carefully considered by the partner Councils and by the master developer. The Pathway to Stewardship and Placemaking recommendations are summarised below.

- **Community facilities recommendations**

- inclusive and accessible community facilities that encourage early integration and establish trust with local communities
- a strategic and collaborative partnership that promotes community cohesion (establishing a network of complementary community facilities)

- **Placemaking recommendations**

- creating an environment that promotes and enhances sustainable living (including community food growing; active travel infrastructure; the enablement of activities and events)

- **Governance and participation recommendations**

- creating mechanisms for early community participation (including the establishment of a 'TCBGC Trust' to act as the core stewardship body; a TCBGC Community Forum; Neighbourhood Advisory Groups; and 'Friends of Salary Brook Country Park' Group)
- A Community Governance Review to be undertaken (at an appropriate time and subject to TDC decision making, taking into account current ongoing local government reform)

- **Finance and funding recommendations**

- An equitable and affordable service charge with fair and proportionate enforcement mechanisms
- A mixed income model for strategic assets to ensure diversification of finances
- Long-term funding security including master developer start-up funding/endowment

Next steps

It is important to recognise that the future design of the stewardship arrangements at TCBGC will be influenced by a number of important considerations, many of which will only become more apparent as more detailed proposals start to emerge through the planning process via future planning applications. The policy requirements in the Local Plan and the DPD, in combination with the

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recommendations in the Pathway to Stewardship and Placemaking document provide the partner Councils with an excellent foundation to assess future stewardship proposals. However, it should be recognised that TCBGC is a long-term development project, spanning potentially over 30 years, so stewardship proposals will inevitably evolve over that time to reflect the needs of the new community.

To illustrate, future stewardship arrangement will need to be considered alongside the detailed consideration of a number of matters:

- A full review of appropriate governance structures, including defining the roles and responsibilities of various stakeholders, and ensuring that the governance of any such body is appropriate, capable to discharge its range of functions, and overall is fit for purpose. This will be especially important given that the new body will have financial and asset management responsibilities.
- Full consideration of how such a structure will sit and work alongside other local bodies, including whether it should or would deliver functions and/or services which may currently be being delivered by others. The potential for a new parish council covering the Garden Community, and/or changes to existing parish boundaries, could also be explored through a Community Governance Review, although that will be subject to decision-making by TDC.
- A detailed scope and understanding of the specific assets, land uses, facilities and services which will be covered by stewardship arrangements. The stewardship body will take responsibility for significant areas of land and community buildings), as well as delivering a range of services to the local community.
- Detailed financial projections, through an initial outline business plan (evolving into a full business plan), setting out operating costs and income sources. This will need to consider and evaluate what is fair and appropriate across different stakeholders, including what may be fair and appropriate for new residents and occupiers and users of such activities and assets.
- An overall consideration of the viability of planning proposals and agreement to suitable developer contributions, and the best form they should take (for example the provision of land and community facilities which could include income-generating assets), the provision of upfront capital endowments and any phased approach to building up a sustainable funding arrangement.

Through the continued consideration of these matters as the TCBGC development becomes more defined, the approval of the Pathway to Stewardship and Placemaking document by the Joint Committee will support the partner Councils' in realising the TCBGC Vision.

As set out above, the guidance document includes a set of bespoke recommendations that will need to be carefully explored by the Councils and the master developer. The approval of this guidance

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document will support this ongoing process by allowing the Joint Committee to take its findings into account as a material consideration in determining planning applications.

APPENDICES

Appendix 1 – Pathway to Stewardship and Placemaking document

BACKGROUND PAPERS

None.

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Community Stewardship Solutions

PATHWAY TO STEWARDSHIP AND PLACEMAKING

at Tendring Colchester Borders Garden Community

Prepared for Essex
County Council,
Colchester City Council,
and Tendring District
Council

April 2025

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Executive Summary

Executive Summary

- This Stewardship and Placemaking Framework is intended to set out the emerging aspirations, key features and a suggested approach to the long-term management, maintenance, and community use of all the community infrastructure within the proposed Tendring Colchester Borders Garden Community (TCBGC) development. (Section 1)
- Stewardship is much more than just the day-to-day maintenance of the facilities, although that remains an important part. Stewardship is also about how the community land and assets are utilised and by whom, in order to build an inclusive, diverse, and cohesive community in which everyone feels a part. This will all be achieved through the planning, development, resourcing, and implementation of a range of relevant stewardship activities under the two main themes:
 - a. Management of the community infrastructure, which includes green and blue infrastructure and other buildings/assets, that are identified to be owned by the community and not adopted by public authorities
 - b. Placemaking: Enabling the activation of the new community by facilitating community development and activities, meeting its evolving needs and aspirations, including integration beyond the boundaries of the site (Section 1)
- Tendring Colchester Borders Garden Community (TCBGC) is planned to meet the strategic needs of a growing population over the next 30 to 40 years for housing, employment and community facilities and infrastructure. The new development will be on a large area of land east of Colchester, crossing borders into Tendring District as well as bordering the University of Essex. It is a joint project between Essex County Council, Colchester City Council and Tendring District Council and will involve the provision of 7,500 – 9,000 homes to be built over the next 30 years. (Section 1)
- Latimer, the master developer, aspire to build new homes and associated community facilities including a new secondary school, primary schools and early years facilities, a health and wellbeing centre, provision of new indoor leisure and sports facilities, new community parks, allotments, a new country park and play areas. (Section 3)
- Essex County Council, Colchester City Council and Tendring District Council's joint goal is to designate clear responsibility for owning and effectively managing all the public land and community facilities to a consistent and high standard, and to maximise the social and community benefits, to build a vibrant, viable and sustainable new community. A strategy for high-quality stewardship and placemaking providing detail of the community ownership, management and planned use of the public realm and community assets will be a key requirement to achieve this goal. (Section 1)
- As it will be the responsibility of the developer, Latimer, to produce a full Stewardship Strategy as part of their planning application, the Councils would like to provide a high-level Stewardship and Placemaking Framework to progress stewardship planning and help inform the planning application's Stewardship Strategy. To that end, the councils commissioned the research and development of this high-level Stewardship and Placemaking Framework for the Garden

Community, to outline the aspirations for the future Stewardship Strategy, designed to meet best practice and align with the overarching key principles outlined in the Development Plan Document (DPD). (Section 1)

- This report has been written for the three Councils to outline the Stewardship and Placemaking Framework to support the anticipated planning application to be submitted by Latimer. The Framework will form the first stage of a high-quality Stewardship and Placemaking Strategy for TCBGC, providing an opportunity to facilitate a stewardship model suitable to be adopted across the entire Garden Community. It contains a summary of the detailed community mapping undertaken to understand the needs of the identified surrounding communities in Colchester and Tendring, as well as a summary of the discussions that took place throughout the council workshops. A full community mapping report can be found in Appendix A. (Section 3)
- This report will be a helpful tool providing information and guidance to help inform the development of a more comprehensive Stewardship and Placemaking Strategy which will ensure delivery on the TCBGC vision. This Stewardship and Placemaking Framework will be a helpful tool to inform future discussion with key stakeholders, setting out the vision, aims and activities, and a proposed structure within a governance framework to meet the requirements for a Stewardship Body for the new Garden Community, a key requirement of the DPD. (Section 1)
- A full Stewardship Strategy will be submitted by Latimer with a full analysis of the stewardship options, to be undertaken and reviewed against six key suggested criteria, namely:
 1. Ability to fulfil the required roles and responsibilities in perpetuity
 2. Appropriate accountable governance structure, with local stakeholder control upon completion
 3. Sufficient financial resources for start-up, development and long-term viability
 4. Credibility and acceptance by the Local Authorities, Latimer, and future local residents and other stakeholders (including adjacent town and parish councils)
 5. Affordable and equitable service charge
 6. Flexibility to respond to changing circumstances
- This Stewardship and Placemaking framework considers both the proposed public open space and community facilities within the new development, as well as the existing provision and associated implications for the surrounding neighbourhoods. All the public land and facilities that are not adopted by public bodies, i.e. the parks, children's play areas, community buildings, sports and leisure facilities, and the public open space, will be considered for ownership, maintenance, and management in perpetuity by a capable, accountable, and robust locally managed organisation. (Section 2)
- The suggested stewardship solution for Tendring Colchester Borders Garden Community (TCBGC) is to create a new stewardship and legacy body accountable to residents and other relevant stakeholders. Such an overarching organisation could be established as a charitable company, to take ownership and management responsibility for all the public open spaces and community facilities, as well as deliver a range of community services, and particularly for community development. The Stewardship Body will receive income from a range of sources to meet its establishment and maintenance liabilities, which will require a resident and commercial contribution, as well as income from the hiring out of community facilities and other potential income streams to help supplement and/or offset resident contributions. (Section 5)

- Stewardship will also enhance the placemaking aims through a strong programme of community creation and wellbeing activities. From the moment residents move into their homes, they will be welcomed and encouraged to join in and help develop events, activities and other initiatives, which will be open to both TCBGC residents and those in neighbouring communities. The Stewardship Body will develop a culture of participation and volunteering that will make a significant contribution to community wellbeing. (Section 4)

Governance and Decision Making

- The Stewardship Body required for TCBGC will be a charitable organisation, accountable to residents and other relevant stakeholders, with its own board of trustees delivering public benefit in and around the garden community. The model of a charitable organisation is recommended as it provides a sufficiently robust but dynamic organisation structure with the necessary legal framework for the ownership of assets and responsibility for resources, whilst also ensuring strong management and accountability for service delivery, demonstrable public benefit, fiscal benefits, and inclusive community participation. However the Stewardship Strategy to be prepared by Latimer will set out the final proposal for corporate structure for the Stewardship Body, taking into consideration the various drivers and objectives set out in this report. (Section 5)
- It is recommended that the Stewardship Body will have a board of directors made up of a range of stakeholders including residents, local authority representatives, the Parish and Town Council(s), local community organisations and faith groups, and specialist stakeholders and business interests. This will enable the board to be accountable to its members who will include residents and key stakeholders, to Companies House, and to the Charity Commission, to comply with legal requirements. The Stewardship Body will be established prior to occupation of the development, with the range of board members evolving over time. (Section 5)
- The framework and structure of the Stewardship Body provides the opportunity to add value and deliver early benefits for the community ahead of first occupation of new homes through infrastructure investment. This will be important for the Garden Community as the development spans across a large area, and so consideration needs to be given to ensure continuity across the development and ensure opportunities to build connection within the new and existing communities. The Stewardship Body will be an enabling organisation, empowering and supporting residents to take initiative, to know their neighbours, start clubs and activities, and to help build that sense of community early on. Integration will be a key feature of this stewardship agenda, where everyone can participate and have a sense of belonging. (Section 3)
- The Stewardship Body may have an associated subsidiary organisation that will deal with areas of work arising from the Stewardship remit, collecting any service charges, and commissioning landscape and facilities management. This would act as the 'engine room', taking over many or all of the day-to-day tasks and responsibilities. Further governance could be built into this approach such as a resident-led Community Forum group and Neighbourhood Advisory Groups focusing on local matters, as well as a 'Friends of' group for the Salary Brook Country Park. An approach ensuring that there is one legally accountable entity leading on stewardship while allowing for an inclusive approach to both resident and wider stakeholder involvement should be the goal when establishing corporate structures and objectives for the stewardship arrangements. (Section 5)

High level Finance Model

- The Stewardship Body must be viable in the long term. To be viable, it will need to ensure that it has sufficient income to meet its responsibilities and associated liabilities and in particular to ensure that it has sufficient revenue to be able to maintain and manage the community facilities and public realm in perpetuity. This Stewardship and Placemaking Framework describes how the Stewardship Body could be financed by a variety of means and its need to remain flexible to changing legislative and taxation environments and requirements, opportunities to leverage different income streams and the needs of the community it serves, with binding commitments that will be approved and delivered in stages. (Section 6)

- Cost assumptions:

Long term cost requirements fall into four broad headings:

1. Management and Maintenance of Public Open Spaces including drainage (SUDS), green infrastructure, play areas, sinking funds and replacement
 2. Management and Maintenance of Community Facilities including operational costs, sinking funds and replacement
 3. Placemaking costs for community development
 4. Core Stewardship Infrastructure including collection of service charge, staff and operations, monitoring and reporting
- Experience has shown from other similar developments that a stewardship charge made on households (index linked) provides a steady income that can be applied towards the maintenance of play areas and open spaces, and community activities, which can help to give new residents a sense of investment in the Stewardship Body. Alternative sources of long term income to contribute to the maintenance and activities will be pursued to help ensure a viable financial basis for the Stewardship Body to plan, but also to help reduce the level of resident contributions that need to be levied to fund such maintenance and activities. The stewardship charge will be levied on a proportionate basis and should be based on an agreed formula, such as rating bands or number of bedrooms. More work will be required based on the proposed housing mix and commercial use offering when clarified to ensure parity and adequate income for the Stewardship Body. (Section 6)

- Income assumptions:

In the medium to long term, the Stewardship Body will have seven main areas of income open to it:

1. Unit charge on all residential and commercial occupiers within TCBGC
2. User charges from letting of community buildings, sports pitches and allotments and events
3. Income from commercial assets forming part of TCBGC
4. Minor sources of income (e.g. car parking, EV charging, solar farm etc.)
5. Interest from investment income
6. Covenant enforcement (if applicable)
7. External funding grants

- As the Garden Community site currently spans across the boundary of two Parish Councils, unparished land, and a Local Authority boundary, it is recommended that a Community Governance

Review will need to be undertaken by Tendring District Council to consider whether it is possible, and desirable, to create a new Parish to cover the entire Garden Community in the future. Consideration will also be required to consider the necessity of whether a Local Authority Boundary Review will be of benefit in the future. A Community Governance Review and Local Authority Boundary Review will need to be considered within the context of future plans for local government reform due to the effects this could have on administrative boundaries. In the absence of any Parish boundary changes early discussions should take place with the Parish Councils to discuss the option for an annual rebate (or in-kind services) to be paid to the Stewardship Body given that Parish precept will be collected from the new homes within TCBGC, but fewer services provided compared with other residents of the Parishes. (Section 5)

- The TCBGC project will be delivered over an anticipated 30 plus year period and the project is still at a relatively early stage in planning and design terms. The final section of the Stewardship and Placemaking Framework summarises the important processes and documents that will build on, guide and take forward the implementation and delivery of this Framework, and how these will be captured in the Section 106 Agreements for the Garden Community. (Section 7)
- Further analysis needs to be completed by the developer, Latimer, to inform a full Stewardship and Placemaking Strategy. This will involve further consideration of best practice examples of what could be achieved at TCBGC in order to understand and articulate the most appropriate option for the shortlisted stewardship solution. The full Stewardship and Placemaking Strategy will prepare in-depth indicative costs, revenue and funding options as well as further set out the governance structure and implementation of the proposed Stewardship Body. (Section 7)

1. Introduction

- 1.1 Purpose and Structure of Framework
- 1.2 Background and Planning Context
- 1.3 Aims and Aspirations of the Development
- 1.4 Approach and Process
- 1.5 Conclusions from Community Mapping

1.1 Purpose and Structure of Framework

This Stewardship and Placemaking Framework is intended to set out the emerging aspirations, key features and suggested approach to the long-term management, maintenance, and community use of all the community infrastructure within the proposed Tendring Colchester Borders Garden Community (TCBGC) development.

Stewardship is much more than just the day-to-day maintenance of the facilities, although that remains an important part. Stewardship is also about how the community land and assets are utilised and by whom, in order to build an inclusive, diverse, and cohesive community in which everyone feels a part. This will all be achieved through the planning, development, resourcing, and implementation of a range of relevant stewardship activities under the two main themes:

- a. Management of the community infrastructure, which includes green and blue infrastructure and other buildings/assets, that are identified to be owned by the community and not adopted by public authorities
- b. Placemaking: Enabling the activation of the new community by facilitating community development and activities, meeting its evolving needs and aspirations, including integration beyond the boundaries of the site

Stewardship is the means to the end, with the end being Placemaking; building a safe and secure environment where people feel rooted, creating a sense of ownership through meaningful community activities and participation, a place that is exceptionally well connected through its green spaces, sustainable transport and infrastructure, footpaths and cycleways. Stewardship and placemaking, when carried out simultaneously and to a high standard, builds on the delivery of infrastructure and facilities and creates connections with new and existing communities. This involves working creatively and innovatively, generating excitement to do things differently, engaging and collaborating with local service providers such as health and education, developing partnerships with local social prescribing networks, and changing the way communities interact with their environment and green spaces. The ability to connect with your neighbour is so important for people's sense of self and wellbeing. When you feel safe, supported and connected that is when you feel part of a community and your house really becomes a home.

This report has been written for the three Councils to outline the Stewardship and Placemaking Framework to support the anticipated planning application to be submitted by Latimer. The Framework will form the first stage of a high-quality Stewardship and Placemaking Strategy for TCBGC, providing an opportunity to facilitate a stewardship model suitable to be adopted across the entire Garden Community. It contains a summary of the detailed community mapping undertaken to understand the needs of the identified surrounding communities in Colchester and Tendring, as well as a summary of the discussions that took place throughout the council workshops. A full community mapping report can be found in Appendix A.

This Stewardship and Placemaking Framework will be a helpful tool providing information and guidance to help inform the development of a more comprehensive high-quality Stewardship and Placemaking Strategy which will ensure delivery on the TCBGC vision, and will provide

the governance and management structure to support the long-term management arrangements of the public open space, play areas and community facilities, as well as deliver practical community engagement and development work to create a strong sense of community. The Stewardship and Placemaking Strategy will be a helpful tool to inform future discussion between Latimer and the local planning authorities, setting out the vision, aims and activities, and a proposed structure within a governance framework to meet the DPD and the council's requirements for a Stewardship Body for TCBGC.

The Garden Community will consist of three distinct neighbourhoods so each phase of development will require pulling together with an overarching Stewardship Strategy to ensure shared governance and management arrangements for the planned community infrastructure and facilities across the entire Garden Community to provide coherence and continuity. This will be particularly important for the existing community of Crockleford, whose needs must be considered carefully in relation to stewardship and retaining Crockleford's sense of identity and community. There will undoubtedly be financial and governance benefits of having a shared Stewardship Strategy in place across the Garden Community, with clear mechanisms for community participation.

This report sets out the context for the development and its ambitions, along with details of a proposed stewardship solution of creating an independent Stewardship Body to be incorporated as a Charitable Company. This framework sets out the aims and stewardship objectives for the Stewardship Body as well as identifying suggestions for the following, which are provided to help guide the preparation of the Stewardship Strategy by Latimer;

- Roles and responsibilities, including assets to be owned and managed and the approach to placemaking
- Governance arrangements
- Finances and resources
- Delivery and implementation timetable and process

This Stewardship and Placemaking Framework sets out suggestions on how to achieve the following principles and expectations for a stewardship solution for the Garden Community:

1. To achieve a high quality of place
2. To steward a range of community assets
3. To promote community identity and cohesion
4. To act with professionalism and entrepreneurship
5. To be financially sustainable
6. To be accountable and well governed
7. To be adaptable and follow an incremental approach

1.1 Background and Planning Context

Tendring Colchester Borders Garden Community (TCBGC) is planned to meet the strategic needs of a growing population over the next 30 to 40 years for housing, employment, community facilities and infrastructure. The new development will be on a large area of land east of Colchester, crossing borders into Tendring District as well as bordering the University of Essex. It is a joint project between Essex County Council, Colchester City Council and Tendring District Council and will involve the provision of 7,500 – 9,000 homes to be built over the next 30 years.

The proposals for the Garden Community are centred around ‘Creating a Place for Life’, a new community that will be a sustainable and attractive place to live, work and visit. Essex County Council, Colchester City Council and Tendring District Council are working together to plan for TCBGC, alongside the master developer Latimer.

The projected need for housing in the future in Colchester and Tendring is expected to be very high, and the local councils are facing challenges in securing options for future expansion of existing towns and villages, particularly around the viability of provision of community infrastructure. In 2021 Colchester City Council and Tendring District Council agreed to formally adopt the North Essex Authorities shared Strategic Section 1 Local Plan to address the long-term need for local housing strategically. The Garden Community approach has since been adopted to think strategically about future housing needs and to meet the demand for new homes.

As well as providing the necessary housing to meet local needs, TCBGC will provide the supporting community facilities and services



alongside employment land for business and industrial use. There will be a new secondary school, primary schools and early years facilities, a health and wellbeing centre, provision of new indoor leisure and sports facilities, new community parks, allotments, a new country park and play areas. It will be served by a network of attractive green spaces to promote biodiversity, wildlife and local ecology, as well as providing opportunities for recreation, health and wellbeing, sustainable urban drainage, and to tackle the climate emergency. There will be a strong emphasis on sustainable transport including new cycle and footpaths, mobility hubs, and improvements to public transport with the introduction of a Rapid Transit System (RTS) and a new dual carriageway Link Road between the A120 and the A133.

The councils wish to ensure that all the public land and community facilities are managed in perpetuity to a consistent and high standard, and to maximise the social and community benefits, building a strong sense of community in the process. This will also support the creation of a brand-new distinct community, where people and can live, work and play. Stewardship is therefore an essential requirement for the development of the Garden Community and so arrangements for stewardship and placemaking must be agreed as part of future planning applications.

1.3. Aims and Aspirations of the Development

The vision for the Garden Community is supported by the nine Garden City Principles as set out by the Town and Country Planning Association (TCPA) and has been summarised as ensuring the creation of a vibrant, viable and sustainable new community. The proposed development will be a community that residents and commercial businesses can be proud of, a place where people want to live, work, shop and socialise together, complementing life within the neighbouring communities within Colchester and Tendring.

The DPD sets out six themes to establish purpose, identity and give a clear description of the kind of place the Garden Community could become. Stewardship and Placemaking are at the heart of each one of these and will be embedded into the principles and objectives at each stage of delivery. These are:

1. Nature
2. Buildings, Places and Character
3. Economic Activity and Employment
4. Community and Social Infrastructure
5. Movement and Connections
6. Sustainable Infrastructure

The fourth theme focusing on Community and Social Infrastructure is integral to the Stewardship and Placemaking strategy to ensure delivery of local community services and facilities, including opportunities for joint provision and colocation, to provide services that meet people's needs, are accessible and multi-purpose and innovative. Through this the Garden Community will promote a happy and healthy community that is engaged, empowered, and socially inclusive.

The mission statement for the Garden Community is:

'Tendring Colchester Borders Garden Community aspires to become an exemplar and forward-thinking new community in its own right, while resulting in clear benefits to its surrounding area.'

'The new Garden Community will enable its residents to live healthy, happy, green, sustainable, connected and thriving lifestyles. This is a once in a lifetime opportunity to create a place to live, work and play in a better way'

Stewardship and Placemaking are fundamental to ensure that the community has a stake in the long-term development, maintenance and management of the Garden Community.

The Councils and Latimer wish to ensure the long-term sustainability of TCBGC, which will require a series of objectives and associated activities within two broad themes, namely maintenance of public open space and community facilities, and placemaking.

Thought additionally needs to be given to the considerable impact of the new development on the existing communities neighbouring the Garden Community and the Crockleford neighbourhood inside the development site. This will require an approach aimed at (adding value, positive impact not negative impact) fostering enterprise, enhancing community engagement, and improving local infrastructure which will encourage a strong sense of community identity, while supporting the principal aim of integration, overcoming

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some of the challenges so frequently prevalent in equivalent new housing developments, namely:

- inconsistency of standards for open space management
- new settlement blues where new residents can feel socially isolated
- snobbery and/or conflict between private residents and affordable housing tenants
- lack of residents' buy-in and sense of ownership of the new community
- lack of local stakeholder interest
- dilution of the original ambitions for the development
- conflict between existing surrounding communities and the new development, particularly with regard to young people.

The maintenance of public facilities at TCBGC relates not only to communal areas such as the public realm, suitable alternative natural greenspace (SANG), sports facilities, children's play areas and the community buildings, but could also extend to other features that add value to the development and local economy such as local procurement and support for local third sector agencies that deliver social and community benefits. To achieve this, the proposed aims and related activity areas regarding the management of community facilities are for one or more organisations to take responsibility to:

- i) Maintain and effectively manage community land and facilities
- ii) Facilitate the creation of a strong and vibrant community

This means that any agreed stewardship vehicle structure will need to take full and long-term responsibility for the open spaces and community buildings, ensuring they are used

for the agreed purposes, and to develop, commission and implement initiatives which will respond to the relevant social, environmental, and economic needs of the new community.

A particular characteristic of TCBGC is that the development sits across both the Parishes of Ardleigh and Elmstead, as well as an area of unparished land, and therefore this Framework takes account of the requirement for the Garden Community to be managed as a whole, whilst playing to the requirement for a local sense of ownership and community in each Parish. It might be beneficial to explore a change to the existing boundaries of the two Parishes through a Community Governance Review.

The Councils have expressed their wish to ensure that the open space and community facilities within the proposed development are managed in perpetuity to a consistent and high standard, and to maximise the social and ecological benefits, building a strong community in the process that integrates with the surrounding communities. The councils also wish to see a pro-active community based participatory governance structure and decision-making processes. The councils have taken a proactive approach to the stewardship agenda through the commissioning of this Framework. The Master Developer Latimer, through engagement with this process, has indicated its intent to bring forward an appropriate stewardship approach at the new development.



Submission Version DPD: Themes

1.4 Approach and Process

Essex County Council, Colchester City Council and Tendring District Council commissioned the research and development of a high-level Stewardship and Placemaking Framework for TCBGC, designed to meet best practice, whilst also meeting Chapter 6 of the Development Plan Document (DPD), Community and Social Infrastructure.

This Stewardship and Placemaking Framework considers both the proposed public open space and community facilities in the new development as well as the existing provision in the surrounding neighbourhoods, and the wider community estate management services. The recommendations in this report come as a result of Community Mapping (Appendix A) encompassing in-depth research of the existing community infrastructure and associated community groups and activities surrounding the Garden Community, in both Colchester and Tendring.

A combination of desk top research, site visits and stakeholder interviews were undertaken between August 2024 and October 2024 with the identified existing and surrounding communities that will be most impacted by the Garden Community. Further desk top research was carried out into the demographics of the population of each area using Census data (2021). The communities that were researched are:

- Greenstead
- St Anne's and St John's
- Wivenhoe
- Elmstead Market
- Crockleford Heath

Stakeholder interviews were conducted with Latimer, Clarion Futures, Community Voluntary Services Tendering (CVST), TCBGC Commu-

ity Liaison Group, Wivenhoe Town Council, Elmstead Parish Council, Ardleigh Parish Council, Essex University, TCBGC Joint Committee, Kingsland Church, Diocese of Chelmsford, and Crockleford and Elmstead Action group. Further community organisations and religious groups were contacted however they did not participate in the interviews.

Alongside this process a series of workshops were held with Officers and Members from Essex County Council, Colchester City Council and Tendring District Council, as well as the Master Developer Latimer between May 2024 and December 2024. The workshops focused on the key principles of Stewardship and Placemaking with the following key aims:

- Understand the key features, opportunities and challenges of the TCBGC area and in particular the local social infrastructure of existing neighbouring community(ies)
- Understand the objectives, approaches, drivers and ideas of the respective stakeholders by stakeholder group and the individual stakeholders
- Consider best practise examples of what could be achieved at TCBGC to deliver on your community and sustainability objectives
- Set out and secure agreement to the potential roles and responsibilities for a quality stewardship and placemaking strategy at TCBGC
- Understand and articulate appropriate best fit options for the long-term management of the community assets
- Prepare indicative costs, revenue and funding options within a financial model for the shortlisted stewardship option(s)
- Prepare an agreed high-level stewardship brief to support the anticipated Planning Application to be submitted in late 2024

1.5 Conclusions from Community Mapping

The community mapping exercise undertaken as part of this framework, is intended to provide a deeper understanding of the needs of the different local communities surrounding TCBGC, understanding the key features and the challenges of the area, as well as identifying any gaps in provision of community assets and infrastructure and opportunities for community investment. This process informs the development of a Stewardship and Placemaking framework that gives consideration to the potential roles and responsibilities for a quality stewardship vehicle, associated governance arrangements, and appropriate options for the long-term management of community assets.

At the start of the Community Mapping process in June 2024, initial desktop research was undertaken to understand the aims and aspirations of the new development and to identify both community assets and community activities across the areas most impacted by the Garden Community, as well as the key social and physical assets (people, places, and spaces) within Colchester and Tendring itself. Site visits to each of the surrounding communities were carried out with the purpose of looking at community infrastructure and visiting local centres, as well as collecting information from community noticeboards that had not been identified during the desk top research. Data analysis using Census Data (2021) was collected to understand the demographic of the population and identify any health and social trends. The full Community Mapping research findings can be found in (Appendix A) of this report.

Throughout August, September and October 2024, the CSS team actively engaged in stakeholder interviews with a range of

community leaders and undertook visits to the existing areas and communities. Through these conversations and the detailed asset audit four conclusions were derived from the analysis to inform the stewardship and placemaking strategy:

1 The open spaces and community facilities are for public benefit for all those who live, work, or visit TCBGC, including those residents in neighbouring communities

- **Social Cohesion:** Community assets, including public spaces and organisations, serve as gathering points where residents can come together, interact, and build relationships.
- **Quality of Life:** Access to services, amenities, and recreational opportunities provided by community assets enhance residents' overall quality of life. Public parks, libraries and healthcare facilities contribute to physical, mental, and emotional well-being, promoting healthier and happier communities.
- **Economic development:** Community assets play a vital role in stimulating economic activity and fostering local prosperity. Businesses thrive when supported by a robust infrastructure, skilled workforce, and vibrant community life.
- **Sense of identity:** Community assets contribute to the unique identity and character of a neighbourhood or area.
- **Environmental Sustainability:** Public open spaces, green infrastructure, and sustainable development practices contribute to environmental sustainability within communities. Access to nature and green areas improve air and water quality, mitigates the urban heat island effect, and provides habitat for wildlife.
- **Empowerment and participation:** Community assets empower residents to actively engage in civic life and decision-

making processes. Access to education, healthcare, and social services ensures that all community members can thrive.

2 A sense of community should be actively developed through planned effective communication and community development activities from first occupation at Tendring Colchester Borders Garden Community

- **People:** The residents of a community are its most valuable asset. Everyone brings unique skills, talents, knowledge, and experiences that contribute to the collective identity and character of the community. Community members can actively participate in various activities, initiatives, and decision-making processes, fostering a sense of belonging and social cohesion. Additionally, residents can volunteer their time and expertise to support community projects, programmes, and events, further strengthening the fabric of the neighbourhood.
- **Organisations:** Community organisations play a vital role in providing essential services, organising events, and advocating for the needs and interests of residents. These organisations can range from local non profits, neighbourhood associations, and cultural institutions to faith-based groups, youth clubs, and social service agencies. By collaborating with these organisations, communities can leverage their resources, expertise, and networks to address pressing issues, promote social inclusion, and enhance the overall quality of life for residents.
- **Buildings:** Buildings and infrastructure within a community serve as physical assets that support various functions and activities. This includes residential properties, commercial establishments, educational facilities, healthcare centres, places of worship, and community centres, among others. These structures not only provide

shelter, services, and amenities but also contribute to the aesthetic appeal and character of the neighbourhood. Preserving and repurposing existing buildings, as well as investing in new developments that align with community needs and values, can enhance the built environment and contribute to the overall vitality of the area.

- **Public open spaces:** Public open spaces, such as parks, playgrounds, and greenways, are essential assets that provide opportunities for activities and events, recreation, relaxation, and social interaction. These spaces serve as gathering points for residents of all ages and backgrounds, fostering a sense of community and belonging. Public open spaces contribute to environmental sustainability by providing habitat for wildlife and promoting biodiversity. Investing in the creation and maintenance of accessible, well-designed public open spaces can enhance the overall liveability and attractiveness of a neighbourhood, promoting physical and mental well-being for residents

3 The Councils and Latimer wish to see the Tendring Colchester Borders Garden Community managed as a coherent whole to ensure consistency of standards throughout, a strong sense of place and to achieve economies of scale

- A Stewardship Body should be established to take ownership and management responsibility of all the public open spaces and community facilities, as well as delivering a range of community services and facilitating community development.
- The Stewardship Body should work closely with existing resident and community associations in the neighbouring communities of Crockleford, Greenstead, St Anne's and St John's, Elmstead Market, Essex University, and Wivenhoe, as well as the two Parish Councils of Ardleigh and Elmstead covering the development area.

These organisations have different visions, varied capacity, resources, and ambition so careful consideration needs to be given to working collaboratively and innovatively to find solutions that meet the needs of current and existing residents. An overarching Stewardship Body would encompass the estate management in TCBGC as well as the placemaking piece across the Garden Community.

4 The community buildings to be transferred to an organisation and any endowment should it be provided will have considerable value, and therefore should be protected when considering the appropriate legal structure to hold these assets

- **Infrastructure Improvement:** Upgrading existing infrastructure and adding new is vital for supporting the needs of a growing population and ensuring the overall liveability of the area. This will include investments in transport, including roads, public transport, and cycling infrastructure, to improve connectivity and mobility. Additionally, initiatives should focus on enhancing assets including play areas, sporting facilities, allotments, and public spaces to promote wellness and leisure activities. Investing in sustainable infrastructure solutions, including green spaces and energy-efficient technologies, will contribute to environmental sustainability and resilience in the new and existing communities.
- **Community Investment:** By investing in and leveraging community assets, communities can promote social equity, economic vitality, environmental sustainability, and overall wellbeing for all residents. By prioritising investments in essential services, infrastructure, and amenities, communities can enhance residents' quality of life, promote social inclusion and reduce social isolation, and create environments that support health, well-being, and prosperity for all.



2. Stewardship Vision, Aims, Objectives and Principles

- 2.1 Scope of Stewardship Responsibilities
- 2.2 Services and Activities Required

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Chapter 7 of the DPD Submission Version Plan outlines a requirement for the establishment of a long term and participative stewardship of infrastructure from the outset.

Stewardship ensures the long-term management of public land and community facilities are managed and maintained in perpetuity to a consistent and high standard. Stewardship is much more than just the day-to-day maintenance of the facilities, although that remains an important part.

Stewardship is also about how the community land and assets are utilised and by whom, with the key aim of building an inclusive, diverse, and cohesive community in which everyone can feel a part and can be proud of. This can be achieved through the planning, development, resourcing, and implementation of a range of relevant stewardship activities under two main themes:

- Management of the community infrastructure, which includes green and blue infrastructure and other buildings/assets, that are identified to be owned by the community and not adopted by public authorities.
- Placemaking: Enabling the activation of the new community by facilitating community engagement and activities, meeting its evolving needs and aspirations, and maximising the social and community benefits to encourage a strong sense of identity, including integration within the development and with surrounding communities.

And going further, Stewardship Best Practice:



The objectives of this Stewardship Framework are as follows:

- Ensure open spaces and facilities are well maintained in perpetuity and for public benefit of all those who live, work in or visit the area including existing local residents from surrounding communities
- Develop a sense of community both within TCBGC, between the existing residents in Crockleford, and with the surrounding settlements nearby, through effective communication and community development activities from first occupation
- Establish a Stewardship Body to steward and manage all the open space and community facilities with mechanisms for participation and decision-making from key stakeholders

The proposed Stewardship Body will be underpinned in the way in which it is set up, governed and developed to work in partnership, build community capacity, be responsible to the evolving local community, protect and enhance local ecology and operate on a sustainable basis.

Planning early for stewardship is an important part of the process, coupled with having a clear shared vision for the new community and understanding the needs of the new community and beneficiary catchment. Successful implementation of stewardship requires stakeholder participation, supporting residents to feel empowered to be involved with the co-design and care of community facilities to ensure opportunities are created that facilitate and enable collaboration. This will enable the creation of a Garden Community as a place where it is easy to be healthy and happy.

The council's expectation for long-term stewardship is that it will be considered and built-in from the initial stages of planning and designing the Garden Community, established early-on to ensure that community ownership of

assets is built-in from the beginning, and meaningful community participation is embedded from the outset to enable people to engage in the management of their infrastructure.

2.1 Scope of Stewardship Responsibilities

The scope for the roles and responsibilities for the Stewardship Body to meet these aims fall into core responsibilities and potential services, which can be summarised as follows:

Core Responsibilities

- Trusteeship, management, and maintenance of green and blue infrastructure (i.e. public open spaces, SANG, attenuation ponds, etc.), community buildings and assets to be used for leisure, sports, cultural and arts activities
- Community, cultural and development activity to create a thriving community that is inclusive and strengthens social bonds
- Act as a guardian of covenants and community culture and identity within the development

Potential Community Services

- Enterprise Development: enabling training, employment, and economic development activity, possibly through social enterprise activity in partnership with others and creating opportunities for local businesses to thrive (including opportunities for commercial and meanwhile use projects)
- Provision of local community services: such as recycling, cleaning, care, transport, insurance, broadband, security, “handy-van”

2.2 Services and Activities Required

The aims of TCBGC will be achieved through the planning, development, resourcing, and implementation of a range of relevant activities. The activities are summarised under the two main themes:

- Land and Facilities Management
- Placemaking: Community Engagement and Development

There is considerable inter-relationship between each of these activity themes, not least because land and buildings (Physical Assets) are often the key means to bring people together and build relationships (Social Assets).

Land management includes all aspects of day-to-day maintenance of all the public open spaces, parks, SUDS, and sports pitches, covered by a routine warden (including litter-picking, emptying bins, and basic maintenance and repairs) and regular grass cutting and tree pruning, through to more cyclical maintenance and long-term replacement, particularly of hard landscaping. An asset based community development approach will be adopted designed to actively engage people, understand their needs and interests, and enable them to play a participating role in initiating and delivering services as well as volunteering and helping to take responsibility.



3. Community Assets and Facilities

3.1 District and Neighbourhood Assets

The public open spaces, including the parks, play areas, strategic green gaps, green corridors, sports pitches, allotments, and community buildings that are not to be adopted by public bodies will need robust and effective stewardship arrangements covering their long-term ownership, management, operation, maintenance and eventual replacement. These assets can be collectively referred to as ‘community assets and facilities.’

The Garden Community will deliver local community assets and facilities, including opportunities for joint provision and co-location to provide services which meet people’s needs, and are accessible to all. TCBGC is being planned with the wider community in mind, with facilities and services that will complement and help to sustain existing facilities in Colchester and Tendring.

The new provision brings a sense of opportunity as a result of the new development, and so it will be important to listen to the voice of residents and existing community organisations when planning what the proposed service offer will be, to ensure that there is no duplication or competition of existing provision, but also to address the gaps between what may be missing locally, and reduce demand on those areas where local community activities are already oversubscribed. Any proposed approach to management and delivery of community assets in the Garden Community must bring all of the community facilities into greater collaboration, ensuring that all demographics and needs within the community are met, and that they are accessible and inclusive to all.

Phasing of the delivery of community and social infrastructure is key and should be provided early in the development to ensure that the needs of the community are met from the outset and that the development meets the principle of ‘infrastructure first’. There is an opportunity for the design and planning of the

new facilities to be done in collaboration with the existing community as part of a wider consultation, and to support and empower residents to participate in the design process to create a space the community has ownership of, delivers what is important to them, and that they feel proud to be a part of.

3.1 District Assets and Neighbourhood Assets

The Strategic Landscape Masterplan and Neighbourhood Masterplans are yet to be developed, and there is no definitive asset schedule defined, which will set out further details on the proposed land uses and amenities for the Garden Community, but some of this provision will be within strategic landscape areas, and some within the neighbourhood development areas. The potential responsibilities and associated roles for stewardship at TCBGC essentially fall into two main categories as shown in the diagram below. The diagram sets out the various proposed assets in the Garden Community and helps to further shape thinking about where ownership/management should sit for each asset.

The “Community Assets” cover the ownership, management, and maintenance of green and blue infrastructure (i.e. public open spaces, SUDS, attenuation ponds, etc.), community buildings and assets to be used for leisure, sports, cultural and arts activities, that are not to be adopted by public bodies. These assets are divided into “District” and “Neighbourhood” assets reflecting both the scope of their use as well as the potential differentiated revenue funding sources.

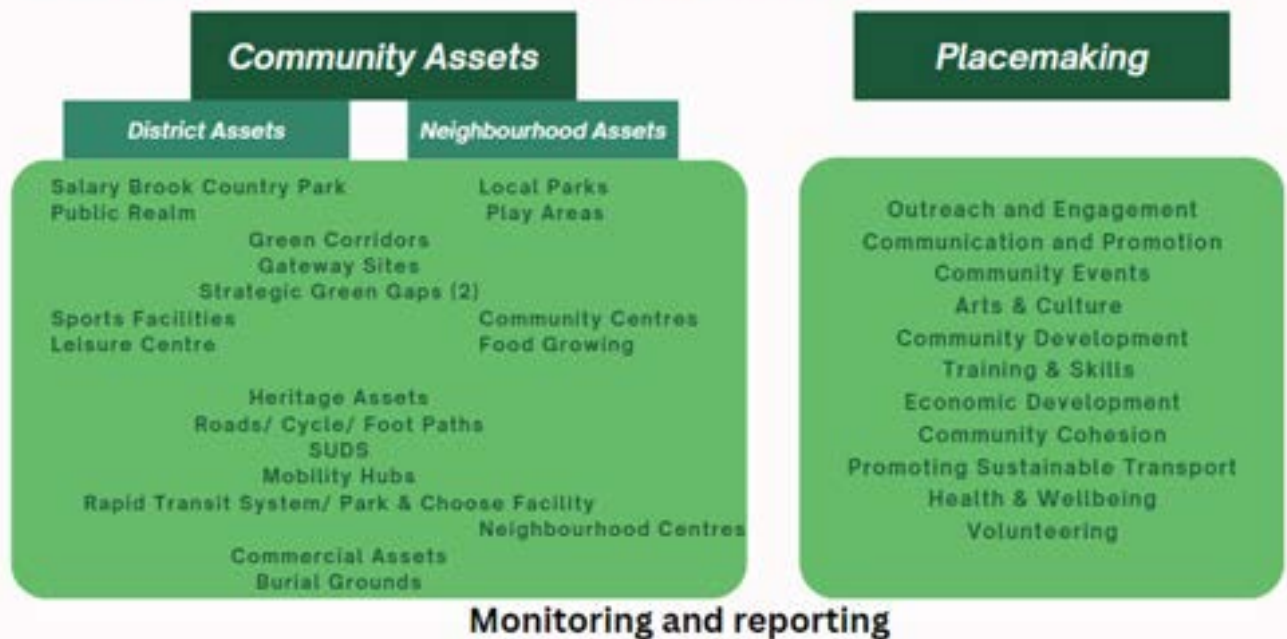
The “District” facilities are the strategic assets that will be designed to serve both the new local residents in the Garden Community as well as the neighbouring existing communities, and the

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Neighbourhood” facilities are intended to serve only the new local residents in each of the three neighbourhoods in TCBGC. Ultimately some of this key community infrastructure will be used on both a strategic level and parochial level, and therefore has been shown in the diagram as sitting in the middle to reflect this.

Consideration will need to be given to the funding and management of District assets and Neighbourhood assets to ensure they are equitable, particularly given that the maintenance of some assets such as the SANG will also require specialist management expertise, as well as draw visitors from further afield. It may be necessary to separate ownership (with the associated liabilities) from

Potential Stewardship Responsibilities



A series of facilities and community assets will need to be transferred by Latimer to a third party once they have been created and deemed 'fit for purpose' and it is recommended that the ownership of all community assets and community facilities should be under one governing body. Given the council's requirement for high-quality and long-term stewardship from the outset, it is recommended that a Stewardship Body will need to be established to hold responsibility for managing a range of assets including the green and blue infrastructure, the suitable alternative natural green spaces (SANG), the community centres, sports facilities, public open space, play areas, mobility hubs and allotments across TCBGC.

All of these assets will be important facilities for the community, but with differing income generating capacity and associated costs.

maintenance which could be contracted from a third-party specialist, and thoroughly consider the most appropriate management arrangements for each.

The Stewardship Body must manage and maintain all assets in the Garden Community with a sensitivity to the design and different use intent for each type of asset, whether close-cut grass or meadow, self-managed allotments, or the country park. It will engender a sense of belonging, pride, and ownership among the community so that assets are cared for and achieve their environmental and ecological commitments. All public open spaces, outdoor sports pitches and play areas will be managed to ensure they remain accessible and usable by the general public in perpetuity.

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Clear distinguishment of the required roles and responsibilities relating to the community assets is important and so the Councils preferred approach is for all highways and roads to be adopted by Essex County Council, with footpaths, cycle routes and associated surface water drainage to be adopted by the Stewardship Body. Below ground sustainable urban drainage systems (SUDS) should adopted by the statutory water authority. All other community assets including public open space, parks, play areas, allotments, mobility hubs, community buildings, along with their maintenance liabilities should be owned and managed by the Stewardship Body.

There are other items such as sports and leisure provision which if owned by the Stewardship Body, could provide opportunities for joint provision. There has been discussion relating to the Sports Centre being operated by a third party such as Essex University (under a dual-use agreement) however there are multiple challenges for community groups to freely access these spaces when a school or University are given priority, so this is not a recommended approach. The Section 106 agreements will set out the management and funding arrangements for all community infrastructure and assets that are required to be delivered as part of the development, retaining flexibility where appropriate in terms of the solution.

To achieve the long-term stewardship vision, investment is also required to promote the wellbeing of the new community, as part of the placemaking and community development requirements (outlined further in Section 4). Placemaking activities and events are aligned with the concept of healthy place shaping, through a strong programme of community co-creation and activities that support health and wellbeing, enabling residents to breathe life into the built environment and develop a sense of community identity and belonging. From the moment residents move into their

homes, they will be welcomed and encouraged to join in and help develop events, activities, and other initiatives, which will be open to both those who live in TCBGC, and those in neighbouring communities. The placemaking function of the Stewardship Body will develop a culture of participation and volunteering that will make a significant contribution to community wellbeing. Integration will be a key feature of this stewardship agenda, where everyone can participate and share a sense of belonging.

In the case of TCBGC, integration with the neighbouring existing community is a principal objective which will require planned intervention. This requirement is significant for three reasons when considering the future ownership and management arrangements:

- a) Salary Brook Country Park, which is the largest of the public open spaces, will form part of the existing and new communities, and will be utilised by all residents including some from other neighbouring areas
- b) It is intended that all community facilities within the area should be complementary, particularly within the site and with existing facilities in local areas
- c) Local service providers and community and voluntary organisations have a significant role to play in delivery of community services locally and must be harnessed where appropriate

Through the community mapping process, it became evident there are a number of local service providers, and community organisations who play key roles within their communities to facilitate and enable provision of activities, events, and vital support services. Many of these organisations have significant experience and capacity to deliver some of the required roles and responsibilities at TCBGC and benefit from possessing not only local insight but crucially the advantage of having

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existing relationships within the community, a local reputation and legacy of community activism, and are considered to be a valued and trusted asset. Working in partnership with existing service providers and community organisations at the earliest opportunity highlights a commitment to developing a culture of collaboration and co-production and supports the long-term vision of early integration.

These service providers and community organisations should be researched more thoroughly for the comprehensive Stewardship and Placemaking Strategy with regard to their capacity, ambition and intent and may include some of the local voluntary sector organisations, faith groups or parish councils in Colchester and Tendring who will be important in terms of partnerships for service delivery.

Recommendations for Community Facilities

1. Investment into inclusive and accessible community facilities that encourage early integration and establish trust with local communities

High quality community spaces:

- Community buildings serve as essential hubs for social, cultural, and recreational activities. Working in partnership with existing community organisations and individuals within the community who are pioneers for change to deliver community services from community buildings in the Garden Community will support integration.
- One key aspect of community spaces is to ensure complementarity between them, perhaps with each having a specialism. The facilities need to be seen as a wider portfolio, rather than a selection of individual sites/assets and in so doing it will be possible to benefit from greater efficiencies and create a coherent offering that the community can rationalise and understand. This is relevant for both within the Garden Community and between the TCBGC and neighbouring community.
- Community spaces can be leased exclusively to one group for focussed delivery; individual spaces within a larger asset licensed out to social impact organisations; or hired out to multiple organisations by the hour, or sections of the day. Each option will provide a return on investment over time, creating a sinking fund for continued maintenance and safeguarding its space within the community.
- Access to sport and leisure facilities is vital for promoting active lifestyles and supporting health and wellbeing. Inadequate provision or access to sports facilities may result in limited opportunities for physical activity, reduced participation in organised sports, and increased sedentary behaviour among residents, particularly the youth. It is therefore recommended that the sport and leisure facilities in the Garden Community are not leased to Essex University as this will vastly limit accessibility for local communities to use the facilities. A dual-use agreement will provide priority for university use over community use which will create further segregation between local communities and the University.

2. Investment into a strategic and collaborative partnership that promotes community cohesion

Establishing a Community Centre Network:

- Greater collaboration between existing community spaces can act as an almost immediate way of reducing costs, increasing reach, sharing resources, and learning from each other's experiences. Opportunities can be explored and harnessed for volume discounts, bulk buying and shared investment. Opportunities for collaboration include negotiating collective contracts for utilities and Wi-Fi, to cover the multiple buildings providing enhanced capacity for discounting, charities working together can have the collective buying power of larger

enterprises, but only if they work together. This can be done simply amongst the multiple community centres in place already, or by joining national organisations designed to facilitate bulk buying discounts.

- Community spaces can collectively invest in a share of a centralised maintenance programme, through a contract with a business or individual to reduce prices and create greater access to services including through the community ownership fund and other central funding bodies.
- Having a centralised booking system can create cross-referral of bookings from one site to the other, helping to inform residents of the multiple assets across the Garden Community, reducing the human or financial resources required for this administrative role. Online platforms including Simply book etc enable the automation of invoicing, payments, key safe code distribution and online contract signing.
- Additionally, community centres can collectively invest in resources to manage social media or wider outreach. The collaboration between multiple community centres will ensure there is no duplication of services within close proximities and instead enables a network of more bespoke activities and services to be delivered from each so that co-marketing does not infringe on others potential income, but instead promotes the complementary variety of offerings. Each centre can take leadership of specific roles and responsibilities dispersing the burden on each individual centre. Developing an Umbrella brand can create a sense of joined up thinking and quality assurance. Just as the National Trust mark across heritage sites does not suggest an identical experience but instead an assurance of quality, cleanliness, efficiency, and reliable content.
- A Community Centre Network will support and upskill staff and volunteers through investment into in-person or online training packages, which is more economical when divided between multiple participants. Such collaboration will result in a more skilled workforce running and maintaining the spaces, and a better experience for the visitors and participants. Training should include how to run a successful community association and how to write successful funding bids, increasing the chance of sustainable long-term funding opportunities.

4. Placemaking

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- 4.1 Community Development
 - 4.2 Sustainable Lifestyles
 - 4.3 Social, Environmental and
 - 4.4 Ecological Development
 - 4.5 Principal Stakeholders

To meet the vision, aims and objectives of Tendring Colchester Borders Garden Community (TCBGC) there is a requirement for a framework for the Stewardship Body to integrate its approach to the management of the physical assets with a strong focus on community development.

4.1 Community Development

A principal objective of the Stewardship Body is to build a strong and vibrant community where residents and others who work or use the area, share a strong sense of belonging, pride and commitment to its future and wellbeing. The Stewardship Body will facilitate and support residents to take initiative in developing a cohesive community, embracing sustainable lifestyles, and celebrating and enhancing the ecology of the area. The Stewardship Body will help residents develop a strong sense of belonging and social cohesion both within the new community, and with neighbouring areas. It will develop working links with key stakeholders and community groups in the neighbouring area, playing to local strengths.

This ethos will be enshrined into the governance structure (as proposed in section 5) which ensures residents and local community groups are engaged with and listened to so their voice is heard by the Stewardship Body. The Stewardship Body also has an important role in managing the community facilities in a way that encourages and supports volunteering in delivering services, caring for neighbours, or delivering clubs and activities that make a significant contribution to wellbeing such as health walks, running clubs and community gardening.

Early community development activity will, at a minimum, take place from the first occupations to create an inclusive culture

from the beginning, across all tenures and with the existing local communities. This could include:

- Welcome packs and associated welcome events
- Community events and activities based on early indications of community needs and wishes
- Website, newsletters, community noticeboard and use of social media

The Stewardship Body will seek to employ staff or work with others to deliver community development that builds the capacity of the community and supports a strong network of voluntary groups and social connections.

4.2 Sustainable Lifestyles

Building social networks and community pride is crucial to achieving a sustainable community. At TCBGC the physical provision of allotments, footpaths and cycle lanes and wildlife habitats will do much to encourage more sustainable lifestyles. The Stewardship Body will have a role to play to develop sociable and educational activities to engage new residents, and to make connections with key stakeholders in the wider area with an interest in sustainable transport, food, waste and recycling and other initiatives that can support residents and commercial occupants to further the vision of sustainable lifestyles. Planting small orchards in some of the open space can be a simple way to engage residents, particularly young people, in food growing.

A key element of the community development programme and resource will be to educate and promote residents to live sustainably. This extends to the delivery of sustainable transport across TCBGC, including the implementation

of a new Rapid Transit System which will link the Garden Community to Essex University and Colchester City Centre. There is great sense in the Stewardship Body taking over the management and operations of the mobility hubs on behalf of the community to meet and respond to local demand. A key part of this will be to work with local residents to encourage and promote sustainable transport options and active travel in order to meet the modal shift targets for TCBGC. Community activities can help new residents and workers embrace the promotion of walking and cycling, for example with social walks and rides, and cycle training. A school walking bus could be established to encourage families to walk safely to school, thus reducing congestion and pollution at the school gates.

4.3 Social, Environmental and Ecological Development

Latimer are already working actively to support the existing communities to develop community-led projects that aim to promote social, environmental and ecological development. This will need to be built on going forward by the Stewardship Body.

TCBGC will have a key part in providing for the needs of local housing, employment, training, and social opportunities. Particularly through the construction period there will be opportunities for apprenticeships, courses and employment for local people. On an ongoing basis the Stewardship Body will be able to set its procurement policy to favour use of local suppliers, service providers and contractors (where possible) and support local skills and training opportunities too, balanced with the need to secure value for money, relevant and quality skills and other matters relevant to procurement decisions. Latimer's aspiration

for a construction college is exciting and innovative. It will provide courses in construction and related trades to underpin the need to provide local labour as part of the development of TCBGC. This will support the council's objective to create at least one new local job for new residents. Given the high number of students who will live locally and onsite, coupled with the expansion of the Knowledge Gateway, further opportunities for jobs and training should be provided through strengthening the partnership with Essex University.

Healthy outcomes will be at the heart of TCBGC and the work of the Stewardship Body. Healthy place shaping involves addressing the wider determinants of health, which are multiple, diverse and interrelated factors that shape the health of people in an area. These determinants include both the built and natural environment and addressing them can reduce pressure on the health and social care system while increasing economic prosperity and social wellbeing.

Thirty percent of housing at TCBGC will be affordable which means there are lots of opportunities for the councils and Latimer to support some of the most deprived and vulnerable families and individuals in the area. The new homes will be built to support low running costs which will aid the elevation of reducing the fuel poverty gap and enable local people to focus their income on putting food on the table, thus reducing dependency on local food banks. The same approach to environmental credentials should be given to the design and construction of community spaces to help reduce the cost of utilities.

4.4 Principal Stakeholders

In developing this framework, working relationships have been developed between the Councils and Latimer. Moving forward Latimer can play a pivotal role in strengthening these working relationships further as well as involving other key stakeholders such as the parish councils, and local community and faith groups, to play a part in the early stages of stewardship and placemaking.

The Stewardship Body will benefit from participation and engagement from key stakeholders to achieve its objectives, and for mutual benefit, to integrate activities and initiatives in the neighbouring residential communities. The Stewardship Body may relate to stakeholders in one of three ways, which are non-exclusive:

- Representation on the board of Directors or Community Forum (please see Section 5 on Governance for further explanation)
- Partnership projects developed between the Stewardship Body and the stakeholder
- The Stewardship Body commissioning the stakeholder to deliver services or projects

Recommendations for Placemaking

1. Investment into creating an environment that promotes and enhances sustainable living

Delivery of community food growing opportunities:

- The ability to grow food is an important element of community sustainability and could be delivered across TCBGC by the Stewardship Body as part of the open space strategy. Larger allotment and community garden areas can be accommodated in a variety of locations bordering the parks and will be contained by hedgerows and managed by the community. Other opportunities for edible landscapes could be explored to provide a range of possibilities to bring food production to people's doorsteps. These could include raised beds within pocket parks and squares, foraging routes within Salary Brook Country Park, community orchards, and places where food can be produced on vertical surfaces within urban settings, roof gardens and educational facilities linked with the schools.
- Allotments and Community gardens can become part of the fabric of urban areas. They are a great way for families and individuals to grow their own food, providing cost effective ways to secure nutritious food on a regular basis. Though their value is far greater than just that - research has shown that allotments and community gardening contribute to improved health, greater biodiversity, and greater social interaction and cohesion. There is a proven link between spending time in nature and improved mental health and wellbeing. Community gardening initiatives support integration, build relationships and foster friendships, allowing local people to share skills and experience, particularly for those who are unable to commit to the maintenance required on an individual allotment plot or may not feel confident to garden alone.

Delivery of improved Active Travel infrastructure:

- The Stewardship Body should utilise its strong community engagement to help deliver a Sustainable Transport Strategy. The focus should be on providing information to residents on all modes of transport, promoting the Travel Plan and its various measures, as well as oversight and commissioning of an E-bike loan scheme, to encourage modal shift, and to minimise car usage creating an almost instant, sustainable, greener transport solution.
- Accessible and safe travel routes, including pavements, bike lanes, and reliable public transport options, are essential for promoting active travel and reducing reliance on cars. By investing in pedestrian and cycling infrastructure and implementing measures to manage waste, communities can create safer, more accessible, and aesthetically pleasing environments that promote sustainable living and enhance quality of life for all residents. Collaborative working with cycling clubs are invaluable assets.

- Congestion is a huge concern for local residents. The introduction of the Rapid Transit System creates an opportunity to significantly improve local transport. In conjunction with this, promoting alternative modes of transportation such as schemes for cycling, walking, and carpooling can further contribute to sustainable mobility solutions. The improvement of bus timetables and bus routes will help minimise traffic congestion, provide affordable solutions for those on no- or low-incomes and enhance the local economy with residents more able to access local shops, health services. Strong active travel networks between the Garden Community and Essex University are needed to support the student population to feel integrated, particularly given the student accommodation that will be present in TCBGC.
- The linked roles of community engagement, community development and sustainable transport are crucial to initiate social rides, social walks, walking buses for schools, and training and educational activities, particularly for families and children to achieve the overall placemaking goals. The success of these types of schemes will help to influence a culture of movement that leans away from traditional car use.

Delivery of Activities and Events that embed sustainable culture and identity:

The Stewardship Body will have a role in placemaking and community development. Potential programmes include:

- Garden communities' festival – each Saturday community activities could be run in a central location, encouraging integration and cohesion between residents that will be essential as the development of each neighbourhood increasingly merge boundaries between them. This could incorporate a market for local arts and crafts, small businesses and entrepreneurs, as well as local food grown in the community gardens. A landmark event will draw people from within the Garden Community and from nearby to come together, celebrate and share.
- Public Art and character creation – to ensure early participation in plans for public art, a working group could be established to encourage residents, especially young people, to get involved in development ideas for themes for public art and/or ways of creating character and identity for each of the neighbourhoods within the new Garden Community. This could include incorporating interwoven themes based on the heritage and history of the site, as well as sharing ideas of what the new Garden Community will look like in years to come. Artworks co-created with residents build identity, character and vibrancy.
- Wayfinding project – there is a role for culture and the arts in wayfinding to create consistent messages and branding which can be rolled out into promotional activities, as well as support communities to move around sustainably. Wayfinding will play a huge part in the character of the place. These types of projects help to connect people with the natural landscape and their neighbourhood.
- Place naming project – consulting with stakeholders and residents to produce a collection of names for key landmarks, roads, and infrastructure provides a good opportunity to re-engage with local people positively, creates a sense of place, and helps to root new neighbourhoods in their context.

5. Governance and Decision Making

- 5.1 Issues for Consideration
- 5.2 Proposed Governance Structure
- 5.3 TCBGC Trust
- 5.4 TCBGC Special Purpose Vehicle
- 5.5 TCBGC Community Forum
- 5.6 TCBGC Neighbourhood Advisory Group
- 5.7 Friends of Salary Brook Country Park
- 5.8 Evolution of Governance Structure

This section describes a suggested governance structure for the stewardship of the Garden Community. The overarching intention for the governance structure that is eventually settled on is that it will provide the necessary legal framework for the ownership of assets and responsibility for resources, whilst ensuring strong management and accountability for service delivery, demonstrable public benefit, and inclusive community participation. A robust and effective governance structure is being developed through consultation with the councils and Latimer and the overarching structure will be set out in the Stewardship Strategy. What follows in this section is a suggested structure developed through discussions in the Pathway to Stewardship workshops.

5.1 Issues for Consideration

The different bodies capable of owning and satisfying the maintenance and management requirement of community assets and facilities are summarised in the diagram below under the four main headings of Adoption, Management Company, Local Trust or Third-Party Delivery:

Stewardship Options:

For ownership, management and/or delivery



An analysis of the Stewardship Body options was undertaken and reviewed against six key criteria namely:

- In perpetuity solution
- Accountable governance structure – with local stakeholder control upon completion
- Sufficient financial resources for start-up and development and long-term viability
- Credibility and acceptance by all stakeholders
- Affordable and equitable service charge
- Flexibility to respond to changing circumstances

One of the key means to achieve the essential components, along with a socially and culturally sustainable community with local participative governance, is through the creation of a company limited by guarantee which has charitable status, which for the purpose of the remainder of this report will be called the TCBGC Trust. The TCBGC Trust will be an independent, not-for-profit charitable organisation which aims to

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respond to local needs and is intended to bring about social, economic and environmental benefits to the community it serves. The TCBGC Trust will be regarded as a community enterprise which means that it's:

- A community led organisation
- Adopts a self-help ethos, working in partnership without creating dependency
- Adopts an enterprise approach to achieve philanthropic and social benefits
- Trades for public purpose, and surpluses are reinvested in further enterprise development and for public benefit i.e. for non-profit focus
- Seeks community ownership of buildings, land and other assets to build business capacity and achieve community goals

The Stewardship Body will ensure that the management and maintenance plan is financially robust, and the standards of maintenance are of a high standard and consistent across the entire Garden Community. Given that the Garden Community site spans across both Ardleigh and Elmstead Parish in Tendring District Council, as well as across the local authority boundary into Colchester City Council's unparished land, a Parish wide solution must be provided. Under the current Parish boundary organisation, residents in the Crockleford neighbourhood belong to Ardleigh Parish, and residents in the future South and Central neighbourhoods will belong in Elmstead Parish. The employment land, Knowledge Gateway and a considerable amount of Suitable Alternative Natural Greenspace (SANG) will preside in unparished land in Colchester City so there are no affected parish arrangements for the local authority.

The current arrangement has significant implications for future governance arrangements for TCBGC and so it is recommended that a

Community Governance Review (CGR) might be useful to undertake at the appropriate time by Tendring District Council engaging and consulting with the existing Parishes, and their residents to ascertain what stakeholders would like to see happen at TCBGC, and whether a new Parish Council could be established for the Garden Community in the future. There is clearly a transition process to go through before any formal decisions can be made and it will be important to take into consideration the views and wishes of local people as part of the decision-making process of the CGR.

It is pertinent to clarify that a Parish cannot span a boundary between two or more principal council areas, as such if one Parish is to be created to cover the boundary of the entire Garden Community, given that it crosses the boundary of two local authorities, it would additionally require a Principal Area Boundary Review (PABR), undertaken by the Local Government Boundary Commission for England and ordered by the Secretary of State. In determining the outcome of a CGR or PABR there may be logical changes to the electoral arrangements of principal councils for the area. As it stands an electoral review is already underway in Colchester which means in respect of the council's boundary a review is prohibited until the outcome of this, which will be 2026 at the earliest.

Another contextual factor relates to the ongoing discussions on Local Government Reform which will need to be taken into account when devising governance and stewardship arrangements at TCBGC. Authorities have been asked to develop unitary proposals which will bring together lower and upper tier local government services in new unitary councils. It is too early to determine the outcome of Local Government Reform in Essex but this is clearly an important factor for consideration in the Stewardship Strategy brought forward by Latimer.

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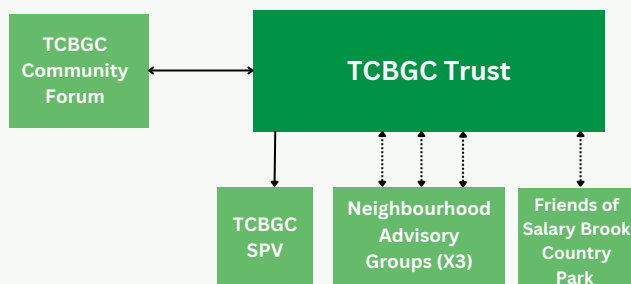
If there are no changes to the current Parish arrangements, the representation at Parish level of the new residents in the Garden Community will fall to Ardleigh and Elmstead Parish Councils. There is a risk that for the residents of those existing villages in those two Parishes may find their voices and interests become more difficult to be heard as the new residents at TCBGC become more vocal about the needs of their own community.

Given the uncertainty and risk around future Parish arrangements, it is appropriate to propose a stewardship solution that can be formed and implemented from the very beginning and is able to provide a solution for the entirety of future TCBGC households. The benefits of having one Stewardship Body across the whole of the Garden Community will ensure accountability, transparency and a sense of coherence across the whole place. The suggestion of a TCBGC Trust allows for all the above, as well as allowing for the existing Parishes to be involved through appointment to the Board of Trustees and/or wider Community Forum and builds in the capacity to replicate or scale up the Stewardship Body if ever required, while providing a framework of flexibility to adapt over time as the development grows.

5.2 Proposed Governance Structure

Given the importance to create a legacy at TCBGC that has community at its heart, a model which has community influence and participation is a clear preference. An important consideration to determine an appropriate governance structure will be to ensure there is a two-level approach on a district and neighbourhood level.

With this in mind the following governance structure is suggested as one that would be suitable for further consideration and development:



- **District level** – with an overarching TCBGC Trust, to own and have responsibility for all the community assets and be the beneficiary of any endowment and service charge income
- **Neighbourhood level** – it is proposed that an Advisory group for each of the three neighbourhoods, and a 'Friends of' group for the Salary Brook Country Park, would give scope for localised input and feedback

This structure would potentially involve five key elements (outlined further in section 5.3 to 5.6 below).

- TCBGC Trust would be anticipated to be a charitable company incorporated with Companies House as a company limited by guarantee, which could have the overall responsibility for stewardship across the

Garden Community

- TCBGC Special Purpose Vehicle (SPV) will be a commercial trading subsidiary, constituted as a social enterprise and wholly owned by TCBGC Trust
- TCBGC Community Forum will be a wide and inclusive consultative group having formal input into the Trust's strategy. It will be made of residents and other representatives and is focussed on strategic matters across the Garden Community
- TCBGC Neighbourhood Advisory Groups will be a group for residents living in each of the three neighbourhoods, Crockleford, South and Central, to allow for formal input into the Trust's strategy, and will be focused on local neighbourhood specific matters (not strategic matters relevant to the wider community), including the use and application of the service charge income.
- Friends of Salary Brook Park could be made up of local residents of TCBGC as well as stakeholders from existing communities who already use Salary Brook Country Park.

In addition to addressing the criteria, the suggested structure:

- ensures that there is one legally accountable entity leading on stewardship and not separate bodies for each of the neighbourhoods
- avoids the complexity of separating asset ownership and the right to income
- enables delivery to be tailored to TCBGC whilst remaining integrated and efficient at a strategic level
- maximises tax benefits and potential use of business rates relief for community facilities
- provides the option to create other sub-committees to facilitate future developments in other locations in the area

- allows for an inclusive approach to both

residents and wider stakeholders, and an ongoing role for the widest possible group in relation to the TCBGC Trust's strategy

- creates the potential for purely commercial activity for the benefit of TCBGC through the TCBGC CIC, to allow for generated income to be gifted back to the TCBGC Trust

5.3 Tendring Colchester Borders Garden Community Trust

The TCBGC Trust will be registered as a charitable company limited by guarantee (CCLG), with an operational board appointed to manage the work of the charity. The CCLG model is robust and a well-tested approach for the management and ownership of assets and responsibility for resources.

The TCBGC Trust will own the various public realm areas, community assets and have the legal provision to set and recover service charges.

Every charitable company has both members and directors (usually referred to as Trustees). For the TCBGC Trust, the individual Trustees will also be the first members, and membership will be encouraged over time, particularly from local residents.

The board will be accountable to the TCBGC Trust's members who will include residents and the key stakeholders, as well as being accountable to the Charity Commission and to Companies House, to comply with legal requirements.

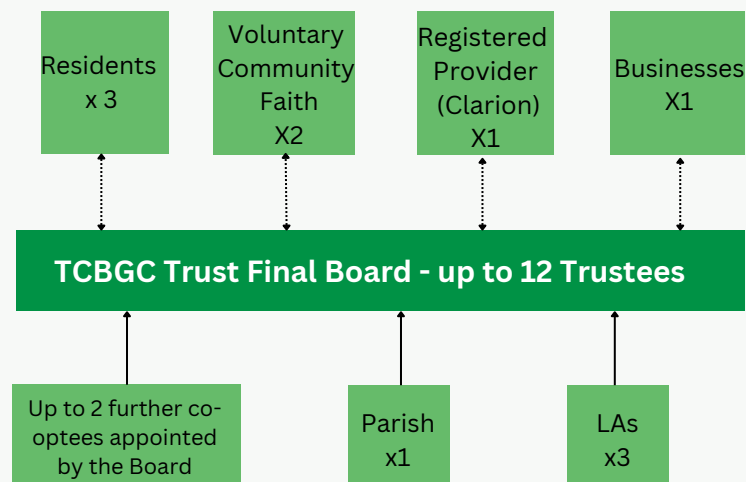
The advantage of the charitable company model is that it provides:

- Limited liability for Directors/Trustees

- An accountable structure with a membership base
- A recognised model
- Not for 'personal' profit
- Continuity for longevity
- The ability to enter into contracts and control some investments in its own name
- Charitable tax and rates benefits
- The ability to employ staff and enter into contracts
- The ability to raise funds and borrow money

Membership structure for the TCBGC Trust should, where possible and appropriate, enable residents in the Garden Community to become members, along with the non-resident Directors also being members, the latter with protected voting rights.

To ensure responsiveness and integrate accountability of the TCBGC Trust to residents and other relevant stakeholders, it is suggested that seats on the Board could be filled by residents and stakeholders such as indicated in the indicative diagram below, demonstrating a suggested mix of possible seats on the TCBGC Trust board which could evolve over time to:



5.4 Tendring Colchester Borders Garden Community Special Purpose Vehicle

There will be a requirement for a wholly-owned, non-charitable subsidiary company, TCBGC Special Purpose Vehicle (SPV). This company would deal with all non-charitable areas of work arising from the stewardship remit, and in particular would have the remit of acting as the estate manager for the TCBGC Trust, collecting the service charge and administering all day-to-day operational functions of landscape and facilities management.

The SPV would be VAT registered, and so provide the most efficient tax structure and relationship between the SPV and the TCBGC Trust. It would own/ lease any income generating commercial assets (and manage them) in order to maximise commercial income. This would enable the TCBGC Trust to focus on strategy and public benefit and the SPV to focus on key commercial aspects.

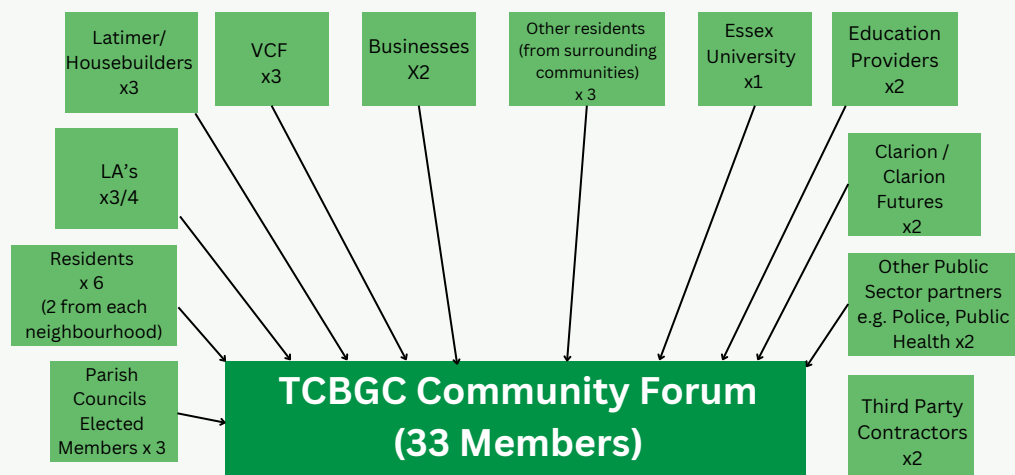
5.5 Tendring Colchester Borders Garden Community Forum

The community Forum would be an unincorporated, inclusive stakeholder body established with a clear term of reference. It will have a primary consultative role to the TCBGC Trust.

The TCBGC Trust would have a constituted obligation to consult annually on the TCBGC Trust strategy, and the Community Forum would be a vehicle by which TCBGC Trust can seek information, feedback and views from a range of stakeholders. A further option would be for the resident Directors on the TCBGC Trust board to be selected from or nominated by the Community Forum.

It is intended that the Community Forum would represent a range of local stakeholders from different groups including local residents, parish council elected members, voluntary, community and faith (VCF) groups, education providers and local businesses to represent an inclusive membership allowing a breadth of views and experience to be leveraged. The diagram below is indicative of the kinds of organisations who may choose to participate:

TCB Community Forum



5.6 Tendring Colchester Borders Garden Community Neighbourhood Advisory Groups

A foundational part of the decision-making processes that will be embedded in TCBGC is to ensure that decisions are accountable and transparent, and that there is the ability to ensure decisions are followed through and implemented. This will be an evolutionary agenda. Mechanisms for stakeholder participation must be in place for residents to have a say and be involved, however recognising that while some residents may want the ability to influence things that are important to them, they may not necessarily want to sit on the board, or be in control of decisions.

The Neighbourhood Advisory Group will be formed by the TCBGC Trust and have the primary function of providing feedback to the TCBGC Trust on the management of the public realm and other community assets, and where focus for future spend on the proposed annual service charge is most welcomed. The chair of each of the Neighbourhood Advisory Groups will be appointed by the Board.

The purpose of the Neighbourhood Advisory Group is to aid discussion and consultation around the public realm, play areas and other community facilities, with an option, where there is appropriate experience and skills, to establish delegated budget on the priorities and spend of the service charge.

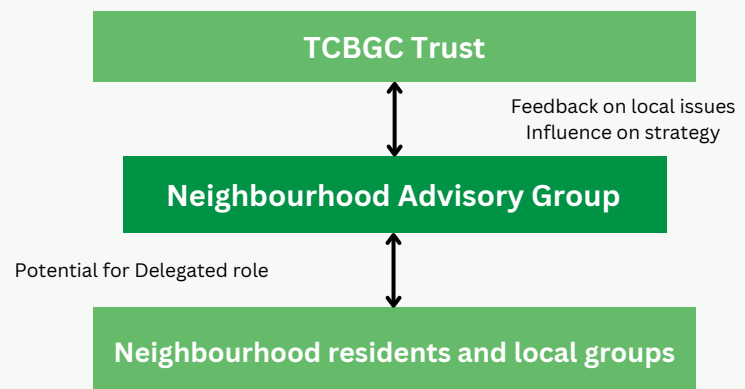
Where the TCBGC Community Forum will focus on strategic matters across TCBGC, the Neighbourhood Advisory Group will focus on parochial matters, feeding back to the TCBGC Trust on local issues that may influence and inform wider strategic decisions and priorities.

It is likely that there will be some cross over on roles, with some of the same residents participating in the Neighbourhood Advisory Group, Community Forum and resident representation on the Board.

Given the existing community in Crockleford Heath, the Neighbourhood Advisory Group for the Crockleford neighbourhood should be formally established as early as possible once the Trust is constituted and commencement of the development has begun. It will be particularly important for the existing residents in Crockleford Heath to have a forum to participate and advise on local issues that they may be facing as part of the development, as well as influence key local decisions to ensure they are empowered to have a stake in the new community. This level of participation will be important as it provides an opportunity for early integration and cohesion between communities.

The below diagram sets out the suggested role of the Neighbourhood Advisory Group:

Neighbourhood Advisory Group



5.7 Friends of Salary Brook Country Park

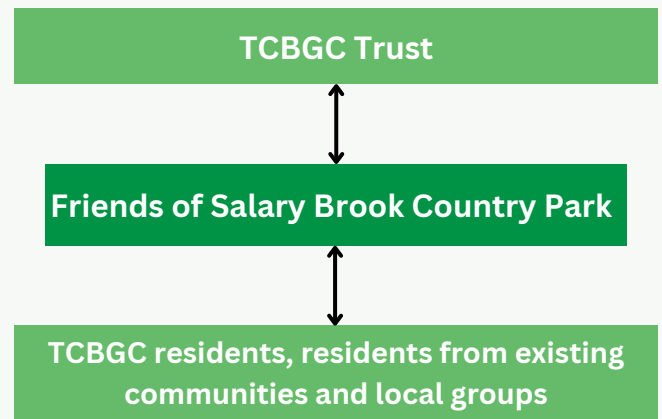
Salary Brook Country Park will attract local residents as well as visitors from the wider area. Creating a forum for residents from the Garden Community, as well as those who live in surrounding communities in Colchester who benefit from and use the park currently, to feed into discussion around the future design, management arrangements, and uses of the Suitable Alternative Natural Greenspace (SANG) areas could help to embed a culture of community-led design and collaboration.

A dedicated 'Friends of' group could allow local stakeholders to feed into the design process as well as provide ongoing support and suggestions to the Board on the needs, opportunities and challenges experienced by those who benefit from and use Salary Brook Country Park now and in the future.

Salary Brook Country Park is one of the most important and valuable assets for the Garden Community and for neighbouring communities. With such a large area of SANG coming forward early on in the development of TCBGC, this strategic asset will impact on the existing residents who currently use the park, as well as shape the culture and early landscape of the new community.

There could be an opportunity to implement a 'Friends of' group early on in the early stages of development to support integration between new and existing residents, and set a precedent to establish more 'friends of' groups in later stages of SANG development in the other areas in the Garden Community in the future.

The following diagram sets out the suggested role of the Friends of Salary Brook Country Park:



5.8 Evolution of Governance Structure

The governance structure and the timetable for its development will be defined in the Section 106 agreement, allowing sufficient flexibility for the approach to develop over time.

Once planning permission is secured, Latimer will initiate the formation of a Shadow Board to be made up of representatives from the Developers, Essex County Council, Tendring District Council, Colchester City Council and if considered appropriate the Parish Council(s) to guide and inform the early planning and formation of the Trust.

The Shadow Board should be credible, competent and experienced in stewardship, placemaking and company formation and operation to enable it to make efficient and effective progress. Latimer will produce draft Articles of Association and a detailed Business Plan for the TCBGC Trust for approval by the Shadow Board. Once the TCBGC Trust is incorporated those Shadow Board members could become Trustees of the TCBGGC Trust and/or Directors of its Board. This will need to be discussed and agreed as part of the Shadow Board in advance of the TCBGC Community Trust being incorporated.

The TCBGC Trust Board will be responsible for implementing the detailed Business Plan which will be prepared ahead of first occupation. All Directors are required to be committed to the successful development of the TCBGC Trust, and as a matter of company law directors of companies, which will include the TCBGC Trust given it will be a company limited by guarantee, are required to act in the best interests of the company they sit as directors of. As such no individual director would be permitted to promote their own personal or business interests when acting in

their capacity as a director of the TCBGC Trust.

The TCBGC Trust must be committed to the principle of new board members being recruited and appointed through an open process using a skills and experience based person specification to fill the trustee places. It will be crucial to ensure a good balance of gender, age, skills and experiences. Directors will be unpaid appointments.

Recommendations for Governance and Participation

1. Investment by the Developer and Stewardship Body into creating mechanisms for community participation early-on

TCBGC Trust

Ensuring there are three seats on the Board for resident Trustees allows for resident involvement in decision making. Ideally, and where appropriate representation can be sought, there will be one resident representative from each of the three neighbourhoods.

TCBGC Community Forum

The Community Forum may be established prior to first occupation to allow for wider engagement from existing community stakeholders such as Essex University and the Parish and Town councils, and will grow in line with the development to include new residents, businesses, community and faith organisations and other key stakeholders.

TCB Neighbourhood Advisory Groups

The Neighbourhood Advisory Groups, or any similar engagement vehicle/group, should be formed after first occupation of each neighbourhood, however given the existing community in Crockleford, the Crockleford Neighbourhood Advisory Group (or an alternative means to achieve the same aims) must be formed as soon as possible, to ensure existing residents are supported to have their voices heard.

Friends of Salary Brook Country Park

Given that Salary Brook Country Park is one of the early assets to be completed, and one of the most valuable, establishing a 'Friends of' group early-on could help to enable existing stakeholders to have a sense of local ownership and participation.

2. A Community Governance Review to be undertaken

At the appropriate time Tendring District Council could undertake a Community Governance Review to look at the current Parish boundaries and consider whether there is potential to create a new Parish for the Garden Community. A Community Governance Review will need to be considered within the context of future plans for local government reform due to the effects this could have on administrative boundaries.

As part of this process the Community Governance Review might consider what roles a new Parish would have and agree a precept that reflects the level of roles and responsibilities required of a new Parish for the Garden Community.

6. Finance and Resourcing



6.1 Financial Strategy and Model

The short and long-term viability of the Stewardship Body is dependent on the development of a sound business model underpinned by a realistic and robust financial strategy. The Stewardship Body will receive income from a range of sources to meet its establishment and maintenance liabilities, but principally from resident and commercial contributions, and from the hiring out of community facilities. The Stewardship Body's income projections will be set out in the detailed Business Plan which will be prepared and regularly updated. This will identify if there will be a need for any start-up funding or endowment at any time from Latimer.

Over the course of the development the Stewardship Body's long term stewardship responsibilities will grow and extend in perpetuity, meaning the Stewardship Body must plan in the short term to maintain sufficient funds for longer term requirements, including the enhancement and replacement of assets at points in the future.

Public open space and community assets should not be transferred to the Stewardship Body until their operation and management have been costed and funding arrangements agreed at key milestones, the framework and commitments for which will be set out in the planning and stewardship documents and enshrined in the S106 agreement. Until the point of transfer, Latimer will retain responsibility for their management and funding. At the time of transfer, any revenue shortfall of the asset will be identified and suitable revenue funding proposals will be identified, which will be informed by the Business Plan for the Stewardship Body.

6.1 Finance and Resources

The Stewardship Body has to be viable in the long term. To be viable, it will need to ensure that it has sufficient income to meet its responsibilities and associated liabilities and in particular, to ensure that it has sufficient revenue to be able to maintain and manage the community buildings, public open spaces, children's play areas and to support the community development strategy.

In the first few years, whilst the houses are being built, required levels of grant support will need to be drawn down from Latimer to meet the Stewardship Body's development and operating costs until sufficient service charge revenue or other income is available to meet all such costs of the Stewardship Body.

The principles underpinning the financial model are, therefore:

- For Latimer to provide initial start-up funding, and sufficient revenue resources to underpin all operating costs and liabilities until the Stewardship Body becomes self-sustaining
- For provision to be made in relevant legal documentation for a service charge to be made on all dwellings and commercial occupiers to contribute towards the Stewardship Body and its objectives
- For the Stewardship Body to generate income from its facilities to contribute to its operating costs

In the short-term initial sources of funding should come from initial S106 start-up funding and pump-priming grant support from Latimer if and when required.

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In the medium to long term, the Stewardship Body will have seven main areas of income open to it:

- Unit charge on all residential and commercial occupiers within TCBGC
- User charges from letting of community buildings, sports pitches and allotments and events
- Income from commercial assets forming part of TCBGC
- Minor sources of income (e.g. car parking, EV charging, solar farm etc.)
- Interest from investment income
- Covenant enforcement
- External funding grants

Experience shows that stewardship bodies with five to seven income sources are:

- More resilient to economic changes – diversification avoids having ‘all the eggs in one basket’
- Partly de-risked from inflation – some of the income sources will grow at a similar pace to inflation, for example rental incomes, and this will form a natural hedge to cost increases
- Have better cashflow – alternative income streams help to cover for seasonality. For example, usage of community centres may reduce because kids clubs stop during school holidays

Experience has shown from other similar developments that a stewardship charge made on households (index linked) provides a steady income that can be applied towards maintenance of play areas and open spaces, and community activities, which can help to

give new residents a sense of investment in the Stewardship Trust.

Most of the facilities will be open to wider public use beyond the residents and commercial occupants of the Garden Community, so the service charge to those residents and occupants will need to confer fair benefits that deliver value for money, while helping to integrate the site with the existing local community.

Given that at least 30% of the Garden Community will be affordable housing, the service charge must be affordable and equitable to all residential and commercial properties regardless of tenure. The stewardship charge will be levied on a proportionate basis and should be based on an agreed formula, such as rating bands or number of bedrooms. More work will be required based on the proposed housing mix and commercial use offering when clarified to ensure parity and adequate income for the Stewardship Body. A discounted service charge may be capped by the registered provider(s) for the affordable homes. Enforcement of the stewardship charge should be fair, proportionate and transparent, without threatening residents’ rights to occupy their homes.

The funding of strategic assets spread across the site in different neighbourhoods, such as Salary Brook Country Park and the Sports Centre, must also be given careful consideration to ensure fairness to the proportion of service charge contributions from residents. A hybrid funding model with a blend of income sources for strategic assets is required to ensure that value for money for residents is achieved and to reduce the risk of conflict between residents in different neighbourhoods and visitors from surrounding communities.

The service charge will be expected to meet just over half of the costs of the Stewardship Body’s annual operating budget. More work will be required based on the proposed housing mix to ensure parity and adequate income to the

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Stewardship Body, which will be set out in the financial model within the Business Plan. This may include identifying a provision for the endowment of capital funding which can be invested by the Stewardship Body to generate income and provide long-term financial security. The details of any investment funding will need to be determined through joint agreement with Latimer and may take the form of commercial estate (i.e. income generating assets) or cash endowment to provide for the acquisition of an investment portfolio designed to deliver long term income security. An investment portfolio may contain a range of retail, commercial, residential and financial assets.

In addition, early discussions should take place with the Parish Councils to discuss the option for an annual rebate (or in-kind services) to be paid to the Stewardship Body given that Parish precept will be collected from the new homes within TCBGC, but fewer services provided compared with other residents of the Parishes. Pending the outcome of a Community Governance Review, should a new Parish be established for the Garden Community, further work will need to be undertaken to determine a fair Parish precept contribution for residents' dependent on the roles and responsibilities required of a new Parish.

Recommendations for Finance and Funding

1. An equitable and affordable service charge

It is recommended that the service charge for the Garden Community should be variable based on the number of bedrooms of the property for residential charges, and the size of a unit for commercial charges. This ensures that the cost is proportionally and fairly spread across the Garden Community, and for those homes with the potential to house a higher number of residents due to a higher number of bedrooms will pay more than those with fewer residents.

2. A mixed income model for strategic assets

Strategic assets that will be used by surrounding communities as well as TCBGC residents such as Salary Brook Country Park should not be fully funded by service charge contributions as this can create conflict between residents who are paying for such assets, and those who are using them for free.

3. Long term funding security

The Stewardship Body should be equipped with income generating assets to ensure long-term financial security. Further work will be required to establish any potential gap funding and/or start-up funding required in the early years to finance the Stewardship Body.

7. Delivery and Implementation



7.1 Next Steps

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The focus of this Stewardship and Placemaking Framework is on delivering an appropriate organisation that effectively manages the open spaces, community facilities, and responds to the needs of the local community to build a thriving community.

As the Garden Community project will be delivered over a 20 plus period, and as this project is in such an early stage in planning and design terms, the outline parameter plans will need to be developed into a masterplan for each neighbourhood and the strategic landscape area. Beyond that, detailed reserved matters applications will be prepared for each parcel/ building/ element of infrastructure including the public open spaces and community assets.

This framework provides the basis for an in-depth high-quality Stewardship Strategy which will be delivered in stages. The Stewardship Body will be established prior to first occupation and respond clearly to the expectations of the Councils, Latimer, stakeholders and local residents.

The objectives of the months leading to first occupation of the development are to:

- Build the infrastructure of the Stewardship Body through engaging key partners, appointing Trustees, and building skills and capacity
- Plan and prepare the management arrangements for the open spaces and the timing of the transfer of responsibilities to the Stewardship Body
- Prepare, negotiate, and agree design and specification for the community spaces
- Develop practical project initiatives that meet the Stewardship Body's aims with regard to the needs of the existing community and the arrival of the first new residents, to achieve demonstrable success(es)

- Plan and prepare welcome packs, events and other activities as residents begin to occupy homes
- In conjunction with the developer to refine the funding model for the Stewardship Body

The principles expressed throughout highlight local ownership, community benefit and mutual support. Implicit within these principles is an entrepreneurial approach and culture, vital for the Stewardship Body's long-term growth and success.

The four key pillars of a successful stewardship solution as set out above will further planning and development:

- **Community Assets** – The scope of the community infrastructure to fall under the responsibility of the Stewardship Body will become better defined and evolve as the development progresses through the planning and design process
- **Placemaking** – The needs of the community and how best to respond to create an inclusive, diverse, and cohesive community will become clearer and constantly evolve as the development progresses and residents move in
- **Governance** – A governance structure for the Stewardship Body is to be developed by Latimer and set out in the Stewardship Strategy, with practical actions and considerations for delivery further refined and agreed between Latimer and the three Councils.
- **Finance and Resources** – As development of the three pillars above progresses, the finance and resourcing plans will be defined and put in place, based on the principles set out in Section 6 above

7.1 Next Steps

Implementation of the Stewardship Strategy, can be split into four inter-related stages, all of which will lead to the ongoing long-term management of the land and facilities:

- Pre-Planning (Before Latimer submit the planning application)
- Planning Decision (Including decisions on the S106 agreement, triggers and milestones of early key infrastructure)
- Pre-Commencement (Implementation of legal structures and initial organisational infrastructure)
- Post-Commencement (Organisation development, asset development and early asset management)

The Pre-Planning stage will involve preparation of the full Stewardship and Placemaking Strategy, to include high level financial modelling and exploration of opportunities for community investment projects. As part of preparation of the planning application there will need to be some form of stakeholder engagement and consultation on stewardship, as well as engagement with strategic master planning and Design Team processes to ensure Stewardship is dovetailed into the wider plans of the development.

The Planning Decision stage involves identifying the detailed asset schedule to define what assets Latimer will bring forward and the timing of these assets. This process supports drafting of the Heads of Terms for the S106, with associated S106 schedules, and to negotiate the triggers and milestones for delivery of early key infrastructure. As part of the S106 negotiations with the councils, Latimer will be required to submit an asset schedule with high level financial modelling to identify any gap funding, potential endowment and set up costs in order to evidence the viability

of the Stewardship Body. An outline Business Plan will be developed to provide further information. The S106 will also conclude the exact long stop dates for formation of the Shadow Board and Stewardship Body.

The Pre-Commencement stage will include implementation of the organisational set up required for the Stewardship Body. This will require both executive and governance functions to build the organisation, all of which will require careful planning. These tasks will involve activities such as writing the Articles of Association, constituting the Stewardship Body, and establishing a Shadow Board. This early infrastructure of the Stewardship Body will enable the appointment of Directors, running of Board meetings and the development of the Stewardship Body policies and procedures. A detailed Business Plan will be required to include information on the governance, financial model and associated budgets, staff and operations, community development, marketing and monitoring.

Another aspect of the Pre-Commencement stage will focus on marketing requirements such as building the website, social media and preparing relevant promotion and communication material. This will dovetail with early community development activities such as stakeholder engagement and community events.

The Post-Commencement Stage will focus on asset development and asset management. This includes working with the Design Team to agree the design and specifications for each community asset, as well as the timing of the transfer of assets to the Stewardship Body, researching and implementing third-party contracts for delivery as well any required service level agreement and licensing arrangements.

The Stewardship Body organisational infrastructure will require ongoing management to ensure that it is effectively run. This will include overseeing and supporting governance arrangements, marketing, finance and staffing.

Appendix A: Community Mapping Report

1.Introduction

This report has been prepared by Community Stewardship Solutions for Essex County Council to inform the Stewardship and Placemaking brief for Tendring Colchester Borders Garden Community (TCBGC). This report aims to provide a high-level overview of the community assets in the surrounding areas in Colchester and Tendring and is not an exhaustive list but a summary of the key resources, assets and needs of the local communities.

2. Planning Context

TCBGC is a partnership collaboration between:

- Essex County Council
- Tendring District Council
- Colchester City Council

The Tendring Colchester Borders Garden Community is a planned new community, which will be a sustainable and attractive place to live, work and visit. It is based on Garden Community Principles. It will consist of 7500 new homes, three neighbourhood centres, educational and community facilities including sport and leisure, blue and green infrastructure such as improved green spaces, play areas, and parks and employment spaces to accommodate new businesses and jobs.

Whilst the project will include many things for people who already live, work and travel through the area, it is very much about creating a community for the future. It will need to look ahead to the needs of young people of today, and for future generations to come.



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TCBGC addresses the long-term need for new housing in the area, in a strategic way. The Garden Community was included in the shared Section 1 Local Plans for Tendring District Council ([External link](#)) and Colchester City Council ([External link](#)) adopted by the Councils in 2021. The shared Section 1 required a further Plan (Development Plan Document) to be prepared by the Councils to set out additional planning policies for the site, include identifying where certain land uses are being proposed.

The Councils have prepared the TCBGC Development Plan Document (DPD). This has been informed by a wide range of evidence base documents and been subject to two formal periods of consultation. The DPD along with other publication and submission documents was submitted to the Secretary of State for independent 'Examination in Public' by a Planning Inspector. An independent Inspector from the Planning Inspectorate ([External link](#)) reviewed the Plan, its supporting evidence and the representations that have been made to date. The Inspector concluded that the Plan meets soundness and legal compliance tests.

Joint Committee

As TCBGC sits across the border of CBC and TDC, under current arrangements, planning decisions need to be considered by either or both councils separate planning committees. Having one joint committee will help to ensure a consistent and comprehensive approach to decisions made regarding the TCBGC.

Made up of representatives from CBC, TDC and ECC – which has planning responsibility for infrastructure such as libraries, schools, and waste matters – the committee will be able to focus on delivering their shared ambition for an exemplary new settlement at TCBGC. It will also streamline the planning process, so decisions do not need to go to three separate committees, thereby avoiding unnecessary delays.

The new committee will have a revolving chair across the three authorities and will deal with matters only directly relating to the Garden Community area. The committee will need to approve publication of the DPD, which sets out the framework for the future masterplan, as well as the key policies and vision.

3. The Developer

The garden community will develop over the next thirty years. Latimer has been appointed as the development partner for Tendring Colchester Borders Garden Community. Latimer is the development arm of Clarion Housing Group, the UK's largest provider of affordable housing, with over 125,000 homes and more than 350,000 residents across the country.

Latimer bring a wealth of experience and expertise to the project, and reinvests any profits made into the building and maintenance of more affordable homes across the country, as well as providing support to residents through Clarion's charitable foundation, Clarion Futures.

In March 2023, Latimer established a youth forum made up of 13 young people, aged 13 to 17, from Tendring district and Colchester. The group have taken the decision to call themselves the 'Essex Young Designers'. They meet regularly to take part in workshops delivered by MATT+FIONA and the Latimer professional design team to inform the brief and design for the Garden Community. The Designers represent a broad range of existing communities and attend different local schools and colleges.

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Key achievements of the Essex Young Designers to date include:

- Developing a keen understanding of the design principles behind the Garden Community and meaningfully feeding back to the design team on their work
- Traveling to the global EcoCity Summit in London to present their work and collaborate with professional place makers

The Essex Young Designers will continue to work with Latimer's professional design team to shape their plans and seek to recruit more young people from the area to join them in the future.

4. The Site

TCBGC will consist of:

- Circa 7,500 new homes
- To include Specialist housing for older people/ people with disabilities, key worker housing, families with children, affordable housing (30%), self and custom build homes
- Student accommodation
- A Gypsy and Traveller site
- A new Salary Brook Country Park (incorporating land and woodland around the Salary Brook Local Nature Reserve)
- A Wivenhoe Strategic Green Gap
- An Elmstead Strategic Green Gap (east of the new A120-A133 Link road)
- 25 hectares of employment land in the form of a new Business Park and a 'Knowledge-Based Employment' site
- Provision for the Rapid Transit System
- A Park and choose facility
- SUDS and Blue infrastructure
- Landscaping including high number of trees planted
- Retail facilities
- Community buildings and spaces (mixed-use with health, play, leisure, culture)
- Early years provision (co-located with primary schools)
- Five primary schools and Two secondary schools
- A new health and wellbeing hub (integrated service for patients)



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South and North Neighbourhoods

Broad locations for two distinct but interlinked neighbourhoods 'South and North' will accommodate between them 6000-6500 new homes. Development within and across the two neighbourhoods will be phased to ensure housing development is aligned with infrastructure delivery. The expectation is for the early phases of development to begin in the South Neighbourhood.

Residents within the 'South and North Neighbourhoods' will have high accessibility to local services and facilities. To facilitate the use of walking, cycling and public transport as the preferred alternatives to the private car, each neighbourhood will develop around a 'Neighbourhood Centre' containing shops, services, and community facilities, and where appropriate employment land and job opportunities.

The centres will be connected to the neighbourhoods by coherent, direct, safe, and attractive walking and cycling routes designed around the 20-minute neighbourhood principles. Land and property will be provided in the form of 'hubs' within, around and along a corridor of activity between both 'Neighbourhood Centres' to provide for a flexible range of local business needs alongside service sector jobs provided by new schools, nurseries, shops, and community facilities.

The provision of student accommodation will be encouraged in accessible locations within the 'South Neighbourhood' where it would have good sustainable links to the University of Essex and where it will contribute to a mixed and diverse community. The new Rapid Transit System will connect the 'South and North Neighbourhoods' as part of a wider network, providing fast and reliable connectivity between them and key areas of employment both within the site and in surrounding areas, such as the University of Essex, the City of Colchester, Colchester General Hospital, and Colchester Sports Park. The 'South and North Neighbourhoods' will each be accessed independently from separate vehicular junctions on the new A120-A133 Link Road (as opposed to the A133 and A120 themselves) in order to give priority to the Rapid Transit System and active travel modes. The Councils will work with the University of Essex and other partners, as appropriate, to deliver the key infrastructure (health, education, and other community uses) necessary to serve the early phases of development. Such infrastructure will be delivered either on a permanent basis, or on an interim basis if it is required ahead of the establishment of the first of the 'Neighbourhood Centres'.

Crockleford Neighbourhood

The 'Crockleford Neighbourhood' will be developed as an individual community that is physically separated from, but connected by walking, cycling and other sustainable transport modes to the 'South and North Neighbourhoods' and the City of Colchester. The 'Crockleford Neighbourhood' will grow to accommodate around 1,000-1,500 new homes, with its phasing linked to the provision of its own proportionate 'Neighbourhood Centre', associated infrastructure, and sustainable connections to the 'South and North Neighbourhoods'. Accessibility to services and facilities, utilities infrastructure and the Rapid Transit System will be key to determining the phasing of development in the 'Crockleford Neighbourhood'.

The approach to residential development will need to involve the sequenced servicing and release of individual parcels of land which could include plots for self-build and custom-built homes, with a mechanism to be agreed for the Councils to secure financial contributions from each home towards the delivery of infrastructure and affordable housing.

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Bio-diversity Net Gain

Proposals must deliver a minimum of 10% measurable biodiversity net gain across the whole site with gains delivered either onsite or immediately adjacent to the site in accordance with the mitigation hierarchy, and must follow the latest Defra Metric, and its accompanying guidance, as well as local guidance where applicable. Initial high-level testing of BNG calculations of the strategic masterplan indicate that in excess of 10% can be achieved on average across the masterplan allocation. As such the ambition is to achieve a BNG of 15% on average across the whole masterplan.

Stewardship

Stewardship and governance arrangements will need to achieve the following principles:

- To achieve a high quality of place: to ensure that the quality of place and services delivered are exemplar and provide great places to live, work, visit, and play.
- To steward a range of community assets: to ensure that a range of assets are held in perpetuity in community ownership and managed for the benefit of the community.
- To promote community identity and cohesion: to ensure that residents and business are directly engaged in the long-term management of the community assets, fostering a shared sense of ownership and identity.
- To act with professionalism and entrepreneurship: to provide proactive management of land and property endowments, be entrepreneurial and evolve as the community grows and circumstances change.
- To be financially sustainable: to be long-term financially viable and self-sustaining with secure income streams. If and where service charges are required, they will be set up and enforced in an equitable way with local control over the management of the system, with rent charges not being imposed on residents. Local authorities and local residents must be protected against financial liability or risk.
- To be accountable and well-governed: to ensure open, transparent and accountable governance with the community having the ability to exercise influence and control over stewardship decisions and delivery. The legal form of the stewardship body will be determined through consultation with all relevant stakeholders.
- To be adaptable and follow an incremental approach: to recognise the long-term undertaking and take a staged approach to developing stewardship structures and identifying the opportunities that stewardship allows for due diligence and community engagement throughout the planning and development process.

5. Community Assets

This Community Asset Mapping report will focus on the range of community assets across the key areas surrounding the Tendring Colchester Border Garden Community development. Community assets encompass a wide range of resources that contribute to the well-being and vitality of a neighbourhood or community. These assets can include people, organisations, buildings, and public

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open spaces, among other elements. Community assets are essential components of thriving, resilient, and inclusive communities. By investing in and leveraging these assets, communities can promote social equity, economic vitality, environmental sustainability, and overall well-being for all residents. Community assets are crucial for several reasons:

- **Social Cohesion** - Community assets, including public spaces and organisations, serve as gathering points where residents can come together, interact, and build relationships.
- **Quality of Life** - Access to services, amenities, and recreational opportunities provided by community assets enhances residents' overall quality of life. Public parks, libraries and healthcare facilities contribute to physical, mental, and emotional well-being, promoting healthier and happier communities.
- **Economic development** - Community assets play a vital role in stimulating economic activity and fostering local prosperity. Businesses thrive when supported by a robust infrastructure, skilled workforce, and vibrant community life.
- **Sense of identity** - Community assets contribute to the unique identity and character of a neighbourhood or area.
- **Environmental Sustainability** - Public open spaces, green infrastructure, and sustainable development practices contribute to environmental sustainability within communities. Access to nature and green areas improves air and water quality, mitigates the urban heat island effect, and provides habitat for wildlife.
- **Empowerment and participation** - Community assets empower residents to actively engage in civic life and decision-making processes. Access to education, healthcare, and social services ensures that all community members can thrive.

Community assets can include both social and physical assets; People, Organisations, Buildings, and Public open spaces:

People - The residents of a community are perhaps its most valuable asset. Everyone brings unique skills, talents, knowledge, and experiences that contribute to the collective identity and character of the community. Community members can actively participate in various activities, initiatives, and decision-making processes, fostering a sense of belonging and social cohesion. Additionally, residents can volunteer their time and expertise to support community projects, programs, and events, further strengthening the fabric of the neighbourhood.

Organisations - Community organisations play a vital role in providing essential services, organising events, and advocating for the needs and interests of residents. These organisations can range from local nonprofits, neighbourhood associations, and cultural institutions to faith-based groups, youth clubs, and social service agencies. By collaborating with these organisations, communities can leverage their resources, expertise, and networks to address pressing issues, promote social inclusion, and enhance the overall quality of life for residents.

Buildings - Buildings and infrastructure within a community serve as physical assets that support various functions and activities. This includes residential properties, commercial establishments, educational facilities, healthcare centres, places of worship, and local authority buildings, among others.

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These structures not only provide shelter, services, and amenities but also contribute to the aesthetic appeal and character of the neighbourhood. Preserving and repurposing existing buildings, as well as investing in new developments that align with community needs and values, can enhance the built environment and contribute to the overall vitality of the area.

Public open spaces - Public open spaces, such as parks, playgrounds, plazas, and greenways, are essential assets that provide opportunities for recreation, relaxation, and social interaction. These spaces serve as gathering points for residents of all ages and backgrounds, fostering a sense of community and belonging. Additionally, public open spaces contribute to environmental sustainability by providing habitat for wildlife, promoting biodiversity, and mitigating the effects of urban heat islands. Investing in the creation and maintenance of accessible, well-designed public open spaces can enhance the overall liveability and attractiveness of a neighbourhood, promoting physical and mental well-being for residents.

Community assets encompass a diverse array of resources that contribute to the social, economic, and environmental vitality of a neighbourhood or community. By leveraging and investing in these assets, communities can foster resilience, inclusivity, and sustainability, ultimately enhancing the quality of life for residents and promoting a thriving, vibrant new community.

6. Areas of focus

The transformation of the site within the development as envisioned by Tendring Colchester Borders Garden Community, entails an approach aimed at fostering enterprise, enhancing community engagement and development, providing opportunities to enhance local skills and knowledge, and improving local infrastructure.

The surrounding areas most directly related to the TCBGC development sit within Colchester and Tendring:

Colchester City Council-

- Greenstead
- St Anne's and St John's
- Wivenhoe
- Essex University Campus

Tendring District Council-

- Elmstead Market
- Crockleford Heath

Colchester- a snapshot

Population: 192,700

Number of households: 79,300 (Colchester is the 19th most densely populated of the East of England's 45 local authority areas)

Age: There has been an increase of 25.6% in people aged 65 years and over

Ethnicity: 87% White, 5.1% Asian, 3.5% Black, 2.9% Mixed ethnicity, 1.5% other ethnic group

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Religion: 44.4% no religion, 44.4% Christian, 2.1% Muslim, 1.3% Hindu, 0.7% Buddhist, 0.2% Jewish, 0.1% Sikh

Places of Worship:

- Over 30 churches
- Colchester Mosque
- Colchester and District Jewish Community Synagogue

Public Transport:

- Colchester North Station and Colchester Town Railway Station (Great Eastern Main Line), Hythe
- Park and Ride and other bus services
- Rapid Transit system (due to be operational in 2025/2026) will link the Garden Community, University of Essex and Colchester City centre

Tendring: A snapshot

Population: 148,100 (Tendring is the 22nd least densely populated of the East of England's 45 local authority areas, with around three people living on each football pitch-sized area of land)

Number of Households: 67,500

Age: The largest age group is 50 to 64 years at 21.6%. The number of people aged 65 to 74 years rose by just under 3,600 (an increase of 19.0%), while the number of residents between 35 and 49 years fell by just over 3,000 (12.0% decrease)

Ethnicity: 96.3% White, 1.6% Mixed ethnicity, 1.2% Asian, 0.6% Black, 0.4% other ethnic group

Religion: 43.2% no religion, 49.3% Christian, 0.4% Muslim, 0.3% Buddhist, 0.2% Jewish, 0.2% Hindu

Places of Worship: 13 churches in Tendring District

Public Transport:

- Tendring Community Transport service
- Harwich Connexions Transport
- Helping Hands Transport

Key Community and Faith Organisations covering TCBGC

- Colchester Islamic Cultural Association
- Essex Council of Mosques
- RAMA Refugee Action Colchester (wide range of support for refugees, asylum seekers and migrants who don't have access to public funds)
- Community 360 (Community Transport, Community Accounts, Shopmobility, Wellbeing support, Family support service, Representation, Community Hub offering groups and activities), Community Café
- Colchester Townhouse Youth Centre (Youth Essex)
- Christian Youth outreach (Colchester)
- Colchester and Tendring Youth Enquiry Service YES (helps young people with a range of problems)
- Subgroup of the Colchester Area mission and pastoral committee of Chelmsford Diocese (chaired by the Archdeacon of Colchester)

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- Grassroots Charity (supports community/vol sector organisations across Colchester/ Tendring to support local people with social welfare services, offers financial support, funds educational projects, support for isolated people, people with mental and physical health problems)
- Essex Community Foundation (funding for community groups/ projects)
- African Families in the UK Colchester
- Age Well East (befriending scheme that matches volunteers with elderly people)
- The Reanella Trust (Provides mental health support to young people through wellbeing programmes, peer support, group therapy)
- Beacon House Ministries (holistic approach to supporting people at risk of homelessness in Colchester)
- Bright Lives Social Enterprise CIC (Supports people with additional learning needs)
- Clothing Clinic Textile Collective (organises community textile workshops for people in Colchester, creating/mending clothing)
- Colchester Chinese Culture Society (hosts educational and community focused events)
- Colchester Gateway Clubs (support for people with learning disabilities)
- Firstsite (art gallery hosting exhibitions, community-based activities and educational programmes in Colchester)
- Open door Colchester (help and support for range of issues, benefits advice)
- Together we Grow (Community gardening group at The Big Garden in High Woods Country Park Colchester, runs wellbeing gardening programmes)
- Wellies On (Agriculture support charity working with children and vulnerable adults in Colchester)
- Ability Using Sport (provides accessible sport opportunities for people with physical disabilities or learning difficulties in Colchester)
- Colchester Natural History Society (promote the study and conservation of local wildlife)
- Colchester in Bloom (aim is to generate community involvement to make Colchester more beautiful)
- Good Gym (a group of runners that combine regular exercise with helping the community)
- Essex Wildlife Trust
- Tendring Together Voluntary Sector (meets monthly to share information and opportunities to get involved)
- Community Voluntary Services Tendring CVST (run by the local community to support, promote and develop voluntary and community action- social prescribing, funding, events and activities)

Essex University Campus (South of TCBGC)

- Essex Business school
- Essex University Library
- University Health Centre
- Halls of Residence
- Sports Centre
- Wivenhoe Nature Park



Wivenhoe Town

Area map



Population

9,000

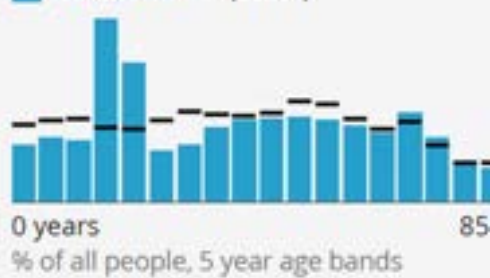
Number of households

3,400

Age and Gender:

Age profile

Wivenhoe (Essex)



Sex

Wivenhoe (Essex)

Female 51.3% (51.3%)

Male 48.7% (48.7%)

% of all people

Ethnicity and Religion:

Country of birth

Wivenhoe (Essex)

Born in the UK 84.2% (89.8%)

Born outside the UK 15.8% (10.2%)

% of all people

Ethnic group

Wivenhoe (Essex)

Asian, Asian British or Asian Welsh 5.0% (3.7%)

Black, Black British, Black Welsh, Caribbean or African 3.8% (2.5%)

Mixed or Multiple ethnic groups 3.0% (2.4%)

White 86.1% (90.4%)

Other ethnic group 2.0% (1.0%)

% of all people

Religion

Wivenhoe (Essex)

No religion 45.6% (42.1%)

Christian 40.5% (47.9%)

Buddhist 0.8% (0.4%)

Hindu 0.8% (1.0%)

Jewish 0.4% (0.5%)

Muslim 2.0% (1.6%)

Sikh 0.3% (0.2%)

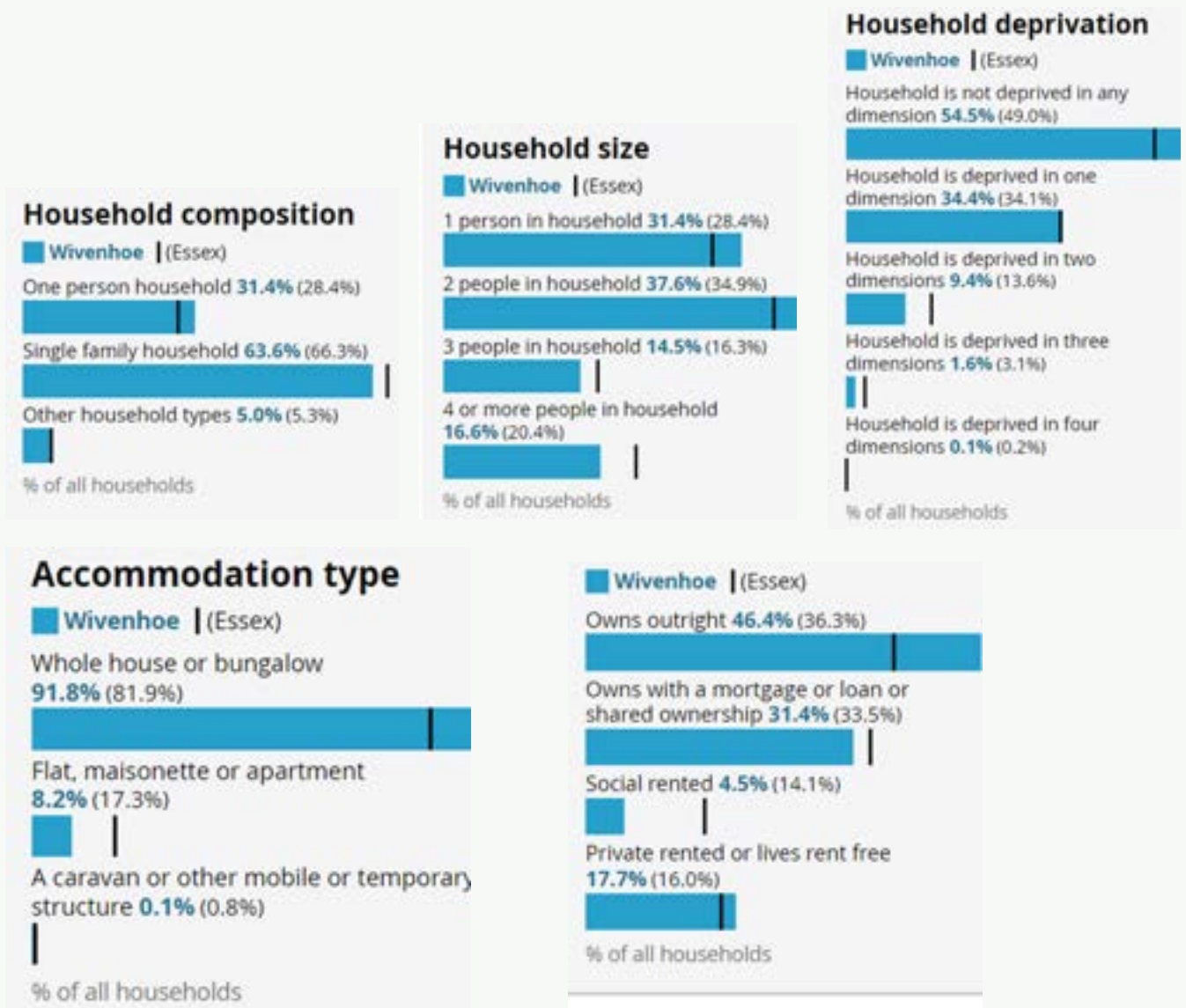
Other religion 0.7% (0.5%)

Not answered 9.0% (5.7%)

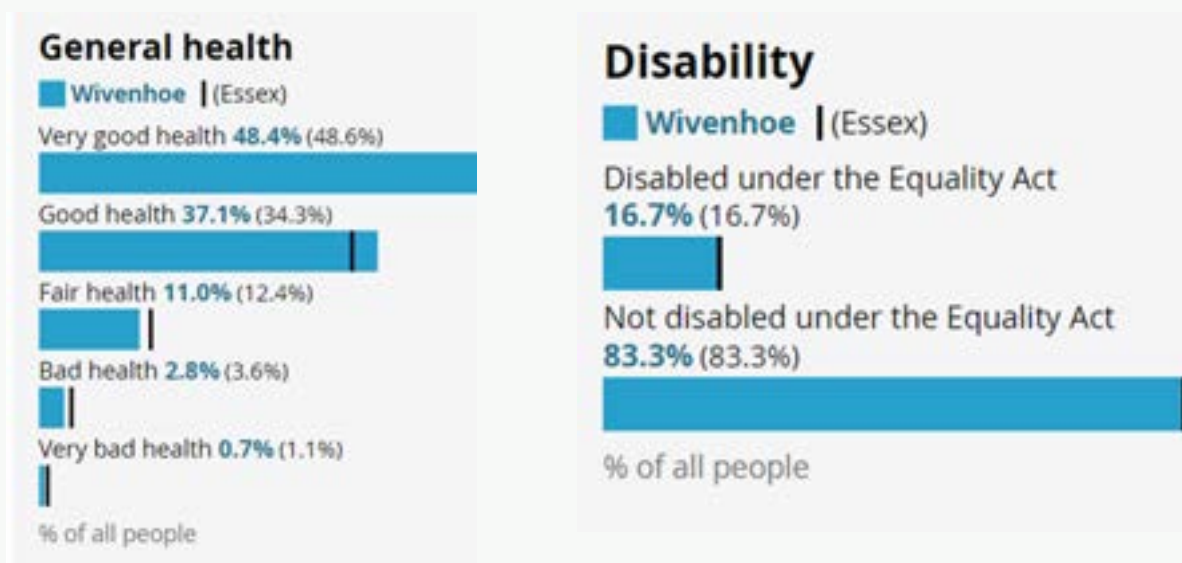
% of all people

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Housing:



Health and Wellbeing



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Employment and Education



Image: Wivenhoe and the River Colne

Community Organisations in Wivenhoe

Wivenhoe Helping Hands (non profit help scheme providing transport)	Wivenhoe Community Trust
Wivenhoe Society	Wivenhoe Town Cricket Club
WivGigs	The Music Mix
Wivenhoe Allotments and Gardens Association	Wivenhoe Players
Wivenhoe Housing Trust	Wivenhoe Pantomime group
Wivenhoe Town Football Club	Wivenhoe & District Sporting Facilities Trust
Wivenhoe Sailing Club	Wivenhoe Tennis Club
Wivenhoe Bible Society	Touchstone Folk Dance Club
Wivenhoe Dementia Support group	Colne Community Radio (not for profit)

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Other Assets

Wivenhoe Youth Hub	Wivenhoe Cemetery
Chapel Museum	Wivenhoe Fire Station
Wivenhoe Rowhedge Ferry	The Sentinel Art Gallery
Wivenhoe Good Shed (aka the Engine Shed)	Wivenhoe Library
Wivenhoe Quay, wet dock and pontoon	Broadlane Sports Ground
Skate Park	Moving Image Cinema
William Loveless Hall	The Colne Social Club

Annual Events

- Wivenhoe Town Regatta
- The Great Wivenhoe Raft Race
- The Great Wivenhoe Paddleboard Race
- The Great Wivenhoe Pram Race
- Wivenhoe's Moving Image Film Festival
- Annual Christmas Lights Festival



Image: Wivenhoe Town Regatta Pram race 2024

Wivenhoe Town Council

- Denise Burke is the Town Council Mayor (keen interest in planning and local plans)
- 13 councillors on the Town Council
- Community Grant Fund, organises community days at the William Loveless Hall
- Parish Precept 2023/34 is £138.41 (Band D)
- Expenditure budget for 2023/34 or £480,840

Colchester City Councillors

- Mark Cory (Lib Dems)
- Andrea Luxford Vaughan (Lib Dems)
- Sean Kelly (Lib Dems)

Greenstead (Colchester Ward West of TCBGC)



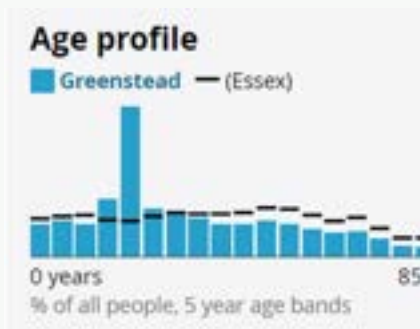
Population

14,700

Number of households

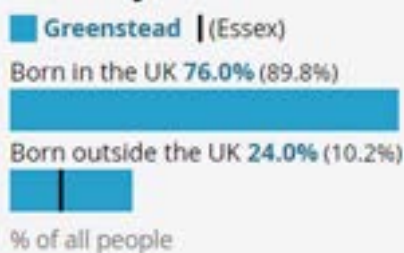
5,700
households

Age:

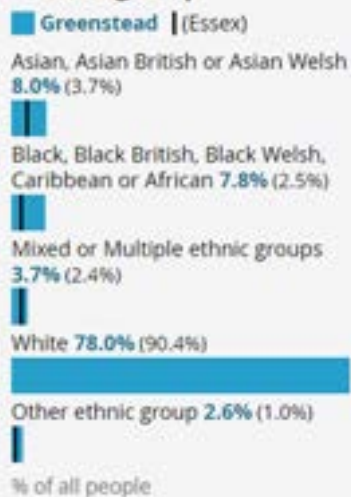


Ethnicity and Religion:

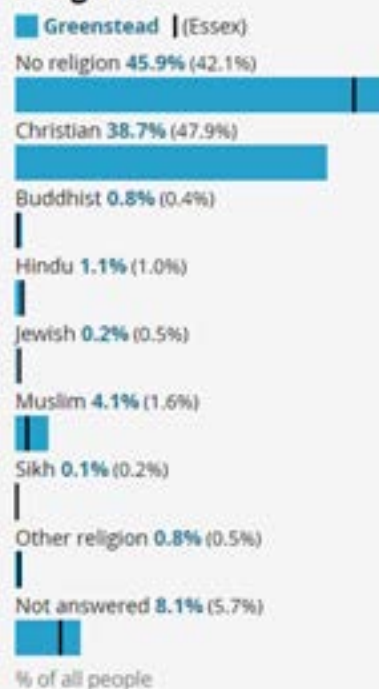
Country of birth



Ethnic group

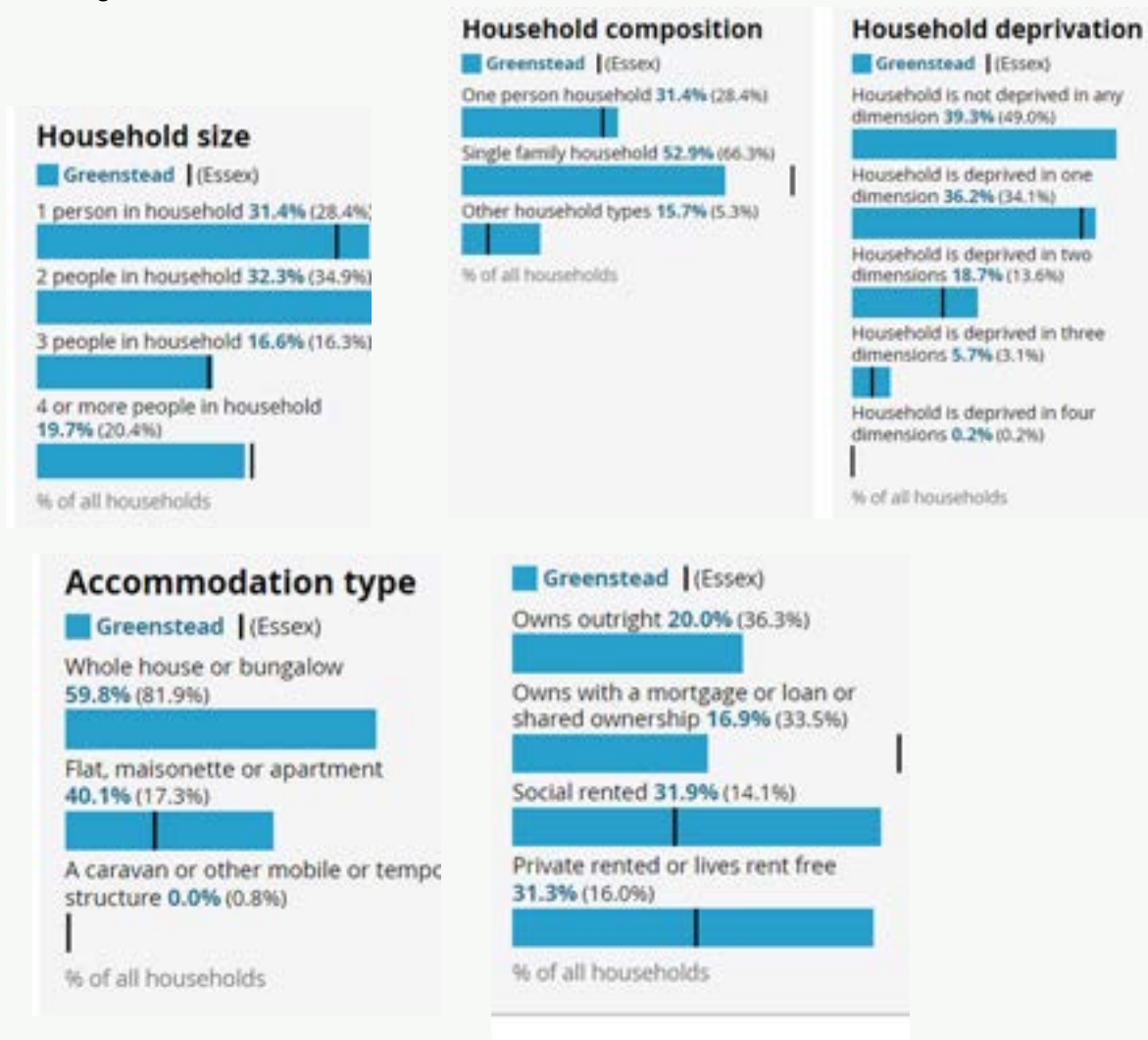


Religion

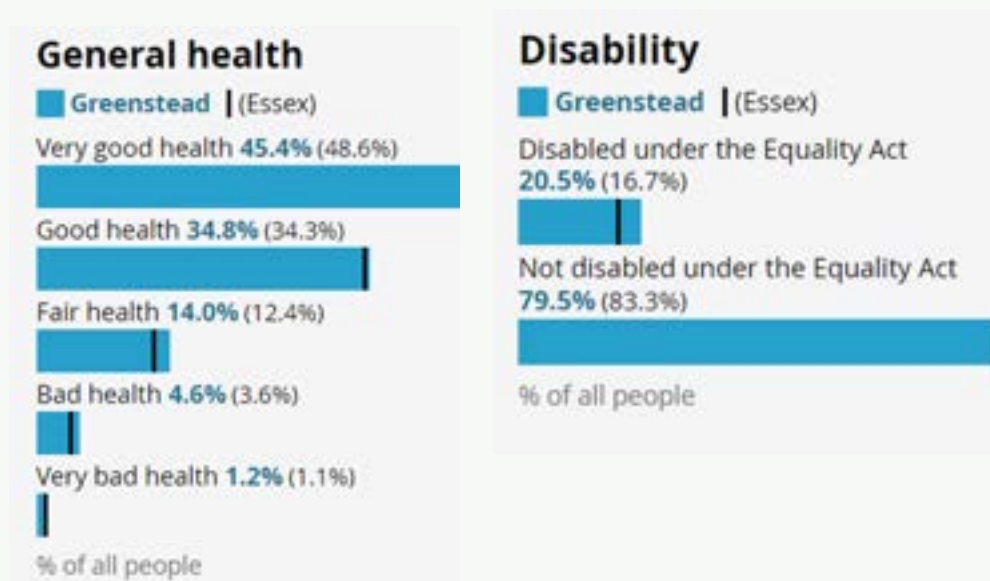


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Housing:

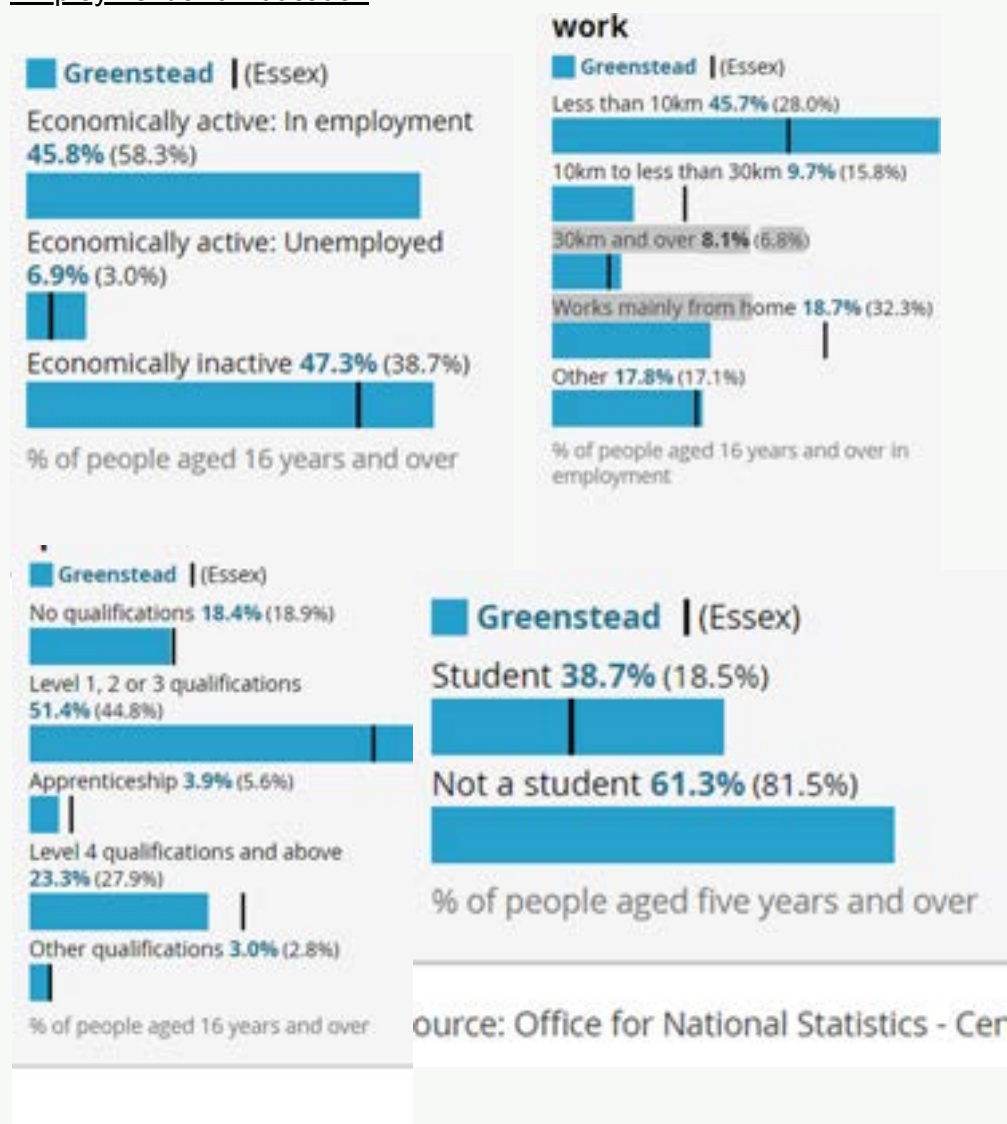


Health and Wellbeing



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Employment and Education



Community Organisations in Greensteads

Greenstead Community Centre	Centre (built in 2001) is a registered charity, run by two staff and a group of volunteers (Kelly's Kafe, Tots 2 Teens Baby Bank, Warm and Toastie Club, Clubbercise, British Sign language, Dance, Essex carers support group, Slimming world, Fibromyalgia support group, Karate, Yoga).
The Reanella Trust	a virtual learning course to young people in Greenstead around mental health, self-care, coping mechanisms etc.
Heart of Greenstead Scheme	part of the 18.2 million Town Deal Funding that Colchester City Council was awarded by the government in August 2022. The aim of the scheme is to provide improvements and opportunities to the area of Greenstead, making it a great place to live and work. The scheme will create a new multiuse community hub (an improved community centre, new doctors' surgery and pharmacy, a library, housing office, pre-school, community café, flexible community space). In addition, the scheme will create safer and more attractive public spaces, and up to 139 new affordable homes.
Essex Pedal Power	allows Greenstead residents to apply for a new, free bicycle and training
Greenstead Community Supermarket	allows residents with a small fee to shop once a week, open Thursday to Saturday 9.30am-12.30pm and is run by the Divine Assembly ministries and funded by Colchester city council, Essex County Council
Greenstead Association Social Club	
Greenstead Library	

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Image: Greenstead Community Centre and Welcome to Greenstead sign

Education

- Little Explorers Preschool (Greenstead Community Centre)
- Unity Primary Academy
- Colchester Academy
- Hazlemere School

Health

The Hawthorn Surgery

Places of Worship:

- Church of Pentecost (Greenstead Community Centre)
- Divine Assembly Ministries (led by Nigerian pastors)
- Greenstead Evangelical Free Church (Gospel church)
- Elm Church Greenstead
- St Anne's Church (St Anne and St Matthew Parish Churches AKA Andy, Anne & Matt)
- Rev. Sue Howlett - Team Vicar & Pioneer Minister

Green Spaces:

- Greenstead Park
- Salary Brook Local Nature Reserve
- Hickory Avenue Playground
- Longridge Playground

Transport

Bus Service S4 and 1A (First Essex) to Colchester City Centre

Hythe Train station (close by)

Colchester City Councillors

- Elizabeth Alake-Akinyemi (a church pastor and runs the Community supermarket - Labour)
- Julie Young (Labour)
- Tim Young (Labour)

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St Anne's and St John's (Colchester Ward North West of TCBGC)

Area map



Population

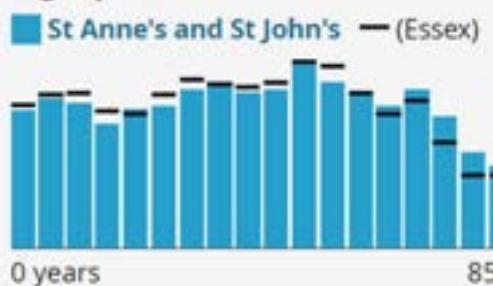
10,800
people

Number of households

4,500
households

Age and Gender:

Age profile



Sex

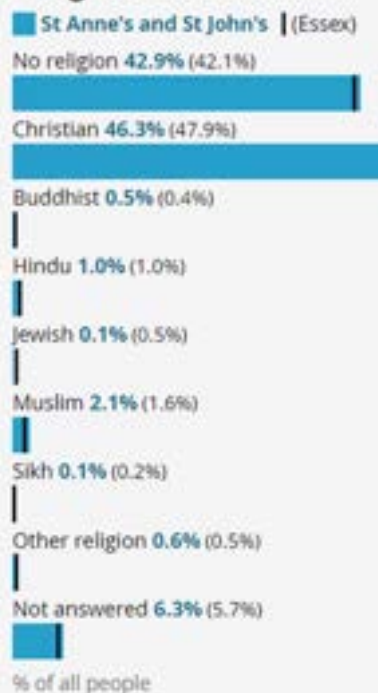


Ethnicity and Religion:

Country of birth

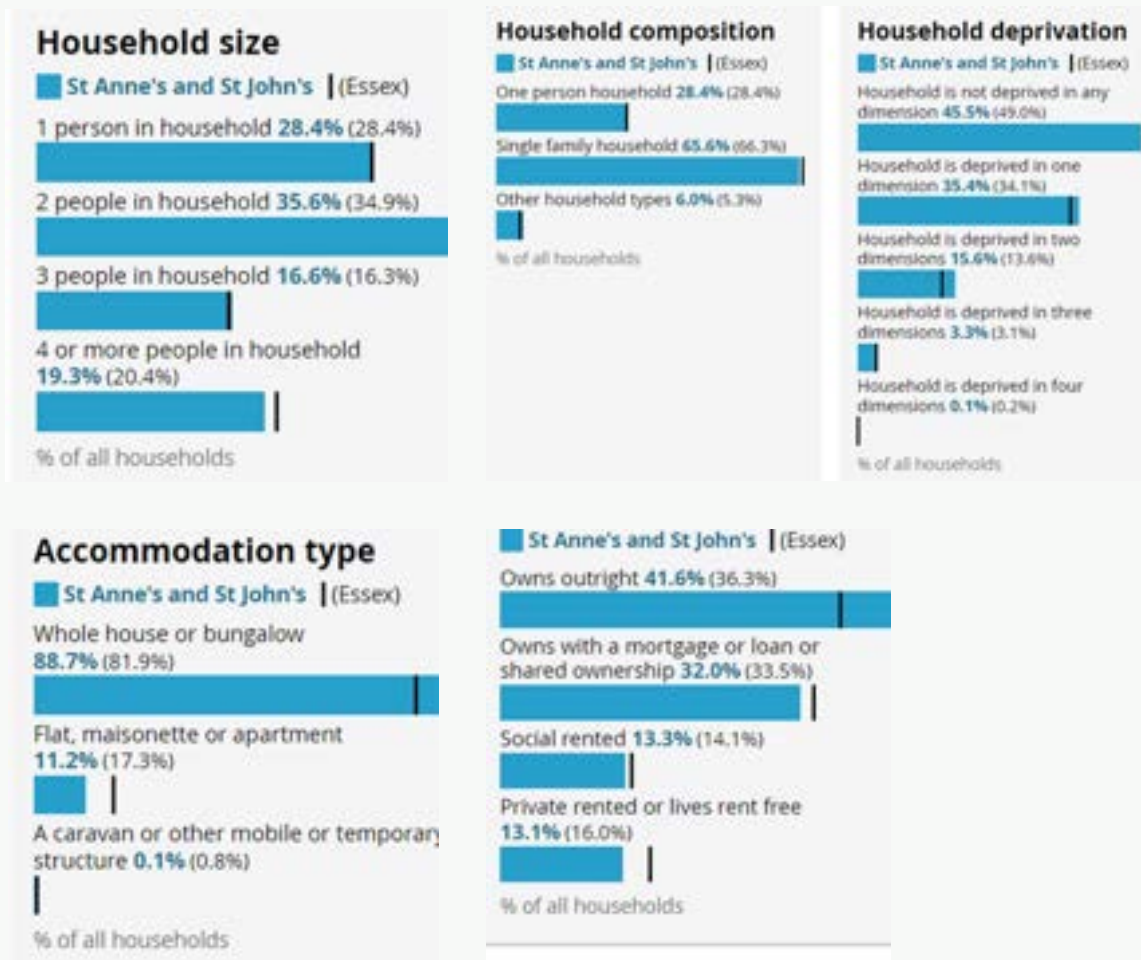


Religion

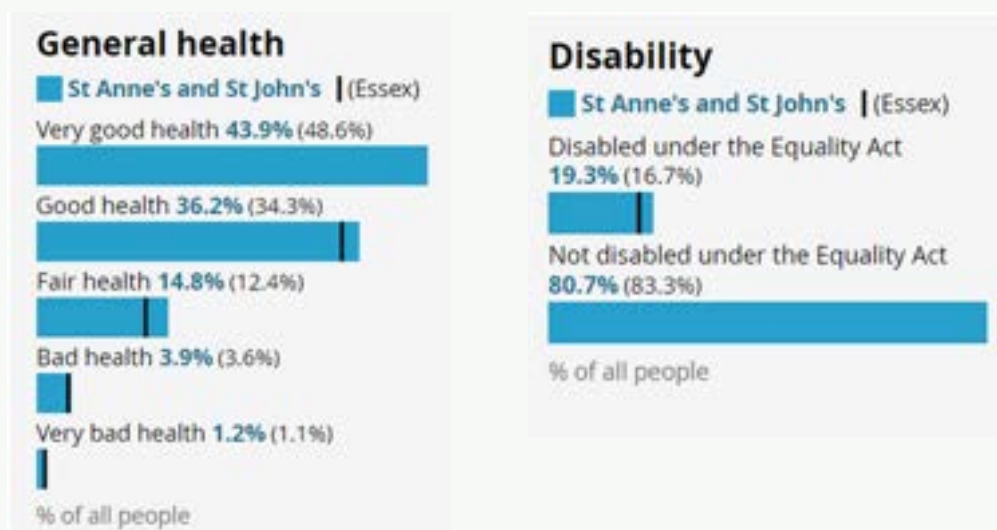


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Housing:

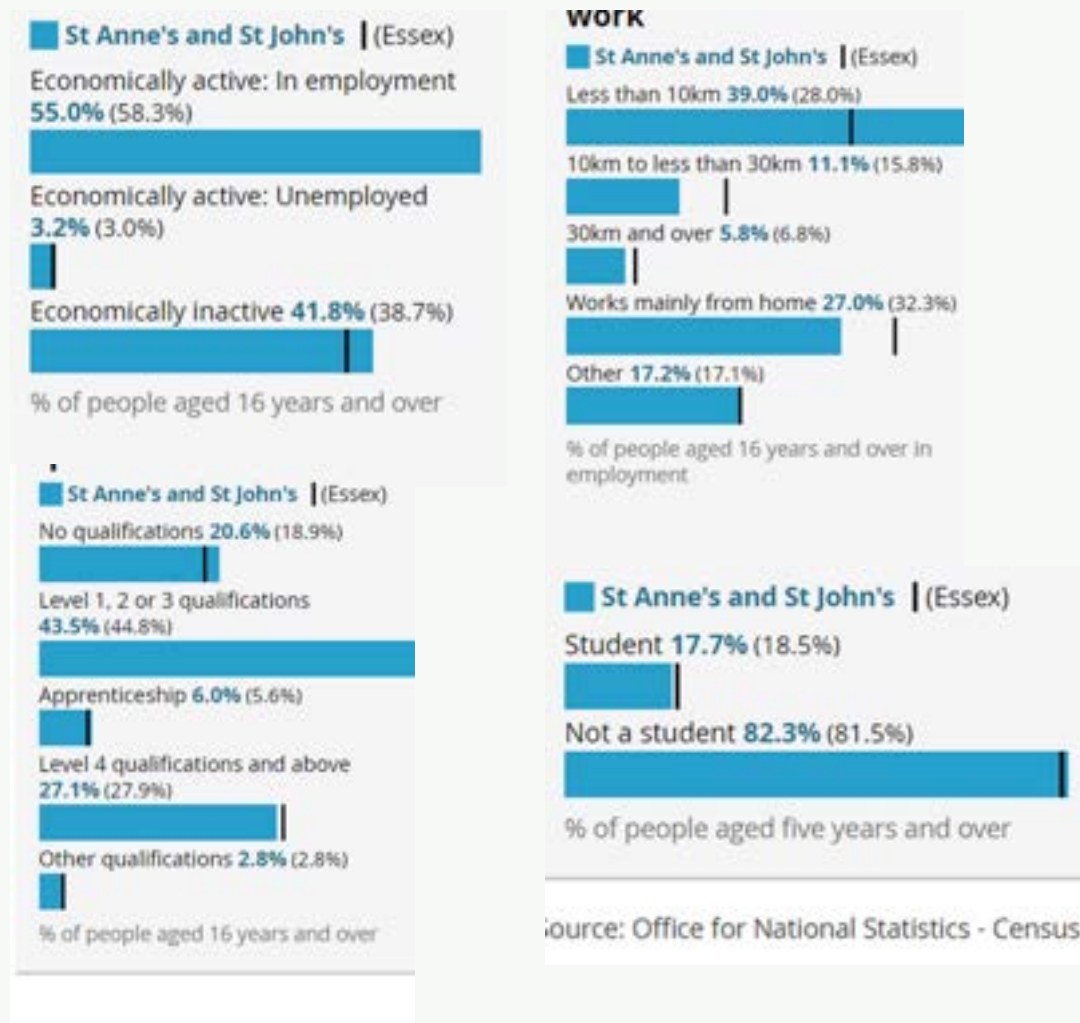


Health and Wellbeing



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Employment and Education



Community Organisations in St Anne's and St John's

St John's Church Community Centre	Indoor Bowls, The Shed Project, Kids & Youth group, Messy Church, Refresh café, Young Families, Thursday Generation, Community Choir
The Oak Tree Centre and Acord Hall	Theatre Train, Essex Boys and Girls Clubs, Food bank, Dance, stay and play, Pilates, Annual family fun day
St John's and Highwoods Community Centre	Squirrel's Preschool, baby & toddler group, phonics, latin workout, body & soul, ECML academy choir, different strokes group, line dancing, lunch club, Bridge club, strollercise, carpet bowls, coffee and chat, brass band, women's institute, breathe easy, narcotics anonymous

Health

Day Lewis Pharmacy

Education

- Roach Vale Primary school
- Friar's Grove Primary school
- St John's Church of England Voluntary controlled Primary school
- Humpty Dumpty Pre-school

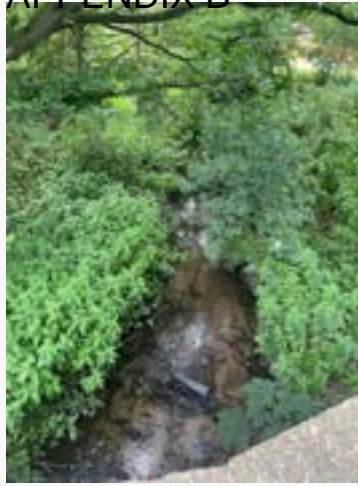


Image: Salary Brook Nature Reserve

Places of Worship:

- St John's Church (St Andrew, St Anne, and St Matthew Parish Churches AKA Andy, Anne & Matt)
'Three Buildings, One Church'- Rev. Viv Whitfield
- St Luke's Church (St John's & Highwoods Community Centre)

Green Spaces:

- St John's Playing field
- Elizabeth Close Playground
- Sioux Close Playground
- Highwoods Country Park

Other Assets

Barnardo's Children Centre

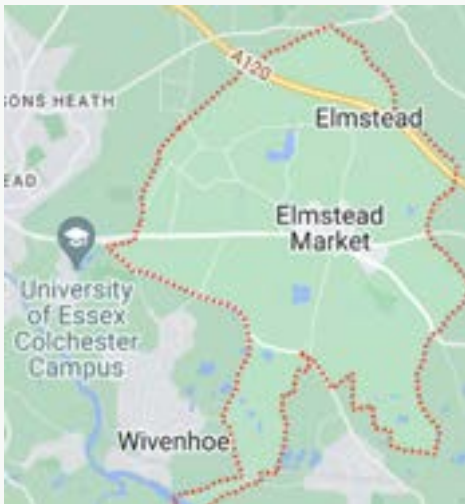
Transport

2, 8, 61 and 65 Bus route.

Colchester City Councillors

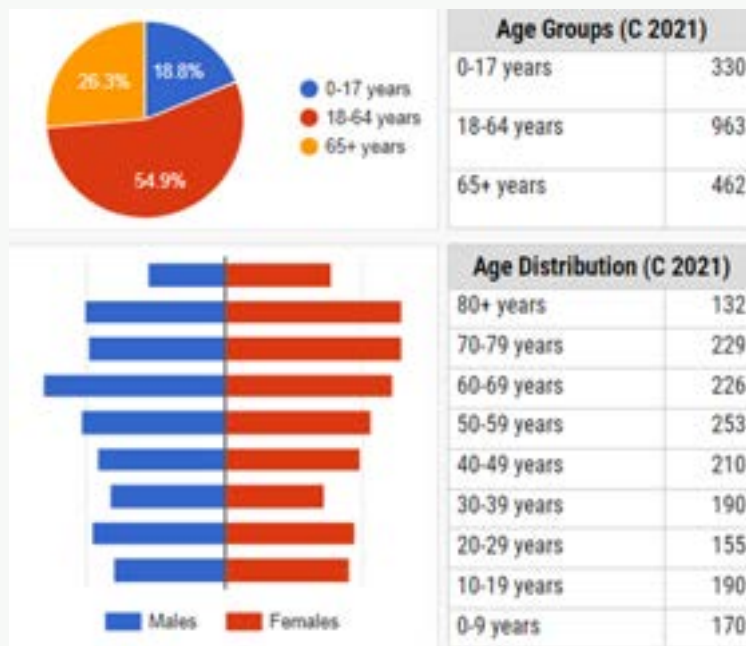
- Paul Smith (Lib Dems)
- Natalie Sommers (Lib Dems)
- Catherine Spindler (Lib Dems).

Elmstead Market, Tendring (East of TCBGC)

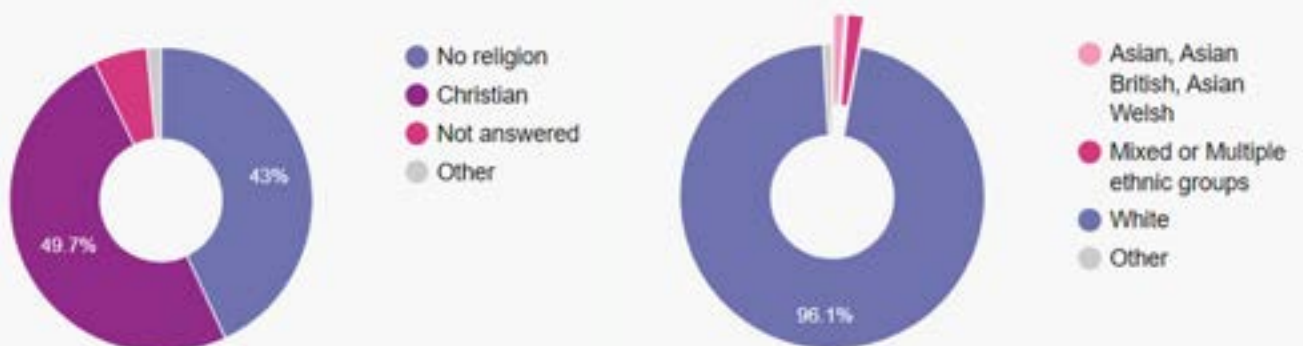


Population: 1989

Age and Gender:



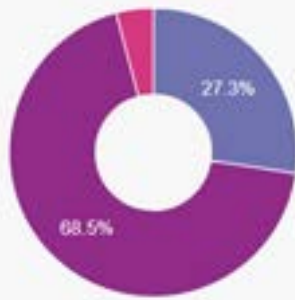
Ethnicity and Religion:



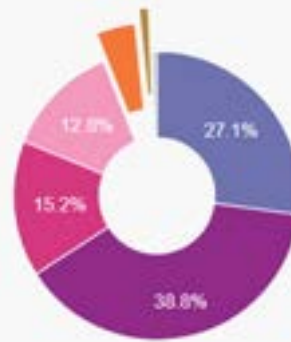
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Housing:

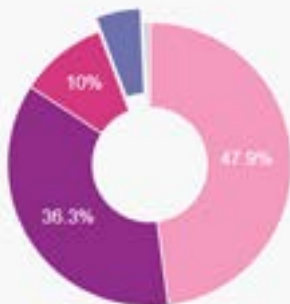
Household type



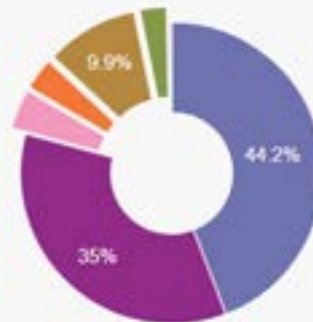
- One person household
- One family household
- Other household type



- 1 person
- 2 people
- 3 people
- 4 people
- 5 people
- 6 people
- Other

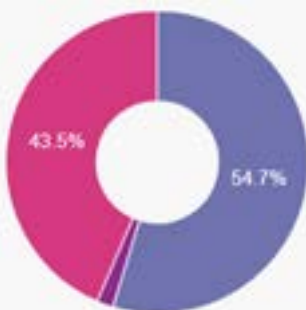


- Detached
- Semi-detached
- Terraced
- In a purpose-built block of flats or tenement
- Other

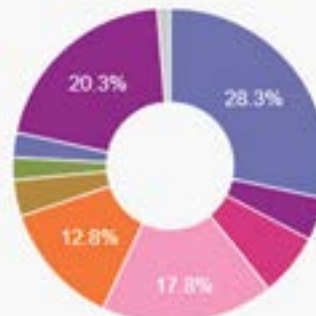


- Owns outright
- Owns with a mortgage or loan
- Rents from council
- Other social rented
- Private landlord
- Other private rented
- Other

Employment



- Economically active excl. full-time students
- Economically active and a full-time student
- Economically inactive



- Works mainly from home
- Less than 2km
- 2km to less than 5km
- 5km to less than 10km
- 10km to less than 20km
- 20km to less than 30km
- 30km to less than 40km

Community Organisations in Elmstead Market

Elmstead Market Community Hall Action Team	a community group dedicated to delivering a new community centre). Funding provided from Elmstead Parish council, a new community centre will be built on the Charity Field Site, opposite the current community centre. There are developer contributions from nearby Church Lane development, which will pay for new football pitches, MUGA, outdoor patio and car park.
Elmstead Market Parish Council	<ul style="list-style-type: none"> Chairman: Cllr. Adam Gladwin (Neighbourhood plan steering group, North Essex Garden Community working party, planning committee) 9 Cllrs and a clerk Responsible for governance of the village, including grass cutting, verges, Christmas tree and lights, waste collection, bus shelters, street lighting Events including Christmas Tree festival, Easter celebration, Halloween, Remembrance Day. Precept (Band D Council Tax)

Parish Precept

2022-23	£40,850	733.9	£55.66
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Image: Protect our buffer zone sign, and Beth Chatto Gardens

Health

Abbey Field Medical Centre

Education

- Market Field school (SEN school)
- Elmstead Primary school

Places of Worship:

- Elmstead Parish Church of St Anne and St Laurence
- Trinity Methodist Church

Green Spaces:

- Old school lane playground and playing field
- Elmstead Brook
- Dene Park
- Woodland Trust Wood
- Beth Chatto's Plants and Gardens

Transport

Bus routes 76 (Clacton- Colchester), 76X (University of Essex), 77 (Colchester), 721 (Thorrington)

Tendring District Councillors

- Cllr. Gary Scott (Leader of the Lib Dems)
- Cllr Ann Wiggins (Deputy Leader of the Lib Dems)
- Cllr Zoe Fairley (Conservative)

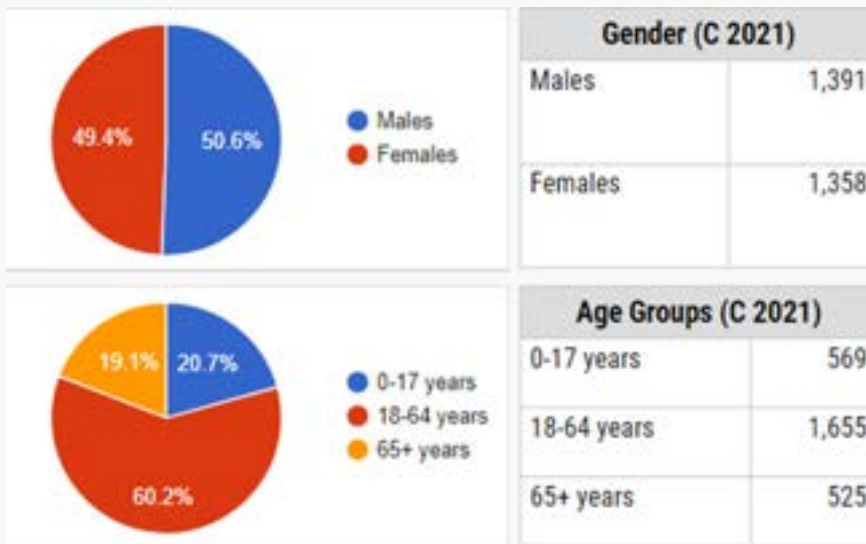
Crockleford Heath (part of TCBGC)



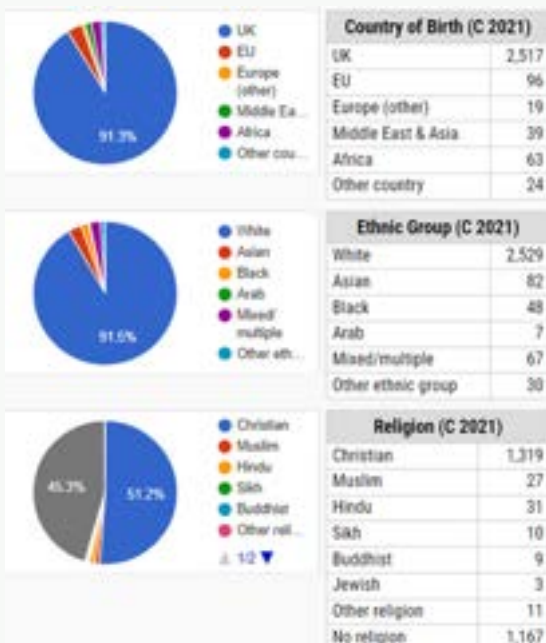
Crockleford Heath is a hamlet in the village (and Parish) of Ardleigh

The population of Ardleigh is 2700

Age and Gender:



Ethnicity and Religion:



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Image: Crockleford Heath home with plants for sale, and Blenheim Plants and Garden Centre

Community Groups

- Crockleford and Elmstead Action Group
- APACE (Ardleigh Practical Actions on Climate and Environment) – delivers free litter picking kits to every household, community litter picking days and other environmental initiatives
- Millenium Green Trust
- Ardleigh Matters
- Friends of Ardleigh Church
- Ardleigh Cricket Club

Annual Events

- Annual Horticultural Society show
- Kings and Queens of Ardleigh (Santa delivers gifts)
- Community Showcase
- Fun days/Big lunch on the Millenium green
- D-Day event

Ardleigh Parish Council

Year	Precept amount ^(a)	Tax base ^(b)	Band D Council Tax ^(c)
2022-23	£68,500	1,077.1	£63.60

- Ardleigh Parish is the epicentre of National Grid's Norwich to Tilbury proposals, which would surround the medieval village (Roman) with 50m high pylons, cabling and infrastructure
- The village (Crockleford Heath hamlet) will absorb 1,500 new homes from TCBGC. This is a big challenge for Ardleigh parish who want to protect the character of Crockleford Heath. They have concerns about traffic on Bromley road, loss of landscape and wildlife, the density of the housing, governance and stewardship, and neighbourhood planning.
- The parish deliver a community newspaper called 'The Ardleigh Advertiser' delivered by volunteers
- 11 Councillors
- Provide and maintain the play and exercise equipment, amenities and street furniture (noticeboards, bins, streetlights, benches, footpaths), tree surveys and maintenance
- Owns and is responsible for the cemetery, village hall and recreation ground
- Work in partnership to lobby/ support planning applications, highway issues, major infrastructure issues, future developments etc.

7. Conclusions

In reflecting upon the original aims and objectives of this community asset mapping exercise, it is clear that the surrounding communities that border the Tendring Colchester Borders Garden Community site are going to be significantly impacted by the development. The surrounding communities have obvious differences and disparities, such as the urban city ward of Greenstead where there are high levels of deprivation, to Wivenhoe a much more affluent small town. Consideration needs to be given to the unique needs of the different communities to ensure that any value and opportunities arising from the development are experienced proportionally and equitably.

As such, the new development presents a number of opportunities to improve the existing community facilities and infrastructure, as well as seek opportunities for integration between the new and existing communities from the earliest opportunity. This is particularly true for Crockleford Heath, a hamlet where there is an existing community identity and voice, which will be more directly related to and connected with the development.

It is clear from the vision of Tendring Colchester Borders that the development intends to create something very special, playing to the strengths and opportunities of the location, bringing in some best practice and new ideas to provide social, economic, and environmental benefits to both the new and existing communities.

Given the strong ambition to create a sustainable, healthy, and active community there is a need to improve connectivity between the different areas through active travel measures to encourage movement and integration. Although there are good public transport links the delivery of the Rapid Transit System should help to alleviate some of the pressures on congestion. The new employment land and Knowledge gateway will provide local opportunities for employment, skills and training, as well as possible partnerships with Essex University.

Next Steps

A high-quality stewardship and placemaking brief researched and developed as part of the planning and design process for the proposed development, and subsequently implemented from first occupation, will be a key feature and tool to deliver on the Tendring Colchester Borders Garden Community vision. Such a strategy would provide the governance and management structure to support the long-term management arrangements of the public open space, play areas and community facilities, as well as deliver practical community engagement and development work to create a strong sense of community and encourage community cohesion. Careful consideration needs to be given to ensure integration between the new and existing communities is possible at the earliest opportunity.

COUNCIL

20 MAY 2025

REFERENCE FROM CABINET

A.4 ADOPTION OF A CRIME AND DISORDER REDUCTION STRATEGY 2025 – 2028

(Report prepared by Ian Ford)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

The Council is asked to consider the recommendation submitted to it by the Cabinet in respect of the adoption of a Crime and Disorder Reduction Strategy for 2025 - 2028.

EXECUTIVE SUMMARY

At its meeting held on 11 April 2025 (Minute 159 refers), the Cabinet had considered a report of the report of the Assets and Community Safety Portfolio Holder (A.1) which had presented to Cabinet the Crime and Disorder Reduction Strategy 2025 - 2028 for its approval and for recommendation onto Full Council for adoption, as part of the Council's Policy Framework.

Cabinet had recalled that, at its meeting held on 21st October 2024, Cabinet had received a report by the Monitoring Officer issued under Section 5A of the Local Government and Housing Act 1989 in respect of the position in relation to this Council's historical omission regarding the formulation and implementation of a Crime and Disorder Strategy for the Council, as required under Sections 5 and 6 of the Crime and Disorder Act 1998.

Following on from that report a strategy had been prepared as part of the process to resolve that historical omission.

The Crime and Disorder Reduction Strategy 2025 – 2028 presented to Cabinet had set out the overarching framework for the Council and its partners in the Community Safety Partnership (CSP) to reduce crime and disorder by formalising the work that would be undertaken with the CSP and the Council's Community Safety Team over the next three years.

It had set out priorities for reducing crime and disorder and Anti-Social Behaviour (ASB), whilst protecting vulnerable people across the District of Tendring.

It had been reported to Cabinet that through working together, the CSP had achieved many successes in reducing crime and disorder and ASB, protecting those who were vulnerable and making the District safe and secure for residents, businesses and visitors.

As a community leader this Council could be proud of those achievements that had been possible only through partnership working. To build upon previous work and to understand the challenges that continued to arise this Council would continue its work with partners to ensure a safer District for its residents.

Members of the Cabinet had been informed that the strategy had been based upon a wide range of data and information, from public consultation to crime and disorder information that had been brought together in an annual Strategic Assessment. Through that assessment four key themes within the strategy, as set out below, had been identified that

had fed into the CSP priorities. It recognised the challenges facing children, young adults and families that had evolved and continued to do so. For example, criminal gangs were targeting children to move drugs in and out of towns and other areas, including in this District. This was a national issue, but all needed to be aware of criminal gangs, and to be able to spot the signs that children might be being targeted.

- 1. Tackling violence against women and girls was at the forefront of the CSP's agenda and reflected the Government's priority in tackling this issue, following the tragic deaths of Sarah Everard, Balvinder Gahir, Bibaa Henry, Nicole Smallman and Julia James, and an increase in reports of domestic abuse.*
- 2. An ambition to increase support for victims and survivors, increase the number of perpetrators brought to justice and reduce the prevalence of violence against women and girls.*
- 3. To work in partnership across the CSP & Health and Wellbeing Board and with partners and communities to achieve progress on our priorities during the lifetime of this strategy and seek to bring about real change for residents and visitors to Tendring.*
- 4. The CSP brings the opportunity for organisations and groups to come together to improve crime and disorder and ASB in Tendring and create an environment where people and communities can flourish, the CSP remains committed to making Tendring safe.*

Cabinet had been informed that the Strategy had been considered by the Community Leadership Overview and Scrutiny Committee at its meeting held on 28th January 2025. That Committee had resolved:-

- (a) the Crime and Disorder Strategy presented to the Committee be supported and Cabinet advised of this support for delivery by the appropriate partners including Essex Police;*
- (b) the Committee -*
 - (i) commends the Strategy authors for ensuring that the language and format and use of graphics to create what is an accessible document for most readers;*
 - (ii) urges the Cabinet to ensure that all reasonable and appropriate steps are taken to care for the health, safety and wellbeing of all staff involved in enforcement activities and community safety;*
 - (iii) recognises the increasing levels of violence against the person, shoplifting, possession of weapons, personal robbery, hate crime and domestic abuse and the need for robust action to address these growing crime problems in the District;*
 - (iv) urges the Community Safety Partnership to adopt, as a priority, the need to educate and encourage confidence in the reporting of crime by the public and business managers to reduce significantly the current levels of under reporting by victims; and*
 - (v) expresses its concern for delivery of the priorities on the basis of the plans announced on the day of the meeting for all 99 PCSOs in Essex to be made redundant.*

The Portfolio Holder for Assets & Community Safety's formal response to the Comments/Recommendations put forward by the Community Leadership Overview and Scrutiny Committee held on 28 January 2025 had been as follows:-

"The Portfolio Holder for Assets and Community Safety agrees the recommendations and comments of the Community Leadership Overview and Scrutiny Committee in relation to (a) and (b) (i – iv). In relation to (b) (v) I note that the Police, Fire and Crime Commissioner has revised the budget and that the PCSO's are set to continue in their roles, subject to the Home Office approving the Neighbourhood Policing Guarantee Funding."

Cabinet had RESOLVED *"that Cabinet –*

- (a) notes the success of the Community Safety Partnership to date and the outcome of consultation and engagement with the Partnership and its constituent members in respect of the proposed Crime and Disorder Reduction Strategy 2025-28;*
- (b) notes the individual recommendations from the Community Leaderships Overview and Scrutiny Committee meeting held on 28th January 2025, and endorses the Portfolio Holder's responses to those five recommendations;*
- (c) notes the findings of the assessment to inform the Crime and Safety Partnership's four priorities for the District of Tendring and agrees that these priorities, as set out below, should form the Council's strategic priorities;*
 - 1. Tackling ASB and the root causes of ASB*
 - 2. High Harm Violence (with a focus on Violence Against Women and Girls (VAWG) and Domestic Abuse)*
 - 3. Drug and knife enabled Serious Violence (Gangs and County Lines)*
 - 4. Emerging threats and Trends (i.e. Shoplifting, Vehicle Crime, Arson & Criminal Damage)*
- (d) approves the Crime and Disorder Reduction Strategy 2025 – 2028, as set out in Appendix A, in accordance with Section 6 of the Crime and Disorder Act 1998, for recommendation onto Full Council for adoption as part of the Council's Policy Framework."*

Resolution (d) above is pertinent to this report.

A copy of the published Assets and Community Safety Portfolio Holder's report (and its appendices) to the Cabinet meeting held on 11 April 2025 is attached to this report.

RECOMMENDATIONS

That Council, having considered this reference report from Cabinet, approves and adopts the Crime and Disorder Reduction Strategy for 2025 - 2028), as set out in Appendix A hereto.

MONITORING OFFICER'S ADVICE

The Council's Policy Framework as set out in Article 4 of the Council's Constitution means those statutory policies and plans which must be approved or adopted by the full Council

and includes the Crime and Disorder Reduction Strategy (Sections 5 and 6 of the Crime and Disorder Act 1998). Consequently, Council is required to adopt the Strategy to ensure it is complying with its statutory responsibilities, as highlighted in the previous reports to Cabinet.

Cabinet and Council will need to ensure that the Strategy is formally reviewed and decided upon prior to its expiry in 2028, this is particularly important should Local Government Reorganisation proceed with a Vesting Day in May 2028.

BACKGROUND PAPERS FOR THE DECISION

Published Minutes of the meeting of the Cabinet held on 11 April 2025.

APPENDICES

APPENDIX A = Crime and Disorder Reduction Strategy 2025 - 2028 for adoption

APPENDIX B = Published A.1 Report of the Assets and Community Safety Portfolio Holder for the meeting of the Cabinet held on 11 April 2025

APPENDIX C = Assessment

Crime and Disorder Reduction Strategy 2025 - 2028



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Foreword

Tendring District Council in collaboration with the Community Safety Partnership (CSP) is pleased to present our Crime and Disorder Reduction Strategy for 2025 – 2028. It sets out our priorities for reducing crime and disorder and Anti-Social Behaviour (ASB), whilst protecting vulnerable people across Tendring over the coming three years.

Through working together, the CSP has achieved many successes in reducing crime, disorder and ASB, protecting those who are vulnerable and making Tendring safe and secure for residents, businesses and visitors. We are proud of these achievements but know that more needs to be done to make Tendring safer.

As a CSP, we recognise that the challenges facing our children, young adults and families have evolved and continue to do so. For example, criminal gangs are targeting children to move drugs in and out of towns and other areas, including in Tendring. This is a national issue, but we need to be aware of criminal gangs, and to be able to spot the signs that our children may be being targeted.

Tackling violence against women and girls is a top priority for the Central Government. This follows the tragic deaths of Sarah Everard, Balvinder Gahir, Bibaa Henry, Nicole Smallman and Julia James, and an increase in reports of domestic abuse. Tackling violence against women and girls is also forefront of the CSP's agenda. Our ambition is to increase support for victims and survivors, increase the number of perpetrators brought to justice and reduce the prevalence of violence against women and girls.

We will work in partnership across the CSP & Health and Wellbeing Board and with our partners and communities to achieve progress on our priorities during the lifetime of this strategy and seek to bring about real change for residents and visitors to Tendring. The Council and the CSP bring the opportunity for organisations and groups to come together to tackle crime and disorder and ASB in Tendring and create an environment where people and communities can flourish, the CSP remains committed to making Tendring safe.



Councillor Peter Kotz

Cabinet Member for Assets and Community Safety at Tendring District Council.

Chair of Tendring Community Safety and Health and Wellbeing Board.



Introduction

The Crime and Disorder Reduction Strategy 2025 – 2028 sets out the vision of Tendring District Council and the Community Safety Partnership and how it aims to work with others, to deliver community safety outcomes for the residents of the District.

This strategy supports the work of the partnership in understanding the patterns and trends relating to crime and disorder, anti-social behaviour and community safety issues in the District, enabling it to respond to its strategic priorities, ensuring focus and the appropriate allocation of resources to tackle the crime and anti-social behaviour having the most impact on our residents, visitors and businesses.

Collaborating with our partners is crucial in delivering our aims and this strategy sets out the range of responsibilities and governance by which we will ensure effective delivery.

Whilst this strategy outlines the priorities for the coming three years and it is not envisaged for these to vary significantly during this time, the partnership will undertake an annual strategic assessment, looking at data, patterns and trends to provide assurance that the strategy remains focused on the key issues and fit for purpose.

It is an ambitious strategy that confronts difficult issues that cannot be resolved by any single agency, including serious violence and knife crime, drugs and gangs, domestic abuse, the criminal exploitation of young children, young people and vulnerable adults, modern slavery and hate crime and the impact of these on our local communities, town centres and businesses.



The Tendring District

Tendring forms part of the North Local Policing Area (LPA). This area also includes Maldon, Braintree, Uttlesford, Colchester and Chelmsford.

The Tendring District has many geographic, demographic and economic characteristics that make it distinctive from other areas.

Tendring enjoys over 36 miles of coastline, award-winning sandy beaches, numerous coastal towns providing everything from the traditional pleasures of the seaside to maritime heritage, a variety of beautiful and picturesque villages and one of the busiest harbours in Europe. Our coastal geography is our greatest asset but also presents us with difficult and expensive management issues.

A large majority of people living in Tendring consider it a good place to live, which is reflected in the number of individuals who have decided to retire to the area. A very high proportion of our residents are over the age of 65. Overall population is growing rapidly and is predicted to grow from 146,000 in 2009 to 170,000 by 2026.

The Tendring District has the highest percentage of residents aged 65 and over in Essex (29.5%), 9% higher than the Essex average (20.5%). The proportion of Children and Young People aged 0-15 (16.5%) and 16-64 years olds (53.9%) are lower than the Essex average (18.9%, and 60.6%). This is also the lowest percentage of 16 to 64-year olds (working age) in the county.

The population count at the 2021 Census was 148,300.

The largest town in the Tendring district is Clacton-on-Sea, with a population of over 53,000.



The partnership works with a range of other agencies, housing providers and voluntary sector organisations with a common interest in promoting community safety and within other partnership arrangements to influence and shape services and resources in the District.

This strategy and the aims, ambitions and priorities contained within will be used to form a delivery plan which is reviewed annually to ensure the partnership responds to any emerging trends and risks to combat the perception, threat and consequences of crime and anti-social behaviour and the impact of these on our residents.

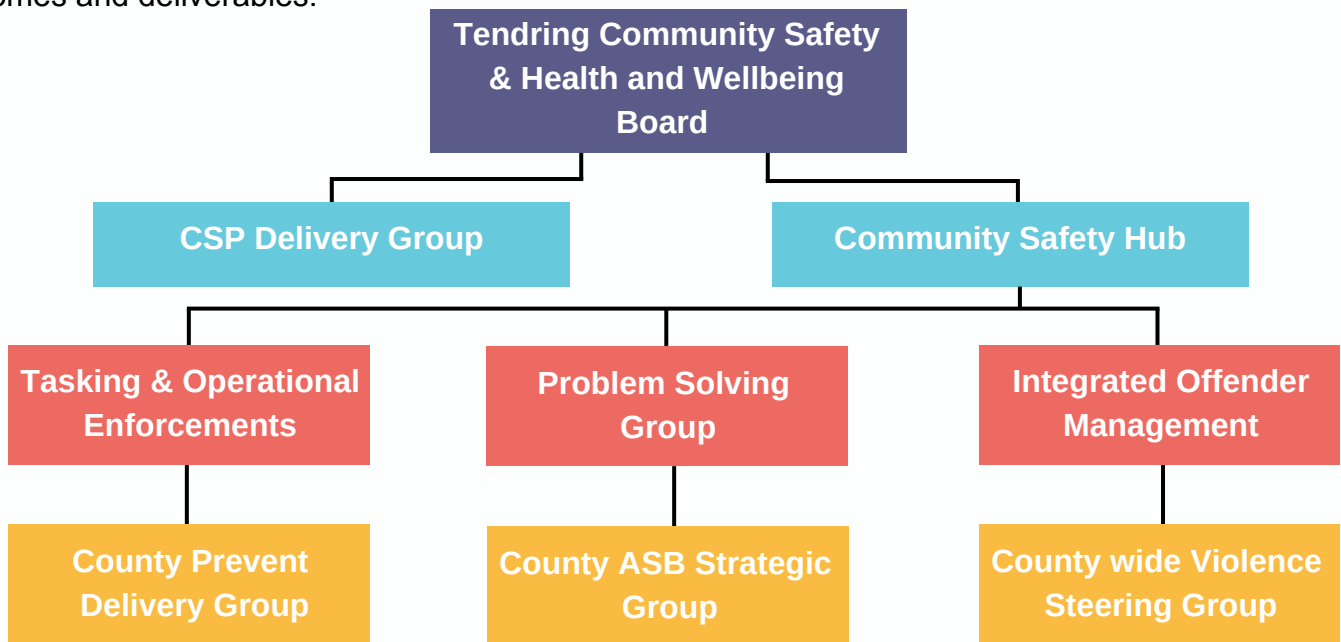


Purpose And Aims

This Crime and Disorder Reduction Strategy is the strategy of Tendring District Council and the Tendring Community Safety Partnership, it sets out our ambitions for the partnership and the district and our strategic priorities. It details the outcomes we wish to achieve, the approach we will take to deliver them and resources. It outlines the range of responsibilities and priorities and is an important tool to help focus our effort and resources on the right things.

Structure And Governance

The structure and governance arrangements are designed to offer a strong approach to partnership working, providing opportunities for agencies to work together to focus on established strategic priorities, outcomes and deliverables:



Community Safety Partnership Ambitions

People – We want Tendring to be a place where people feel safe, where local communities are aware of abuse, harm and exploitation and are confident to raise their concerns with local agencies, preventing themselves and others becoming victims of crime.

Place – We want Tendring to offer a high quality of life for all residents through attractive, liveable, accessible and safe neighbourhoods and towns and will work together to protect geographical locations where crime and anti-social behaviour occurs, using all available tools and powers to create community reassurance and reduce the fear of crime. This strategy aligns the key themes and ambitions of the District's 'Our Vision' Corporate Plan 2024 – 2028 and those of the Essex Police Fire and Crime Commissioner.



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"Listening to and delivering for our residents and businesses"



The strategy also aligns to the Changing Futures Strategy (Essex County Council Strategy), which focuses on supporting adults in contact with the criminal justice system, as well as homelessness, mental ill-health and substance misuse issues.

We will focus our efforts and resources on four strategic priorities for community safety. These priorities are based upon the annual strategic assessment of crime and disorder issues across the District and reflect outcomes from public consultation and legislative requirements and the alignment of the strategy with other agencies priorities.

The CSP's priorities are as follows:

- Tackling ASB and the root causes of ASB
- High Harm Violence (with a focus on Violence Against Women and Girls and Domestic Abuse)
- Drug and knife enabled Serious Violence (Gangs and County Lines)
- Emerging threats and Trends such as Shoplifting, Vehicle Crime, Arson & Criminal Damage

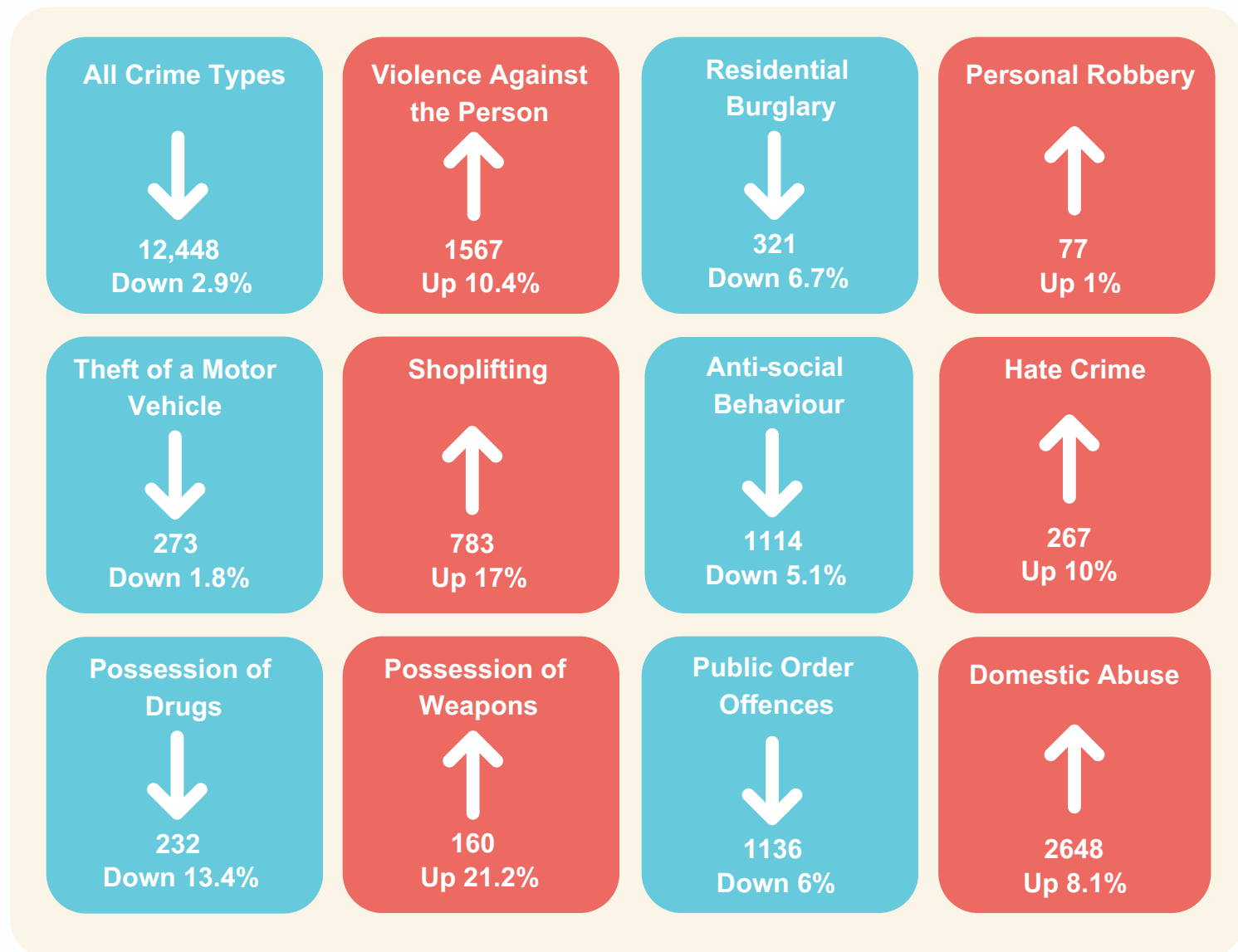
The partnership considers that focusing its efforts on these priorities will be the most effective use of resources.



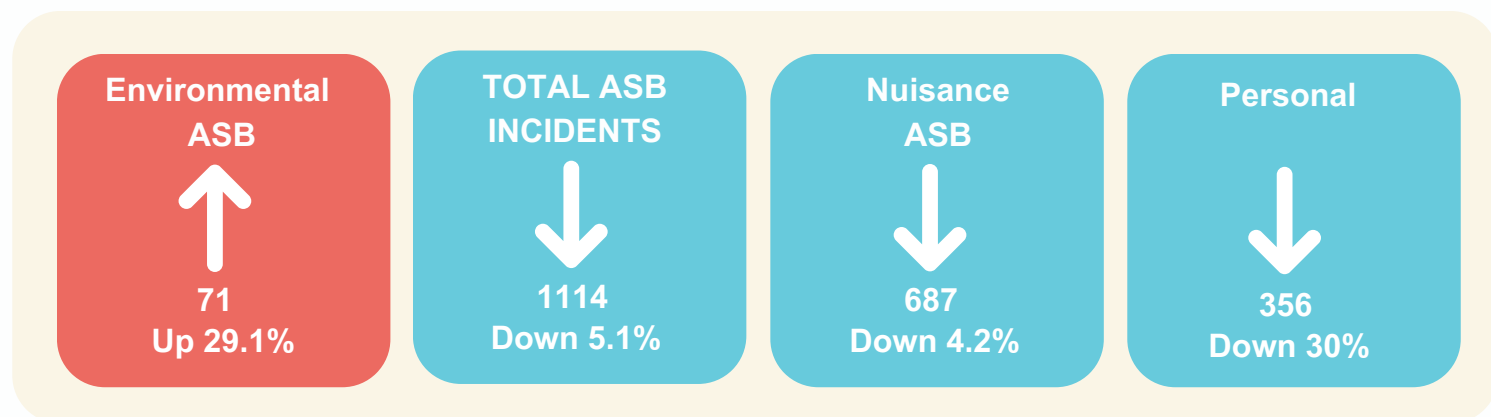
Reported Crime

Essex Police Reported Crime Data

Tendring District Between October 2023 – September 2024



Reported ASB



What Did Our Residents Say

In 2024 residents in the Tendring District said that:



87%

Feel safe in their local area during the day



55%

Feel safe in their local area after dark



56%

Feel that we are dealing with crime and antisocial behaviour in the district

CSP Priorities 2025

Tackling ASB
and the root
causes of ASB

High Harm
Violence (with a
focus on VAWG
and Domestic
Abuse)

Drug and knife
enabled Serious
Violence (Gangs
and County
Lines)

Emerging threats
and Trends (ie:
Shoplifting, Vehicle
Crime, Arson &
Criminal Damage)

What Success looks like



- Increase in perpetrators of drug related crimes being brought to justice
- Increase of people in drug and alcohol treatment services
- Increase in delivery of violence prevention programmes in schools
- Increase confidence in reporting

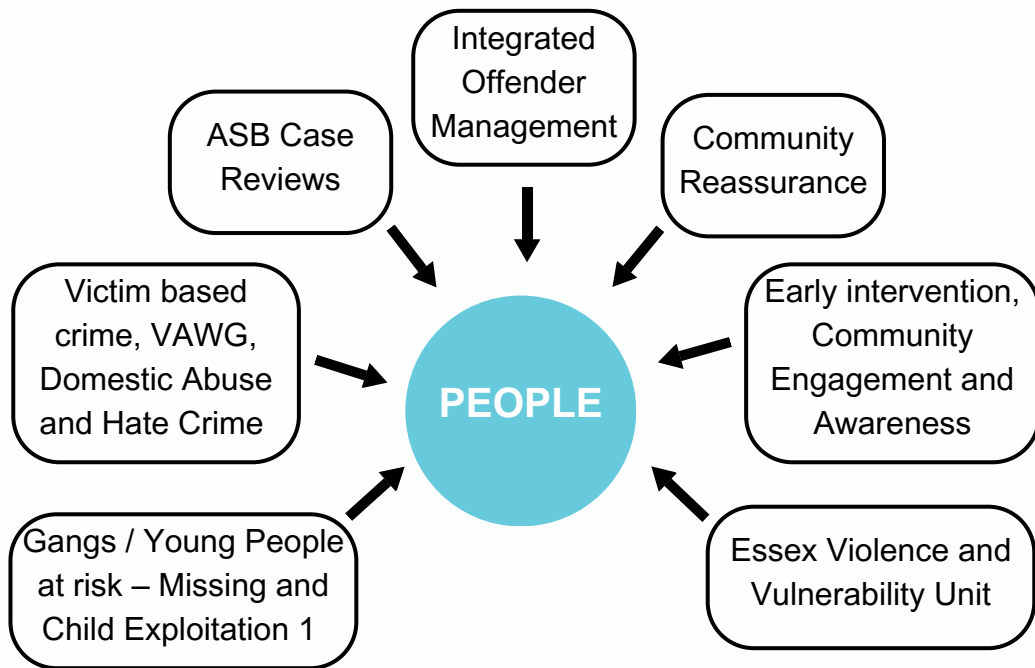


- Reduction in ASB
- Reduction in knife crime
- Reduction in violence with injury
- Reduction in repeat domestic abuse incidents (victim and perpetrator measures)
- Reduction in hate crime incidents
- Reductions in the proportion of people reporting they feel unsafe at night, in particular young people.

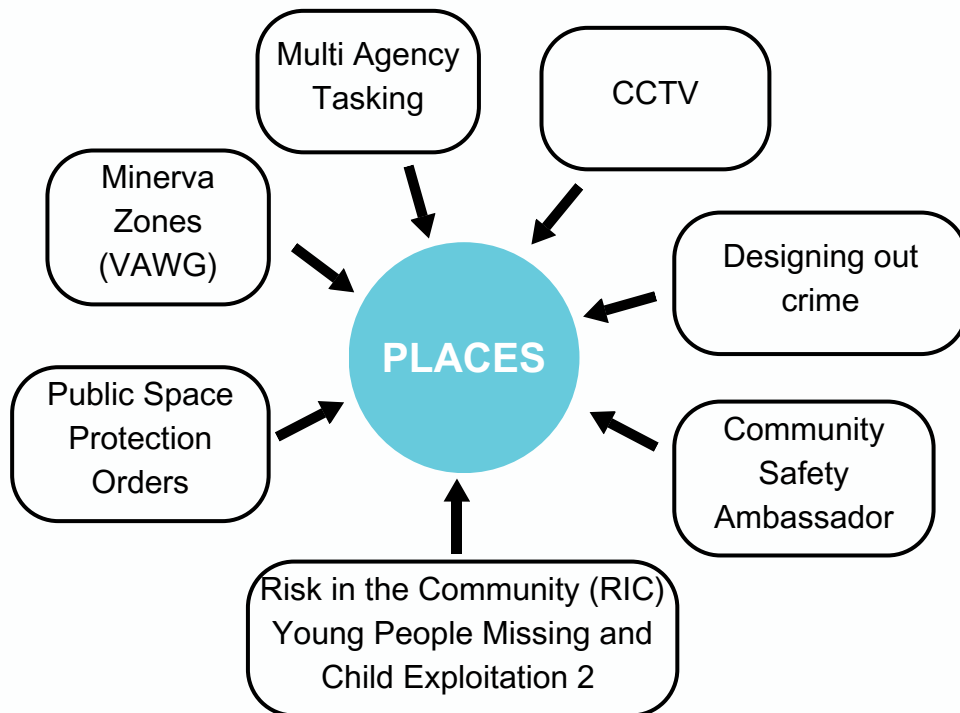


Delivery

The partnership will adopt range of approaches to focus efforts on protecting people and safeguarding them from abuse, exploitation and harm, particularly young people who are at risk of becoming involved in gangs and drug related crime and those who are victims of domestic abuse, hate crime and VAWG.



The partnership will work together to improve know hotspots locations and will provide partners to share information on areas of concern in respect of known and perceived risk in the community.





Priority One

Tackling ASB and the root causes of ASB (Including Hate Crime)

This priority will tackle anti-social issues across the district as well as targeting resources on those areas that are highlighted as hot-spots through the levels of ASB reported, or through noted increases. Our aim will be to reduce ASB, investigate the root cause of the behaviour and improve the confidence of residents and provide reassurance. This priority will also tackle Hate Crime across the District, our aim is to improve resident's knowledge of what a hate crime is, Improve access to reporting centres/ambassadors, provide confidence and reassurance to victims and communities.

What we will tackle:

We will take a joint problem solving approach in respect of those crimes that affect our residents and businesses the most including:



Anti-Social Behaviour - Managing the volume, problematic areas across the district. Utilising established operational models where appropriate (Op Dial, Op GRIP), investigating the root causes of anti-social behaviour.



Clacton on Sea Public Space Protection Order (PSPO) - Enforcing the PSPO in relation to prohibited activities.



Shoplifting - Working with Shoptsafe and Essex Police Business Crime Team to provide a system to connect retailers and licensed premises with security, local police and CCTV control. Using the latest Smart Radio and a secure information sharing app 'alert!' we enable businesses to share incidents instantly as a group to promote safer spaces for customers and staff alike.



Hate Crime - To protect residents and visitors from hate crime, ensuring victims and communities are aware of what hate crime is, and where and how it can be reported.

How we will do it:



Work in Partnership - Partners will work collaboratively to identify, assess and tackle high volume / high harm issues through a co-ordinated approach utilising crime prevention activities towards the people and places that experience high volume ASB or contribute most to the problem. Approaches and referrals can be coordinated through Fortnightly Tasking and / or Problem Solving Group.

Victims will have clear ways to report and be kept informed of their case, have access to support and be given the opportunity to choose restorative approaches to tackling ASB.



ASB Case Reviews (Community Trigger) - All partners will be encouraged to empower victims of ASB by informing them about their entitlement to start a ASB Case Review and provide a cohesive response.



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Intelligence Led Action - Through use of data analytical tools and partnership groups (such as Tasking or Problem Solving) to track and respond to local ASB trends in real time and provide local input to develop appropriate responses to concerns across the district. This can include development of intelligence packages to assist with targeting of resources and evaluating the success of initiatives.



Legislation - Through appropriate use of the powers within various Acts and guidance from the Home Office ASB principles, to ensure that all available remedies are considered including the use of Dispersal Orders, Community Protection Warnings, Community Protection Notices, ASB Case Reviews, Criminal Behaviour Orders, Public Space Protection Orders, Closure Orders and Injunctions, taking a balanced approach involving support from partner agencies and enforcement where necessary.



CCTV - Through ensuring the effective use of public space CCTV on targeted areas as determined by intelligence. Using Body Worn Video footage to aid prosecution where appropriate.



Intelligence and Evidence - Understand the profile of hate crime offenders, what works to address causes and impact on victims and communities. Work with Safer Essex and Essex Strategic Hate Crime Board to identify any learning and areas of development.



Education and Communication - Engage with primary and secondary schools offering hate crime educational resources through Essex County Fire and Rescue Service and Essex Police Joint Education Team.

Develop and promote partnership hate crime awareness materials and campaigns. Promote hate crime referrals to Restorative Justice Hub.



Training and Support - Develop and promote Hate Crime (HCA's) Ambassadors and Hate Incident Reporting Centres across the District (HIRC's).





Priority Two

High Harm (Emphasis on Domestic Abuse and VAWG)

Tendring Community Safety Partnership recognises that a significant number of men and boys also experience violent and abusive crimes that are captured within the cross-government Violence against Women and Girls Strategy. The CSP is committed to preventing all forms of gender based violence and addressing it wherever and however it occurs

What we will tackle:

We will take a joint problem solving approach to better protect those experiencing violent and abusive crimes.



Prepare - Intelligence between agencies is shared appropriately and effectively.



Prevent - Raise awareness through partnership campaigns, provide education to children and young people



Pursue - Use tools and powers (ASB Legislation) to keep women safe in public places. Work with partners to provide perpetrator interventions and work towards effective prosecutions.



Protect - For anyone in the district to have access to the right support services, to help them to be safe, feel safe and free from violence and abuse.

How we will do it:



Work in Partnership - Partners will work collaboratively to identify, assess and tackle high volume / high harm issues through a co-ordinated approach utilising crime prevention activities towards the people and places that experience feeling unsafe or contribute most to the problem. Approaches and referrals can be coordinated through Fortnightly Tasking and / or Problem Solving Group.



Prevention - Increase knowledge and understanding across communities and partners through training, events and campaigns. Promote Safer Streets to Tendring residents. Use evidence-based education and interventions that promote healthy relationships.



Support Victims and Survivors - Develop a joined up approach with all domestic abuse services working together to provide clear referral pathways. Support victims through Multi Agency Risk Assessment Conferencing (MARAC) and by implementing any learning points from Domestic Abuse Related Death Reviews (DARDR's)



Legislation - To ensure that perpetrators of violence against women and girls / domestic abuse are held accountable according to the law and are provided with assistance to change their abusive behaviour in order to prevent them causing harm or violence to their current, past or future partners. Reducing re-offending rates of high harm offenders.



Priority Three

Drug and Knife Enabled Serious Violence

Drug and Knife Enabled Serious Violence

This priority is aimed to work with Tendring Community Safety partners in establishing a Knife Crime Matrix to help prevent and deter individuals and groups from committing acts of serious violence and carrying/using knives. Knife crime is defined as an offence where a knife/blade is used or threatened.

What we will tackle:

We will take a joint problem-solving approach in respect of tackling knife crime and serious violence across the district.



Provide Support and opportunities - Work with partners / voluntary sector organisations to ensure people are supported and safeguarded through provision of education, training and diversionary activities.



Stakeholder Engagement and Collaboration - Build upon current relationships with stakeholders and communities to ensure a co-ordinated response to knife crime and drug related violence (such as Gangs & County Lines).



Public Spaces - Create the feeling of safety within outdoor public spaces by improving the local environment.

How we will do it:



Work in Partnership - Partners will work collaboratively to identify, assess and tackle knife and drug enabled crime. Develop a multi agency knife crime matrix, outlining how partners are going to address knife crime across the district.



Intelligence Led Approach - Use strategic intelligence data, local drug market data, county line analysis, ASB data and any relevant data from partners relating to knife crime and serious violence.

Under the Serious Violence Duty, collaborate and work with the Serious Violence Unit to tackle issues in the local area (Tendring), using the Strategic Needs Assessment.

Use all available resources and tools to target problematic areas and high risk offenders, including a targeted approach to misuse of substances and alcohol. Ensure enforcement of the Public Space Protection Order.





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Young Persons - Putting communities and young people at the heart of change and develop immediate and long-term solutions, ensuring a multi-agency response to those at risk of or involved in violence.

Ensure that young people feel supported and motivated through the provision of training, education or diversionary activities. Raise awareness of the various support and intervention services that are available to those in need, in particular for individuals who have been identified as being at risk of offending or re-offending, or those who may be vulnerable to criminal exploitation (such as County Lines).

Recognise the need for workstreams to be aligned and connected to looked after children, missing persons, children in need and public health/mental health plans and campaigns. Attend MACE meetings to ensure a consistent approach to dealing with the signs and symptoms of exploitation of all kinds.

How will we know we are on track:

The Community Safety & Health and Wellbeing Board will monitor performance against each priority at a strategic level at its quarterly meetings.

Tackling ASB and the root causes of ASB (Incl Hate Crime)

- Update in relation to this priority at the quarterly Community Safety & Health and Wellbeing Board.
- The Community Safety Team will lead on effective monitoring and reporting of ASB service delivery at the six weekly Council's Operational Enforcement Group (OEG).
- The Community Safety Team will also report on-going issues and report exceptions (if required making a multi-agency referral) to the six weekly Problem Solving Meeting.
- Set up a performance framework for this theme, data will be monitored to identify trends, emerging themes and effectiveness of initiatives.
- Hate Crime statistics will be monitored by the Independent Advisory Group (IAG).
- Gather data from the Council's Hate Crime Ambassadors and the two Council HIRC's and report to the Problem Solving Meeting, referrals into Restorative Justice Hub if required.

High Harm Violence (Emphasis on Domestic Abuse and VAWG)

- Update in relation to this priority at the quarterly Community Safety & Health and Wellbeing Board.
- The Community Safety Team will lead on effective monitoring and reporting of activities and initiatives relating to VAWG and Domestic Abuse
- Set up a performance framework for this theme, data will be monitored to identify trends, emerging themes and effectiveness of initiatives.
- Engage with Southend, Essex and Thurrock Domestic Abuse Board (SETDAB), attend relevant meetings to ensure all partners are aware of County-wide training, initiatives and campaigns.
- Engage with VAWG Steering Group and Safer Essex to ensure Tendring has access to the most recent data and opportunities being discussed at these high level county wide meetings.



Drug and Knife Enabled Serious Violence

- Update in relation to this priority at the quarterly Community Safety & Health and Wellbeing Board.
- The Community Safety Team will lead on effective monitoring and reporting of activities and initiatives relating to drug and knife enabled violence.
- Set up a performance framework for this theme, data will be monitored to identify trends, emerging themes and effectiveness of initiatives.

Finance and Resources:

The Essex Police, Fire and Crime Commissioner is responsible for the funding of community safety services and so provides an annual Community Safety Grant to Tendring Community Safety Partnership, which must be utilised to deliver activity aligning to local priorities.

The partnership will continue to identify and access additional funding streams to improve community safety and enhance opportunities to increase the range of projects and initiatives being delivered.

The Council provides a community safety hub for key partners to work from. This collaborative space provides a secure environment for the Council, Police, Probation and other partners to enable sharing of information more effectively, whilst enabling a case management style approach for more complex cases to be discussed.

Supporting Strategies And Plans

Strategies	Priority 1	Priority 2	Priority 3
Tendring Council Corporate Strategy 2024 - 2028	✓	✓	✓
Essex County Fire and Rescue Strategy 2024 - 2028	✓	✓	✓
Essex Police Crime Prevention Strategy 2021 - 2025	✓	✓	✓
Essex Rural Crime Strategy 2023 - 2026	✓	✓	✓
Essex Police VAWG Strategy and Delivery Plan		✓	
Essex Strategic Hate Crime Prevention Plan 2021 – 2025 (due to be refreshed)	✓		
Essex Serious Violence Strategy		✓	✓
Essex Joint Health and Wellbeing Strategy	✓	✓	✓
Tendring Health & Wellbeing Strategy	✓	✓	✓
SET Domestic Abuse Strategy 2021 - 2025		✓	
SET Reducing Re-offending Strategy	✓	✓	✓
Tendring ASB Strategy 2024 – 2025	✓		
Tendring Prevent Strategy 2024 – 2025			✓



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CABINET

11 APRIL 2025

REPORT OF THE PORTFOLIO HOLDER FOR ASSETS AND COMMUNITY SAFETY

A.1 CONSIDERATION AND ADOPTION OF A CRIME AND DISORDER REDUCTION STRATEGY 2025 - 2028

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To present to Cabinet the Crime and Disorder Reduction Strategy 2025 - 2028 for approval for recommendation onto Full Council for adoption, as part of the Council's Policy Framework.

EXECUTIVE SUMMARY

At its meeting of 21st October 2024 Cabinet received a report by the Monitoring Officer issued under Section 5A of the Local Government and Housing Act 1989 in respect of the position in relation to Council's historical omission regarding the formulation and implementation of a Crime and Disorder Strategy for the Council, as required under Sections 5 and 6 of the Crime and Disorder Act.

Following on from that report a strategy is now presented to Cabinet as part of the process to resolve the historical omission to have in place a Crime and Disorder Reduction Strategy for recommendation onto Full Council for adoption.

This report presents the Crime and Disorder Reduction Strategy 2025 – 2028 for approval. The strategy set outs the overarching framework for the Council and its partners in the Community Safety Partnership (CSP) to reduce crime and disorder by formalising the work that will be undertaken with the CSP and the Council's Community Safety Team over the next three years.

It sets out our priorities for reducing crime and disorder and Anti-Social Behaviour (ASB), whilst protecting vulnerable people across Tendring over the next three years.

Through working together, the CSP has achieved many successes in reducing crime and disorder and ASB, protecting those who are vulnerable and making Tendring safe and secure for residents, businesses and visitors.

As a community leader the Council is proud of these achievements that have been possible only through partnership working. In order to build upon previous work and to understand the challenges that continue to arise we will continue work with partners to ensure a safer Tendring for our residents.

The strategy is based upon a wide range of data and information, from public consultation to crime and disorder information that are brought together in our annual Strategic Assessment. Through the assessment we have identified four key themes within the strategy, as set out below, that feed into the CSP priorities. We recognise the challenges facing our children, young adults and families that have evolved and continue to do so. For example, criminal gangs are targeting children to move drugs in and out of towns and other areas, including in Tendring. This is a national issue, but

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we need to be aware of criminal gangs, and to be able to spot the signs that our children may be being targeted.

1. Tackling violence against women and girls is at the forefront of the CSP's agenda and reflects the Government's priority in tackling this issue, following the tragic deaths of Sarah Everard, Balvinder Gahir, Bibaa Henry, Nicole Smallman and Julia James, and an increase in reports of domestic abuse.
2. Our ambition is to increase support for victims and survivors, increase the number of perpetrators brought to justice and reduce the prevalence of violence against women and girls.
3. We will work in partnership across the CSP & Health and Wellbeing Board and with our partners and communities to achieve progress on our priorities during the lifetime of this strategy and seek to bring about real change for residents and visitors to Tendring.
4. The CSP brings the opportunity for organisations and groups to come together to improve crime and disorder and ASB in Tendring and create an environment where people and communities can flourish, the CSP remains committed to making Tendring safe.

RECOMMENDATION(S)

That Cabinet:

- (a) **notes the success of the Community Safety Partnership to date and the outcome of consultation and engagement with the Partnership and its constituent members in respect of the proposed Crime and Disorder Reduction Strategy 2025-28;**
- (b) **notes the individual recommendations from the Community Leaderships Overview and Scrutiny Committee meeting held on 28th January 2025, and considers whether to endorse the Portfolio Holder's proposed responses to those five recommendations;**
- (c) **notes the findings of the assessment to inform the Crime and Safety Partnership's four priorities for the District of Tendring and agrees that these priorities, as set out below, should form the Council's strategic priorities;**
 1. **Tackling ASB and the root causes of ASB**
 2. **High Harm Violence (with a focus on Violence Against Women and Girls (VAWG) and Domestic Abuse)**
 3. **Drug and knife enabled Serious Violence (Gangs and County Lines)**
 4. **Emerging threats and Trends (i.e. Shoplifting, Vehicle Crime, Arson & Criminal Damage)**
- (d) **approves the Crime and Disorder Reduction Strategy 2025 – 2028, as set out in Appendix A, in accordance with Section 6 of the Crime and Disorder Act 1998, for recommendation onto Full Council for adoption as part of the Council's Policy Framework.**

REASON(S) FOR THE RECOMMENDATION(S)

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The recommendations are to ensure that the strategy is appropriately adopted, in accordance with the Council's Constitution and to evidence compliance with The Crime and Disorder Act 1998, as amended by section 97 and 98 of the Police Reform Act 2002, that places a requirement on Community Safety Partnerships (CSP) to develop a Crime and Disorder Reduction Strategy.

ALTERNATIVE OPTIONS CONSIDERED

The strategy is designed to assist the Council in meeting the statutory duty in the Crime and Disorder Act 1998. The only alternative option considered was to not produce the Strategy which would mean that the statutory requirements would not be met.

Failure to adopt the strategy makes the day-to-day operation of the partnership more difficult with the potential for inconsistencies in approach and increases the likelihood of complaints across all partners in the partnership.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

This strategy contributes to a number of Corporate Plan 2024-28 themes:

- Pride in our area and services to residents
- Raising aspirations and creating opportunities
- Working with partners to improve quality of life

OUTCOME OF CONSULTATION AND ENGAGEMENT

Consultation and engagement has been undertaken with members of the Community Safety & Health and Wellbeing Board (where the Strategic Assessment and Strategy was ratified on 9th January 2025). Members of the CSP will monitor the outcomes in the strategy.

The Strategy was considered by the Community Leadership Overview and Scrutiny Committee (CLOSC) on 28th January 2025 and the minute recommendations) of the meeting is included below:

- (a) the Crime and Disorder Strategy presented to the Committee be supported and Cabinet advised of this support for delivery by the appropriate partners including Essex Police;
- (b) the Committee -
 - (i) commends the Strategy authors for ensuring that the language and format and use of graphics to create what is an accessible document for most readers;
 - (ii) urges the Cabinet to ensure that all reasonable and appropriate steps are taken to care for the health, safety and wellbeing of all staff involved in enforcement activities and community safety;
 - (iii) recognises the increasing levels of violence against the person, shoplifting, possession of weapons, personal robbery, hate crime and domestic abuse and the need for robust action to address these growing crime problems in the District;

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- (iv) urges the Community Safety Partnership to adopt, as a priority, the need to educate and encourage confidence in the reporting of crime by the public and business managers to reduce significantly the current levels of under reporting by victims; and
- (v) expresses its concern for delivery of the priorities on the basis of the plans announced on the day of the meeting for all 99 PCSOs in Essex to be made redundant.

The Portfolio Holder for Assets & Community Safety's formal response to the Comments/Recommendations put forward by the Community Leadership Overview and Scrutiny Committee held on 28 January 2025 is as follows:-

"The Portfolio Holder for Assets and Community Safety agrees the recommendations and comments of the Community Leadership Overview and Scrutiny Committee in relation to (a) and (b) (i – iv). In relation to (b) (v) I note that the Police, Fire and Crime Commissioner has revised the budget and that the PCSO's are set to continue in their roles, subject to the Home Office approving the Neighbourhood Policing Guarantee Funding."

LEGAL REQUIREMENTS (including legislation & constitutional powers)

Is the recommendation a Key Decision (see the criteria stated here)	Yes	If Yes, indicate which by which criteria it is a Key Decision	X Significant effect on two or more wards <input type="checkbox"/> Involves £100,000 expenditure/income <input type="checkbox"/> Is otherwise significant for the service budget
		And when was the proposed decision published in the Notice of forthcoming decisions for the Council (must be 28 days at the latest prior to the meeting date)	31st October 2024

Community Safety Partnerships are statutory bodies which exist in all local authorities. They were established by the Crime and Disorder Act 1998 with the aim of creating *"An alliance of organisations which generates strategies and policies, implement actions and interventions concerning crime and disorder within their partnership area"*.

Whilst their responsibilities have developed over time, they remain statutorily responsible for identifying local community safety priorities through the production of an annual strategic assessment which as a minimum must cover:

- Crime and disorder by local area (including anti-social behaviour and other behaviour adversely affecting the local environment) and,
- The misuse of drugs, alcohol and other substances.

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There are also statutory requirements for CSPs regarding sharing information and engaging and consulting with the community about their priorities, and monitoring progress in achieving them. Each CSP is required to develop a plan setting out how Crime and ASB will be tackled in their area.

There are five responsible authorities that make up a CSP:

the local authority

police

fire and rescue service

probation service

health service.

Section 6 Crime and Disorder Act 1998 - formulation and implementation of strategies:

(1) The responsible authorities for a local government area shall, in accordance with [section 5](#) [with subsection (1A)] and with regulations made under subsection (2), formulate and implement—

- (a) a strategy for the reduction of crime and disorder in the area (including anti-social and other behaviour adversely affecting the local environment); and
- (b) a strategy for combatting the misuse of drugs, alcohol and other substances in the area; and
- (c) a strategy for the reduction of re-offending in the area; and
- (d) a strategy for—
 - (i) preventing people from becoming involved in serious violence in the area, and
 - (ii) reducing instances of serious violence in the area.

Regulation 3.— Functions in respect of the formulation and implementation of a strategy (1) For each area there shall be a strategy group whose functions shall be to (a) prepare strategic assessments; and (b) prepare and implement a partnership plan, for that area on behalf of the responsible authorities.

The Council has to adopt the Strategy within its Policy Framework.

X	The Monitoring Officer confirms they have been made aware of the above and any additional comments from them are below:
----------	--

Pursuant to Section 6 of the Crime and Disorder Act 1998, we have a statutory duty to approve and adopt a Crime and Disorder Strategy. Section 6(2) of the 1998 Act, refers to the Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 which set out the requirements for the Formulation and Implementation of the Strategy, and uses the terminology Partnership Plan (Regulation 3).

Approval of the Strategy/Partnership Plan is a function which must go to Full Council for approval, and whilst this is set out in our Constitution, as part of the Policy Framework, this is because it's a statutory requirement under Regulation 4(1) and

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Schedule 3 (Functions not to be the Sole Responsibility of an Authorities Executive) under the Local Authorities (Functions and Responsibilities) (England) Regulations 2000).	
FINANCE AND OTHER RESOURCE IMPLICATIONS	
There are no financial implications associated with the adoption of this strategy as the strategy formalises existing arrangements which are currently fully funded via the Police Fire and Crime Commissioner Annual Grant.	
X	The Section 151 Officer confirms they have been made aware of the above and any additional comments from them are below:
I do not have any comments to make over and above those already set out in the report.	
USE OF RESOURCES AND VALUE FOR MONEY	
The following are submitted in respect of the indicated use of resources and value for money indicators:	
A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services;	The Council has an adopted Financial Strategy.
B) Governance: how the body ensures that it makes informed decisions and properly manages its risks,	The Council has a constitutional structure and framework for decision-making.
C) Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services.	The Council has an adopted Financial Strategy.
MILESTONES AND DELIVERY	
<p>The Crime and Disorder Reduction Strategy 2025 – 2028 sets out the vision of the Council and how it aims to work together, with partners, to deliver community safety outcomes for the residents of the district and to achieve compliance with the Crime and Disorder Act 1998.</p> <p>This strategy supports the work of the Tendring Community Safety Partnership in understanding the patterns and trends relating to crime and disorder, anti-social behaviour and community safety issues in the District, enabling it to respond to its strategic priorities, ensuring focus and the appropriate allocation of resources to tackle the crime and anti-social behaviour having the most impact on our residents, visitors and businesses.</p> <p>Collaborating with our partners is crucial in delivering our aims and this strategy sets out the range of responsibilities and governance by which we will ensure effective delivery.</p>	
ASSOCIATED RISKS AND MITIGATION	
<p>A failure to adopt this strategy would mean that the statutory requirements in the Crime and Disorder Act 1998 are not met.</p> <p>Failure to adopt the strategy will also make the day-to-day operation of the partnership more difficult with the potential for inconsistencies in approach and increases the likelihood of complaints across all partners in the partnership.</p> <p>The main mitigation to the risks highlighted above is to adopt the strategy.</p>	

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EQUALITY IMPLICATIONS	
<p>In line with the Public Sector Equality Duty, within this strategy the Council has due regard to the need to eliminate discrimination, harassment, victimisation, to advance equality of opportunity and foster good relations between those who share a protected characteristic and those who do not.</p> <p>An Equality Impact Assessment has been carried out in connection with this strategy.</p>	
SOCIAL VALUE CONSIDERATIONS	
<p>Creates healthier, safer and more resilient communities: To build stronger and deeper partnership working arrangements whilst continuing to engage and empower communities. The strategy will benefit our communities in relation to building confidence that the Partnership are dealing with issues that matter to them and reduce the fear of crime in the community.</p>	
IMPLICATIONS FOR THE COUNCIL'S AIM TO BE NET ZERO BY 2030	
<p>The implementation of these policies does not present a direct impact on the Council's target for net zero greenhouse gas emissions from its business operations by 2030. The Council will be mindful of energy efficiency measures, wherever relevant, in the implementation of its policies and strategies.</p>	
OTHER RELEVANT CONSIDERATIONS OR IMPLICATIONS	
<p>Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.</p>	
Crime and Disorder	<p>An effective strategy and partnership plan can contribute to a better quality of life for our communities and can act as a deterrent to anti-social behaviour.</p>
Health Inequalities	<p>People living in poverty are more likely to experience domestic abuse and domestic abuse may lead to poverty with this reducing the ability to escape a situation of abuse. Poverty also increases the likelihood of various mental health conditions. An effective Crime and Disorder Reduction Strategy aims to improve both the safety and wellbeing of our residents, through the Tendring Community Safety Health and Wellbeing Board.</p>
Subsidy Control (the requirements of the Subsidy Control Act 2022 and the related Statutory Guidance).	<p>The Council will follow subsidy control legislation and regulations, where applicable, in relation to the content and implementation of this strategy.</p>
Area or Ward affected	<p>All</p>
PART 3 – SUPPORTING INFORMATION	
BACKGROUND	
<p>Every Community Safety Partnership (CSP) is required by the Crime & Disorder Act 1998 (Statutory Instrument 1830) to prepare a three year Strategy and an annual Strategic Assessment, in order to assist the group in revising its partnership plan.</p>	

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The strategic assessment should include:

- Analysis of the levels and patterns of crime and disorder and substance misuse in the Tendring.
- Analysis of the changes in those levels and patterns since the previous Strategic Assessment.
- Analysis of why those changes have occurred.
- The matters which the responsible authorities should prioritise when each are exercising their functions to reduce crime and disorder and to combat substance misuse in the Tendring.
- The matters which the persons living and working in the Tendring consider the responsible authorities should prioritise when each are exercising their functions to reduce crime and disorder and to combat substance misuse in the Tendring.
- An assessment of the extent to which the Partnership Plan for the previous year has been implemented.
- Details of those matters that the strategy group considers should be brought to the attention of the county strategy group to assist it in exercising its functions under these Regulations.

In order to inform the Strategic Intelligence Assessment and Partnership Plan, the Strategy Group is expected to obtain the views of those who live or work in the Tendring District about:

- The levels and patterns of crime and disorder and substance misuse in the Tendring District.
- the matters which the responsible authorities should prioritise when each are exercising their functions to reduce crime and disorder and to combat substance misuse in Tendring.

The views of residents are taken from community consultation and engagement events throughout the year and from the Community Safety survey 2024.

The Crime and Disorder Act 1998, as amended by section 97 and 98 of the Police Reform Act 2002, places a requirement on Community Safety Partnerships (CSP) to develop a Crime and Disorder Reduction Strategy. This document sets out how crime, anti-social behaviour and the fear of crime will be reduced and resolved.

In collaboration with all partners, Tendring Council has produced a comprehensive strategic assessment for 2024 - 2025. The purpose of the assessment is to understand the trends, patterns and drivers relating to crime and anti-social behaviour so that the partnership can set clear priorities, develop intelligence-led activity and deploy resources effectively. The strategy has been informed primarily by this strategic assessment. That has identified the five key elements of the strategy.

CURRENT POSTION

The proposed strategy and assessment are attached.

The Crime and Disorder Reduction Strategy 2025 – 2028 sets out the vision of the Council and how it aims to work together, with the Community Safety Partnership, to

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deliver community safety outcomes for the residents of the District and to achieve compliance with the Crime and Disorder Act 1998.

This strategy supports the work of the partnership in understanding the patterns and trends relating to crime and disorder, anti-social behaviour and community safety issues in the District, enabling it to respond to its strategic priorities, ensuring focus and the appropriate allocation of resources to tackle the crime and anti-social behaviour having the most impact on our residents, visitors and businesses.

Whilst the Council has a key community leadership role, collaborating with our partners is crucial in delivering our aims and this strategy sets out the range of responsibilities and governance by which we will ensure effective delivery.

Whilst this strategy outlines the priorities for the coming three years and it's not envisaged for these to vary significantly during this time, as mentioned earlier in the report, the partnership will undertake an annual strategic assessment, looking at data, patterns and trends to provide assurance that the strategy remains focused on the key issues and remains fit for purpose.

It is an ambitious strategy that confronts difficult issues that cannot be resolved by any single agency, including serious violence and knife crime, drugs and gangs, domestic abuse, the criminal exploitation of young children, young people and vulnerable adults, modern slavery and hate crime and the impact of these on our local communities, town centres and businesses.

The strategy highlights the partnerships ambitions for the 3 years, it uses reported crime and ASB data, residents survey data, and other data from the strategic assessment to ascertain what the priorities should be in the forthcoming year. The strategy also outlines how the partnership will tackle / deliver against its priorities and target resources effectively to address the issues (priorities).

The findings of the strategic assessment have informed the decision to select the CSP Priorities for Tending which will be:

5. Tackling ASB and the root causes of ASB
6. High Harm Violence (with a focus on Violence Against Women and Girls (VAWG) and Domestic Abuse)
7. Drug and knife enabled Serious Violence (Gangs and County Lines)
8. Emerging threats and Trends (i.e.: Shoplifting, Vehicle Crime, Arson & Criminal Damage)

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Appendix 1 – Crime and Disorder Reduction Strategy 2025 - 2028

Appendix 2 – Assessment

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The Tendring
Community Safety
Partnership

TENDRING STRATEGIC ASSESSMENT 2024

Document Owner: Tendring Community Safety Partnership

Author(s): Leanne Thornton

Date: 29th November 2024

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1. EXECUTIVE SUMMARY

1.1. Aim & Purpose

Every Community Safety Partnership (CSP) is required by the Crime & Disorder Act 1998 ([Statutory Instrument 1830](#)) to prepare an annual Strategic Assessment, in order to assist the group in revising its partnership plan.

The strategic assessment should include:

- Analysis of the levels and patterns of crime and disorder and substance misuse in the Tendring.
- Analysis of the changes in those levels and patterns since the previous Strategic Assessment.
- Analysis of why those changes have occurred.
- The matters which the responsible authorities should prioritise when each are exercising their functions to reduce crime and disorder and to combat substance misuse in the Tendring.
- The matters which the persons living and working in the Tendring consider the responsible authorities should prioritise when each are exercising their functions to reduce crime and disorder and to combat substance misuse in the Tendring.
- An assessment of the extent to which the Partnership Plan for the previous year has been implemented.
- Details of those matters that the strategy group considers should be brought to the attention of the county strategy group to assist it in exercising its functions under these Regulations.

In order to inform the Strategic Intelligence Assessment and Partnership Plan, the Strategy Group is expected to obtain the views of those who live or work in the Tendring about:

- The levels and patterns of crime and disorder and substance misuse in the Tendring.
- the matters which the responsible authorities should prioritise when each are exercising their functions to reduce crime and disorder and to combat substance misuse in the Tendring.

As part of this process, the Strategy Group should hold one or more public meeting during the year, to be attended by those in a senior position within each of the responsible authority.

1.2. Data Parameters

Unless otherwise stated all data will be from 01 October 2023 to 30 September 2024.

Data sources are referenced at the start of each section.

For brevity, where 'Greater Essex' is used this refers to the Southend, Essex & Thurrock areas (as covered by Essex Police) where 'Essex' is used this refers to the Essex County Council area only.

1.3. Key Findings

From analysis of the partnership data contained within this assessment, the following should also be considered when reviewing the CSP priorities for Tendring:

1. Vehicle Crime
2. Shoplifting
3. Arson and Criminal Damage

1.4. Strategic Priorities

The findings of this assessment have informed the decision to select the CSP Priorities for Tending which will be:

1. Tackling ASB and the root causes of ASB
2. High Harm Violence (with a focus on VAWG and Domestic Abuse)
3. Drug and knife enabled Serious Violence (Gangs and County Lines)
4. Emerging threats and Trends (ie: Shoplifting, Vehicle Crime, Arson & Criminal Damage)

1.5. Matters for the Attention of Safer Essex

Through the analysis contained within this assessment the Tending partnership do not have any matters to draw to the attention of Safer Essex.

2. BACKGROUND INFORMATION

2.1. The Partnership

In addition to the statutory partners of Tendring District Council, Essex Police, Essex County Fire and Rescue Service, the National Probation Service and North Essex Integrated Care Board, the Partnership also includes the following agencies:

Salvation Army Housing Association	UTurn4Support	Essex County Council Family Solutions	Inclusion Ventures	Eastlight Homes
Restorative Justice Hub	Department Work and Pensions	Essex County Council Youth Service	Openroad Drug and Alcohol Service	Emotional Wellbeing and Mental Health Services
RSPCA	CARA (Center for Action for Rape and Abuse)	Essex County Council Youth Offending Service	Phoenix Futures	CHP (Chelmer Housing Partnership)
Tendring Neighbourhood Watch	Guinness Housing Trust	Peabody	Teen talk	Tendring Schools and Colleges
Crimestoppers	Next Chapter	Victim Support	Essex County Council – Social Care – Adults and Children	E-Safety Training
Circle Housing and Support CIC	African Families in the UK	Active Essex Foundation	Age Well East (formerly Age Concern)	Sage Housing Association
Essex Council Voluntary Youth Service	Youth Unity	Street Elite		

2.2. Horizon Scan

The partnership should be aware of the following policy activity at a national or local level:

- **Community Safety Partnership (CSP) Review:** It had been expected that elements to enact recommendations from Phase 1 of the review would be included in the Victims & Prisoners Act 2024, but they were not. It is not yet known how these will progress. The recommendations included creating a requirement for CSPs to include in their strategic assessments how it has had due regard to the police and crime objectives set out in the police and crime plan and a requirement for CSPs to publish the executive summary of their strategic assessment and to send a copy of its strategic assessment to the PCC. It also included a duty for PCCs to promote awareness of ASB Case Reviews and to provide a route for victims to query the outcome made by the relevant agency following the ASB Case Review and for relevant bodies to report to the PCC on various outcome measures in relation to ASB Case Reviews. Details on Phase 2 of the review are also not yet known.
- **Crime and Policing Bill:** This Bill will introduce new offences and powers in areas such as shoplifting, drink spiking, weapons, child exploitation. It will introduce Respect Orders for adults committing ASB. It will also create a duty for local partners to co-operate to tackle antisocial behaviour, with an antisocial behaviour lead in every local authority area. Details on this new duty are not known but are likely to fall to CSPs.
- **Victims, Courts and Public Protection Bill:** This Bill will look to strengthen powers for the Victims' Commissioner to ensure that they are empowered to hold the system to account for the needs of victims not being met. The requirements for the Victims Code introduced in the Victims & Prisoners Act 2024 were not placed on CSPs, however they are placed on some of the responsible agencies within them.
- **Terrorism (Protection of Premises) Bill:** This Bill will bring forward Martyn's Law, requiring those responsible for certain premises and events to take steps to mitigate the impact of a terrorist attack and reduce harm in the event of a terrorist attack occurring. Previous drafting did not have a direct role for CSPs, but CSPs may wish to have a role in co-ordinating efforts at a local level and supporting VCS/businesses in the Tending.
- **Domestic Abuse:** New Southend, Essex & Thurrock jointly commissioned services for domestic abuse will be in place from April 2024 onwards and the new SETDAB Strategy will be issued during 2025. We are awaiting the outcome of the recent Home Office consultation on Domestic Homicide Review (DHR) processes; if unchanged this will add additional responsibilities/work for CSPs. The National Domestic Abuse commissioner will announce the results of the DHR pilot their office has been running in the early part of 2025 (looking at the work CSPs and partners will need to do on implementing recommendations and learning from DHRs). SETDAB are part of the pilot project which will run throughout 2024.
- **Elections:** On 01 May 2025 there will be local elections held. This will include full elections for Essex County Council and Thurrock Council which will be electing all of its councillors instead of the previous "by thirds" pattern.
- **Devolution:** The Government has written to all upper tier authorities that are not currently covered by a devolution deal to submit expressions of interest (EOI). Leaders from Essex County Council, Southend-on-Sea City Council, and Thurrock Council with support from 10 leaders from districts from across Greater Essex and the PFCC submitted an EOI on the 27th September but was clear that more information would be required on what will be covered in the Government's English Devolution Bill announced in the Kings Speech in July. The new English Devolution Bill or underpinning policy frameworks have not yet been published and as such it is not yet possible to ascertain what additional powers or duties related to community safety might be included.

2.3. Police & Crime Plan 2024-28

The priorities set out in the Police & Crime Plan 2024-2028 are as follows:

- More local, visible and accessible policing
- Drive down anti-social behaviour and crime
- Beat knife crime and drug gangs and protect young people
- Tackle violence against women and girls and domestic abuse
- Ensure vulnerable people are protected
- Improve road safety and reduce road deaths in Essex to zero

2.4. Essex Police Crime Prevention Strategy 2021-25

The Crime Prevention Strategy 2021-2025 has five strategic aims (or “assets”):

- i. We will promote safer communities
- ii. We will cut crime and criminality
- iii. We will evolve our workforce, culture and infrastructure
- iv. We will support Safer Essex to realise partnership capabilities and capacity
- v. We will support ECVS to unlock community potential, develop and deliver community led solutions.

Across the five strategic aims, the Crime Prevention Strategy covers 14 priority areas organised into four categories:

- Serious Violence
 - Knife crime
 - Rape
 - Night-time economy
- Organised Crime
 - County lines / exploitation
 - Serious organised crime
 - Cybercrime and fraud
- Complex Needs
 - Child abuse / child sexual exploitation
 - Domestic abuse
 - Drugs and alcohol
 - Mental health
- Vulnerabilities
 - Places
 - Dwelling burglary and street robbery
 - Prevent
 - Hate crime

2.5. Essex Fire & Rescue Plan 2024-28

The Fire & Rescue Plan 2024-2028 sets out the following priorities:

- Protect vulnerable people
- Improve road safety and reduce road death in Essex to zero
- Make buildings safer
- Adapt to our changing environment
- Promote a positive culture and develop the workforce
- Improve efficiency and effectiveness

2.6. Safer Essex

Safer Essex has the strategic lead for co-ordinating the partnership response to community safety issues and initiatives across Essex, Southend and Thurrock. Safer Essex acts as the county-wide Strategy Group for community safety.

Safer Essex brings together key partner organisations / stakeholders to work jointly and effectively to facilitate a collaborative approach between agencies and partnerships in delivering the following community safety outcomes:

- i. Prevent crime and anti-social behaviour
- ii. Prevent fires from happening
- iii. Understand and tackle hate crime
- iv. Understand and tackle violence, including violence against women and girls
- v. Improve community confidence in the multi-agency response to community safety issues
- vi. Continue to deliver effective Community Safety Hubs across Greater Essex.

2.7. Tendring District Council

Tendring District Council has the following draft priorities within its Corporate Plan that are relevant to the Community Safety Partnership:

- Championing our Local Environment
- Working with partners to improve quality of life
- Pride in our area and services to residents

TENDRING CORPORATE PLAN



LISTENING TO AND DELIVERING FOR OUR RESIDENTS AND BUSINESSES!

Other Policies and Strategies that impact on the Community Safety Partnership include PREVENT, Modern Slavery and Safeguarding. Tendring District Council are required to have due regard to these Policies / Duties.

3. POPULATION

3.1. Tendring Profile

Data Source: Tendring District Council

Tendring forms part of the North Local Policing Area (LPA). This area also includes Maldon, Braintree, Uttlesford, Colchester and Chelmsford.

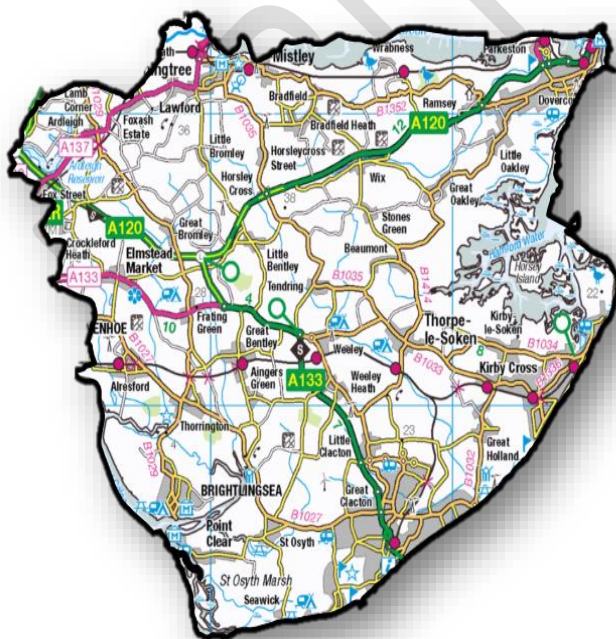
The Tendring District has many geographic, demographic and economic characteristics that make it distinctive from other areas.

Tendring enjoys over 36 miles of coastline, award-winning sandy beaches, numerous coastal towns providing anything from the traditional pleasures of the seaside to maritime heritage, a variety of beautiful and picturesque villages and one of the busiest harbours in Europe. Our coastal geography is our greatest asset but also presents us with difficult and expensive management issues.

A large majority of people living in Tendring consider it a good place to live, which is reflected in the number of individuals who have decided to retire to the area. A very high proportion of our residents are over the age of 65. The population is growing rapidly and is predicted to grow from 146,000 in 2009 to 170,000 by 2026.

The Tendring District has the highest percentage of residents aged 65 and over in Essex (29.5%), 9% higher than the Essex average (20.5%). The proportion of Children and Young People aged 0-15 (16.5%) and 16 to 64 years olds (53.9%) are lower than the Essex average (18.9%, and 60.6%). This is also the lowest percentage of 16 to 64-year olds (working age) in the county.

Over the next 15 years the percentage of older people in the Tendring District will continue to rise (to 32.3%), higher than the predicted average for Essex (22.6%) by 2034. Over the same period, the percentage of young people (15.2%) and residents aged 18 to 64 (52.5%) will continue to decrease below the county average (17.9% and 59.4%) to the lowest levels in Essex.



The population count at the 2021 Census was 148,300.

The largest town in the Tendring district is Clacton-on-Sea, with a population of over 53,000.

3.2. Population Profile

Data Source: Essex County Council:

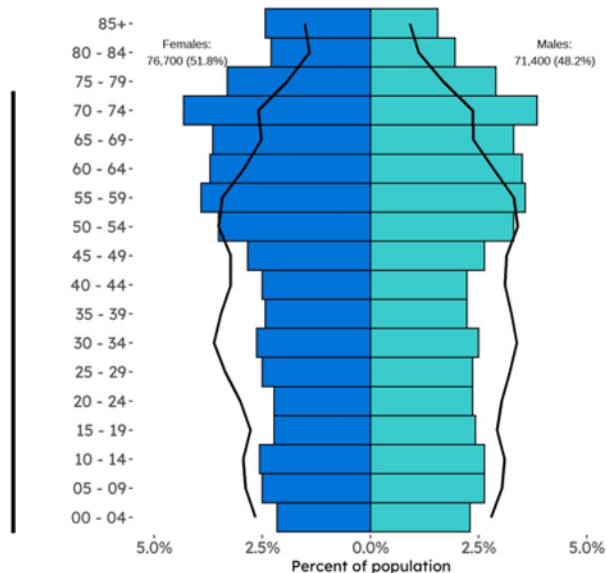
Tendring

The chart opposite shows the district population by 5-year age groups and sex

The black line shows the age profile of the population of England as a whole, allowing comparisons to be made between the structure of the local and national population

Age band	Number of residents
Aged 0-15	23,401
Aged 16 - 64	81,017
Aged 65+	43,869
Total	148,287

Tendring population demographics - 2021 census
Black line is England



Produced by Essex County Council Chief Exec's Office, Research and Citizen Insight

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3.3. Health Profile

Data Source: Essex County Council: <https://data.essex.gov.uk/dataset/exwyd/essex-jsna-and-district-profile-reports-2019>

Population and Demographics

- According to the Office of National Statistics in 2017, the total population of the Tendring District was an estimated 145,803 people making it the fifth largest local authority area in Essex in terms of population size. This is an estimated increase of 3205 people since the 2011 census (a rise of 2.25%).
- The Tendring District has the highest percentage of residents aged 65 and over in Essex (29.5%), 9% higher than the Essex average (20.5%). The proportion of Children and Young People aged 0-15 (16.5%) and 16 to 64 years olds (53.9%) are lower than the Essex average (18.9%, and 60.6%).
- The Tendring District had an estimated Old Age Dependency Ratio of 544 people aged 65+ to every 1000 working age. This is equivalent to 1.8 working age people to every person aged 65 and over and is significantly above than the average for Essex (335.6) and England (286.8).



Access to Services

- Covering an area of approximately 338 square kilometres, the Tendring District is the fifth largest local authority in Essex in terms of area.
- With an estimated 428 residents per square kilometre, the Tendring District is the eighth (out of 12) most densely populated area in Essex, well roughly in line with the county average (424 people per sq. km).



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- Tendring residents have the third highest travel times to local services compared to the Essex average (19.4 minutes), with an average of 21.5 minutes by walking or public transport to 8 key services. Looking at times to health services, average times to GP surgeries were estimated at 10.2 minutes just below the Essex average (11.6 minutes); whilst the average time to hospital was 64.3 minutes, 19 minutes higher than the county average.

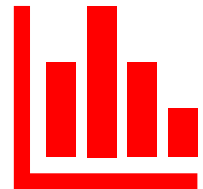
Wider Determinants of Health

- The average weekly income for a Tendring resident working full time in 2018 was £543.90, £74.70 (-13.7%) below than the average for Essex and £31 (-5.7%) less than the average for England. This was the second lowest average income out of 12 Districts.
- In 2018, 47.2% of pupils achieved grade 9-4 in English and Maths (a good pass) and 26.5% achieved grade 9-5 (a strong pass) at GCSE. This is significantly lower than the averages for England (59.1%, 39.9%) and Essex (63.3%, 40.7%), and are the lowest levels in the county in 2018.
- The amount of residents claiming out of work benefits has increased to its highest level in 5 years from 2.6% in April 2015 to 4% in April 2019. This is higher than the averages for Essex (2.1%) and England (2.6%), is the highest claimant rate in Essex overall.



Life Expectancy & Mortality

- The average life expectancy at birth for a child born in Tendring (2020 - 202) was 80.9 years for females and 77.5 years for males. This lower than the average for England for (Females =83.1 years, Males 79.6 years), and is the lowest life expectancy for both sexes in Essex.



During the same period, life expectancy at age 65 (the number of additional years a person could expect to live) was 20.6 years for females and 18.2 years for males; again this this is lower than the England average (Females =21.1 years, Males = 18.8 years), and is the (joint) lowest life expectancy at 65 in the county for females, and the lowest for males.

Mental Health

- The prevalence of reporting a long-term mental health condition among persons aged over 18 years in the NHS North East Essex CCG of Essex, according to the GPPS, was 9.63% in 2017/18. This was slightly higher than the prevalence across Essex (8.23%) and was ranked as being the highest prevalence compared across the CCGs of Essex.
- Severe mental health conditions include schizophrenia, bipolar affective disorder and other psychoses. The prevalence of these as recorded on general practise disease registers in the Tendring District in 2017/18 was 1.00. This was the highest prevalence compared across the other Districts in Essex and was also significantly higher than the prevalence across Essex as a whole (0.80) and for England (0.94).
- The age-standardised mortality rate per 100,000 population from suicide and injury of undetermined intent among persons aged over 10 years in Tendring was 20.7 in 2020/22, which was ranked as being the highest rate across the Districts in Essex. This was significantly higher than the rate across Essex as a whole (10.88) and England (9.57).

Crime and Community Safety

- Nationally and locally the number of crimes recorded by the police force in England and Wales is on the increase. Over a four year period the number of crimes recorded in the Tendring area has risen by 41.3% from 9,919 incidents or 71 crimes per 1000 residents in 2015/16 to 14,013 crimes or 97 crimes per 1000 in 2018/19. The overall crime rate for Tendring is higher than the average for England (89 per 1000), and the whole Essex Police area (87 per 1000) and is the 5th (out of 14) highest local authority in Essex (including Southend and Thurrock).

- The largest category of crime in the area in the last year was Violent Crime which accounted for 5,762 offences (41.1%) or a rate of 40 crimes per 1000; higher than the average rate for Essex police (32 per 1000) or for England (28 per 1000) and the second highest rate in Essex overall. Theft makes up the second largest category with 4,059 crimes (29%) or a rate of 28 per 1000; lower than the Essex Police (32 per 1000) average and in line with the rate for England (28 per 1000). The proportion of Violent Crime is just above the average for Essex Police whilst theft is slightly lower (Violent Crime = 36.2%, Theft = 35.3%).
- The most significant four year change in the number of crimes recorded in the Tendring area is the increase in the levels of Violent Crime, which has seen an additional 2,641 offences in 2018/19 (an increase of 84.6%) compared to the same period in 2015/16. The increase in the rate of violent Crime locally reflects a national trend which includes an increase in the number of crimes recorded as stalking or harassment. Nationally the Crown Prosecution Service (CPS) reports that there was a 69% increase in prosecutions started for stalking offences from 2016–17 to 2017–18 because of improvements in awareness following a police and CPS inspection and the implementation of Violence Against Women Strategies. This development is reflected locally with 2,156 crimes recorded as stalking or harassment in 2018/19 up from 1,137 in 2017/18.

ALCOHOL AND DRUG RELATED HOSPITAL ADMISSIONS

- Alcohol-related hospital admissions are defined as admissions where the primary and any secondary diagnoses are an alcohol-attributable code. According to Public Health England, the directly age standardised rate of alcohol-related hospital admissions in the Tendring District in 2017/18 was 2237.58 per 100,000 population. Compared to other areas, this was the second highest rate compared across the other Districts in Essex, and higher than the rate across Essex as a whole (1935.65) and England (2223.80).
- The directly age standardised rate per 100,000 population of alcohol-related mortality was estimated to be 61.49 in Tendring in 2017. This was the highest rate compared to the other Districts in Essex, and higher compared to that across the whole of Essex (41.90) and England (46.15).
- According to the Office for National Statistics, the age-standardised mortality rate from drug misuse per 100,000 population in the Tendring District was 7.6 over the period of 2015 - 2017. This was the highest rate compared across that of the other Districts in Essex with data available, and higher than the rate across the whole of Essex (3.63) and England (4.33).

4. ASSESSMENT OF PARTNERSHIP PLAN 2024/25

4.1. 2024/25 Community Safety Plan Priorities

Tendring partnership set the following priorities within its 2024/25 Community Safety Plan:

- **Tackling ASB and The Root Causes including Hate Crime:**
- **Preventing High Harm Violence:**
- **Emerging Threats and Trends**

4.2. Implementation of 2024/25 Community Safety Plan

Tendring partnership has assessed the extent to which the 2024/25 Community Safety Plan has been implemented and found that:

Op Esplanade - Between 1st July 2024 and 5th September 2024 there have been 60 ASB incidents reported in Clacton Town Centre, compared to 72 incidents in the same period last year.

This is a 20% reduction in ASB in the Town Centre during the summer, compared to last year.

In 2024 there were over 200 hours of dedicated foot patrol in Clacton Town Centre at peak times every Friday/Saturday and Sunday.

Powers under the PSPO have been used over 44 times during this period. This involved dispersing street drinkers, removing alcohol and dealing with low level ASB incidents. 10 arrests were made in relation to public disorder and shoplifting.

Next Chapter – The CSP funded a Children & Family Practitioner to co-locate within Clacton Police Station for 1 day a week for 12 months to accompany Police Officers responding to post-incident reports of domestic abuse incidents. They attend appointments in the appointment car with Officers and can provide advice and guidance to the victim of domestic abuse at the incident, they also provided office-based advice and support to Officers who are investigating domestic abuse incidents involving children. – the victim will be given the appropriate ongoing support, reducing the risk of any further harm for the whole family. This project is bespoke to Tendring.

BoxSmart 'On the Ropes' - in a referral-based youth intervention project aimed at young people 11-16 years in Jaywick. The project operates over 12-weeks with further opportunity for young people to have access to local sporting activities, volunteering and qualifications to continue their engagement and support post course.

5. PUBLIC PERCEPTION

5.1. Safer Essex Community Safety Survey 2024

Data Source: Essex County Council. Data for 2024 survey.

Across Greater Essex, the crime type that most respondents were concerned about was Burglary (84.2%), followed by Theft of or from your car/motorbike (82.8%) and Fraud and/or scams (online or offline) (81.9%).

In Tendring the crime type that most respondents were concerned about was Fraud and Scams (48.6%), followed by Burglary (21.6%) and Criminal Damage (18.9%).

Across Greater Essex, the crime type that most respondents said they had been a victim of was Fraud and/or scams (online or offline) (25.3%), followed by Criminal damage to your home or property (16.8%) and Hate Crime (9.6%).

In Tendring the crime type that most respondents said they had been a victim of was Sexual Harassment / Assault (13.9%), followed by Burglary and Hate Crime (4.8%).

Across Greater Essex, the ASB type that most respondents said they had seen & reported in their area was Inconsiderate Parking (71.1%), followed by Speeding (67.0%) and Fly Tipping (65.0%). (Please note that there was an error in the survey which meant the question did not give people the option to say they had seen an ASB type but did not report it).

In Tendring the ASB type that most respondents were concerned about was Using / Dealing drugs (5.5%), followed by Groups Hanging Around (5.4%) and Flytipping (5.2%).

Across Greater Essex, when asked to prioritise certain crime and ASB types for action by CSPs, People Using or Dealing Drugs was ranked highest (47.4%), followed by Knife Crime (44.1%), Gangs/County Lines (41.7%), Burglary (36.0%) and Fly Tipping (32.7%). (Note that respondents were asked to pick 5, but because of the technical limitations on the survey they were able to pick more than 5).

In Tendring, Gangs and County Lines was ranked highest (9.1%), followed by Burglary (8.1%), Knife Crime (7.6%), People Using or Dealing Drugs (7.6%) and Flytipping (5.6%). (Note that respondents were asked to pick 5, but because of the technical limitations on the survey they were able to pick more than 5).

Priority	Greater Essex				Tendring			
	#	%	2024 Rank	2023 Rank	#	%	2024 Rank	2023 Rank
Aggressive Begging	92	11.2%	18	22	0	0.0%	32	23
Burglary	295	36.0%	4	4	16	8.1%	2	6
Criminal Damage	164	20.0%	11	8	10	5.1%	8	4
Domestic Abuse	122	14.9%	15	13	8	4.0%	10	15
Drunken Behaviour	101	12.3%	17	14	4	2.0%	20	9
Fly Tipping	268	32.7%	5	6	11	5.6%	6	3
Fraud and/or Scams	136	16.6%	14	11	7	3.5%	12	15
Gangs/County Lines	342	41.7%	3	3	18	9.1%	1	5
Graffiti	30	3.7%	32	23	1	0.5%	29	22
Groups Hanging Around and Being a Nuisance	250	30.5%	6	9	10	5.1%	8	8
Hate Crime	75	9.1%	20	15	5	2.5%	16	13
Inconsiderate Parking*	155	18.9%	12	N/A	5	2.5%	16	N/A
Knife Crime	362	44.1%	2	2	15	7.6%	4	2
Modern Slavery	50	6.1%	26	20	5	2.5%	16	17
Nuisance Neighbours	72	8.8%	21	21	5	2.5%	16	18
Off Road Motorbike Nuisance	75	9.1%	20	19	1	0.5%	29	21

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Online Exploitation*	54	6.6%	25	N/A	3	1.5%	23	N/A
People Using or Dealing Drugs	389	47.4%	1	1	15	7.6%	4	1
Physical Assault or Robbery	181	22.1%	8	7	5	2.5%	16	7
Preventing Terrorism	61	7.4%	23	16	4	2.0%	20	21
Road Safety*	138	16.8%	13	N/A	11	5.6%	6	N/A
Shoplifting*	104	12.7%	16	N/A	3	1.5%	23	N/A
Speeding*	164	20.0%	11	N/A	9	4.5%	9	N/A
Street Racing / Car Cruising	66	8.0%	22	12	3	1.5%	23	12
Theft of personal belongings (pick pocketing)	41	5.0%	29	18	1	0.5%	29	17
Theft of Bicycles or Scooters	168	20.5%	9	17	4	2.0%	20	10
Theft Of or From Cars/Motorbikes	45	5.5%	27	6	2	1.0%	26	19
Underage drinking*	36	4.4%	31	N/A	1	0.5%	29	N/A
Underage smoking/vaping*	55	6.7%	24	N/A	2	1.0%	26	N/A
Violence Against Women & Girls**	192	23.4%	7	10	7	3.5%	12	11
Water Safety*	39	4.8%	30	N/A	6	3.0%	13	N/A
Other	43	5.2%	28	24	1	0.5%	29	24

* New priority option for 2024 survey.

** Priority option was 'Sexual Harassment or Assault' in 2023 survey.

Across Greater Essex, when asked about how safe or unsafe they felt on the roads, people were more likely to feel safe when riding a motorcycle (83%), travelling by bus (81%) or driving a car (79%). They were least likely to feel safe when riding a horse (18%) or using a wheelchair (24%) or mobility scooter (26%). 65% felt safe when walking and 40% when cycling.

This compares to Tendring where people were more likely to feel safe when riding a motorcycle (100%), travelling by bus (75%) or driving a car (75%). They were least likely to feel safe when using a wheelchair (100%) or mobility scooter (100%). 65% felt safe when walking and 44% when cycling.

Across Greater Essex, when asked to prioritise certain actions to improve road safety, Police Enforcement was ranked highest (38.2%), followed by Speed Enforcement (37.1%) and Road Design (26.2%). (Note that respondents were asked to pick 3, but because of the technical limitations on the survey they were able to pick more than 3).

In Tendring, Police Enforcement was ranked highest (13.7%), followed by Speed Enforcement (12.2%) and Safer Spaces for Pedestrians (8.6%).

Priority	Greater Essex			Tendring		
	#	%	Rank	#	%	Rank
Managing speeds through speed enforcement (e.g. through police stops and safety cameras)	304	37.1%	2	17	12.2%	2
Managing speeds through speed limit reductions	163	19.9%	8	11	7.9%	6
Separate facilities for pedestrians and cyclists	180	22.0%	7	4	2.9%	15
Supporting communities to encourage safe speeds (eg. Community Speed watch)	100	12.2%	14	7	5.0%	11
Designing roads so all road users are clear as to how they should be used	215	26.2%	3	12	8.6%	4
Using police enforcement to make sure that all road users comply with traffic laws	313	38.2%	1	19	13.7%	1
Improving street lighting	207	25.2%	4	11	7.9%	6
Providing more safe places for pedestrians to cross	203	24.8%	5	12	8.6%	4

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Improving access for disabled people (e.g. dropped kerbs)	157	19.1%	10	8	5.8%	8
Creating more pedestrianised zones	87	10.6%	15	4	2.9%	15
Creating more cycling lanes	118	14.4%	13	8	5.8%	8
Making drivers more aware of the consequences of driving over the speed limit	144	17.6%	11	6	4.3%	12
Working with schools/parents to help children/young people learn how to stay safe on the roads	198	24.1%	6	8	5.8%	8
Working with schools/parents to help teach young drivers how to stay safe on the roads	160	19.5%	9	5	3.6%	13
Other	119	14.5%	12	7	5.0%	11

5.2. Essex County Council Resident's Survey

Data Source: Essex County Council. 2024 Resident's Survey.

In the 2024 survey, 87% of all Essex residents responded that they felt very or fairly safe in their local area during the day, compared to 87% of residents in Tendring.

In the 2024 survey, 55% of all Essex residents responded that they felt very or fairly safe in their local area after dark, compared to 55% of residents in Tendring.

Felt very or fairly safe in their local Tendring	Essex			Tendring		
	2022	2023	2024	2022	2023	2024
During the day	91%	87%	87%	91%	87%	87%
At night	55%	51%	55%	53%	43%	55%

5.3. Essex Police Public Perception Survey

Data Source: Essex Police. Quarter 1 2024/25 Survey.

In the 12 months ending June 2024, 77% of respondents thought that Essex Police were doing a good/excellent job compared to 72% in the previous 12 months. This compares to 81% in Tendring.

74% of respondents believe they would be treated fairly if they made a complaint about an officer or staff member, compared to 66% in the previous 12 months. This compares to 70% in Tendring.

65% said that they were confident that the Police use their stop and search powers respectfully, compared to 59% in the previous 12 months. This compares to 73% in Tendring.

67% agreed that they have confidence in the police in this area, an increase from last year (63%). This compares to 70% in Tendring.

48% of respondents thought that Essex Police were dealing with crime and anti-social behaviour in their Tendring, an increase from in the previous 12 months. (45%). This compares to 56% in Tendring.

District / Borough	Essex Police are doing a good/excellent job	Essex Police are dealing with crime and anti-social behaviour
Basildon	79%	49%
Braintree	73%	44%
Brentwood	75%	45%
Castle Point	76%	42%
Chelmsford	76%	50%

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Colchester	81%	55%
Epping Forest	70%	36%
Harlow	77%	51%
Maldon	73%	49%
Rochford	78%	50%
Southend-on-Sea	78%	56%
Tendring	81%	56%
Thurrock	75%	42%
Uttlesford	76%	44%
Total	77%	48%

5.4. Feedback from Tendring Annual Public Meeting

Data Source: Annual Public Meeting

At the time of writing the draft we have not had our Annual meeting; this section will be updated once the meeting has been held in January 2025.

5.5. Other Local Consultation & Engagement

Data Source: Community Safety Team

Tendring Council Community Ambassadors reported that the top 5 things they dealt with when engaging with the public during the time frame were:

1. Fraud and Scams – giving guidance and advice especially when out with Police Officers on Street Meets.
2. Pot Holes – our Ambassadors gave advice and contact details of how to report to ECC
3. Parking enquiries and issues especially in Frinton regarding Camper Vans parked overnight.
4. Homelessness people sleeping in tents and shelters dealing with concerns raised by the public.
5. General information around Council Services like Waste/Flytipping.

The Community Safety / ASB Officers informed that during their days and nights of action various themes were reported to them.

1. Homeless people sleeping rough along the seafront – people who were concerned about their welfare, advised that we were aware of the individuals and what support we were providing.
2. Street Drinkers, Clacton Town centre, who were concerned that people within the town aren't moved on when they are drinking in the town – this was a matter of explaining the PSPO in place and that it's not a dry zone and explained when we would take enforcement action and the powers, we can use to tackle this.
3. Speeding – complaints about cars speeding around the district, this is across the board not just a single town, we advise members of the public to report their concerns to Essex Police via the non-emergency routes, this is to help the police to identify areas of concern so they can consider them for speed enforcement.
4. While handing out safety devices and other materials, would receive on a regular basis comment around how good it is to see the measures that are being taken by the council and always a big thank you for the work we are undertaking.
5. Kids throwing stones off the roof of the beach patrol building at Clacton seafront, we included this area within our patrols and the police are aware of this issue.

6. CRIME DATA

6.1. Factors Impacting On Crime Data

The following factors should be taken into consideration when reviewing the data on Crime:

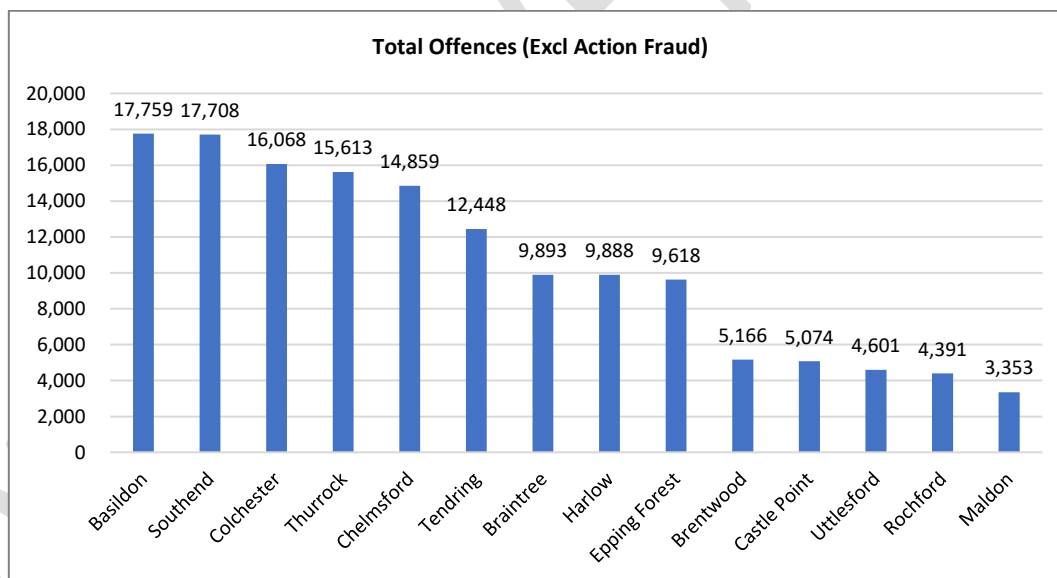
- Essex Police transitioned from using the DASH model to the DARA model for assessing Domestic Abuse risk on 1st August 2023. Alongside the introduction of the DARA model Essex Police also launched the Domestic Abuse Review Team (DART). DART are now responsible for the completion of secondary risk assessments for all domestic crimes graded as high or medium risk. These changes were made to improve the identification of offences such as stalking and controlling & coercive behaviour plus ensure a more appropriate assessment of risk which leads to a specialist investigator being allocated on more occasions. It was anticipated that with these changes there would be an increased number of medium risk DA investigations and that has proven to be the case.

6.2. Crime Data

Data Source: Essex Police. NB Totals exclude Stanstead. Data is for October 2023 to September 2024.

In Greater Essex, a total of 146,964 offences were recorded by Essex Police during the 12 months to September 2024, of which 12,448 (8.5%) were recorded in Tendring. This equates to 78.4 offences per 1,000 population across Greater Essex, 84.0 per 1,000 population in Tendring.

Across Greater Essex, there was a decrease in offences of 9,425 (6.0%), compared to Tendring where there was a decrease in offences of -357 (-2.89%).



Victim Based Offences	Oct22 to Sept23	Oct23 to Sept24	% of Greater Essex Total 23/24	# diff.	% diff.	Offences Per 1,000 Population Oct23 to Sept24
Violence Against the Person	5,813	5,744	9.9%	-69	-1.2%	38.78
Homicide	2	1	10.0%	-1	-50%	0.01
Violence With Injury	1419	1567	10.8%	+148	+10.4%	10.58
Death Or Serious Injury Caused By Unlawful Driving	3	0	0%	-3	-100%	0
Violence Without Injury	2247	2480	9.3%	+33	+1.3%	16.75

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Victim Based Offences	Oct22 to Sept23	Oct23 to Sept24	% of Greater Essex Total 23/24	# diff.	% diff.	Offences Per 1,000 Population Oct23 to Sept24
Stalking & Harassment	1942	1696	10%	-246	-12.7%	11.45
Sexual Offences			11.2%		+6.69%	4.02
Rape	235	223	10.7%	-12	-5.1%	1.51
Other Sexual Offences	324	373	11.5%	+49	+15.1%	2.52
Robbery			6.5%		7.1%	0.61
Robbery - Business	8	13	7.6%	+5	+62.5%	0.09
Robbery - Personal	76	77	6.3%	+1	+1.3%	0.52
Theft Offences			7.2%		-2.4%	
Burglary - Residential	344	321	6.5%	-23	-6.7%	2.54
Burglary - Business & Community	159	17	8.8%	+11	+6.9%	1.15
Theft From A Motor Vehicle	334	189	3.3%	-145	-43.4%	1.28
Theft Of A Motor Vehicle	278	273	4.7%	-5	-1.8%	1.84
Vehicle Interference	97	48	2.89%	-49	-50.5%	0.32
Theft From The Person	62	49	4.5%	-13	-21%	0.33
Bicycle Theft	74	84	6.5%	+10	+13.5%	0.57
Shoplifting	669	783	6.2%	+14	+17%	5.29
Other Theft	1014	903	7.9%	-111	-10.9%	6.10
Criminal Damage/Arson			9.6%		-1.5%	6.88
Criminal Damage	1162	1125	9.3%	-37	-3.2%	7.25
Arson	100	118	13.2%	+18	+18%	0.80

Flagged Offences	Oct22 to Sept23	Oct23 to Sept24	% of Greater Essex Total 23/24	# diff.	% diff.	Offences Per 1,000 Population Oct23 to Sept24
Domestic Abuse	2449	2648	11.2%	+199	+8.1%	17.88
Hate Crime	297	267	7.6%	-30	-10.1%	1.80

Note there are no separate offences for Domestic Abuse and Hate Crime. Instead, offences (as listed in table above) are flagged as such. These are therefore separated from the table above to avoid double counting.

State Based Offences	Oct22 to Sept23	Oct23 to Sept24	% of Greater Essex Total 23/24	# diff.	% diff.	Offences Per 1,000 Population Oct23 to Sept24
Trafficking Of Drugs	123	114	6.7%	-9	-7.3%	0.77
Possession Of Drugs	268	232	6.3%	-36	-13.4%	1.57
Possession Of Weapons Offences	132	160	9.6%	+28	+21.2%	1.08
Public Order Offences	1210	1136	9.6%	-74	-6.1%	7.67

6.3. Rural Crime

Data Source: Essex Police. Data is for August 2023 to July 2024.

Across Greater Essex, there were 20,996 rural crime offences in the 12 months to July 2024, a decrease of 4.2% on the 21,906 offences the previous 12 months. In Tendring, there were 3,202 rural crime offences in the 12 months to July 2024, a decrease of 9.8% on the 3549 offences the previous 12 months.

Tendring	12m to Jul 2023	12m to Jul 2024	Trend
Basildon	197	184	-6.6%
Braintree	2,482	2,613	+5.3%
Brentwood	1,202	1,164	-3.2%
Castle Point	0	2	+100%
Chelmsford	2,011	1,953	-2.9%
Colchester	2,262	1,941	-14.2%
Epping Forest	2,688	2,470	-8.1%
Harlow	28	13	-53.6%
Maldon	1,702	1,696	-0.4%
Rochford	631	673	+6.7%
Southend-on-Sea	2	2	0.0%
Tendring	3,549	3,202	-9.8%
Thurrock	1,630	1,822	+11.8%
Uttlesford	3,520	3,259	-7.4%
Undefined	2	2	0.0%
Total	21,906	20,996	-4.2%

Across Greater Essex, the rural crime types that saw the greatest increases were Unauthorised Encampment (+29.3%) and Fly-tipping (+16.8%). The rural crime types that saw the greatest decreases were Dog Theft (-23.4%) and Stalking & Harassment (-16.9%).

In Tendring, the rural crime types that saw the greatest increases were Dog Theft (+100%) and Unauthorised Encampment (+14.29%). The rural crime types that saw the greatest decreases were Hare Coursing (-33.3%) and Agricultural & Construction Equipment Theft (-29.5%).

Rural Crime Type	Greater Essex			Tendring		
	12m to Jul 2023	12m to Jul 2024	Trend	12m to Jul 2023	12m to Jul 2024	Trend
Acquisition Offences	6,642	6,715	+1.1%	798	678	-15%
Domestic Abuse	3,896	3,660	-6.1%	707	741	+4.8%
Rural: Agricultural & Construction Equipment Theft	278	265	-4.6%	44	31	-29.5%
Dog Theft	47	36	-23.4%	2	4	+100%
Wildlife	1,842	1,896	+2.9%	111	105	-5.4%
Hare Coursing	118	129	+9.3%	3	2	-33.3%
Unauthorised Encampment	58	75	+29.3%	7	8	+14.29%
Fly-tipping	196	229	+16.8%	7	6	-14.3%

6.4. Fraud Offences

Data Source: National Fraud Intelligence Bureau. Data is for October 2023 to September 2024.

In Greater Essex in the 12 months to September 2024 there were 9,604 fraud offences recorded by Action Fraud with a total payment amount of £68,526,443. This was an increase of 6.1% on the 9,052 recorded in the previous 12 months.

In the 12 months to September 2024 there were 702 offences recorded in Tendring, with a total payment amount of £5,006,182.00 This is a decrease of 1.3% on the 711 recorded in the previous 12 months. In 2023/24 Tendring showed the 7th highest level of offences of all 14 areas.

Tendring	Offences 12m to Sept 2023	Offences 12m to Sept 2024	Difference	Rank 12m to Sept 2024	Payment 12m to Sept 2024
Basildon	869	956	+10.0%	4	£3,742,665
Braintree	684	660	-3.5%	8	£1,662,481
Brentwood	414	419	+1.2%	11	£1,692,949
Castle Point	344	419	+21.8%	12	£3,490,174
Chelmsford	881	939	+6.6%	5	£5,235,083
Colchester	1,012	1,095	+8.2%	1	£3,669,081
Epping Forest	670	741	+10.6%	6	£14,070,203
Harlow	493	524	+6.3%	9	£2,134,332
Maldon	275	312	+13.5%	14	£2,562,000
Rochford	354	393	+11.0%	13	£869,536
Southend-on-Sea	1,002	1,031	+2.9%	2	£9,208,429
Tendring	711	702	-1.3%	7	£5,006,182
Thurrock	916	974	+6.3%	3	£3,651,327
Uttlesford	427	439	+2.8%	10	£11,532,001
Total	9,052	9,604	+6.1%		£68,526,443

In Tendring in 2023/24 the Top 5 fraud types were:

1. Online Shopping and Auctions
2. Hacking Social Media and Email
3. Advance fee fraud
4. Non Investment Fraud
5. Other

In Tendring in 2023/24, 659 (45.7%) of the offences were against individuals, 43 (23.3%) against organisations and the remainder recorded as unknown.

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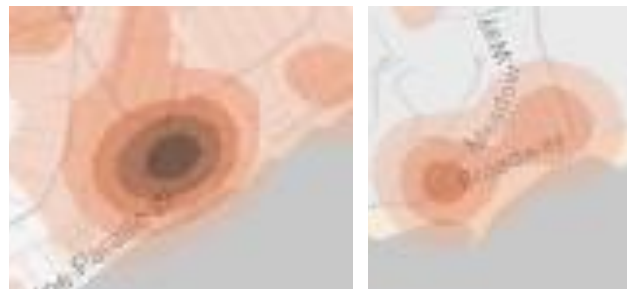
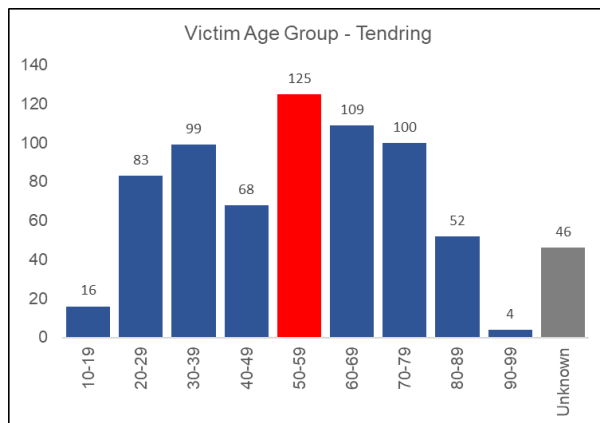
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District Breakdown– Tendring (01/10/2023 – 30/09/2024)

Total offences	702
Total paid by victims	£5,006,182
Average per offence	£9,305

Victim Type	Total	Victim Support Requested	% Support Requested
Individual	659	301	45.7%
Organisation	43	10	23.3%
Total	702	311	44.3%

Top 5 Fraud Types	#	% of Total	Average Value
NFIB90 - None of the Above	181	25.8%	£10,998
NFIB3A - Online Shopping and Auctions	122	17.4%	£613
NFIB52C - Hacking - Social Media and Email	75	10.7%	£386
NFIB1H - Other Advance Fee Frauds	70	10.0%	£9,807
NFIB3D - Other Consumer Non Investment Fraud	53	7.5%	£6,814



The three areas in Tendring with the most Fraud Offences in the last 12 months were Pier (35 offences, 5.0% of Tendring total), St Osyth / Point Clear (32, 5.6%) and Brightlingsea (31, 4.4%). 24 Offences could not be assigned to an area.

7. ANTI SOCIAL BEHAVIOUR & ENVIRONMENTAL CRIME DATA

7.1. Factors Impacting On Anti-Social Behaviour & Environmental Crime Data

The following factors should be taken into consideration when reviewing the data on ASB:

- There were no changes to counting rules or other analytical issues that would cause significant changes or in/decreases to any ASB types.

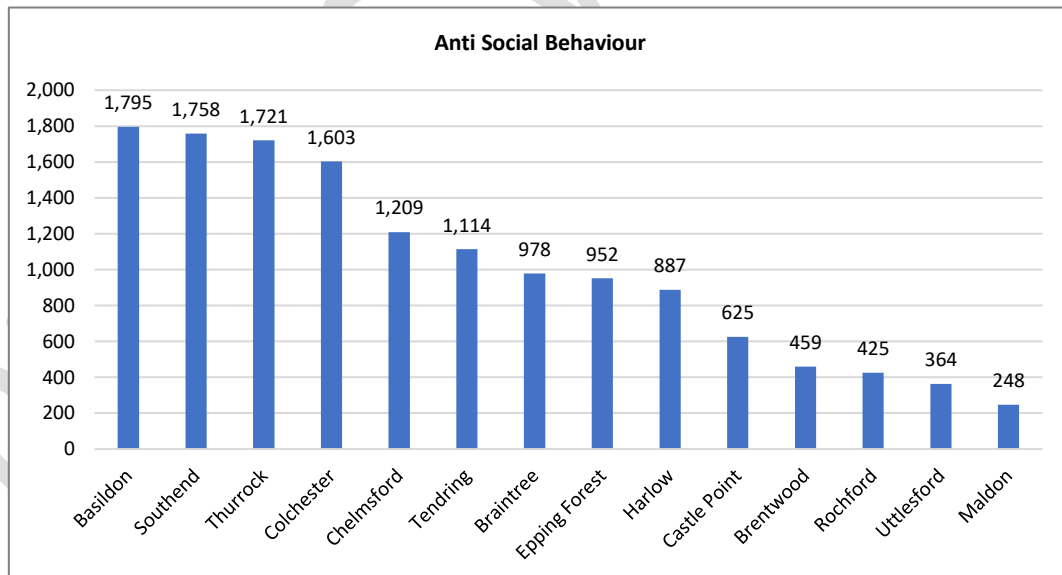
7.2. Anti-Social Behaviour Data – Essex Police

Data Source: Essex Police. NB Essex totals exclude Stanstead. Data is for October 2023 to September 2024.

In Greater Essex a total of 14,138 Anti-Social Behaviour (ASB) incidents were recorded by Essex Police during the 12 months to September 2024, of which 1114 (7.9%) were recorded in Tendring. This equates to 7.60 incidents per 1,000 population across Greater Essex, 5.94 per 1,000 population in Tendring.

Across Greater Essex, there was an increase in incidents of 54 (+0.4%), compared to Tendring where there was a decrease in incidents of 169 (-5.1%).

Flagged Type	Oct22 to Sept23	Oct23 to Sept24	% of Greater Essex Total 23/24	# diff.	% diff.	Incidents Per 1,000 Pop Oct23 to Sept24
Environment	55	71	7.7	+16	+29.1	7.52
Nuisance	717	687	7.6	-30	-4.2	4.62
Personal	511	356	8.2	-155	-30.0	2.40
Total	1283	1114		-169	-5.1%	



7.3. Anti Social Behaviour Data – Tendring Council

Data Source: Community Safety / ASB Team

ASB Complaints Received from 1st October 2023 – 30th September 2024

Total cases – 32

Nuisance Anti-Social Behaviour – 27

Personal Anti-Social Behaviour – 5

Notifications received that weren't progressed into cases; - 32

7.4. Housing (Tenancy Management) ASB Data – Tendring Council

Data Source: Tendring district Council Tenancy Management Team

ASB TYPES	1st October 2023 to 30th September 2024
Abandoned Vehicle	10
Alcohol related nuisance	2
Communal Areas	179
Communal cleaning	5
Criminal behaviour/Crime	44
Domestic Abuse	14
Drug substance misuse/Dealing	30
Garden nuisance	160
Hate crime	4
Noise	104
Non occupancy/Tenancy Fraud	66
Pet and Animal nuisance	24
Physical violence	3
Prostitution	1
Rubbish	148
Vandalism and Damage to property	96
Vehicle Nuisance	45
Verbal Abuse	20
Total	955

7.5 Environmental Crime Data – Tendring Council

MONTH	Reported*	Actual Flytips
October 2023	284	39
November 2023	249	47
December 2023	162	24
January 2024	318	68

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February 2024	299	68
March 2024	263	47
April 2024	293	42
May 2024	320	42
June 2024	266	50
July 2024	348	61
August 2024	376	59
September 2024	267	44

* Flytipping reports are often varied in actual content, and many are either misclassified or constitute an area of private land which would be for the landholder to clear. We also receive duplicate complaints, reports that are actually from legitimate community litterpicks, items presented for genuine waste collection and so on. All of these reports are filtered and investigated to establish areas of responsibility. Furthermore, there are a number of reports that fall within TDC stock (predominantly Housing) which are recorded separately as these fall within the areas of responsibility for those teams.

8. FIRE, ROAD & WATER SAFETY

8.1. Incidents Attended by Essex County Fire & Rescue Service

Data Source: Essex County Fire & Rescue. Data is for October 2023 to September 2024.

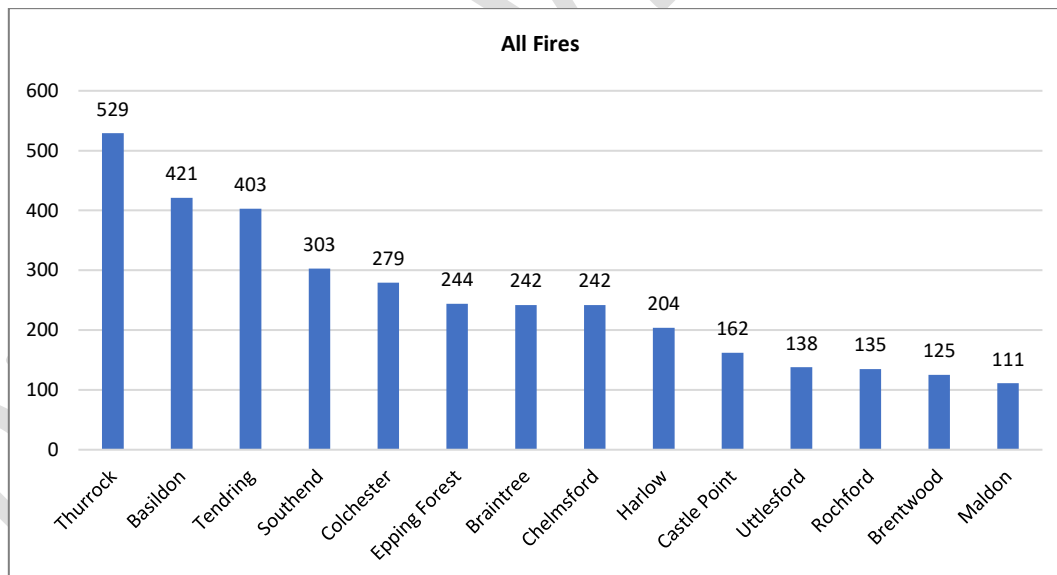
Essex County Fire & Rescue attended a total of 16,403 incidents in the 12 months to September 2024, 1604 (9.78%) were in Tendring.

Incident Type	Greater Essex			Tendring		
	Oct 22 to Sept 23	Oct 23 to Sept 24	Difference	Oct 22 to Sept 23	Oct 23 to Sept 24	Difference
False Alarms	7,029	7,235	+2%	675	701	+26
Fires	5,177	3,618	-7.4%	367	403	+36
Road Traffic Collisions	1,196	1,293	-0.2%	103	93	10
Special Service	4,006	4,257	+3.5%	396	407	+11
Total	17,408	16,403	-5.8%	1541	1604	+63

8.2. Fire Data

Data Source: Essex County Fire & Rescue. Data is for October 2023 to September 2024.

In the 12 months to September 2024, Essex County Fire & Rescue attended a total of 3,618 fire incidents, 403 (11.1%) were in Tendring (the 3rd highest of all 14 areas.). This is a decrease of 291 (-7.4%) on the previous 12 months, compared to an increase of 9.8% in Tendring. This equates to 1.95 incidents per 1,000 population across Greater Essex, 2.72 per 1,000 population in Tendring.



In the 12 months to September 2024, there were a total of 714 Accidental Dwelling Fires in Greater Essex, 82 in Tendring. This is a decrease of -56 (-7.3%) on the previous 12 months, compared to a decrease of 6 (6.8%) in Tendring. This equates to 0.38 incidents per 1,000 population across Greater Essex, 0.44 per 1,000 population in Tendring.

In the 12 months to September 2024, there were a total of 4 fatalities in Greater Essex from Accidental Dwelling Fires (0 of which were in Tendring), a decrease from 5 the previous 12 months. There were 76 injuries (14 of which were in Tendring), an increase from 63 the previous year.

When looking at all Accidental Dwelling Fires attended by ECFRS, 53% of all started in the kitchen. 55% were in single occupancy houses.

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In the 12 months to September 2024, there were a total of 998 Deliberate Fires in Greater Essex, 98 in Tendring. This is a decrease of -104 (-9.4%) on the previous 12 months, compared to an increase of 1 (1.08%) in Tendring. This equates to 0.54 incidents per 1,000 population across Greater Essex, 0.52 per 1,000 population in Tendring.

When looking at all Deliberate Fires attended by ECFRS, the most common property types were loose refuse (15%) and grasslands, pastures and grazing grounds (6%).

8.3. False Alarms, Special Service Incidents and Road Traffic Collisions Attended by Essex County Fire & Rescue Service

Data Source: Essex County Fire & Rescue. Data is for October 2023 to September 2024.

In the 12 months to September 2024, Essex County Fire & Rescue attended a total of 7,235 false alarms, 701 (9.7%) were in Tendring. This is an increase of 143 (2%) on the previous 12 months, compared to an increase of 3.9% in Tendring. This equates to 3.89 incidents per 1,000 population across Greater Essex, 4.73 per 1,000 population in Tendring.

In the 12 months to September 2024, Essex County Fire & Rescue attended a total of 4,257 Special Service incidents, 407 (9.6%) were in Tendring. This is an increase of 145 (3.5%) on the previous 12 months, compared to an increase of 9.6% in Tendring. This equates to 2.29 incidents per 1,000 population across Greater Essex, 2.17 per 1,000 population in Tendring.

In the 12 months to September 2024, Essex County Fire & Rescue attended a total of 1,293 Road Traffic Collisions, 93 (7.2%) were in Tendring. This is a decrease of 2 (-0.2%) on the previous 12 months, compared to a decrease of 9.7% in Tendring. This equates to 0.70 incidents per 1,000 population across Greater Essex, 0.50 per 1,000 population in Tendring.

8.4. Prevention Activity Carried out by Essex County Fire & Rescue Service

Data Source: Essex County Fire & Rescue. Data is for October 2023 to September 2024.

In the 12 months to September 2024, Essex County Fire & Rescue carried out a total of 4,104 Home Safety Visits.

In the 12 months to September 2024, Essex County Fire & Rescue made 6,933 visits to those over 65 (compared to 6,685 the previous year) and 5,086 to people with a disability (compared to 3,340 the previous year).

Activity	2022/23	2023/24	Change	% Change
Home Safety Visits	3,863	4,104	+241	+6.2%
Safe & Well Visits	4,663	5,534	+871	+18.7%
Standard Smoke Alarms fitted	10,724	12,537	+1,813	+16.9%
Sensory Smoke Alarms Fitted	909	1,833	+924	+101.7%

8.5. Water Safety

Data Source: Essex County Fire & Rescue. Data is for April 2023 to March 2024.

In the 12 months to September 2024, Essex County Fire & Rescue attended a total of 47 water incidents, 7 (14.9%) were in Tendring. There were 38 victims of water incidents, of which 26 were rescued without injury, 8 rescued with injury and 4 were fatal.

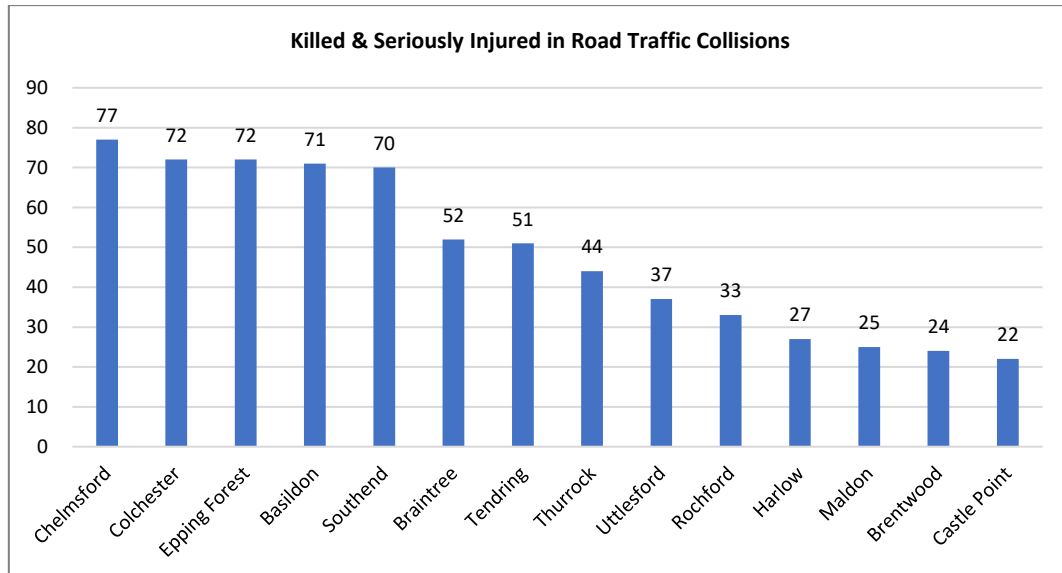
Where there were victims of water incidents, 18 were found in a river/canal, 15 at a beach, 3 at sea and 2 in a lake/pond/reservoir.

Activity	2022/23	2023/24	Change	% Change
Water Incidents	42	47	+5	+11.9%
Victims of Water Incidents	19	38	+19	+100%

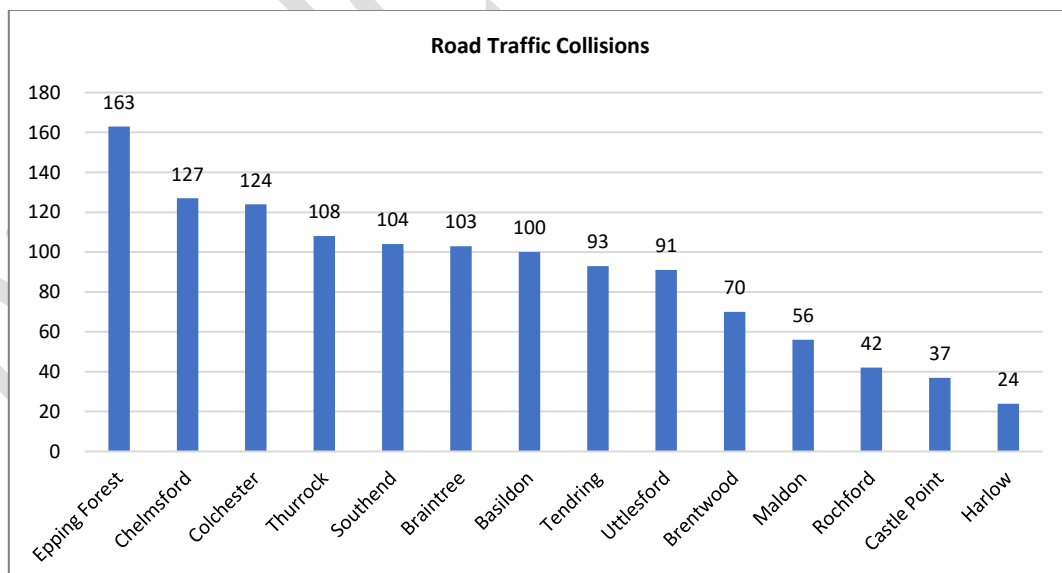
8.6. Road Traffic Collisions

Data Source: Essex County Fire & Rescue, Essex Police and Safer Essex Roads Partnership. All data is for October 2023 to September 2024

In the 12 months to September 2024, there was a total of 677 people killed or seriously injured on the roads in Greater Essex, 76 (7.5%) were in Tendring. This is a decrease of 183 (-21.3%) on the previous 12 months, compared to a decrease of 3.29% in Tendring. This equates to 0.36 per 1,000 population across Greater Essex, 0.34 per 1,000 population in Tendring.

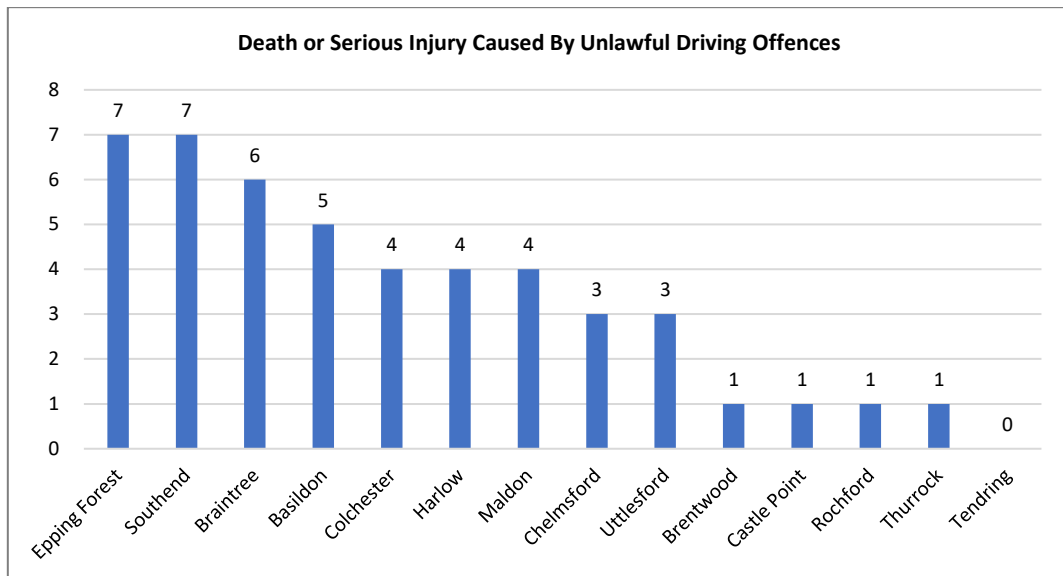


In the 12 months to September 2024, Essex County Fire & Rescue attended a total of 1,293 Road Traffic Collisions, 93 (7.2%) were in Tendring. This is a decrease of 2 (-0.2%) on the previous 12 months, compared to a decrease of 9.7% in Tendring. This equates to 0.70 incidents per 1,000 population across Greater Essex, 0.50 per 1,000 population in Tendring.



In the 12 months to September 2024, Essex Police recorded a total of 11 Death or Serious Injury Caused by Unlawful Driving Offences, None of which were in Tendring. This is an increase of 11 (+30.6%) on the previous 12 months. This equates to 0.03 incidents per 1,000 population across Greater Essex.

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9. HIDDEN HARMS

9.1. Domestic Abuse

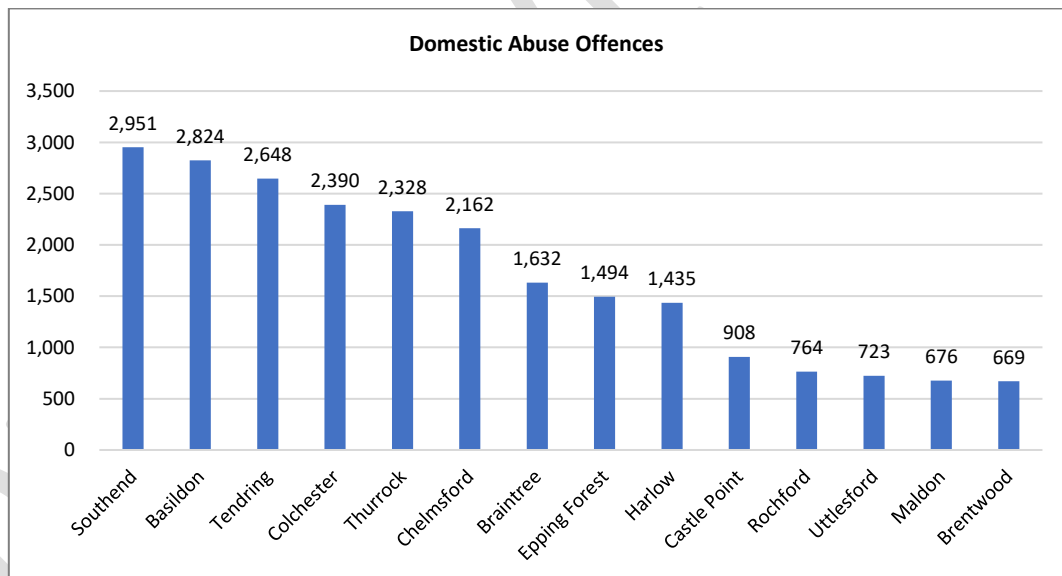
Data Source: Essex Police. Data is for October 2023 to September 2024.

Data Source: SET Integrated Domestic Abuse Services. Data is for Apr – Jun 2024.

In Greater Essex a total of 23,604 Domestic Abuse Offences were recorded by Essex Police during the 12 months to September 2024, of which 2648 (11.2%) were recorded in Tendring. This equates to 12.69 offences per 1,000 population across Greater Essex, 17.9 per 1,000 population in Tendring.

Across Greater Essex, there was a decrease in incidents of -1,644 (-6.5%), compared to Tendring where there was an increase in incidents of +199 (+8.1%).

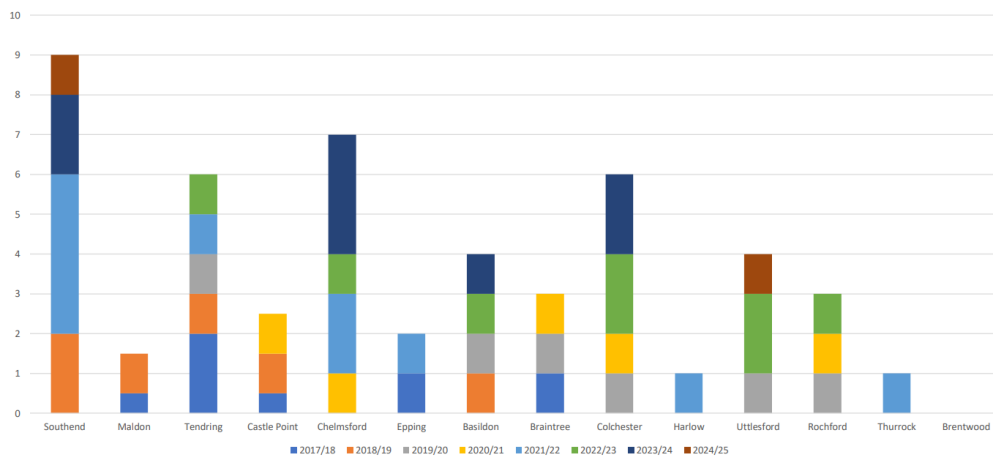
Domestic Abuse Risk Level	Oct22 to Sept23	Oct23 to Sept24	% of Greater Essex Total 23/24	# diff.	% diff.	Incidents Per 1,000 Pop Oct23 to Sept24
High Risk	218	259	12%	+41	+18.8	1.75
Medium Risk	281	501	10.8%	+220	+78%	3.38
Standard Risk	1805	1794	11.4	-11	-0.6%	12.11
No Risk Assessment	145	94		-51	-35.2%	
Total	2449	2648	25.8%	+250	32.07	5.75



Across Greater Essex, in the quarter April-June 2024, there were a total of 1,911 contacts made to the SET Integrated Domestic Abuse Services, an increase of 1.81% from the 1,877 contacts the previous quarter.

In Tendring, in the quarter April-June 2024, there were a total of 195 contacts made to the SET Integrated Domestic Abuse Services (7.69% of the total).

Across Greater Essex, from April 2017 to July 2024, there have been 50 Domestic Homicide Review notifications, of which six have been from Tendring.



9.2. Violence Against Women & Girls

Data Source: Essex Police. Data is for October 2023 to September 2024.

Across Greater Essex, in the 12 months to September 2024, 30,581 of the 58,136 Violence Against the Person Offences recorded had a female victim (52.6 %). This is compared to 33,798 of the 62,877 offences the previous 12 months (53.8%).

Across Greater Essex, in the 12 months to September 2024, 4,088 of the 5,326 Sexual Offences recorded had a female victim (76.8%). This is compared to 4,377 of the 5,570 offences the previous 12 months (78.6%).

Through Project Minerva, Tendring CSP has been able to identify areas of focus for VAWG. This includes not just areas of high volume, but those where VAWG offences are disproportionately high compared to other offences in the Tendring, and areas where offences are lower than may be expected for the type of Tendring and could indicate under reporting. In Tendring, the following areas have been targeted for action: Clacton Town Centre and peripheral areas.

9.3. Hate Crime

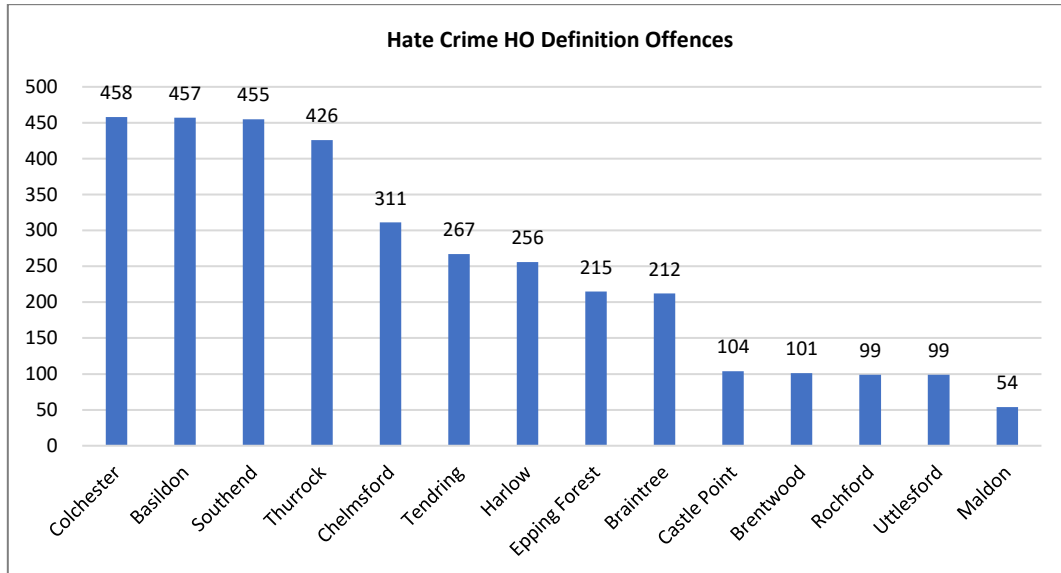
Data Source: Essex Police. Data is for October 2023 to September 2024.

In Greater Essex a total of 3,514 Hate Crime Offences were recorded by Essex Police during the 12 months to September 2024, of which 267 (7.6%) were recorded in Tendring. This equates to 1.89 offences per 1,000 population across Greater Essex, 1.8 per 1,000 population in Tendring.

Across Greater Essex, there was a decrease in incidents of -322 (-8.6%), compared to Tendring where there was a decrease in incidents of 30 (-10.1%).

Across Greater Essex, there was a solved rate of 15.9%, similar to the rate of 15.8% in the previous 12 months. In Tendring, the solved rate was 16.9%, an increase from the rate of 7.4% in the previous twelve months.

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Across Greater Essex, in the 12 months to September 2024, a total of 16 Hate Crime reports were made to Hate Crime Referral Centres. The centres engaged with a total of 496 people, 42 in Tendring. An additional 1,847 reports were made by the Hate Crime Ambassadors across Greater Essex.

Tendring	Reports	Engagement
Basildon	0	0
Braintree	5	67
Brentwood	0	0
Castle Point	0	0
Chelmsford	1	8
Colchester	7	78
Epping Forest	1	9
Harlow	2	52
Maldon	0	0
Rochford	0	9
Southend-on-Sea	0	0
Tendring	0	42
Thurrock	0	228
Uttlesford	0	3
Total	16	496

9.4. Missing Persons

Data Source: Essex Police. Data is for October 2023 to September 2024.

In Greater Essex during the year there were 2,295 Missing Person Reports for Adults (18+) involving 2,096 people (a person may be reported missing more than once), of which 286 reports involving 236 people were from Tendring.

Across Greater Essex, there was a decrease in reports of 307 (-11.8%), compared to Tendring where there was a decrease in reports of 17 (6.3%).

In Greater Essex during the year there were 5,866 Missing Person Reports for Children (under 18) involving 3,327 people (a person may be reported missing more than once), of which 494 reports involving 291 people were from Tendring.

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Across Greater Essex, there was a decrease in reports of 497 (-7.8%), compared to Tendring where there was an increase in reports of 85 (20.8%).

Tendring	Adult 18+			Child Under 18		
	Oct22 to Sept23	Oct23 to Sept24	% Difference	Oct22 to Sept23	Oct23 to Sept24	% Difference
Basildon	144	131	-9.0%	691	431	-37.6%
Braintree	200	153	-23.5%	338	359	6.2%
Brentwood	74	69	-6.8%	92	40	-56.5%
Castle Point	63	47	-25.4%	64	89	39.1%
Chelmsford	268	203	-24.3%	476	510	7.1%
Colchester	250	228	-8.8%	1,120	971	-13.3%
Epping Forest	128	120	-6.3%	198	393	98.5%
Harlow	160	119	-25.6%	399	457	14.5%
Maldon	70	53	-24.3%	62	90	45.2%
Rochford	43	57	32.6%	117	76	-35.0%
Southend-on-Sea	253	224	-11.5%	737	556	-24.6%
Tendring	269	286	6.3%	409	494	20.8%
Thurrock	185	205	10.8%	392	426	8.7%
Uttlesford	80	52	-35.0%	130	127	-2.3%
Unknown/Stanstead	415	348	-16.1%	1,138	847	-25.6%
Total	2,602	2,295	-11.8%	6,363	5,866	-7.8%

9.5. Prevent (Counter Extremism) & Community Tensions

Data Source: Eastern Region Counter Terrorism Local Profile and Essex Situational Risk Assessment

Across Essex in 2023/24, there were 136 Prevent referrals made to CT Police, of which 15 were in Tendring. Most referrals were made by Education (64) followed by Policing (38).

The Counter Terrorism Local Profile currently assesses the threat priorities in the Eastern Region as:

- Extreme Right Wing Terrorism
- Self Initiated Terrorism
- Terrorism in Prison
- Online (as an enabler)

The Essex Prevent Delivery Group has identified the following areas of risk within its Situational Risk Assessment:

- Risk of further activity from Far-Right groups, with focus on Home Office accommodation and areas of local community tensions.
- Risk of the continued conflict in the Middle East increasing exposure to harmful online content and radicalisation by Islamist Extremist groups.
- Need for improved and consistent understanding of risk both by frontline staff (to support them in 'spotting the signs') and senior leaders (to ensure that Prevent is understood and prioritised).
- Need for improved understanding of requirements for local authorities in 'Reducing Permissive Environments', more joined up approaches and supporting staff in understanding the risk and undertaking due diligence checks.
- Need for consistent and continuous communication with residents to help them understand the risk, particularly to young people, whilst engaging with faith and community groups to support and embed this work.

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The current priorities for the Essex Prevent Delivery Group are:

- Strengthening Our Partnership & Improving Our Understanding of Risk in Essex
- Raising Awareness of Prevent Amongst Frontline Staff & Improving Referral Quality
- Reducing Permissive Environments
- Communicating & Engaging with Local Communities

Across Essex, there has been sporadic activity by far-right groups (Patriotic Alternative and Britain First) at some of the Home Office contingency accommodation locations. This has included leafleting of local areas and small scale 'protests'. There has been significant national attention on the site of Wethersfield. Similarly with most other areas in the UK, the activity had dwindled (most likely as a result of in-fighting within the groups and a lack of focus) and the sporadic nature means that they failed to gain traction within local communities. Local protest groups against the Wethersfield site have continued to distance themselves from these far-right groups. There was no increase in activity in the build-up to the local and general elections.

There have been regular small scale peaceful pro-Palestine protests held in towns across Essex, none of which have seen any counter protests. There have been a small number of incidents across most areas of hate graffiti and stickering, including those that are Pro-Hamas, antisemitic or involving Nazi symbols. By their nature, there is a lack of evidence in most cases as to who has placed them and if they are linked to any extremist groups. Whilst some have obvious connections to the conflict in Gaza/Israel this is not always the case and there has been sporadic activity of this nature before the conflict.

During the national disorder in August, there were no incidents in Essex. However, there were heightened levels of concern amongst some communities. Whilst some of this was in relation to mis/disinformation about 'planned' protests which have now passed, there continues to be high levels of concern particularly amongst our Jewish and Muslim communities.

10. SERIOUS & ORGANISED CRIME

10.1. Modern Slavery & Human Trafficking

Data Source: Essex Police. Data is for October 2023 to September 2024.

There was a total of 438 Modern Slavery & Human Trafficking Offences in Greater Essex in the year, 20 (4.56%) of which were in Tendring.

Across Greater Essex, there was an increase in offences of 7 (1.6%), compared to Tendring where there was a decrease of 4 incidents.

10.2. Serious Violence (Violence & Vulnerability Unit)

Data Source: Violence & Vulnerability Unit. Data for October 2023 to September 2024.

In Greater Essex there were a total of 1,085 Serious Violence Offences recorded in the 12 months to September 2024, 106 (9.8%) of which were in Tendring.

10.3. Trading Standards

Data Source: Essex County Council. Data for October 2023 to March 2024.

In Essex, there were a total of 156 intelligence reports received for Underage Sales (22 for alcohol, 8 for cigarettes, 126 for vapes). As a result, a total of 117 test purchases were made (23 for alcohol, 2 for cigarettes, 92 for vapes) with a total of 14 successful purchases (3 for alcohol, 0 for cigarettes, 11 for vapes).

In Tendring, there were a total of 30 intelligence reports received for Underage Sales (5 for alcohol, 2 for cigarettes, 23 for vapes). As a result, a total of 23 test purchases were made (4 for alcohol, 0 for cigarettes, 19 for vapes) with a total of 4 successful purchases (1 for alcohol, 0 for cigarettes, 3 for vapes).

Areas	Alcohol			Cigarettes			Vapes		
	Complai nts	Test Purchas es	Sales	Complai nts	Test Purchas es	Sales	Complai nts	Test Purchas es	Sales
Basildon	2	2	0	0	0	0	7	6	0
Braintree	1	1	0	1	0	0	18	13	2
Brentwood	3	1	0	0	0	0	9	6	2
Castle Point	1	1	0	0	0	0	2	1	0
Chelmsford	4	3	0	2	0	0	10	10	2
Colchester	2	7	2	1	1	0	23	16	0
Epping Forest	1	0	0	1	0	0	15	10	1
Harlow	0	0	0	1	1	0	8	1	0
Maldon	0	0	0	0	0	0	6	5	1
Rochford	3	4	0	0	0	0	4	4	0
Tendring	5	4	1	2	0	0	23	19	3
Uttlesford	0	0	0	0	0	0	1	1	0
Total	22	23	3	8	2	0	126	92	11

In Essex there were a total of 6 seizure visits carried out: 1 in Basildon, 2 in Chelmsford, 3 in Tendring. This resulted in the seizure of 81,662 cigarettes (4,600 in Basildon, 8,860 in Chelmsford and 68,202 in Tendring) and 15.21kg of rolling tobacco (0kg in Basildon, 1.15kg in Chelmsford and 15,21kg in Tendring).

11. OFFENDER MANAGEMENT & CRIMINAL JUSTICE

11.1. Youth Justice Service

Data Source: Essex Youth Justice Service. Data is for October 2023 to September 2024.

Between 1st October 2023 and 30th September 2024, 746 young people were active on Youth Justice Service (YJS) programmes in Essex.

11.2. Probation

Data Source: National Probation Service. Data is snapshot of case loads taken October 2024.

There was a total of 5,762 people on Probation in Essex, of which 496 were in Tendring.

People on Probation		
Tendring	People	% of County
Basildon	683	11.85%
Braintree	337	5.85%
Brentwood	180	3.12%
Castle Point	204	3.54%
Chelmsford	421	7.31%
Colchester	505	8.76%
Epping Forest	322	5.59%
Harlow	376	6.53%
Maldon	125	2.17%
Rochford	139	2.41%
Southend-on-Sea	688	11.94%
Tendring	496	8.61%
Thurrock	549	9.53%
Uttlesford	126	2.19%
Homeless at Sentencing	428	7.43%
Unpaid Work Only	183	3.18%
Total	5,762	

When looking at risk of reoffending of those on the caseload:

- Across Greater Essex, 8.90% of people were assessed as being of Very High risk of reoffending, this compares to 7.8% in Tendring.
- Across Greater Essex, 20.86% of people were assessed as being of High risk of reoffending, this compares to 19% in Tendring.
- Across Greater Essex, 25.72% of people were assessed as being of Medium risk of reoffending, this compares to 27.6% in Tendring.
- Across Greater Essex, 44.52% of people were assessed as being of Low risk of reoffending, this compares to 45.6% in Tendring.

A3 APPENDIX C
OFFICIAL SENSITIVE

Assessed Risk Levels Of Reoffending								
Tendring	Very High		High		Medium		Low	
	#	% of Tendring	#	% of Tendring	#	% of Tendring	#	% of Tendring
Basildon	49	7.17%	163	23.87%	184	26.94%	287	42.02%
Braintree	26	7.72%	62	18.40%	95	28.19%	154	45.70%
Brentwood	10	5.56%	29	16.11%	48	26.67%	93	51.67%
Castle Point	17	8.33%	37	18.14%	49	24.02%	101	49.51%
Chelmsford	31	7.36%	72	17.10%	113	26.84%	205	48.69%
Colchester	44	8.71%	114	22.57%	124	24.55%	223	44.16%
Epping Forest	19	5.90%	73	22.67%	81	25.16%	149	46.27%
Harlow	42	11.17%	73	19.41%	101	26.86%	160	42.55%
Maldon	06	4.80%	21	16.80%	34	27.20%	64	51.20%
Rochford	09	6.47%	31	22.30%	30	21.58%	69	49.64%
Southend-on-Sea	69	10.03%	150	21.80%	166	24.13%	303	44.04%
Tendring	39	7.86%	94	18.95%	137	27.62%	226	45.56%
Thurrock	52	9.47%	117	21.31%	143	26.05%	237	43.17%
Uttlesford	07	5.56%	21	16.67%	32	25.40%	66	52.38%
Homeless at Sentencing	90	21.03%	117	27.34%	91	21.26%	130	30.37%
Unpaid Work Only	03	1.64%	28	15.30%	54	29.51%	98	53.55%
Total	513	8.90%	1,202	20.86%	1,482	25.72%	2,565	44.52%

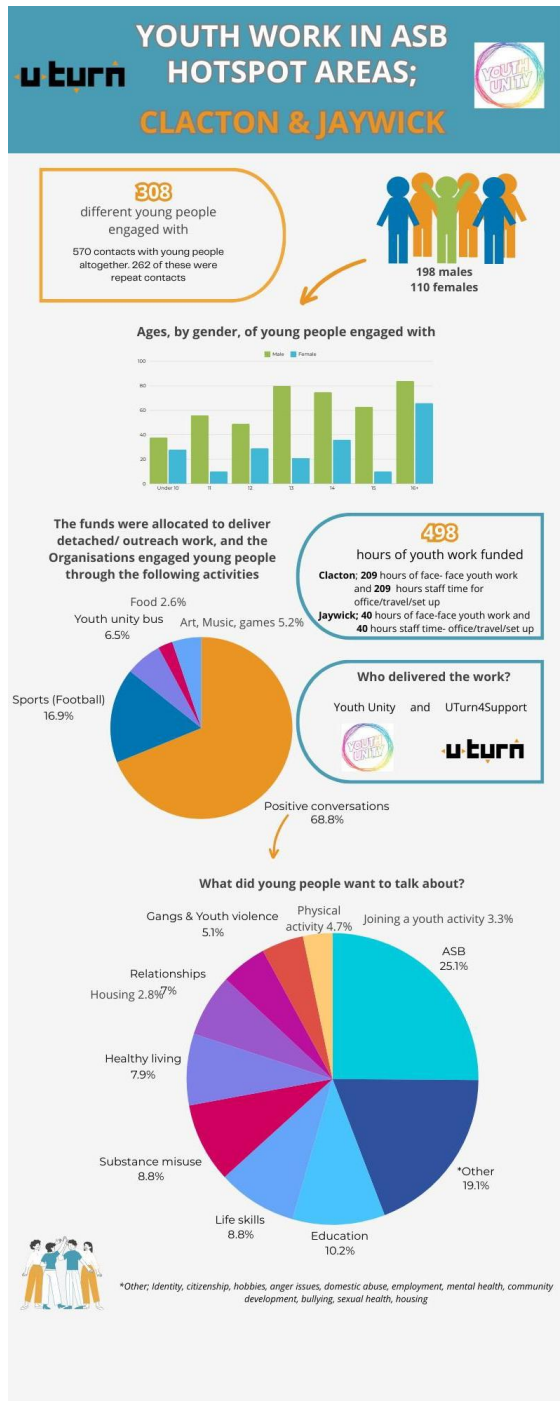
When looking at risk of serious harm of those on the caseload (excluding those not yet assessed):

- Across Greater Essex, 1.11% of people were assessed as being of Very High risk of serious harm, this compares to 0.6% in Tendring.
- Across Greater Essex, 28.35% of people were assessed as being of High risk of serious harm, this compares to 32.1% in Tendring.
- Across Greater Essex, 58.45% of people were assessed as being of Medium risk of serious harm, this compares to 57.0% in Tendring.
- Across Greater Essex, 12.09% of people were assessed as being of Low risk of serious harm, this compares to 10.2% in Tendring.

Assessed Risk of Serious Harm								
Tendring	Very High		High		Medium		Low	
	#	%	#	%	#	%	#	%
Basildon	09	1.34%	180	26.83%	412	61.40%	70	10.43%
Braintree	01	0.30%	80	23.88%	204	60.90%	50	14.93%
Brentwood	00	0.00%	42	23.46%	103	57.54%	34	18.99%
Castle Point	03	1.48%	52	25.62%	125	61.58%	23	11.33%
Chelmsford	03	0.72%	96	23.13%	260	62.65%	56	13.49%
Colchester	05	1.00%	145	29.06%	303	60.72%	46	9.22%
Epping Forest	02	0.63%	53	16.72%	207	65.30%	55	17.35%
Harlow	03	0.80%	117	31.37%	211	56.57%	42	11.26%
Maldon	01	0.80%	30	24.00%	79	63.20%	15	12.00%
Rochford	00	0.00%	40	28.99%	82	59.42%	16	11.59%
Southend-on-Sea	07	1.03%	220	32.26%	405	59.38%	50	7.33%
Tendring	03	0.61%	157	32.11%	279	57.06%	50	10.22%
Thurrock	08	1.47%	165	30.28%	309	56.70%	63	11.56%
Uttlesford	00	0.00%	25	19.84%	82	65.08%	19	15.08%
Homeless at Sentencing	18	4.42%	207	50.86%	152	37.35%	30	7.37%
Unpaid Work Only	00	0.00%	0	0.00%	104	60.82%	67	39.18%
Total	63	1.11%	1,609	28.35%	3,317	58.45%	686	12.09%

12. OTHER DATA FOR TENDRING

12.1. ECVYS ASB Report 23-24



12.2. Essex Youth Service - Make Your Mark Ballot Results Report 2024

Tendring Results

2,507 young people voted in Tendring with **Culture, Media and Sport** being voted their top issue with **462 votes. Tendring Total votes**

Topics	No. votes	% of votes
Culture, Media and Sport	462	18.43%
Health and Wellbeing	451	17.99%
Crime and Safety	424	16.91%
Jobs, the Economy and Benefits	355	14.16%
Education and Learning	291	11.61%
Climate Change and the Environment	126	5.03%
Transport	120	4.79%
Rights, Equalities and Democracy	109	4.35%
Youth Work and Young People's Services	98	3.91%
International Relations	58	2.31%
Spoilt	13	0.52%
Total		2,507

PUBLIC VERSION

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COUNCIL

20 MAY 2025

REFERENCE FROM CABINET

A.5 ADOPTION OF THE ANNUAL CAPITAL AND TREASURY STRATEGY FOR 2025/26 (INCLUDING PRUDENTIAL AND TREASURY INDICATORS)

(Report prepared by Ian Ford)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

The Council is asked to consider the recommendation submitted to it by the Cabinet in respect of the approval of a Capital and Treasury Strategy for 2025/26.

EXECUTIVE SUMMARY

At its meeting held on 11 April 2025 (Minute 161 refers), the Cabinet had considered a report of the report of the Corporate Finance and Governance Portfolio Holder (A.3) which had sought Cabinet's agreement of the Annual Capital and Treasury Strategy for 2025/26 (including Prudential and Treasury Indicators) for submission to this meeting of Full Council.

Cabinet had been reminded that the Local Government Act 2003 and supporting regulations required the Council to set out its treasury strategy for borrowing, and to prepare an Annual Investment Strategy (as required by Investment Guidance subsequent to the Act) that set out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments, "having regard" to the Chartered Institute of Public Finance and Accountancy's (CIPFA) Prudential Code and the CIPFA Treasury Management Code of Practice. Revised editions of both documents had come into force in 2023/24.

It had been reported that the Capital Strategy continued to be combined with the Treasury Strategy into one document, which was required to be updated / approved annually. The proposed Annual Capital and Treasury Strategy for 2025/26 had been set out in Appendix A to the Portfolio Holder's report (A.3) and it continued to reflect the various changes set out in the latest Codes mentioned above.

Members of the Cabinet had been informed that the Capital Strategy element of the combined document covered the various elements surrounding capital investment decisions and the key criteria that investment decisions should be considered against.

The Treasury Strategy element of the combined document covered the various elements that satisfied the requirements of the various codes that governed the borrowing and investment activities of the Council and had been prepared in the light of advice received from the Council's Treasury advisors and reflected the latest codes and guidance.

Cabinet had been made aware that Prudential and Treasury indicators had been included as an Annexe to the combined strategy and had therefore been included within Appendix A.

Members of the Cabinet had been advised that, under the Prudential Code, the Council had freedom over capital expenditure if it was prudent, affordable and sustainable. The

Prudential Indicators either measured the expected activity or introduced limits upon the activity and reflected the underlying capital appraisal systems and enabled the Council to demonstrate that it was complying with the requirements of the Prudential Code.

Cabinet had been reassured that the Council's investments would be undertaken in accordance with its Treasury Management Practices (TMPs). Those included the use of non-specified investment in property to yield both rental income and capital gains. The Codes referred to above required clear separation of commercial investments from treasury investments. As the Council only had one such investment, which was clearly identified within the Strategy and the TMPs, in continuing the approach adopted last year, it had not been proposed to produce a separate suite of Investment Management Practices for that purpose.

As was always the case, other 'quality' investment opportunities would always be explored during the year in consultation with the Council's external advisors to maximise returns on investments within a continuing and overall risk-averse approach.

Cabinet had been reminded that in terms of the reporting process associated with the attached strategy, this would ordinarily be based on obtaining the agreement of the Portfolio Holder for Corporate Finance and Governance for consultation with the Resources and Services Overview and Scrutiny Committee, following which it would be submitted to Cabinet and then onto Full Council. However, due to the timetable of meetings and the continuing work pressures, including those associated with clearing the backlog of outstanding Statement of Accounts that had been due to external audit delays, a revised timescale had been proposed.

It had therefore been proposed to seek Cabinet's agreement to the strategy along with a recommendation for it to be presented to this Full Council meeting for approval and adoption. In terms of consulting with the Resources and Overview and Scrutiny Committee, it had been proposed to undertake this as early as possible in 2025/26, subject to this being included within that Committee's Work Programme.

It had been felt that the above reflected a pragmatic approach to ensure that the strategy could be approved ahead of the financial year it related to or as soon as possible thereafter. However, it also recognised that if the Resources and Overview and Scrutiny Committee had any comments, which could also require further exploration / investigation, then they could be considered and reported to Full Council later, where potential in-year revisions to the Strategy could be considered.

Cabinet had been informed that although at a limited level at the current time, the strategy now acknowledged the potential impact from local government reorganisation, which included the requirement to take such matters into consideration as necessary, which also complemented the wider decision making proposals agreed by Full Council at its meeting on 25 March 2025 and the highlight priorities agreed by Cabinet on 17 March 2025.

Cabinet had *"RESOLVED that the Annual Capital and Treasury Strategy for 2025/26 (including Prudential and Treasury Indicators) be recommended to Full Council for its approval, acknowledging that consultation with the Resources and Services Overview and Scrutiny Committee will be undertaken during 2025/26, subject to inclusion within that Committee's Work Programme."*

A copy of the published Corporate Finance & Governance Portfolio Holder's report (and its appendix) to the Cabinet meeting held on 11 April 2025 is attached to this report.

RECOMMENDATIONS

That Council, having considered this reference report from Cabinet, approves and adopts the annual Capital and Treasury Strategy for 2025/26 (including Prudential and Treasury Indicators), as set out in Appendix A hereto.

MONITORING OFFICER'S ADVICE

Nothing further to add to the contents of the report.

BACKGROUND PAPERS FOR THE DECISION

Published Minutes of the meeting of the Cabinet held on 11 April 2025.

APPENDICES

APPENDIX A = Annual Capital and Treasury Strategy 2025/26 (including Prudential and Treasury Indicators) for adoption

APPENDIX B = Published A.3 Report (and Appendix) of the Corporate Finance & Governance Portfolio Holder for the meeting of the Cabinet held on 11 April 2025

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Tendring
District Council



**ANNUAL CAPITAL AND
TREASURY STRATEGY
2025/26**

PART 1 – CAPITAL STRATEGY 2025/26 to 2027/28

1. Introduction

SECTION A - Achieving Outcomes / Delivering Against Priorities

2. Corporate Priorities and Links to Other Key Strategies
3. Roles and Responsibilities in Respect of the Capital Strategy and the Formulation and Monitoring of the Capital Programme

SECTION B - Capital Investment and Sources of Funding

4. Capital Investment Considerations
5. Sources of Funding

Part 1 Annex 1 – Quick Reference Guide – Information Expected to be Included in Capital Investment Decisions Where Relevant

Part 1 Annex 2 – General Fund and Housing Revenue Account Capital Programmes 2025/26 to 2027/28

PART 2 – TREASURY STRATEGY FOR 2025/26

1. Introduction
2. Treasury Limits for 2025/26 to 2027/28
3. Prudential and Treasury Indicators for 2025/26 to 2027/28
4. Current Portfolio Position
5. Borrowing Requirement
6. Economic Position
7. Interest Rates
8. Borrowing strategy
 - 8.1 External v internal borrowing
 - 8.2 Gross and Net Debt Positions
 - 8.3 Policy on borrowing in advance of need
9. Debt Rescheduling
10. Annual Investment Strategy
 - 10.1 Investment Policy
 - 10.2 Creditworthiness Policy
 - 10.3 Credit Limits
 - 10.4 Country Limits
 - 10.5 Investment Strategy
 - 10.6 Allocation of Investment returns between General Fund and the Housing Revenue Account.
 - 10.7 End of year investment report

Part 2 Annex 1 – Proposed Prudential Indicators 2024/25 revised, 2025/26 and forecasts for 2026/27 to 2027/28

Part 2 Annex 2 – Specified and non-specified investments

PART 1 – CAPITAL STRATEGY

INTRODUCTION

The Capital Strategy is an overarching document that sets out the Council's approach to Capital Investment and how it seeks to deliver value for money against the following underlying key principles, which are subject to review by the Council's External Auditor each year:

1. **Financial Sustainability** - *How the Council manages its resources to ensure it can continue to deliver its services.*
2. **Governance** - *How the Council ensures that it makes informed decisions and properly manages its risks.*
3. **Improving economy, efficiency and effectiveness** - *How the Council uses information about its costs and performance to improve the way it manages and delivers its services*

Against this backdrop, the Capital Strategy is divided into two sections:

Section A provides an introduction and sets out the context for the Capital Strategy. It sets out how the plan links to corporate priorities and shows how they link to other key resource strategies and the related roles and responsibilities of members and officers.

Section B covers the framework within which capital financing decisions are considered and provides background to the funding sources available to meet the costs of capital projects that are included within the Capital Programme.

The Council's cost pressure and investment plans along with the Capital Programme form the basis of the Council's rolling plan of investment in assets. The Capital Programme spans a number of years and contains a mix of individual schemes.

Investment can include expenditure on:

- Infrastructure such as open spaces, coast protection
- New build
- Enhancement of buildings through renovation or remodelling;
- Major plant, equipment and vehicles;
- Capital contributions to other organisations enabling them to invest in assets that contributes to the delivery of the Council's priorities.

The Capital Programme is distinct from the Council's revenue budget which funds day-to-day services, but they are both linked and are managed together.

There is a strong link with the Treasury Management Strategy set out in PART 2 that provides a framework for the borrowing and lending activity of the Council.

The Council has set a de-minimus level of £10,000, below which expenditure is not classed as capital expenditure, but is charged instead to the revenue account.

SECTION A - ACHIEVING OUTCOMES/DELIVERING AGAINST PRIORITIES

CORPORATE PRIORITIES

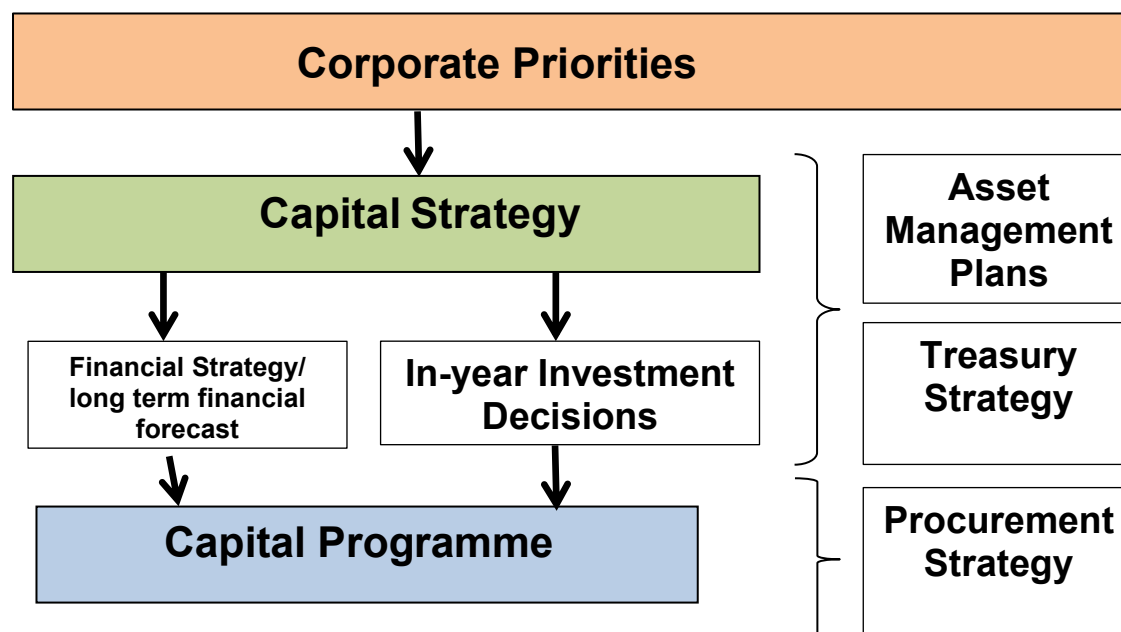
The Capital Strategy is subject to ongoing review and has a key role in supporting the delivery of the Council's Corporate Priorities.

The Capital Strategy aims to set out the arrangements and processes in place to manage capital resources, the relationship with the Council's other key resource strategies and the practical/sustainable outcomes of those arrangements and processes by:

1. Setting out how schemes are evaluated and prioritised within the resources available.
2. Ensuring that any investment decision is prudent, sustainable and affordable in accordance with the prudential code and therefore represents value for money.
3. Setting out the performance processes in place to ensure that projects are delivered on time and within budget.
4. Ensuring that expected outcomes are delivered and lessons learnt from previous investment decisions.

LINKS TO OTHER KEY STRATEGIES

The ability of the Council to undertake capital investment to deliver its corporate objectives will be influenced or have direct links to a number of strategies, with the key 'links' set out below:



The above sets out the strategies/processes that are more closely aligned to the capital investment decision but are by no means exhaustive. Although subject to changes over the life of this Strategy, other key strategies and

policies may also need to be reflected in the investment decision such as those associated with workforce/staff capacity and ICT delivery. Decision-making must therefore reflect these requirements where relevant/necessary.

In respect of ICT within the Council, associated strategies or requirements set out how the Council intends to use technology to support service delivery and transform the way it delivers its services. ICT is therefore recognised as a key enabler in supporting capital investment and delivering sustainable outcomes.

The **long-term financial forecast** plays a pivotal role in developing and delivering capital investment. The long-term financial forecast not only determines the financial resources available to fund capital investment, both in terms of the initial investment and any revenue consequences of the capital investment itself, it also provides a key element within the framework for considering and prioritising capital projects. It is however recognised that to remain flexible to take advantage of investment opportunities that may arise during the year, decisions may be required in line with the Council's Financial Procedure Rules. The long-term financial forecast is reported to Cabinet each quarter, which allows this flexibility. To ensure consistency, such decisions should also follow the same requirements set out within the Capital Strategy.

The Council's cost pressure and investment plans also form a key element within the framework above as it forms a further link between the Corporate Priorities and the Financial Strategy and complements the development of the long-term forecast and prioritised projects that are included within the Capital Programme.

The Treasury Strategy is also highlighted above as a key influence as it sets out the Council's overall approach to debt and borrowing. This approach along with affordability, form part of the investment decisions that are brought together via the long-term financial forecast process on a rolling basis through the year.

Other significant influences include the Local Development Framework (LDF) which sets out the Council's vision for change and new growth in the Tendring District in the long term which could present the Council with investment opportunities for consideration alongside other investment options.

ROLES AND RESPONSIBILITIES IN RESPECT OF THE CAPITAL STRATEGY AND THE FORMULATION AND MONITORING OF THE CAPITAL PROGRAMME

Management Team – As the most senior officer team of the Council the Management Team approves the Capital /Treasury Strategy for submission to Cabinet and having regard to the Council's priorities, recommends projects for inclusion in the Capital Programme in consultation with Portfolio Holders/ Cabinet (via the long-term financial forecast process). Management Team also considers all significant investment decisions via a project initiation /

development process prior to formal reporting to Members, especially those associated with in-year investment decisions.

Departments support Management Team in the above process through the development and investigation of investments opportunities and submitting reports / project initiation and development documentation in support of the associated capital projects.

Cabinet (including Portfolio Holders acting within approved delegations)

– The Cabinet recommends a minimum 4-year capital programme to Council. The Cabinet and the Finance and Governance Portfolio Holder can, within the limits set by the Council's Financial Procedure Rules, approve supplementary estimates or approve virements between schemes during the year as part of separate investment decisions. The Cabinet is required to approve the Capital / Treasury Strategy each year.

Council – Approves a multi-year Capital Programme as part of the budget setting process in February each year and approves the Capital / Treasury Strategy in March each year or as soon as possible thereafter.

Subject to the limits set out in the Council's Financial Procedure rules, Council may be required to approve supplementary estimates to increase the costs of approved schemes or add new schemes over and above amounts that individually or on aggregation are over and above those amounts ordinarily agreed by Cabinet as part of in-year investment decisions.

CONSULTATION

The views of the local community and stakeholders are an important element in developing the priorities for the Council and identifying capital investment opportunities. This can be achieved in a number of ways depending on the specific investment that is considered, which should be complemented by wider consultation exercises such as those associated with the development of corporate priorities and the long-term forecast/corporate investment plans where necessary.

In addition to the above, Departments are expected to review the need to undertake consultation and the scale of that consultation, as appropriate, as part of the investment decision-making process.

MONITORING OF THE CAPITAL INVESTMENT/CAPITAL PROGRAMME

In terms of performance and monitoring the delivery of capital investment, this is primarily achieved through the existing and comprehensive financial processes such as the long-term financial forecast and budget setting process, outturn review and the quarterly financial performance reporting. In respect of the quarterly financial performance reports, an update on the delivery of projects and the position against the budget is included, which is *made available* to both Cabinet and the relevant Overview and Scrutiny Committee during the year. Some capital projects may also form part of the

Council's separate Performance Monitoring process that is also reported to Members during the year.

Where capital investment is material, the scheme or project may be subject to review by internal audit which would be at the discretion of the Internal Audit Manager as part of the annual Internal Audit Plan or if required by other key stakeholders.

The above would also be supported where relevant by separate Member 'boards' or equivalent, which form an important element of the monitoring process for schemes such as the Levelling Up Fund and Community Regeneration Partnership projects.

SECTION B – CAPITAL INVESTMENT AND SOURCES OF FUNDING

CAPITAL INVESTMENT CONSIDERATIONS

The Council's capital investments are made in accordance with the Prudential Code, which aims to ensure that the capital investment plans of local authorities are affordable, prudent and sustainable, which should also include where necessary a prioritisation and appraisal process. Under the Code the Council is free to determine the amount it borrows to finance capital investment.

All of the Council's capital investment is managed in accordance with the requirements of the Prudential Code. The prioritisation of capital investment is directly linked to the long-term financial forecast and/or in-year budget amendment processes as previously explained, which is complemented by the Council's cost pressure and investment plans, all of which will be undertaken in an open and transparent manner.

Schemes that are agreed but not funded as part of the long-term financial forecast process will be considered as part of a prioritised list within wider cost pressure and investment plans and be a 'live' schedule of investment opportunities against which further investment opportunities should be considered during the year.

The Council faces ongoing significant financial challenges over the period of this Capital Strategy due *to changes in Government Funding, inflationary pressures, service demand pressures and potential uncertainty introduced by local government reforms.* The latest long-term financial forecast for 2025/26 to 2033/34 reflects deficits over the remaining period of plan, which is supported by the Forecast Risk Fund. To deliver the level of efficiencies and transformation that will in turn support the delivery of the long-term forecast, the following key principles should *continue* to be a key consideration of capital investment decisions:

Design schemes/projects to limit as far as possible any negative impact on the Council's on-going revenue budget.
Promote capital investment which allows either invest to save outcomes or generates a revenue and/or capital return and/or generates additional external grant (e.g., new homes bonus) or core funding (e.g. Business Rates) whilst clearly setting out how it contributes to the Council's Corporate Priorities.
Foster effective working relationships with potential funders/partners.
Carefully consider value for money and efficiency of projects and associated outcomes.
Project risk is fully explored, and mitigating actions identified and taken as necessary.
Ensure appropriate project management tools and documentation are used and that project timescales are adequately matched to the capacity to deliver the project, both internally and externally (where internal, this needs to include services such as Legal, Finance and HR).
Responsibility for the delivery of the project is clearly defined and understood.
How the proposed investment contributes to the Council's commitment to be carbon neutral by 2050.

In addition to the above, it will also be important to consider the impact of local government reforms through devolution and local government reorganisation as necessary.

Although not always necessarily subject to formal reporting, as part of the Council's project management processes, Departments are expected to evidence the outcome from any investment undertaken against the key criteria set out within this Capital Strategy to inform future investment decisions with high level information being available within the usual performance/budget monitoring reports.

To promote consistency, a quick reference guide for detailed information that is expected to form part of any investment decisions is set out as **Annex 1**.

As highlighted above, the Council's *cost pressure and investment plans* form part of the overall governance framework in terms of linking corporate priorities and strategies to investment priorities. This framework takes into account a number of key priority 'drivers' such as financial viability / sustainability, non-

financial consequences such as reputation / health and safety, the outcome from external assessment / regulatory reviews along with being outcome driven.

Impact Assessments

Impact assessments may be required depending on the specific capital investment decisions being considered. Therefore, as part of the Council's project management processes, Departments are expected to consider whether it is necessary to complete an impact assessment based on the Council's usual processes and documentation at the time a decision is made.

SOURCES OF FUNDING

Capital investment will have to be undertaken within the Council's limited resources and challenging financial environment.

In limited cases the cost of capital investment is supported by external grants/contributions. Any other capital investment the Council wishes to make has to be funded from its own resources or by borrowing (the revenue cost being met entirely by the Council). The Council's Financial Strategy/long term financial forecast includes consideration of a ten-year forecast, taking into account the revenue implications of capital investment plans and the resources available to fund capital investment. The level of capital investment will be constrained by the available resources identified via the long-term financial forecast process including revenue contributions or the ability to attract external funding and the generation of capital receipts. Any decision to invest in capital projects will need to match the available resources against criteria set out above, including how it meets corporate priorities within wider cost pressure and investment plans. The process also includes consideration of, where appropriate, whether to divest any commercial investments, in accordance with the requirements of the updated Prudential and Treasury Management Codes.

In planning any capital investment to contribute towards the achievement of the Council's priorities, the following resources are available:

- a) **Revenue Funding (Including Reserves)** – This continues to be limited each year given the challenging financial environment and on-going government grant reductions. This funding stream will need to be considered within the overall financial planning processes each year, including that for the HRA, which operates under a self-financing environment where changes in Government Policy have limited the revenue contributions available to support capital investment.
- b) **Capital grants/contributions** – These have contributed significantly to past and current capital projects and many aspects of the Council's and its partners' objectives can only be met if this funding source continues to be pursued. The delivery of the Council's priorities and commitments continue to be supported by successful grant applications. Section 106 money

flowing from the planning process is also a significant source of external funding.

- c) **General Fund Capital Receipts** – It is acknowledged that the Council's current property/land holdings are not of significant high value or volume. Nevertheless, the Council recognises this important funding source and continually reviews its assets as part of separate asset management / investment plans which provide the context to consider opportunities to dispose of any assets that are surplus to requirements and/or not contributing to the delivery of the Council's priorities or where they provide alternative investment opportunities.
- d) **Borrowing within the Prudential Framework (Prudential Borrowing)** – The Council has the freedom to borrow to finance its capital expenditure provided it can demonstrate the prudence of the investment and its affordability and sustainability. During 2020/21 the rules governing borrowing from the PWLB were amended such that from 25 November 2020 no borrowing from the PWLB is allowed if an authority has purchased assets for yield in its capital programme for the following three years. Neither the General Fund nor the Housing Revenue Account capital programmes for 2025/26 to 2027/28 involve any such schemes. This means the Council is still able to access PWLB funding at preferential rates if it is prudent, affordable and sustainable.

CAPITAL STRATEGY CONCLUSIONS

The Capital Strategy sets out the high-level arrangements and processes to ensure that capital investment is managed within the Council's overall financial framework. It aims to ensure that its limited resources are applied consistently and effectively towards delivering the priorities of the Council. It links together the capital expenditure implications of various plans and strategies.

PART 1 - ANNEX 1**QUICK REFERENCE GUIDE – Information Expected to be Included in Capital Investment Decisions Where Relevant**

Formal Investment Considerations/Decisions/Business Cases
Link to priorities (including commitment to be carbon neutral by 2050) and/or 'safeguarding' of a Council Asset and what are the measurable benefits of the planned investment
Return on Investment/Net Present Value
Whole Life Costing/Revenue Consequences
Payback Periods
Key risks and how they will be managed
Alternative Options/Opportunity Costs
Sustainability
Financial Resources Available/Funding Options
Impact assessment where relevant
Capacity/Deliverability
Other considerations/important information to discuss/share with relevant internal department(s) and/or for inclusion in the formal decision making process if significant
Cash Flow Forecasts
VAT Arrangements/Implications
Insurance issues
Risk Management implications
Procurement processes
<i>Any potential impact / influence of devolution and local government reorganisation</i>

PART 1 - ANNEX 2**General Fund Capital Programme 2024/25 to 2027/28**

Capital Expenditure - General Fund £000s	2023/24 Actual	2024/25 Revised*	2025/26 Estimate	2026/27 Forecast	2027/28 Forecast
Total Capital Expenditure	3,804	17,320	827	827	827
Financing - General Fund					
External contributions	(489)	(384)	-	-	-
Section 106	(240)	(6)	-	-	-
Government grants	(595)	(1,114)	-	-	-
Disabled Facilities Grant	(1,267)	(9,750)	(757)	(757)	(757)
Capital receipts	(106)	(815)	-	-	-
Direct revenue contributions	(275)	(4,029)	(70)	(70)	(70)
Earmarked reserves	(833)	(1,222)	-	-	-
Total Capital Financing	(3,804)	(17,320)	(827)	(827)	(827)
Net Financing need (External Borrowing)	0	0	0	0	0

*Figures exclude additional LUF/CRP scheme adjustments which are funded by revenue/external grants not borrowing

HRA Capital Programme 2024/25 to 2027/28

Housing Revenue Account Capital Schemes £000	2023/24 Actual	2024/25 Revised*	2025/26 Estimate	2026/27 Forecast	2027/28 Forecast
Total Capital Expenditure	12,730	9,938	5,106	5,106	5,106
Financing - Housing Revenue Account					
Major repairs reserve	(4,164)	(3,314)	(3,556)	(3,556)	(3,556)
Direct revenue contributions	(2,140)	(3,316)	(1,550)	(1,550)	(1,550)
Section 106	(308)	(474)	-	-	-
Capital receipts	(4,114)	(2,834)	-	-	-
External contributions	(1,964)	-	-	-	-
Government grant	(40)	-	-	-	-
Total Capital Financing	(12,730)	(9,938)	(5,106)	(5,106)	(5,106)
Net Financing need (External Borrowing)	0	0	0	0	0

*As at Q3 24/25

PART 2 – TREASURY STRATEGY

1. Introduction

The Local Government Act 2003 (the Act) and supporting regulations require the Council to 'have regard to' the CIPFA Prudential Code and the CIPFA Treasury Management Code of Practice to set Prudential and Treasury Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable. Both CIPFA Codes were revised in December 2021 and adopted by the Council in 2023/24. The revised codes had the following implications:

- A requirement to adopt a new debt liability benchmark treasury indicator
- They clarify what CIPFA expects a local authority to borrow for and what they do not view as appropriate, however it is important to highlight that none of Tendring's borrowing falls within the inappropriate category
- A requirement to address environmental, social and governance (ESG) considerations in the Capital Strategy and in Treasury Management Practice 1 (TMP1).
- Implementation of a policy to review commercial property, with a view to divest where appropriate.
- Create new Investment Practices to manage risks associated with non-treasury investment (for Tendring this is the single Investment Property held so separate documents were not considered appropriate, instead the TMPs were expanded) that are similar to the current TMPs
- Expansion of the knowledge and skills register for individuals involved in treasury management, proportionate to the size and complexity of the work involved.
- All investments and investment income to be split between:
 - those held for treasury management arising from cash flows
 - those held for delivery of services such as housing, regeneration and local infrastructure – the Council has none in this category at present
 - those held for commercial return – i.e. investment property

The Act requires the Council to set out its treasury strategy for borrowing and to prepare an Annual Investment Strategy (as required by Investment Guidance issued subsequent to the Act) which sets out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments.

The Council's risk appetite is low, and it takes a risk-averse approach to Treasury Management, with the security and liquidity of the investment the prime concern, and the budget for income from investments being formulated on this basis. The Annual Strategy for 2025/26 is based on this risk-averse approach continuing.

For a number of years, the Council has engaged the services of treasury advisors to provide its officers with advice on treasury management issues. The current advisors are Link Asset Services, Treasury solutions. However, the

final decision and responsibility for the actions taken sits with the Council's own officers after considering that advice.

The details of the delegations and responsibilities for treasury management are contained within the Council's Constitution as follows: -

- Part 3 – delegated powers – The Executive / Finance and Governance Portfolio Holder
- Part 5 – Financial Procedure Rules

2. Treasury Limits for 2025/26 to 2027/28

It is a statutory duty under Section 3 of the Act and supporting regulations for the Council to determine and keep under review how much it can afford to borrow. The amount so determined is termed the "Affordable Borrowing Limit". In England and Wales, the Authorised Limit represents the legislative limit specified in the Act.

The Council must have regard to the Prudential Code when setting the Authorised Limit of external debt, which essentially requires it to ensure that total capital investment remains within sustainable limits and, in particular, that the impact upon its future council tax and council rent levels is 'acceptable'. Capital investment must be considered in the light of the overall strategy and resources available, with decisions made with sufficient regard to the long-term financing implications and potential risks.

Whilst termed an "Affordable Borrowing Limit", the capital plans to be considered for funding must include both external borrowing and other forms of liability, such as credit arrangements. The Authorised Limit is to be set, on a rolling basis, for the forthcoming financial year and two successive financial years. Details of the Authorised Limit can be found in Annex 1 of this part of the report.

The authorised limit reflects the additional borrowing requirement as part of the Housing Revenue Account (HRA) self-financing reforms. The Housing self-financing reforms also set an overall 'debt cap' for the HRA which in itself reflects an affordability level based on the Government's model of how much debt can be supported by the HRA after considering the forecast of income from rents and management and maintenance costs over a 30 year period. The HRA debt cap for Tendring was £60,285,000, but the Government announced the abolition of the HRA debt cap from 29 October 2018. The updated HRA Business Plan reported to Members in December 2024 and January 2025 as part of the HRA budget, reflected the financing of maturing loan debts via internal borrowing instead of external borrowing. More loan debt matures in future years and decisions to address these will need to be confirmed during the year.

Due to a technical accounting change applicable from 1 April 2024, assets that the Council leases will now need to be recognised on the Council's balance sheet as right of use assets, matched by a corresponding lease liability. They will count as a type of borrowing and will be written down each year. Work is

ongoing to finalise the list of assets that these changes relate to as part of the Statement of Accounts process for 2024/25. At the present time they are all expected to be within the General Fund, be relatively short term with a maximum life of five years, so will be written down in line with the actual lease repayments made. This means that there will be no net direct impact on the Council's budget, with associated operational lease payments being replaced with effectively notional 'financing' transactions such as depreciation, MRP and interest costs.

The amount currently expected to be identified to bring onto the balance sheet for 2024/25 is approximately £0.300 million. The authorised limit and operational boundary already identified are considered sufficient to cover this increase. The overall Capital Financing Requirement (CFR) of the Council for the General Fund will increase, but the CFR associated with actual external debt, which is referred to in the remainder of this Strategy, will not change.

3. Prudential and Treasury Indicators for 2024/25 to 2026/27

Prudential and Treasury Indicators are relevant for the purposes of setting an integrated Treasury Management Strategy. The latest revisions to the CIPFA Code of Practice on Treasury Management and to the CIPFA Prudential Code are effectively adopted via the approval of this Strategy which reflects the most up to date codes and guidance.

4. Current Portfolio Position

The Council's treasury position at the end of December 2024 comprised:

- *GF borrowing from The Public Works Loan Board (PWLB) of £0.123 million at fixed rates at an average rate of interest of 6.98%*
- *HRA borrowing from the PWLB of £30.701 million at fixed rates at an average rate of 3.59%*
- *Investments of cash flow surpluses, which include reserves and capital receipts, on a short-term basis (less than 1 year) totalling £99.888 million at an average rate of interest of 5.23%.*

5. Borrowing Requirement

No new, alternative or replacement *external* borrowing is currently reflected in the budget for the General Fund or for the HRA.

6. Economic Position

The Council's Treasury Advisors provide economic updates during the year with their latest update summarised as follows:

UK economy

The Bank of England Monetary Policy Committee (MPC) reduced interest rates from their peak of 5.25% in August 2024 and there have been 2 further rate cuts in 2024/25. Interest rates are currently at 4.5% following their meeting on 6 February 2025. This is in response to CPI inflation getting nearer to the MPC target of 2% throughout 2024, with a slight increase to 3% by January 2025. Due to the 'stickiness' of CPI inflation, rate reductions have been at a slow measured rate as the bank balances this against slow economic growth indicators, with GDP being at 0.1% in quarter 4 2024 (October to December).

Given the mixed picture the Council's external treasury advisors have suggested in their forecasts that interest rates will continue to reduce at a steadier rate than previous forecasts with the 'equilibrium' rate estimated to be at 3.50% in December 2026.

7. Interest Rates

The following table gives the Council's External Treasury Advisor's view on Bank Rate movements and their forecast for the PWLB new borrowing rate based on that view. The PWLB rates are based on the 'Certainty Rate' introduced by the Government for local authorities providing improved information and transparency on their locally determined long-term borrowing and associated capital spending plans. Investment returns were at an elevated level for most of 2024/25 with the main bank rate only dropping from August 2024. Returns are expected to drop with the lower rates expected going into 2025/26 however the rate of reduction is now expected to be slower than earlier forecasts.

	Bank Rate	Average earnings rate projected by the Council's External Advisors			PWL Borrowing Rate			
		3 month	6 month	12 month	5 yr.	10 yr.	25 yr.	50 yr.
Mar 2025	4.50	4.50	4.40	4.40	5.00	5.30	5.80	5.50
Jun 2025	4.25	4.30	4.20	4.20	4.90	5.20	5.70	5.40
Sep 2025	4.25	4.30	4.20	4.20	4.80	5.10	5.60	5.30
Dec 2025	4.00	4.00	3.90	3.90	4.70	5.00	5.50	5.20
Mar 2026	3.75	3.80	3.70	3.70	4.60	4.90	5.40	5.10
Jun 2026	3.75	3.80	3.70	3.70	4.60	4.80	5.30	5.00
Sep 2026	3.75	3.50	3.50	3.50	4.40	4.70	5.20	4.90
Dec 2026	3.50	3.50	3.50	3.50	4.40	4.70	5.10	4.80
Mar 2027	3.50	3.50	3.50	3.50	4.30	4.60	5.00	4.70
Jun 2027	3.50	3.50	3.50	3.50	4.20	4.50	5.00	4.70
Sep 2027	3.50	3.50	3.50	3.50	4.20	4.50	4.90	4.60
Dec 2027	3.50	3.50	3.50	3.60	4.10	4.40	4.90	4.60
Mar 2028	3.50	3.50	3.50	3.60	4.00	4.40	4.80	4.50

8. Borrowing Strategy

8.1 External v Internal Borrowing

The main Prudential Indicator relevant to capital investment is the Capital Financing Requirement (CFR). This is the total outstanding capital expenditure that has not yet been funded from either revenue or capital resources and is therefore a measure of the Council's underlying borrowing need after taking into account the provision included in the revenue budgets for the repayment of outstanding debt. *From 2024/25 this figure also takes into account the assets and liabilities created by the impact of the new technical accounting arrangements for leasing.*

The borrowing to finance the capital expenditure can be either from external sources or the Council can use its own internal resources.

The planned external debt compared to the CFR over 5 years is shown in the following table, the difference between the two being the amount the Council has funded from internal resources. This is also set out separately for the GF and the HRA. This excludes other long-term liabilities such as long term creditors and pensions which form part of the separate Financial Strategy process of the Council.

Total External Debt

	Actual 2023/24	Revised 2024/25	Estimate 2025/26	Forecast 2026/27	Forecast 2027/28
	£000's	£000's	£000's	£000's	£000's
Debt as at 1 April	34,699	33,277	30,653	28,232	25,811
Estimated repayment of debt	(1,422)	(2,624)	(2,421)	(2,421)	(1,089)
Estimated debt as at 31 March	33,277	30,653	28,232	25,811	24,722
CFR as at 31 March	38,576	37,158	35,636	34,063	32,808
Difference - internally financed	5,299	6,505	7,404	8,252	8,086

General Fund External Debt

	Actual 2023/24	Revised 2024/25	Estimate 2025/26	Forecast 2026/27	Forecast 2027/28
	£000's	£000's	£000's	£000's	£000's
Debt as at 1 April	136	128	119	112	46
Estimated repayment of debt	(8)	(9)	(7)	(66)	(8)
Estimated debt as at 31 March	128	119	112	46	38
CFR as at 31 March	4,627	4,623	4,515	4,356	4,182
Forecast of internal financing	4,499	4,504	4,403	4,310	4,144

HRA External Debt

	Actual 2023/24	Revised 2024/25	Estimate 2025/26	Forecast 2026/27	Forecast 2027/28
	£000's	£000's	£000's	£000's	£000's
Debt as at 1 April	34,563	33,149	30,534	28,120	25,765
Estimated repayment of debt	(1,414)	(2,615)	(2,414)	(2,355)	(1,081)
Estimated debt as at 31 March	33,149	30,534	28,120	25,765	24,684

CFR as at 31 March	33,949	32,535	31,121	29,707	28,626
Forecast of internal financing	800	2,001	3,001	3,942	3,942

The Council is currently maintaining an under-borrowed position for both the General Fund and the HRA. This means that the capital borrowing need (the Capital Financing Requirement), has not been fully funded with external loans, as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy remains prudent, as PWLB rates are currently elevated above what the Council's treasury management advisors consider to be a baseline level.

Further HRA maturity loans of £1.000 million end in 2025/26 and £0.941 million end in 2026/27, which are planned to be met from internal borrowing, although this position will remain under review as part of the on-going development of the HRA Business Plan.

Given the continued elevated level in interest rates throughout 2024/25 and looking ahead to 2025/26, it is felt prudent to maintain the current level of internal borrowing as set out within the tables above. This will be kept under review in consultation with the Council's external advisors on an on-going basis.

The use of internal resources is only a temporary solution as, in time, these reserves and capital receipts will be utilised to finance service initiatives and capital investment and at that point will not be available. This will need to be balanced against the replacement external borrowing which will be required at some point in the future which may attract higher rates of interest, so timing of such borrowing will need to consider forecasted rates of interest against the various types of borrowing structure to determine the most advantageous approach. Against this approach consideration may be required to borrow in advance of need, as set out in section 8.3 below, so as to reduce the need to borrow when interest rates may be higher.

8.2 Gross Debt v Investments

A comparison between the Council's gross and net borrowing position helps to assess the credit risk that would apply if the Council has surplus resources invested at a low interest rate which could be used to repay existing debt or to negate the need for additional new debt if at higher interest rates than that being achieved on the investments.

The table below sets out the Council's probable position taking account of both the individual GF and HRA debt figures.

Comparison of gross and net debt positions at year end	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Probable out-turn	Estimate	Estimate	Estimate
	£'000	£'000	£'000	£'000	£'000
General Fund external debt (gross)	128	119	112	46	38
HRA external debt (gross)	33,149	30,534	28,120	25,765	24,684
Investments	72,509	75,000	61,400	51,200	43,600
Net debt	(39,232)	(44,347)	(33,168)	(25,389)	(18,878)

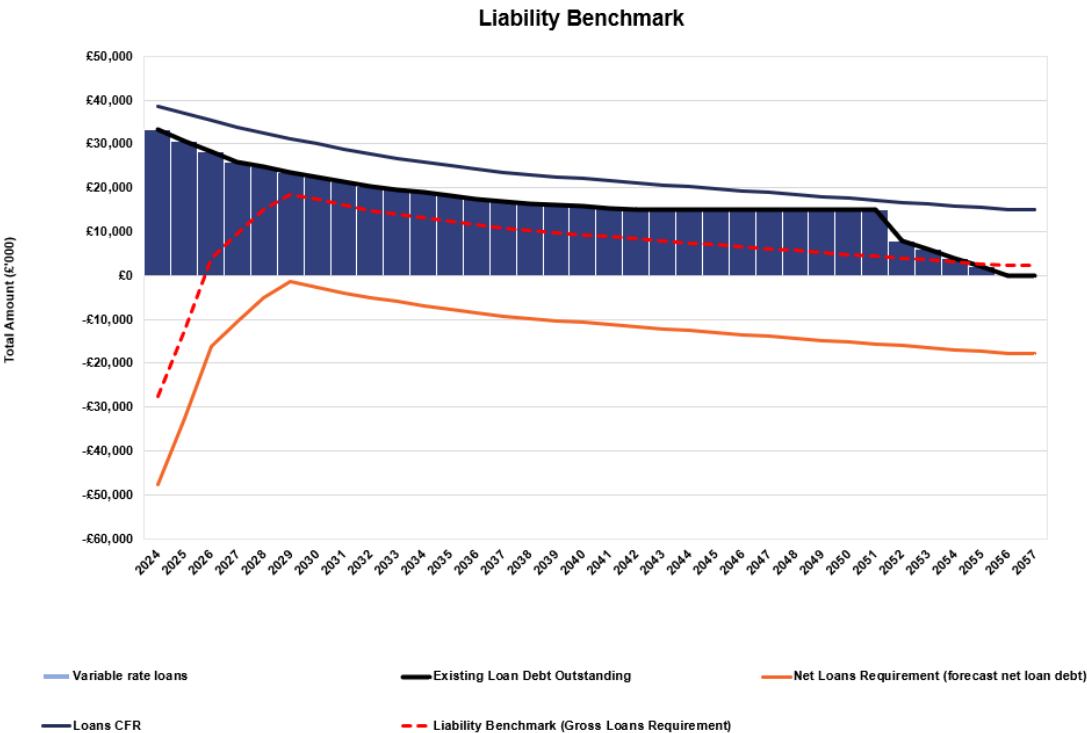
The net debt positions show that the Council does not have underlying excess resources which could be used to repay long term debt. The surpluses and high current investment figures represent carry forwards and the current level of reserves / one-of budgets / external grant funding relating to specific capital projects].

If opportunity arises, external debt will be repaid early, although this is difficult under current arrangements as set out in section 9. If borrowing is required then any requirement will be considered whilst balancing internal resources and forecasted interest rates within the parameters previously set out.

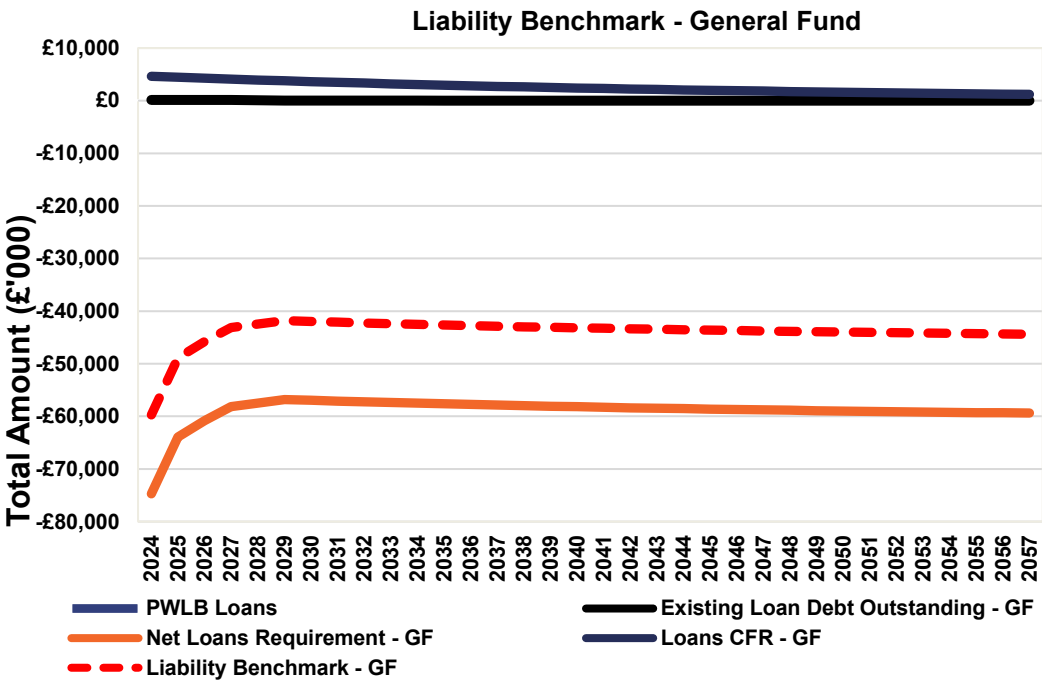
Against this background caution will be maintained within the 2025/26 treasury operations. Interest rates will be monitored and a pragmatic approach adopted to changing circumstances with appropriate action taken in accordance with the Council's Financial Procedure Rules.

8.3 Liability Index

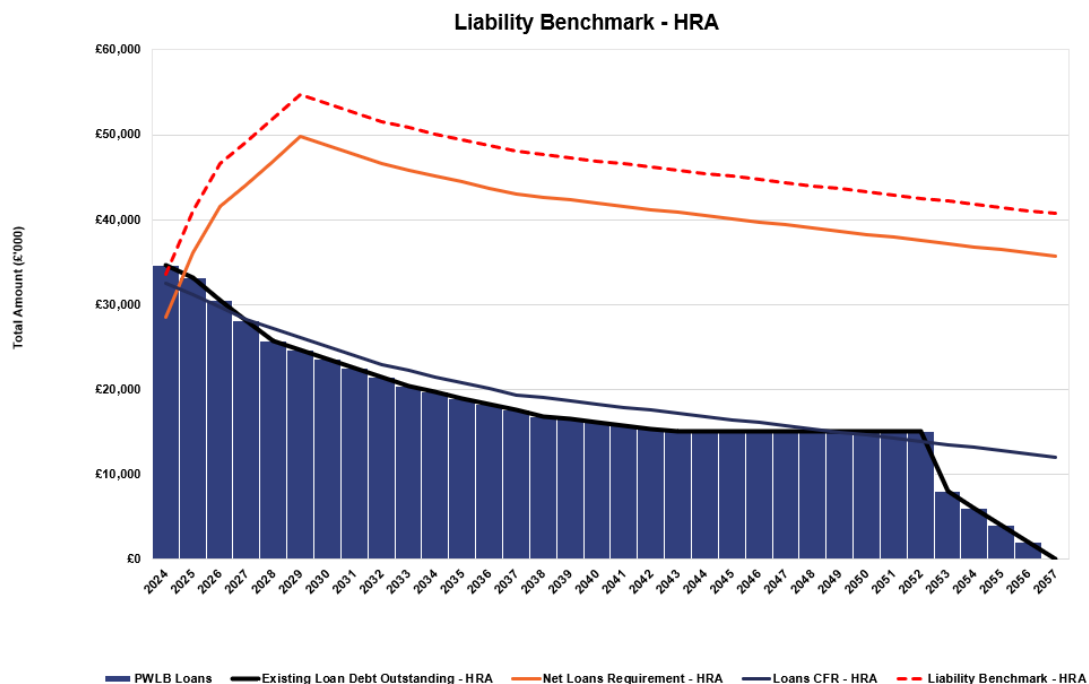
The tables in sections 8.1 and 8.2 are required to be shown graphically for a minimum of 10 years and ideally to maturity of loan debt under the 2021 Prudential Code. The charts below show the overall position for the Council and then split over General Fund and HRA.



The gap between the red dotted line and the PWLB loans shows the Council is under-borrowed. The net loans requirement line shows loans less anticipated investment balances. The Council needs to maintain some investment balances for liquidity purposes.



The low level of General Fund PWLB debt is demonstrated by this chart, with the bars falling below the blue PWLB loans line. This shows the level of General Fund under-borrowing as set out in the table in section 8.1 above.



The HRA chart shows that the HRA is also under-borrowed, at least until 2051, unless maturity loans that end over the next few years are re-financed.

8.4 Policy on borrowing in advance of need

The Council cannot borrow more than or in advance of its needs purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in advance will be considered carefully to ensure value for money can be demonstrated and that the Council can ensure the security of such funds.

In determining whether borrowing will be undertaken in advance of need the Council will;

- ensure that there is a clear link between the capital programme and maturity profile of the existing debt portfolio which supports the need to take funding in advance of need;
- ensure the ongoing revenue liabilities created, and the implications for the future plans and budgets have been considered;
- evaluate the economic and market factors that might influence the manner and timing of any decision to borrow;
- consider the merits and demerits of alternative forms of funding;
- consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use;
- consider the impact of borrowing in advance on temporarily (until required to finance capital expenditure) increasing investment cash balances and the consequent increase in exposure to counterparty risk, and other risks, and the level of such risks given the controls in place to minimise them.

9. Debt Rescheduling

Officers together with the treasury advisors examine on a regular basis the potential for undertaking early repayment of some external debt to the PWLB in order to maximise any potential financial advantages to the Council. However, the continuing and significant difference between new borrowing and repayment rates has meant that large premiums would be incurred by such action and cannot be justified on value for money grounds. This situation will be monitored in case the differential is narrowed by the PWLB or repayment rates change substantially.

As short-term borrowing rates will usually be cheaper than longer term rates there may be some potential for some residual opportunities to generate savings by switching from long term debt to short term debt. However, these savings will need to be considered in the light of the size of premiums incurred, their short-term nature, and the likely cost of refinancing these short term loans once they mature compared to the current rates of longer term debt in the existing portfolio.

Any opportunities for debt rescheduling will be considered if such action would be advantageous to the Council. The reasons for any rescheduling to take place will include:

- the generation of cash savings and/or discounted cash flow savings
- helping to fulfil the strategy outlined above
- enhance the balance of the portfolio

Consideration will also be given to identifying if there is any residual potential left for making savings by running down investment balances to repay debt prematurely as short-term rates on investments are likely to be lower than rates paid on current debt.

10. Investment Strategy

10.1 Investment Policy

The Council will have regard to the Government's Guidance on Local Government Investments, the latest CIPFA Treasury Management in Public Services Code of Practice and Guidance Notes (the Code) along with any relevant revisions or updates. The Council's investment priorities when investing are: -

- The security of capital and
- The liquidity of its investments.

The Council will also aim to achieve the optimum return on its investments commensurate with these main priorities. It is important to note that the borrowing of monies purely to invest or on-lend and make a return is unlawful.

Investment instruments identified for use in the financial year are listed in Annex 2 under the 'Specified' and 'Non-Specified' Investments categories. Counterparty limits will be as set through the Council's Treasury Management Practices – Schedules.

The majority of the Council's investments will be in Specified Investments although the Council has limited investments in Non-Specified investments.

During 2017/18 the Council purchased an investment property in Clacton, which is a Non-Specified investment (a commercial investment). The historic cost (including stamp duty) of this asset was £3.245 million, which was financed from revenue. The property was purchased with the aim of yielding rental income and with the potential for capital gains. This investment does not have a defined maturity date and it is an illiquid investment as the Council would need to sell the underlying asset to redeem the investment.

The property will be subject to annual revaluation to reflect current value under the requirements of the Accounting Code of Practice and this will be reported in the Statement of Accounts. *At 31 March 2024 the carrying value of the property was assessed by the Council's external Valuer at £2.284 million and at 30 September 2024 the carrying value was reduced to £2.212 million* The anticipated return on the property through rental income compared to the historic cost is forecast to remain in line with the figures included in the report to Cabinet where the decision to purchase was made. Regardless of whether or not the property is being used for trading, the terms of the lease require payment of the rent until the end of the lease term.

The Council has adopted a Commercial Property Investment Policy which will be maintained as a separate document within the wider Capital and Treasury Strategy framework.

The Council does not intend to use derivative instruments as part of its treasury activities during the year.

10.2 Creditworthiness Policy and changes to the credit rating methodology

This Council uses credit ratings from all three rating agencies - Fitch, Moodys and Standard and Poors. In determining the appropriate credit rating the Council will use the lowest rating available to determine the investment limits both in terms of amount and period for a particular counterparty. This is in accordance with the recommendations of The Code. Counterparties rated by only one agency will not be used.

One of the credit rating agencies may be more aggressive in giving lower ratings than the other two agencies and this could result in the Council's

counterparty list becoming too restrictive. If this happens the position will be discussed with the Council's treasury advisors and the Treasury Management Practices may need to be revised in accordance with delegated powers set out in the Council's Constitution.

- All credit ratings will be monitored daily. The Council is alerted to changes to ratings of all three agencies through its use of the Creditworthiness Service provided by the Council's external advisors which is downloaded from Link Asset Services website each morning and uploaded to the Treasury Management system.
- If a downgrade results in the counterparty/investment scheme no longer meeting the Council's minimum criteria, its further use for a new investment will be withdrawn immediately.

The Code also recommends that credit ratings are not the sole determinant of creditworthiness and therefore the Council will also use available market information from a variety of sources including

1. The Creditworthiness Service utilises movements in Credit Default Swaps against the iTraxx benchmark and other market data on a weekly basis. This creditworthiness service information will be used to confirm the assessed creditworthiness derived from the three ratings agencies. Where the information from this service indicates a lower standing for a particular counterparty than that derived via the credit ratings then the investment limits and length of investments applicable to that counterparty will be adjusted accordingly or the counterparty removed from the list.
2. Market data and information,
3. Information on government support for banks and the credit ratings of that government support

10.3 Credit Limits

Through its approved Treasury Management Practices the Council will set maximum limits for the amount that can be invested with any counterparty. This limit will be determined by reference to the counterparty's credit rating and other criteria. In addition the amount invested in building societies and Certificates of Deposit is also limited to 50% of the total investment portfolio.

100% of the Council's investments may be in Treasury Bills or Gilts or invested with the Government's Debt Management Office (DMO). Although these sums are very secure the rate of interest is usually lower than the market rate, however Treasury Bills are a valuable tool in providing security and liquidity whilst the DMO offers a variety of investment terms and is a valuable source of investment should credit ratings of other financial institutions result in a reduction in the number of counterparties that meet the Council's minimum credit rating criteria. There is no limit on the amount that can be invested with other local authorities in total, although there is a limit of £6 million with each individual local authority.

10.4 Country Limits

The Council has determined that it will only use approved counterparties from the UK and additionally those countries with a minimum sovereign credit rating of AA or equivalent from the relevant rating agencies.

In a similar way that individual counterparties have a maximum investment limit, countries other than the UK will also have a limit.

10.5 Investment Strategy

The Council's funds are managed in-house and are mainly cash flow based but there is a core balance that could be available for investment for longer periods (2-3 years). Investments will be made with reference to the core balance and cash flow requirements and the outlook for short-term interest rates (i.e. rates for investments up to 12 months) and in respect of commercial property investment, this will be limited to the amount included in the Capital Programme.

The bank rate reduced from 5.25% in April 2024 to 4.5% in February 2025. The rate is forecast to gradually reduce over the course of 2025/26 to 3.75% by March 2026 (see Section 7). The Council will consider entering suitable low risk longer term deals before rates begin to fall without compromising the Council's priority of security of the investments.

For 2025/26 the Council has budgeted for investment returns based on the principles set out in this strategy including the forecast position on interest rates.

For its cash flow generated balances the Council will seek to utilise its business reserve accounts, Money Market Funds and short dated deposits (overnight to three months) in order to benefit from the compounding of interest. At the present time these short dated deposits are paying lower rates, but they provide a good level of liquidity to help manage the Council's cash flow.

10.6 Allocation of Investment returns between GF and HRA

As part of the introduction of HRA Self Financing a policy on the allocation of investments returns across the GF and HRA now forms part of the Annual Treasury Strategy.

The HRA holds balances and would benefit from cash flow advantages, which are amalgamated for the purposes of the overall investment activity of the Council. At the end of each year the transfer to the HRA of its share of the authority's overall investment returns will be agreed by the S151 Officer in consultation with the relevant officers based on the following principles:

- Equity
- Risk Sharing
- Minimising volatility between years

Returns from directly investing in commercial property will be allocated to the relevant fund where the Capital Programme / investment were made from.

10.7 End of year investment report

At the end of the financial year the Cabinet will receive a report on its investment activity.

GLOSSARY OF TERMS

Affordable borrowing limit – limit that the Council has to set under the CIPFA Prudential Code that shows how much the Council considers it can afford to borrow taking all its outgoings into consideration and how much income it considers it can generate.

Alternative financing arrangements – how the Council intends to finance its capital expenditure by other means besides borrowing.

Authorised limit – the amount the Council determines is the maximum that can be borrowed that is affordable and has been calculated in accordance with the legislation behind the CIPFA Prudential Code.

Borrowing requirement – how much the Council considers it needs to borrow to fund its spending plans.

CFR – Capital Financing Requirement – this calculation shows how much the Council needs to borrow or finance by some other measure to meet its planned capital spend.

Counterparty – the other party that participates when a loan or investment is placed.

CPI – Consumer Price Index – the Government's preferred measure of inflation, based on a set basket of goods and services. It excludes housing costs such as mortgage interest payments and council tax.

Credit arrangement – any quasi-loan, to ensure the legislation and Code pick up any unusual arrangements to provide funding other than from a straightforward loan

Credit default swap - A swap designed to transfer the credit exposure of fixed income products between parties. A credit default swap is also referred to as a credit derivative contract, where the purchaser of the swap makes payments up until the maturity date of a contract. Payments are made to the seller of the swap. In return, the seller agrees to pay off a third party debt if this party defaults on the loan. A CDS is considered insurance against non-payment. A buyer of a CDS might be speculating on the possibility that the third party will indeed default.

Credit limit – the maximum amount that can be lent to an individual organisation or group of organisations.

Credit rating – provided by one of the three credit rating agencies, an assessment of how likely the organisation is to repay any monies lent to it.

Creditworthiness - An assessment of the likelihood that a borrower will default on their debt obligations. It is based upon factors, such as their history of repayment and their credit score. Lending institutions also consider the availability of assets and extent of liabilities to determine the probability of default.

Debt cap (HRA) – the limit on the amount that can be borrowed by the HRA, set by central government.

Earmarked reserves – reserves that have been set aside for a specified purpose.

GDP – Gross Domestic Product – measures the output from the economy, if it rises then the economy is growing, if it falls the economy is in recession.

iTraxx - A group of international credit derivative indexes that are monitored by the International Index Company (IIC). The credit derivatives market that iTraxx provides allows parties to transfer the risk and return of underlying assets from one party to another without actually transferring the assets. iTraxx indexes cover credit derivatives markets in Europe, Asia and Australia.

Illiquid investment – An investment that cannot easily be sold or exchanged for cash without a substantial loss in value.

Non-specified investment – as defined in Annex 2.

Prudential indicators – a series of calculated figures specified in the CIPFA Prudential Code which are used to assess how affordable and realistic the Council's spending and financing plans are.

PWLB – Public Works Loans Board – central government lending to other public sector bodies, specifically local government.

PWLB Certainty Rate – The PWLB sets various rates for borrowing. From 1 November 2012 the Government reduced the interest rates on loans from PWLB to Councils who provide information as required on their planned long-term borrowing and capital spending by 0.20%. This reduced rate is called the Certainty Rate.

Replacement borrowing – borrowing taken out to replace other borrowing or other forms of credit that have been repaid.

RPI – Retail Price Index – another inflation index, this one includes the cost of housing.

Specified investments – as defined in Annex 2.

Proposed Prudential Indicators 2024/25 revised, 2025/26 and forecasts for 2026/27 to 2027/28**Indicators for Prudence****CAPITAL EXPENDITURE**

This is an estimate of the amount of investment planned over the period (as at Q3 2024/25). As can be seen, not all investment necessarily has an impact on the Council Tax, schemes funded by grants, capital receipts or external contributions mean that the effect on the Council Tax is greatly reduced.

Capital Expenditure - General Fund	2023/24	2024/25	2025/26	2026/27	2027/28
£000s	Actual	Revised	Estimate	Forecast	Forecast
Total Capital Expenditure	3,804	17,320	827	827	827
Financing - General Fund					
External contributions	(489)	(384)	-	-	-
Section 106	(240)	(6)	-	-	-
Government grants	(595)	(1,114)	-	-	-
Disabled Facilities Grant	(1,267)	(9,750)	(757)	(757)	(757)
Capital receipts	(106)	(815)	-	-	-
Direct revenue contributions	(275)	(4,029)	(70)	(70)	(70)
Earmarked reserves	(833)	(1,222)	-	-	-
Total Capital Financing	(3,804)	(17,320)	(827)	(827)	(827)
Net Financing need (External Borrowing)	0	0	0	0	0

Housing Revenue Account Capital Schemes	2023/24	2024/25	2025/26	2026/27	2027/28
£000	Actual	Revised	Estimate	Forecast	Forecast
Total Capital Expenditure	12,730	9,938	5,106	5,106	5,106
Financing - Housing Revenue Account					
Major repairs reserve	(4,164)	(3,314)	(3,556)	(3,556)	(3,556)
Direct revenue contributions	(2,140)	(3,316)	(1,550)	(1,550)	(1,550)
Section 106	(308)	(474)	-	-	-
Capital receipts	(4,114)	(2,834)	-	-	-
External contributions	(1,964)	-	-	-	-
Government grant	(40)	-	-	-	-
Total Capital Financing	(12,730)	(9,938)	(5,106)	(5,106)	(5,106)
Net Financing need (External Borrowing)	0	0	0	0	0

CAPITAL FINANCING REQUIREMENT

Each year, the Council finances the capital programme by a number of means, one of which could be borrowing. The Capital Financing Requirement (CFR) represents the cumulative amount of borrowing that has been incurred to pay for the Council's capital assets, less amounts that have been set aside for the repayment of debt over the years. The Council is only allowed to borrow long term to support its capital programme. It is not allowed to borrow long term to support its revenue budget.

CAPITAL FINANCING REQUIREMENT	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Revised	Estimate	Forecast	Forecast
	£000	£000	£000	£000	£000
General Fund	4,627	4,623	4,515	4,356	4,182
Housing Revenue Account	33,949	32,535	31,121	29,707	28,626
Total	38,576	37,158	35,636	34,063	32,808

GROSS DEBT AND THE CAPITAL FINANCING REQUIREMENT

This indicator compares the Capital Financing Requirement to the level of external debt and shows how much of the capital programme is financed from internal resources. The capital programme is partially funded in the short to medium term by internal resources when investment interest rates are significantly lower than long term borrowing rates. Net interest payments are, therefore, optimised.

PRUDENTIAL INDICATOR	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Revised	Estimate	Forecast	Forecast
	£000	£000	£000	£000	£000
Capital Financing Requirement	38,576	37,158	35,636	34,063	32,808
External debt	33,277	30,653	28,232	25,811	24,722
Internal borrowing	5,299	6,505	7,404	8,252	8,086

OPERATIONAL BOUNDARY AND AUTHORISED LIMIT

The Council must set an operational boundary and authorised limit for external debt. The operational boundary is based on the Council's estimate of most likely, i.e. prudent, but not worst case scenario for external debt. It reflects the decision on the amount of debt needed for the Capital Programme for the relevant year. It also takes account of other long term liabilities, which comprise finance leases, Private Finance Initiative and other liabilities that are not borrowing but form part of the Council's debt.

The authorised limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum amount of debt that the Council can legally owe. The authorised limit provides headroom over and above the operational boundary for unusual cash movements.

PRUDENTIAL INDICATOR	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Revised	Estimate	Forecast	Forecast
	£000	£000	£000	£000	£000
Operational boundary - borrowing	66,600	67,603	68,503	68,020	67,855
Authorised limit - borrowing	76,333	76,747	78,171	77,865	77,882

Indicators for Affordability**RATIO OF FINANCING COSTS TO NET REVENUE STREAM**

This is an indicator of affordability and highlights the revenue implications of existing and proposed capital expenditure by identifying the proportion of the revenue budget required to meet financing costs. Investment income is no longer deductible from cost from 2022/23 revised onwards

ESTIMATE OF THE RATIO OF FINANCING COSTS TO NET REVENUE	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Revised	Estimate	Forecast	Forecast
	%	%	%	%	%
General Fund	2.06	1.39	1.10	0.91	0.87
Housing Revenue Account	44.39	43.35	41.81	38.68	37.61

RATIO OF COMMERCIAL AND SERVICE INVESTMENTS TO NET REVENUE STREAM

This highlights how much of the Council's net revenue spend is financed by income from commercial and service investments. The Council has one commercial investment and no service investments

ESTIMATE OF THE RATIO OF COMMERCIAL INVESTMENTS TO NET REVENUE	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Revised	Estimate	Forecast	Forecast
	%	%	%	%	%
General Fund	-1.62	-1.55	-1.35	-1.28	0.00

INTEREST RATE EXPOSURE

Tendring District Council currently has all its borrowings at fixed rate and usually has a mixture of fixed and variable rate investments. This indicator is set to control the Council's exposure to interest rate risk.

PRUDENTIAL INDICATOR	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Revised	Estimate	Forecast	Forecast
	£000	£000	£000	£000	£000
Upper limit for Fixed Interest Rates on debt	38,576	37,158	35,636	34,063	32,808
Upper limit for Variable Interest Rates on debt (based on 30% of the fixed rate limit)	11,573	11,147	10,691	10,218	9,842

TOTAL PRINCIPAL SUMS INVESTED FOR PERIODS LONGER THAN 364 DAYS (excluding property)

Interest rate risk is also affected by the proportion of the investments invested at fixed rates for longer periods, especially in a period when rates are expected to rise.

PRUDENTIAL INDICATOR	2023/24	2024/25	2025/26	2026/27	2027/28
	Actual	Revised	Estimate	Forecast	Forecast
	£000	£000	£000	£000	£000
Limits on the total principal sum invested to final maturities longer than 364 days	3,500	3,500	3,500	3,500	3,500

MATURITY STRUCTURE OF FIXED RATE BORROWING

This indicator is set to control the Council's exposure to refinancing risk. The limits are set for each age range to ensure that the Council avoids too many fixed rate loans being matured at one time and spreads the maturity across several periods. The percentages for the upper and lower limits do not add up to 100% as they do not represent an actual allocation.

PRUDENTIAL INDICATOR	Upper limit	Lower limit	Estimated outstanding debt maturity % at			
	%	%	31/03/2025	31/03/2026	31/03/2027	31/03/2028
Under 12 months	25	0	7.90%	8.58%	4.22%	4.41%
12 months and within 24 months	30	0	7.90%	3.86%	4.22%	4.41%
24 months and within 5 years	60	0	10.67%	11.59%	12.67%	11.67%
5 years and within 10 years	75	0	14.02%	13.86%	13.68%	12.91%
10 years and above	95	25				
10-20 years			10.58%	8.98%	8.98%	5.92%
20-30 years			42.41%	53.13%	58.12%	60.68%
>30 years			6.52%	0.00%	0.00%	0.00%

TREASURY INDICATOR - EXPOSURE TO CREDIT RISK

The Council has adopted a voluntary measure of its exposure to credit risk by monitoring the value-weighted average score of its investment portfolio. This is calculated by applying a score to each investment (AAA=1, AA+=2, etc.) using the rating applicable when it is taken out and taking the arithmetic average, weighted by the size of each investment. Investments in government instruments such as DMO, treasury bills and in local authorities are scored as 1.

TREASURY INDICATOR	2023/24 Actual	2024/25 to 31/12/24	2025/26 Upper limit
Average credit score for investments	1.13	1.04	2.00

SPECIFIED AND NON-SPECIFIED INVESTMENTS

This schedule sets out the specified and Non-Specified investments the Council may use in 2025/26.

Investments may be in the form of direct deposits, Certificates of Deposits (CDs), property (including property funds) or the purchase of financial instruments such as Treasury Bills, Bonds and Gilts.

SPECIFIED INVESTMENTS:

An investment is a Specified Investment if all of the following apply

1. The investment is denominated in sterling and any payments or repayments in respect of the investment are payable only in sterling
2. The investment is not a long-term investment which is one that is due to be repaid within 12 months of the date on which the investment is made or one which the local authority may require to be repaid within that period.
3. The investment is not defined as capital expenditure by regulations
4. The investment is made with a body or in an investment scheme of high credit quality or the investment is made with the following public sector bodies.
 - a. UK Government
 - b. Local authority
 - c. Parish council or community council

Where an investment is being made with a UK nationalised or part nationalised bank this will be treated for the purposes of classification as a Specified or Non-specified investment as being invested with the UK Government.

High credit quality

For a counterparty to meet the high credit quality criteria for specified investments, that counterparty must meet as a minimum the ratings of the three credit rating agencies listed below, and not be the subject of any adverse indications from the following sources.

- Credit Default Swap index
- The quality financial press
- Market data
- Information on government support for banks and
- The credit ratings of that government support

Ratings	Fitch	Moody's	Standard & Poors
Short term	F1	P-1	A-1
Long term	A-	A3	A

NON SPECIFIED INVESTMENTS

A maximum of £3.5m may be held, in aggregate, in Non-Specified Investments

The only non-Specified investments that the Council will use in 2025/26 are investments for periods of longer than 12 months with any institution or investment instrument that would have been classed as a Specified Investment if the investment had been for less than 12 months or property. The Council currently holds an investment property in Clacton. The historic cost of this property (including stamp duty) is £3.245 million. *The most up to date valuation received by the Council's external valuer is £2.212 million.* The purchase of the property was financed from revenue resources.

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CABINET

11 APRIL 2025

A.3 ANNUAL CAPITAL AND TREASURY STRATEGY FOR 2025/26 (INCLUDING PRUDENTIAL AND TREASURY INDICATORS)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT

To agree the Annual Capital and Treasury Strategy for 2025/26 (including Prudential and Treasury Indicators) for submission to Council on 20 May 2025.

EXECUTIVE SUMMARY

- The Local Government Act 2003 and supporting regulations require the Council to set out its treasury strategy for borrowing, and to prepare an Annual Investment Strategy (as required by Investment Guidance subsequent to the Act) that sets out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments, "having regard" to the Chartered Institute of Public Finance and Accountancy's (CIPFA) Prudential Code and the CIPFA Treasury Management Code of Practice. Revised editions of both documents came into force in 2023/24.
- The Capital Strategy continues to be combined with the Treasury Strategy into one document, which is required to be updated / approved annually.
- The proposed Annual Capital and Treasury Strategy for 2025/26 is set out in **Appendix A** and it continues to reflect the various changes set out in the latest Codes mentioned above.
- The Capital Strategy element of the combined document covers the various elements surrounding capital investment decisions and the key criteria that investment decisions should be considered against.
- The Treasury Strategy element of the combined document covers the various elements that satisfy the requirements of the various codes that govern the borrowing and investment activities of the Council and has been prepared in the light of advice received from the Council's Treasury advisors and reflects the latest codes and guidance.
- Prudential and Treasury indicators are included as an Annexe to the combined strategy and are therefore included within **Appendix A**.
- Under the Prudential Code the Council has freedom over capital expenditure as long as it is prudent, affordable and sustainable. The Prudential Indicators either measure the expected activity or introduce limits upon the activity and reflect the underlying capital appraisal systems and enable the Council to demonstrate that it is complying with the requirements of the Prudential Code.
- The Council's investments will be undertaken in accordance with its Treasury

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Management Practices (TMPs). These include the use of non-specified investment in property to yield both rental income and capital gains. The Codes referred to above require clear separation of commercial investments from treasury investments. As the Council only has one such investment, which is clearly identified within the Strategy and the TMPs, in continuing the approach adopted last year, it is not proposed to produce a separate suite of Investment Management Practices for this purpose.

- As is always the case, other 'quality' investment opportunities will always be explored during the year in consultation with the Council's external advisors to maximise returns on investments within a continuing and overall risk-averse approach.
- In terms of the reporting process associated with the attached strategy, this would ordinarily be based on obtaining agreement of the Portfolio Holder for Finance and Governance for consultation with the Resources and Services Overview and Scrutiny Committee, following which it would be submitted to Cabinet and then onto Full Council.
- However, due to the timetable of meetings and the continuing work pressures, including those associated with clearing the backlog of outstanding Statement of Accounts that were due to external audit delays, a revised timescale is proposed.
- It is therefore now proposed to seek Cabinet's agreement to the strategy via this report along with a recommendation for it to be presented to Full Council later in May for approval and adoption.
- In terms of consulting with the Resources and Overview and Scrutiny Committee, it is proposed to undertake this as early as possible in 2025/26, subject to this being included within the Committee's Work Programme.
- The above reflects a pragmatic approach to ensure that the strategy can be approved ahead of the financial year it relates to or as soon as possible thereafter. However, it also recognises that if the Resources and Overview and Scrutiny Committee have any comments, which could also require further exploration / investigation, then they can be considered and reported back to Full Council at a later date, where potential in-year revisions to the Strategy could be considered.
- Although at a limited level at the current time, the strategy now acknowledges the potential impact from local government reforms, which includes the requirement to take such matters into consideration as necessary, which also complements the wider decision making proposals agreed by Full Council at its meeting on 25 March 2025 and highlight priorities agreed by Cabinet on 17 March 2025.

RECOMMENDATION(S)

That Cabinet agrees that the Annual Capital and Treasury Strategy for 2025/26 (including Prudential and Treasury Indicators) as attached be recommended to Full Council for approval, acknowledging that consultation with the Resources and Services Overview and Scrutiny Committee will be undertaken during 2025/26, subject to inclusion within that Committee's Work Programme.

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REASON(S) FOR THE RECOMMENDATION(S)

To support the process of ensuring that a Capital and Treasury Strategy for 2025/26 is approved by Full Council before 1 April 2025 or as soon as possible thereafter.

ALTERNATIVE OPTIONS CONSIDERED

Not applicable given the requirements set out elsewhere in this report.

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

The adoption of the Capital and Annual Treasury Strategy for 2025/26 will ensure that the Council's Investment and Treasury Management activities are carried out and managed in accordance with best practice, thereby safeguarding money held by the Council and making an appropriate contribution to the Council's overall financial position and priorities.

OUTCOME OF CONSULTATION AND ENGAGEMENT

It is currently planned to consult the Resources and Services Overview and Scrutiny Committee as early as possible in 2025/26 as highlighted earlier.

LEGAL REQUIREMENTS (including legislation & constitutional powers)

Is the recommendation a Key Decision (see the criteria stated here)	Yes	If Yes, indicate which by which criteria it is a Key Decision	X Significant effect on two or more wards X Involves £100,000 expenditure/income <input type="checkbox"/> Is otherwise significant for the service budget
		And when was the proposed decision published in the Notice of forthcoming decisions for the Council (must be 28 days at the latest prior to the meeting date)	This item has been included within the Forward Plan for a period in excess of 28 days.

The Local Authorities (Capital Financing and Accounting) (England) Regulations 2003 include the requirement for local authorities to have regard to CIPFA guidance. By adopting / approving an Annual Treasury Strategy and a Capital Strategy based on the requirements of the relevant and updated codes, the Council is complying with the regulations.

Section 78 of the Levelling Up and Regeneration Act 2023 inserted new sections 12A to 12D into the Local Government Act 2003, which came into force on 31st January 2024. These new sections cover capital finance risk management and include risk mitigation directions, risk thresholds, restrictions of power to give risk-mitigation directions and a duty to cooperate with independent expert. These changes essentially seek to respond to the financial crisis that some local Authorities have found themselves in over recent years, with a brief summary of each section as follows:

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Risk Mitigation Directions (Section 12A) - The Secretary of State may give one or more risk-mitigation directions to a local authority in England, for the purpose of reducing or mitigating the financial risk to the authority, if a trigger event has occurred in relation to the local authority, and the Secretary of State is satisfied that the direction is appropriate and proportionate to the level of that financial risk.

A “trigger event” occurs if a risk threshold is breached by the local authority, a report is made by the Chief Finance Officer of the local authority under section 114(3) of the Local Government Finance Act 1988, where the Secretary of State gives a direction in response to a request for expenditure to be, or not be, treated as capital by a local authority, or the Secretary of State makes a grant to the local authority under an enactment for the purpose of preventing circumstances arising that would require such a report to be made.

The following are “risk-mitigation directions:

- (a) a direction that sets limits in relation to the borrowing of money by the local authority;
- (b) a direction that requires the local authority to take action specified in the direction. This could include a requirement for a local authority to take action to divest itself of a specified asset.

The Secretary of State may not give a risk-mitigation direction unless they have given the local authority notice of the proposed direction, and of the right of the local authority to make written representations to the Secretary of State about it within the period specified in the notice, and has considered any representations made by the local authority to the Secretary of State within that period.

References to financial risk means the risk that the expenditure of the local authority (including expenditure it proposes to incur) in the current or any future financial year is likely to exceed, or further exceed, the resources (including sums borrowed) available to it to meet that expenditure.

Risk Thresholds (Section 12B) – A risk threshold is breached by a local authority in England if (and when) a capital risk metric for the local authority breaches the specified threshold for the following metrics:

- the total of a local authority’s debt (including credit arrangements) as compared to the financial resources at the disposal of the authority;
- the proportion of the total of a local authority’s capital assets which is investments made, or held, wholly or mainly in order to generate financial return;
- the proportion of the total of a local authority’s debt (including credit arrangements) in relation to which the counterparty is not central government or a local authority;
- the amount of minimum revenue provision charged by a local authority to a revenue account for a financial year;
- any other metric specified by regulations made by the Secretary of State.

The Secretary of State may, by regulations, make further provision including specifying whether the specified threshold for a particular metric is breached by a failure to reach that threshold or by that threshold being exceeded and about how the metrics specified are to be calculated for the purpose of determining whether the specified threshold for that metric has been breached. Before making such regulations the Secretary of State must consult all local authorities in England.

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If such regulations / provisions are received, then work will be undertaken to set out the Council's position against them as necessary. Although such 'trigger' events would be managed via the Council's existing financial governance and control arrangements, based on the Council's current position, there is effectively minimal risk of breaching any of the new metrics at the present time.

Restriction of power to give risk-mitigation directions (Section 12C) – The Secretary of State is required to give a cessation notice where at least 12 months have elapsed since the they last became aware of a trigger event having occurred in relation to the authority, any risk-mitigation direction given to the authority has been complied with or revoked, and the Secretary of State is satisfied no further risk-mitigation direction is likely to be required in the foreseeable future for the purpose of reducing or mitigating the financial risk to the authority,

Duty to cooperate with independent expert (Section 12D) – Where a trigger event has occurred and the Secretary of State has appointed an independent expert to review the level of the financial risk to the local authority, the local authority must, so far as reasonably practicable, co-operate with the independent expert in any way that the independent expert considers necessary or expedient for the purposes of the conduct of the review.

As reflected within the Executive Summary and recommendations above, an alternative timetable / approach is proposed to the usual approach set out within para 4.3 Part 3.37 of the Constitution, where the Portfolio Holder for Finance and Governance has delegated authority to agree the Capital and Treasury Strategy for consultation with the Resources and Services Overview and Scrutiny Committee.

Yes	The Monitoring Officer confirms they have been made aware of the above and any additional comments from them are below:
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The capital and treasury proposals of local authorities which for Tendring District Council are encapsulated within the Annual Capital and Treasury Strategy and Treasury Management Practices, are of significant importance. These documents set out the governance framework in which capital spend, borrowing and investments are made. Clear roles and responsibilities are set out in the strategy, and it is important to highlight that there is no delegation to any single officer, such as the Section 151 Officer to undertake any investments outside of the more 'traditional' money market activities such as lending to other Local Authorities and depositing money in banks and building societies. In terms of these latter investments, the parameters in which the Section 151 Officer can make such investments are set out within the documents referred to above and include a number of criteria such as overall lending / borrowing limits and minimal credit ratings etc.

Treasury performance is reported during the year by way of an outturn report for the preceding year along with quarterly updates during the year, which includes a more detailed half yearly update in September / October.

Any decision to invest in 'non-traditional' money market activities or to undertake any borrowing activities would be subject to separate reports to Cabinet / Council as necessary, which would set out various issues such as risks and resource implications including the level of skill and **expertise to manage any associated investments.**

The Best Value Duty relates to the statutory requirement for local authorities and other public

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bodies defined as best value authorities in Part 1 of the Local Government Act 1999 to “make arrangements to secure continuous improvement in the way in which functions are exercised, having regard to a combination of economy, efficiency and effectiveness”. Best Value authorities must demonstrate good governance, including a positive organisational culture, across all their functions and effective risk management. Failure to deliver best value can occur within any aspect of governance, delivery of services or financial management. Unlawful or excessively risky borrowing and investment practices with no adequate risk management strategy in place for financial losses is an indicator of potential failure under the Use of Resources theme for a Best Value authority, within the Government’s statutory guidance on Best Value Standards and Intervention, issued in May 2024.

Members need to be satisfied with the governance arrangements set out within the strategy, which can be supported via training etc. as necessary.

FINANCE AND OTHER RESOURCE IMPLICATIONS

Treasury and Capital Management Strategies and procedures will ensure that the Council’s investments and borrowing will be undertaken in such a way as to minimise the Council’s exposure to risk. At the same time, they will seek to maximise income from investments and minimise the costs of borrowing within the Council’s accepted level of risk.

As highlighted within the strategy, various elements supporting good decision making would need to be set out as part of separate / individual spending and investment decisions where necessary, which would include the various financial and non-financial elements associated with it.

YES	The Section 151 Officer confirms they have been made aware of the above and any additional comments from them are below:
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The Section 151 Officer is the co-author of this report.

USE OF RESOURCES AND VALUE FOR MONEY

The following are submitted in respect of the indicated use of resources and value for money indicators:

<p>A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services;</p>	<p>This is addressed in the body of the report and appendices where relevant.</p>
<p>B) Governance: how the body ensures that it makes informed decisions and properly manages its risks, including; and</p>	
<p>C) Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services.</p>	

MILESTONES AND DELIVERY

This has been highlighted elsewhere within this report.

ASSOCIATED RISKS AND MITIGATION

The placing of investments involves a number of risks. These risks and how the Council will manage them are set out in the Council’s Treasury Management Practices.

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As highlighted elsewhere in this report and appendices, investments are undertaken within an overall risk-averse approach, which is reflected in Treasury Management Practices. With this in mind, a significant level of investment is undertaken with other Local Authorities and with the Government.

As with recent examples, money lent to other Local Authorities is not at risk of not being repaid, as ultimately the Government would take the necessary steps to ensure liabilities are met as part of any intervention. The risk of lending money to another Local Authority is therefore not the same as lending money to a commercial / private organisation, which is one of the reasons why Councils lending to other Councils is common practice nationally. As highlighted earlier in the year, all money that was previously lent to Local Authorities who had issued S114 'notices' was fully repaid to the Council in-line with the associated lending agreements.

When undertaking lending to other Local Authorities, the Council continues to apply as much 'market intelligence' as possible, which would include any adverse reporting in the markets, the media, the risk of S114 reports being issued along with information from our own External Treasury Advisors. The new measures and metrics that were introduced via the Levelling Up and Regeneration Act 2023 as set out earlier along with any other associated indicators will be additional 'tools' that can be used to complement information already applied in managing the Council's day to day treasury management activities. This will be considered as part of developing the strategy in future years.

As reported previously, the investment property in Clacton is performing satisfactorily against the financial target set out within the original decision to purchase the property, with budgeted investment income continuing to be achieved each year. It is important to highlight that the rental payments can continue to be seen as paying back the original investment made in purchasing the property. The long-term forecast from 2025/26 that has been considered by members as part of developing the budgets for 2025/26, continues to include an adjustment to reflect the potential for rental income to reduce once the current lease held by the existing tenant expires.

Within the above context, the overall performance of the investment therefore needs to take into account such considerations over the life of the Council's ownership of the property rather any shorter-term position in isolation. It is also important to highlight that the latest valuation of the property set out in **Appendix A**, is an 'accounting' valuation and not a direct value that would be achieved on the market if it was sold.

It is also worth highlighting that the Council's Commercial Property Investment Policy is underpinned by robust risk management actions, which will respond to any changes to the situation. With the latter point in mind and as set out within the Commercial Property Investment Policy, the Council's wider treasury management activities are designed to ensure that the Council is not faced with a position of having to sell the property for cash flow purposes. This in turn ensures that the Council remains in control of when the property is ever exposed to the market rather than potentially having to sell the property during a period where there may be a downturn in commercial property prices.

EQUALITY IMPLICATIONS

There are no direct implications.

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SOCIAL VALUE CONSIDERATIONS	
There are no direct implications.	
IMPLICATIONS FOR THE COUNCIL'S AIM TO BE NET ZERO BY 2050	
There are no direct implications.	
OTHER RELEVANT CONSIDERATIONS OR IMPLICATIONS	
Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.	
Crime and Disorder	Please see comments above
Health Inequalities	
Area or Ward affected	

PART 3 – SUPPORTING INFORMATION

BACKGROUND AND CURRENT POSITION
<p>The Annual Capital and Treasury Strategy for 2025/26 is set out in Appendix A and is based on the most up to date Treasury Management Code of Practice and the revised Prudential Code, both of which were published by CIPFA in December 2021 and came into force in 2023/24.</p> <p>Last year, the Annual Capital and Treasury Strategy was subject to a number of changes to reflect the latest codes mentioned above. It was highlighted at the time that the changes to the Codes did not require the Council to take any direct action / remedial activities in terms of its investment / treasury processes.</p> <p>In terms of 2025/26, there have been no major changes required, although the Strategy has been further updated to recognise the introduction of new technical accounting adjustments relating to assets that the Council leases in, that were introduced last year. The changes made to the Strategy as part of this year's review are shaded in grey and are in italic font within Appendix A.</p> <p>In terms of the technical adjustments mentioned above, these relate to IFRS (International Financial Reporting Standard) 16 which requires lessees to recognise leases on their balance sheet, effectively reflecting the right to use an asset for a period of time and the associated liability for payments. In order to fully comply with IFRS 16 and ensure the Council's 2024/25 Accounts are prepared in accordance with the standard, all leases (including service contracts) where the Council is the lessee (i.e. leasing an asset from a third party) will require to be identified and measured, both in order to establish an initial starting point and on an ongoing basis. As leases are included as 'long term financial liabilities', they have now been included within the Prudential Indicators set out in the appendices. Work remains in progress to finalise the figures for inclusion in the Statement of Accounts for 2024/25 that are due to be published at the end of June 2025.</p> <p>In terms of the financial impact, the new standard will impact the Council's balance sheet, as leased assets will now need to be recognised along with their associated liability, which will effectively appear as loan financing. It will also impact on the Council's expenditure and income statements, as lease payments will be replaced by associated notional depreciation and interest expenses. However, there should be no overall impact on the Council's net</p>

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budgetary position.

By approving the Annual Capital and Treasury Strategy for 2025/26, the Council will be adopting the latest CIPFA Code of Practice for Treasury Management in the Public Services. (the '2021 code').

The need to borrow money may arise in future years to reflect the Council's current commitments, corporate priorities and strategies. If the need / option to borrow money was identified, then it would form part of associated and separate decision-making process and would be considered within the overall Treasury Strategy framework.

The Council maintains a very low risk appetite approach to its treasury activities. However, set against this context, officers will still continue to explore opportunities to maximise investment returns in 2025/26.

In terms of sources of funding, the Government introduced a significant new constraint in terms of borrowing from the Public Works Loan Board (PWLB) in 2020/21, which is worth highlighting as part of these subsequent annual reviews. If a local authority purchases assets or plans to purchase assets over a future three-year period to generate investment income, then they will no longer be able to borrow money from the PWLB. This applies to all such purchases regardless of how they are funded. Although no such purchases are currently planned, this constraint may need to be considered in the future, as the Council could lose access to the preferential rates available from the PWLB.

Draft Prudential Indicators are set out in **Annex 1 to Part 2** of the Capital and Treasury Strategy. **Annex 2 to Part 2** of the Treasury Strategy sets out the specified and Non-Specified investments the Council may use in 2025/26.

In accordance with the relevant codes, the Capital and Treasury Strategy is subject to consultation with the Resources and Services Overview and Scrutiny Committee, which has highlighted above, along with a proposed change to the usual timing of associated events.

PREVIOUS RELEVANT DECISIONS

The previous Capital and Treasury Strategy for 2024/25 was agreed by Full Council at its meeting on 19 March 2024.

Treasury Management Performance 2023/24 was reported to Cabinet at its 26 July 2024 meeting.

A mid-year Treasury Performance review was presented to Cabinet at its 15 November 2024 meeting.

BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

None

APPENDICES

Appendix A - Annual Capital and Treasury Strategy 2025/26 (*including Prudential and Treasury Indicators*)

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REPORT CONTACT OFFICER(S)	
Name	Richard Barrett
Job Title	Corporate Director (Finance and IT)
Email/Telephone	rbarrett@tendringdc.gov.uk 686521

COUNCIL

20 MAY 2025

REPORT OF CHIEF EXECUTIVE

A.6 **MEMBERSHIP OF COMMITTEES**

(Report prepared by Ian Ford)

I formally report that, following the decision taken at the Annual Meeting of the Council on 29 April 2025 (Minute 10 refers) and in accordance with the wishes of the Group Leaders and the authority delegated to me, Members have been appointed to serve on committees et cetera as follows:-

Audit Committee

Councillors Fairley, Keteca, Morrison, Placey, Platt, Steady and Sudra.

Community Leadership and Partnerships Overview & Scrutiny Committee

Councillors Barrett, Codling, Davidson, Doyle, Ferguson, Griffiths, Oxley and Steady.

Human Resources and Council Tax Committee

Councillors Amos, Baker, Calver, Chapman BEM, Guglielmi, Keteca and G Stephenson.

Licensing and Registration Committee

Councillors Amos, Casey, A Cossens, J Henderson, Skeels, Smith, Thompson, White and Wiggins.

Planning Committee

Councillors Alexander, Everett, Fowler, Goldman, Smith, White and Wiggins.

Planning Policy and Local Plan Committee

Councillors Bush, M Cossens, Chapman BEM, Fowler, Guglielmi, Newton, Scott and M Stephenson.

Resources and Services Overview & Scrutiny Committee

Councillors Bensilum, M Cossens, Goldman, Harris, J Henderson, P Honeywood, Newton, Steady.

Standards Committee

Councillors Alexander, Casey, Codling, Doyle, J Henderson, Land and Talbot.

Miscellaneous Licensing Sub-Committee

Councillors A Cossens, J Henderson, Smith, Thompson and White.

Members will be aware that a further review of the allocation of committee et cetera seats to the political groups on the Council will be carried out following the by-election in the

Frinton Ward on 5 June 2025. The outcome of the review will be submitted to the Council at its meeting on 15 July 2025.

This item is submitted for **INFORMATION ONLY**.

IAN DAVIDSON
CHIEF EXECUTIVE

COUNCIL

20 MAY 2025

**BACKGROUND PAPERS LIST FOR
REPORT OF CHIEF EXECUTIVE**

A.6 MEMBERSHIP OF COMMITTEES

Formal appointments dated 2 May 2025.

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LAYOUT FOR MEETING OF THE COUNCIL - PRINCES THEATRE
(MAY 2025 MEETING)

(Chairman
Vice Chairman
Chief Executive
Corporate Director (Law & Governance))

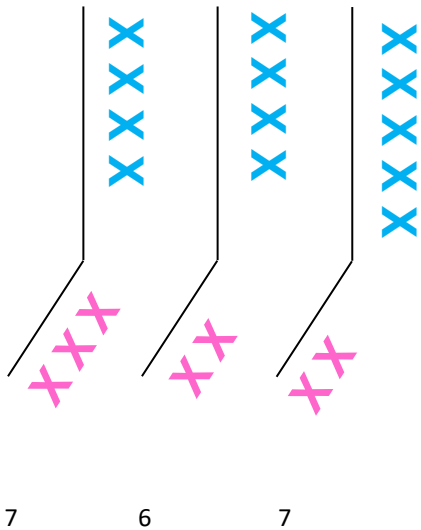
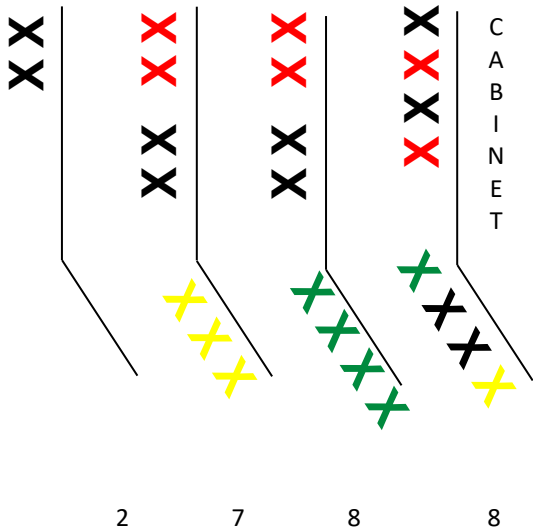


X X

Committee Services Staff

KEY

- X (Blue) = Conservatives
- X (Black) = Tending Independents
- X (Green) = Independent
- X (Red) = Labour
- X (Yellow) = Liberal Democrats
- X (Purple) = Chairman and Vice-Chairman
- X (Lime) = Officers
- X (Pink) = Reform UK



SEATING FOR PUBLIC

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By virtue of paragraph(s) 7 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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