

# Local Plan Committee Meeting

**Moot Hall, Town Hall, High Street,  
Colchester, CO1 1PJ**

**Monday, 07 November 2016 at 18:00**

The Local Plan Committee deals with the Council's responsibilities relating to the Local Plan

## Information for Members of the Public

### Access to information and meetings

You have the right to attend all meetings of the Council, its Committees and Cabinet. You also have the right to see the agenda, which is usually published five working days before the meeting, and minutes once they are published. Dates of the meetings are available at [www.colchester.gov.uk](http://www.colchester.gov.uk) or from Democratic Services. Occasionally meetings will need to discuss issues in private. This can only happen on a limited range of issues, which are set by law. When a committee does so, you will be asked to leave the meeting.

### Have Your Say!

The Council values contributions from members of the public. Under the Council's Have Your Say! policy you can ask questions or express a view to most public meetings. If you wish to speak at a meeting or wish to find out more, please refer to Your Council> Councillors and Meetings>Have Your Say at [www.colchester.gov.uk](http://www.colchester.gov.uk)

### Audio Recording, Mobile phones and other devices

The Council audio records all its public meetings and makes the recordings available on the Council's website. Audio recording, photography and filming of meetings by members of the public is also permitted. The discreet use of phones, tablets, laptops, cameras and other such devices is permitted at all meetings of the Council. It is not permitted to use voice or camera flash functionality and devices must be kept on silent mode. Councillors are permitted to use devices to receive messages and to access papers and information via the internet and viewing or participation in social media is at the discretion of the Chairman / Mayor presiding at the meeting who may choose to require all devices to be switched off at any time.

### Access

There is wheelchair access to the Town Hall from St Runwald Street. There is an induction loop in all the meeting rooms. If you need help with reading or understanding this document please take it to the Library and Community Hub, Colchester Central Library, 21 Trinity Square, Colchester or telephone (01206) 282222 or textphone 18001 followed by the full number that you wish to call and we will try to provide a reading service, translation or other formats you may need.

### Facilities

Toilets with lift access, if required, are located on each floor of the Town Hall. A water dispenser is available on the first floor and a vending machine selling hot and cold drinks is located on the ground floor.

### Evacuation Procedures

Evacuate the building using the nearest available exit. Make your way to the assembly area in the car park in St Runwald Street behind the Town Hall. Do not re-enter the building until the Town Hall staff advise you that it is safe to do so.

Library and Community Hub, Colchester Central Library, 21 Trinity Square,  
Colchester, CO1 1JB

telephone (01206) 282222 or textphone 18001 followed by the full number you wish to call

e-mail: [democratic.services@colchester.gov.uk](mailto:democratic.services@colchester.gov.uk)

[www.colchester.gov.uk](http://www.colchester.gov.uk)

**COLCHESTER BOROUGH COUNCIL**  
**Local Plan Committee**  
**Monday, 07 November 2016 at 18:00**

**Member:**

Councillor Martin Goss  
Councillor Nick Barlow  
Councillor Nigel Chapman  
Councillor Nick Cope  
Councillor Andrew Ellis  
Councillor Adam Fox  
Councillor John Jowers  
Councillor Sue Lissimore  
Councillor Gerard Oxford  
Councillor Martyn Warnes

Chairman  
Deputy Chairman

**Substitutes:**

All members of the Council who are not Cabinet members or members of this Panel.

**AGENDA - Part A**  
(open to the public including the press)

**Members of the public may wish to note that Agenda items 1 to 5 are normally brief.**

**1 Welcome and Announcements**

- a) The Chairman to welcome members of the public and Councillors and to remind all speakers of the requirement for microphones to be used at all times.
- (b) At the Chairman's discretion, to announce information on:
  - action in the event of an emergency;
  - mobile phones switched to silent;
  - the audio-recording of meetings;
  - location of toilets;
  - introduction of members of the meeting.

**2 Substitutions**

Members may arrange for a substitute councillor to attend a meeting on their behalf, subject to prior notice being given. The attendance of substitute councillors must be recorded.

**3 Urgent Items**

To announce any items not on the agenda which the Chairman has agreed to consider because they are urgent, to give reasons for the urgency and to indicate where in the order of business the item will

be considered.

#### **4 Declarations of Interest**

The Chairman to invite Councillors to declare individually any interests they may have in the items on the agenda. Councillors should consult Meetings General Procedure Rule 7 for full guidance on the registration and declaration of interests. However Councillors may wish to note the following:-

- Where a Councillor has a disclosable pecuniary interest, other pecuniary interest or a non-pecuniary interest in any business of the authority and he/she is present at a meeting of the authority at which the business is considered, the Councillor must disclose to that meeting the existence and nature of that interest, whether or not such interest is registered on his/her register of Interests or if he/she has made a pending notification.
- If a Councillor has a disclosable pecuniary interest in a matter being considered at a meeting, he/she must not participate in any discussion or vote on the matter at the meeting. The Councillor must withdraw from the room where the meeting is being held unless he/she has received a dispensation from the Monitoring Officer.
- Where a Councillor has another pecuniary interest in a matter being considered at a meeting and where the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice the Councillor's judgement of the public interest, the Councillor must disclose the existence and nature of the interest and withdraw from the room where the meeting is being held unless he/she has received a dispensation from the Monitoring Officer.
- Failure to comply with the arrangements regarding disclosable pecuniary interests without reasonable excuse is a criminal offence, with a penalty of up to £5,000 and disqualification from office for up to 5 years.

#### **5 Have Your Say!**

a) The Chairman to invite members of the public to indicate if they wish to speak or present a petition at this meeting – either on an item on the agenda or on a general matter relating to the terms of reference of the Committee/Panel not on this agenda. You should indicate your wish to speak at this point if your name has not been noted by Council staff.

(b) The Chairman to invite contributions from members of the public who wish to Have Your Say! on a general matter relating to the terms of reference of the Committee/Panel not on this agenda.

|           |  |           |
|-----------|--|-----------|
| <b>6</b>  | <b>Minutes</b>   |           |
|           | To confirm as a correct record the minutes of the meetings held on 5 July and 15 August 2016.  |           |
|           | <b>Minutes of 5 July 2016</b>  | 7 - 20    |
|           | <b>Minutes of 15 August 2016</b>   | 21 - 34   |
| <b>7</b>  | <b>Housing Numbers</b>   | 35 - 74   |
|           | See report by the Head of Commercial Services.   |           |
| <b>8</b>  | <b>Local Plan Preferred Options - Consultation Responses</b>   | 75 - 120  |
|           | See report by the Head of Commercial Services.   |           |
| <b>9</b>  | <b>Adoption of the Myland and Braiswick Neighbourhood Plan</b>   | 121 - 158 |
|           | See report by the Head of Commercial Services.   |           |
| <b>10</b> | <b>Adoption of the the Boxted Neighbourhood Plan</b>   | 159 - 204 |
|           | See report by the Head of Commercial Services.   |           |
| <b>11</b> | <b>Exclusion of the Public (not Scrutiny or Executive)</b>   |           |
|           | In accordance with Section 100A(4) of the Local Government Act 1972 to exclude the public, including the press, from the meeting so that any items containing exempt information (for example confidential personal, financial or legal advice), in Part B of this agenda (printed on yellow paper) can be decided. (Exempt information is defined in Section 100I and Schedule 12A of the Local Government Act 1972). |           |

## **Part B**

(not open to the public including the press)



# **Local Plan Committee**

**Tuesday, 05 July 2016**

**Attendees:** Councillor Nick Barlow (Deputy Chairman), Councillor Nigel Chapman (Member), Councillor Andrew Ellis (Member), Councillor Adam Fox (Member), Councillor Martin Goss (Chairman), Councillor John Jowers (Group Spokesperson), Councillor Gerard Oxford (Group Spokesperson), Councillor Martyn Warnes (Group Spokesperson)

**Substitutes:** Councillor Phil Coleman (for Councillor Nick Cope), Councillor Christopher Arnold (for Councillor Sue Lissimore)

## **76 Minutes of 4 April 2016**

The minutes of the meeting held on 4 April 2016 were confirmed as a correct record.

## **77 Minutes of 25 May 2016**

The minutes of the meeting held on 25 May 2016 were confirmed as a correct record.

## **78 Local Plan Preferred Options Consultation**

**Councillor Arnold (in respect of his role as Honorary Treasurer of Colchester Symphony Orchestra) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

**Councillor Goss (in respect of his Deputy Chairmanship of Myland Community Council) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

**Councillor Jowers (in respect of his membership of Essex County Council's Development Regulation Committee) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

**Councillor Warnes (in respect of his spouse's ownership of property in the vicinity of the Abberton and Langenhoe housing sites) declared a pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

**Councillor Warnes (in respect of his spouse's relatives' ownership of property in**

**the vicinity of the site south of Berechurch Hall Road) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

The Committee considered a report by the Head of Commercial Services giving details of the Preferred Options Local Plan document which, once approved, was due to be the basis of a public consultation for a period of eight weeks between July and September 2016.

Karen Syrett, Place Strategy Manager presented the report and, together with Ian Vipond, Strategic Director, responded to Councillors questions. Karen explained that the Council had begun preparation of a new Local Plan in 2014 and the Local Plan Committee had considered Issues and Options as well as progress on the development of the plan and its supporting evidence base. The Council had also invited suggestions for potential sites for development for suitability assessment. A Local Development Scheme setting out the timetable for Local Plan development had been agreed in December 2015.

It was now proposed to consult on a Preferred Options plan to gather views from the public and stakeholders with Braintree and Tendring Local Plan consultations running to a similar timetable. The plan would be revised to reflect comments received during consultation, updated evidence and any other required changes, such as national policy updates. The submission version of the plan was intended to be published at the end of 2016, followed by a further period of consultation with submission to the Government in spring 2017 for public examination and subsequent adoption.

Braintree, Colchester, Tendring and Essex Councils had been working closely together particularly in relation to the proposals for new garden communities. In recognition of that work it was proposed to have a single joint strategic section in each Local Plan known as the North Essex Strategic Part 1. It was likely that this element would be examined jointly followed by separate examinations of each Local Plan's unique policies.

All parts of the plan were based on a comprehensive evidence base covering a wide range of topics which would need to be updated and reviewed as the Local Plan developed. Part of Local Plan preparation also included preparation of a Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA) which assessed the environmental implications of every policy and site allocation in the Local Plan, together with all reasonable alternatives.

Part 1 of the Local Plan set out the strategic approach to meet the objectively assessed need for development land as well as policies on sustainable development; overall housing and employment needs; infrastructure; place shaping; the spatial strategy; and garden communities. The garden communities policy contained a recommendation for two broad areas of search for garden communities to the east and west of Colchester



which were being recommended as a way of meeting need which would ensure that infrastructure, facilities and services would be put in place when they were needed and that the local authority could control how quickly land was released for housing, employment, retail and other uses. Part 2 of the Plan included allocations and policies organised by area, so that residents would be able to easily find planning information specific to their local community.

Colchester's Spatial Strategy (Policy SG1) provided for a settlement hierarchy ranking areas of the Borough in order of their sustainability merits and the size, function and services provided in each area. This focused growth on the urban area of Colchester, with the Town Centre at its heart, reflecting its position as the main location for jobs, housing, services, and transport. The town centre would sit above other parts of urban Colchester, including Stanway and North Colchester, with the next tier of preferred growth including garden communities which would straddle boundaries with adjacent authorities and provide new greenfield sites in sustainable communities which would grow gradually over time, extending beyond the plan period. The second tier also included proportionate growth in existing Sustainable Settlements within the Borough, including 15 large villages and the District Centres of Tiptree, West Mersea, and Wivenhoe. In the remaining Other Villages and Countryside areas of Colchester, the Council would limit new development to appropriate new infill developments; development on previously developed land; or extensions, restorations or alterations to existing building within the defined village limits. New development in the open countryside would only be permitted on an exceptional basis to preserve its rural character. The Council would need to meet an Objectively Assessed Housing Need of 920 units a year over the plan period and the report demonstrated a 15 year supply (14,720) plus a 5% buffer for the first 5 years (14,950) had been identified.

In addition, Policy SG3 provided the policy and allocations to support economic growth in the Borough, Policy SG4 addressed the provision of infrastructure to support new development, the Environmental Assets section of the plan provided policies on the protection and enhancement of the Borough's natural environment and green infrastructure and also included a Climate Change Policy - Place Policies set out allocations and policies for specific parts of the Borough whilst the Urban Colchester policies divided Colchester into four broad geographic areas (Central, North, East and West) in line with the place-based approach. The Knowledge Gateway/University; Severalls/Northern Gateway; and Stanway had been given specific policies to address their unique strategic economic growth position within the Borough and the Hythe, North Station and the Zoo had been designated as Special Policy Areas to provide a clear context against which to promote opportunities for appropriate growth and expansion, enhanced public realm and connectivity. Policies SS1-SS18 provided allocations and guidance for the 15 large villages and three Rural District Centres which together were categorised as 'Sustainable Settlements'. The 25 development management policies included in the Preferred Options document set out how development would be managed to ensure that it contributed towards the vision and objectives, covering the following topics:

- Health and Wellbeing
- Community Facilities
- New Education Provision
- Strategic Sports Provision
- Tourism, Leisure and Culture
- Economic Development in Rural Areas
- Agricultural Development and Diversification
- Affordable Housing
- Housing Density
- Housing Diversity
- Gypsy, Traveller and Travelling Showpeople Accommodation
- Housing Standards
- Domestic Development
- Rural Workers
- Design and Amenity
- Historic Environment
- Retention of Open Space
- Provision of Open Space
- Private Amenity Space
- Promoting Sustainable Transport
- Sustainable Access to Development
- Parking
- Flood Risk
- Sustainable Urban Drainage (SuDS)
- Renewable Energy, Water, Waste and Recycling.

James Marchant addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to the Introduction / Process. He referred to the recent outcome of the European Union Referendum and the potential impact of the UK's departure from the European Union on property development and the resulting implication for the Housing Needs Assessment.

Alan Walker, on behalf of Marks Tey Parish Council, addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in support of that part of the Plan relating to the Introduction / Process. He explained that the content of the Local Plan had created a number of concerns for local people particularly those living close to the areas identified for growth such as Marks Tey. Marks Tey Parish Council supported the joint working being undertaken by the neighbouring Local Authorities. He considered that the Options Document contained some ambitious proposals whilst also including the views of the Parish Council in relation to infrastructure deficit in Marks Tey and the threat to the community derived from the garden community concept. He referred to a lack of consultation with the community about a potential garden community and the hopes of the Parish Council to work alongside the Borough Council to formulate policies for the good of the community as a whole. He also sought more detail in terms of timescales.

Councillor J. Scott-Boutell attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the Introduction / Process. She sought reassurance regarding the information to be provided to local residents and the need for meaningful consultation including drop-in workshops and information being provided in terms which are understandable to people unfamiliar with the planning process. She asked for clarification regarding the outcome of the consultation and the decision making process associated with it and what would be defined as a minor amendment to the proposals which would not require reference back to the Committee.

Councillor Willetts attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the Introduction / Process. He was of the view that the Consultation Document was not a finished piece of work and that it concentrated too heavily on plans for housing rather than planning for employment which may assist in reducing the numbers commuting to London for work. He considered that productivity in Colchester was poor with 37% of workers being employed outside the Borough. He challenged the basis of the Objectively Assessed Housing Need in the light of the outcome of the EU Referendum and he considered the vote to leave the European Union indicated that the majority view was that people did not want further housing development and population growth. He therefore considered the proposals contained in the Consultation Document were based on out of date evidence. He was further of the view that residents living in rural areas would cease to co-operate if the proposals were not based on sustainable evidence which fitted with the economic development of the Borough. He advocated the scaling back of housing development and, in particular, had reservations about development in West Tey as the road and rail network would not be able to cope with the development proposed.

Councillor Davies attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the Introduction / Process. She sought clarification regarding those village communities which were yet to adopt a Neighbourhood Plan and whether they should be advised to continue to work towards this as an aim and over what period of time. She referred to the length of the Consultation Document and considered that additional time was required to allow adequate time to consider the contents and to respond to the consultation. She further suggested that the consultation period should last for eight weeks and extend beyond September 2016.

Asa Aldis, on behalf of Wivenhoe Parish Council, addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to the East Colchester/West Tending garden community. He considered that Colchester was massively over developed and that the development plans could not be sustained in what was essentially a rural town. He voiced his concerns in relation to the impact on the local hospital and local schools which were not in a position to support the anticipated future growth. He was of the view that the garden community proposals

to the East of Colchester were entirely in the interests of the developers, not the local community and could not understand the use of top grade agricultural land for this purpose. He requested the Borough council to listen to the local residents on these issues, reiterating the view put forward by all Wivenhoe Town Councillors who were opposed to the development of a garden community to the east of the town.

William Sunnucks, on behalf of the Campaign Against Urban Sprawl in Essex (CAUSE), addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in support of that part of the Plan relating to the East Colchester/West Tending garden community. He supported the proposal to develop a garden community in East Colchester as he was of the view that it would integrate well with the nearby University of Essex and the aspiration to create a hi-tech employment area. The university was also short of accommodation for students and the area was in need of improvements to the road network, whilst additional improvements to the railway line to Clacton would be worthwhile. He was of the view that new businesses associated with the Science Park would be successful and therefore welcomed this as an alternative vision for further discussion.

Councillor Cory attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the East Colchester/West Tending garden community. He welcomed the principle of garden communities but was not in support of East Colchester as a suitable location. He was of the view that this area had already suffered from too much urban expansion and voiced his concern about the impact on roads, congestion, hospitals, flooding and schools and the consequent loss of wildlife and natural habitats. He was of the view that population growth could not continue indefinitely and a period of consolidation was required during which time the benefits and implications could be fully considered and explored. He referred to the Government guidance which indicated that garden communities required a population of at least 15,000 in order to be sustainable. He was particularly concerned about the impact on local schools and the need for additional educational resources to be identified. He supported the plans for growth at the University of Essex and agreed with the request from others for the Local Plan proposals to be reconsidered in the light of the majority view for the UK to leave the European Union. He advocated lower and slower growth which would be more sustainable and achieve greater support from local residents.

Councillor Scott attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the East Colchester/West Tending garden community. She welcomed the partnership work which had been undertaken by officers with those from the neighbouring District Councils. She was mindful that recent Governments had delivered considerable freedoms for development within the planning processes but was of the view that for residents it was vital to deliver jobs and infrastructure as well. She was of the view that a transport link to the A120 needed to be secured and that future development needed to ensure that there was no negative impact on local road networks. She acknowledged the need for population growth and

accepted the requirement for this to be accompanied by a commitment to providing additional schools. She was, however, not convinced that the Wivenhoe community was being safeguarded and did not consider Wivenhoe should be expected to carry the burden of a new garden community. She agreed with the view that Wivenhoe was as a separate village community which did not wish to be subsumed within an extended Colchester. She also agreed with the view that the consultation period needed to be extended.

Councillor Chillingworth attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to garden communities. He explained that he was making representations on behalf of the three councillors for Rural North Ward. He congratulated the Spatial Policy Team for their work in drafting the Local Plan document and welcomed the opportunity to collaborate with other neighbouring Local Authorities. He acknowledged the need for development and accepted that brown-field sites were no longer readily available in the Borough. He acknowledged that a new garden community in West Tey was a logical conclusion given the transport links and improvements proposed but he advocated the need for the development to be timed such that existing highway problems associated with the A120 had been resolved. He was also concerned that the impact of the decision to leave the European union would mean that the financial plans associated with transport improvements may now be in doubt and, as such, was of the view that the proposal to the East of Colchester needed to be considered first. He went on to support the need for limited development in the villages. He was concerned about the total amount of new housing identified in the draft plan for Langham, bearing in mind the amount requested locally had been limited to between 80 and 85.

Andrea Luxford-Vaughan, on behalf of Wivenhoe Parish Council' addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to the East Colchester/West Tendring garden community. She was of the view that the proposal for a garden community in the East of Colchester could not be sustainable and requested more details about the proposals and the likely impact. She referred to the current level of housing in Wivenhoe and was concerned that the proposals would effectively double the population of the community. This would mean that the school provision would be inadequate and was likely to lead to children being required to travel across the Borough to attend schools. She was of the view that the Council should consider not completing a Local Plan, she was unaware of any sanction to adopting this approach and she was further of the view that Tendring District Council should be required to deliver additional housing to accommodate demand in the local area.

Sir Bob Russell addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) regarding that part of the Plan relating to the East Colchester/West Tendring garden community. He referred to the need to protect the Salary Brook area and supported proposals to safeguard green infrastructure and to celebrate the natural environment generally. He sought additional information on the

specific proposals as to where housing would be built and the boundaries to be protected for open space purposes.

Tom Foster, on behalf of the Campaign Against Urban Sprawl in Essex (CAUSE) addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to the West of Colchester/ East Braintree garden community. He questioned the merits of contemplating the development of a garden community to the west of Marks Tey prior to the delivery of new improvements to the A120. He was particularly concerned that the road improvements may now be delayed beyond 2025 as a consequence of the decision regarding the European Union. He questioned why an alternative was not being considered, he was concerned that road junctions would not have sufficient capacity and considered no answers were being provided regarding the delivery of associated infrastructure. He requested the Committee to consider delaying the approval of the draft plan and for the views of residents to be heard.

David Churchill, on behalf of Iceni Projects, addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in support of that part of the Plan relating to the West of Colchester/ East Braintree garden community. He explained that he represented a team of land holders at Marks Tey and that the proposals for the garden community included associated infrastructure to deliver improvements not only to roads but also to schools, leisure and the local community generally. In addition, job opportunities would be created along with improvements to Stansted Airport. The correct delivery of the garden community was crucial to its success and this required all those parties involved accepting responsibility for its success. He considered this responsibility had already been demonstrated through the willingness to engage with the various Local Authorities.

Councillor J. Scott-Boutell attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the West of Colchester/ East Braintree garden community. She referred to the need for priority to be given to the retention of areas of open space and questioned how this would be addressed. She asked about the ratio of employment land to retail and leisure land in the Stanway Strategic Employment Zone and also sought clarification regarding the outcome of the Stane Park appeal and the implications this would have on the contents of the draft plan.

Steven Kosky, on behalf of Barton Wilmore, addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to the omission of Langham Village. He explained that he was representing the promoters of the Langham garden community which had not been recommended for inclusion in the draft plan. He considered this to be an unsound omission as it was imperative that the strategy included a broad range of sites. He questioned the assumptions regarding the timing of the delivery of the alternative garden community as their cross boundary locations were likely to lead to delays. The proposal for Langham

was entirely located in Colchester Borough and, as such, could be delivered more quickly, it did not require the same degree of infrastructure to be in place, it was within easy reach of Colchester town centre and benefitted from a rapid bus route and cycle access. The proposals also included a new secondary and two primary schools, as such, he considered this to be a seriously missed opportunity.

Paul Newton, on behalf of Barton Wilmore' addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to the Vision / Objectives / Strategy. He explained that he was representing the Tollgate Partnership. He did not consider the draft plan to be sufficiently robust as it was based on out of date evidence and was inconsistent. He considered the plan to have been drafted to promote Colchester Council's own agenda and he was of the view that it would not be considered sound if taken forward for adoption. He suggested the plan needed to be reviewed to ensure it was consistent with the National Planning Policy Framework. He referred to the identification of the town centre as the only defined retail centre and considered that the protection of the town centre should not be to the exclusion of all others. He voiced his surprise that Tollgate Village continued to be designated for employment use and there was no explanation to justify why this approach was being continued.

Brian Morgan addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in support of that part of the Plan relating to the Vision / Objectives / Strategy. He acknowledged that planning for future growth was challenging but that a failure to accurately assess housing need was not acceptable for any Council. He considered a bold and fresh approach had been taken by the Council which was actively working with other neighbouring Local Authorities to identify new ways to deliver infrastructure improvements in order to build communities not just houses. In his view the two best options were being recommended in the draft plan which provided the ability to create strong local communities as well as a vision to become a world class knowledge city.

Betty Constable addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to the Vision / Objectives / Strategy. She referred to the need to consider employment opportunities to sustain new housing development. She wanted to see encouragement for factories and businesses whilst being concerned about the benefits to be gained by estate agents and the likelihood of increased evictions due to problems associated with housing benefit.

Councillor Liddy attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to East Colchester. He wished to support the concern expressed by residents of Wivenhoe, particularly in relation to the impact of development on local health provision. He considered the University of Essex to be the best thing to happen to Colchester. He explained that Wivenhoe had changed over the years but that it had remained a stand-alone community which must continue to change

and develop in the future. He was of the view that the proposals for the land to the north of Clingoe Hill could create considerable benefits for residents of Colchester.

Councillor Buston attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the East Colchester. He referred to the need for the draft plan to include improvements to infrastructure, particularly given the congestion problems experienced in Colchester and was of the view that a Colchester Southern Bypass was an essential element with improvements to the A120 and an aerial crossing of the River Colne, similar to that provided by the Orwell Bridge. This would give the benefit of transferring traffic across town as well as accessing the Knowledge Gateway.

Annesley Hardy addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to West Colchester. She referred to the proposals included in the draft plan in relation to the Essex County Hospital site. She considered these to be an improvement but sought clarification as to which option had been identified as the preference, how many residential units the site would accommodate and what their design would include. She also questioned whether a residential care home was likely to be included and whether the units would be owner occupied. She considered all these questions had implications in terms of car parking provision and was concerned about the implications for existing residents if additional pressure on parking was likely to be created.

Councillor Lilley attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to Rowhedge. He referred to Battleswick Farm, Rowhedge and explained that Rowhedge used to be a community with shipbuilding and a port, whereas now it just had housing. The Neighbourhood Plan proposals, drawn up by the Parish Council, had been unable to identify suitable land for further development. Accordingly, he had been surprised to learn that the draft plan included proposals for residential development at Battleswick which was a working farm. He was worried that this would mean the end of Rowhedge as a village. He considered the community could not take any more development as there was insufficient infrastructure and the proposals lacked sustainability.

In discussion, Members of the Committee commented, in particular, in relation to:

- The importance of preparing and maintaining an up to date Local Plan in order to prevent indiscriminate submission of applications needing to be challenged at Appeal;
- The long maintained physical barriers to development in the Borough delineated by the route of the A12 to the north, the Ministry of Defence land to the south and the Coastal Protection Belt to the east;
- The successful use of brownfield land for development and the consequential need to use greenfield locations with appropriate transport links;
- The logic of including two garden communities options for consideration, given the level of assessed future housing need, the duty to co-operate with neighbouring



authorities and the short supply of viable brownfield sites;

- The need for a protection belt to be provided in relation to Salary Brook;
- The importance of delivering infrastructure requirements such as railway and trunk road links prior to the commencement of housing development;
- The welcome inclusion of provision for travellers on the draft Plan and the need for such an allocation to be close to infrastructure and services;
- The need for future growth and the use of land outside the urban core to be acknowledged as inevitable;
- Concern regarding the yet to be finalised route of the A120, the timetable for this to be agreed and the impact this would have on any development proposed for West Tey;
- Whether the required resources would be available to the Council to deliver two garden communities at the same time;
- The need for the consultation process to be as accessible as possible for the public and other stakeholders;
- The scope of the Plan which required proposals to be prepared up to 2033 and the importance of consideration being given to the views of the younger generation;
- The importance of allowing capacity for the University to expand in the future;
- The need for the town centre to continue to be protected as the Borough's principle retail centre;
- The Council's track record over many years of working successfully within the Government's legal requirements, particularly in relation to the protection of villages and smaller communities;
- The potential for the public consultation exercise to be extended by a number of weeks, particularly in the light of the forthcoming summer holiday period when a number of Parish Councils do not have meetings;
- The securing of large scale highway improvements such as the dualling of the A120 and the link through to Clingoe Hill, were only feasible through the negotiation of large scale developments together with the associated developer contribution mechanism and the co-ordination of the South East Local Enterprise Partnership;
- The potential to use the growth generated by people living longer and the proximity of London to the Borough as an opportunity to deliver additional funding for innovative projects such as the Archaeological Park and Community Development Workers
- Disappointment that the details of the proposals regarding the land at the Rugby Club had been received by the ward councillors from the Parish Council and a request for improved communication to be set up for the future;
- Aspirations for a Southern Relief Road, together with a roundabout at the Warren Lane Maldon road junction had been identified over many years;
- The identification of 600 additional homes by Tiptree Parish Council was welcomed and, together with the two potential garden communities, highlighted the potential for some of the larger villages in the Borough to be willing to accept a greater proportion of homes than currently identified;
- Errors within the draft Plan in relation to the existence of a GP surgery, the

capacity of the local school and the future of the bus service at Birch;

- Concern regarding the omission of Marks Tey from the draft Plan due to the proposal for a nearby garden community and the negative impact of a potential for a delay in the delivery;
- Reference to an expression of interest for 15 plots to be allocated at Smythies Green, Layer Marney;
- Concern expressed by local retailers in relation to the allocation of Britannia Car park and the potential economic impact as a result of a loss of a town centre car park as well as the impact the closure of the car park would have on users of St Botolph's Church;
- The absence of any allocation in respect of smaller developments in the town centre;
- The allocation identified on land behind the Town Hall which had hitherto been used by Councillors for car parking whilst at meetings;
- The identification of a need for single storey dwelling provision in Layer de la Haye;
- Concern regarding the identification of one site allocation in Langham which the Parish Council had been unaware of despite spending a very great deal of time and effort in finalising responses to a Parish Council survey of residents on potential Langham development sites;
- The significant negative impact upon the Rowhedge community should the allocation at Battleswick Farm be approved, as well as the shortcomings of the site in relation to highway provision and loss of ecology.

In the light of the representations made, the Spatial Policy Manager gave detailed comments in relation to the following issues:

- The Objectively Assessed Housing Need would be reviewed when necessary but not solely in light of the outcome of the Referendum as she explained that need was also related to people living longer and more independently;
- A leaflet had been produced which summarised the draft plan in more user friendly language;
- The existing plans would be available at the consultation workshops, the outcomes from which would be reported back to the Local Plan Committee;
- The University of Essex would be included as part of the consultation process;
- Neighbourhood Plans continued to be important as part of the Local Plan process;
- The consultation period had already been extended from the statutory six week timescale to eight weeks;
- The new garden communities proposals would include provision for infrastructure such as new educational facilities and open space provision;
- No decision had yet been made in relation to Community Infrastructure Levy;
- The draft plan was seeking to maintain a gap between Wivenhoe and Colchester whilst also de-allocating a proposed development site to the south of Boundary Road;
- The stance adopted by other Councils in not adopting a Local Plan had led to a

situation whereby the Councils had been forced to enter into expensive appeal processes against developments over which they had no control and this was not a situation which was considered to be desirable;

- The contents of the draft plan relating to employment designations would be reviewed in the light of the outcome of the Stane Park inquiry;
- The Northern Gateway area had the benefit of an extant planning permission;
- The specifics in relation to the Essex County Hospital site would not come forward until an application for planning permission was submitted;
- The increased allocation of green-field sites was as a result of the number of brownfield sites successfully used in the past and recognition that there was so few of these remaining for consideration;
- The opportunities provided by the garden community proposals for collaborative working between both the public and the private sector;
- The importance of maintaining the most up to date Plan as possible as well as staying abreast of the progress being made by neighbouring Local Authorities and the potential for this to require additions to be made to the resources available within the Council;
- The need for the Strategic Part 1 of the draft plan to be revised to make reference to an agreed joint working arrangement for a period of a minimum of 10 years;
- The consultation exercise had been aligned with the consultations being undertaken by Braintree and Tendring Councils and, as such, had been scheduled to coincide with jointly agreed timeframes, at least in part;
- The allocation in relation to the Rugby Club land was the same as that set out in the Myland Community Council Neighbourhood Plan, following the reallocation of the ward boundaries following the election, consultation arrangements would be amended to reflect this change in representation;
- The need for the inclusion of appropriate wording within the policy relating to Colchester Zoo to address the safe access to the site from Warren Lane, Stanway;
- The continued potential for Marks Tey Neighbourhood Plan to identify potential sites for development pending the delivery of a garden community;
- It was anticipated that the errors within the draft Plan would be corrected as part of the revisions to be made following the consultation exercise and Councillors were encouraged to identify any factual or typographical errors by email where possible;
- The allocation of Britannia Car Park was a reflection of the anticipated impact of the Park and Ride facility and the reduced need for town centre parking as a consequence;
- The draft Plan had included an allocation of 500 units within the town centre to take account of various piecemeal 'windfall' gains;
- The use of the land behind the Town Hall for development was an option which had been included for appropriate consideration;
- The most pressing need in relation to travellers was for the identification of a transit site for the County as a whole;
- The number of plots identified in the draft Plan were not fixed allocations, these were still open to amendment at a later consideration by the Committee.

The Strategic Director acknowledged the challenge facing the Committee members to determine the way forward in light of the level of assessed housing need for Colchester and the Borough as a whole. He was of the view that there was not an option to deliver the development on a piecemeal basis as this would not provide for the necessary levels of infrastructure to be delivered. He explained that it was this criterion which suggested that the garden communities would provide the best option for the Council to consider as well as enabling the Council's involvement to be part of the delivery and make-up of the infrastructure. He acknowledged that the draft Plan did not yet include adequate detail to establish the nature of the infrastructure which each proposal would require but he was assured that this would be forthcoming in due course.

RESOLVED that-

- (a) Subject to amendments in relation to minimum period of Local Authority joint working, the policy relating to Colchester Zoo to address safe access requirements from Warren Lane and the effect of the Park and Ride facility on town centre parking spaces, the contents of the Preferred Options Local Plan document be agreed.
- (b) The Preferred Options Local Plan document be approved for public consultation for an amended ten week period from Saturday 9 July to Friday 16 September.
- (c) Authority be delegated to the Place Strategy Manager, following consultation with the Chairman of the Committee, to make minor revisions to the document prior to its publication.

# Local Plan Committee

## Monday, 15 August 2016

**Attendees:** Councillor Nigel Chapman (Member), Councillor Nick Cope (Member), Councillor Andrew Ellis (Member), Councillor Adam Fox (Member), Councillor Martin Goss (Chairman), Councillor John Jowers (Group Spokesperson), Councillor Sue Lissimore (Member), Councillor Gerard Oxford (Group Spokesperson), Councillor Martyn Warnes (Group Spokesperson)

**Substitutes:** Councillor Phil Coleman (for Councillor Nick Barlow)

### 79 Minutes

There were no minutes for confirmation at the meeting.

### 80 Have Your Say!

Sir Bob Russell addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3). He referred to the proposals for future housing in East Colchester and questioned which of the various descriptions referred to for the development, including New Town and Garden Village, were correct. He cautioned against repeating the issues which detracted from the previous development of Greenstead and Longridge Park and considered it important for the policies associated with the protection of the natural environment, including the preservation of green areas surrounding urban Colchester, needed to be maintained. He welcomed the possibility of a new Country Park around Salary Brook whilst questioning the special favour being afforded the University of Essex, warning visual detriment on a scale as if high rise development had been permitted on the southern slopes of Highwoods Country Park. He was of the view that the boundaries of the new Country Park needed to be defined and agreed before the proposals for housing development were determined.

The Chairman welcomed the representations made by Sir Bob Russell and urged him to formally submit his comments as part of the Preferred Options Consultation.

Councillor Scott attended and, with the consent of the Chairman, addressed the Committee. She referred to the proposed Garden Community development in East Colchester and questioned the suitability of utilising prime agricultural land rather than land further east which was of lower grade. She acknowledged the area further to the East was not within Colchester's Borough boundaries but considered it would still be

able to meet the needs of a new community on this side of the town.

Karen Syrett, Place Strategy Manager, confirmed that the terminology being adopted by the Council in relation to the proposed development in East Colchester was Garden Community. She acknowledged that the published plan was diagrammatic and may have contained some anomalies but she encouraged the submission of views to the Preferred Options Consultation to ensure the detail of the representation made to the Committee was formally captured. She confirmed that, although boundaries had yet to be drawn up, large areas of open space were intended to be included so that Salary Brook and its surrounding areas would be protected. She also confirmed the importance of including reference in relation to the University of Essex as she considered it was important this was not overlooked. She further explained that each site in the Options document would be put through a thorough assessment process, including the grading of the land the subject of each site.

## **81 Local Development Scheme**

**Councillor Chapman (in respect of his Chairmanship of the Dedham Vale and Stour Valley Project Joint Advisory Committee) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

The Committee considered a report by the Head of Commercial Services giving details of the changes to the Local Development Scheme (LDS). Karen Syrett, Place Strategy Manager presented the report and responded to Councillors' questions. Karen explained that a Local Development Scheme was required which must specify the local development documents which were to be development plan documents, the subject matter and geographical area to which each development plan document was to relate, and the timetable for the preparation and revision of the development plan documents. The LDS had to be made publicly available and kept up-to-date.

This Council had first adopted a LDS in May 2005, with various revisions published at regular intervals to reflect changes in governing regulations and work programmes. The current LDS project chart which covered the period 2016-2019 was last reviewed by the Local Plan Committee in December 2015. A new LDS was now required to extend the timetable beyond 2019 and to reflect the latest developments in Colchester's plan-making.

The revised LDS contained the following the proposed changes:

- Local Plan Review including:  
Preferred Options consultation July - September 2016  
Submission Draft consultation February/March 2017  
Submission May 2017  
Examination of Part 1 September 2017  
Interim Report – December 2017

Examination Part 2 – January/February 2018

Final report – April 2018

Consultation on Modifications – July/August 2018

Adoption – September 2018

- Community Infrastructure Levy Charging Schedule, to be prepared in tandem with the Local Plan

- Joint Development Plan Documents for Garden Communities

- Neighbourhood Planning,

Boxted – Referendum September 2016

Myland – Referendum September 2016

West Bergholt – Plan Area adopted in July 2013

Wivenhoe – Plan Area adopted in July 2013,

Stanway – Plan Area adopted in June 2014

Tiptree – Plan Area adopted in February 2015

Eight Ash Green – Plan Area adopted in June 2015

Copford – Plan Area adopted in August 2015

Marks Tey – Plan Area adopted in September 2015

- Revised timetable for the preparation of the Planning Obligations SPD to be prepared in tandem with the Local Plan and CIL

- Evidence base documents and updates which will be necessary to support the Local Plan Review

- Changes to the text of the LDS to reflect the range of documents outlined above.

Changes to the Regulations no longer require Supplementary Planning Documents to be included on the LDS. Currently, the only SPD programmed for the next three year period is one on Planning Obligations. This has been shown to demonstrate the links between all the documents which contribute to the Colchester Local Plan. Future additional SPDs as well as further guidance notes and development brief documents may however be produced by the Spatial Policy Team without formal modification of the LDS because of their non-statutory status in the decision making process.

In discussion, Members of the Committee commented, in particular, in relation to:

- Concerns regarding the joint working relationships with Braintree and Tendring potentially taking precedence over the priorities identified for Colchester;

- The need for the new route for the A120 to be agreed as early as possible to better inform the Local Plan process;

- The potential for flexibility to be permitted in relation to additional rural allocations in order to address small scale requests for additional housing being made by village communities and for these to be accommodated within the Community Infrastructure Levy allocations;

- Myland Community Council had delivered a Neighbourhood Plan so that it would be in a position to influence the future of the community and this process was currently the subject of a referendum to confirm the approval of the Plan's contents by the local residents;

- Concern that village communities may be vulnerable to smaller scale applications by developers which would undermine neighbourhood planning potentially seeking to deliver larger scale housing allocations;
- The negative implications for infilling development in the village communities should the Section 106 Agreement regime be removed.

The Chairman also confirmed that an additional guidance note would be included in the Scheme on the provision of Broadband.

In the light of the representations made, the Place Strategy Manager gave detailed comments in relation to the following issues:

- The need for a high level vision agreed across the neighbouring Local Authorities to be clearly set out as part of the Local Plan process;
- A separate consultation and plan would need to be undertaken in relation to the Garden Community proposals which would include the identification of defined boundaries and their potential size;
- Rural exceptions provisions had been agreed previously by the Committee which would enable claims by Parish Councils to be accommodated within allocations when the Community Infrastructure Levy was in place;
- The timescale for the submission of options in relation to the area around the A120 was such that the re-routing proposals were likely to have moved closer to being finalised, particularly given the intention to undertake separate consultation exercises in relation to the Garden Communities;
- The expectations for those Parish Councils beginning the process of formulating Neighbourhood Plans would be individual to the particular circumstances of each;
- The continued support available for Parish Councils undertaking the Neighbourhood Plan process but the limitations on this resource given the volume of work currently in progress

RESOLVED that the changes to the Local Development Scheme, including the additional requirement for a guidance note on provision of Broadband, be agreed.

## **82 Brownfield Land Register Publication**

The Committee considered a report by the Head of Commercial Services on the publication of the Brownfield Land Register.

Chris Downes, Planning Policy Officer, presented the report and responded to Councillors' questions. Chris explained that the Council had now compiled a Brownfield Land Register as part of a pilot scheme to inform future government guidance on the operation of the brownfield registers. Colchester's register contained 35 sites in line with the following key principles:

- Based on Strategic Land Availability Assessment (SLAA) process, including annual reviews of potentially suitable sites. Authorities will also be expected to look at



other relevant sources and ask landowners and others to volunteer sites for consideration;

- Potential brownfield sites should comply with the National Planning Policy Framework definition of previously developed land;

- To be regarded as suitable for housing, potential sites must be:

Available – Deliverable or Developable

Capable of supporting five or more dwellings or more than 0.25ha

Capable of Development – free from constraints or constraints exist but can be mitigated

- Sites that met these criteria had been placed on the register including sites which already had planning permission;

- Registers to be kept under review, regularly updated and made publicly available;

- Data on each site to be in a consistent standard format and published to Open Data standards.

29 of the sites were in the urban area of Colchester, primarily East Colchester, one site was in West Mersea, one in Rowhedge, one in Wivenhoe and two were in Tiptree. The full register also included all known information on planning status, site constraints, site capacity, and ownership. The register had been published on the Council's website at the beginning of July 2016 and feedback forms had been submitted to the Government on the process. It was further explained that the Productivity Plan 2015 had set out the Government's intention to legislate to grant automatic planning permission in principle on brownfield sites identified in the new brownfield registers, subject to the approval of a limited number of technical details. The Government had seen this process as the way to ensure 90% of brownfield land or sites still to be determined would have planning permission by 2020. This measure featured in the Housing and Planning Act enabling 'permission in principle' to be granted for housing-led development sites listed on the new brownfield registers or allocated in Local Plans although it did not form part of the Brownfield Land Register Pilot. Colchester's register would be revised, if required, to respond to feedback from the Pilot project and then regularly updated as part of the Council's work in maintaining an up-to-date database on housing land in the Borough.

In discussion, Members of the Committee commented, in particular, in relation to:

- The site referred to as 'The Sidings' and whether this was the same as that otherwise known as 'Charringtons' and, if so, its strategic importance, especially in the light of the potential for Bradwell to be identified by the Government for future nuclear power production;

- The need for additional information to be provided in relation to each site to enable better assessment and comparison by the Committee members

The Planning Policy Officer confirmed that there was considerable additional information available in relation to the sites identified in the register and arrangements would be made to make this available to Councillors.

RESOLVED that the publication of the Brownfield Land Register be noted.

## **83 Essex Rural Strategy**

**Councillor Chapman (in respect of his Chairmanship of the Dedham Vale and Stour Valley Project Joint Advisory Committee) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

**Councillor Jowers (in respect of his membership of the Rural Community Council of Essex) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

**Councillor Lissimore (in respect of her Vice Chairmanship of Visit Essex) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

The Committee considered a report by the Head of Commercial Services on the publication of the Essex Rural Strategy along with the summary of the vision, aims and priorities which provided a reference and overview.

Karen Syrett, Place Strategy Manager presented the report and responded to Councillors' questions. Karen explained that Essex was made up of almost 1,500 square miles, 72% of which was considered to be rural and around 36% of the population of Essex called these rural areas home. In Colchester approximately 30% of the population lived in areas classified as rural compared to 80% of the population in Uttlesford whilst the districts of Basildon, Castle Point and Harlow had almost no resident population in areas that were classified as rural. It was acknowledged that there were challenges to rural living including increased distances to key services, access to main transport links, house prices, house types and travel to school.

The Essex Rural Partnership brought together organisations to co-ordinate action on the major economic, social and environmental issues facing rural Essex. The Partnership had invited representatives of rural communities, including District and Parish Councillors, to a consultation event in July 2015 in order to formulate a Rural Strategy. This event mapped out the key issues of concern for communities in rural Essex and identified overarching themes for the strategy. The consultation event also helped to develop a survey (Essex Rural Strategy Questionnaire) of people living and working in rural Essex, which had been conducted in 2015 with over 1,600 responding, around 70% of them rural residents. The following strategic priorities had been determined from the findings of the survey:

- Harnessing the potential in our rural economy
- Education and skills for life
- Farming for the future
- Attracting visitors to rural Essex

- Celebrating our culture and heritage
- Securing a place to live
- Accessing the services we need
- Thriving and pro-active communities
- Feeling safe and reducing crime
- Protecting and promoting our natural environment.

The strategy also included a vision, 'A county which engages, values and respects its rural environment; and where rural communities fully contribute to and benefit from a healthy, prosperous and connected Essex' which would be achieved by focussing on four aims: prosperity, well-being, connection and innovation.

Some of the challenges for rural communities which are highlighted in the report are relevant to the production of the Local Plan, namely supporting the needs and recognising the contribution of an ageing population; ensuring improved broadband augments not displaces face-to-face interactions that are the lifeblood of rural communities; delivery of affordable housing; tackling pockets of rural deprivation and ensuring everyone can access opportunities and services.

Councillor Chillingworth attended and, with the consent of the Chairman, addressed the Committee. He explained that, as a member of the Essex Rural Partnership, he had been party to the review of the Essex Rural Strategy. He referred to the statistics and priorities identified and explained that these would be very important factors in relation to the consideration of the Local Plan strategy. He particularly highlighted the smaller villages which had been recognised as unsustainable and was of the view that these should not be allowed to disappear.

Councillor Smith attended and, with the consent of the Chairman, addressed the Committee. He indicated his support for the views expressed by Councillor Chillingworth and went on to acknowledge the need for future housing development whilst supporting the view previously expressed by Councillor Scott that high grade agricultural land needed to be protected. He welcomed the aspirations in the Rural Strategy to protect wildlife as well as the 'green corridors' between areas of open space. He also mentioned Food Enterprise Zones which were being promoted in Suffolk and saw this as a model to be replicated in north Essex.

In discussion, Members of the Committee commented, in particular, in relation to:

- The need to consider the contents of the Rural Strategy even though it was not strictly identified as a planning document;
- Concern about the lack of facilities such as shops, pubs and public transport in the villages and the reducing populations in these communities as a consequence of escalating house prices;
- The need for village residents to consider the development of smaller housing for people to downsize and for affordable housing as well as a degree of flexibility to be

provided in relation to the village boundaries;

- The potential for a local lettings policy in order to give village residents priority with affordable housing in villages;
- The importance of connectivity between rural areas for the protection of wildlife;
- Certain typographical and factual inaccuracies in relation to Dedham and the extension of the Area of Outstanding Natural Beauty;
- The importance of assisting with improvements to access of GP surgeries;
- The Starter Home Scheme and the need to bear in mind that this initiative was not an affordable one for people earning average salaries or less and, as such, should not be considered as a replacement for Affordable Housing;
- The potential for rural exception sites to be considered in communities such as East Mersea in order to overcome the affordability limitations of the Starter Home Scheme.

In the light of the representations made, the Place Strategy Manager gave detailed comments in relation to the following issues:

- Acknowledging the very useful evidence base provided by the Rural Strategy to assist in the decision making process associated with the Local Plan;
- A number of the issues identified in the Rural Strategy had been referred to by participants in the consultation sessions;
- This was the first time since 1995 that the Local Plan process was looking at allocations in villages;
- The development of rural exception sites provided an ability for local communities to retain nomination rights in perpetuity, however the development of sites allocated for housing in the Local Plan did not have this advantage for local residents;
- Acknowledgement of the need for the Council's Affordable Housing Policy to be reviewed but for it to continue to include various types of housing tenure;
- The term rural exception site was defined within legislation in accordance with communities of a certain number of households and, as such, was not open to application within communities with greater numbers of households.

RESOLVED that the publication of the Essex Rural Strategy, which provided useful background evidence relevant to the Local Plan, be noted and arrangements be made for the Strategy and other documents referenced by the Essex Rural Partnership to be added to the Council's website.

## **84 Colchester Northern Gateway Masterplan Review**

**Councillor Chapman (in respect of his Chairmanship of the Dedham Vale and Stour Valley Project Joint Advisory Committee) declared a non-pecuniary interest in this item pursuant to the provisions of Meetings General Procedure Rule 7(5).**

The Committee considered a report by the Head of Commercial Services giving details of the urban design principles set out in the review of the Master Plan for the Northern

Gateway.

Simon Cairns, Major Development and Projects Manager, presented the report and, together with Lois Bowser, Project Manager, responded to Councillors' questions. Simon explained that the Master Plan had been prepared four years ago and endorsed by the Local Plan Committee for public consultation in June 2014. Since then there had been significant change with road and facility development taking place, and further developments had been submitted as planning applications whilst the Local Plan had been reviewed and was currently out to consultation until mid-September 2016. There was therefore a need to update and review the Master Plan to ensure it was fit for purpose, conformed to the policy framework and reflected responses received to the public consultation carried out between July and October 2014. The intention behind the Master Plan was to help coordinate the development of the Colchester Northern Gateway area so that in design terms it created a strong sense of place and an attractive destination. It was always intended that, wherever practical, new development should follow the urban design principles it set out.

Gillespies, an international landscape, planning and urban design consultancy, were commissioned by the Council to prepare a public realm strategy for the whole of the Northern Gateway with the aim of providing a parkland and informal recreation setting for the formal sports facilities on the northern side of the A12 and for the commercial leisure and employment uses on the southern side. This strategy was in draft form and in order to complete this work it was important to have an up-to-date Master Plan. In May 2016 Gillespies had been appointed to undertake this task, working alongside the Council's appointed transport consultants for the Northern Gateway, JMP, as well as the ecology and arboricultural consultants, leisure consultants and architects as appropriate. They had also engaged with key developers, including Turnstone, whose planning applications for a range of leisure-related uses on the plot adjoining the east of the football stadium was currently under consideration. The proposals accorded broadly with principles contained in the National Planning Policy Framework, the Local Plan Preferred Options and the ideas expressed in the draft Myland and Braiswick Neighbourhood Plan. The intention was to create a place of regional importance whilst acknowledging local community needs and aspirations.

The draft Master Plan Review had five principal components:

- The central spine comprising the Leisure Promenade and The Boulevard;
- The Circus: a central crossing point of the Boulevard over the Northern Approach Road;
- The A12 crossing point and principal access into the gateway;
- Parkland for informal recreation around the principal sports areas on the northern side and
- Strong urban form with frontages creating focal points for views, landmarks and nodes for public art.

Robert Johnstone addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3). He referred to paragraph 75 of the National Planning Policy Framework which provided for the protection and enhancement of public rights of way and for Local Authorities to seek opportunities to extend the public rights of way network. He also referred to the need for the Definitive Map of Public Rights of Way to be publicly available and he was concerned that it was not yet accessible electronically. He was concerned that these provisions were not being used by the Council in its assessment of planning applications. He also referred to the need for the Essex County Council Guidance on Public Rights of Way which had been adopted as Supplementary planning Guidance to be made publicly available.

The Place Strategy Manager confirmed the successful partnership work which had been undertaken in relation to the Green Orbital Route and that she had recently attended a meeting looking to improve rights of way within a specific site. As such she was confident that the inclusion of rights of way implications within the assessment of planning applications would be better moving forward. In order to address the issue of public availability of documents, she confirmed that it would be possible, with the Committee's consent, to incorporate the additional documents referred to by Mr Johnstone within the Local Development Scheme. Accordingly, in the interests of accuracy, the Chairman, on behalf of the Committee, consented to these additions being made to the Local Development Scheme.

In discussion, Members of the Committee commented, in particular, in relation to:

- The amount of land to be allocated for open space following the development of the land currently occupied by Colchester Rugby Club, which had been previously identified in the Myland Neighbourhood Plan as being 11 acres / 4.6 hectares;
- Concern regarding the implications of the Northern Gateway development for the residents of Stanway who were supportive of the planning application for Tollgate Village and the confusion experienced by these residents who remained unclear as to why the development at Tollgate had been refused planning permission despite considerable support from local residents;
- The illustrations of the area to be known as the Boulevard gave the impression of a High Street whilst the illustration of an outdoor cinema screen, both of which could be deemed to be in direct competition with the Town Centre, which had been material considerations considered to be reasons to refuse the Tollgate Village application;
- Concern regarding the expansion of Colchester north of the A12, the line of this major trunk road having not hitherto been breached by development;
- The need for adequate weight to be given to the Myland Neighbourhood Plan within the review of the Northern Gateway Masterplan;
- Concern that some of the content of the Masterplan requires more considered thought and a more visionary approach
- Concern regarding development also breaching the Boxted Parish boundary which was likely to lead to adverse noise nuisance for the village;
- The Masterplan contained a number of typographical and factual errors which needed to be corrected such as references to local villages as through routes to Sudbury

and Ipswich, Langham Road being wrongly identified as a bus route; Boxted being referred to as Boxford as well as footpaths being incorrectly illustrated crossing farmland and incorrectly located access points to the Country Park;

- The costs associated with the Masterplan document were questioned and the need for the inaccuracies in the textual content to be corrected and for alternative illustrations to be sought;
- Acknowledgement that the Masterplan was attempting to show an indicative , yet ambitious, view for the area which was hoped would be attractive for young people, in particular;
- An indication of from where the funding for the development was being sourced;
- The potential impact of the development on volumes of traffic, parking problems and the safety of the traffic network;
- Concerns regarding the location of theses sporting facilities all on the north side of the town which would be inaccessible for many residents such as those who lived in East and West Mersea and also the impact of the proposals on the Council's sporting facilities based at leisure World;
- The need for the Park and Ride hours and days of operation to be extended and for consideration to be given to attracting more users to the scheme to increase visitor numbers to the town centre;
- Reference also to the addition of a lorry / Heavy Goods Vehicle parking facility for the north of the town and whether it would be possible to use the area adjacent to the BP petrol filling station next to the Park and Ride car park;
- The potential for light pollution from the Northern gateway to cause nuisance issues for residents.

In the light of the representations made the Major Development and Projects Manager and the Project Manager gave detailed comments in relation to the following issues:

- The document enclosed with the report was a review of the Masterplan and, as such, referred to details within the original plan which may now be subject to updating and also the Masterplan was a high level document meaning that diagrams were indicative and aspirational in nature;
- The Tollgate Village application was for a retail let scheme whereas for the Northern Gateway development, which benefitted from an extant outline planning permission, any retail elements were ancillary to other predominantly leisure uses;
- The images within the document were intended to illustrate place making and to be indicative only; as such, some may have been misleading in terms of their depiction of streets and shops, however there was no intention to imply that retail development at the Northern Gateway would be acceptable;
- Expansion north of the A12 had been required to meet the need for a replacement location for Colchester Rugby Club as well as the plans to extend the range of indoor sporting choices for residents;
- Discussions had taken place with various sporting governing bodies which had led to proposals to work with key sports to deliver extra capacity for the rugby club, an indoor cricket centre and other indoor/courts users together with a cycling and potential

BMX track;

- It was explained that the budget for the review of the Masterplan was £7,000 which was considered to be particularly low and covered a review of the existing document rather than new ideas and may therefore explain why certain inaccuracies had been identified;
- The comments regarding inaccuracies and poorly thought out illustrations were acknowledged and, as such, would be taken on board and reconsidered prior to publication of a final version, but overall the content in terms of the extant planning permission, the employment focus and the new sports elements accurately reflected the current status of the Northern Gateway;
- The vision for the Northern Gateway would require a significant level of funding and appropriate resources were actively being pursued from sporting governing bodies, European Union funds, bids to the Local Enterprise Partnership to deliver improvements to broadband locally;
- A full Transport plan would need to be included at the point when a planning application was submitted and the intention was to seek a pedestrian priority arrangement in the area to be known as the Boulevard whilst progress was being made in discussions with Essex County Council regarding possible use of the Park and Ride car parking facilities on some Saturday afternoons and Sundays;
- The sporting focus at the Northern Gateway was intended to be for sports clubs whilst the activities at Colchester Leisure World were generally more attractive to individual sporting users, the intention for each to complement the other rather than compete with the other.

RESOLVED, subject to appropriate changes being made to the illustrations, plans, maps, photographs and text to address the various concerns and inaccuracies identified by the Committee members, that -

- (a) The urban design principles set out in the proposed Masterplan Review for the Northern Gateway be endorsed through adoption of the Masterplan as guidance;
- (b) The review of the Masterplan forming the urban design framework and then become a material consideration in the consideration of planning proposals in the Northern Gateway Area be agreed;
- (c) Possible further amendments to the Masterplan may be required at a later date following the conclusion of the current Local Plan preferred options process and, following any significant amendment, the bringing back of Masterplan to the Committee for approval, be noted.

## **85 Community Infrastructure Levy - Consultation on Viability**

The Committee considered a report by the Head of Commercial Services giving details of the responses received following the conclusion of the recent consultation exercise



carried out on the latest update to the Community Infrastructure Levy (CIL) Viability Evidence Base.

Daniel Cameron, Planning and Contributions Officer, presented the report and responded to Councillors questions. Daniel explained that in 2011 the Council had started work on implementing a CIL but at the point of submission a number of Inspector decisions, which had a direct bearing on how the Levy was to be applied, were released which also led to the affordable housing policy being reviewed as part of the Core Strategy Focussed Review in 2014. Concurrent concerns over the impact of CIL on development viability for small housebuilders also led to a review of the CIL viability evidence base. Updated CIL viability evidence base conclusions had been presented to the Committee earlier this year, advocating the following CIL charges:

- Residential development outside of Colchester - £150/m<sup>2</sup>;
- Residential development within Colchester - £0/ m<sup>2</sup>;
- All other uses would be CIL exempt.

Over the six week CIL consultation period which had run through March and April 2016, eight formal consultation responses were received which came mainly from Planning Agents and Housing Developers. The report examined the consultation responses in detail and explained that a number of issues needed to be addressed before progressing further with a CIL strategy, namely:

- The approach to CIL charges for strategic sites;
- Whether a retail CIL can be supported;
- Reviewing the work behind the charging zones map;
- Investigating whether a lower blanket CIL across the entire borough is achievable;
- Review of the assumptions and methodologies sitting behind the calculations within the BPS evidence base document;
- What the CIL infrastructure list will contain;
- The nature of any instalment policy utilised and
- Whether CIL will affect the delivery of affordable housing.

It was explained that, in relation to charges on strategic sites, an infrastructure list and an instalment policy, these would all be considered as part of a Draft Charging Schedule. Strategic sites would also be identified through the Local Plan site allocation process and a response would be determined once the Local Plan was progressed further. An infrastructure list and an instalment policy would also be brought forward in line with the Draft Charging Schedule, whilst the instalment policy, allowing for large CIL contributions to be paid over a period of time, would give developers of large sites the confidence to more accurately manage the cash flow of a given project and approach any CIL due with greater confidence. Further work into the blanket CIL, a possible retail CIL, the charging zones map and the background assumptions within the BPS report could all be taken forward and discussed with the Council's consultants, and the suggestion to allow for a nuanced understanding of house prices within the borough to be created was of particular interest. All viability calculations for determining potential

CIL charges had been calculated to ensure that 20% affordable housing was still deliverable on site, thus providing for sites to deliver both CIL and affordable housing.

In discussion, Members of the Committee commented, in particular, in relation to:

- The charging regime proposed being at a higher rate than that set by Chelmsford;
- The potential to undertake a review of the charging zones;
- Concern regarding the implications of the high rate being proposed for the rural areas and whether this cost would ultimately be reflected in higher costs for homeowners;
- The potential to reduce the proposed charge to £130/m<sup>2</sup> to incentivise developers or to introduce a CIL charge for retail development;
- The potential need for some information to be provided to give reasoning for the two tier charging proposals;
- Disappointment in relation to the low level of response to the proposals and the fact that comments generally were from smaller developers.

In the light of the representations made, the Place Strategy Manager gave detailed comments in relation to the following issues:

- The intention was to look into the potential of a review of charging zones;
- It was likely that the larger scale developers were all familiar with the introduction of CIL elsewhere so had considered there was nothing to be gained from submitting representations at this stage.

RESOLVED that the responses received following the Community Infrastructure Levy (CIL) consultation exercise which ran over six weeks in March and April 2016, together with the areas identified for further investigation as a result of both consultation responses and officer recommendation, be noted.

## Local Plan Committee

7 November 2016

Item  
**7**

|                       |                                    |               |                     |
|-----------------------|------------------------------------|---------------|---------------------|
| <b>Report of</b>      | <b>Head of Commercial Services</b> | <b>Author</b> | <b>Karen Syrett</b> |
| <b>Title</b>          | <b>Housing Numbers</b>             |               | <b>01206 506477</b> |
| <b>Wards affected</b> | All                                |               |                     |

**The Local Plan Committee is asked to note the updated evidence base relating to housing numbers for the Borough.**

### 1. Decision(s) Required

- 1.1 To consider the most up to date evidence in relation to housing numbers which supports the targets being used in the emerging local plan.

### 2. Reasons for Decision(s)

- 2.1 Housing targets tend to be the most controversial element of all Local Plans and the Committee need to ensure the previously agreed targets remain fit for purpose.

### 3. Alternative Options

- 3.1 The Committee could decide to review the housing numbers currently being used in the Local Plan. This would cause delay to the local plan process, undermine the duty to co-operate and could result in the plan being found unsound. In addition, as the evidence base is considered robust and up to date it is not considered that a review would serve a useful purpose. Further details are provided below.

### 4. Supporting Information

#### 4.1 Background

Prior to 2010, the housing targets used in local plans or the local development framework, were informed by regional or county wide plans such as the Essex Structure Plan and the East of England Regional Plan. However, on the 27th May the Rt Hon Eric Pickles MP, Secretary of State (SofS) for Communities and Local Government indicated his intention to abolish Regional Spatial Strategies and said that housing numbers would be determined by local authorities based on robust evidence, in line with current policy in PPS3 ie Strategic Housing Market Assessments and Strategic Housing Land Availability Assessments. He also said that if local authorities sought amendments to their housing numbers and associated policies they should be based upon robust evidence.

- 4.2 At the same time, the Government indicated their intention to introduce new legislation on planning through the Localism Bill. The 'Draft Structural Reform Plan' prepared by the Department for Communities and Local Government in July 2010 included the action to:

"Radically reform the planning system to give neighbourhoods much greater ability to determine the shape of the places in which their inhabitants live..."

- 4.3 Initially this was thought to be an opportunity to review and reduce housing numbers and this committee considered a report on the matter in August 2010. The Government however made it clear that any revisions would have to be justified with evidence, which would have to be defensible at an Independent Examination; an Inspector could reject a council's evidence if it wasn't robust and impose a target; sufficient sites for at least a 15 year housing supply should be identified and the same national guidance was still relevant.

- 4.4 The existing Core Strategy was based on housing numbers contained in the now revoked Regional Plan. The Council has however regularly updated its evidence base to ensure it remains fit for purpose and adjusted annual targets as and when necessary to ensure it has retained a robust 5 year supply, as well as a pipeline of additional sites. This has meant that planning decisions can be made with confidence and that no appeals have been allowed based on housing land supply.

4.5 **Evidence Base**

The emerging Local Plan has incorporated a housing target of 920 units a year. This reflects a comprehensive evidence base which includes the following;

- Strategic Housing Market Assessments (SHMA's) for Chelmsford, Colchester and Braintree were completed by David Couttie Associates as part of a joint project also including the Councils of Maldon and Brentwood and were finalised in the summer of 2014.
- Objectively Assessed Housing Need Study produced by Peter Brett Associates (PBA) in July 2015 for Braintree, Chelmsford, Colchester and Tendring Councils.
- Review of the SHMA work in Chelmsford, Colchester, Braintree and Tendring to bring it into compliance with the NPPF and PPG - HDH Planning and Development Ltd, December 2015.
- Objectively Assessed Need Update October 2016.

- 4.6 The National Planning Policy Framework (NPPF) (March 2012) sets out the information that an SHMA should contain at para. 159;

*Local planning authorities should have a clear understanding of housing requirements in their area. They should... prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of*

*housing and the range of tenures that the local population is likely to require over the plan period which:*

- meets household and population projections, taking account of migration and demographic change*
- addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as families with children, older people, disabled people, service families and people wishing to build their own homes); and*
- caters for housing demand and the scale of housing supply necessary to meet this demand (para 28).*

In addition Paragraph 50 of the NPPF (second bullet) indicates that local planning authorities should also 'identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand', which would also typically be informed by an SHMA.

- 4.7 Given that the original SHMA did not explicitly follow the steps set out in the PPG, Braintree, Chelmsford, Colchester and Tendring commissioned further work from Peter Brett Associates on housing numbers (Objectively Assessed Need) and HDH on the need for all types of housing. With the completion of the October 2016 update, the Councils now consider they have a comprehensive evidence base to address national guidance requirements for Local Plans.
- 4.8 This evidence base is considered to follow the method set out in the National Planning Practice Guidance (PPG), on the following five broad required topics:
- Defining the housing market area – to draw the boundary of the geographical area that the assessment should cover;
  - Demography – to arrive at a trend-based projection that provides the 'demographic starting point' of the needs assessment;
  - Past provision and market signals – to determine if the starting point should be uplifted in the light of market evidence;
  - Future jobs – to determine if the starting point should be uplifted on the interest of labour market alignment, in order to provide enough workers to meet the future demand for labour;
  - Affordable housing - to assess if housing need factors covered by the HDH work, including affordable housing demand, resulted in a need to adjust the OAN figures.
- 4.9 The OAN Study has just been updated with the purpose of reviewing the findings of the original report in the light of the subsequent HDH report on housing need and following new evidence, producing a revised housing needs assessment for the same period, 2013-37.
- 4.10 In relation to the first of the five broad topics, the definition of the housing market area, no new evidence has emerged since the 2015 study. Hence the conclusion, that the four authorities form a housing market area within the meaning of the National Planning Practice Guidance remains unchanged.

- 4.11 By contrast, as regards demography, much new evidence has come to light, including the 2014-based official demographic projections. This is important since demographic forecasts form the basis of calculating housing need. Guidance requires that authorities take the Sub-National Population Projections (SNPP) figures produced by the Office for National Statistics which are then translated into a number of households by the Department for Communities and Local Government. These household projections assume that trends based on previous trends in population growth and rates of household formation will continue in future. They do not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. The OAN study takes these household projections and then considers the particular local considerations to produce the Objectively Assessed Housing Need figure for the Strategic Housing Market Area.
- 4.12 There are a number of key drivers behind changing trends in household numbers and housing demand, beginning with the rate of natural change, ie the number of births and deaths. Household formation rates are influenced by a number of trends including the rise in single households arising from the rise in divorced/separated households and elderly people. These upward pressures on household formation has been to some extent been reduced by the suppression in new household formation resulting from grown up children having to live at home with their parents because they can't afford to move into their own accommodation.
- 4.13 These trends all influence migration which is the other broad category of population change. This category includes people moving house within the UK as well as international migration. So, for this Strategic Housing Market Area this means that someone moving in from an adjacent area, ie Suffolk or London, would be considered to be an in-migrant.
- 4.14 The main task of the update was to consider the implications of the new demographic data and whether the complex interaction of the various factors noted above had resulted in any significant changes to long term trends. The report considers implications for the 'demographic starting point' and then turns to labour market balance. It goes on briefly to discuss market signals - where the position has not changed significantly – and affordable housing need – where there is no new evidence on the level of need, but the national context has shifted slightly.
- 4.15 The table in Appendix 1 summarises the updated analysis for the three districts of Braintree, Chelmsford and Colchester. It also compares the results with those of the 2015 study. In the table, the sequence of columns follows the stages of the OAN calculation. Each stage is addressed in turn below. All figures relate to change per annum over the plan period 2013-37.

- 4.16 In the table, the first column of data shows the housing need derived from the 2012-based official household projection from the Department of Communities and Local Government (CLG 2012), which was the basis of the 2015 housing needs assessment. The second column shows updated figures derived from the new 2014-based projection (CLG 2014), published in July 2016:
- For the three districts together the figure is virtually unchanged, from 2,214 net new dwellings per annum (dpa) in CLG 2012 for 2,160 dpa in CLG 2014.
  - At the level of individual districts the two projections are also very close. For Braintree, the figure falls by just 64 dpa (9%) between the 2012 and 2014 projections. For the other two districts the differences are even smaller.
- 4.17 Behind these insignificant differences there are two main factors, both relating to the national assumptions that inform the 2014-based ONS population projections, from which the CLG household projections are derived. Firstly, the 2014-based projections assume more net migration to the UK than the previous version, though this only impacts on Colchester and Chelmsford. Secondly, the new projections assume shorter life expectancies and hence higher mortality rates, so there are fewer elderly people. These factors impact on household numbers, and hence on housing need, in opposite directions. Other things being equal, more population means more households; but fewer elderly people means fewer households for a given population, because older people tend to live in smaller households.
- 4.18 Column 3 of the table shows an alternative demographic scenario, created by PBA, which they use as a sensitivity test. While the official projections are based on rolling forward the migration trends of the last five or six years, their Trends 2005-15 scenario is based on a 10-year period; it is also updated to take account of the latest population data, from the ONS 2015 Mid-Year Population Estimates, which post-date the latest official projections.
- 4.19 For the area as a whole (though not for individual districts) the Trends scenario produces virtually the same result as CLG 2014. This suggests that for the three districts the 2014 projections are not unduly affected by short-term fluctuations that distort underlying migration trends.
- 4.20 From this sensitivity testing and other demographic analysis PBA conclude that the CLG 2014 projection is a reasonable reflection of past demographic trends. This means that it is the appropriate 'demographic starting point' for the housing needs assessment.
- 4.21 The updated analysis of market signals shows no significant change in the relative position of the three districts since the 2015 study. In that study it was concluded that the market signals uplift for the Housing Market Area as a whole should be in the region of 10%, and did not draw conclusions on uplifts for the individual districts. There was no need for such conclusions, because 'market signals' and 'future jobs' uplifts

overlap, and PBA judged that the future jobs uplifts they were applying exceeded any market signals uplift that could possibly justified.

- 4.22 The present update provides a new analysis of future jobs, which in two of the three districts produces lower housing numbers than the 2015 version. Therefore PBA have re-examined the evidence on past provision and market signals, aiming to advise on possible uplifts for each district. In line with the PPG there is no clear 'scientific' basis for determining these adjustments; they depend on judgment as well as evidence. In PBA's judgment the following uplifts are justified:
- Braintree: 15%, mainly because housing land supply may have been constrained in the period whose trends the demographic projection rolls forward, and because affordability is poor.
  - Chelmsford 20%, also due to possible supply constraints in the past and poor affordability, plus relatively high house prices.
  - Colchester 0%, because there was no evidence of undersupply.

These percentages, and the uplifted housing numbers that result, are shown at Columns 4 and 5 of the Table.

- 4.23 In the 2015 study, the recommended 'future jobs' uplifts were based on the Greater Essex Demographic Forecasts Phase 7 study, produced by Edge Analytics for the Essex Planning Officers Association (EPOA). The Edge study started from the job forecasts shown in the 2014 East of England Economic Forecasting Model (EEFM). In its 'Employed People scenario' the study estimated the housing growth that would be required to accommodate enough workers to fill this demand for jobs.
- 4.24 The job growth forecast by EEFM 2014 is in Column 6 of the table above and the resulting housing need figures calculated by Edge in Column 7. In the 2015 study, PBA concluded that this Edge estimate of the job-led housing need provided the best available objective assessment of housing need over the plan period. For the area as a whole this OAN equalled 2,540 dpa – a 15% uplift against the 'demographic starting point'.
- 4.25 In the present update PBA have revisited the calculation of labour market balance, based on a new version of the East of England forecast, EEFM 2016. This time there are no Edge estimates of the housing implications of EEFM, because the EPOA has not commissioned a new phase of the Essex Demographic Forecast. But the gap is filled by the economic forecast itself. While EEFM 2014 only ran to 2031, EEFM now extends to the end of the plan period in 2037 and beyond. And EEFM provides its own figure on job-led housing growth. This figure, labelled 'demand for dwellings' shows how many new homes will be required to house enough workers to meet the forecast demand for labour.
- 4.26 In Table 1, Column 8 shows the job growth predicted by EEFM 2016 for the plan period and Column 9 shows the demand for dwellings that is part of the same forecast. For the three districts together the new forecast shows very slightly lower job growth than the old one – 2,143



net new jobs p.a. against 2,222 in EEFM 2014. It also shows slightly lower housing need, at 2,328 dpa against 2,540 dpa in the Edge report that informed the 2015 OAN study.

- 4.27 Against the demographic starting point (CLG 2014), for the three districts together the updated job-led housing figure represents an uplift of 9%. For each district the job-led figure is greater than the demographic starting point, suggesting that the population growth shown in the official demographic projections would not provide quite enough workers to meet labour demand over the plan period.
- 4.28 Although the EEFM housing demand produces similar results to those from Edge, PBA considered that the EEFM version is technically more robust, because it integrates economic with demographic modelling, using consistent assumptions and methods though the whole analysis.
- 4.29 Given that economic forecasting is highly uncertain, in the 2015 study PBA checked the EEFM / Edge analysis against a second opinion, from Experian. PBA have repeated this exercise using the latest version of Experian's local forecasts, dated September 2016. The results are at Columns 10 and 11 of the Table.
- 4.30 Unlike EEFM, Experian does not forecast the population and housing that would be needed to meet the demand for labour. Rather, it forecasts how many jobs an area will accommodate if population change as shown in the 2014-based official demographic projections; and it estimates whether that population will provide enough workers to meet demand. If the population is not enough, this means that job growth would be constrained by the labour supply resulting from the official projections, and therefore the projections should be uplifted.
- 4.31 From Column 10 of the table it can be seen that for the area as a whole Experian 2016 forecasts show more job growth than EEFM 2016 – 2,522 jobs p.a. (Experian) against 2,143 in EEFM 2016. But in regard to demographic implications the two forecasters disagree. For all three districts, Experian estimates that the officially projected population will be enough or more than enough to meet labour demand over the plan period, so there is no need for a 'future jobs' adjustment.
- 4.32 In the spirit of positive planning, PBA have based their conclusions on the EEFM analysis rather than Experian's, because EEFM implies higher housing need.
- 4.33 As explained in the 2015 OAN report, the market signals uplift and future jobs uplift overlap. Therefore the objectively assessed housing need is the greater of:
  - The market-signals-adjusted figure at Column 5 of the table
  - The future-jobs-uplifted figure at Column 9 of the table.

- 4.34 For the three districts together, these two figures give almost exactly the same answer. The total OAN of 2,441 dpa for the three districts is also very close (within 5%) the 2,540 dpa calculated in the 2015 study.
- 4.35 For Braintree the updated calculation assesses housing need at 716 dpa, against 845 dpa in the 2015 study. Behind this 15% reduction are decreases in both the official demographic projection and the EEFM view of future jobs. Braintree Council may choose to reflect this reduction in its emerging Local Plan. Alternatively it may consider it prudent to leave the target unchanged, given that projections and forecasts are unstable might produce higher numbers in future. For Chelmsford the updated OAN is 805 dpa, close to the 775 dpa in the 2015 study, and for Colchester it remains exactly the same at 920 dpa.
- 4.36 The analysis for Tendring takes a different approach, to correct the severe distortions due to Unattributable Population Change (the UPC). PBA's best assessment of housing need for Tending over the plan period remains 550 dpa.
- 4.37 **Brexit:**  
Since the referendum in June there have been calls for housing targets to be revised. However, the chronic national shortage in new housing supply has been well documented, with housebuilders building nowhere near the 300,000 new homes a year that the recent House of Lords Economic Affairs Committee said was needed just to meet existing demand for housing in this country.
- 4.38 Peter Andrew, deputy chairman of the Home Builders Federation, accepts that it is "too early" to understand all the implications of the Brexit vote for housebuilders, adding that "it is clear that after decades of undersupply we face an acute housing crisis and demand for new homes will remain high."
- 4.39 The difficulty when trying to predict the future, is that no one yet knows what form Brexit will take. Although some market stability has come in the aftermath of Brexit, there are some clear signs that there will be further volatility as the UK's two-year separation from the EU unfolds, which will have an adverse impact on activity levels in the property market. But the inherent undersupply of housing means that property prices are likely to increase further in the medium to long term, even if there is a dip in the short term.
- 4.40 A House of Commons briefing paper issued on 26<sup>th</sup> August - Brexit: impact across policy areas; states that at the moment, it is very unclear what kind of future relationship the UK might have with the EU and EEA/Swiss states after leaving the EU.
- 4.41 A key question, when considering the impact of leaving the EU on immigration policy and the immigration rights of British and EU/EEA citizens, is to what extent the UK might remain bound by EU free movement of people laws post-Brexit.

- 4.42 Based on the Office for National Statistics' projections, under the low migration scenario (which becomes more likely following Brexit) the population of the UK would be smaller by 1.06 million people in 10 years compared to the principal forecast. Lower immigration would mean less people looking for accommodation which would reduce the demand for housing. According to the Census 2011, there were 2.68 million people born in other EU countries living in the UK. At the time of the census, 8.7% of the London's residents were born in other EU countries, and approximately 3.6% of residents in the East of England were from the EU.
- 4.43 Leaving the EU means that the UK could set its own criteria for deciding which EU citizens can be admitted to the UK. This is assuming that it did not negotiate a future agreement with the EU (or certain Member States) which required the continued application of free movement law. The UK's approach to controlling EU migration is likely to be informed by broader considerations of the national interest, including the extent to which it wants to continue to attract certain types of migrant to the UK and ensure that British citizens have continued access to EU states, and whether it wants to continue to have access to the single market. It is not yet clear if the UK will be able to apply different visa requirements to different EU nationalities (as it currently does for visitors from non-EU states.)
- 4.44 It is still uncertain what shape the UK's immigration policy will take. It is possible that visas or residence permits would be granted to EU nationals currently living in the UK and that an application system would be set up for those wishing to relocate to the country. This may take a form similar to the current visa system for non-UK non-EU citizens.
- 4.45 At a recent Planning for Housing conference, Bob McCurry, planning director at consultancy Barton Willmore, told the conference that current UK housing projections are based on an in-migration figure of 180,000 a year. Yet for a few years in-migration had been at a level of 330,000 a year, he said. "There is a disparity there of about 150,000 people in migration terms that is not included in our housing projections," he said.
- 4.46 He argued that this meant that in-migration would need to fall by at least that figure to alter the current need for "potentially 300,000 homes a year".
- 4.47 There is still much uncertainty about changes to net EU migration and any changes will not happen immediately. It is however reasonable to conclude at this point in time that the need for new housing in Colchester is unlikely to change significantly in the plan period.
- 4.48 **Government Statements**  
The Conservative Party conference saw government ministers set out clear plans to focus on housing by facilitating the neighbourhood

planning process, putting pressure on developers to speed up delivery and radically increasing brownfield development.

- 4.49 Even ahead of Prime Minister Theresa May's conference address, her promise that her reshaped government would do "far more" to provide sufficient homes of sufficient quality dominated the proceedings and a new housing white paper is expected to be published later this year. Also speaking at the Conservative Party conference, communities secretary Sajid Javid pledged to take "unprecedented steps" to boost housing delivery, saying housing is his "number one priority" and that tackling the housing crisis is a "moral duty". "Everyone agrees we need to build more homes, but too many of us object to them being built next to us. We've got to change that attitude", Javid said. The minister said that councillors and MPs have to be "prepared to make difficult calls, even if they're unpopular". He also said that big developers have to release their stranglehold on supply: "It's time to stop sitting on landbanks and delaying build-out. Home buyers must come first." He said the government wants to "radically increase" brownfield development and secure a higher density of housing around stations.
- 4.50 While planning permissions are coming through more quickly now, the local picture is patchy and ministers remain frustrated with councils who have still do not have Local Plans in place. Sajid Javid used an eve-of-conference interview with the Financial Times to warn that he would "be very tough" with councils that fail to identify enough land for housing.
- 4.51 A deadline of early 2017, by when councils have been told they must have completed this process or face intervention from the Secretary of State, is fast approaching. It remains slightly unclear precisely how the Government intends to intervene, however. Some councils argue that they simply do not have the land but there are some which are susceptible to lobbying by local residents. Javid clearly had this in mind when he told councils they were there to make "the right decisions, not the easy ones".
- 4.52 A series of new amendments to the Neighbourhood Planning Bill, which is currently at committee stage, have been tabled by the planning minister Gavin Barwell. One new clause tabled by the minister would allow the secretary of state to "give a direction requiring two or more local planning authorities to prepare a joint development plan document", according to an explanatory statement.
- 4.53 Another new clause tabled by Barwell would "enable the secretary of state to invite a county council to prepare or revise a development plan document in a case where the secretary of state thinks that a district council in the county council's area is failing to prepare, revise or adopt such a document". He explained that the provisions were "not powers that I anticipate using a lot but I think their existence will focus minds and ensure that we get plans in place". Barwell said that the amendment is "confirming there's a statutory duty to have local plans in place".

- 4.54 A briefing paper for the House of Commons Library is attached as Appendix 2. This provides a useful overview of planning and housing issues.
- 4.55 **The Consequences of lower targets**  
A report by Nathaniel Lichfield & Partners – Positive preparations, a Review of housing targets and Local Plans, in March 2014 found that producing objectively assessed housing figures had been a cause for delay in making local plans. They reviewed 109 local plans submitted or examined since the NPPF was introduced and confirmed housing targets were the key issue at examination and the main reason plans are stalled. A third of plans found sound had to increase their housing target to pass the examination.
- 4.56 Research in 2015 looked at the impact of acknowledged shortfalls of housing supply on major housing appeals for 298 schemes involving more than 50 residential units determined since the introduction of the NPPF. While this analysis shows an almost equal split between appeals allowed and dismissed, the proportion dismissed rose to 62 per cent where an up-to-date local plan was in place. Critically, inspectors identified five-year housing land supply as a material factor in 54 per cent of the appeals allowed.
- 4.57 These findings support the view that councils' housing land supply evidence does not always bear scrutiny. Inspectors are giving considerable weight to five-year housing land supply in their decisions. For both plan-making and decision-taking, it is imperative that local authorities adequately assess and identify a deliverable supply of housing land. In total, 20,000 homes were granted consent through the planning appeal process last year.
- 4.58 It is clear that adoption of an up-to-date plan offers greater protection to councils in an appeal situation; where an up-to-date plan is in place, it is based on up-to-date evidence, including a SHMA, and therefore makes adequate provision for the area's housing need. The NPPF is working to some degree in both protecting planning authorities against unsustainable development and promoting growth to meet housing need.
- 4.59 In terms of plan making, the implications of not meeting an Objectively Assessed housing Need are clear and the following examples shed more light;
1. Castle Point  
In 2011, the Council received some clear advice from a Planning Inspector examining its then proposed Core Strategy. It was to re-examine its approach to housing supply and in particular its approach to the Green Belt. In the light of the uncertainty surrounding strategic planning at that time the Council resolved to withdraw the Core Strategy, and start work on a New Local Plan. An issues consultation was launched in 2012. By 2013 the

Council had drafted a plan which it believed complied fully with the NPPF, and published this in 2014. In 2016, and following consideration of all of the responses received to the Draft New Local Plan consultation, the Council published the New Local Plan for submission. The plan includes provision for just over 2,000 homes in the period to 2031, but acknowledges that there is a need for 8,000 homes per annum over the same period. In September the new Inspector once again wrote to Castle Point because he had concerns about housing numbers and the duty to co-operate. The inspector has asked for further information on how the council has explored options for providing for unmet need and what the council's rationale was for reducing the housing requirement between the two versions of the plans. The Council's current Local Plan was adopted in November 1998. It was saved in its totality until 28th September 2007. Since that date only certain policies are still being used in decision making, creating very uncertain framework. Appeals are being allowed because of the current under-supply of housing sites.

2. Uttlesford

Between 2007 and 2014 the District Council consulted on a Core Strategy which was incorporated in to the Draft Local Plan. On 4 July 2014 the Local Plan and its supporting documents were submitted for independent examination to the Secretary of State for Communities and Local Government via the Planning Inspectorate. The Local Plan Examination was programmed for 18-21 November and 2-5 December 2014. The Inspector halted the Examination on 3 December. Further to the Inspector's comments on 19 December, that the submitted plan did not provide for a full PPG-compliant Objectively Assessed Need Uttlesford DC officially withdrew its Plan in January 2015. At least 12 appeals are currently in progress for residential development. The adopted plan which dates back to 2005 has been found to be partly in conflict with the NPPF.

3. Tendring

Members will have seen for themselves the number of planning appeals in Tendring district which have come about as a result of there being no up to date plan and no 5 year housing supply.

4.60 At paragraph 4.53 above reference is made to the possibility of county councils preparing local plans. The Government is currently taking the Neighbourhood Planning Bill through the House of Commons and reference is made therein.

4.61 On Wednesday 19 October, the Government, tabled an unexpected amendment to the Bill to introduce a new clause and accompanying schedule to enable the Secretary of State to invite a county council to prepare or revise a development plan document in a case where the Secretary of State thinks that a district council in the county council's area is failing to prepare, revise or adopt such a document. The detail indicates that districts would be responsible for certain costs incurred by the County Council in carrying out this function.

- 4.62 The District Council Network (DCN) will oppose the new clause and will set out its significant concerns in relation to the wider principle of locals plans, the lack of capacity or expertise in County Councils, how it would work in practice and the financial implications for districts. The DCN issued an immediate comment to the trade press as follows which sets out it's response to this proposal.

Cllr Gillian Brown, DCN lead member for planning, said:

*The District Council Network has particular concerns around New Clause 5 which would give the SofS powers to intervene and ask County Council to prepare or revise existing local plans. County Councils are not planning authorities and therefore do not have the planning expertise required to discharge this proposed function which could lead to increased delays in the overall local plan process, in direct contrast to the Government intention. Additionally the financial costs of preparing local plans are significant and this proposal could lead to further additional costs which would adversely impact on the existing planning capacity of district councils....*

- 4.63 Clearly this is a worrying development and reinforces the need for Colchester Borough Council to progress its own local plan.

## **5. Proposals**

- 5.1 The Local Plan Committee is asked to note the updates to the Objectively Assessed Housing Need Study and other relevant commentary.

## **6. Strategic Plan References**

- 6.1 Effective strategic planning supports the Strategic Plan Action Plan which includes a commitment to make Colchester a vibrant, prosperous, thriving and welcoming place.

## **7. Consultation and Publicity**

- 7.1 N/A.

## **8. Financial Implications**

- 8.1 None.

## **9. Equality, Diversity and Human Rights Implications**

- 9.1 An Equality Impact Assessment has been prepared for the Local Plan and is available to view by clicking on this link:-

<http://www.colchester.gov.uk/article/4962/Strategic-Policy-and-Regeneration>

or go to the Colchester Borough Council website

[www.colchester.gov.uk](http://www.colchester.gov.uk) and follow the pathway from the

homepage: Council and Democracy > Policies, Strategies and Performance > Equality and Diversity > Equality Impact Assessments > Strategic Policy and Regeneration and select Local Development Framework from the Strategic Planning and Research section.

9.2 There are no particular Human Rights implications.

## **10. Community Safety Implications**

10.1 None

## **11. Health and Safety Implications**

11.1 None

## **12. Risk Management Implications**

12.1 None.

## **13. Disclaimer**

13.1 The information in this report was, as far as is known, correct at the date of publication. Colchester Borough Council cannot accept responsibility for any error or omission.



## APPENDIX 1

| Change p.a.<br>2013-37 | ONS / CLG projections   |                         | Trends<br>2005-15 | Market signals |                            | Edge Phase 7        |                     | EEFM 2016 |           | Experian 2016 |                             | Updated OAN |                     |
|------------------------|-------------------------|-------------------------|-------------------|----------------|----------------------------|---------------------|---------------------|-----------|-----------|---------------|-----------------------------|-------------|---------------------|
| Column No              | 1                       | 2                       | 3                 | 4              | 5                          | 6                   | 7                   | 8         | 9         | 10            | 11                          | 12          | 13                  |
|                        | Dwellings<br>2012-based | Dwellings<br>2014-based | Dwellings         | Uplift         | 2014-based<br>dwlg+ uplift | Jobs<br>(EEFM 2014) | Dwellings<br>(Edge) | Jobs      | Dwellings | Jobs          | Constrained by<br>ONS 2014? | Dwellings   | Change<br>from SHMA |
| Braintree              | 687                     | 623                     | 507               | 15%            | 716                        | 608                 | 845                 | 490       | 702       | 461           | No                          | 716         | -129                |
| Chelmsford             | 657                     | 671                     | 429               | 20%            | 805                        | 1,013               | 775                 | 725       | 706       | 952           | No                          | 805         | 30                  |
| Colchester             | 870                     | 866                     | 1,207             | 0%             | 866                        | 601                 | 920                 | 928       | 920       | 1,109         | No                          | 920         | 0                   |
| Three districts        | 2,214                   | 2,160                   | 2,143             | 11%            | 2,388                      | 2,222               | 2,540               | 2,143     | 2,328     | 2,522         |                             | 2,441       | -99                 |

Source: ONS, CLG, Edge Analytics, EEFM, Experian, PBA.

**Table 1 Summary assessment: Braintree, Chelmsford and Colchester**





**BRIEFING PAPER**

Number 03741, 25 May 2016

# Planning for housing

By Louise Smith

**Inside:**

1. Abolition of national housing targets
2. Calculating housing supply
3. The presumption in favour of sustainable development
4. Housing as part of nationally significant infrastructure projects
5. House building statistics
6. March 2016 Local Plan Expert Group Report
7. Comment on housebuilding and the NPPF
8. Government planning policies to encourage more housing
9. Further reading



# Contents

|   |           |
|---|-----------|
| <b>Summary</b>  | <b>3</b>  |
| <b>1. Abolition of national housing targets</b>                             | <b>4</b>  |
| <b>2. Calculating housing supply</b>  | <b>5</b>  |
| 2.1 The National Planning Policy Framework                                  | 6         |
| 2.2 The duty to cooperate   | 9         |
| 2.3 National Planning Practice Guidance                                     | 10        |
| 2.4 Gallagher Homes case and Regional Spatial Strategy figures              | 11        |
| 2.5 Accounting for shortfall: Liverpool and Sedgefield methods              | 11        |
| <b>3. The presumption in favour of sustainable development</b>              | <b>13</b> |
| 3.1 Concern about unplanned development                                     | 13        |
| <b>4. Housing as part of nationally significant infrastructure projects</b> | <b>15</b> |
| <b>5. House building statistics</b>   | <b>16</b> |
| <b>6. March 2016 Local Plan Expert Group Report</b>                         | <b>17</b> |
| <b>7. Comment on housebuilding and the NPPF</b>                             | <b>18</b> |
| 7.1 Policy Exchange report by Tetlow King Planning 2012                     | 18        |
| 7.2 BNP Paribas Real Estate report 2013                                     | 18        |
| 7.3 Nathaniel Lichfield & Partners report 2014                              | 19        |
| <b>8. Government planning policies to encourage more housing</b>            | <b>20</b> |
| <b>9. Further reading</b>   | <b>22</b> |

## Summary

Under the last Labour Government, housing requirements were calculated at a national level and targets were set for each regional planning authority. The regional planning authority would then divide that target between each local planning authority (LPA). Each LPA would then have to set aside enough land to satisfy that target. The Coalition Government abolished nationally set housing targets and regional planning bodies under provisions introduced under the Localism Act 2011.

Despite the abolition of national targets, LPAs are encouraged to calculate their own housing figures and set aside enough land to satisfy housing demand. Although not mandatory, LPAs are encouraged by Government to have a Local Plan adopted, following examination by a planning inspector, which sets out housing need in the particular area. The Government does not want to lay down in detail the method of calculating housing need. The estimate, however, needs to be based upon robust evidence in order to be approved by the planning inspector. National planning policy is set out in the Government's [National Planning Policy Framework](#) (NPPF), published in March 2012. The NPPF gives some broad guidance to local authorities about calculating supply of housing. Further detail is also now given in the web-based [Planning Practice Guidance](#).

It is generally accepted that not enough new homes are being built to meet growing need. February 2015 [housing projections](#) indicated that 220,000 additional households will be formed each year up to 2022. This exceeds the number of homes built in recently by a considerable margin – in the 12 months ending September 2014, 117,070 houses were completed.

The House of Commons [Communities and Local Government Committee](#) has raised concerns, alongside others, that NPPF provisions relating to the viability of housing land are “leading to inappropriate development.” There is mixed reaction from planning professionals as to whether the provisions in the NPPF are working successfully to boost housing supply.

The Government aims to increase housing supply and access to home ownership. A number of policies to boost housing supply were set out in the [Conservative Party 2015 Manifesto](#) and have now become part of the [Housing and Planning Act 2016](#), including provision to allow an element of housing to be consented as part of the nationally significant infrastructure project process. The Queen's Speech on 18 May 2016 announced a [Neighbourhood Planning and Infrastructure Bill 2016-17](#). The purpose of the Bill was described in the [Government's background briefing notes](#) as being to:

- Support the Government's ambition to deliver one million new homes, whilst protecting those areas that we value most including the Green Belt.
- Deliver the homes and infrastructure that this country needs.
- Transform the way we plan for major infrastructure projects in this country.

Non planning related policies to incentivise house building are outside the scope of this note, but are set out in Library briefing paper [Stimulating housing supply - Government initiatives](#).

Related Library briefing papers are also available on [Neighbourhood Planning](#) and [Green Belt](#).

This paper applies to England only. For an overview of the planning system in the other UK countries see the joint Library briefing paper [Comparison of the planning systems in the four UK countries: 2016 update](#).

# 1. Abolition of national housing targets

Under the last Labour Government, housing requirements were calculated at a national level and targets were set for each regional planning authority. The regional planning authority would then divide that target between each local planning authority. Each local planning authority (LPA) in England would then have to set aside enough land to satisfy that target. The LPA would make a development plan, which would make provision for land to be available to build a certain number of houses. Once land had been zoned for housing in that way, individual planning applications were more likely to be approved.

The [Coalition Agreement](#) of May 2010 said that the Coalition Government would “rapidly abolish Regional Spatial Strategies and return decision-making powers on housing and planning to local councils.”<sup>1</sup> On 6 July 2010 a [written statement](#) to the House announced that regional spatial strategies would be revoked.<sup>2</sup> The *Localism Act 2011* provided for the abolition of regional strategies in a two-stage process. The first stage, to remove the regional planning framework and prevent further strategies from being created, took effect when the *Localism Act* received Royal Assent on 15 November 2011. The second stage was to abolish each existing regional strategies by secondary legislation.<sup>3</sup>

Legal challenges initially delayed the revocation and the abolition of regional spatial strategies, but the process was completed, as of 20 May 2013 when the final Order abolishing the last regional spatial strategy took effect. Some individual policies from certain regional spatial strategies remain. Further details about what remains for each strategy is published by the UK Government in a “Post Adoption Statement” for each region.

Nationally set housing targets have been abolished, but local planning authorities are strongly encouraged to calculate their own housing figures and to set aside enough land to meet demand.

<sup>1</sup> Cabinet Office, [The Coalition: our programme for Government](#), May 2010, p11

<sup>2</sup> HC Deb 6 July 2010 [cc4-5WS](#)

<sup>3</sup> HL Deb 25 July 2012 [cWS66-8](#)

## 2. Calculating housing supply

Despite the abolition of housing targets local planning authorities still have to set aside enough land to satisfy housing demand. Local planning authorities need to have a Local Plan, which can include a core strategy, adopted by a planning inspector which sets out housing need in the particular area. The Government does not want to lay down in detail the method of calculating housing need. The estimate, however, needs to be based upon evidence in order to be approved by the planning inspector.

The Government does not set out an exact method of how to calculate future housing requirements.

On 27 February 2015 the Government published its [2012-based household projections in England, 2012 to 2037](#). The NPPF requires that assessment of future housing requirements in local plans should have regard to current and future demographic trends and profiles and take into account evidence, including the Government's latest published household projections. The household projections therefore provide an important part of the evidence base for the assessment of future requirements for housing.<sup>4</sup> The Government's Planning Practice Guidance (PPG) sets out further updates of these projections and how housing assessments should take account of this:

Housing requirement calculations need to be based on robust evidence.

The Government's official population and household projections are generally updated every two years to take account of the latest demographic trends. The most recent published Household Projections update the 2011-based interim projections to be consistent with the Office for National Statistics population projections. Further analysis of household formation rates as revealed by the 2011 Census will continue during 2015.

Wherever possible, local needs assessments should be informed by the latest available information. The National Planning Policy Framework is clear that Local Plans should be kept up-to-date. A meaningful change in the housing situation should be considered in this context, but this does not automatically mean that housing assessments are rendered outdated every time new projections are issued.<sup>5</sup>

On 25 May 2016 the Office for National Statistics published its [Subnational population projections for England: 2014-based projections](#). These projections provide the base for household projections. The projections indicate that:

All regions of England are projected to see an increase in their population size over the next decade, with London, the East of England and South East projected to grow faster than the country as a whole. The population is also ageing with all regions seeing a faster growth in those aged 65 and over than in younger age groups.<sup>6</sup>

<sup>4</sup> Department for Communities and Local Government, [Household interim projections \(2011 to 2021\) in England](#), 9 April 2013, page 20

<sup>5</sup> National Planning Practice Guidance, [Housing and economic development needs assessments](#), Paragraph: 016 Reference ID: 2a-016-20150227, Revision date 27 February 2015

<sup>6</sup> Office for National Statistics, [Subnational population projections for England: 2014-based projections](#), 25 May 2016

At no point does the NPPF state that local authorities must use these National Statistics figures on which to base their housing need calculations, although many local authorities do base their housing numbers on these figures. Some local authorities have used these and Office for National Statistics figures as a starting point, but then invested in their own reviews and evidence to modify these numbers. See for example, [Cheltenham Borough Council, Independent review makes recommendations for the Joint Core Strategy about trends in household size](#), 17 January 2013 and [Swindon Core Strategy: Economic Testing A Final Report by Regeneris Consulting](#), September 2012.

For further information about using different figures, assumptions and methodology see the Local Government Association guidance, [Ten key principles for owning your housing number finding your objectively assessed needs](#), July 2013 and Cambridge Centre for Housing and Planning Research, [Choice of Assumptions in Forecasting Housing Requirements Methodological Notes](#), March 2013.

## 2.1 The National Planning Policy Framework

The [National Planning Policy Framework](#) (NPPF) is the Government's official planning guidance, published in March 2012. Planning policies and applications have to be determined in accordance with the NPPF "unless material considerations indicate otherwise".<sup>7</sup> The NPPF gives some broad guidance to local authorities about calculating housing requirements. It stipulates that more land should be zoned for housing than was required under previous guidance. An extra 5% buffer is required "to ensure choice and competition in the market for land", this should be increased to 20% in some circumstances:

47. To boost significantly the supply of housing, 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, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;
- identify and update annually a supply of specific deliverable<sup>[8]</sup> sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic

<sup>7</sup> *Planning and Compulsory Purchase Act 2004* s.38(6)

<sup>8</sup> NPPF definition: To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.



- prospect of achieving the planned supply and to ensure choice and competition in the market for land;
- identify a supply of specific, developable<sup>9</sup> sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
- for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and
- set out their own approach to housing density to reflect local circumstances.

In June 2012, two local authorities were required to provide a full 20% buffer. Wigan Metropolitan Borough had to withdraw from the examination of its core strategy. Hull City Council asked for a six month suspension of examination of its core strategy.<sup>10</sup>

Paragraph 50 of the NPPF sets out the range of homes and housing mix which should be supplied:

50. To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.

The NPPF also encourages local authorities to bring back empty houses and building into use:

51. Local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. They should normally approve planning applications for change to residential use and any associated development from commercial

---

<sup>9</sup> NPPF definition: To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

<sup>10</sup> "Two councils hit core strategy trouble" [Planning](#), 15 June 2012

buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.

A later section in the NPPF directs that local planning authorities should have “a clear understanding of housing needs in their area” and should prepare a Strategic Housing Market Assessment and a Strategic Housing Land Availability Assessment:

Local planning authorities should have a clear understanding of housing needs in their area. They should:

- prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:
  - meets household and population projections, taking account of migration and demographic change;
  - addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and
  - caters for housing demand and the scale of housing supply necessary to meet this demand;
- prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.<sup>11</sup>

In December 2014 the Planning Minister, Brandon Lewis, wrote to the Chief Executive at the Planning Inspectorate about strategic housing market assessments. This letter set out the relationship between housing figures produced as part of a Strategic Housing Market Assessment and those in a Local Plan:

However, the outcome of a Strategic Housing Market Assessment is untested and should not automatically be seen as a proxy for a final housing requirement in Local Plans. It does not immediately or in itself invalidate housing numbers in existing Local Plans.

Councils will need to consider Strategic Housing Market Assessment evidence carefully and take adequate time to consider whether there are environmental and policy constraints, such as Green Belt, which will impact on their overall final housing requirement. They also need to consider whether there are opportunities to co-operate with neighbouring planning authorities to meet needs across housing market areas. Only after these considerations are complete will the council's approach be tested at examination by an Inspector. Clearly each council will need to work through this process to take account of particular

<sup>11</sup> Department for Communities and Local Government, [National Planning Policy Framework](#), March 2012, para 159

local circumstances in responding to Strategic Housing Market Assessments.<sup>12</sup>

## 2.2 The duty to cooperate

The *Localism Act 2011* also introduced a legal “duty to co-operate” on local planning authorities in preparing plans that relate to “strategic matters” (including housing) that would have a significant impact on at least two planning areas. Once the plan is made it must pass independent examination by a Planning Inspector. This examination now includes an assessment of whether the planning authority has complied with the legal duty to cooperate – the planning inspector will look for evidence that the different relevant bodies have worked together. If the inspector is not satisfied that the local authorities have cooperated as necessary, their plan will not pass the examination stage. The inspector will recommend that the Local Plan is not adopted if the duty has not been complied with and the examination will not proceed any further.<sup>13</sup> Guidance about the duty is contained in the NPPF and guidance in the [PPG](#).

An article in the *Guardian* reported that Councils in Hertfordshire had experienced problems with the duty to cooperate and agreeing housing numbers:

Stevenage contends that the other nine district councils in Hertfordshire are lowering their housing targets. They claim that this will lead to a short-fall of 50,000 homes by 2033. One of these councils is Liberal Democrat-controlled Three Rivers, which reduced its house-building targets from 5,000 to 4,500. Despite this, their core strategy was approved by the planning inspector at the end of 2011.

The duty to co-operate is flawed, because local politics breeds different – sometimes conflicting – local visions for everything from employment to housing. Without a regional level of oversight to knock heads together, more councils could become locked into long disputes over housing and as a result, new homes will take longer to deliver.

The Hertfordshire councils are currently working on a memo of understanding over the duty to cooperate; the result may give us a clue as to whether the policy will survive at all.<sup>14</sup>

Some planning authorities have experienced problems meeting the duty to cooperate.

In the HM Treasury’s July 2015 Productivity Plan, [Fixing the foundations: Creating a more prosperous nation](#) the Government said that it would “strengthen guidance to improve the operation of the duty to cooperate on key housing and planning issues, to ensure that housing and infrastructure needs are identified and planned for.”<sup>15</sup>

<sup>12</sup> Letter from Brandon Lewis to the Chief Executive at the Planning Inspectorate about [strategic housing market assessments](#), 19 December 2014

<sup>13</sup> National Planning Practice Guidance, [Duty to cooperate](#), Paragraph: 002Reference ID: 9-002-20140306 [on 2 June 2015]

<sup>14</sup> “True localism or selfish politics? Why the duty to cooperate is failing” [The Guardian](#), 28 January 2013

<sup>15</sup> HM Treasury, [Fixing the foundations: Creating a more prosperous nation](#), July 2015, para 9.11

## 2.3 National Planning Practice Guidance

In March 2014 the Government launched its web-based [Planning Practice Guidance](#) (PPG). One of the aims of the guidance is to give more information to planners about how the policies from the NPPF should be applied and interpreted. The section of the PPG on [Housing and economic development needs assessments](#) provides local authorities with more guidance on defining housing needs and housing market areas, choosing a methodology to use, assessing housing market need, which trends and market signals should be used, and how to calculate need for affordable housing.

The former Government amended this part of the PPG in October 2014, aiming to clarify the relationship between housing figures and green belt boundaries:

**Do housing and economic needs override constraints on the use of land, such as Green Belt?**

The National Planning Policy Framework should be read as a whole: need alone is not the only factor to be considered when drawing up a Local Plan.

The Framework is clear that local planning authorities should, through their Local Plans, meet objectively assessed needs unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole, or specific policies in the Framework indicate development should be restricted. Such policies include those relating to sites protected under the Birds and Habitats Directives, and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park or the Broads; designated heritage assets; and locations at risk of flooding or coastal erosion.

The Framework makes clear that, once established, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. (Paragraph: 044 Reference ID:3-044-20141006)

**Do local planning authorities have to meet in full housing needs identified in needs assessments?**

Local authorities should prepare a Strategic Housing Market Assessment to assess their full housing needs.

However, assessing need is just the first stage in developing a Local Plan. Once need has been assessed, the local planning authority should prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period, and in so doing take account of any constraints such as Green Belt, which indicate that development should be restricted and which may restrain the ability of an authority to meet its need. (Paragraph: 045 Reference ID:3-045-20141006)<sup>16</sup>

<sup>16</sup> National Planning Practice Guidance, [Housing and economic land availability assessment](#), updated 6 October 2014

## 2.4 Gallagher Homes case and Regional Spatial Strategy figures

In April 2014 the High Court, in the case of Gallagher Homes Ltd,<sup>17</sup> upheld a judicial review by Gallagher Homes that Solihull Metropolitan District Council had failed to take into account policy changes introduced by the National Planning Policy Framework in calculating its housing supply. The Council had used figures from the now revoked regional spatial strategy figures for the area, from 2009, and argued that there had been no significant change in demographic trend since then. Gallagher homes argued that this housing supply figure was not supported by a figure for objectively assessed housing need. The judge said “extreme caution” should be taken when using housing data from the former regional spatial strategies:

Where housing data survive from an earlier regional strategy exercise, they can of course be used in the exercise of making a local plan now – paragraph 218 of the NPPF makes that clear – but where, as in this case, the plan-maker uses a policy on figure from an earlier regional strategy, even as a starting point, he can only do so with extreme caution – because of the radical policy change in respect of housing provision effected by the NPPF.<sup>18</sup>

Following this judgement planning and house building commentators in *Planning* magazine have speculated about whether this will mean that any local plan which is based on regional spatial strategy figures will now be open to challenge if it is not also supported by an objective housing market assessment. There was also speculation that local authorities with plans adopted after the NPPF was published in March 2012, but which were supported by regional spatial strategy figures could also now be vulnerable to challenge.<sup>19</sup>

The high court has ruled that “extreme caution” should be used when using housing data from former regional spatial strategies.

## 2.5 Accounting for shortfall: Liverpool and Sedgefield methods

The NPPF directs that the housing supply calculation should be updated annually. There have previously been two different methods for how historic shortfall of housing should be put compensated for in a local plan. The differences come in the time period over which the shortfall should be spread.

The Department for Communities and Local Government research document, [Land Supply Assessment Checks](#), May 2009 uses case studies from Liverpool and Sedgefield about how these authorities calculated housing figures in their (now abolished) regional spatial strategies. In particular it highlights Liverpool and Sedgefield as being “good examples” for calculating historic undersupply of housing in a “clear and transparent manner”.

Local planning authorities need to account for any previous under-supply of housing.

<sup>17</sup> [Gallagher Homes Ltd & Another v Solihull Metropolitan Borough Council](#) [2014] EWHC 1283 (Admin) (30 April 2014)

<sup>18</sup> Ibid, para 98

<sup>19</sup> “Local plan ruling ‘a warning’” [Planning](#), 9 May 2014

The **Sedgefield** method of calculating land supply involves adding any shortfall of housing in the local plan from previous years over the next five years of the plan period, whereas the **Liverpool** method spreads the shortfall over the whole remaining plan period.

An article from the specialist publication, Planning highlighted that the Sedgefield method is currently used most often by Planning Inspectors at appeal:

Experts says there has been a shift towards the Sedgefield method, shown in appeal decisions, since the NPPF. Savills director Chris Rees says: "This ensures the current housing shortfall is made up quickly, and not simply averaged out over a much longer time frame."

Barton Willmore senior partner Ian Tant says: "A lot of councils recognise that housing need cannot wait until 2026."

But the Sedgefield method is not always upheld, as an appeal decision in January on a 91-home scheme in Groby, Leicestershire, shows.<sup>20</sup>

The PPG now gives the following guidance on how to deal with historic under-supply of housing:

**How should local planning authorities deal with past under-supply?**

The approach to identifying a record of persistent under delivery of housing involves questions of judgment for the decision maker in order to determine whether or not a particular degree of under delivery of housing triggers the requirement to bring forward an additional supply of housing.

The factors behind persistent under delivery may vary from place to place and, therefore, there can be no universally applicable test or definition of the term. It is legitimate to consider a range of issues, such as the effect of imposed housing moratoriums and the delivery rate before and after any such moratoriums.

The assessment of a local delivery record is likely to be more robust if a longer term view is taken, since this is likely to take account of the peaks and troughs of the housing market cycle.

Local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible. Where this cannot be met in the first 5 years, local planning authorities will need to work with neighbouring authorities under the '[Duty to Cooperate](#)'.

Revision date: 06 03 2014<sup>21</sup>

<sup>20</sup> "The struggle for sites" [Planning](#), 31 May 2013

<sup>21</sup> National Planning Practice Guidance, [Housing and economic land availability assessment](#), Paragraph: 035Reference ID: 3-035-20140306 [on 2 June 2015]

### 3. The presumption in favour of sustainable development

The NPPF introduced a “presumption in favour of sustainable development”. This means that where any local plan is absent, silent or relevant policies are out-of-date, planning permission for development will normally be granted, unless:

- 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; or
- specific policies in [the] Framework indicate development should be restricted.

An up-to-date adopted local plan is therefore important for local planning authorities wishing to control where development should go.

When the draft NPPF was published the then [Government said](#) it was a “myth” that the presumption would mean that every planning application would have to be granted and that green spaces would not be protected. The document also said it was myth that communities would not be able to protect green spaces or countryside:

**Myth: Communities won’t be able to protect green spaces or countryside**

Fact: Not true. Green Belt, Areas of Outstanding Natural Beauty and other designated land will retain the protections they enjoy today. In addition communities will be given a new power to protect locally important green spaces which are a vital part of residents’ quality of life.

Rather than imposing targets or blueprints from above, this Government is changing things so local people and their councils decide for themselves where to locate development and how they want their local area to grow. Development will need to be sustainable and not in breach of the framework’s environmental protections.<sup>22</sup>

The presumption in favour of sustainable development comes into play where local plans are absent or relevant policies are out of date.

#### 3.1 Concern about unplanned development

A 2014 research report by [Savills](#) indicated that councils without a 5 year supply of housing were more vulnerable to housing development being granted at appeal by a planning inspector:

Of the 103 most significant planning appeal decisions issued since the NPPF came into effect, 69 were allowed. In 63 of these cases, a deficit in five year supply was a material factor in the decision.<sup>23</sup>

A December 2014 report by the National Trust, [Positive Planning: the NPPF and plan-led development](#), suggested that housing developers had been “gaming” the planning system to get new housing estates built on greenfield sites even though local authorities had never intended for them to be built on. It explained that because local authorities which

<sup>22</sup> Department for Communities and Local Government, [National Planning Policy Framework: Myth-Buster](#), 8 September 2011

<sup>23</sup> Savills, [Countdown to the election](#), Spring 2014, p5



hadn't earmarked suitable land to meet housing demand over the next five years had to adopt a "presumption in favour" of approving applications for planning permission, that this had "opened the door to challenges from streetwise developers, undermining the local planning process and bypassing local opinion." A press release said that "the problem has been intensified by the NPPF requirement for councils to clear any housing backlog within five years."<sup>24</sup>

A House of Commons Communities and Local Government Committee report, [Operation of the National Planning Policy Framework](#), 16 December 2014, found that provisions in the NPPF relating to the viability of housing land were "leading to inappropriate development".<sup>25</sup> It recommended that the Government work with local government and the house building industry to revise its guidance on strategic housing market assessments and produce an agreed methodology. Inspectors should then be required to test SHMAs against this methodology.<sup>26</sup> The [Government's response](#) to this report was published in February 2015, which said that it was "for local planning authorities, who are best-placed to understand their local needs, to decide what approach is appropriate for their area."<sup>27</sup>

---

<sup>24</sup> National Trust, [Countryside at risk from 'gaming' developers](#), 6 January 2015

<sup>25</sup> House of Commons Communities and Local Government Committee report, [Operation of the National Planning Policy Framework](#), 16 December 2014, Fourth Report of Session 2014–15, HC 190, 16 December 2014, p3

<sup>26</sup> Ibid, p36

<sup>27</sup> HM Government, [Government response to the CLG Select Committee Inquiry into the Operation of the National Planning Policy Framework](#), February 2015, para 36



## 4. Housing as part of nationally significant infrastructure projects

At present a development consent order (DCO) for a nationally significant infrastructure project (NSIP) cannot grant consent for housing. The [Housing and Planning Act 2016](#) includes provision for a DCO to grant consent for housing which is linked to an application for an NSIP, for example, for housing provided for workers during the construction or operation phase of a NSIP. The Act will also allow for consent to be granted for housing where there is no functional link, but where there is a close geographical link between the housing and the NSIP.

The Government's March 2016 [National Infrastructure Delivery Plan 2016–2021](#) said that this provision would allow up to 500 dwellings included alongside infrastructure in a single DCO application.

Further information is provided in the Government's October 2015 [Nationally significant infrastructure projects and housing: briefing note](#).

For further information about development consent orders and nationally significant infrastructure project planning processes see Library briefing paper, [Planning for Nationally Significant Infrastructure Projects](#).

## 5. House building statistics

It is generally accepted that not enough new homes are being built to meet growing need. Housing projections up to 2037 were published in February 2015 which indicated that over the period from 2012 to 2022, annual average household growth is projected at 220,000 homes per year.<sup>28</sup> This exceeds the number of homes added to the dwelling stock in recent years by a considerable margin – in the 12 months ending September 2014, 117,070 houses were completed. In that same year 139,500 homes were started in the 12 months to September 2014, a 17 per cent increase from the 12 months to September 2013.<sup>29</sup>

Statistics and Live tables on house building are available from the [Government website](#).

---

<sup>28</sup> National Statistics, [2012-based Household Projections: England, 2012-2037](#), 27 February 2015

<sup>29</sup> Department for Communities and Local Government, [Housing Statistical Release](#), 3 December 2014

## 6. March 2016 Local Plan Expert Group Report

On 15 September 2015 the Government announced that it had set up an “expert panel” to consider how to simplify the local plan making process. This panel was chaired by Chair John Rhodes, from Quod (Planning Consultants). Further information about the panel and its members is set out in the press release, [Launch of new group of experts to help streamline the local plan-making process](#), 15 September 2015.

The Local Plans Expert Group, final report [Report to the Communities Secretary and to the Minister of Housing and Planning](#), was published on 16 March 2016. In it the Expert Group found that some of principal difficulties in local plan making related to agreeing housing needs and a lack of clarity on key issues, particularly strategic housing market assessments (SHMAs), strategic planning, Green Belt and environmental constraints. It identified two particular problems for authorities in undertaking SHMAs, that:

- there is no pre-set determination of the boundaries of Housing Market Areas; and
- there is no definitive guidance on the way in which to prepare a SHMA, leading to significant disagreement and uncertainty over housing numbers, which then affects every stage of the plan making process.

In respect of this its recommendations included:

the need for the Government to commission a statistical assessment of HMA [Housing Market Area] boundaries based on the last Census and to strengthen guidance in the NPPG that the outcome should be applied in future local plans, with boundaries adjusted to local authority boundaries for simplicity. In the longer term, Government should also work towards harmonising economic and housing planning boundaries to aid coordination.

The Expert Group concluded that “serious problems” were generated by the lack of an agreed approach to SHMAs, which have become “one of the most burdensome, complex and controversial components of plan making.” The report sets out detailed recommendations for a shorter, simplified, standard methodology for SHMAs and, in particular for assessing housing need.

The publication of the Expert Group’s report coincided with the March [2016 Budget](#). In relation to the final report, the Budget document set out:

As recommended by the Local Plans Expert Group report, which is published today, the government will also look at the scope to reduce the weight of outdated plans in decision-making. The government will consult on the other recommendations made by the Group until 27 April 2016.<sup>30</sup>

The Government has consulted on the final report, which was open to the public to [make comment on](#) until 27 April 2016.

---

<sup>30</sup> HM Government, [Budget 2016](#), 16 March 2016, para 2.288

## 7. Comment on housebuilding and the NPPF

### 7.1 Policy Exchange report by Tetlow King Planning 2012

A December 2012 report commissioned by Policy Exchange from Tetlow King Planning said that English local authorities were planning for 272,720 fewer homes than were provided for under the 2010 regional strategies (including the unadopted strategies); a seven per cent reduction.<sup>31</sup>

An article in *Planning* magazine cautioned that interpreting these results it should be noted that not all regional strategies were adopted; that housing figures tended to reduce as they progressed towards final approval. It also noted that not all the figures from local authorities on projected housing numbers came from approved plans; that Planning Inspectors may well increase some of the figures at examination stage.<sup>32</sup>

### 7.2 BNP Paribas Real Estate report 2013

A BNP Paribas Real Estate report, [Housing the Nation Summer 2013](#), from June 2013 reported mixed views on how effective the NPPF had been in boosting housing delivery:

**Since its introduction, how effective has the National Planning Policy Framework been in boosting housing delivery?**

Not very according to Harry Downes of FizzyLiving. He explains: "as a driver, it has been fairly ineffective because despite its many policies and proposals, there has not been any noticeable increase in planning approvals for the stock which is needed. The average age of first time buyers continues to grow and the 'presumption in favour' policy appears to have made no impact at all."

Adrian Owen agrees that it has not been hugely effective: "whilst Planning Officers follow policy, including the NPPF, and make recommendations for approval; Planning Committees are often too political and ignore these recommendations resulting in too many schemes having to be Appealed and go to Inquiry."

This is certainly not a view reflected within Government. "The National Planning Policy Framework has been very effective" John Howell states. "There has been a 21.7% increase in planning permissions on the previous 12 months. The signs are that the Framework is helping to provide the homes that we need. It reflects the positive planning principles of the NPPF and the robust appeals system being applied," he added. The success of the NPPF is also shared by Andrew Cunningham at Grainger, who is cautious at the same time "the NPPF has been an important step in simplifying the planning system, but it will undoubtedly require

<sup>31</sup> Tetlow King Planning for Policy Exchange, [Updated research on the impact of the impending revocation of regional strategies on proposed and adopted local housing targets across England](#), December 2012, p2

<sup>32</sup> "Rights and wrongs of regional plan abolition" *Planning*, 11 January 2013

further improvement and tweaks as it embeds and is tested through market activity” he says.<sup>33</sup>

### 7.3 Nathaniel Lichfield & Partners report 2014

A Nathaniel Lichfield & Partners report, [Positive Preparations A review of housing targets and Local Plans](#), from March 2014, reported that producing objectively assessed housing figures had been a cause for delay in making local plans:

A review of the 109 Local Plans that have been examined or submitted for examination since the NPPF was introduced confirms that the key reason Plans have stalled is the policy requirement to meet objectively assessed needs, with the housing target remaining the key battleground at examinations. Just over half of Plans propose less housing than had been proposed by former Regional Strategies, but a third of sound plans end up having to increase their target to pass examination.

Half of the plans submitted for examination since the NPPF have experienced delays. Progress of many plans has stalled as LPAs take stock of their evidence base before proceeding with the rigorous examination process.<sup>34</sup>

---

<sup>33</sup> BNP Paribas Real Estate, [Housing the Nation Summer 2013](#), June 2013, p11

<sup>34</sup> Nathaniel Lichfield & Partners, [Positive Preparations A review of housing targets and Local Plans](#), from March 2014, p1

## 8. Government planning policies to encourage more housing

For further information about the Government's proposed planning policies to encourage house building see the Library briefing paper, [Planning Reform Proposals](#), which sets out further information about the following announcements and proposals from Government.

The Queen's Speech on 18 May 2016 announced a [Neighbourhood Planning and Infrastructure Bill 2016-17](#). The main elements of the Bill are:

- Neighbourhood planning: provisions to improve the process for reviewing and updating plans and providing a more transparent duty for the Government to support groups wanting to do neighbourhood planning.
- Planning conditions: provision to ensure that pre-commencement planning conditions are only imposed when they are absolutely necessary.
- Compulsory purchase: provisions designed to make the process clearer, fairer and faster, including a new statutory framework for agreeing compensation.
- National Infrastructure Commission: provision to establish the independent National Infrastructure Commission on a statutory basis.
- Land Registry: provision to enable privatisation of it.

The [Housing and Planning Act 2016](#) received Royal Assent in May 2016. It stems from commitments made in the [Conservative Party 2015 Manifesto document](#) and the 2015 [Queen's speech](#). Many of the planning provisions in the Act have not yet come into force, but when it does it contains provision to:

- put a general duty on all planning authorities to promote the supply of Starter Homes and to require a certain number or proportion of Starter Homes on site;
- allow intervention by the Secretary of State over the production of local plans where local authorities are judged to be too slow; and
- create a system of planning permission in principle for housing.

For more detailed information about the provisions see the Government's February 2016 [Implementation of planning changes: technical consultation](#) and the Library briefing papers, [Housing and Planning Bill 2015-16](#) and [Housing and Planning Bill: Lords amendments and Ping Pong](#).

The Government's July 2015 Productivity Plan, [Fixing the Foundations: Creating a more prosperous nation](#), and the November 2015 [Autumn Statement](#) have also announced some further changes including:

- "significantly" tightening the "planning guarantee" (the time that planning applications spend in total with decision makers), for minor planning applications; and

## 21 Planning for housing

- introducing a delivery test on local authorities, to ensure delivery against the homes set out in local plans within a reasonable timeframe.

The Government's August 2015 rural productivity plan, [Towards a one nation economy: A 10-point plan for boosting productivity in rural areas](#), has proposed changes designed to make the planning process easier in rural areas including the introduction of new and revised permitted development rights. This was followed up by a February 2016 [Rural planning review: call for evidence](#).

In the December 2015 [Consultation on proposed changes to national planning policy](#) the Government proposed a number of changes to the National Planning Policy Framework, to support better the development of housing on certain types of land.

## 9. Further reading

- House of Commons Communities and Local Government Committee report, [Consultation on National Planning Policy inquiry](#), 1 April 2016.
- Local Plans Expert Group, [Report to the Communities Secretary and to the Minister of Housing and Planning](#), March 2016.
- House of Commons Communities and Local Government Committee report, [Operation of the National Planning Policy Framework](#), 16 December 2014 and [Government response to the CLG Select Committee Inquiry into the Operation of the National Planning Policy Framework](#), February 2015.
- National Trust, Positive Planning: [The NPPF and plan-led development](#), December 2014.
- Nathaniel Lichfield & Partners, [Positive Preparations A review of housing targets and Local Plans](#), March 2014.
- BNP Paribas Real Estate, [Housing the Nation Summer 2013](#), June 2013.
- Nathaniel Lichfield & Partners, [Objectively Speaking 12 months of applying the NPPF to housing targets in Local Plans: A review of examinations](#), April 2013.
- Savills, [National Planning Policy Framework \(NPPF\) One Year On](#), March 2013.
- Tetlow King Planning for Policy Exchange, [Updated research on the impact of the impending revocation of regional strategies on proposed and adopted local housing targets across England](#), December 2012.
- BNP Paribas Real Estate, [Housing the Nation; the effect of localism on housing supply](#), summer 2011.
- Town and Country Planning Association, [Policy analysis of housing and planning reform](#), March 2011.
- National Housing and Planning Advice Unit (NHPAU), [Housing Supply and Planning Controls: The impact of planning control processing times on Housing Supply in England](#), January 2010.
- Killian Pretty Review, [Planning applications: A faster and more responsive system](#), 2008.
- Office of Fair Trading, [Homebuilding in the UK: A Market Study](#), 2008.
- National Audit Office, [Planning for Homes: Speeding up planning applications for major housing developments in England](#), 2008
- Audit Commission, [The planning system: Matching expectations and capacity](#), 2006.
- HM Treasury, [Barker Review of Housing Supply](#), March 2004.



The House of Commons Library research service provides MPs and their staff with the impartial briefing and evidence base they need to do their work in scrutinising Government, proposing legislation, and supporting constituents.

As well as providing MPs with a confidential service we publish open briefing papers, which are available on the Parliament website.

Every effort is made to ensure that the information contained in these publically available research briefings is correct at the time of publication. Readers should be aware however that briefings are not necessarily updated or otherwise amended to reflect subsequent changes.

If you have any comments on our briefings please email [papers@parliament.uk](mailto:papers@parliament.uk). Authors are available to discuss the content of this briefing only with Members and their staff.

If you have any general questions about the work of the House of Commons you can email [hcinfo@parliament.uk](mailto:hcinfo@parliament.uk).

Disclaimer - This information is provided to Members of Parliament in support of their parliamentary duties. It is a general briefing only and should not be relied on as a substitute for specific advice. The House of Commons or the author(s) shall not be liable for any errors or omissions, or for any loss or damage of any kind arising from its use, and may remove, vary or amend any information at any time without prior notice.

The House of Commons accepts no responsibility for any references or links to, or the content of, information maintained by third parties. This information is provided subject to the [conditions of the Open Parliament Licence](#).



|                |  |        |                          |
|----------------|--|--------|--------------------------|
| Report of      | Head of Commercial Services                        | Author | Karen Syrett<br>☎ 282476 |
| Title          | Local Plan Preferred Options – Consultation Report |        |                          |
| Wards affected | All  |        |                          |

**The Local Plan Committee is asked to review the responses to the Local Plan preferred options consultation.**

## 1. Decision(s) Required

- 1.1 To review the representations received following a recent public consultation on the Colchester Local Plan Preferred Options.

## 2. Reasons for Decision(s)

- 2.1 To make members aware of the representations received and to inform the submission draft of the Local Plan.
- 2.2 Section 33A of the Planning and Compulsory Purchase Act 2004, as amended, places a legal duty upon local authorities and other public bodies to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation, this is known as the 'Duty to Cooperate' on strategic matters of cross-boundary significance, which includes housing supply. Before a Planning Inspector can begin the process of examining a Local Plan, they need to be satisfied, with the Council's evidence, that the local authority has demonstrated it has done everything it can to ensure effective cooperation with neighbouring authorities and other partner organisations and has sought to resolve, as far as is possible, any cross-boundary planning issues.
- 2.3 Part 1 and Part 2 of the Local Plan have been published for consultation pursuant to Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The Local Plan is subject to a statutory six week public consultation period and the Sustainability Appraisals five weeks; however, the consultations were extended to accommodate additional time for anyone taking summer holidays.

## 3. Alternative Options

- 3.1 There are no alternative options – the report is a summary of the representations received. Members need to be aware of the issues arising from the statutory consultation process as it carries forward development of a new Local Plan. The alternative of not proceeding with a new Local Plan would leave the Council in a vulnerable position going forward with no clear steer for the future growth and

development of the Borough. It would result in existing policy becoming outdated and not in accordance with national policy requirements.

#### **4. Supporting Information**

- 4.1 Work on the Council's new Local Plan began in 2014 and involved consultation on an initial Issues and Options consultation in January/February 2015. Since then, the Committee has received reports in June and August 2015 noting the results of the Issues and Options consultation and providing progress on the development of the plan and its supporting evidence base. During this period, the Council also invited landowners and developers to put forward potential sites for development which the Council has then assessed for suitability.
- 4.2 The December 2015 Committee approved an updated Local Development Scheme which set forth the timetable for Local Plan development. This was subsequently amended at the last meeting in August. The April 2016 Committee considered selected draft development management policies which were incorporated into the full version of a Preferred Options plan, containing both allocations and policies.
- 4.3 In July this year the committee considered the full Preferred Options Local Plan and agreed public consultation over an extended ten week period.
- 4.4 Consultation on the Preferred Options document was carried out from 9 July to 16 September 2016. The consultation process involved publishing the document and supporting information on the website; notification of the consultation to the Council's extensive list of interested organisations and individuals; and a series of public drop-in sessions which were advertised through social media, press coverage, and posters circulated to parish councils. Details of the social media used and the results are attached in Appendix 2. The sessions held are detailed below;

| <b>Venue</b>                                    | <b>Date</b>         |
|---|---------------------|
| Marks Tey (Braintree to send rep to CBC event)  | 9 July 10-14:00     |
| Langham Community Centre                        | 12 July 16-20.00    |
| West Mersea MICA Centre                         | 13th July 17:30-20  |
| Town Centre – Market stalls                     | 15 July 9.30-14:00  |
| Town Centre – Market stalls                     | 16 July 10 – 14.00  |
| Coggeshall (CBC to send rep to Braintree event) | 18 July 14:30-19:30 |
| Eight Ash Green Village Hall                    | 18 July 16-20:00    |
| Wakes Colne and Chappel                         | 19 July 16-19:00    |
| Tiptree Village Hall                            | 20 July 4.45-20.00  |
| Wivenhoe William Loveless Hall                  | 21 July 16-20:00    |
| Stanway Village Hall                            | 23 July 10-14:00    |
| Laver de la Haye Village Hall                   | 26 July 16-20:00    |
| Myland Parish Hall                              | 28 July 16-20:00    |
| Greenstead Community Centre                     | 30 July 10-14:00    |

|                              |                    |
|------------------------------|--------------------|
| Rowhedge Village Hall        | 2 August 16-20:00  |
| Dedham Assembly Rooms        | 4 August 16-20:00  |
| Great Horkesley Village Hall | 10 August 16-20:00 |

- 4.5 At the drop-in sessions, attendees were provided with background information on the Local Plan process; copies of the consultation document; opportunities to ask questions of the officers in attendance; and information on how to respond more formally to the consultation, including advice on using the consultation portal.
- 4.6 In addition to the publicised events listed above, officers also attended a number of meetings;
- Public Meeting in Abberton Village Hall – 22<sup>nd</sup> August
  - Public Meeting in Marks Tey – 3<sup>rd</sup> September
  - Meeting with Wivenhoe Town Council, Ward councillors and a limited number of the public – 23<sup>rd</sup> August
  - Rotary club – 24<sup>th</sup> August
  - Agents forum – 25<sup>th</sup> July
  - Drop in Session – West Mersea Library – 9<sup>th</sup> September.
- 4.7 Although it was hard to keep track of the number of attendee's at some of the events, officers estimate that approximately 1060 people attended in total (excluding the events listed above in para. 4.6).
- 4.8 The consultation attracted an all-time high number of responses totalling 2995 representations from 1482 respondents. This compares to a total of 649 responses from individuals and organisations at the Issues and Options stage in 2015. There is some ongoing checking of representations received via Rt. Honourable Priti Patel MP to ensure all representations are logged and that there is no duplication. These all relate to Policy SP9 and could change the number shown in the table below.
- 4.9 Of the total numbers, approximately 62.2% were received by people using the on-line consultation portal. This is a vast improvement on previous years where the percentage of people using the online surveys was as low as 10%. It did still mean that of the remaining 37.8%; 27.5% emailed and 10.2% wrote in, which meant they had to be put in manually. This was a very resource intensive process.
- 4.10 The responses reported today reflect all those comments received by Colchester Borough Council. Because Part 1 of the Plan is a joint plan and includes cross boundary sites, it is intended to merge responses on this part with Tendring and Braintree Councils to produce one comprehensive report and to avoid duplication. Colchester had the longest consultation period and it extended latest in to September so we are expecting more people to have written to us as opposed our neighbours.
- 4.11 The table below provides a summary of the number of responses received on each part of the plan. It is purely numerical and does not necessarily mean that those policies with the most responses raise the most issues. The key issues have instead been drawn out in Appendix 1. Due to the number of responses

received it is not possible to include every one by detail but Members can view each one in full using the Local Plan software and following the link <http://colchester.jdi-consult.net/localplan/readdoc.php?docid=3>

#### 4.12 Breakdown of Representations Received

| Section Name  | Respondents | Representations | Support | Object | Comment |
|---|-------------|-----------------|---------|--------|---------|
| Preferred Options Local Plan (Totals)                               | 1482        | 2995            | 286     | 1884   | 825     |
| <b>Chapter 1: Introduction</b>                                      |             |                 |         |        |         |
| Local Plan: The Process   | 23          | 24              | 3       | 11     | 10      |
| Structure of the Plan   | 2           | 2               | 0       | 0      | 2       |
| How to Respond  | 6           | 6               | 1       | 2      | 3       |
| <b>PART ONE: SHARED STRATEGIC PLAN</b>                              |             |                 |         |        |         |
| <b>Introduction</b>   | 8           | 10              | 3       | 1      | 6       |
| The Need for a Strategic Approach                                   | 2           | 2               | 1       | 0      | 1       |
| Spatial Portrait  | 4           | 4               | 1       | 1      | 2       |
| Key Issues: Opportunities and Challenges                            | 5           | 6               | 0       | 2      | 4       |
| Vision for the Strategic Area                                       | 7           | 7               | 3       | 1      | 3       |
| <b>Strategic Objectives</b>   | 10          | 10              | 2       | 4      | 4       |
| Presumption in Favour of Sustainable Development                    | 2           | 2               | 0       | 1      | 1       |
| <b>Policy SP1: Presumption in Favour of Sustainable Development</b> | 10          | 10              | 2       | 4      | 4       |
| Meeting the Need for New Homes                                      | 9           | 9               | 1       | 4      | 4       |
| <b>Policy SP2: Meeting Housing Needs</b>                            | 25          | 27              | 6       | 16     | 5       |
| Providing for Employment  | 5           | 5               | 2       | 2      | 1       |
| <b>Policy SP3: Providing for Employment</b>                         | 10          | 10              | 1       | 7      | 2       |
| Infrastructure and Connectivity                                     | 9           | 9               | 0       | 4      | 5       |
| Strategic Transport Network   | 11          | 11              | 1       | 2      | 8       |
| Rail  | 9           | 9               | 0       | 4      | 5       |
| Public transport, Walking & Cycling                                 | 6           | 6               | 0       | 2      | 4       |
| Education and Healthcare  | 8           | 8               | 0       | 4      | 4       |
| Broadband   | 7           | 7               | 3       | 0      | 4       |
| <b>Policy SP4: Infrastructure and Connectivity</b>                  | 32          | 37              | 3       | 12     | 22      |
| Creating Quality Places   | 2           | 2               | 1       | 1      | 0       |

| Section Name   | Respondents | Representations | Support | Object | Comment |
|--|-------------|-----------------|---------|--------|---------|
| <b>Policy SP5: Place Shaping Principles</b>  | 22          | 23              | 5       | 7      | 11      |
| Spatial Strategy   | 1           | 1               | 0       | 0      | 1       |
| <b>Policy SP6: Spatial Strategy for North Essex</b>                                  | 29          | 31              | 6       | 14     | 11      |
| Cross Boundary Garden Communities  | 4           | 4               | 0       | 1      | 3       |
| <b>Policy SP7: Development and Delivery of New Garden Communities in North Essex</b> | 42          | 44              | 1       | 25     | 18      |
| <b>Policy SP8: East Colchester/West Tendring New Garden Community</b>                | 86          | 101             | 9       | 67     | 25      |
| <b>Policy SP9: West Colchester/East Braintree New Garden Community</b>               | 228         | 259             | 6       | 235    | 18      |
| <b>Policy SP10: West of Braintree New Garden Community</b>                           | 9           | 10              | 0       | 5      | 5       |
| Delivery Arrangements  | 6           | 6               | 1       | 4      | 1       |
| <b>PART TWO: LOCAL PLAN FOR COLCHESTER</b>   |             |                 |         |        |         |
| <b>Chapter 3: Vision and Objectives for Part Two</b>                                 |             |                 |         |        |         |
| Local Characteristics and Key Issues for Colchester                                  | 7           | 8               | 3       | 0      | 5       |
| Vision: Colchester in 2033   | 19          | 21              | 10      | 3      | 8       |
| Objectives   | 12          | 12              | 1       | 1      | 10      |
| <b>Chapter 4: Sustainable Growth Policies</b>  |             |                 |         |        |         |
| The Spatial Strategy   | 5           | 6               | 1       | 1      | 5       |
| Spatial Strategy Policy  | 3           | 3               | 1       | 0      | 2       |
| Sustainable Settlements  | 4           | 4               | 0       | 2      | 2       |
| <b>Policy SG1: Colchester's Spatial Strategy</b>                                     | 31          | 32              | 16      | 5      | 11      |
| <b>Table SG1: Spatial Hierarchy</b>  | 8           | 10              | 2       | 5      | 3       |
| Alternative Spatial Strategy   | 3           | 3               | 0       | 2      | 1       |
| <b>Policy SG2: Housing Delivery Policy</b>   | 30          | 33              | 10      | 14     | 9       |
| <b>Table SG2: Colchester's Housing Provision</b>                                     | 11          | 12              | 1       | 7      | 4       |
| Alternative Options Considered   | 3           | 3               | 1       | 2      | 0       |
| Economic Delivery Policies   | 1           | 1               | 1       | 0      | 0       |
| Strategic Economic Areas   | 1           | 1               | 1       | 0      | 0       |
| Centres Hierarchy  | 2           | 2               | 0       | 2      | 0       |

| Section Name  | Respondents | Representations | Support | Object | Comment |
|---|-------------|-----------------|---------|--------|---------|
| <b>Policy SG3: Economic Growth Provision and Centre Hierarchy</b>                   | 17          | 17              | 3       | 8      | 6       |
| <b>Table SG3: Economic Provision including Employment Land</b>                      | 1           | 1               | 1       | 0      | 0       |
| Local Economic Areas  | 1           | 1               | 1       | 0      | 0       |
| <b>Policy SG4: Local Economic Areas</b>   | 9           | 11              | 2       | 7      | 2       |
| <b>Table SG4: Local Economic Areas</b>  | 2           | 3               | 0       | 3      | 0       |
| Existing Mixed Use Commercial Areas within Colchester                               | 3           | 3               | 0       | 0      | 3       |
| <b>Policy SG5: Existing Mixed Use Commercial Areas within Colchester</b>            | 6           | 6               | 3       | 2      | 1       |
| Strategic Infrastructure  | 3           | 3               | 1       | 0      | 2       |
| <b>Policy SG6: Strategic Infrastructure Policy</b>                                  | 17          | 18              | 4       | 8      | 6       |
| Neighbourhood Plans   | 1           | 2               | 0       | 0      | 2       |
| <b>Policy SG7: Neighbourhood Plans Policy</b>                                       | 12          | 12              | 1       | 3      | 8       |
| Developer Contributions and Community Infrastructure Levy                           | 1           | 2               | 0       | 0      | 2       |
| <b>Policy SG8: Developer Contributions and Community Infrastructure Levy Policy</b> | 14          | 15              | 2       | 5      | 8       |
| <b>Chapter 5: Environmental Assets Policies</b>                                     |             |                 |         |        |         |
| Natural Environment   | 6           | 9               | 1       | 1      | 7       |
| <b>Policy ENV1: Natural Environment</b>   | 16          | 27              | 2       | 6      | 19      |
| Coastal Areas   | 5           | 6               | 1       | 1      | 4       |
| <b>Policy ENV2: Coastal Areas</b>   | 8           | 8               | 1       | 2      | 5       |
| Green Infrastructure  | 3           | 4               | 3       | 0      | 1       |
| <b>Policy ENV3: Green Infrastructure</b>  | 17          | 19              | 4       | 2      | 13      |
| <b>Policy ENV4: Dedham Vale Area of Outstanding Natural Beauty</b>                  | 7           | 11              | 2       | 1      | 8       |
| Climate Change  | 5           | 7               | 1       | 1      | 5       |
| <b>Policy CC1: Climate Change</b>   | 13          | 13              | 2       | 8      | 3       |
| Alternative Policy Options  | 1           | 1               | 0       | 1      | 0       |



| Section Name   | Respondents | Representations | Support | Object | Comment |
|--|-------------|-----------------|---------|--------|---------|
| <b>Chapter 6: Places</b>   |             |                 |         |        |         |
| CENTRAL COLCHESTER:<br>TOWN CENTRE   | 4           | 7               | 2       | 0      | 5       |
| <b>Policy TC1: Town Centre<br/>Policy and Hierarchy</b>  | 18          | 20              | 9       | 4      | 7       |
| <b>Policy TC2: Retail Frontages</b>  | 6           | 6               | 3       | 1      | 2       |
| <b>Policy TC3: Town Centre<br/>Allocations</b>   | 16          | 17              | 4       | 7      | 6       |
| NORTH COLCHESTER   | 9           | 9               | 0       | 1      | 8       |
| • Zone 1 - Strategic<br>Employment Area  | 1           | 1               | 0       | 0      | 1       |
| • Zone 2 - Cuckoo Farm<br>North West   | 1           | 1               | 0       | 1      | 0       |
| • Zone 3 - Northern<br>Gateway area north of the<br>A12  | 4           | 5               | 0       | 0      | 5       |
| • Land at the Rugby Club   | 2           | 2               | 0       | 0      | 2       |
| <b>Policy NC1: North Colchester<br/>and Severalls Strategic<br/>Economic Area</b>                | 19          | 20              | 4       | 8      | 8       |
| <b>Policy NC2: North Station<br/>Special Policy Area</b>   | 8           | 8               | 2       | 2      | 4       |
| Land south of Braiswick Golf<br>Club   | 3           | 3               | 0       | 2      | 1       |
| Land north of Achnacone Drive<br>Braiswick   | 1           | 1               | 0       | 1      | 0       |
| <b>Policy NC3: North Colchester</b>  | 24          | 27              | 2       | 18     | 7       |
| • Residential Allocations  | 3           | 3               | 0       | 3      | 0       |
| • Land At St Botolph's<br>Farm Braiswick   | 14          | 15              | 0       | 14     | 1       |
| • Land north of Achnacone<br>Drive Braiswick   | 27          | 30              | 1       | 28     | 1       |
| • Land south of Braiswick<br>Golf Club   | 15          | 15              | 1       | 14     | 0       |
| EAST COLCHESTER  |             |                 |         |        |         |
| Knowledge Gateway and<br>University Strategic Economic<br>Area                                   | 3           | 3               | 1       | 1      | 1       |
| <b>Policy EC1: Knowledge<br/>Gateway and University of<br/>Essex Strategic Economic<br/>Area</b> | 9           | 10              | 4       | 1      | 5       |

| Section Name  | Respondents | Representations | Support | Object | Comment |
|---|-------------|-----------------|---------|--------|---------|
| • Zone 1 Knowledge Gateway                                      | 1           | 1               | 0       | 0      | 1       |
| • Zone 2 University Expansion                                   | 1           | 1               | 0       | 0      | 1       |
| East Colchester/Hythe Special Policy Area                       | 2           | 4               | 0       | 0      | 4       |
| <b>Policy EC2: East Colchester Hythe Special Policy Area</b>    | 9           | 9               | 1       | 1      | 7       |
| Port Lane   | 2           | 2               | 1       | 1      | 0       |
| East Bay Mill   | 2           | 2               | 1       | 0      | 1       |
| Magdalen Street Sites   | 3           | 3               | 0       | 2      | 1       |
| Employment Sites  | 1           | 1               | 1       | 0      | 0       |
| <b>Policy EC3: East Colchester</b>                              | 5           | 5               | 0       | 2      | 3       |
| • Land at Port Lane   | 1           | 1               | 0       | 0      | 1       |
| • East Bay Mill   | 2           | 2               | 0       | 0      | 2       |
| • Magdalen Street Sites   | 2           | 2               | 0       | 0      | 2       |
| • Local Economic Areas  | 1           | 1               | 0       | 1      | 0       |
| • Whitehall Industrial Estate                                   | 1           | 1               | 0       | 1      | 0       |
| WEST COLCHESTER   | 3           | 5               | 0       | 1      | 4       |
| <b>Policy WC1: Stanway Strategic Economic Area</b>              | 10          | 10              | 1       | 7      | 2       |
| • Zone 1  | 6           | 6               | 0       | 2      | 4       |
| • Zone 2  | 4           | 4               | 0       | 1      | 3       |
| Stanway Area Housing/Other Allocations                          | 3           | 3               | 0       | 0      | 3       |
| Land between Churchfields Avenue, Church Lane and Partridge Way | 11          | 11              | 0       | 11     | 0       |
| Land at Chitts Hill   | 1           | 1               | 0       | 0      | 1       |
| Land to the West of Lakelands                                   | 1           | 1               | 0       | 0      | 1       |
| <b>Policy WC2: Stanway</b>                                      | 9           | 9               | 0       | 5      | 4       |
| • Land between Church Lane, Churchfields and Partridge Way      | 17          | 17              | 1       | 16     | 0       |
| • Land at Fiveways Fruit Farm                                   | 6           | 6               | 0       | 1      | 5       |
| • Land at Chitts Hill   | 3           | 3               | 0       | 3      | 0       |
| • Land to the West of Lakelands                                 | 3           | 3               | 0       | 0      | 3       |
| Colchester Zoo  | 3           | 3               | 1       | 0      | 2       |
| <b>Policy WC3: Colchester Zoo</b>                               | 7           | 7               | 2       | 0      | 5       |
| Land at Gosbecks Phase 2  | 1           | 1               | 0       | 1      | 0       |

| Section Name  | Respondents | Representations | Support | Object | Comment |
|---|-------------|-----------------|---------|--------|---------|
| Land at Irvine Road                                     | 1           | 1               | 0       | 1      | 0       |
| <b>Policy WC4: West Colchester</b>                      | 7           | 8               | 1       | 5      | 2       |
| • Land at Gosbecks Phase 2                              | 1           | 1               | 0       | 0      | 1       |
| • South of Berechurch Hall Road                         | 2           | 2               | 1       | 0      | 1       |
| • Land at Irvine Road                                   | 7           | 8               | 3       | 2      | 3       |
| Alternative Option                                      | 2           | 2               | 0       | 1      | 1       |
| GARDEN COMMUNITIES                                      | 7           | 7               | 2       | 2      | 3       |
| ABBERTON AND LANGENHOE                                  | 1           | 1               | 0       | 1      | 0       |
| <b>Policy SS1: Abberton and Langenhoe Housing Sites</b> | 40          | 44              | 5       | 35     | 4       |
| BIRCH   | 2           | 2               | 0       | 0      | 2       |
| <b>Policy SS2: Land East of Birch Street</b>            | 14          | 14              | 1       | 9      | 4       |
| BOXTED  | 2           | 2               | 0       | 2      | 0       |
| <b>Policy SS3: Boxted Housing Sites</b>                 | 8           | 8               | 1       | 3      | 4       |
| CHAPPEL   |             |                 |         |        |         |
| <b>Policy SS4: Chappel Housing Sites</b>                | 12          | 17              | 5       | 5      | 7       |
| COPFORD AND COPFORD GREEN                               | 5           | 5               | 0       | 4      | 1       |
| <b>Policy SS5: Copford Housing Sites</b>                | 30          | 39              | 2       | 24     | 13      |
| DEDHAM AND DEDHAM HEATH                                 | 4           | 4               | 0       | 3      | 1       |
| <b>Policy SS6: Dedham Heath Housing Sites</b>           | 64          | 74              | 7       | 53     | 14      |
| EIGHT ASH GREEN   |             |                 |         |        |         |
| <b>Policy SS7: Eight Ash Green</b>                      | 9           | 12              | 2       | 5      | 5       |
| FORDHAM   |             |                 |         |        |         |
| <b>Policy SS8: Fordham</b>                              | 7           | 7               | 2       | 2      | 3       |
| GREAT HORKESLEY   | 5           | 5               | 0       | 4      | 1       |
| <b>Policy SS9: Great Horkesley</b>                      | 40          | 44              | 4       | 30     | 10      |
| GREAT TEY   | 3           | 3               | 0       | 0      | 3       |
| <b>Policy SS10: Great Tey</b>                           | 9           | 11              | 5       | 2      | 4       |
| LANGHAM   | 2           | 2               | 0       | 2      | 0       |
| <b>Policy SS11: Langham</b>                             | 58          | 70              | 5       | 53     | 12      |
| LAYER DE LA HAYE  | 1           | 1               | 0       | 1      | 0       |
| <b>Policy SS12: Layer de la Haye</b>                    | 38          | 42              | 4       | 25     | 13      |
| MARKS TEY   | 1           | 1               | 1       | 0      | 0       |
| <b>Policy SS13: Marks Tey</b>                           | 18          | 20              | 2       | 9      | 9       |

| Section Name   | Respondents | Representations | Support | Object | Comment |
|--|-------------|-----------------|---------|--------|---------|
| ROWHEDGE   | 18          | 18              | 0       | 18     | 0       |
| <b>Policy SS14: Rowhedge</b>                                     | 194         | 204             | 0       | 199    | 5       |
| TIPTREE  | 3           | 15              | 1       | 6      | 8       |
| <b>Policy SS15: Tiptree</b>                                      | 24          | 35              | 2       | 14     | 19      |
| WEST BERGHOLT  |             |                 |         |        |         |
| <b>Policy SS16: West Bergholt</b>                                | 8           | 10              | 0       | 5      | 5       |
| MERSEA ISLAND  | 16          | 16              | 0       | 13     | 3       |
| West Mersea  | 24          | 24              | 0       | 20     | 4       |
| East Mersea  | 2           | 2               | 0       | 2      | 0       |
| <b>Policy SS17a: Mersea Housing and Employment</b>               | 497         | 534             | 4       | 512    | 18      |
| Coast Road   | 5           | 7               | 0       | 7      | 0       |
| <b>Policy SS17b: Coast Road</b>                                  | 23          | 24              | 0       | 16     | 8       |
| Caravan Parks  | 3           | 3               | 0       | 2      | 1       |
| <b>Policy SS17c: Caravan Parks</b>                               | 14          | 15              | 0       | 12     | 3       |
| WIVENHOE   |             |                 |         |        |         |
| <b>Policy SS18: Wivenhoe</b>                                     | 11          | 12              | 4       | 3      | 5       |
| <b>Policy OV1: Development in Other Villages and Countryside</b> | 16          | 19              | 3       | 9      | 7       |
| • Other Villages   | 8           | 8               | 0       | 6      | 2       |
| • Countryside  | 3           | 3               | 0       | 0      | 3       |
| Alternative Options considered                                   | 2           | 2               | 0       | 1      | 1       |
| <b>Chapter 7: Development Management Policies</b>                |             |                 |         |        |         |
| Development Management Policies                                  | 2           | 2               | 0       | 0      | 2       |
| Health and Wellbeing   | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM1: Health and Wellbeing</b>                          | 11          | 12              | 2       | 2      | 8       |
| Alternative Options considered                                   | 1           | 1               | 0       | 0      | 1       |
| Community Facilities   | 2           | 2               | 0       | 1      | 1       |
| <b>Policy DM2: Community Facilities</b>                          | 5           | 5               | 0       | 1      | 4       |
| <b>Policy DM3: New Education Provision</b>                       | 5           | 5               | 2       | 1      | 2       |
| Strategic Sports   | 2           | 2               | 0       | 0      | 2       |
| <b>Policy DM4: Sports Provision</b>                              | 5           | 5               | 0       | 2      | 3       |
| <b>Policy DM5: Tourism, Leisure, Culture and Heritage</b>        | 5           | 5               | 1       | 1      | 3       |
| Economic Development in Rural Areas and the Countryside          | 1           | 1               | 0       | 0      | 1       |

| Section Name   | Respondents | Representations | Support | Object | Comment |
|--|-------------|-----------------|---------|--------|---------|
| <b>Policy DM6: Economic Development in Rural Areas and the Countryside</b> | 3           | 3               | 0       | 0      | 3       |
| Agricultural Development and Diversification                               | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM7: Agricultural Development and Diversification</b>            | 4           | 5               | 2       | 1      | 2       |
| Affordable Housing   | 1           | 1               | 0       | 1      | 0       |
| <b>Policy DM8: Affordable Housing</b>                                      | 9           | 10              | 2       | 6      | 2       |
| <b>Policy DM9: Housing Density</b>   | 3           | 3               | 1       | 0      | 2       |
| <b>Policy DM10: Housing Diversity</b>                                      | 8           | 8               |         | 4      | 3       |
| <b>Policy DM11: Gypsies, Travellers and Travelling Showpeople</b>          | 8           | 8               | 1       | 0      | 7       |
| Housing Standards  | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM12: Housing Standards</b>                                      | 8           | 8               | 0       | 3      | 5       |
| Domestic Development: Residential alterations, extensions and outbuildings | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM13: Domestic Development</b>                                   | 4           | 5               | 0       | 0      | 5       |
| Rural Workers Housing  | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM14: Rural Workers Housing</b>                                  | 1           | 1               | 0       | 0      | 1       |
| • Temporary Rural Workers Dwellings  | 1           | 1               | 0       | 1      | 0       |
| • Design and Amenity   | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM15: Design and Amenity</b>                                     | 3           | 3               | 2       | 0      | 1       |
| Historic Environment   | 1           | 1               | 1       | 0      | 0       |
| <b>Policy DM16: Historic Environment</b>                                   | 10          | 11              | 4       | 5      | 2       |
| Open Space   | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM17: Retention of Open Space and Recreation Facilities</b>      | 14          | 14              | 3       | 4      | 7       |
| <b>Policy DM18: Provision for Public Open Space</b>                        | 7           | 7               | 1       | 2      | 4       |
| <b>Policy DM19: Private Amenity Space</b>                                  | 3           | 3               | 0       | 3      | 0       |

| Section Name  | Respondents | Representations | Support | Object | Comment |
|---|-------------|-----------------|---------|--------|---------|
| Promoting Sustainable Transport and Changing Travel Behaviour                     | 3           | 3               | 0       | 0      | 3       |
| <b>Policy DM20: Promoting Sustainable Transport and Changing Travel Behaviour</b> | 10          | 12              | 4       | 1      | 7       |
| Sustainable Access to Development   | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM21: Sustainable Access to Development</b>                             | 14          | 14              | 1       | 5      | 8       |
| Parking   | 2           | 2               | 0       | 1      | 1       |
| <b>Policy DM22: Parking</b>   | 8           | 8               | 2       | 1      | 5       |
| Flood Risk and Water Management   | 2           | 6               | 1       | 0      | 5       |
| <b>Policy DM23: Flood Risk and Water Management</b>                               | 3           | 4               | 0       | 0      | 4       |
| <b>Policy DM24: Sustainable Urban Drainage Systems</b>                            | 4           | 4               | 1       | 0      | 3       |
| Renewable Energy, Water, Waste and Recycling                                      | 1           | 1               | 0       | 0      | 1       |
| <b>Policy DM25: Renewable Energy, Water, Waste and Recycling</b>                  | 5           | 5               | 1       | 0      | 4       |
| <b>Chapter 8: Delivery Strategy and Implementation</b>                            |             |                 |         |        |         |
| Delivery Strategy and Implementation  | 5           | 6               | 0       | 2      | 4       |
| <b>Chapter 9: Monitoring</b>  |             |                 |         |        |         |
| Monitoring  | 2           | 2               | 0       | 0      | 2       |
| Table 1: Monitoring Targets and Indicators  | 1           | 1               | 0       | 0      | 1       |

**Note:** Only those sections of the Preferred Options Local Plan where representations have been made are included in the table above.

4.13 Petitions have also been received with details of number of signatures as follows;

- East Colchester – 733
- CAUSE– 8,482
- Dedham – 168
- Langham - 267
- Rowhedge – 143

4.14 Appendix 1 contains a summary of representations/key issues on Place Policies and Allocations. Full representations will be analysed when considering responses and amendments required to the Plan. Any proposed changes to the

Preferred Options Local Plan to create the Submission version of the Local Plan will be presented to another meeting of this Committee.

## **5. Proposals**

- 5.1 The Local Plan Committee is asked to review the representations submitted with a view to discussing alterations to the plan at meetings in December and January. It is intended that the Full Submission version of the Draft local plan will be presented to Members at the January meeting.

## **6. Strategic Plan References**

- 6.1 Effective strategic planning supports the Strategic Plan Action Plan which includes a commitment to make Colchester a vibrant, prosperous, thriving and welcoming place.

## **7. Consultation and Publicity**

- 7.1 Consultation was undertaken as detailed above.

## **8. Financial Implications**

- 8.1 N/A.

## **9. Equality, Diversity and Human Rights Implications**

- 9.1 An Equality Impact Assessment has been prepared for the Local Plan and is available to view by clicking on this link:-  
<http://www.colchester.gov.uk/article/4962/Strategic-Policy-and-Regeneration>  
or go to the Colchester Borough Council website [www.colchester.gov.uk](http://www.colchester.gov.uk) and follow the pathway from the homepage: Council and Democracy > Policies, Strategies and Performance > Equality and Diversity > Equality Impact Assessments > Strategic Policy and Regeneration and select Local Development Framework from the Strategic Planning and Research section.
- 9.2 There are no particular Human Rights implications.

## **10. Community Safety, Health and Safety and Risk Management Implications**

- 10.1 None

## **11. Disclaimer**

- 11.1 The information in this report was, as far as is known, correct at the date of publication. Colchester Borough Council cannot accept responsibility for any error or omissions.





## Appendix 1 Representations on Place Policies and Allocations – Key Issues

(Note this summary is of the key issues only to provide an overview in relation to the Place Policies in the referred Options Local Plan. (Full representations will be analysed when considering responses and amendments required to the Plan.)

Note: numbers may vary from the table in the report because representations relating to supporting paragraphs have been included along with representations about related policies.

| LOCATION / PLACE POLICY   | Total Reps                                     | Key Issues raised in Representations  |
|---|--|---|
| Cross Boundary Garden Communities                                     |  |   |
| <b>Policy SP8: East Colchester/West Tendring New Garden Community</b> | 101<br><br>Plus a petition with 733 signatures | <ul style="list-style-type: none"> <li>• Protect Salary Brook area, hillside overlooking Salary Brook Valley. Concern over impact on ecological assets including wildlife. Natural History Society would prefer Salary Brook contained within wider nature reserve rather than country park to protect site's integrity. Inclusion of Churn Wood in GI network welcomed. Sir Bob Russell – open countryside east of Greenstead as far as the eye can see.</li> <li>• Development would be in Tendring but would rely on infrastructure paid for by Colchester residents.</li> <li>• Direct development elsewhere. Alternative proposals include brownfield sites in East Colchester urban area; Weeley new town; and deprived towns like Clacton and Harwich where infrastructure can support development.</li> <li>• A120/133 link road should be constructed and transit link operational before new dwellings occupied. Local roads improved before development. Cycle path improvements; a new part and ride scheme; and dedicated bus lanes needed along with equestrian access.</li> <li>• Development would overload infrastructure, including roads, schools, healthcare and sewage. Traffic congestion already bad, particularly on Clingoe Hill. Facilities already under pressure including local primaries, surgeries and Colne Community School/Colchester secondary schools.</li> </ul> |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY | Total<br>Reps | Key Issues raised in Representations  |
|----------------------------|---------------|---|
|                            |               | <p>. Infrastructure in place before building commences. Commitment from partner organisations needed.</p> <ul style="list-style-type: none"> <li>• Extra burden of traffic through Wivenhoe of commuters using railway station.</li> <li>• Impacts on waste water treatment, flood management.</li> <li>• Loss of top grade agricultural land.</li> <li>• Preferred option needs further work to reassure local residents that it can deliver improved quality of life for both existing and new residents.</li> <li>• Social housing provision needed.</li> <li>• Concerns over proximity with Greenstead and Longridge. Buffer zone needed as proposed for Elmstead Market. Development should be over brow of Salary Brook hill so it is out of sight of existing residents.</li> <li>• Noise from development will affect existing residents.</li> <li>• Objects to development, but if built then 15 pitch Gypsy and Traveller site should be included.</li> <li>• Environment Agency –Support high proportion of green infrastructure for area found in plan. Advise that the outer boundary of new Salary Brook country park should be commensurate with the outer boundary of Flood Zone 2 to avoid development in flood risk areas.</li> <li>• RSPB - Specific protection for protection and enhancement of biodiversity assets required.</li> <li>• Historic England – difficult to comment on impact without knowing boundaries.</li> <li>• ECC – New 2 form entry primary school required in early phases; second new 2 forms of entry later in plan period, plus potential expansion of existing primary to account for additional east Colchester growth. New 4 form secondary school needed for early phases followed by expansion to accommodate 9-12 forms. Full package of</li> </ul> |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY  | Total<br>Reps  | Key Issues raised in Representations   |
|---|--|--|
|   |  | <p>transport measure to be developed through masterplan framework. Strategic link road needed between A120 and A133.</p> <ul style="list-style-type: none"> <li>• University – objects to deletion of land allocated for future campus expansion to the southwest unless alternative allocation made in Colchester or Tendring plan.</li> </ul>  |
| <p><b>Policy SP9: West Colchester/East Braintree New Garden Community</b></p> | <p>259</p> <p>Plus a Petition from CAUSE– 8,482 signatures</p> | <ul style="list-style-type: none"> <li>• Will create urban sprawl of Colchester, destroy rural character.</li> <li>• New residents will be London commuters, but rail is inadequate.</li> <li>• Infrastructure already inadequate – roads, rail, schools, hospital all not able to support high levels of new growth. No new housing until infrastructure built, including roads – A12 tripled, A120 dualled; dedicated bus routes; station properly connected to community; funding for rail capacity increases, school and health facilities provided.</li> <li>• Loss of agricultural land.</li> <li>• Questions about economic viability given lack of established employment generators. Risk of commuter community. Need early investment in employment.</li> <li>• Garden Communities can't be guaranteed to be accepted and in place within timeframe – transport infrastructure delivery will take time.</li> <li>• Make clear that delivery vehicle will be responsible for master planning.</li> <li>• Development is too big.</li> <li>• Increase in pollution, noise and fumes.</li> <li>• Use sites in existing built up areas.</li> <li>• No Infrastructure Delivery Plan or full transport modelling to accompany proposal.</li> <li>• Increased likelihood of flooding.</li> <li>• Any new town should have its own centre and identity.</li> </ul> |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY                              | Total<br>Reps | Key Issues raised in Representations   |
|---|---------------|--|
|   |               | <ul style="list-style-type: none"> <li>• Lack of evidence for town of this size at this time. Housing numbers lack credibility.</li> <li>• North Essex authorities lack experience, expertise and resources to implement Garden Communities.</li> <li>• Environment Agency – supportive of policy. Foul drainage capacity will need to be upgraded.</li> <li>• RSPB – sections on masterplanning should specify that green infrastructure provision should be described. Need to secure management of biodiversity assets.</li> <li>• Historic England – difficult to comment on impact without seeing boundaries of what is proposed.</li> <li>• ECC – New primary required in early phases of development, second primary later in plan period. Some expansion of Honywood School and Thurstable School possible, but new secondary school needed before end of plan period. Full package of transport measure need to be developed through masterplan framework.</li> </ul> |
| CENTRAL COLCHESTER:<br>TOWN CENTRE                      | 7             | <ul style="list-style-type: none"> <li>• Ensure consideration given to flood risk issues reflected in the Surface Water management Plan – discuss with ECC as the LLFA</li> <li>• Differentiate between evening and night time economy</li> <li>• Support continued commitment to the town centre</li> <li>• Concerns about student accommodation</li> <li>• Welcome regeneration but seek to safeguard Sainsbury's in Priory Walk</li> <li>• Support threshold for retail impact assessment, but question requirement for RIA in centre outside of Town Centre</li> <li>• Alternative sliding scale for requirements retail impact assessments suggested for district and local centres</li> </ul>  |
| <b>Policy TC1: Town Centre<br/>Policy and Hierarchy</b> | 20            |  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE POLICY                    | Total Reps | Key Issues raised in Representations   |
|--|------------|--|
|  |            | <ul style="list-style-type: none"> <li>Floorspace requirements outside of town centre are not justified</li> <li>Support the hierarchy with Town centre at the top and the 3 rural district centres. Reserve position in respect of Garden Communities and centre designation. Welcome a change in respect of Urban district centres</li> <li>New Sainsbury's at the Hythe should be a new district centre</li> <li>Support role of the town centre as a cultural hub</li> <li>Reference to Jumbo / Balkerne Gate and its importance and public realm should be included in the Plan and afforded some priority</li> <li></li> </ul>   |
| <b>Policy TC2: Retail Frontages</b>        | 6          | <ul style="list-style-type: none"> <li>Approach supported but justification required</li> <li>Map / key to better reflect Policy reference</li> <li>Support bringing sentiments of Better Town Centre SPD to fore. Mention of safeguarding enhancing key heritage assets should be added eg St Botolph's Priory/ Roman Wall</li> </ul>   |
| <b>Policy TC3: Town Centre Allocations</b> | 17         | <ul style="list-style-type: none"> <li>Plan does not set out justification for meeting the floorspace requirements</li> <li>No sequential test has been carried out to accommodate this floorspace need for retail uses</li> <li>Sequential test should include existing District Centres including Tollgate Village</li> <li>Reference to key heritage assets should be made in these allocation policies</li> <li>Objections to Housing allocation at Britannia Car Park- Loss of car park space and impact on traffic, and use for the school and church</li> <li>University accommodation to be provided closer to the Campus rather than within Town Centre area</li> </ul> |
| <b>NORTH COLCHESTER</b>                    | 9          |  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY  | Total<br>Reps | Key Issues raised in Representations   |
|---|---------------|--|
| <b>Policy NC1: North Colchester and Severalls Strategic Economic Area</b>                         | 20            | Note comments overlap in respect of various elements of Policy NC1 (eg Comments on Housing allocation at the Rugby Club are not just confined only to this element.  |
| <ul style="list-style-type: none"> <li>Zone 1 - Strategic Employment Area</li> </ul>              | 1             | <ul style="list-style-type: none"> <li>Detailed suggestions for reconfiguration of the land within the 3 zones;</li> <li>Inclusion of additional areas of land within the SEA including land to the north and south of the traveller site and land around Cuckoo farm Studios</li> <li>Detailed policy wording amendments proposed regarding uses permitted;</li> <li>Inconsistent approach with other Strategic Economic Areas in particular Stanway;</li> <li>Support additional community facilities in relation to need –reference identified need for a place of Worship in this area which could be accommodated as part of community provision</li> <li>Other uses should be specified in the policy for zone 2</li> <li>Concern about infrastructure capacity including A12 from traffic generated by uses associated with policy</li> </ul> |
| <ul style="list-style-type: none"> <li>Zone 2 - Cuckoo Farm North West</li> </ul>                 | 1             |  |
| <ul style="list-style-type: none"> <li>Zone 3 - Northern Gateway area north of the A12</li> </ul> | 5             |  |
| <ul style="list-style-type: none"> <li>Land at the Rugby Club</li> </ul>                          | 2             | <ul style="list-style-type: none"> <li>No residential provision on this site</li> <li>Loss of open space</li> <li>Loss of sports field and the lack of local facilities for local sport, displacing sports including American Football, Cricket and Rugby League;</li> <li>Rugby Club receiving preferential treatment to other sporting activities / local clubs</li> <li>Sports provision proposed as part of Northern gateway Strategic Proposals is insufficient to meet the growing needs;</li> <li>Number of houses should be increased to 300 allowing for higher density and higher rise development;</li> <li><b>Additional / alternative sites proposed on land including;</b></li> </ul>  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY  | Total<br>Reps | Key Issues raised in Representations   |
|---|---------------|--|
|   |               | <ul style="list-style-type: none"> <li>○ Proposal for extra care retirement village to provide 250 mixed tenure extra care units within Policy Area NC1 (no site definition specified) (in addition to other housing allocated within this policy area)</li> <li>○ Land at Oxley Parker Drive (area of open public open space)</li> <li>○ Land At Axial Way -reinforcemet of current planning position (retention of site for housing)</li> </ul>  |
| <b>Policy NC2: North Station<br/>Special Policy Area</b>                    | 8             | <ul style="list-style-type: none"> <li>• No consideration is given to fluvial or surface water flooding;</li> <li>• The sequential test must be applied for all sources of flooding;</li> <li>• The area encompasses a Critical Drainage Area;</li> <li>• Turner Rise should be incorporated within the boundary of the policy area;</li> <li>• Traffic problems at North Station will get worse as more homes are built;</li> <li>• Direct and rapid transport links to North Station are required from other parts of the town; in particular the East, including the University;</li> <li>• One of the key radial links on the Colchester Orbital is via Castle Park and through High Woods;</li> <li>• A designated bus for the town centre from the station ticket office is required.</li> </ul> |
| <b>Policy NC3: North<br/>Colchester</b>                                     | 27            | <ul style="list-style-type: none"> <li>• Infrastructure capacity</li> <li>• Capacity of B1508</li> <li>• Impact on North Station Junction;</li> <li>• Not able to absorb this as well as Chesterwell development (1600)</li> <li>• Contrary to the M&amp;B NHP</li> <li>• Highways England- objection to any development to the North of Colchester</li> </ul>   |
| <ul style="list-style-type: none"> <li>• Residential Allocations</li> </ul> | 3             |  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY  | Total<br>Reps | Key Issues raised in Representations   |
|---|---------------|--|
|   |               | <ul style="list-style-type: none"> <li>• Support for sites from the site promoters</li> <li>• Alternative sites proposed on land including; <ul style="list-style-type: none"> <li>○ Land at Bakers Lane Land east of Bakers Lane 7.53 ha plus land west of Bakers Lane 1.29 ha (adjacent to ramparts farm.</li> <li>○ Further land at Bakers Lane- 1.95 ha.</li> <li>○ Land at St John's Road (39 ha)</li> </ul> </li> </ul>                              |
| <ul style="list-style-type: none"> <li>• Land At St Botolph's Farm Braiswick</li> </ul>     | 15            | <ul style="list-style-type: none"> <li>• Loss of green space</li> <li>• Detrimental Impact on wildlife</li> <li>• Reduces separation between Colchester and W Bergholt (coalescence)</li> <li>• Access within the 60 mile per hour section of Road</li> <li>• Suggested that Site falls within EH protected land Moat Farm National Monument 1019964</li> <li>• Site unsuitable as subject to subsidence;</li> <li>• Flood risk on part of site</li> </ul> |
| <ul style="list-style-type: none"> <li>• Land north of Achnacone Drive Braiswick</li> </ul> | 31*           | <ul style="list-style-type: none"> <li>• Impact on Amenity of area</li> <li>• Detrimental effect on character of residential area</li> <li>• Safety for users of Achnacone Drive</li> <li>• Road too narrow – not suited to increase or construction traffic</li> <li>• Suggested that Site falls within EH protected land Moat Farm National Monument 1019964</li> </ul>  |
| <ul style="list-style-type: none"> <li>• Land south of Braiswick Golf Club</li> </ul>       | 18*           | <ul style="list-style-type: none"> <li>• Poor access to site</li> <li>• Narrow access – difficult for service vehicles;</li> <li>• Backland development</li> <li>• Detrimental to amenity of existing residents</li> <li>• Over development</li> </ul>   |

\* Total figure includes representations to policy and supporting paragraph.



| LOCATION / PLACE<br>POLICY   | Total<br>Reps | Key Issues raised in Representations   |
|--|---------------|--|
|  |               | <ul style="list-style-type: none"> <li>Loss of trees</li> </ul>  |
| EAST COLCHESTER  |               |  |
| Knowledge Gateway and University Strategic Economic Area                             | 3             | <ul style="list-style-type: none"> <li>Need to make reference to urgent need for additional housing to match the expected growth at the Knowledge Gateway</li> <li>Policy should refer to the many heritage assets on the site including Grade ii* listed Wivenhoe House and the Register Park and Garden</li> <li>Environment Agency suggest reference in the policy to the avoidance of development within the flood plain at Salary Brook</li> <li>Similar allocation should be included in the Tendring Local Plan as largely in TDC area. TDC acknowledge joint working and further discussion regarding boundary</li> <li>TDC also raise concern regarding any additional housing in the east of Colchester over and above that as part of the Garden Community</li> <li>Support for the recognition and importance of University and its contribution to growth and in particular incubator units</li> <li>Remember expansion allocation comes with the expectation for the deallocation of land to the south for university expansion</li> </ul> |
| <b>Policy EC1: Knowledge Gateway and University of Essex Strategic Economic Area</b> | 10            |  |
| <ul style="list-style-type: none"> <li>Zone 1 Knowledge Gateway</li> </ul>           | 1             |  |
| <ul style="list-style-type: none"> <li>Zone 2 University Expansion</li> </ul>        | 1             |  |
| East Colchester/Hythe Special Policy Area  | 4             | <ul style="list-style-type: none"> <li>Need ensure full consideration of flood risk issues in this area with strategic approach between EA / CBC/ AW/ ECC (as the LLFA). EA seek further discussion on Flood risk issues here including ref to DM23 and pragmatic management of flood risk in this area</li> <li>Reference to surcharging of surface sewers to be added to text as this is where infrastructure investment is viatl for future regeneration in this areas</li> <li>Reference to CIL / Contributions to be levied to support water infrastructure</li> <li>Policy should be less prescriptive and more flexible</li> <li>New Sainsbury's store should be designated as a new "centre"</li> </ul>  |
| <b>Policy EC2: East Colchester Hythe Special Policy Area</b>                         | 9             |  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY         | Total<br>Reps | Key Issues raised in Representations  |
|------------------------------------|---------------|---|
|                                    |               | <ul style="list-style-type: none"> <li>• Regeneration needs to consider biodiversity and also reference should be made to heritage assets as well as environmental assets and refer to opportunities to enhance such assets</li> <li>• Policy should also acknowledge suitability for high rise development and formal sports provision</li> <li>• particularly important that development proposals are subject to scrutiny and the application of appropriate design and build principles. We would like these sites to be explicitly referred to in the Local Plan</li> <li>• Suggest plan states a desire to support the establishment of properly constituted local groups committed to driving appropriate development - such as CLTs.</li> <li>• Suggest mention of a desire to help identify assets suitable for community ownership/and or management (with due regard to the effect this might have on affordability/viability).</li> <li>• Hythe Forward would appreciate the opportunity for further dialogue and trust that our submission reflects shared strategic objectives of Colchester Borough Council and Hythe Forward CLT</li> </ul> |
| <b>Policy EC3: East Colchester</b> | 5             | <b>Alternative sites proposed by representations;</b> <ul style="list-style-type: none"> <li>○ * Place Farm 5.5ha allocated as employment as part of Whitehall Industrial Estate</li> <li>○ Middlewick Ranges (Rep includes details including reference for up to 2000 dwellings on 84.69 ha)</li> </ul>  |
| Port Lane                          | 3*            | <ul style="list-style-type: none"> <li>• Concern over capacity especially traffic for accumulative delivery of housing with east Colchester / Hythe area. (In view of this is it right to lose Britannia Car park yet?)</li> <li>• Detailed points regarding pavements / parking / gardens and lighting referenced for planning conditions</li> </ul>   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY  | Total<br>Reps | Key Issues raised in Representations   |
|---|---------------|--|
|   |               | <ul style="list-style-type: none"> <li>Limit to 115 dwellings so not overly crammed in</li> </ul>  |
| East Bay Mill   | 4*            | <ul style="list-style-type: none"> <li>Correct reference to Exception test – DCLG not Environment Agency</li> <li>Support reference theme of riverside walks as part of regeneration encouraged</li> </ul>   |
| Magdalen Street Sites   | 5*            | <ul style="list-style-type: none"> <li>Concern over capacity especially traffic for accumulative delivery of housing with east Colchester / Hythe area. (In view of this is it right to lose Britannia Car park yet?)</li> <li>More Almshouses are needed in area for elderly population</li> <li>Traffic management could include congestion based charge for non-access through traffic Brook St, Magdalen Street and Barrack Street.</li> <li>Proximity to town centre should mean no requirement for car parking spaces</li> </ul> |
| Employment Sites  | 2*            | <ul style="list-style-type: none"> <li>Support proposals</li> <li>Area of extension at Whitehall Industrial Estate includes 5.5ha at Place Farm which is not considered viable for employment and should instead in part contribute to Housing Supply which will help deliver employment on remainder (also listed with alternative site above*)</li> </ul>  |
| <ul style="list-style-type: none"> <li>Local Economic Areas</li> </ul>        | 1             |  |
| <ul style="list-style-type: none"> <li>Whitehall Industrial Estate</li> </ul> | 1             |  |
| WEST COLCHESTER   | 5             | <ul style="list-style-type: none"> <li>Concerns expressed about impact on road infrastructure in particular A12 junction</li> <li>Roads are inadequate and need traffic management</li> <li>Safeguard roman river – protect its history</li> <li>Area incorrectly shown as Public open space (part of MOD land)</li> </ul>   |
| <b>Policy WC1: Stanway Strategic Economic Area</b>                            | 10            | <ul style="list-style-type: none"> <li>Objections to the removal of Urban District Centre (also comment supporting the approach proposed in the PO)</li> <li>Approach inconsistent with that of North Colchester</li> <li>Object to safeguarding for b class uses</li> </ul>   |
| <ul style="list-style-type: none"> <li>Zone 1</li> </ul>                      | 6             |  |
| <ul style="list-style-type: none"> <li>Zone 2</li> </ul>                      | 4             |  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY   | Total<br>Reps | Key Issues raised in Representations  |
|--|---------------|---|
|  |               | <ul style="list-style-type: none"> <li>Alternative configuration part of this site and other land with part of Lakelands</li> <li>Need to consider detailed amenity and place making and adequate infrastructure provision</li> <li>Reallocate the Trafalgar Farm area as Employment- no longer in Agriculture use</li> </ul>   |
| Stanway Area<br>Housing/Other Allocations  | 3             | <b>Alternative sites promoted via representations;</b><br><br>Site Locations: <ul style="list-style-type: none"> <li>Lexden School site and Essex Fire Brigade Workshop site - Lambert Smith Hampton Representations – to include both sites in settlement boundary</li> <li>Land to the South and West of Lakelands- reconfiguration of the Preferred Options allocation for 150 dwellings and employment</li> <li>Additional land at Lakelands (not identified by allocation in the PO)</li> <li>Land north west of 296 London Road 130 dwellings</li> </ul> See also sites suggested under WC4 – alternative options |
| <b>Policy WC2: Stanway</b>   | 9             |   |
| <ul style="list-style-type: none"> <li>Land between Church Lane, Churchfields and Partridge Way</li> </ul> | 28*           | <ul style="list-style-type: none"> <li>Should be retained as open space</li> <li>Status of site in adopted Local Plan- open space</li> <li>Site promoter confirms delivery (Flagship Housing)</li> </ul>  |
| <ul style="list-style-type: none"> <li>Land at Fiveways Fruit Farm</li> </ul>                              | 6             | <ul style="list-style-type: none"> <li>Need for robust transport plan / strategy</li> <li>Safeguard trees in area and open spaces</li> </ul>  |
| <ul style="list-style-type: none"> <li>Land at Chitts Hill</li> </ul>                                      | 4*            | <ul style="list-style-type: none"> <li>Site does not have good access to bus travel;</li> <li>School capacity / infrastructure</li> <li>Question access restrictions and maximum number (promoter)</li> </ul>   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY  | Total<br>Reps | Key Issues raised in Representations   |
|---|---------------|--|
| <ul style="list-style-type: none"> <li>Land to the West of Lakelands</li> </ul> | 4*            | <ul style="list-style-type: none"> <li>Public rights of way</li> <li>Open space</li> <li>Alternative configuration part of this site and other land with part of Lakelands</li> </ul>  |
| Colchester Zoo  | 3             | <ul style="list-style-type: none"> <li>Support for Masterplan approach</li> <li>Essential to consider junction improvements and transport and access strategy for the zoo and in the wider context.</li> <li>Support reference to Mineral safeguarding and associated requirements</li> <li>Details comments regarding policy wording on public rights of way and protection / enhancement biodiversity / environmental assets.</li> <li>Support in principle to approach</li> <li>Policy should include reference to Surface water management and SuDs</li> </ul> |
| <b>Policy WC3: Colchester Zoo</b>   | 7             |  |
| <b>Policy WC4: West Colchester</b>  | 8             | General comments from ECC on WC4 – total development 308 dwellings: further expansion of primary provision would be required; plans for secondary schools in area would allow the provision of additional secondary places to serve this area.   |
| <ul style="list-style-type: none"> <li>Land at Gosbecks Phase 2</li> </ul>      | 2*            | <ul style="list-style-type: none"> <li>Historic England welcome policy wording in respect of scheduled monument and archaeological potential.</li> <li>Not acceptable location so close to a historic site. It would create an even higher throughput of traffic for cyclists and horse riders to have to deal with when exercising in the area. Crossing Maldon Road as it is horrible.</li> <li>it should be made clear improved public transport services and infrastructure would be required</li> </ul>   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY  | Total<br>Reps | Key Issues raised in Representations  |
|---|---------------|---|
|   |               | <ul style="list-style-type: none"> <li>Support from the site promoter with some suggested amendments to policy wording / requirements including to read approximately 150 dwellings and other details which will be considered by the planning application process;</li> </ul>  |
| <ul style="list-style-type: none"> <li>South of Berechurch Hall Road</li> </ul> | 2             | <ul style="list-style-type: none"> <li>ECC – no public transport services along Berechurch Hall Road.</li> <li>ECC – the paragraph (6.87) refers to access onto Berechurch Road. Suggest this should be Berechurch Hall Road.</li> </ul> <p>Promoter of 2 of the 3 land parcels supports allocation and has begun discussions with land owners of remaining land parcel.</p>  |
| <ul style="list-style-type: none"> <li>Land at Irvine Road</li> </ul>           | 9*            | <ul style="list-style-type: none"> <li>RSPB – support policy regarding Ecological Management Plan. Recommend provisions made to secure long term ecological management of the site;</li> <li>ECC – require clarification on access arrangements if there is no public access to this land (para 6.88);</li> <li>Comment regarding ensuring Norman Way remains as a bridleway;</li> <li>IRARA wish Orchard protected and managed and object to allocation. If policy WC4 is retained measures are needed to guarantee security of remaining Orchard land – ownership of remaining land transferred to a body with the Orchard's wildlife at its heart.</li> <li>Colchester Civic Society – object as one of a tiny handful of old orchards left in the country. It should be managed properly as a community asset.</li> <li>If this is promoted so should sit at Highfield Drive be?</li> <li>Support on behalf of the site promoter</li> </ul> |
| Alternative Option  | 2             | <b>Alternative sites proposed on sites including;</b>   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE POLICY                                 | Total Reps | Key Issues raised in Representations   |
|---|------------|--|
|   |            | <ul style="list-style-type: none"> <li>○ Land North of St Albans Road x</li> <li>○ Land at Highfield Drive x</li> </ul>  |
| GARDEN COMMUNITIES                                      | 6          | Comments relating to the Garden Community proposals refer to issues above under SP8 and SP9  |
| SUSTAINABLE SETTLEMENTS                                 |            | Note generic comment from Essex County Council on School Places (not repated in each settlement but potentially relevant to all: <a href="#">ECC have said in many cases the Primary School places can be accommodated either in existing school places or in expanded schools, they have also stated that there might be an impact from the accumulation of new school places needed if new houses are also built in adjacent villages. Also, in most cases they have said there will be implications on Secondary School places with development. These will need to be addressed by appropriate contributions / expansion as required at the tme.</a> |
| ABBERTON AND LANGENHOE                                  | 1          | General Comments <ul style="list-style-type: none"> <li>• Do not need additional housing;</li> <li>• Not a sustainable settlement;</li> <li>• Speeding traffic through village, inadequate footways;</li> <li>• School would need expansion;</li> <li>• School parking issues;</li> <li>• Need for starter homes in the village;</li> <li>• Sites will require screening under HRA due to proximity to Abberton Reservoir SPA/Ramsar site;</li> <li>• Visibility issues at Peldon Road/Layer Road junction identified by ECC.</li> </ul>   |
| <b>Policy SS1: Abberton and Langenhoe Housing Sites</b> | 44         | Peldon Road site <ul style="list-style-type: none"> <li>• Development would disconnect listed building from rural context (Pete Tye House);</li> <li>• Peldon Road rural character, ditched hedges;</li> </ul>   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY                   | Total<br>Reps | Key Issues raised in Representations  |
|--|---------------|---|
|  |               | <ul style="list-style-type: none"> <li>Revised proposal received from promoter for up to 50 homes on just on west side of Peldon Road with potential for village car park or financial contribution.</li> </ul> <p>Ashpark House site</p> <ul style="list-style-type: none"> <li>Access along privately owned drive;</li> <li>Impact on many native species including nightingales;</li> <li>Rear gardens in Peldon Road flood;</li> <li>Representation received from promoter to enlarge site to 10 dwellings</li> </ul>   |
| BIRCH  | 2             | <ul style="list-style-type: none"> <li>Lack of infrastructure eg no medical facilities or shops;</li> <li>High levels of traffic already on road;</li> <li>Parking issues at school;</li> <li>Consideration needs to be given to neighbouring Listed Buildings;</li> <li>Need a range of affordable properties;</li> <li>Early years and Primary School could accommodate growth;</li> <li>Site will require screening under HRA due to proximity to Abberton Reservoir SPA/Ramsar site;</li> <li>Additional information provided by promotor for two development options.</li> </ul> <p><b>Alternative site promoted via representation</b></p> <ul style="list-style-type: none"> <li>Land at Birch Business Park, Maldon Road, Birch.</li> </ul> |
| <b>Policy SS2: Land East of Birch Street</b> | 14            |   |
| BOXTED                                       | 2             | <ul style="list-style-type: none"> <li>Lack of infrastructure at Hill Farm site;</li> <li>Support for continued small scale employment use on Hill Farm Site;</li> <li>Lack of consultation on Neighbourhood Plan;</li> <li>No early years or Primary School capacity issues;</li> <li>Development should consider impact on Listed Building.</li> </ul>  |
| <b>Policy SS3: Boxted Housing Sites</b>      | 8             |   |

\* Total figure includes representations to policy and supporting paragraph.



| LOCATION / PLACE<br>POLICY                   | Total<br>Reps | Key Issues raised in Representations   |
|--|---------------|--|
| CHAPPEL                                      |               |  |
| <b>Policy SS4: Chappel<br/>Housing Sites</b> | 17            | <ul style="list-style-type: none"> <li>• Parking issues at Swan Grove;</li> <li>• Too many houses for the site/capacity of the village infrastructure;</li> <li>• Support for proposal from Parish Council – some comments on Policy wording.</li> </ul> <p><b>Alternative sites promoted via representations</b></p> <ul style="list-style-type: none"> <li>• Vernon's Road: 21 dwellings</li> <li>• Spring Gardens: 21 dwellings</li> </ul> <p>Land to west of Bures Road with recreation provision off Colchester Road (north): 50 dwellings</p>  |
| COPFORD AND<br>COPFORD GREEN                 | 5             | <p>Hall Road</p> <ul style="list-style-type: none"> <li>• Housing numbers too large/disproportionate level of growth;</li> <li>• Alternative brownfield sites in Copford should be delivered first;</li> <li>• No capacity at Copford Primary School;</li> <li>• No mention of affordable housing, density and mix important;</li> <li>• Lack of adequate infrastructure;</li> <li>• Environmental impacts on Roman River Valley;</li> <li>• Loss of agricultural land;</li> <li>• High traffic volumes</li> </ul> <p><b>Alternative sites promoted via representations</b></p> <ul style="list-style-type: none"> <li>• London Road Marks Tey (Car Boot Sale Site): 60-70 dwellings; site previously assessed in SLAA;</li> </ul> <p>Renzlands &amp; Telephone exchange: site suggested – not by land owner; no information provided.</p> |
| <b>Policy SS5: Copford<br/>Housing Sites</b> | 39            |  |
| DEDHAM AND DEDHAM<br>HEATH                   | 4             | Corner of The Heath and Long Road West   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY                    | Total<br>Reps                                 | Key Issues raised in Representations   |
|---|---|--|
| <b>Policy SS6: Dedham Heath Housing Sites</b> | 74<br><br>Plus a petition with 168 signatures | <ul style="list-style-type: none"> <li>• Impact on AONB;</li> <li>• Traffic congestion/safety;</li> <li>• Sewage/surface water drainage issues;</li> <li>• Impact on Listed Building;</li> <li>• Covenant preventing development on the land.</li> </ul> <p>North of Long Road East</p> <ul style="list-style-type: none"> <li>• Impact on AONB and prominence of the site when viewed from the north within the AONB;</li> <li>• Traffic congestion/safety;</li> <li>• Sewage/surface water drainage issues;</li> <li>• Impact on Listed Building (Old Church House);</li> <li>• Layouts submitted by site promoter.</li> </ul> <p>South of Long Road East</p> <ul style="list-style-type: none"> <li>• Impact on AONB;</li> <li>• Traffic congestion/safety;</li> <li>• Sewage/surface water drainage issues;</li> <li>• Support from site promoter but no new information submitted.</li> </ul> <p><b>Alternative sites promoted via representations:</b></p> <ul style="list-style-type: none"> <li>• North of Long Road East: approx. 5 dwellings</li> <li>• Back land development using Sun Downe for access: 17 dwellings; site previously assessed.</li> </ul> |
| <b>Policy SS7: Eight Ash Green</b>            | 12  | <ul style="list-style-type: none"> <li>• Housing numbers shouldn't be minimum;</li> <li>• Impact on A12 Junction 26;</li> <li>• Impact on Listed Building setting;</li> </ul>  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY         | Total<br>Reps | Key Issues raised in Representations   |
|------------------------------------|---------------|--|
|                                    |               | <ul style="list-style-type: none"> <li>School capacity issues – ECC consider primary school could potentially expand;</li> <li>Surface water flooding risk;</li> <li>Development should be split between Fiddlers Farm site and land north of Halstead Road.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>Halstead Road East: 61 dwellings; site assessed previously in SLAA (RNW09);</li> <li>Halstead Road: 30 or care home; site assessed previously in SLAA (STN20);</li> <li>Brick &amp; Tile PH site, Halstead Road: 8 dwellings</li> <li>Halstead Road adjacent Choats Hill SB: approx. 25 dwellings</li> </ul> |
| FORDHAM                            |               | <ul style="list-style-type: none"> <li>Fordham PC support proposed number of dwellings;</li> <li>Primary School can accommodate growth, Early Years has current capacity;</li> <li>Proposed location should be nearer village;</li> <li>Increased risk of accident and noise;</li> <li>Further information provided by site promoter with regard to highway access.</li> </ul>   |
| <b>Policy SS8: Fordham</b>         | 7             |  |
| GREAT HORKESLEY                    | 5             | <p>Great Horkesley Manor site</p> <ul style="list-style-type: none"> <li>Housing not needed, Gt Horkesley should remain a village;</li> <li>Congestion in village and around North Station will get worse;</li> <li>Pressure on infrastructure;</li> <li>No local shops and amenities;</li> <li>Children would have to cross busy road;</li> </ul>   |
| <b>Policy SS9: Great Horkesley</b> | 44            |  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY    | Total<br>Reps | Key Issues raised in Representations   |
|-------------------------------|---------------|--|
|                               |               | <ul style="list-style-type: none"> <li>• No safe pedestrian route along A134, pavements narrow and speeding traffic;</li> <li>• Access to Myland should be improved;</li> <li>• Loss of agricultural land;</li> <li>• Lack of development for employment;</li> <li>• Parish Council support both sites;</li> <li>• Query over need to expand village hall;</li> <li>• Additional information provided by site promoter regarding omitted land.</li> </ul>  |
| GREAT TEY                     | 3             | <ul style="list-style-type: none"> <li>• Primary school capacity and growth can be accommodated;</li> <li>• Parish Council support proposal but consideration to investigate traffic calming measures including footway;</li> <li>• Opportunities should be explored to upgrade PROW to bridleway;</li> <li>• Concern regarding development on a very narrow country road;</li> <li>• Road has existing parking issues;</li> <li>• Access issues into site, safe access/exit;</li> <li>• Question ability to provide safe footway;</li> <li>• Support from site promoter.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>• Land between Greenfield Drive and Newbarn Road: 40 dwellings plus 1ha public open space adjacent to existing sports pitches.</li> </ul> |
| <b>Policy SS10: Great Tey</b> | 11            |  |
| LANGHAM                       | 2             | <p>General comments – all sites:</p> <ul style="list-style-type: none"> <li>• Total number of houses too high and not proportionate, should not be higher than 85 dwellings;</li> <li>• Will become suburb of Colchester;</li> </ul>   |
| <b>Policy SS11: Langham</b>   | 70            |  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY | Total<br>Reps                       | Key Issues raised in Representations  |
|----------------------------|-------------------------------------|---|
|                            | Plus a petition with 267 signatures | <ul style="list-style-type: none"> <li>• Inadequate infrastructure and facilities;</li> <li>• Traffic on School Road – accident risk for school children;</li> <li>• Inadequate public transport;</li> <li>• Development could have an impact on substandard A12 junction (Highways England);</li> <li>• Development would impact on AONB - landscape assessment required for sites near AONB;</li> <li>• Land use conflict – industry/school/housing;</li> <li>• Lack of evidence during consultation;</li> <li>• Loss of Grade 2 agricultural land currently actively farmed.</li> </ul> <p>Wick Road</p> <ul style="list-style-type: none"> <li>• Potential impact on Listed Building;</li> <li>• Supported by Parish Council for frontage development.</li> </ul> <p>School Road</p> <ul style="list-style-type: none"> <li>• Parish Council support frontage development of site to right of Powerplus but consider site selected hadn't received proper identification earlier as a potential site. Object to estate development, total number due to impact on School Road, effect on village character;</li> <li>• Development would affect historic character of Bosted Airfield;</li> <li>• Upgrades to School Road needed;</li> <li>• Inadequate drainage;</li> <li>• Move industry away;</li> <li>• Availability confirmed of Powerplus.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>• Langham Cottage, 9 High Street: 1 to 4 dwellings;</li> <li>• Lodge Lane: commercial 1.76ha existing; 1 ha potential new;</li> </ul> |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY           | Total<br>Reps | Key Issues raised in Representations  |
|--------------------------------------|---------------|---|
|                                      |               | <ul style="list-style-type: none"> <li>• Extension to Powerplus site: commercial 1.06ha extension;</li> <li>• Land at Perry Grove: 5 dwellings; previously assessed in SLAA (RNE06).</li> </ul>   |
| LAYER DE LA HAYE                     | 1             | <ul style="list-style-type: none"> <li>• Comments range from 50 houses too much to support for 50 houses (no more);</li> <li>• Opposition to proposed site access;</li> <li>• Existing infrastructure and facilities inadequate;</li> <li>• Primary school could accommodate growth;</li> <li>• Screening site under HRA required;</li> <li>• Site promoter request amend polity to read approx. 50 dwellings;</li> <li>• Site promoter provided additional information including illustrative pla and delivery statement;</li> <li>• Challenge raised over the proposed removal of Malting Green settlement boundary.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>• Malting Green: 10 dwellings; previously assessed (RSE09)</li> </ul> |
| <b>Policy SS12: Layer de la Haye</b> | 42            |   |
| MARKS TEY                            | 1             | <ul style="list-style-type: none"> <li>• Marks Tey Parish Council - SS13 should be unchanged until further clarity of wider strategic implications are clear. Investigation should be undertaken to explore innovative ways by which evolving Neighbourhood Plan can link into wider strategy to form a Neighbourhood Plan 'plus'.</li> <li>• Environment Agency – expansion of Copford facility needed.</li> <li>• Highways England – Development here would have severe impact on the Strategic Road Network. Proposals to widen both A120 and A12 may affect the site.</li> </ul>  |
| <b>Policy SS13: Marks Tey</b>        | 20            |   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY   | Total<br>Reps | Key Issues raised in Representations  |
|------------------------------|---------------|---|
|                              |               | <ul style="list-style-type: none"> <li>• Historic England – significant number of grade II listed buildings in Marks Tey which need consideration in determination of growth proposals.</li> <li>• Natural England – need to have regard to Marks Tey Brickpit SSSI and findings of Habitat Regulations Assessment to be carried out.</li> <li>• Proposals for small sites in Marks Tey area put forward by landowners/developers.</li> <li>• Objections to Garden Community proposals for area.</li> </ul>   |
| ROWHEDGE                     | 18            | Battleswick Farm  |
| <b>Policy SS14: Rowhedge</b> | 204           | <ul style="list-style-type: none"> <li>• Loss of greenfield/agricultural land;</li> <li>• Impact on doctors surgery;</li> <li>• Impact on Primary School – school cannot expand;</li> <li>• Cumulative impact on infrastructure and facilities with other new developments;</li> <li>• Flooding issues;</li> <li>• Loss of hedgerows;</li> <li>• Coalescence with Old Heath;</li> <li>• Overlooking on to existing properties;</li> <li>• No further information submitted by site promoter.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>• Rowhedge Business Centre: 60 dwellings</li> </ul> |
| TIPTREE                      | 15            | Neighbourhood Plan will define Settlement Boundary and allocate specific sites. Comments on direction of growth:  |
| <b>Policy SS15: Tiptree</b>  | 35            | <ul style="list-style-type: none"> <li>• Housing numbers;</li> <li>• Cross boundary issues;</li> </ul>  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY        | Total<br>Reps | Key Issues raised in Representations  |
|-----------------------------------|---------------|---|
|                                   |               | <ul style="list-style-type: none"> <li>• Longstanding access problems to A12;</li> <li>• School capacity – surplus capacity exists but there will be additional required, including Secondary expansion and new Early Years facility needed;</li> <li>• Flood risk;</li> <li>• Map changes/corrections needed;</li> <li>• Additional information provided by site promoters – additional highway information to support site TIP09 and additional information to support sites TIP03, TIP10 and TIP11.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>• Rhubarb Hall, Grove Road: approx. 10 dwellings (previously assessed TIP11);</li> <li>• Brook Meadow, Tiptree: 100 dwellings (previously assessed (TIP03);</li> <li>• Bull Lane: 74 dwellings (previously assessed TIP10);</li> <li>• Land off B1022 Maypole Road: no number dwellings specified;</li> <li>• Extra Care Home, Factory Hill: 80 units;</li> <li>• Grove Road Tiptree: 75-80 dwellings &amp; 25/30 affordable;</li> <li>• Wood Lane: no number dwellings specified.</li> </ul> |
| WEST BERGHOLT                     |               | Neighbourhood Plan will define Settlement Boundary and allocate specific sites. Comments on direction of growth:  |
| <b>Policy SS16: West Bergholt</b> | 10            | <ul style="list-style-type: none"> <li>• Developer contributions would be required to expand early years facilities;</li> <li>• School could accommodate level of growth;</li> <li>• Neighbourhood Plan should include SuDs requirements;</li> <li>• Parish Council request policy read 100 dwellings and suggest that 20 dwellings will be provided in settlement boundary;</li> <li>• Parish Council request other areas to be identified as Local Economic Areas;</li> </ul>   |

\* Total figure includes representations to policy and supporting paragraph.



| LOCATION / PLACE<br>POLICY                         | Total<br>Reps                                  | Key Issues raised in Representations  |
|--|--|---|
|  |  | <ul style="list-style-type: none"> <li>Parish Council would like to see area of West Bergholt to be designated as Special Character Area, and area south of village to be designated as Special Landscape;</li> <li>Limiting development to 120 homes may prevent Parish from delivering wider benefits – should be at least 150 homes as per Eight Ash Green;</li> <li>Policy aimed at preventing coalescence is welcomed – concern over development in Braiswick;</li> <li>Promoter of alternative site disagrees with broad areas of growth – disregards other suitable sites;</li> <li>Question designation of Pattens Yard given unsustainable location;</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>Colchester Road (WBG03 &amp; WBG04): sites previously assessed – objection on broad areas of growth and further information provided;</li> <li>Cooks Hall Lane: 3 dwellings;</li> <li>Land behind the White Hart PH, Nayland Road: approx. 6 dwellings.</li> </ul> |
| MERSEA ISLAND                                      | 16   | <p>General Comments – development on Mersea Island</p> <ul style="list-style-type: none"> <li>Housing numbers too high for Mersea Island;</li> <li>Need to check population figures for Mersea – caravan parks are being used year round as permanent residences;</li> <li>Primary School and Early Years facilities would need expansion;</li> <li>Inadequate infrastructure and facilities to cope with further developments – problems compounded in summer due to influx of tourists;</li> </ul> <p>Only one road off the island, regular flooding and poses evacuation risk in event of an accident at Bradwell Nuclear Power Station</p> <p>Dawes Lane</p>  |
| East Mersea  | 2  |   |
| West Mersea  | 24   |   |
| <b>Policy SS17a: Mersea Housing and Employment</b> | 534<br><br>Plus a petition with 143 signatures |   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY         | Total<br>Reps | Key Issues raised in Representations  |
|------------------------------------|---------------|---|
|                                    |               | <ul style="list-style-type: none"> <li>Flood risk – significant part of the site is subject to surface water flooding;</li> <li>Inadequate access.</li> </ul> <p>Brierley Paddocks, East Road</p> <ul style="list-style-type: none"> <li>Private access – access to site questioned;</li> <li>Impact on Listed Building (Brierley Hall);</li> <li>Additional information provided by site promoter to support site.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>East Road: 48 dwellings (site previously assessed MER24).</li> </ul>                               |
| Coast Road                         | 7             | <ul style="list-style-type: none"> <li>Environment Agency support the presumption against residential development;</li> <li>Projects within Coast Road should be screened under the Habitat Regulations;</li> <li>Proposed new housing in Mersea will generate additional traffic in this area;</li> <li>Mersea Waterfront should be strengthened further to avoid change of use to residential;</li> <li>The environmental impact of motorised leisure equipment needs to be looked into as it could cause damage by dredging up the seabed and wave impact on The Strood Road;</li> <li>Object to new housing in Mersea.</li> </ul> |
| <b>Policy SS17b: Coast Road</b>    | 24            |   |
| Caravan Parks                      | 3             | <ul style="list-style-type: none"> <li>Caravan parks add to the pressure of the infrastructure without contributing financially;</li> <li>Caravan parks should build a stronger rapport with the island;</li> <li>Reference should be made to flood warning and evacuation arrangements;</li> </ul>   |
| <b>Policy SS17c: Caravan Parks</b> | 15            |   |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY   | Total<br>Reps | Key Issues raised in Representations   |
|--|---------------|--|
|  |               | <ul style="list-style-type: none"> <li>• Many caravans are the main home of the occupiers;</li> <li>• Direct and indirect impacts to designated nature conservation sites need to be assessed;</li> <li>• Congestion will increase, particularly during the summer;</li> <li>• Sustainable travel to caravan sites is very unlikely as no buses pass most of the sites and there is no room to build bikes lanes.</li> </ul>   |
| WIVENHOE   |               | <ul style="list-style-type: none"> <li>• Promoters of two of the allocated sites support allocations;</li> <li>• Clarification sought regarding the neighbourhood plan's requirement of a cemetery at Elmstead Road;</li> <li>• Environment Agency request involvement in the neighbourhood plan owing to flood risk issues;</li> <li>• Heritage assets must be considered;</li> <li>• Direct &amp; indirect impacts to nature conservation sites need to be assessed;</li> <li>• Green infrastructure provision is essential;</li> <li>• Likely that one of the schools would need to be expanded by half a form and existing early years facilities would either need to be expanded or a new facility developed;</li> <li>• The hospital is unfit for purpose, the GP surgery is stretched &amp; the dentist is closed to NHS patients;</li> <li>• Local infrastructure cannot cope with this number of homes.</li> </ul> |
| <b>Policy SS18: Wivenhoe</b>                                       | 12            |  |
| <b>Policy OV1: Development in Other Villages and Countryside</b>   | 19            |  |
| <ul style="list-style-type: none"> <li>• Other Villages</li> </ul> | 8             | <ul style="list-style-type: none"> <li>• The policy should be reworded so as not to arbitrarily restrict suitable development from coming forward on the edge of settlements;</li> <li>• Historic England welcome the commitment to high quality design;</li> <li>• A criteria regarding SuDS should be added;</li> <li>• Policy appears to support infill developments, which could lead to coalescence between villages;</li> </ul>  |

\* Total figure includes representations to policy and supporting paragraph.

| LOCATION / PLACE<br>POLICY | Total<br>Reps | Key Issues raised in Representations   |
|----------------------------|---------------|--|
|                            |               | <ul style="list-style-type: none"> <li>Any development of small villages should be restricted to an absolute minimum.</li> </ul> <p><b>Alternative sites promoted via representation:</b></p> <ul style="list-style-type: none"> <li>Nursery Site, Smyths Green, Layer Marney: approx. 12 dwellings;</li> <li>Grassreasons Poultry Farm, Newbridge Road, Layer Marney: approx. 6 dwellings;</li> <li>St Ives Road, Peldon: approx. 43 dwellings;</li> <li>Land adjacent Kingsland Villa, Abberton Road, Fingringhoe: 3 dwellings;</li> <li>Land adjacent Forge Cottage, Fingringhoe: approx. 15 dwellings;</li> <li>Picketts Farm, Church Road, Fingringhoe: 10-80 dwellings (6.97ha);</li> <li>Maldon Road, Great Wigborough: CUFC Football Training Academy 17.11ha (linked to Florence Park site, Tiptree);</li> <li>Little Baddocks Farm, Easthorpe Road, Easthorpe: 102 dwellings;</li> <li>Land south of Easthorpe Road, Easthorpe: 165 dwellings;</li> <li>Red House, Messing: approx. 3-9 dwellings;</li> <li>Birch Business Centre, Maldon Road;</li> <li>White Lodge Road, Layer Marney (Local Employment Area expansion).</li> <li>Development should be considered for Little Tey;</li> <li>The sustainability of the other villages is being reduced by the draft policy;</li> <li>There is little opportunity for development to come forward within settlement boundaries;</li> <li>Peldon should be listed as a sustainable village;</li> <li>The settlement boundary for Layer Marney should be expanded to include two brownfield sites;</li> <li>Small scale development should be possible in the future.</li> </ul> |

\* Total figure includes representations to policy and supporting paragraph.

| <b>LOCATION / PLACE<br/>POLICY</b> | <b>Total<br/>Reps</b> | <b>Key Issues raised in Representations</b>   |
|------------------------------------|-----------------------|---|
| Countryside                        | 3                     | <ul style="list-style-type: none"> <li>• The housing needs survey for Layer Marney found that 73% of respondents support a small scale open market housing development;</li> <li>• The interpretation of settlement boundaries needs further thought;</li> <li>• It would be reasonable to treat small gaps between houses in small hamlets as infill.</li> <li>• Village identities should not be eroded by removal of settlement boundaries.</li> <li>• The settlement boundary of Peldon should not be removed.</li> </ul> |
| Alternative options considered     | 2                     |   |

\* Total figure includes representations to policy and supporting paragraph.



### Local Plan Consultation Communications

In addition to several press releases and coverage in local and regional press, the Communications Team ran a social media campaign across Twitter and Facebook platforms to encourage residents and businesses to feedback into the Local Plan Consultation.

A series of scheduled messages ran through the duration of the consultation, which encouraged people to get involved and 'have their say' on the plans on the online electronic consultation. The designated hashtag for the campaign was #Colchesterlocalplan. They also promoted the series of consultation events, which took place in local areas across the Borough.

The Colchester Borough Council official twitter feed @yourcolchester has 9.4k followers and Facebook account 'Enjoy Colchester' has 2.6k 'likes'. The regular message updates were very well received and generated significant positive feedback. They were, in turn, promoted by local stakeholders, interest groups, businesses, Councillors and the local media. They tallied 47 retweets and 11 likes on Twitter and a reach of at least 2165 on Facebook.

Two digital e-shots were also sent out to selected members of the Council Subscriber database to encourage people to get involved in the consultation. The mail outs were seen by 7259 subscribers and had a high click through average of 32%.

A designed web banner advertising the consultation on the main [www.colchester.gov.uk](http://www.colchester.gov.uk) homepage, which remained in, is prominent position throughout the entire consultation and linked through to the consultation homepage.





7 November 2016

|                |   |        |             |
|----------------|---|--------|-------------|
| Report of      | Head of Commercial Services                             | Author | Laura Chase |
|                |   |        | ☎ 282473    |
| Title          | Adoption of the Myland and Braiswick Neighbourhood Plan |        |             |
| Wards affected | Mile End and Highwoods Wards                            |        |             |

**The Local Plan Committee is asked to recommend that Full Council adopts the Myland and Braiswick Neighbourhood Plan**

## 1. Decision(s) Required

- 1.1 To recommend to Full Council that it makes (adopts) the Myland and Braiswick Neighbourhood Plan (attached as Appendix A), following its approval at examination and referendum. Once adopted, the Myland and Braiswick Neighbourhood Plan will become part of Colchester Borough Council's Local Development Plan.

## 2. Reasons for Decision(s)

- 2.1 To ensure the Council's planning policies provide a robust basis for decisions on future planning applications in the Borough.

## 3. Alternative Options

- 3.1 The alternative would be to recommend to Full Council that it does not adopt the Neighbourhood Plan. This alternative, however, would be contrary to the positive approach to Neighbourhood Plans found in the National Planning Policy Framework (Paras 184-185).

## 4. Supporting Information

- 4.1 On 28 January 2013, Colchester Borough Council designated the Myland and Braiswick Neighbourhood Plan Area for the purpose of preparing a Neighbourhood Plan (in accordance with Part Two of the Town and Country Planning (England), Neighbourhood Planning (General) regulations 2012). The plan area includes the whole of Myland Parish, an additional area of Braiswick and a small area which is now within Highwoods Ward (following the recent Boundary Review).
- 4.2 The Neighbourhood Plan Working Group comprising Myland Community Council councillors, Braiswick Residents Association representatives and resident representatives carried out development and consultation on the Neighbourhood

Plan. This work included a household survey completed in early 2014 which received almost 800 responses and informed the following aspects of the plan;

- Housing should be of quality design and meet all needs.
- Education should cater for all needs in step with growth.
- Employment should be supported at a local level.
- Environment should be protected and enhanced where possible.
- Social amenity should meet the community's needs.
- Sport and leisure should be available as key to health and well-being.
- Roads and transport options should be available and effective.

4.3 Further consultation included pre-submission draft consultation in May/June 2015 and final plan consultation in January/February 2016. There were 14 responses to the final consultation, the majority of which were supportive of the Plan.

4.4 Colchester Borough Council appointed an independent examiner, Dr. Angus Kennedy, to examine the Plan. The Inspector concluded that subject to minor amendments the plan satisfied all the Basic Conditions i.e. it promoted sustainable development; was in general conformity with national planning policy and guidance and with strategic policies in Colchester's adopted Local Plan; and complied with EU Regulations. The Inspector also recommended that the draft plan could proceed to Referendum.

4.5 The Referendum on the Myland and Braiswick Neighbourhood Plan was held on 15 September 2016 with the following results: 1,070 in favour of the plan and 154 against, or 87.4% in favour.

4.6 Information gathered by Planning magazine indicates that 199 Neighbourhood Plans had been adopted nationwide as of September 2016. The adoption of the Myland/Braiswick and Boxted Neighbourhood will add to this total and make Colchester the first Essex authority to adopt Neighbourhood Plans.

## **5. Proposals**

5.1 It is proposed that the Myland and Braiswick Neighbourhood Plan is made (adopted) to form part of the Council's Adopted Local Plan in accordance with Section 19 of the Town and Country Planning (England), Neighbourhood Planning (General) regulations 2012).

## **6. Strategic Plan References**

6.1 The Strategic Plan Action Plan includes a commitment to regenerating the Borough through buildings, employment, leisure and infrastructure. There are also commitments to attract investment and provide more affordable homes. The

Myland and Braiswick Neighbourhood Plan will contribute towards achieving these objectives.

## **7. Consultation**

- 7.1 The preparation of the Myland and Braiswick Neighbourhood Plan was underpinned by extensive public consultation. The consultation process was documented in a Consultation Statement submitted along with the Neighbourhood Plan document as part of the examination process. On adoption, the document will be made available on the Colchester Borough Council and Myland Community Council websites, and stakeholders will be notified, in accordance with Section 20 of the Neighbourhood Planning Regulations Town and Country Planning (Local Planning) (England) Regulations 2012

## **8. Publicity Considerations**

- 8.1 Both Myland Community Council and Colchester Borough Council have publicised the Neighbourhood Plan on their respective websites. News of the adoption of the Neighbourhood Plan will also be publicised.

## **9. Financial Implications**

- 9.1 Colchester Borough Council is financially responsible for organising the examination and referendum for Neighbourhood Plans in their areas. The Council however, can reclaim £20,000 from DCLG for all Neighbourhood Plans once a date is set for a referendum following a successful examination. These payments have been made by Central Government to Local Authorities to reflect the additional financial burdens associated with supporting Parish Councils or Neighbourhood Plan Forums prepare Neighbourhood Plans. The Government has recently announced that only the first 5 Neighbourhood Plans Area Designations in any LPA area will receive a grant £5000. This has financial implications for planning authorities like Colchester where more than 5 Neighbourhood Plans are being progressed.

## **10. Equality, Diversity and Human Rights implications**

- 10.1 An Equality Impact Assessment has been prepared for the Local Development Framework and is available to view on the Colchester Borough Council website by following this pathway from the homepage: Council and Democracy > Policies, Strategies and Performance > Equality and Diversity > Equality Impact Assessments > Commercial Services > Local Plan.
- 10.2 There are no particular Human Rights implications.

## **11. Community Safety Implications**

- 11.1 None identified.

## **12. Health and Safety Implications**

12.1 None identified.

### **13. Risk Management Implications**

13.1 The adoption of the Myland and Braiswick Neighbourhood Plan will help ensure that the Council's planning policies are robust and up-to-date and help to reduce the risk of inappropriate development being permitted.

### **14. Disclaimer**

14.1 The information in this report was, as far as is known, correct at the date of publication. Colchester Borough Council cannot accept responsibility for any error or omissions.

# MYLAND AND BRAISWICK NEIGHBOURHOOD PLAN

2016 - 2032

JULY 2016



COMMUNITY FOCUS ON QUALITY OF LIFE

# CONTENTS

## FORWARD

### 1 INTRODUCTION and BACKGROUND

1.1 A Brief History of Myland and Braiswick

1.2 Myland and Braiswick Today

### 2 CONTEXT and SCOPE

### 3 OBJECTIVES and VISION

3.1 Objectives

3.2 Vision

### 4 POLICIES

4.1 Housing

4.2 Education

4.3 Employment

4.4 Environment

4.5 Social Amenity

4.6 Sport and Leisure

4.7 Roads and Transport

4.8 Development and the Public Realm

### 5 IMPLEMENTATION OUTLINE

### 6 APPENDICES

Appendix A – Myland & Braiswick Neighbourhood Plan Area and Sub-Neighbourhoods map

Appendix B – Myland & Braiswick Neighbourhood Plan Boundary and Key Features map

Appendix C – Remaining Major Development Areas in Myland.

Appendix D – Northern Gateway, Mill Road Green Space

Appendix E - Bibliography

Appendix F - Acknowledgements



## FORWARD

This is the Myland and Braiswick Neighbourhood Plan.

As part of the 2011 Localism Act the Government introduced the idea of neighbourhood plans. Through such plans greater local level influence is possible over how communities are shaped. Our Neighbourhood Plan will have extra powers under planning law and once voted for through local referendum Colchester Borough Council (CBC) must use it in determining planning applications. It will form part of the statutory development plan for the area, sitting alongside CBC's Local Plan.

Because north Colchester is under intense development pressure Myland Community Council (MCC) and Braiswick Residents Association (BRA) joined forces to produce the Myland and Braiswick Neighbourhood Plan. The Plan focuses on the protection and enhancement of the community's quality of life within an ongoing passage of housing and other development.

The Neighbourhood Plan area is shown on the map at Appendix A. The map highlights how developments have led to distinct areas within Myland and Braiswick which we have called sub-neighbourhoods. It covers the whole of Myland Parish plus Braiswick (sub-neighbourhood 8). It reveals the urbanisation of Myland and Braiswick.

The Plan builds upon the *Myland Design Statement*, the *Myland Parish Plan* and various community engagement exercises concluding with a survey questionnaire to every Myland and Braiswick household. The Plan will be for the years 2015 to 2032 to cover the next CBC Local Plan period 2017 – 2032. It will be constantly monitored with formal review points at 2020 and 2025.

The Plan is based on evidenced community feedback which has been interpreted and developed by a working group comprising representatives from MCC, BRA and the local community. It seeks to put in place policies that enhance community quality of life for the residents of Myland and Braiswick. This approach is supported by CBC who state "Overall, it is considered that the document sets out a clear desire for the achievement of a sustainable community and sustainable development, and this is considered to be entirely consistent with the purpose of neighbourhood planning".

The next stages of the neighbourhood planning process are set out below with indicative timescales

- Independent examination – May 2016
- Referendum – September 2016
- Adoption – October/November 2016

## 1 INTRODUCTION AND BACKGROUND

### 1.1 A Brief History of Myland and Braiswick

*A History of the County of Essex: Volume 9* tells us that Mile End probably took its name from its original settlement a mile north of Colchester town. It had become a separate parish by 1254, when the original church was recorded, and presumably a settlement already existed. By the late 13<sup>th</sup> century it was sometimes called **Myland**. In the middle-ages settlement seems to have been scattered over the un-wooded areas of the parish including Tubswick, recorded from 1295, and **Braiswick** which seems to have originated as a medieval freehold.



Much of Mile End was woodland and heath but much of Mile End's woodland had been cleared by the end of the 11<sup>th</sup> century. All of the parish was subject to royal forest jurisdiction. Kingswood included all of the parish except probably the part west of Nayland Road. The north part of Kingswood became the estate called Kingswood and Kingswood Heath, later known as the Severalls and Mile End Heath. Part of the south became the land of Mile End Manor. West of Nayland Road lay part of the ancient wood of Cestrewald or Chesterwell in the north; in the

south was part of the Braiswick Estate.

There were potters living in the north-west of the parish in the 12<sup>th</sup> and the 13<sup>th</sup> century. Nursery gardens become important in the 19<sup>th</sup> century. In 1801 the population was recorded at 299 and there were 44 houses. By 1901 the population increased to 1,373 with 300 houses largely influenced by the coming of the railway. Employment centred mostly on arable farming on cleared land.

The nineteen hundreds saw gradual expansion but the parish retained much of its rural feel. However, growth began to increase significantly late in the century with a population of around 6,000 by 1999.

### 1.2 Myland and Braiswick Today

The release of NHS and other land and the bisecting of Myland by the Northern Approach Road (NAR) to enable development of Cuckoo Farm has urbanised this once semi-rural part of Colchester Borough.

Since 1999 Myland Parish has undergone substantial change. This has accelerated in recent years to growth on an unprecedented scale. Based on recent and known future housing growth and applying the CBC formula of 2.33 persons per dwelling we can expect there to be a population well in excess of 21,000 by 2032. Such growth brings with it many changes that challenge the sustainability of the area. From a semi-rural environment centred round Mile End village, the area will be a patchwork of diverse urban neighbourhoods with direct impacts on the adjacent neighbourhood of Braiswick. This transformation is already evident and has brought with it a number of issues that challenge economic, social and environmental sustainability. (Appendix A & B).

The Myland and Braiswick Neighbourhood Plan has therefore to look holistically across the area, its various sub-neighbourhoods, and if necessary its adjacent communities, when identifying the impacts of growth and the consequent needs of the community as a whole. Whilst much of the Neighbourhood Plan area is subject to agreed masterplans, the future of a large part of the Plan area is currently under review. This area known as the 'Northern Gateway' is important to the future of our community and the Neighbourhood Plan provides an opportunity for it to shape that future with CBC. MCC and BRA are supportive of Colchester Borough Council's proposals for the Northern Gateway area of Colchester, set out in the Master Plan Vision document (June 2012).



The Northern Gateway area covers over 100ha on either side of the A12, east of the new Junction 28. It is considered that the development of this area will contribute important opportunities for the community to partake in sport, leisure and recreation activities. MCC and BRA will seek to ensure their continued involvement in the development of these proposals including the retention of a significant portion of the existing Rugby Club land, Mill Road, as Local Green Space. (Appendix D).

MCC and BRA are also aware of a small area of proposed development at St Botolphs Farm in Braiswick, submitted in response to the CBC 2015 Call for Sites exercise. MCC and BRA anticipate being included in discussions with CBC and developers if this site becomes an option.

## **2 CONTEXT AND SCOPE**

The Myland and Braiswick Neighbourhood Plan cannot be used to challenge developments included in Colchester Borough Council's existing Local Plan, it will have to "conform generally to the strategic policies and proposals of the Local Plan" and care has been taken to do this.

The Government's *National Planning Policy Framework* (NPPF) seeks to ensure the delivery of "sustainable developments". By sustainable development the Framework means that we enhance quality of life for our residents now and for future generations. This Neighbourhood Plan is therefore concerned with working alongside the development of housing and other sites within Myland and Braiswick to establish policies to address identified shortfalls in economic, social and environmental conditions within and surrounding our neighbourhoods.

The Plan establishes a number of policies. Which are defined in the following pages. They fall within the subject areas covered in the most recent and major community engagement survey and mirrored in our objectives. To these we have added an overarching policy for Development & the Public Realm. The main policy areas are:

- Housing
- Education
- Employment
- Environment
- Social Amenity
- Sport and Leisure
- Roads and Transport
- Development & the Public Realm

The full range of survey material taken into account consists of:

- June 2000: An all-households survey carried out on creation of Myland Parish Council.
- March 2007-10: Local events in response to Colchester Borough Council's Core Strategy Policies, culminating in a Masterplan for Myland.
- 2009-2010: Local events and questionnaires on the *Myland Design Statement* and *Myland Parish Plan*.
- March 2010: Local events and communications on the response to the Chesterwell development masterplan proposals.
- October 2012: A local community engagement exercise covering Myland and run by Essex University on behalf of Colchester Borough Council.
- May 2013: Myland Development Committee public meeting.
- 2013-14: All households survey for the Neighbourhood Plan with related and other communications via the Mylander magazine and Community Council website.

### 3 OBJECTIVES AND VISION

#### 3.1 Objectives

Community input to previous documents such as the *Myland Design Statement* and *Myland Parish Plan*, enhanced by other community engagement exercises and culminating in the most recent survey coverage of every household in the Neighbourhood Plan Area provided a strong basis upon which the Plan could be developed. From the circa 800 responses to the latest survey the working group have interpreted feedback into the following objectives:

- **Housing** growth will provide a mix of high quality, well designed dwellings that meet the different needs across the community.
- **Education** provision for all ages and requirements will be in-step with housing growth.
- Local **employment** opportunities will be created to support housing growth, minimise related travel burdens and boost the local economy.
- High-speed broadband will be encouraged as a standard infrastructure feature in all new business and housing developments.
- Sensitive development design will help meet the challenge of climate change and protect and enhance the natural and historic **environment**.
- **Social amenity** will be provided by developments that bring facilities and services to support social cohesion, health and well-being and sense of place.
- Housing growth will be matched by health and well-being opportunities through **sport and leisure** provision including the protection and provision of open space.
- Developments will be supported by **road and transport** strategies that provide effective and environmentally friendly travel solutions.

#### 3.2 Vision

Collectively the objectives provide a vision for our future:

**The neighbourhoods of Myland and Braiswick will continue to be desirable places to live. Quality of life will be supported by suitable housing, the necessary education provision and local employment opportunities. Health and well-being will be gained through access to social amenity including sport and leisure, green open space, a network of public rights of way (multi-use tracks) and community venues. Ours will be a cohesive community that enjoys the benefits that flow from connectivity across neighbourhood areas.**

## 4 POLICIES

### 4.1 Housing

#### Objective

Our objective for housing is that growth will provide a mix of high quality, well designed dwellings that meet the different needs across the community.

#### Policies

The following housing policies are applied:

HOU1 – Housing in Myland and Braiswick will have a variety of choices, design and living styles that meet the needs of residents, including the elderly, and respect the scale and character of the existing street scenes and environment. Developers should achieve the highest quality of design commensurate with current national and local design guidance.

HOU2 – New housing will need to respect the setting of any nearby designated local heritage assets, including, but not restricted to:

- Grade II listed Administration Block, Severalls Hospital
- Grade II listed Braiswick Farm House
- Church Farm House
- Grade II listed Park and Gardens, Severalls Hospital
- War Memorials
- Myland Primary School
- Churches

#### Rationale and Evidence

The main housing development programmes in Myland and Braiswick are encompassed by the Colchester Borough Council 'Local Plan'. Planning permission exists on identified development sites. This Neighbourhood Plan does not therefore seek to promote further significant housing development.

Our latest survey results found that a clear majority of residents (63%) have no current intention to move. It is a reasonable conclusion therefore to identify a need for housing that meets peoples changing circumstances whether that means expansion or down-sizing.

Indeed, this aligns with paragraph 50 of the NPPF which recognises the need to cater for a wide range of needs and states that local planning authorities should plan for “a mix of housing needs of different groups in the community, e.g. families with children, older people, people with disabilities, service families and people wishing to build their own homes”.

Some specific needs which impact on housing types are highlighted at pages 11 and 26 of Colchester Borough Council's *'Local Plan Issues and Options, January 2015'*. “The number of people over 65 years is projected to increase by 50% between 2012 – 2032” and “As predictions indicate an ageing population the impact of smaller, older households on services and housing will need to be managed”.

MCC and BRA support NPPF paragraph 50. We will seek to influence and encourage owners of development land and developers to deliver serviced land for older people accommodation and the provision of land for self-build needs.

The Severalls Phase 2 site has outline planning permission for housing. The Northern Gateway site, although primarily focussed on sport and leisure, will also accommodate some housing.



Our recent research also shows that residents feel strongly that housing design should provide adequate and suitable living space and should be of a scale in keeping with the neighbourhood. This is consistent with both the *Myland Design Statement* and the *Myland Parish Plan*. It would also seem sensible, given the pressure on housing in terms of space demand, to utilise well insulated head height roof spaces to enable optimisation of living/storage requirements, e.g. to provide an extra bedroom or home office.

It is therefore reasonable for MCC and BRA to expect emerging housing developments to meet the above needs.

### **Relevant CBC Housing Policies**

The above policy aligns with the key Borough Council Housing policy:

H3 – Housing Diversity – “Colchester Borough Council intends to secure a range of housing types and tenures on developments across the Borough in order to create inclusive and sustainable communities...”



The Grade II listed Braiswick Farmhouse. (See policy HOU2 above).

## 4.2 Education

### Objective

Our objective for education is that it will be in-step with housing growth.

### Policies and Projects

Local education provision across the spectrum of needs is recognised as key to quality of life and raises the following policy.

**EDU1** – CBC as the Local Planning Authority will give due regard and support to infrastructure requirements for, as a minimum, early years, primary and secondary education needs for Myland and Braiswick. Such needs, including provision of safe and accessible walking/cycling routes will be identified and confirmed at the time of development application.

### Rationale and Evidence

The *Myland Parish Plan* expressed a vision for the future “that local children will not need to travel or be driven across Colchester to go to school” and “There will be enough local school places for children from the same family to attend the same school”.

In December 2014 it was reported that 58 primary age children from Myland would need to travel to schools elsewhere in the Borough. The Parish Plan vision therefore remains valid. Our research also finds that the community sees a need for wide-ranging education provision from childcare and pre-school through to primary and secondary education, as well as skills and vocational training through to further education including retirement skills.

This kind of dilemma and need is recognised as a key component of sustainable development at pages 18 and 27 of CBC’s ‘*Local Plan Sustainability Appraisal Scoping Report*’, “The provision of day care, nursery education and out-of-school care remains an issue for the Borough, with there being more demand than formal supply” and “...ensuring that school places, including early years, are available in the right location is a key issue”.



### Relevant Education policies / guidance

CBC Core Strategy Policy SD2 – Delivering Facilities and Infrastructure embraces education provision.

MCC and BRA note paragraph 72 of the NPPF which states “The Government attaches great importance to ensuring that sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement and to development that will widen choice in education”. MCC and BRA policies are consistent with Government guidance.



### 4.3 EMPLOYMENT

#### Objective

Our objective for employment is that local opportunities will be created that support housing growth and minimise related travel burdens and boost the local economy.

#### Policies

EMP1 – The North Colchester Strategic Employment Zone effectively delivers the local employment opportunities to support housing growth in the area commensurate with CBC Strategic Policy SD1 – Sustainable Development Locations.

EMP2 – The provision of a broad range of business unit sizes will be encouraged to facilitate new start-ups and help growing businesses to remain in North Colchester.

EMP3 – High-speed broadband will be encouraged as a standard infrastructure feature in all new business and housing developments to promote both formal and home working environments.

#### Rationale and Evidence

It is recognised that employment and the opportunity to find local work feature strongly in people's health, well-being and hence quality of life. Indeed, access to employment is central in contemporary guidance such as the BREEAM Communities Social and Economic Well-Being coverage. This is a concern as page 28 of CBC's '*Local Plan Sustainability Scoping Report*', July 2014 states "...a key issue for the Borough's economy is that the rate of job creation...is less than the rate of growth of the working age population".



A feature that has emerged during research for both the *Myland Design Statement* and the *Myland Parish Plan* is the requirement to help reduce commuter travel need and time and to boost local business enterprise by providing, for example, small workshops such as Cuckoo Farm Studios, flexible office accommodation and business incubator units. Reliable high performance communications such as fibre-optic broadband is also regarded as essential. This would also bring benefits to schools and in the home to enhance education, business opportunity and the use of communication media.

This is replicated in our most recent survey which also suggested types of employment the Plan should encourage. The results clearly identify that residents see North Colchester as an area of opportunity for employment across a wide range of businesses from tourism and leisure to office accommodation, from retail to restaurants and cafes and from community services to small businesses and start-up units. Tourism would be commensurate with CBC's acknowledged attraction of the Borough and businesses related to medicine and health would be geographically situated with the hub of the Borough's health provision in north Colchester.

Our latest survey results also reveal that 16% of residents work locally within Myland and Braiswick, including Severalls Business Park, a further 39% work elsewhere in Colchester and 25% commute to London. Neighbouring towns such as Ipswich, Clacton and Chelmsford collectively account for 13%. Train travel accounts for 23%, walking for 14%, cycling 7% and buses 6%. By far the most workers, 48%, travel by car. This adds to local road and transport issues covered later in this Plan.

It is important therefore that opportunities are taken to promote and deliver local opportunities for this essential aspect of quality of life.

### **Relevant CBC Employment policies**


The following are seen as the key CBC policies relevant to employment considerations in this Plan:

CE1 – Centres and Employment Classification and Hierarchy – “The Borough Council will encourage economic development...through the allocation of land necessary to support employment growth at sustainable locations.”

CE2c – Local Centres – “Neighbourhood Centres will be protected and enhanced to provide small scale shops, services and community facilities for local residents...”

CE3 – Employment Zones – “Employment Zones will accommodate business developments that are not suited to Mixed Use Centres, including industry and warehousing... The Council will seek to deliver approximately 45,100sqm (gross) of industry and warehousing floor space, primarily within the North Colchester and Stanway Strategic Employment Zones...The Council will encourage the provision of incubator units and grown-on space to support the development of small and medium enterprises.”

The Myland and Braiswick Neighbourhood Plan policies are in compliance with the above current CBC policies.



“Planning for sustainable development includes building a strong economy that is well connected to global markets. This includes trying to provide local jobs for residents moving in to new housing to minimise the need to travel”.

*CBC, New Local Plan, Issues and Options,  
January 2015.*

#### 4.4 ENVIRONMENT

##### Objective

Our objective is that Sensitive development design will help meet the challenge of climate change and protect and enhance the natural and historic **environment**.

##### Policies

Collectively this local and national support evidences the vital role that our natural environment and heritage play in maintaining health and well-being in sustainable communities. The following policies are therefore proposed.

ENV1 – Development design will maximise opportunities for the creation, restoration, enhancement, expansion and connectivity of Green Infrastructure within and between development sites. All major developments should seek to include elements of Green Infrastructure and Ecological Networks, such as but not limited to Sustainable Urban Drainage Systems (SuDS), allotments, street trees, green roofs, recreational areas, areas of new and existing natural habitat, green corridors through the sites and waterbodies. Specific attention should be given to:

- The protection of mature trees, shrubs and historical hedgerows and important features that define the local landscape character.
- Specified areas of green space within the Chesterwell development will be delivered and will be provisioned as wildlife areas with effective connecting green corridors, such as native species woodland in sound attenuation areas, flower meadows and balancing lakes suitable to support aquatic related wildlife. This will be in accordance with the Colchester North Green Infrastructure Strategy and the Ecological Design Scheme.
- The Severalls Phase 2 development will retain existing parkland features to a significant degree as shown in the masterplan and not result in harm to the character and appearance or significance of the Registered Park and Garden.
- If Colchester Rugby Club is relocated a significant proportion of the current sports fields will be retained as local green space in accordance with proposals agreed with CBC as part of the Northern Gateway stakeholder consultation (see Appendix C). MCC will seek to secure this key portion of the existing Mill Road sports fields as designated Local Green Space, in line with NPPF paragraphs 76 – 77, or as a village green.
- MCC and BRA will urge relevant bodies to set aside unused green space adjacent to the Braiswick School for local green space in accordance with NPPF paragraphs 76 -77.

ENV2 – In partnership with CBC and other relevant parties, MCC will explore the opportunity for the Fords Lane sports field and its extension, agreed as part of the Chesterwell development, to be reconfigured to provide recreational space adjacent to the proposed community centre.

ENV3 – Drainage for new developments should be based on the principles of sustainable drainage as outlined in the Essex County Council SuDS Guide. Wherever possible this should be designed using the ‘above ground’ drainage features to help ensure robust treatment to improve the quality of water entering into local water bodies. The system should also promote wildlife habitats and green and blue corridors running through new development.

ENV4 – Highwoods Country Park is a valuable and important asset. Planning applications must ensure the protection and enhancement of Highwoods Country Park.



## Rationale and Evidence

The local environment in respect of green open space and natural features has registered strongly in all community engagement exercises in regard to what residents value most about Myland and



Braiswick. In particular High Woods Country Park (as shown in Appendix B) is cherished as accessible natural green space. The Park covers approximately 370 acres and is a significant 'green lung' within an increasingly urbanised area. It is managed to protect and enhance flora and fauna that is accessible to the community through a network of footpaths and cycle routes. The *Myland Design Statement* states "...important features that define the local landscape character should be protected". The *Myland Parish Plan* vision is that

"Development on protected or unallocated green spaces will have been kept to a minimum with the retention of existing hedges, mature trees and footpaths, and bridleways. Natural green areas will be provided as a refuge for wildlife".

Inevitably urbanisation through the release of land has brought with it significant loss of green open space together with its integral wildlife habitats. Similarly, registered park land at Severalls will be severely diminished. Efforts to contain the loss of such key assets and to see the provision of adequate green space feature strongly in this Plan. Likewise historic and natural features attract the same importance as highlighted in the latest resident survey. Over 90% of respondents agree or strongly agree on the need for provision of green space (97%), the protection of historic and natural features (94%) and the protection of the varied local wildlife (93%).

Other important documents endorse these requirements. Page 28 of CBC's *'Local Plan Sustainability Appraisal Scoping Report'* clearly states "All future developments will need to take account of current cultural and heritage assets as well as continuing to protect and enhance them. One key consideration will be the preservation of countryside areas and strategic green gaps between settlements".

This is not just a local requirement. Page 2 of the document *'Planning for a healthy environment – good practice guidance for green infrastructure and biodiversity. July 2012'* (listed in Appendix E) more robustly claims "Maintaining and restoring the natural environment will play a fundamental role in sustaining our collective future". Page 9 of that document reminds us that "The NPPF identifies (paras 6 & 17) sustainable development as the purpose of the planning system and conserving and enhancing the natural environment as a 'core planning principle'". Similarly, the NPPF identifies the historic environment as a key component of environment consideration and important to community 'sense of place'.

As well as the loss of habitat referred to above, increased development can lead to a change in the natural drainage of a site; if not carefully managed this can lead to increased flood risk both within the area and further downstream. The inclusion of sustainable drainage systems as part of new development can help to minimise the runoff from a new site, as well as improve water quality locally. The use of above ground drainage features such as swales, detention ponds, bio-retention areas and wetland areas help to ensure that areas of green and blue space are maintained within the development.

### **Relevant CBC Environment policies**

The CBC Strategic Policy relevant to this aspect of the Plan is;

ENV1: - "The Borough Council will conserve and enhance Colchester's natural and historic environment, countryside and coastline. The Council will safeguard the Borough's biodiversity, geology, history and archaeology through the protection and enhancement of sites of international, national, regional and local importance."

The above Myland and Braiswick Neighbourhood Plan policies are in compliance with this CBC Policy.



Oak tree lines such as those above on the Chesterwell site will be retained as important ecological, biodiversity and 'sense of place' features.

## 4.5 SOCIAL AMENITY

### Objective

Our objective is that social amenity will be provided by developments that bring facilities and services to support social cohesion, health and well-being and sense of place.

### Policies

Given the above NPPF and other recognised guidance/standard references to the importance of social amenity to sustainable communities it is essential that the following policies are applied.

**SAM1** – MCC and BRA will actively seek to encourage developers to provide and CBC to support the provision of community facilities and services on the Chesterwell, Severalls Phase 2 and Northern Gateway developments such as but not restricted to:

- Community Centres
- Post Office and/or bank
- Local market
- Coffee shop(s)
- Activity venues
- Library facilities
- GP Surgery(s)

**SAM2** – MCC and BRA will encourage the ultimate developer of Severalls Phase 2 to explore the retention of suitable existing buildings that would serve the purpose of amenity venue provision.

### Rationale and Evidence

House building to-date in Myland and Baiswick has fallen short in providing sustainable developments in terms of social amenity. Whilst developer s106 contributions will provide some alleviation including community centres at Severalls and Chesterwell there is much to be done towards community cohesion.

Whilst the two local pubs and the ASDA café appear to be favourite spots and Myland Parish and Methodist Church halls are busy venues, for example with scouts, guides, nurseries etc. and the Dance Studio, Rugby Club and Golf Club are all well supported, there is a whole host of attractions that residents seek to improve their quality of life. For example, informal meeting venues and shops, local markets and craft centres, library and bank and/or post office facilities, young people venues and

general meeting/activity centres for young and old alike are sought.



The Myland Parish Plan sees the community centres offering leisure, educational and entertainment events as well as being focal points for socialising for residents of all ages.

The above requirements align well with paragraph 70 of the NPPF which says “To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision

and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments”. This is particularly relevant to a population growth reaching 21,000 plus by 2032.



Representation has also been received that this Neighbourhood Plan should seek to provide more GP surgery access. Although Myland is home to the Town's General Hospital and Walk-In Centre these serve the whole Borough. Myland has only one GP Surgery that already has access issues including parking limitations.

The importance of community amenity is reflected in the contemporary guidance '*BREEAM Communities*' (currently 2012) which sets out eleven mandatory standards, one of which is 'demographic needs and priorities. Equally the '*Building for Life*' standard asks the question, "Does the development provide (or is it close to) community facilities, such as shops, schools, workplaces, parks, play areas, pubs or cafes?"

### **Relevant CBC Social Amenity policies**

The CBC Strategic Policies relevant to this aspect of the Plan are;

SD2 – "The Borough Council will work with partners to ensure that facilities and infrastructure are provided to support sustainable communities in Colchester. New facilities and infrastructure must be located and designed so that they are accessible and compatible with the character and needs of the local community. New developments will be required to provide the necessary community facilities..."

SD3 – "The Borough Council will work with partners to deliver key community facilities to support the Sustainable Community Strategy...The Council will also provide facilities for the local communities, based upon an analysis of need, with particular regard to disadvantaged groups."

The Myland and Braiswick policies and initiatives are in compliance with these CBC Policies.



This is an example of integrated green space, play facilities, cycle and footways off Bergholt Road that link people to popular destinations.

## 4.6 SPORT AND LEISURE

### Objective

Our objective in this area is that housing growth will be matched by health and well-being opportunities through sport and leisure provision.

### Policies

The following policies are focused more specifically on access to sport and leisure and should be seen as complementary to other policies with a health and well-being focus.

SPL1 – In harmony with active lifestyles afforded by greenspace provision MCC and BRA will encourage developers and CBC to enable the provision of sport and leisure facilities, as far as possible on the Chesterwell, Severalls Phase 2 and Northern Gateway developments.

SPL2 - As amenities that facilitate both sustainable transport and bringing benefit to health and well-being, Myland and Braiswick footpaths and public rights of way will be maintained and protected (if necessary by authorised diversion) and new rights of way, including bridleways, encouraged commensurate with the Essex Public Rights of Way Improvement Plan. This will include Public Rights of Way suitable for vulnerable users.

SPL3 – CBC and developers will liaise with MCC and BRA, local sports clubs and societies as key stakeholders in determining sport provision in north Colchester in harmony with the most up to date CBC Sports Strategy and Action Plan available.

### Rationale and Evidence

Similar to the loss of green open space at 'Environment' above, Myland and Braiswick have seen major loss of sports and associated leisure venues, e.g. Flakt Woods, Severalls, Turner Village and Royal London are all sites that offered a range of sports and linked social activities, not only to their employees but also to the wider local community.

Prominent sports activities currently pursued include rugby, cricket, football, dance and by far the most, keep-fit. In response to a survey question on what other sporting facilities would be used locally, residents commenting via the 2013/14 survey scored the following activities in the following manner:

|                        |     |                             |    |
|------------------------|-----|-----------------------------|----|
| Swimming               | 46% | Athletics track/field       | 9% |
| Cycling recreational   | 29% | Skate park                  | 9% |
| Tennis                 | 23% | Squash                      | 9% |
| Tree walking/zip wires | 23% | Paddling pool               | 8% |
| Badminton              | 19% | Basketball/handball/netball | 6% |
| Outdoor gym            | 19% | Cycling (competitive)       | 6% |
| Aerobics               | 13% | Fishing                     | 6% |
| Running cross country  | 11% | Hockey                      | 2% |
| Horse riding           | 10% |                             |    |

Mindful of CBC policies DP4 'Community Facilities' and DP15 'Retention of Open Space and Indoor Sports Facilities' that both offer to replace lost sport and leisure facilities, Myland and Braiswick would be hopeful that the adopted *Myland Design Statement* aspiration "New developments in Myland should incorporate accessible, varied sport and leisure facilities for residents" will be met. The importance attached to sport and leisure as key components of health and well-being are recognised in CBC's *Local Plan Sustainability Appraisal Scoping Report* which says at page 27 "Access to recreation, leisure and open space is as important as access to formal health facilities".



MCC and BRA identify the emerging Northern Gateway proposals as having the potential to deliver an array of sport and leisure facilities which will provide much needed opportunities for sport and recreation and which will make an important contribution to the sustainability of the Neighbourhood Plan Area. To that end MCC and BRA will work with CBC to ensure the proposed Northern Gateway sports and leisure development area will help to satisfy resident aspirations. The CBC Sports Strategy and Action Plan, published July 2015 will help to inform these discussions. After all "access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities" is a message at paragraph 73 of the NPPF.

There is also a high demand for cultural aspects of leisure on a more local basis, for example performing arts, arts and crafts, further education, cinema and clubs of various types for all ages. These may be catered for in the promised community centres or may need to be found other dedicated venues. See also Social Amenity above.

### **Relevant CBC Sport and Leisure policies**

The relevant CBC strategic policy is:

"PR1 Open Space – The Borough Council aims to provide a network of open spaces, sports facilities and recreational opportunities that meet local community needs and facilitate active lifestyles by providing leisure spaces within walking distance of people's homes, school and work"

The Myland and Braiswick policies and initiatives comply with this policy.



Colchester United's Weston Homes Stadium is within Myland.

## 4.7 ROADS AND TRANSPORT

### Objective

Our overall objective is that developments will be supported by road and transport strategies that provide effective and environmentally friendly travel solutions.

### Policies

MCC and BRA conclude that, to ensure that Myland and Braiswick do not end in perpetual gridlock, there needs to be an overall reduction in car use and a modal shift to public transport, cycling and walking. Accordingly, MCC and BRA will promote policies that encourage a more sustainable travel choice.

RAT1 – Ongoing development in north Colchester will provide an effective and integrated transport solution by considering the following:

- Maximising opportunities to walk and cycle.
- Maximising the use of the Park and Ride service.
- Promoting the Essex Car Share Scheme.
- Ensuring developments are provided with secure, sheltered bicycle storage.
- Ensuring multi-use routes are provided between popular destinations, such as community facilities.
- New developments will take into account the recommendations of Sustrans and Town and Country Planning Association, as well as other recognised design documents, thus enabling the integration of North Colchester through walking and cycling and multi-use routes between and within neighbourhoods.
- Ensuring public transport (bus) routes are to popular destinations and where appropriate integrate effectively with other providers, such as, railway services.
- Ensuring public transport (bus) services are frequent, reliable and clean.
- Bus stops to be provided with shelters and 'real-time' service information.

RAT2 – Ongoing development of north Colchester will ensure all dwellings have sufficient off-street parking spaces commensurate with property size and adopted policies.

RAT3 – MCC and BRA will pursue with partners the provision of a multi-use bridge across the A12 to re-establish connection from footpath 39 to The Essex Way and other footpath networks.

### Rationale and evidence

An adequate and effective transport infrastructure is an absolute necessity for any community. Traffic volumes, congestion and on-street parking are already of major concern to residents of Myland and Braiswick. Inevitably, the current and proposed developments within Myland and Braiswick will bring increasing traffic volumes. Community survey responses reveal the main concerns as being traffic volume (82%), traffic congestion (80%) and on street parking (74%). Other concerns range from danger to pedestrians, traffic speed and air quality.



Whilst MCC and BRA acknowledge that the Neighbourhood Plan can only have a limited effect with respect to overall transport policy, it seeks to utilise the Neighbourhood Plan to attempt to both mitigate the current traffic problems and promote alternative forms of transport. Improved cycle, walking and bridleway routes to prime destinations are seen as important actions. In harmony with this, improved, reliable and better quality bus services are another important factor in shifting people from cars to alternatives.

The basis of policy has been derived from results of the resident's survey, previous MCC transport studies and both Government and independent institution design guides.

MCC's policies recognise the *North Colchester Transport Strategy* (NCTS). Although it is likely to be amended its key feature will remain modal shift away from private car usage.



Myland and Braiswick, and all the villages north of Colchester, are separated from the rest of the borough by a physical barrier, the main line railway. The road network of these communities is focused towards North Station, a congestion hot-spot. The residents have to negotiate this pinch-point to access Colchester Town Centre, the A12 and the majority of leisure, retail and commercial facilities. The only other route across the railway line is an unlit, narrow pedestrian tunnel and footpath which runs from Petrolea Close and eventually to the Cowdray Business Centre.

Whilst the completion of the Northern Approach Road (NAR) network, the connection with the A12, and Park & Ride are regarded as potential mitigation for current problems, MCC and BRA remain concerned that these and other planned highway improvement works may not be sufficient for increased traffic volumes.

As part of the 2013/14 community survey the residents of Myland and Braiswick were asked for their views on the road network, public transport, cycling and walking. Residents were also asked where they worked and how they currently travelled there. The results reveal that whilst the majority of Myland and Braiswick residents (53%) work within the Borough of Colchester, only a minority (27%) use public transport, walk or cycle. By far the biggest mode of transport is the car (48%).

With regard to parking, many residents (43%) 'Disliked or Strongly Disliked' the parking facilities within Myland and Braiswick. Virtually all residents (96%) wanted the Neighbourhood Plan to focus on adequate off-road parking.

Residents generally considered that public transport should be affordable, have cheaper fares and family tickets, more regular/frequent buses - especially in the mornings and evenings, direct local destinations e.g. General Hospital and PCT Centre, better display of bus times and more information and that the buses should be 'friendlier and cleaner'. Bus priority at North Station was also suggested. Nevertheless, 68% 'Strongly Liked' or 'Liked' the existing local public transport, only 25% of respondents stated that they would use a hopper bus service if it was introduced with 46% stated they wouldn't use it.

The majority of residents (85%) stated that the Neighbourhood Plan should concentrate on pedestrian and cycle access to the town centre and 80% of residents on Public Rights of Way.



### Relevant CBC Transport Policies

The following are the key CBC policies relevant to road and transport considerations in this Plan.

TA1 – “Accessibility and Changing Travel Behaviour: The Council will work with partners to improve accessibility and change travel behaviour as part of a comprehensive transport strategy for Colchester...”

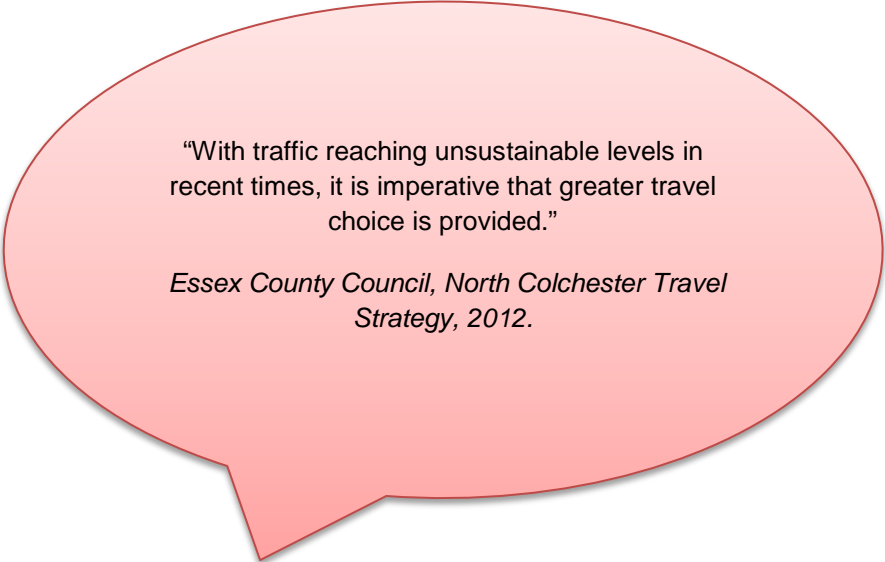
TA2 – “Walking and Cycling: The Council will work with partners to promote walking and cycling as an integral and highly sustainable means of transport...”

TA3 – “Public Transport: The Council will work with partners to further improve public transport and increase modal shift towards sustainable modes...”

TA4 – “Roads and Traffic: The Borough Council will work with partners to accommodate necessary car travel making the best use of networks and manage demand for road traffic...”

TA5 – “Parking: The Council will work with partners to ensure that car parking is managed to support the economy and sustainable communities...”

The MCC and BRA policies and initiatives are in compliance with the above CBC policies.



“With traffic reaching unsustainable levels in recent times, it is imperative that greater travel choice is provided.”

*Essex County Council, North Colchester Travel Strategy, 2012.*

## 4.8 DEVELOPMENT AND THE PUBLIC REALM

### Policies

In order to contribute to the achievement of the vision set out in this Neighbourhood Plan for Myland and Braiswick to continue to be desirable places to live it is important that high levels of design quality and overall sustainability are achieved in the development of new communities. The following policy is therefore applied.

DPR1 – Developments will aim to attain the highest quality and design standards and where appropriate encourage the use of relevant national standards by developers in order to achieve the highest possible levels of overall sustainability in the design and layout of new developments.

### Rationale and Evidence

As stated under “Context and Scope” this section of the Plan is additional to the subjects covered in the most recent community survey. ‘Development and the Public Realm’ brings together those survey themes and is important to realising the Myland and Braiswick ‘vision’.

Developments to-date across Myland and Braiswick have given rise to an area of diverse sub-neighbourhoods and this will continue with the development of the Chesterwell, Severalls Phase 2 and Northern Gateway sites, see Appendix B. How events have urbanised the once semi-rural nature of north Colchester is evident in the map of distinct neighbourhoods provided at Appendix A.

It is important that the community can be integrated through access to amenities and venues and connectivity can be achieved through road and multi-use routes that provide leisure and destination. This suggests that developments will need to embrace the concept of ‘life time neighbourhoods’. These are described as neighbourhoods that “provide all residents with the best possible chance of health, well-being and social inclusion, particularly as they grow older. This would require an accessible and pleasant built environment...”. Indeed some criticism has been laid at the density and narrowness of roads within recent developments with resultant problems such as chaotic parking.

Social cohesion is critical and highlights the importance of integrating new and existing communities. There is much current guidance from Government and industry sources that support best practice towards achieving this. The 2007 discussion paper *‘Towards Lifetime Neighbourhoods: Designing sustainable communities for all’* (as listed in Appendix D) sees the central themes as: social cohesion and sense of place; the built environment; social inclusion, services and amenities; housing; and innovation and cross-sectoral planning.

Similarly the *‘Building for Life’* (as listed in Appendix D) industry standard, endorsed by Government, constructs sustainable development around: Integration into the neighbourhood (connections / facilities & services / public transport / meeting local housing requirements); Creating a place (character / working with the site and its context / creating well defined streets and spaces / easy to find your way around); and Street & Home (streets for all / car parking / public and private spaces / external storage and amenity space).

This evidences ample support and guidance from both Government and the Industry for what this Neighbourhood Plan aspires to achieve in respect of its vision for quality of life for current and future residents of Myland and Braiswick. A policy is required that brings focus to what should be attainable.

## 5 IMPLEMENTATION OUTLINE

Implementation of the Plan will be spread over a number of years. It will run alongside future development phases in north Colchester and CBC's Local Plan. Implementation detail will emerge as it becomes clear the extent to which potential actions need to be initiated. Thus this implementation outline does not include planning policies and does not form part of the Neighbourhood Plan rather it anticipates projects that need to take place to support the Plan policies and aspirations of the community.

It is evident from the projects set out below that MCC and BRA will need to maintain on-going liaison and close co-operation with other organisations. This will be necessary, for example, to stay abreast of developments, infrastructure and facility provision and identification of potential shortfalls. This will form the basis upon which additional funding requirements will become known and action plans defined.

Where it becomes apparent that development contributions through S106 (Section 106 of the Town and Country Planning Act 1990 as substituted by the Planning and Compensation Act 1991) and CIL (Community Infrastructure Levy) is not sufficient to meet the needs of the community it may be necessary to consider a range of options such as forming a non-profit making Community Enterprise Company, working partnerships with charitable and other non-profit making organisations or a combination of these. Sources of funding in addition to S106 and CIL contributions will also embrace grant streams so as to minimise reliance on local council taxes.

The question of funding was covered in the most recent community survey where residents were asked which potential funding sources should be used. The response was that a combination of several sources should be utilised: Central Government 49%; Local council tax 47%; Pay as you use 42%; Privately funded 35%; and Fundraising 24%.

An associated detailed Implementation Forecast Plan identifying needs and exploring and recommending options will be produced replicating the CBC Local Plan period. This will contain details of how projects and actions will be monitored against progress and achievement. As referred to above, MCC and BRA anticipate a range of local projects (LP's) that will need to be undertaken to activate some of the policies and what they aim to provide. An overview of those already under consideration is outlined below as an indication of what may be undertaken.

LP1 – Housing: MCC and BRA have identified the need for elderly day and social facilities, including residential care. This is not currently included in development master-plans. If necessary MCC will exercise the 'Community Right to Bid' procedure to identify and bid for land under the NPPF regulations to locally operate such facilities.

LP2 – Housing: MCC will review and where necessary enhance the existing Myland Design Statement in light of emerging guidance, revised standards and the policies contained within this Neighbourhood Plan.

LP3 – Housing: MCC and BRA will strongly oppose any allocation of housing on sites currently earmarked for social amenity, e.g. school sites, green space proportion of the Rugby Club.

LP4 – Housing: MCC will lobby industry bodies and professional organisations against further reductions in housing living space standards.

LP5 – Education: MCC and BRA will consistently monitor identified education needs, including non-statutory needs against those in place and will examine alternative means of provision including if necessary the right to bid for sites or buildings.

LP6 – Employment: MCC and BRA will consistently review business growth, including the creation of business and work opportunities for local young people. This will include if necessary exploring local financing and ‘right to bid’ opportunities.

LP7 – Environment: Northern Gateway - If Colchester Rugby Club is relocated ensure a significant proportion of the current sports fields is designated Local Green Space or as a village green to which the public will have full access to and use of, subject to restrictions on some activities, to be controlled by Myland Community Council. Ensure that plans for the residential development and any other uses will respect the natural features, particularly trees and hedgerows, and seek to incorporate them in development proposals and to protect them during and after construction, replacing them if damaged.

LP8 – Environment: Historic, natural and local features, including buildings of interest, pertinent to the legacy and ‘sense of place’ within Myland and Braiswick will be identified and registered with CBC to ensure their protection.

LP9 – Social Amenity: MCC and BRA will examine in partnership with appropriate representatives, the need for a future multi-faith centre.

LP10 – Social Amenity: MCC and BRA will identify gaps and/or opportunities in amenity provision and examine methods for meeting those gaps/opportunities through local initiatives, including the ‘right to bid’.

LP11 – Social Amenity: MCC and BRA will maintain liaison with health providers concerning adequate provision of primary care (GP surgeries) as the Neighbourhood Plan develops further.

LP12 – Sport & Leisure: Where necessary MCC and BRA will examine alternative methods of providing sport and leisure opportunities including the ‘right to bid’ option on sites and buildings.

LP13 – Roads & Transport: MCC and BRA will lobby Colchester Borough Council/Essex County Council to introduce resident parking permit schemes to areas shown to be adversely affected by commuter parking.

LP14 – Roads & Transport: MCC and BRA will lobby the Colchester Borough Council and local bus companies to provide a comprehensive bus network to Myland and Braiswick with real-time information at main bus-stops and improved information at other bus stops.

LP15 – Roads & Transport: MCC will lobby Colchester Borough Council to upgrade the footpath with an adjoining cycle-way which runs from Petrolea Close through the Cowdray Centre direct to the Colchester Leisure Centre.

LP16 – Roads & Transport: MCC will continue to pursue the provision of a multi-use bridge across the A12 in association with policy RAT3.

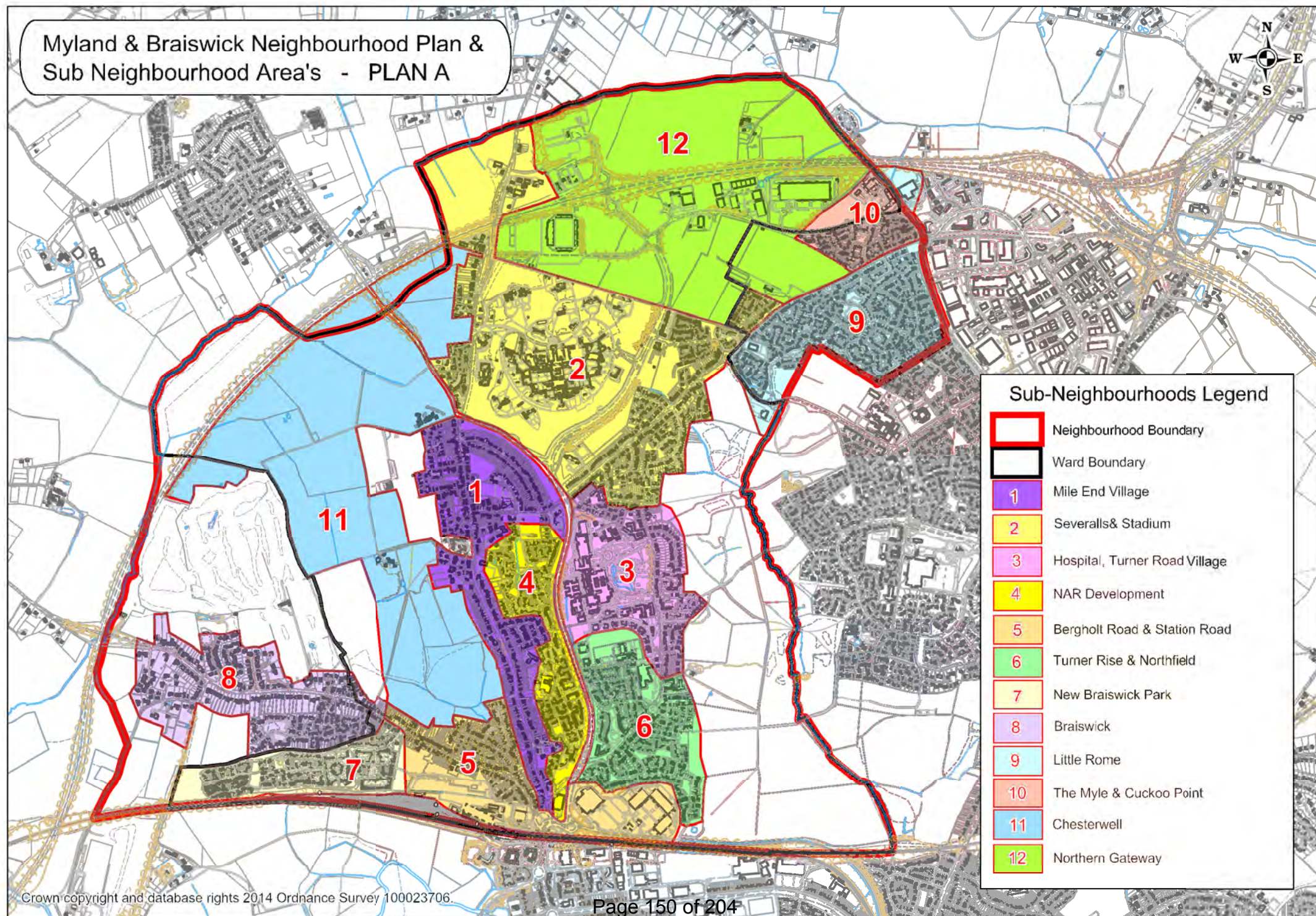
LP17 – Development & the Public Realm: MCC and BRA will investigate means by which assessment methods such as BREEAM Communities 2012 may be applied at no cost to developers.

**APPENDIX A**

**Myland & Braiswick Neighbourhood Plan and Sub-Neighbourhoods Area map**



# Myland & Braiswick Neighbourhood Plan & Sub Neighbourhood Area's - PLAN A





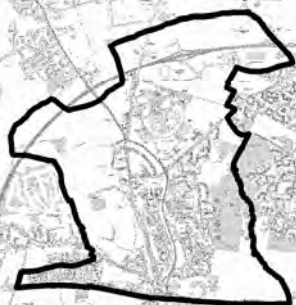
**APPENDIX B**

**Myland & Braiswick Neighbourhood Plan Boundary and Key Features map**



# Myland & Braiswick Neighbourhood Plan District & Key Features - PLAN B

Mile End Ward Boundary



Myland Parish Boundary



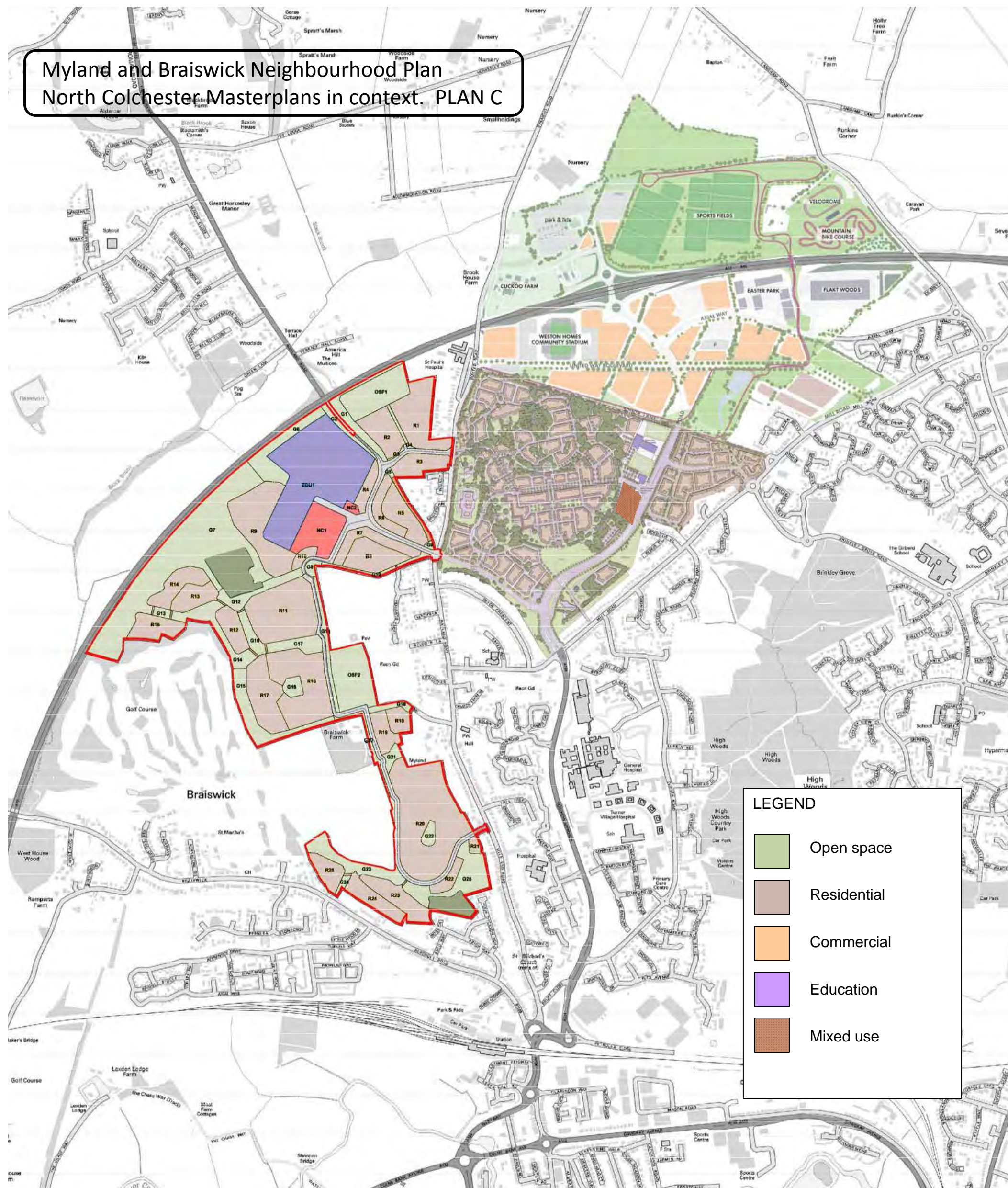
| KEY |                        |
|-----|------------------------|
|     | Public Open Space      |
|     | Private Open Space     |
|     | Proposed Open Space    |
|     | Neighbourhood Boundary |
|     | NAR Route              |
|     | Railway Line           |
|     | A12 Route              |



**Remaining Major Development Areas in Myland**



# Myland and Braiswick Neighbourhood Plan North Colchester Masterplans in context. PLAN C

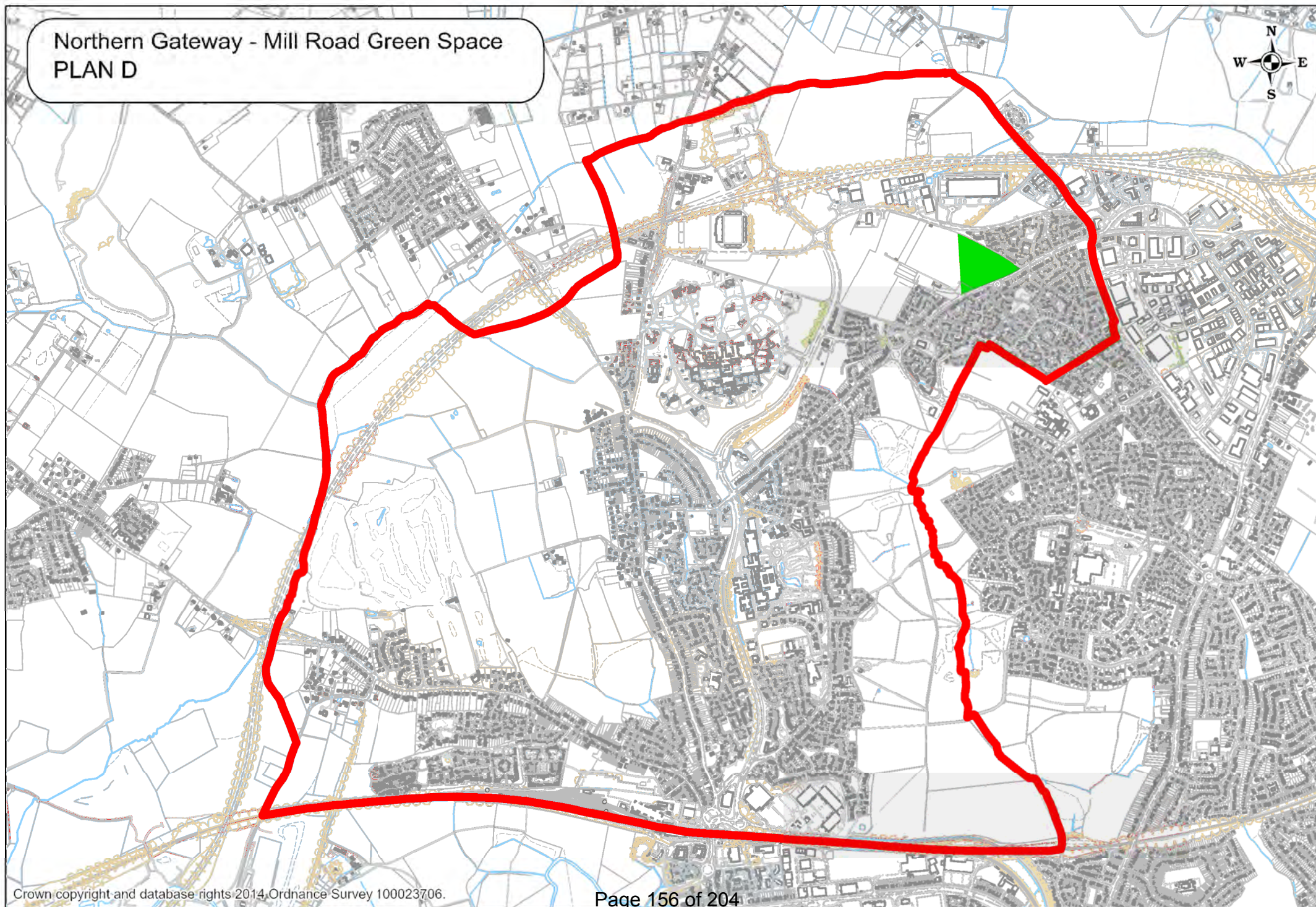


## North Colchester: masterplans in context



**Northern Gateway / Mill Road Green Space**

Northern Gateway - Mill Road Green Space  
PLAN D



## Bibliography

- Myland Community Council, November 2013, *Myland and Braiswick Neighbourhood Plan Residents Survey*.
- Myland Community Council, 2010. *Myland Design Statement*. (adopted by CBC 2010)
- Myland Community Council, 2012. *Myland Parish Plan*. (adopted by CBC 2012)
- A History of the County of Essex: Volume 9
- Myland community Council, March 2010, '*Community Response and Outline Project Brief to Draft Supplementary Planning Guidance of West Mile End*.'
- Colchester Borough Council, *Local Development Framework - Core Strategy, Adopted 2008, Selected policies revised July 2014*.
- Colchester Borough Council, *Local Development Framework – Development Policies, Adopted October 2010, Selected policies revised July 2014*.
- Colchester Borough Council, *Local Development Framework – Site Allocations, Adopted October 2010*.
- Department for Communities and Local Government. 2012. *National Planning Policy Framework (NPPF)*
- Myland Community Council, *The Mylander*, (a quarterly publication to all households).
- Colchester Borough Council, 2014 *Local Plan Sustainability Appraisal Scoping Report*.
- Building Research Establishment, 2012, *BREEAM Communities 2012*.
- Town and Country Planning Association and Wildlife Trusts. 2012. *Planning for a health environment – good practice guide for green infrastructure and biodiversity*.
- Cabe at the Design Council, Design for Homes and the Home Builders Federation, with the assistance of Nottingham Trent University, 2012. *Building for Life*.
- Essex County Council, 2013, *North Colchester Transport Strategy* (unadopted)
- Department for Communities and Local Government and The International Longevity Centre. (Discussion paper 2007). *Towards Lifetime Neighbourhoods: Designing sustainable communities for all*.
- The Foundation for Lifetime Homes and Neighbourhoods, 2010, *Life-Time Home Standard*.
- Central Housing Advisory Committee, 1961, *Homes for Today and Tomorrow (Parker Morris Model)*.
- Colchester Borough Council, *Local Plan, Issues and Options, January 2015*
- Colchester Borough Council, *Call for Sites, 2015*

## APPENDIX F

### Acknowledgements

The following participants enabled this Neighbourhood Plan to be produced:

The residents of Myland and Braiswick

The Neighbourhood Plan Working Group


- Ken Aldred, resident
- David Clouston, Councillor, MCC
- Jean Dickinson, Councillor, MCC
- Helen Harris, Clerk, MCC
- Pete Hewitt, Councillor, MCC
- Chris Law, representative, BRA
- Patrick Mills, resident
- Marcus Poole, resident
- Luisa White, resident

Colchester Borough Council

- Sarah Pullin, Planning Policy Officer
- Vincent Pearce, Major Development Manager
- Laura Chase, Planning Policy Manager
- Daniel Cameron, Planning and Contributions Officer

Cover Design

- Coral Weston

|                       |  |               |   |
|-----------------------|--|---------------|---|
| <b>Report of</b>      | <b>Head of Commercial Services</b>               | <b>Author</b> | <b>Beverley McClean</b>  |
| <b>Title</b>          | <b>Adoption of the Boxted Neighbourhood Plan</b> |               |   |
| <b>Wards affected</b> | <b>Rural North</b>                               |               |   |

**The Local Plan Committee is asked to recommend that Full Council makes (adopts) the Boxted Neighbourhood Plan, incorporating the Planning Inspector's Main Modifications**

## 1. Decision(s) Required

- 1.1 To recommend to Full Council that it makes (adopts) the Boxted Neighbourhood Plan (attached as Appendix A), following its approval at examination and referendum. Once adopted, the Boxted Neighbourhood Plan will become part of Colchester Borough Council's Local Development Plan.

## 2. Reasons for Decision(s)

- 2.1 To ensure the Council's planning policies provide a robust basis for decisions on future planning applications in the Borough.

## 3. Alternative Options

- 3.1 The alternative would be to recommend to Full Council that it does not adopt the Neighbourhood Plan. This alternative, however, would be contrary to the positive approach to Neighbourhood Plans found in the National Planning Policy Framework (Paras 184-185).

## 4. Supporting Information

- 4.1 On 8 October 2012, Colchester Borough Council designated the Boxted Neighbourhood Plan Area for the purpose of preparing a Neighbourhood Plan (in accordance with Part Two of the Town and Country Planning (England), Neighbourhood Planning (General) regulations 2012). The plan area includes the whole of Boxted Parish.
- 4.2 The Boxted Neighbourhood Plan Working Group carried out extensive consultation to support the development of the Neighbourhood Plan. This included a drop in event early in July 2012, attended by 250 people which generated 350 responses and the distribution of a household survey during



October - December 2012 which received 226 responses. The questionnaire informed the following aspects of the plan;

- Housing development at Hill Farm, Boxted Cross
- Support for appropriate small scale employment in Boxted, including smallholdings.
- Environment should be protected and enhanced through the provision of a new Village Green.
- Improvements to community infrastructure including sports & leisure facilities, open space, a village shop and broadband
- Highway improvements
- A Travel Plan to manage traffic issues at the village school.

4.3 Further consultation was carried out including a pre-submission consultation in September 2014, and an initial Submission consultation in November 2014. Following this consultation the developer/owner of Hill Farm, lodged an appeal against the Council's decision to refuse planning permission to develop the only site being proposed for housing in the Boxted Neighbourhood Plan. This delayed the Neighbourhood Plan and required changes to be made to the document. As a result of these changes, it was necessary to undertake a 2<sup>nd</sup> Submission consultation during February-March 2016. In total 24 responses were received to both Submission consultations.

4.4 Colchester Borough Council appointed an independent examiner, Mr Richard Hill, to examine the Neighbourhood Plan in April 2016. The Inspector concluded that subject to minor amendments the plan satisfied all the Basic Conditions i.e. it promoted Sustainable Development, was in general conformity with national Planning Policy & Guidance and with strategic policies in Colchester's adopted Local Plan and complied with EU Regulations. The Inspector also recommended that the draft plan could proceed to Referendum.

4.5 The Referendum on the Boxted Neighbourhood Plan was held on 15 September 2016 with the following results: 305 in favour of the plan and 69 against, or 81.5% in favour.

4.6 Information gathered by Planning magazine indicates that 199 Neighbourhood Plans had been adopted nationwide as of September 2016. The adoption of the Myland/Braiswick and Boxted Neighbourhood Plans will add to this total and make Colchester the first Essex authority to adopt Neighbourhood Plans.

## **5. Proposals**

5.1 It is proposed that the Boxted Neighbourhood Plan is made (adopted) to form part of the Council's Adopted Local Plan in accordance with Section 19 of the Town and Country Planning (England), Neighbourhood Planning (General) regulations 2012).



## **6. Strategic Plan References**

- 6.1 The Strategic Plan Action Plan includes a commitment to regenerating the Borough through buildings, employment, leisure and infrastructure. There are also commitments to attract investment and provide more affordable homes. The Boxted Neighbourhood Plan will contribute towards achieving these objectives.

## **7. Consultation**

- 7.1 The preparation of the Boxted Neighbourhood Plan was underpinned by extensive public consultation. The consultation process was documented in a Consultation Statement submitted along with the Neighbourhood Plan document as part of the examination process. On adoption, the document will be made available on the Colchester Borough Council and Boxted Parish Council websites, and stakeholders will be notified, in accordance with Section 20 of the Neighbourhood Planning Regulations Town and Country Planning (Local Planning) (England) Regulations 2012.

## **8. Publicity Considerations**

- 8.1 Both Boxted Parish Council and Colchester Borough Council have publicised the Neighbourhood Plan on their respective websites. News of the adoption of the Neighbourhood Plan will also be published.

## **9. Financial Implications**

- 9.1 Colchester Borough Council is financially responsible for organising the examination and referendum for Neighbourhood Plans in their areas. The Council however, can reclaim £20,000 from DCLG for all Neighbourhood Plans once a date is set for a referendum following a successful examination. These payments have been made by Central Government to Local Authorities to reflect the additional financial burdens associated with supporting Parish Councils or Neighbourhood Plan Forums prepare Neighbourhood Plans. The Government has recently announced that only the first 5 Neighbourhood Plans Area Designations in any LPA area will receive a grant £5000. This has financial implications for planning authorities like Colchester where more than 5 Neighbourhood Plans are being progressed.

## **10. Equality, Diversity and Human Rights implications**

- 10.1 An Equality Impact Assessment has been prepared for the Local Development Framework and is available to view on the Colchester Borough Council website by following this pathway from the homepage: Council and Democracy > Policies, Strategies and Performance > Equality and Diversity > Equality Impact Assessments > Commercial Services > Local Plan.
- 10.2 There are no particular Human Rights implications.

## **11. Community Safety Implications**

11.1 None identified.

## **12. Health and Safety Implications**

12.1 None identified.

## **13. Risk Management Implications**

13.1 The adoption of the Boxted Neighbourhood Plan will help ensure that the Council's planning policies are robust and up-to-date and help to reduce the risk of inappropriate development being permitted.

## **14. Disclaimer**

14.1 The information in this report was, as far as is known, correct at the date of publication. Colchester Borough Council cannot accept responsibility for any error or omissions.

# **Boxted Neighbourhood Plan 2014-2029**



**Referendum Version**

**July 2016**

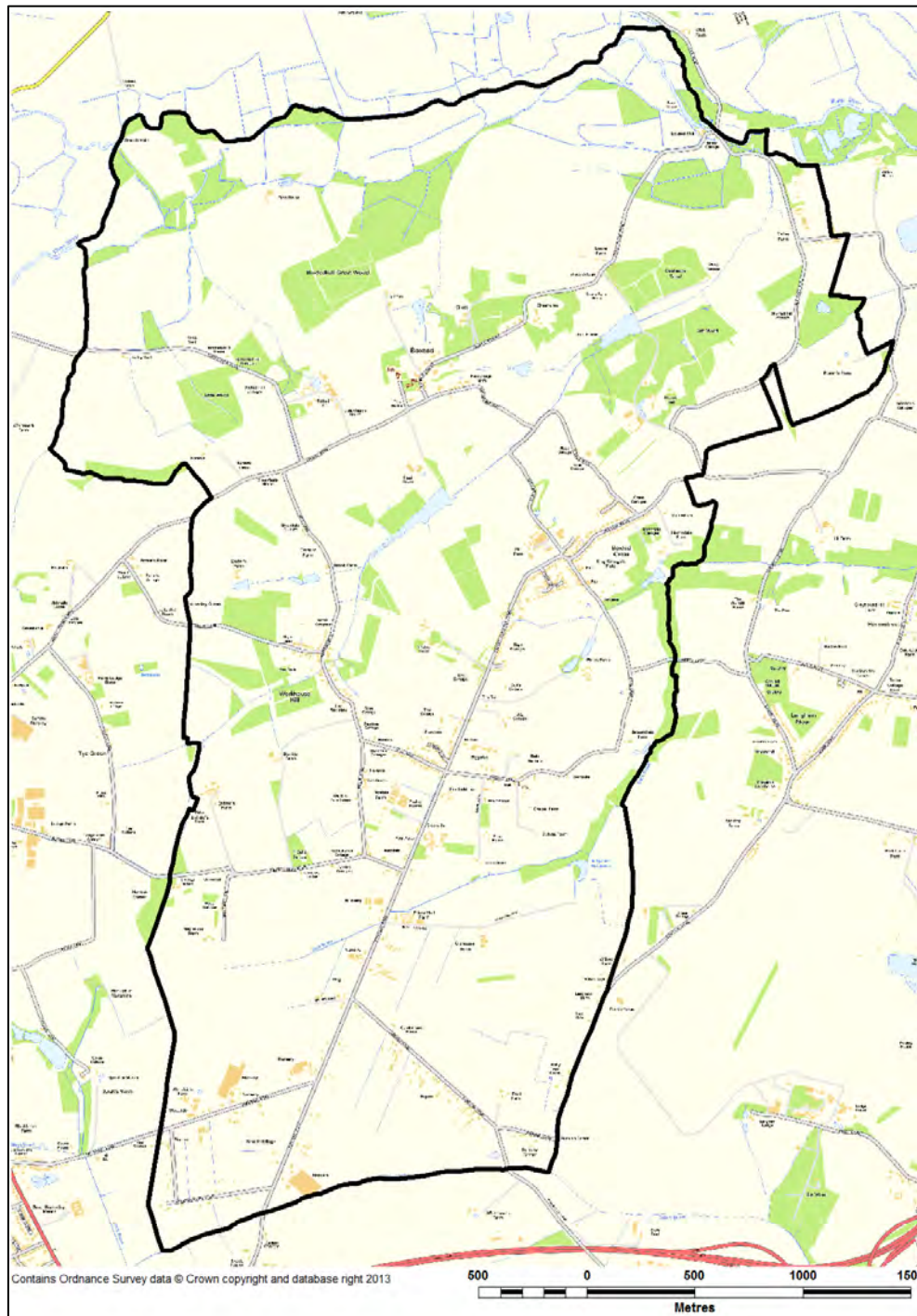
## CONTENTS

|           |  |           |
|-----------|--|-----------|
| <b>1</b>  | <b>INTRODUCTION .....</b>  | <b>2</b>  |
| <b>2</b>  | <b>LOCAL CONTEXT .....</b>                                       | <b>4</b>  |
|           | History of Boxted.....   | 4         |
|           | Character of Boxted .....  | 6         |
|           | Key facilities.....  | 7         |
|           | Socio-economic profile.....                                      | 8         |
| <b>3</b>  | <b>VISION AND OBJECTIVES .....</b>                               | <b>12</b> |
|           | Planning context .....   | 12        |
|           | Vision for Boxted.....   | 13        |
| <b>4</b>  | <b>VILLAGE SETTLEMENT BOUNDARIES .....</b>                       | <b>14</b> |
| <b>5</b>  | <b>LANDSCAPE CHARACTER.....</b>                                  | <b>18</b> |
| <b>6</b>  | <b>COMMERCIAL DEVELOPMENT .....</b>                              | <b>24</b> |
| <b>7</b>  | <b>HILL FARM SITE .....</b>                                      | <b>26</b> |
| <b>8</b>  | <b>RETAIL.....</b>   | <b>31</b> |
| <b>9</b>  | <b>BROADBAND INFRASTRUCTURE .....</b>                            | <b>33</b> |
| <b>10</b> | <b>TRANSPORT AND MOVEMENT .....</b>                              | <b>35</b> |
|           | Highway safety and parking .....                                 | 35        |
| <b>11</b> | <b>NON-PLANNING ACTIONS AND DELIVERY OF PLAN PROPOSALS .....</b> | <b>36</b> |
|           | Action plan for non-planning matters.....                        | 36        |
|           | Delivery of plan proposals.....                                  | 40        |

# 1 INTRODUCTION

- 1.1 This is the Neighbourhood Plan for Boxted Parish. It seeks to represent one part of the development plan for the parish over the period 2014 to 2029. For clarity, the development plan consists of any planning policies currently adopted by the local planning authority, Colchester Borough Council, and this Neighbourhood Plan.
- 1.2 The map in Figure 1.1 below shows the boundary of the Neighbourhood Plan area, which is the same as the administrative boundary of Boxted Parish.

**Figure 1.1: Boxted Neighbourhood Plan boundary**



- 1.3 The principal purpose of the Neighbourhood Plan is to guide development within the parish and enable planning applications to be determined through a clear policy framework. The process of producing a plan has sought to involve the community as widely as possible. In particular there has been considerable consultation and a Neighbourhood Plan questionnaire that has provided a substantial amount of evidence. The different topic areas addressed in the Neighbourhood Plan are reflective of matters that are of considerable importance to Boxted, its residents, businesses and community groups.
- 1.4 This submission version of the Boxted Neighbourhood Plan is accompanied by a Basic Conditions Statement and a Consultation Statement. The Basic Conditions Statement includes a short appraisal of the sustainability of the site proposed for allocation at Hill Farm. It also confirms that a Strategic Environmental Assessment of the Neighbourhood Plan was not required.

#### **How to read this document**

Each section of the plan covers a different topic. Under each heading there is the justification for the policies presented which provides the necessary understanding of the policy and what it is seeking to achieve. There is also a summary of how each policy contributes towards the objectives of the plan. The policies themselves are presented in the blue boxes. It is these policies against which planning applications will be assessed by Colchester Borough Council in its role as local planning authority. It is advisable that, in order to understand the full context for any individual policy, it is read in conjunction with the supporting text.

conjunction with the supporting text.

## 2 LOCAL CONTEXT

### History of Boxted

- 2.1 Boxted is a sprawling parish of some 3,177 acres situated on the Essex/Suffolk border, part in Dedham Vale, north of Colchester. Its history stretches from Neolithic and Trinovante tribesman, Romans, Anglo-Saxons, Normans, Plantagenets, Tudors, Stuarts, King William and Queen Anne, The Georges, Victoria, and her descendants to the present day.
- 2.2 The Parish Church of St Peter stands on a ridge to the south of the River Stour. This was a building started by the Saxons and completed by the Normans. It has been greatly altered through the centuries, the Tudors put in the dormer and lattice windows, the porch is 17th century and in the 18/19th century the thatched roof was replaced with tiles. It remains a small compact building made from pudding stone, rubble, and Roman brick



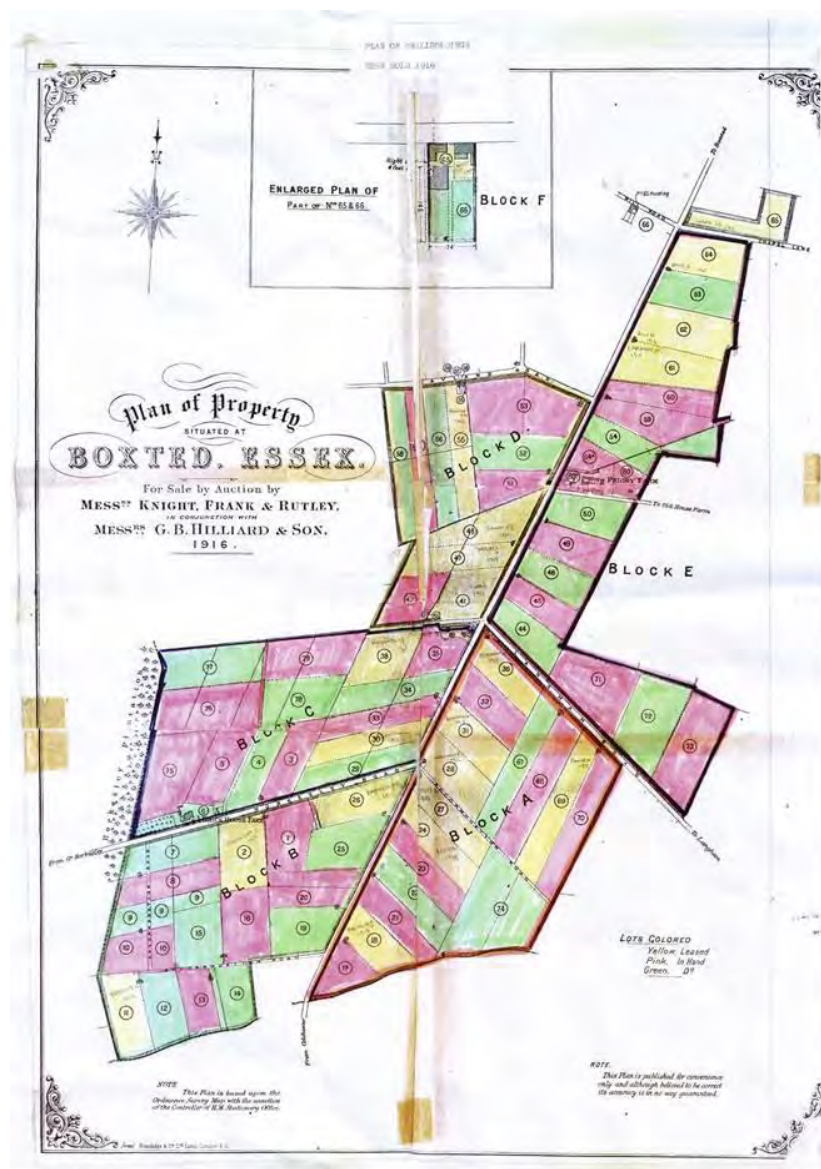
- 2.3 Various manor houses were built; the present Hall and Pond House are by the church, but Rivers Hall, a partly moated dwelling is on the eastern outskirts of the parish, and its lands take in the Cross Area. Rivers Hall was surveyed in 1586 by John Walker and these maps still exist today, giving minute detail of the fields and dwellings on the estate. The oldest thatched cottage in Essex, if not in Europe, was on part of the 1586 Rivers Hall estate – this is Songers dated 1260, situated in Cage Lane. There are many thatched cottages in the village, some at peculiar angles to the road pattern – they were built to an earlier road design . Most of these cottages are 17<sup>th</sup> century.





- 2.4 Prior to the Enclosures Act 1813, a large heath separated Boxted from Myland (Mile End), how Colchester. The heath was crossed by two distinct cart tracks, one going to the east of Colchester, the other linking up with Great Horkesley and on into Myland. After the enclosure of the heath (1815) and the laying out of the Straight Road, which is three miles in length, the character of the village changed. The Straight Road led directly to Myland, which expanded with the coming of the railway to Colchester in 1840.
- 2.5 In 1906 the Salvation Army set up a 'Labour Colony' to put 'landless people on the people less land'. As a result, 67 smallholdings were created and at least 50 were occupied when General Booth visited Boxted in 1910.

### Plan showing the Boxted smallholdings in 1916





- 2.6 Discontent by the smallholders with the administration of the scheme led to tenants being evicted and by 1916 the scheme was wound up and the smallholding sold. Most holdings were bought by Essex County Council to resettle servicemen returning from the Great War 1914-18.



- 2.7 At one time there were seven public houses in the village, but today there are none. The oldest, The Cross Inn, was recently refurbished and sold as a private residence. Whilst restoring, the builders found a priest hole in the roof rafters, where supposedly Lord Goring was hidden whilst escaping from Colchester in 1648, the time of the Civil War. A battle was fought near the Cross and Hill Farm and in 1925 when Hill Farm House was being renovated, a skeleton in 17th century armour was found in a rooftop hideaway. It is thought to be the remains of Colonel Farr, a double agent. Boxted now has a new primary school built near the Cross site the original school was built near the church in 1837. There is also a Methodist Church in Chapel Road dating back to 1852, and in 1910 the Methodists opened a schoolroom near their church. There is also a silver band, one of the oldest Methodist bands in Essex.
- 2.8 Just before the Second World War the King George V Jubilee Trust enabled the villagers to create a Sports Field in Cage Lane. Alongside the sports field is the village hall. There are also well defined footpaths across the village. Today the village no longer has a post office or any shops and, in fact, only a limited number of businesses of any sort. Once a vibrant agricultural community, and for 200 years a prosperous weaving 'Towne', it now largely functions as a commuter dormitory.
- 2.9 Today, the historic legacy still remains, with two Grade I listed buildings (the Parish Church and Songers') and several Grade II listed buildings dispersed across the parish. In the north there is also the conservation area.

### **Character of Boxted**

- 2.10 The village has no common architectural style or theme and has a wide variety of styles and designs of house building. These reflect the historical span of construction which started in the thirteenth century. Additionally there is considerable variety of size extending from the three-storey flats as at White Arch Place to large manor houses such as Boxted Hall and Rivers Hall. The character of the village is enhanced by a series of

thatched cottages dotted around the village such as Songers in Cage Lane, also Medlars and Holly Cottage in Straight Road, a number of thatched cottages in Ellis Road and others along Church Street.

**Songers Cottage (1280)**



- 2.11 A number of historic houses such as Aubrey's Cottages are centred on the church in Church Street. The Wheelwright's House and the old bakery exist close to Boxted Cross and represent the second original focal area of the village. There are other interesting old properties scattered around the village such as Harbutts and Wenlocks in Cage Lane dating from Tudor times, Thatchers and Went (now the Thatched Cottage) in Mill Road, and Oak Cottage in Chapel Road. There are a number of large distinctive properties within the village boundary such as Cheshunts at the end of Church Street, Hill House on Carter's Hill, Boxted House and Pond House, all with their distinctive styles.
- 2.12 What was originally council housing was built post war near Boxted Cross and private housing was built such as in Hobbs Drive and East Side. These are typical urban-type twentieth century housing. More recently, building has been mainly in-fill such as on the car-park area of Boxted Cross Inn (now a private house) and along Straight Road.

**Key facilities**

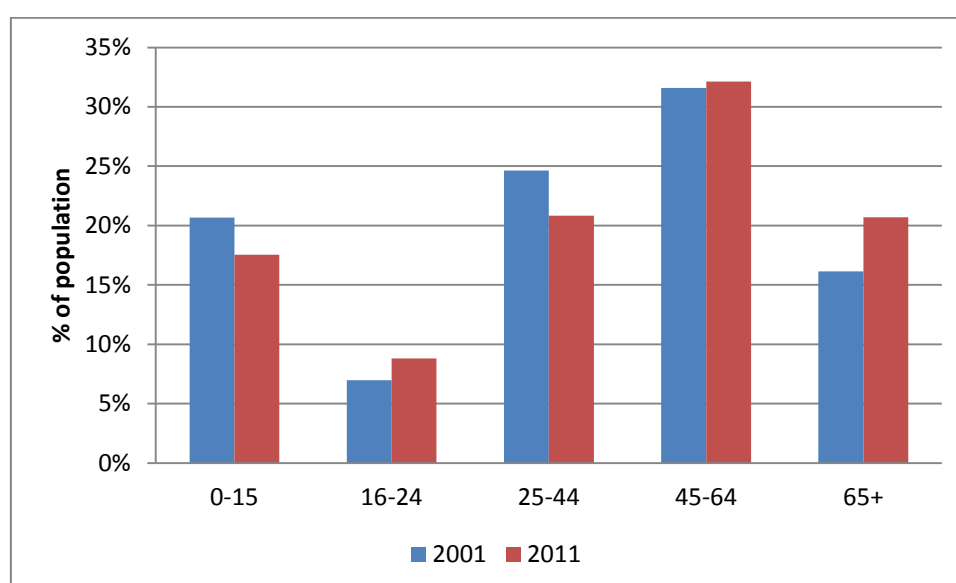
- 2.13 Boxted has a primary school – Boxted Primary School – that caters for the education needs of the community between the ages of 4 and 11. The school has recently expanded to take up to approximately 30 pupils per year. Pupils in Years 5 and 6 are taught in a mixed-age class. The February 2014 Ofsted Inspection showed that, at that time, there were 144 children on the school roll, with a theoretical capacity to accommodate 210 pupils. It is understood that a number of the children at the school come from outside its catchment area.
- 2.14 The expansion of the school was against the wishes of the Parish Council, which was concerned about the impact that additional traffic would have on child safety.

## Socio-economic profile

### Population

- 2.15 In 2011, the population of Boxted parish was 1,363 people. Over the decade since 2001, the population remained static, whilst the population of Colchester Borough increased by 10%.
- 2.16 However, as Figure 2.1 shows, the profile of Boxted parish's population changed quite considerably. The proportion of people of retirement age rose by 5% whereas the proportion of children and adults of traditional 'family' age (25-44) fell by a total of 7%.
- This shows that Boxted has an increasing proportion of older people and is losing younger families from its community.

**Figure 2.1: Population profile change, 2001-2011**

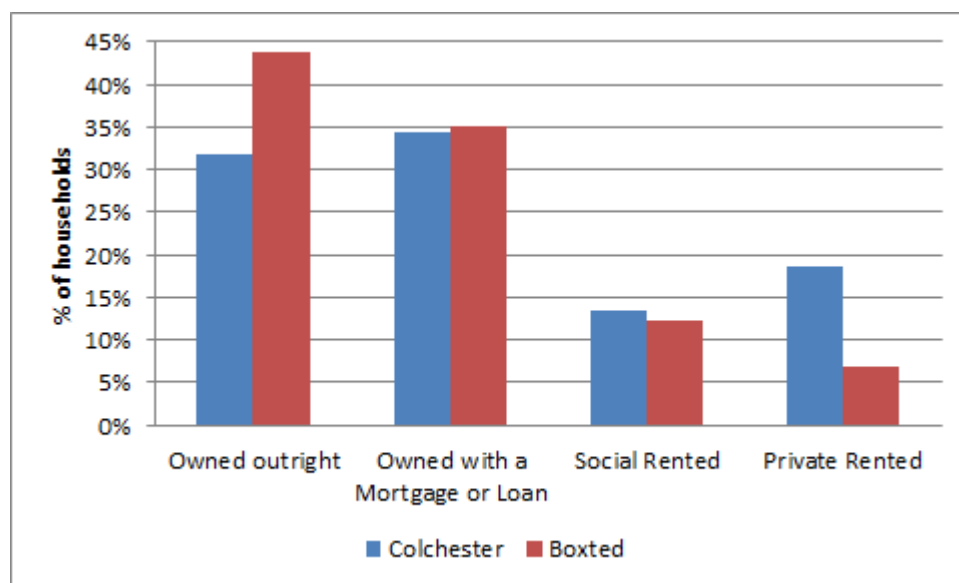


Source: 2001 and 2011 Census

### Dwellings and households

- 2.17 There were a total of 553 households in Boxted parish in 2011 living in 579 dwellings. As is shown in Figure 2.2, the vast majority of these are either owned outright or owned with a mortgage. Boxted parish has a much lower proportion of people living in private rented accommodation. In total, 12% of households are in social rented accommodation.

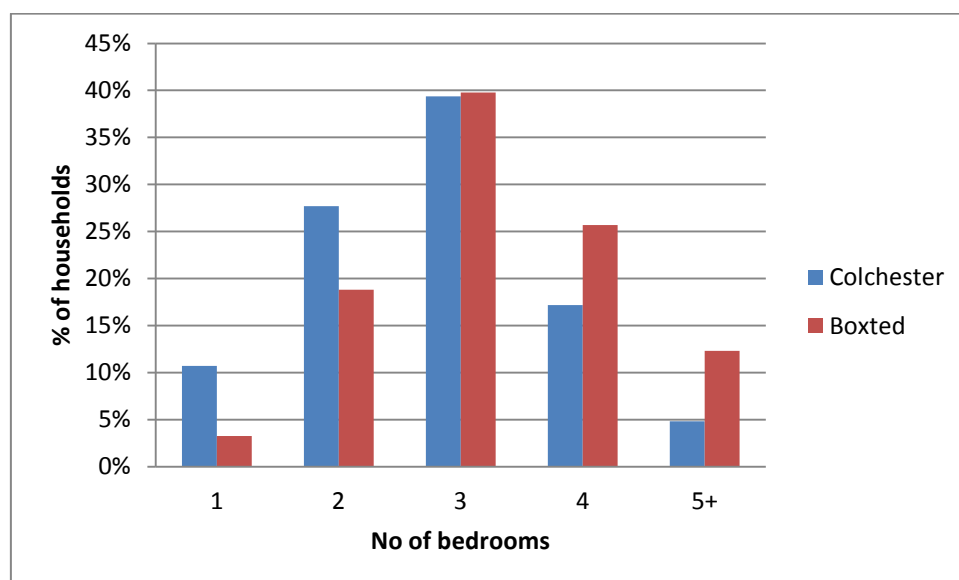
**Figure 2.2: Tenure of households**



Source: 2011 Census

- 2.18 The profile of dwellings shows that there is a greater proportion of larger properties in Boxted than in Colchester Borough. Figure 2.3 shows that Boxted parish has a far higher proportion of 4- and 5+-bed properties than Colchester Borough – 38% compared to 22%. By contrast, it has a much lower proportion of smaller properties – just 22% are 1- or 2-beds compared to 39% across the Borough as a whole.

**Figure 2.3: Number of bedrooms**



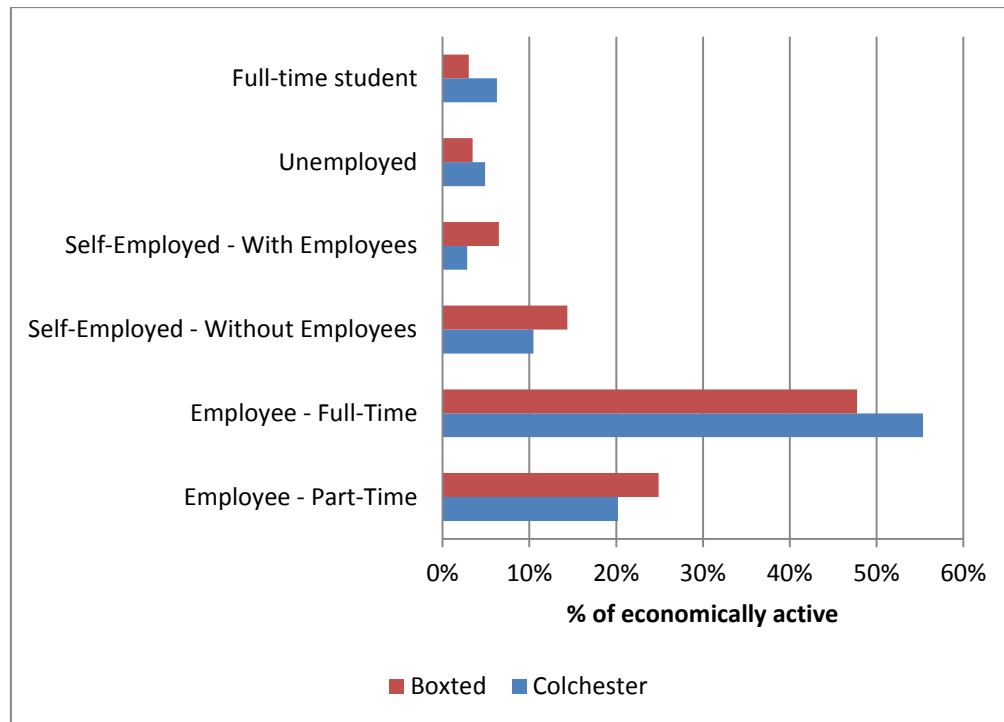
Source: 2011 Census

### ***Economic activity***

- 2.19 Boxted parish does show some differences from the Borough profile in terms of the economic activity of its residents of working age. Figure 2.4 shows that it has a lower proportion of full-time employees but a higher proportion of part-time employees. What is also noticeable is the proportion of people that are self-employed – 21% of the population are self-employed, either with or without employees. This compares to just 13% across

the Borough. In particular, 14% are self-employed but do not have any employees, suggesting that they work on their own. This is supported by the fact that 7% of the parish's population works mainly at or from home, compared to just 3% across the Borough.

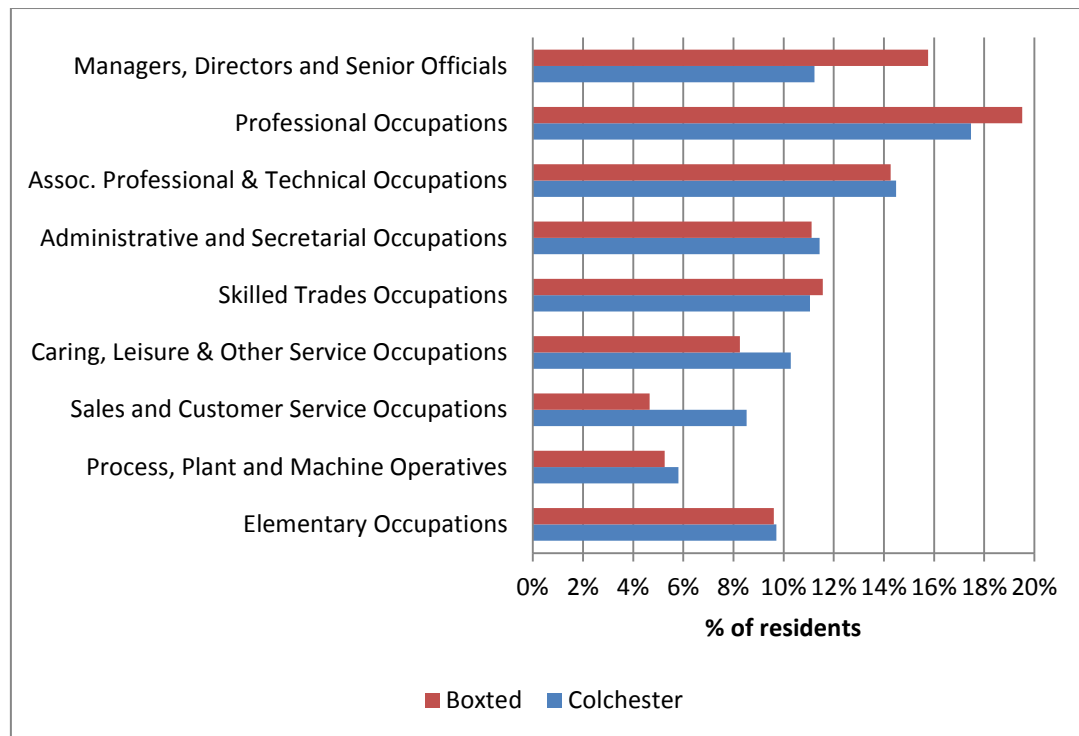
**Figure 2.4: Economic activity**



Source: 2011 Census

- 2.20 What Boxted parish clearly shows is that its workforce works at very senior levels. Table 2.5 shows that 35% of its workers are either at manager/director level or work in professional occupations – this compares to 29% across Colchester Borough. By contrast, Boxted has a very low proportion of people working in the service sector – just 13% working in the care/leisure or sales sectors compared to 19% across the Borough.

**Figure 2.5: Type of occupation**



Source: 2011 Census

### **Summary**

2.21 The socio-economic profile of Boxted parish suggests that the community has the following features:

- It is an increasingly ageing population living predominantly in large houses that are owned.
- It is losing young people and young families.
- It has a significant number of self-employed people, many of whom work from home.
- Its workforce has a significant proportion working in high value occupations which are most likely to be located outside the parish.

### 3 VISION AND OBJECTIVES

#### Planning context

- 3.1 National planning policy is provided by the National Planning Policy Framework (NPPF). The ‘golden thread’ running through the NPPF is the presumption in favour of sustainable development. For plan-making this means positively seeking opportunities to meet the development needs of the area. Neighbourhood plans should:
- develop plans that support the strategic development needs set out in Local Plans, including policies for housing and economic development; and
  - plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan” (paragraph 16).
- 3.2 This and other matters are supported by Planning Practice Guidance (PPG), which was issued in March 2014.
- 3.3 The NPPF in paragraph 184 states that Neighbourhood Plans must be in general conformity with the strategic policies in the Local Plan. The Local Plan is prepared by Colchester Borough. The key strategic policies in the Colchester Local Plan of relevance to the Boxted Neighbourhood Plan are as follows:

| Topic                   | Key Local Plan Policies |
|-------------------------|-------------------------|
| Sustainable Development | SD1                     |
| Housing                 | H1, H2, H3 & H4         |
| Employment              | CE1, DP5, DP8 & DP9     |
| Transport               | TA1                     |
| Environment             | PR1, ENV1               |

- 3.4 It should also be noted that part of Boxted parish is in the Dedham Vale Area of Outstanding Natural Beauty (AONB) and therefore subject to the Dedham Vale AONB Management Plan and the NPPF as well as Local Plan policy relating to the AONB.
- 3.5 The Neighbourhood Plan is considered to be in general conformity with these policies and this is articulated in the Basic Conditions Statement which has been submitted along with this document as required at the Submission Stage (Regulation 15).

#### Challenges for Boxted

- 3.6 The Neighbourhood Plan seeks to address, as far as is possible, the challenges that face the community of Boxted Parish. The community itself considers these challenges to be:
- **Housing** – ensuring that any new housing recognises the rural setting of Boxted.
  - **Affordable housing** – addressing a shortage of affordable housing required to serve the needs of the parish.
  - **Landscape** – recognising that part of Boxted lies within the Dedham Vale Area of Outstanding Natural Beauty.
  - **Coalescence with Colchester** – ensuring that development does not cause the coalescence of the parish with urban Colchester.
  - **Community facilities** – the need to improve the quality and availability of community infrastructure, particularly leisure and local retail facilities.

- **Movement by non-car modes** – the need to protect and enhance the bridleway network for use by cyclists, horse riders and pedestrians in the parish.
- **Traffic and highways** – addressing issues of highway safety, particularly along Boxted Straight Road, movement of non-local HGV traffic through Boxted village and parking associated with Boxted Primary School.
- **Rural character** – the need to balance the vitality of the local economic base with the importance of avoiding industrialisation of rural premises, e.g. smallholdings.
- **Infrastructure** – in particular improved broadband speeds are needed to provide for the growing number of small businesses and levels of working from home that are reflective of the modern economy.

## Vision for Boxted

3.7 The vision for Boxted Parish is as follows:

'In 2029, Boxted Parish will be a thriving rural community. It will have provided for many of the needs of its residents, both in terms of market and affordable housing.

Importantly, development will not have been at the expense of the character of Boxted parish, both of its settlements and its landscape and in particular, the Dedham Vale Area of Outstanding Natural Beauty.

It will have retained and protected its green and blue spaces of value and created new ones.

This will be complemented by new and improved facilities, both for sports and leisure and for day-to-day shopping needs through the provision of a community shop.'

Rural employment will continue to thrive and the provision of high speed broadband will enable the network of self-employed people to run global businesses from home or from small, local offices.

The road network and its safety for drivers and pedestrians alike will be improved and people will be benefitting from the expanded bridleway network. Congestion at Boxted Primary School has been resolved through a 'Park and Walk' initiative.

## Objectives of the Neighbourhood Plan

3.8 The objectives of the Neighbourhood Plan as identified by the community are as follows:

- **Objective One:** Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester
- **Objective Two:** Provide additional community infrastructure to maintain and improve the sustainability of Boxted as a rural parish
- **Objective Three:** Ensure housing developments meet the needs of the local community, including for affordable housing
- **Objective Four:** Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided
- **Objective Five:** Address highway safety and parking issues and improve the potential for movement by non-car modes



## 4 VILLAGE SETTLEMENT BOUNDARIES

- 4.1 The Colchester Local Plan, which covers the period to 2021, is clear that rural villages such as those in Boxted parish are not appropriate locations for significant growth. It is therefore important to balance the need for growth that addresses the needs of the community with the necessary protection to ensure that unrestricted growth and sprawl of rural settlements does not occur.

### Policy justification

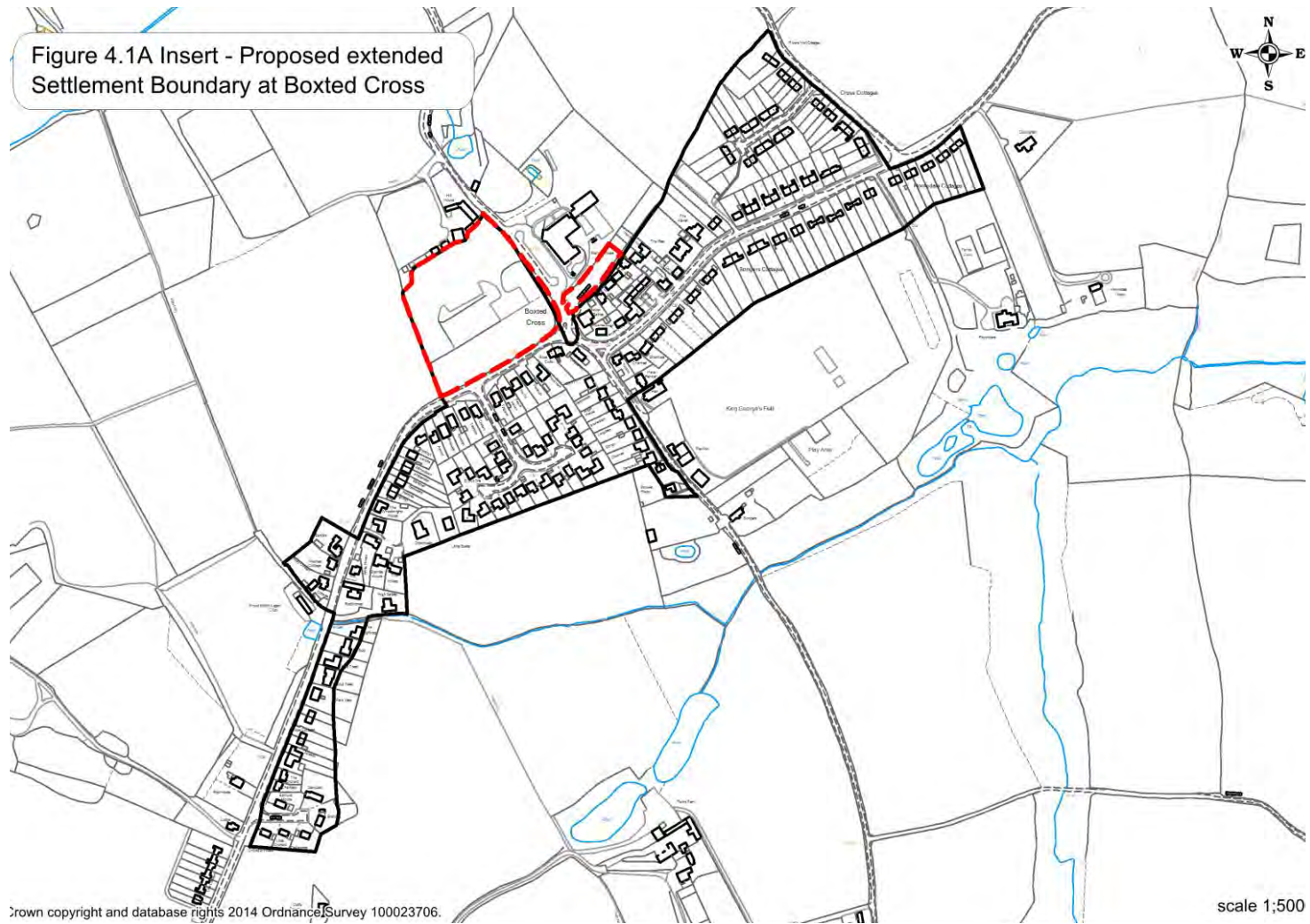
- 4.2 There are four built-up areas within the parish of Boxted. The largest is Boxted Cross. The other built-up areas are Boxted Mill Road, Boxted Workhouse Hill and Boxted Church Hamlet. All of these areas, apart from Boxted Church Hamlet, have defined settlement boundaries in the Colchester Local Plan.
- 4.3 Policy ENV2 of the Colchester Local Plan recognises the importance of appropriate development in rural communities. It states:

*“The Borough Council will enhance the vitality of rural communities by supporting appropriate development of infill sites and previously developed land (PDL) within the settlement development boundaries of villages. The design and construction of new village development must be high quality in all respects, including design, sustainability and compatibility with the distinctive character of the locality. Development should also contribute to the local community through the provision of relevant community needs such as affordable housing, open space, local employment, and community facilities.*

*Outside village boundaries, the Council will favourably consider sustainable small-scale rural business, leisure and tourism schemes that are of an appropriate scale and which help meet appropriate to local employment needs, minimise negative environmental impacts, and harmonise with the local character and surrounding natural environment. Development outside but contiguous to village settlement boundaries may be supported, primarily where it constitutes an exception to meet identified local affordable housing needs.*

*Towns and villages are encouraged to plan for the specific needs of their communities by developing Neighbourhood Plans which provide locally-determined policies on future development needs. Communities are also encouraged to continue to develop other plans, where appropriate, such as Community Led Plans Parish Plans and Village Design Statements, for adoption as guidance.”*





4.4. The Neighbourhood Plan reiterates this policy and Figure 4.1 shows the extent of the settlement boundaries in Boxted parish. This includes the Hill Farm site that is proposed for allocation for residential development in Policy HF1. This would increase the size of the settlement of Boxted Cross so is included within the proposed change to the settlement boundary as shown in Figure 4.1.

## Policy

### POLICY SB1: VILLAGE SETTLEMENT BOUNDARIES

The settlement boundaries within Boxted parish are shown in Figure 4.1.

The settlement boundary of Boxted Cross shall include the allocation of the Hill Farm site (Policy HF1) and the land between the primary school and Crossfield Way.

Development within the settlement boundaries will be supported in principle where other policy requirements can be satisfied.

Outside of the settlement boundaries in Boxted parish, small-scale rural business, leisure and tourism schemes that are appropriate to local employment needs, minimise negative environmental impacts and harmonise with the local character and surrounding natural environment will be considered favourably. Development outside but contiguous to village settlement boundaries may be supported where it constitutes an exception to meet identified local affordable housing needs.

| Policy SB1   |     |
|--|-----|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          | YES |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   |     |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                |     |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided |     |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  |     |

## 5 LANDSCAPE CHARACTER

- 5.1 As a series of rural settlements, the community of Boxted parish greatly values the benefits that living in such a setting provides. Whilst the landscape is not generally considered to be of the value of the adjacent Dedham Vale Area of Outstanding Natural Beauty, it is characterised by attractive valleys and woodland. Development that is not carefully considered and which fails to properly mitigate any negative impacts would have a detrimental impact on the quality of this environment.
- 5.2 The policies in this section of the Neighbourhood Plan seek to balance the recognition that growth can bring benefits with the need to ensure that it does not have a detrimental impact on the landscape.

### Policy justification

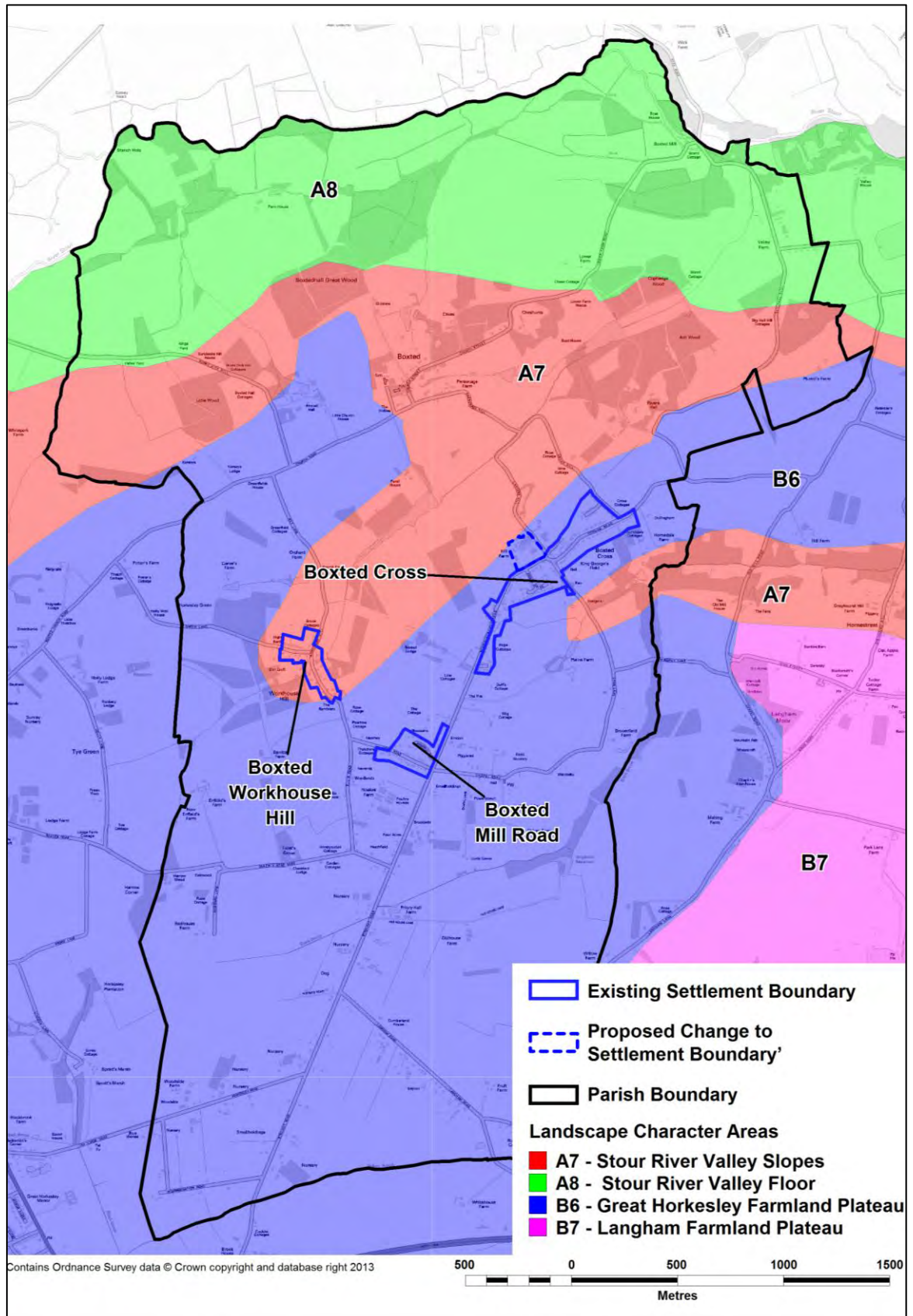
- 5.3 Boxted parish encompasses three landscape character areas – the Stour River Valley Slopes, the Great Horkesley Farmland Plateau and the Stour River Valley Floor. These are shown in Figure 5.1.
- 5.4 The Colchester Borough Landscape Character Assessment<sup>1</sup> (LCA) summarised the key characteristics of the relevant parts of the Stour River Valley Slopes as:
- Steep sided river valleys
  - Damp pasture and willows
  - Patches of mixed woodland
  - Small farmsteads and orchards
  - Network of public footpaths
- 5.5 The LCA recommends a landscape strategy objective of preserving and enhancing these areas. The specific planning guidelines provided are to:
- conserve the tranquil undeveloped character of the intimate tributary valley of the River Stour;
  - conserve the landscape setting of historic settlements such as Boxted;
  - maintain cross-valley views and conserve characteristic views along the valley; and
  - ensure any new small-scale development in or on the edges of historic villages of the area is of an appropriate scale, form, design and uses materials which respond to historic settlement character.

---

<sup>1</sup> Chris Blandford Associates (2005) *Colchester Borough Landscape Character Assessment*, for Colchester Borough Council



**Figure 5.1: Landscape character areas in Boxted Parish**



Source: Chris Blandford Associates (2005) Colchester Borough Landscape Character Assessment, for Colchester Borough Council

5.6 The assessment of the Great Horkesley Farmland Plateau, which covers the majority of the parish, summarised this area as:

- Arable fields with mature trees at field boundaries
- Interesting field pattern consisting of small, regular fields
- Orchards

5.7 The LCA recommends a landscape strategy objective of conserving and enhancing these areas. The specific planning guidelines provide are to:

- ensure that any appropriate new development responds to historic settlement pattern and uses materials, which are appropriate to local landscape character;
- conserve the landscape setting of existing settlements, such as Boxted, ensuring where appropriate that infill development does not cause linkage with the main Colchester settlement; and
- conserve panoramic and framed views into the Stour River Valley corridor to the north of the character area;

5.8 The assessment of the Stour River Valley Floor summarised this area as:

- Wet floodplain consisting of several areas of damp pasture and meadows and ponds;
- Willow and remnant poplar plantations following the alignment of the River Stour;
- Numerous mills, weirs, water works and pumping stations (human influences) associated with the River;
- Large areas of open grazed grassland traversed by a ditch network;
- Intimate small fields enclosed by tall hedges and/or wet ditches.

5.9 The LCA recommends a landscape strategy objective of conserving and enhancing these areas. Planning Practice Guidance on flood zones indicates that only water compatible development and essential infrastructure developments which have passed the necessary exception test should be considered within the functional floodplain. Essential infrastructure that passes the exemption test should:

- remain operational and safe for users in times of flood;
- result in no net loss of floodplain storage; and
- not impede water flows and not increase flood risk elsewhere.

5.10 Colchester Borough Council's 'Assessment of open countryside between settlements in the Borough of Colchester'<sup>2</sup> provides evidence that the character of the landscape between the settlements of Boxted and Colchester (including its Northern Growth Area) makes a high contribution towards the separation of settlements. It summarises at paragraph 9.4.2 as follows:

*"Any new built development, as defined, between Boxted and Colchester is likely to seriously undermine the sense of settlement separation and the rural character of the intervening land, as perceived by people moving along public rights of way between Boxted and Colchester, or along Straight*

---

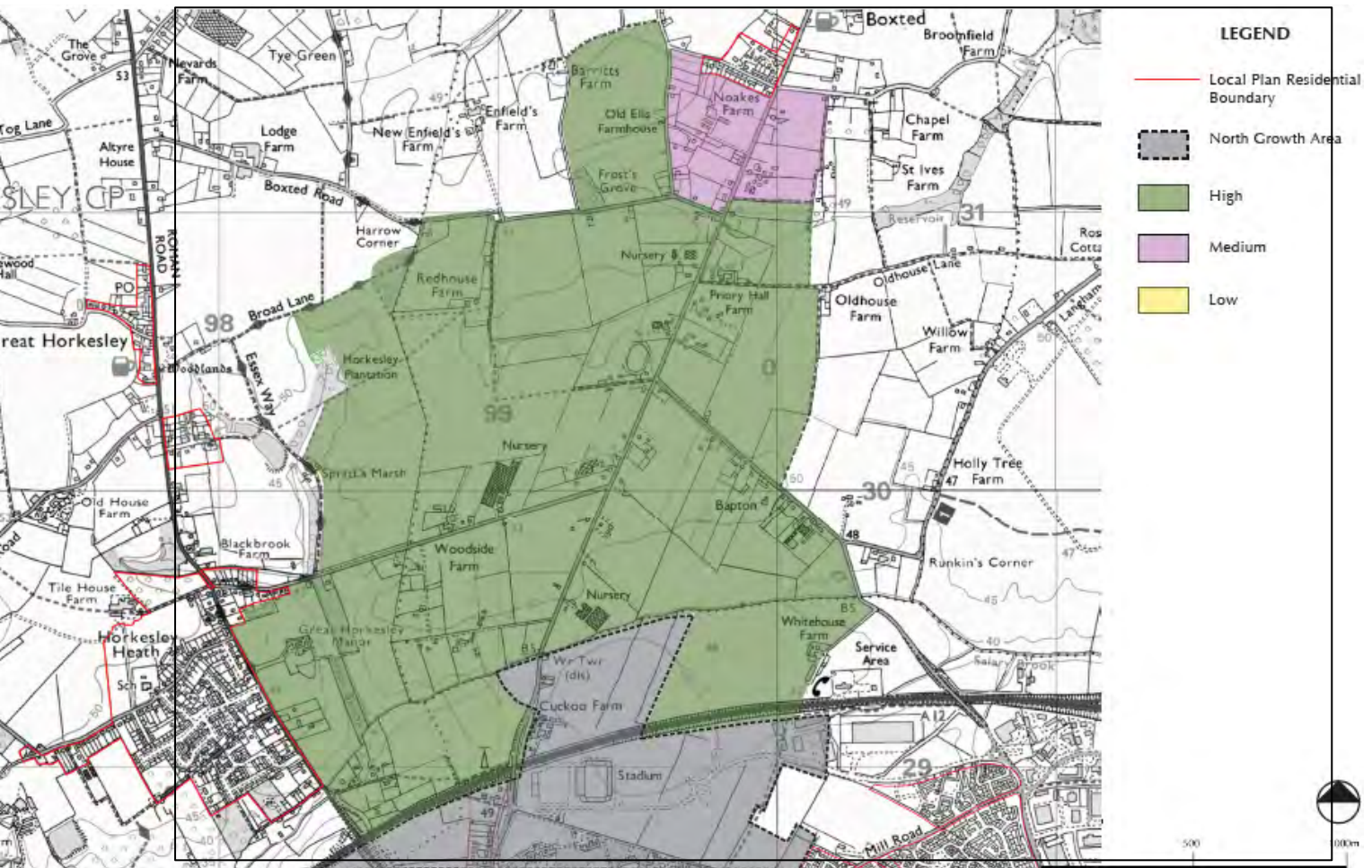
<sup>2</sup> Colchester Borough Council (2009) *Assessment of open countryside between settlements in the Borough of Colchester*, Final Report



*Road. Any such development is likely to result in visual coalescence with Colchester and/or Boxted and also visual coalescence with existing houses alongside Straight Road, particularly as perceived from the public rights of way across the adjacent farmland. This visual coalescence is likely to seriously undermine the sense of settlement separation and the predominantly rural character of this land. The sense of leaving one settlement and entering another would also be significantly diminished.”*

5.11 This is shown in Figure 5.2.

**Figure 5.2: Contribution to separation of settlements of Boxted and Colchester**



Source: Colchester Borough Council (2009) Assessment of open countryside between settlements in the Borough of Colchester, Final Report, Figure 9.3

- 5.12 The community of Boxted is particularly concerned about encroachment from the Colchester Northern Growth Area. Whilst the A12 forms a robust barrier to prevent further sprawl of Colchester, in recent years there has been the development of a petrol station on the north side of the A12 and planning permission granted for a fast food outlet and the Cuckoo Farm park-and-ride development. The community considers that further development in these locations will serve to have a permanent and detrimental impact on the function of Boxted as a rural parish and settlements.
- 5.13 It is important therefore that development in Boxted parish is provided with an appropriate and clear policy context to ensure that the character of the local landscape is properly respected and that coalescence with the Colchester Northern Growth Area is prevented.



- 5.14 In addition, a further concern of the community is the impact of light pollution from large scale developments. The floodlights from the Weston Homes Community Stadium on the north side of the A12 were altered due to having a detrimental light pollution impact on residents of Boxted (indeed residents still consider that the alteration has not completely addressed the light pollution caused). There is concern that the Cuckoo Farm Park and Ride development, which is closer to residential properties in Boxted than the stadium, will have a similarly unacceptable impact on the amenity of residents. Whilst outside the parish boundary and therefore the influence of this Neighbourhood Plan, the community considers it important that the impacts of light pollution on local residents by major developments such as the Park and Ride and properly mitigated.

## Policy

- 5.15 There are two policies in the Neighbourhood Plan that protect the local landscape character and serve to prevent coalescence.
- 5.16 Policy LC1 seeks to ensure that the ongoing growth of the Colchester urban area does not serve to reduce the gap in any way between Colchester and Boxted, thereby eroding Boxted's function as a rural settlement.
- 5.17 It is important to be clear that, within Policy LC1, there are certain types of development that are generally not considered to be sustainable in this location and are likely to materially reduce the green gap. These are very much guided by the requirements of Policy SB1 in respect of development outside of settlement boundaries and would commonly include residential development or any commercial or leisure development that was not of a small-scale nature appropriate for such a rural setting.

### POLICY LC1: COALESCENCE WITH COLCHESTER URBAN AREA

Developments in Boxted parish which can be demonstrated to be sustainable and which do not materially reduce the green gap between Boxted and urban Colchester will be supported. This must reflect the requirements of Policy SB1 in respect of development outside of settlement boundaries.

| Policy LC1   |     |
|--|-----|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          | YES |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   | YES |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                |     |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided |     |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  |     |

- 5.18 The second policy (Policy LC2) seeks generally to protect the local landscape character of the parish by requiring a landscape assessment to accompany anything but the smallest planning applications where those applications are anywhere other than in the middle of a settlement identified in Policy SB1. This assessment must demonstrate that

the scheme is not going to have a detrimental impact on the landscape or that any such impacts can fully be mitigated.

- 5.19 A threshold of three dwellings has been used to avoid those wishing to deliver small scale development of just one or two dwellings from having an unnecessary burden when they submit a planning application. In most cases, it is not expected that just one or two dwellings could have a significant detrimental impact on landscape character. Equally, a threshold of 500m<sup>2</sup> of commercial floorspace broadly equates to a level of floorspace above which multiple light industrial units are being provided. In other words, below the threshold only a single unit would be provided which, following the same principle as that applied to single dwellings, would be unlikely to have a significant detrimental impact on landscape character.

#### **POLICY LC2: PROTECTION OF LANDSCAPE CHARACTER**

Where a new development of three or more dwellings or 500m<sup>2</sup> or more of floorspace is either outside a settlement boundary or inside a settlement boundary but contiguous to it, it must be accompanied by a landscape assessment. This landscape assessment must consider the impact that development would have on the local landscape character and must demonstrate that any impacts can be appropriately mitigated. Any proposal that is not capable of mitigating the impacts of development will not be permitted.

| <b>Policy LC2</b>  |            |
|--|------------|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          | <b>YES</b> |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   | <b>YES</b> |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                |            |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided |            |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  |            |

## 6 COMMERCIAL DEVELOPMENT

- 6.1 One of the predominant and sustained features of Boxted parish is the number of smallholdings. There are approximately sixty smallholdings along Boxted Straight Road alone.
- 6.2 Whilst these smallholdings were traditionally used to grow food for the local and wider community, this has changed significantly over time. Today very few produce food for commercial sale. Most are owned by people who either use the land to grow food for their own personal consumption or for equestrian use. The equestrian use is not insignificant for the local economy as it helps to support employment at Priory Saddlery, as well as at feed and equipment suppliers, farm contractors and blacksmiths.
- 6.3 The reality is that the majority of the smallholdings are now residential properties where the owners make a living elsewhere. However, these uses still, to a certain degree, reflect the rural nature of Boxted and provide for local needs and leisure pursuits, as well as supporting the local economy. It is considered that such uses are in keeping with the rural environment and therefore should not be discouraged.
- 6.4 Yet in recent years there has been constant pressure for some of the smallholdings to be used for businesses or interests ancillary to the construction industry, light industrial or storage areas for plant, machinery, caravans or vehicles. Very often these activities result in piecemeal and untidy developments that individually result in a loss of visual amenity and collectively are prejudicial to the appearance of the locality with a gradual erosion of the rural character of the parish. In addition, some these activities create significant noise which can also have a detrimental impact on the amenity of neighbours.
- 6.5 The historic effectiveness of CBC policies that have sought to protect visual amenity in relation to these smallholdings has been limited. Policy EMP6 in the 2004 Local Plan (now superseded) identified Boxted Straight Road as a special protection area but this did not prevent a loss of visual amenity as a result of development on some of the smallholdings.
- 6.6 Policy DP5 (Appropriate Employment Uses and Protection of Employment Land and Existing Businesses) in the CBC Local Plan seeks to direct appropriate employment uses within designated employment zones and this includes small areas within Boxted parish that contain some smallholdings. However, this is by no means extensive enough to cover all the smallholdings. In the areas outside the employment zones, Policy DP9 (Employment Uses in the Countryside) does provide policy guidance in respect of employment uses having to be appropriate to the countryside.
- 6.7 In addition, Policy DP1(i) and (iii) on Design and Amenity seeks to ensure that the character of the site's surroundings and its design features are respected and that public and residential amenity is protected, particularly with regard to privacy, overlooking, security, noise and disturbance, pollution (including light and odour pollution), daylight and sunlight. However, the community still feels that this is not preventing the loss of visual amenity where such commercial uses are permitted.
- 6.8 It is therefore considered necessary to have a policy in respect of commercial development within the parish that seeks to ensure development:
- protects visual and noise amenity;
  - does not prejudice the appearance of the locality; and
  - protects the rural character of the area.

- 6.9 This may be achieved through actions such as appropriate screening/planting on the border of a commercial area. However, it must be able to demonstrate that the activity will not impact detrimentally on the visual amenity of the surrounding area and the parish in general as well as not creating unacceptable levels of noise.
- 6.10 This policy applies not only to smallholdings but all commercial activity in the parish in order to ensure that the issue is comprehensively addressed.

**POLICY SM1: LOSS OF VISUAL AMENITY/UNACCEPTABLE NOISE IMPACT FROM COMMERCIAL ACTIVITY**

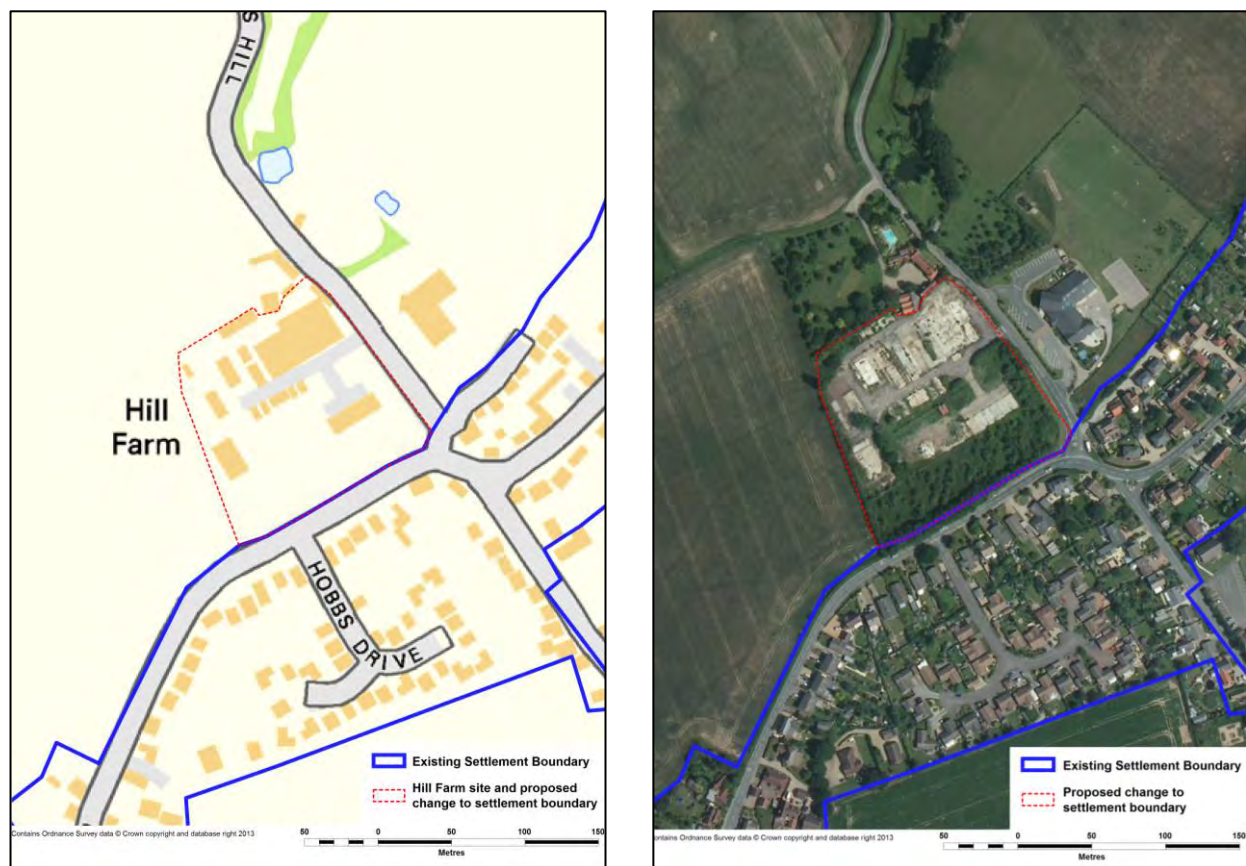
Any unacceptable loss of visual amenity and unacceptable levels of noise impact on the surrounding area and the parish in general arising as a result of commercial development in Boxted parish will not be permitted. Proposals for such commercial activity must demonstrate that any impacts can be properly mitigated through actions such as appropriate visual and noise screening.

| <b>Policy SM1</b>  |            |
|--|------------|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          | <b>YES</b> |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   |            |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                |            |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided |            |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  |            |

## 7 HILL FARM SITE

- 7.1 As part of the Neighbourhood Plan process, the community identified that the Hill Farm site was an appropriate location for development. They were asked to consider what an appropriate future use for the site should be. This is the only brownfield site of significance within the parish. It covers an area of approximately 1.2 hectares and is located on the corner of Boxted Straight Road and Carters Hill, opposite Boxted Primary School. The site is located adjacent to the existing Boxted Cross village envelope as per the current Local Plan Proposals Map and as shown on Figure 7.1.

**Figure 7.1: Boundaries of Hill Farm site**



- 7.2 The most recent active use of the site was as light industrial estate providing basic commercial units for a range of users, such as a joiners and machine repair. Only a small number of these units provided services of direct value to the local community but did provide some employment.
- 7.3 These units were demolished and the site currently lies derelict. In 2007 permission was granted for the development of new commercial units totalling over 2,000m<sup>2</sup>. Of this, just over 600m<sup>2</sup> would be offices, with the remainder light industrial units. Access would be from Carters Hill, opposite the Primary School. This permission has since been renewed twice but development has not commenced. The site owners have not received any interest for industrial or office use, largely because of the significant amount of employment land that is available on the edge of Colchester with good access to the A12.
- 7.4 It is considered that the site represents the best opportunity for development that can meet the needs of the community in a sustainable manner. These needs relate to

affordable and market housing, but also securing contributions that address particular infrastructure issues in the parish. In particular these infrastructure needs relate to improvements to open space, sports and recreation provision at King George Playing Fields, with a specific need for improvements to the Sports and Social Club.

- 7.5 A particular issue of importance to the community is the opportunity for the site to provide a 'village green' in the form of green open space which all the community of Boxted can use and enjoy collectively. It is important that this is properly maintained, so if responsibility for this is given to the Parish Council then an appropriate contribution towards its ongoing maintenance should be made.
- 7.6 It is important that development is appropriately screened along its boundary, particularly along Boxted Straight Road where there is existing housing opposite. This will help to minimise the potential for development to have an inappropriate 'urban' feel. This should be done, where possible, by retaining existing trees and hedgerows and through additional planting. There are also trees on the site that have tree preservation orders (TPOs) on them which should be retained as part of any scheme.
- 7.7 Another particular issue is the density and massing<sup>3</sup> of the scheme. Policy H2 of the Colchester Local Plan (Housing Density) considers that the density of new housing schemes at locations such as Boxted which do not have good accessibility to town centres/urban gateways or to public transport should be moderated and reflect the character and density of the surrounding built form.
- 7.8 A mix of dwelling sizes should be provided in line with Policy H3 of the Colchester Local Plan. This policy states that the mix should be informed by 'an appraisal of community context and housing need.'
- 7.9 In order to help retain an element of employment use on the site, a proportion of residential units should be built with an element of 'live-work' in their design. This is distinct from specifically 'live-work' units which are less flexible and are considered unlikely to have a market in this location. Where, for example, it can be incorporated into the design, some units could have out-buildings/sheds built so that they may double up as an office.
- 7.10 The Boxted Housing Needs Survey suggested that all the local need for market housing was for housing of 1-3 bedrooms and the Colchester Strategic Housing Market Assessment 2013 found that 75% of need for market housing is for houses of 3 bedrooms or less. The policy seeks to reflect this need with an element of flexibility to assist the viability of the development and during the plan period more up to date assessments of housing need may identify a need for a different mix of dwellings.
- 7.11 A particular issue of importance to the community is ensuring that affordable housing provided on the site addresses local needs. The Boxted Affordable Housing Needs Survey (undertaken in November 2013) identified a requirement for five units to address the affordable housing needs of local people. These units would need to be a mix of 1- and 2-bed properties. When a scheme goes ahead, the size and tenure of these units should be reviewed in consultation with Boxted Parish Council, the selected housing association and Colchester Borough Council.
- 7.12 It is considered that, because this site represents the only significant opportunity for development within or adjacent to the settlements in the parish, it is imperative that the affordable housing provided addresses the needs of local people or those with a local connection as identified in the Affordable Housing Needs Survey. If it does not then there

---

<sup>3</sup> 'Massing' refers to the shape and size of the buildings

will be little if any opportunity for these people to access their needs locally unless an existing affordable property becomes available and they successfully apply for it. It is therefore considered that a 'cascade' system of allocating affordable housing should be adopted for the development, thereby giving local people the first option on the affordable dwellings.

- 7.13 Parking around the adjacent Boxted Primary School is an issue for many in the community. It is therefore important that any development does not result in more on-street parking on the existing highway which would worsen the problems at school drop-off and pick-up times. On a related theme, a travel plan should be prepared in conjunction with Boxted Primary School, which specifically seeks to address parking issues at the school.
- 7.14 The allocation of the site creates an opportunity to provide a community shop. However, this should only be included if there is demonstrable interest from the community. If, at the time of the application, there is no interest, then Policy RE1 in respect of the provision of a community will apply for when, in the future, there is sufficient interest to provide a unit elsewhere in Boxted.
- 7.15 There is a grade II listed building on the land immediately to the north of the site and any redevelopment of the site must respect its setting.
- 7.16 There is the potential issue of archaeological remains on the site. Cannon and musket balls were found when buildings were erected on the site as packing sheds for fruit in 1927/1928. These buildings, which situated mainly near the Hill House side of the site, have subsequently been demolished. In addition, in 1925 Hill House (next to the site) was renovated and a skeleton in armour was found in a hideaway in the roof. It is therefore considered necessary that an archaeological investigation is undertaken before development commences.



**POLICY HF1: HILL FARM SITE, CARTERS HILL/BOXTED STRAIGHT ROAD**

Development of the Hill Farm site, Carters Hill/Boxted Straight Road, will be permitted provided it complies with the following criteria:

- It shall deliver a residential scheme at a density that respects the surrounding built-up area and its rural setting.
- It shall provide the following mix of residential properties:
  - For market housing - at least 25% of the market properties delivered should be 1-2 bed properties and at least 25% should be 3-bed properties unless up-to-date published evidence of housing needs suggests otherwise.
  - For affordable housing – at least three no. 1-bed properties and at least two no. 2-bed properties in line with the Boxted Affordable Housing Needs Survey. This requirement may change if a subsequent Parish Affordable Housing Needs Survey identifies an alternative level and mix of local affordable housing need.
- The total number of affordable housing units delivered must comply with Colchester Borough Council Local Plan Policy H4, with a proportion of these expected to be required specifically to address local needs in line with the most recent Boxted Affordable Housing Needs Survey. It is expected that the applicant will seek to agree with Colchester Borough Council the mechanism for allocating the required number and mix of affordable housing units to local residents in Boxted as a priority.
- Proposals which incorporate an element of 'live-work' into their design will be encouraged.
- It shall provide appropriately located public open space, in the form of a village green or equivalent, which is accessible and available for use by all the community, rather than just the residents of the new development. Contributions towards the ongoing maintenance of this space will be required.
- The boundary of the site shall have effective natural screening, both through retention of existing trees and hedgerows and new planting. Existing trees that are subject to Tree Preservation Orders shall be retained within the development.
- Subject to the statutory requirements for planning obligations, a contribution will be sought through a planning obligation or Community Infrastructure Levy income may be used for improvements to, and expansion of, open space, sports and recreation facilities at King George Playing Fields in Boxted, with a specific need for improvement of the Sports and Social Club.
- It shall include an appropriate scheme of sustainable urban drainage (SUDS).
- It shall be accompanied by a travel plan, prepared in conjunction with Boxted Primary School, which specifically seeks to address parking issues at the school.
- Parking provision needs to adhere to adopted parking standards in order to avoid increasing parking problems in the vicinity of Boxted Cross around Boxted Primary School.
- Subject to the effect on the viability of the development as a whole, if there is demonstrable interest from the community at the time, a community shop shall be provided on site.
- It must ensure that the setting of the Grade II listed building to the north of the site is respected.
- An archaeological investigation shall be undertaken prior to commencement of development.



| <b>Policy HF1</b>  |            |
|--|------------|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          | <b>YES</b> |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   | <b>YES</b> |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                | <b>YES</b> |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided |            |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  |            |

## 8 RETAIL

- 8.1 As part of the Neighbourhood Plan process, the community was asked to consider if any new retail services were required in the parish. Rural communities such as Boxted need community facilities to act as its lifeblood. However, over recent years such facilities – pubs, post offices, local shops – have been closing in rural communities across the country. This puts the sustainability of small settlements at risk.
- 8.2 The community of Boxted has recognised the value of having a shop serving the community. Currently it does not have any such facility, with the nearest shops selling everyday convenience goods being located in Great Horkesley. In addition, there is Coleman's, a butcher on Langham Road which also sells dairy products, fish, bakery goods and fruit and vegetables. There is also a well-stocked community shop in Langham. For older people and those without access to a car, these retail facilities are difficult to get to on a regular basis.
- 8.3 The principal issue in providing a new retail facility is the commercial viability of such a unit. There is no obvious generic demand for single rural convenience units even in times of economic prosperity, let alone during a prolonged economic downturn. The 'story' for why such units come forward is usually bound up in the individual shop owners' personal circumstances and motivations, or a very specific market niche. Therefore it is recognised that whilst the Neighbourhood Plan could in theory facilitate the delivery of a retail unit, it cannot guarantee that it will be occupied, nor can it guarantee that it will be occupied by a retailer selling the type of goods that the community wishes to see.
- 8.4 It is therefore considered that the most appropriate way of addressing local retail needs in Boxted is to facilitate the provision of a community shop. This is in line with paragraph 28 of the NPPF which promotes the retention and/or development of local services and facilities such as local shops.
- 8.5 Such a shop would be run by the community and would provide a range of goods that the community needs. The most common examples are local convenience goods where such a facility acts as a 'top-up' facility to the weekly grocery shop that is most commonly done in large supermarkets.
- 8.6 The Neighbourhood Plan therefore seeks to facilitate the provision of an appropriate unit from which such a community shop can operate. Whether this is in an existing unit or provided as a new unit has not yet been identified. Certainly it would be preferable to occupy a unit as this would not require funding to cover the cost of a new building to be found.
- 8.7 It will be important that any unit can provide appropriate levels of parking as well as safe access to and from the site.
- 8.8 As at January 2014 there was no available commercial unit appropriate for use as a community shop in Boxted. It may be possible to use other types of existing buildings that do not immediately lend themselves to such a use – examples include garages or derelict buildings on smallholdings – so there is the possibility that this situation will change.
- 8.9 In order to ensure that, if a suitable unit is found, a community shop is ready to be opened, volunteers were invited in January 2014 to come forward and show interest in being part of such an organisation. To date, one volunteer has come forward and Boxted Parish Council is hopeful that further volunteers will come forward in the future.

## Policy

8.10 The following policy provides for the opportunity to deliver a community shop in Boxted:

### **POLICY RE1: PROVISION OF A COMMUNITY SHOP**

The provision of a community shop (Use Class A1) will be supported. Any planning application to change the use of an existing building to a retail facility that is capable of serving the local community will be strongly supported.

This support will be subject to any application ensuring that sufficient parking and safe access can be provided at the site.

| <b>Policy LG1</b>  |            |
|--|------------|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          |            |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   |            |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                |            |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided | <b>YES</b> |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  |            |

## 9 BROADBAND INFRASTRUCTURE

- 9.1 The modern economy is changing and increasingly needs good communications infrastructure as a basic requirement. The 2011 Census highlights how people are working differently to a generation ago - in Boxted parish, 7% of people work from home and 21% are self-employed. Of these self-employed people, 14% have no employees so effectively work for themselves with no support. Commonly this is in service activities that simply require access to a computer and a broadband connection.
- 9.2 The need for high speed broadband to serve Boxted is therefore paramount. Broadband speeds are reported by residents to be poor and it is therefore a fundamental constraint to the continuing expansion of self-employed activity for those working from home or from a small office.
- 9.3 Government has recognised that there is a significant gap in availability of basic and superfast broadband, particularly in rural areas where British Telecom (BT) and other national providers have not invested in upgrades to the network and have allocated £530m through the Broadband Delivery UK (BDUK) programme to deliver superfast broadband to 90% of premises by 2015 and have recently allocated an additional £250m to increase coverage to 95% of premises by 2017 and 99% by 2018.
- 9.4 The Essex County Council Community Broadband scheme has a roll-out programme for the delivery of superfast broadband infrastructure (24mbps+) and for Boxted, as of October 2014, work was in the process of being undertaken. It is also important to note that other broadband providers such as County Broadband Ltd also have roll-out programmes within the county and may include Boxted parish in the future.
- 9.5 Whilst BT has an obligation to provide a landline to every household in the UK and developers are expected to want to facilitate high speed broadband provision otherwise their developments will be substantially less marketable, there have been instances where developers have not contacted BT early enough in the process for fibre and ducting to be laid, or they have a national agreement with a cable provider that is not active in the area, leaving new housing developments with little or no connections.
- 9.6 Policy BE3 seeks to ensure that all new housing, community and commercial development in the parish is connected to superfast broadband. If this is not possible, the developer will be expected to make a contribution via the Community Infrastructure Levy (CIL), if this is in place, or through a Section 106 agreement towards off-site works that would enable those properties to gain access to superfast broadband, either via fibre-optic cable or wireless technology in the future.

# POLICY BI1: HIGH SPEED BROADBAND

On new developments within or adjacent to the settlement boundaries, all new properties where possible must be served by a superfast broadband connection which must be installed on an open access basis. This will need to be directly accessible from the nearest British Telecom exchange and provided in such a way as to enable future repair, replacement or upgrading. If superfast broadband is not available at the time of construction, then the necessary infrastructure must be installed to ensure that superfast broadband can be accessed when it is ready.

Elsewhere, it is expected that all properties will also have access to this standard of connection when available, unless it can be demonstrated, through consultation with British Telecom, that this would not be possible, practical or economically viable - in which case the District or Parish Council may utilise Community Infrastructure Levy (CIL) monies or seek an equivalent developer contribution, toward off-site works that would enable those properties access to super-fast broadband, either via fibre-optic cable or wireless technology, in the future.

| Policy BI1   |     |
|--|-----|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          |     |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   |     |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                |     |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided | YES |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  |     |

## 10 TRANSPORT AND MOVEMENT

- 10.1 As part of the Neighbourhood Plan process, the community was asked to consider if there were any particular issues relating to transport and movement (both by car and non-car modes) in the parish.

### Highway safety and parking

- 10.2 As identified in Section 7 in respect of Hill Farm, one of the biggest pinch-points in the parish is Boxted Cross, where Boxted Primary School is located and where Policy HF1 proposes the allocation of the Hill Farm site for residential development.
- 10.3 It is vital that new development – and in particular any development at Hill Farm – adheres to adopted parking standards, as set by Essex County Council.
- 10.4 In addition, highway safety is a concern in the parish. The particular issues that were raised by the community in consultation were speed and safety along Boxted Straight Road, particularly at junctions, and parking/safety issues in respect of school drop-off and pick-up at Boxted Primary School. Where new development has a direct impact on these issues it may be appropriate to seek a contribution towards measures to improve highway safety. To assess the impact on road safety, a transport assessment or statement proportionate with the scale of development is required but this would not be an onerous requirement for small scale development.
- 10.5 This issue is dealt with in more detail in Section 11 which addresses non-planning matters.

#### POLICY TM1: HIGHWAY SAFETY AND PARKING

All development proposals will be required to meet adopted parking standards to avoid increasing parking issues in the village.

All proposals for new development which impacts on the highway will be accompanied by a transport assessment or transport statement proportionate to the scale of the proposed development.

Where appropriate, developments will be expected to contribute through a planning obligation towards measures to improve road safety, including junction improvements and signage. Community Infrastructure Levy income may also be used for this purpose.

| Policy TM1   |     |
|--|-----|
| <b>Objective 1:</b> Conserve and enhance the character and landscape of the parish and ensure that it does not coalesce with urban Colchester          |     |
| <b>Objective 2:</b> Protect and enhance the green spaces within the Parish which are of value to the community   |     |
| <b>Objective 3:</b> Ensure housing developments meet the needs of the local community, including for affordable housing                                |     |
| <b>Objective 4:</b> Ensure that the rural employment base is, where possible, retained and the supporting infrastructure for rural working is provided |     |
| <b>Objective 5:</b> Address highway safety and parking issues and improve the potential for movement by non-car modes                                  | YES |

## 11 NON-PLANNING ACTIONS AND DELIVERY OF PLAN PROPOSALS

### Action plan for non-planning matters

- 11.1 The process of preparing the Neighbourhood Plan has resulted in the community raising a significant number of actions that are not specifically relevant to a Neighbourhood Plan. However, this is not to say that they are any less important. Indeed, many of these actions will help to address the problems that have been created by development in the past and will be able to mitigate the impacts of future development in the Neighbourhood Plan.

### Traffic and safety

- 11.2 The particular issues that were raised by the community in consultation were speed and safety along Boxted Straight Road, particularly at junctions, and parking/safety issues in respect of school drop-off and pick-up at Boxted Primary School. A traffic report<sup>4</sup> was commissioned to look at these issues in more detail.
- 11.3 The following recommendations were made to address the highways issues:
- a. A 40mph limit be introduced along Straight Road, Langham Road and Horkesley Road. This has now been implemented.
  - b. The refurbishment and improvement of the Straight Road junctions. Whilst junction solutions such as mini-roundabouts have been raised by members of the community, it is understood that these are unlikely to be feasible, due to space constraints. However, Essex County Council has committed to make highway improvements to address these problems.
  - c. The refurbishment and improvement of the Straight Road signage – certain actions relating to signage have been approved in principle by Essex County Council and require budgets to be secured before they are implemented.
  - d. Once the Northern Approach Link Road to Mill Road is complete, to provide new signage for heavy goods vehicles (HGVs) in order to direct them along the A134 from Severalls Business Park. This will serve to reduce non-local HGV traffic from coming through Boxted village and, in some cases, seeking access along very small country lanes that are inaccessible for such traffic.
  - e. A travel plan be produced jointly by Boxted Primary School, Essex County Council and Boxted Parish Council to identify solutions to parking and safety problems associated with school drop-off and pick-up. In particular, this should identify proposals to ensure parents park in the Village Hall car park in Cage Lane and a 'Park and Walk' initiative is set up to allow parents to then walk their children safely to and from school. This could also consider the use of double yellow lines on Carters Hill to prevent parking adjacent to the school on inappropriate verges.
  - f. Boxted Parish Council to request more use of Essex County Council 'Ranger' resources to carry out minor maintenance on signs, vegetation, etc, in order to ensure that junctions and roadways are maintained to an appropriate standard.

### Improving bus services

- 11.4 It is important that the Parish Council continues to push for a bus service to serve Boxted parish.

---

<sup>4</sup> Waterman Boreham (2013) *Boxted Traffic Issues: Neighbourhood Development Plan*

## Access and Leisure

- 11.5 The very location of rural communities means that the car is the predominant mode of transport. Certainly the need to access employment, services and, to a lesser extent, leisure opportunities outside of the immediate local area means that a car is the only realistic option, given the lack of public transport services. Also, there are opportunities to address issues of the volume of traffic on the road such as through car sharing<sup>5</sup>.
- 11.6 However, this does not mean that there is no role for access by non-car modes. The continued promotion of public transport is still an important issue for rural communities such as Boxted. Also though there is a role for walking, cycling and horse riding, both for 'necessary' trips (e.g. to employment, education, etc) and for leisure purposes. This often creates a difficulty where non-car travellers and those using vehicles are forced to share road space. In a rural setting, this is particularly dangerous.
- 11.7 It is therefore considered by the community of Boxted that there is a need to improve access by non-car modes on dedicated routes away from traffic. Within the villages, footpaths are generally considered to be sufficient in number and quality.
- 11.8 This local evidence is supported by the fact that less than 10% of Colchester Borough's public rights of way (PROW) are bridleways. Of the thirteen districts in Essex, only Maldon and Tendring have fewer bridleways by percentage. Colchester Borough is therefore seriously lacking in bridleways and this problem must be addressed in accordance with Government requirements.
- 11.9 The Boxted Neighbourhood Plan supports the Essex Public Rights of Way Improvement Plan (PROWIP)<sup>6</sup>, which acknowledges that a good public rights of way network promotes health and social benefits to local communities.
- 11.10 Many respondents to the community survey considered that a dedicated cyclepath direct to Colchester would be of benefit, not only to Boxted but also to the surrounding villages. However, such provision is considered to be beyond the scope of what can be achieved through a single Neighbourhood Plan. In particular, there is presently insufficient width along Straight Road to be able to physically accommodate a dedicated cyclepath.
- 11.11 The PROWIP states that there needs to be a particular focus on the provision of bridleways. There is an absence of bridlepaths in Boxted for use by horse riders and cyclists in addition to walkers. At present there is just one relatively short bridleway - One Hundred Lane - connecting Boxted and Langham.
- 11.12 The aspiration is to create an improved network of bridleways that can be used by residents and visitors alike to reduce the risk to cyclists and horses and riders, currently restricted to using the busy roads. In particular, the opportunity to link the parish to the Northern Growth Area would be a significant one because of the benefits that it would bring in improving accessibility for the local community.
- 11.13 In this context, all footpaths in Boxted parish should be considered for upgrade to bridleways. Creating safe, off road circular routes for horse riders and cyclists within Boxted, as well as safely linking Boxted with Great Horkesley, Langham and Myland is the ambition. All development in Boxted should be considered in light of the need to upgrade footpaths to bridleways and developer contributions and grants should be sought to pay for the legal process to upgrade a footpath and/or for fencing, drainage and

---

<sup>5</sup> The Essex Care Share scheme is available (see <https://essex.liftshare.com>)

<sup>6</sup> Essex County Council (2009) *Essex Public Rights of Way Improvement Plan*, Research undertaken by Steer Davies Gleave



surfacing. Existing landowners will be encouraged by the Parish Council to upgrade their footpaths.

- 11.14 The development of a more comprehensive bridleway network requires the agreement of the relevant landowners and it will be important that the Parish Council and other interested parties work with Colchester Borough Council and Essex County Council to achieve this under the requirements of the relevant legislation.
- 11.15 Funding for this project will come from a variety of sources. There are a number of bodies that provide grants for this, including Entrust, the Environment Agency, the Heritage Lottery Fund, Grant Net and the Charity Commission. More locally, the Essex Bridleways Trust is a grant-giving body for the creation of new bridleways in Essex. This could also be supported by the use of developer contributions (assuming a Community Infrastructure Levy is in place).

### **Walnut Orchard**

- 11.16 The Parish Council is in the process of seeking to list the Walnut Orchard as an Asset of Community Value (ACV). This would mean that, if the Orchard came up for sale, then the community would have time to raise the funds to submit a competitive bid for it. In addition, the ACV listing is also material in the consideration of any planning application for development on the site, should that come forward.
- 11.17 In addition, it is considered that a Tree Preservation Order (TPO) should be sought for the whole of the Orchard. This is to be taken forward by the Parish Council.

### **Broadband**

- 11.18 Alongside the policy to ensure that new developments have access to superfast broadband, there is a general aspiration to improve broadband speeds for all in the parish. The Parish Council is working with Essex County Council to ensure that the roll-out of its broadband upgrades delivers faster broadband for all.

### **Summary**

- 11.19 Table 11.1 shows a summary of the non-planning actions:

**Table 11.1: Non-planning actions**

| Theme               | Action   | Lead partners  | Priority |
|---------------------|--|--|----------|
| Traffic safety      | 40mph limit be introduced along Straight Road, Langham Road and Horkesley Road   | Essex County Council   | High     |
| Traffic safety      | Refurbishment and improvement of the Straight Road junctions   | Essex County Council   | High     |
| Traffic safety      | Refurbishment and improvement of the Straight Road signage   | Essex County Council   | High     |
| Traffic safety      | New signage for HGVs   | Essex County Council   | Low      |
| Traffic and parking | Preparation of a travel plan to identify solutions to parking and safety problems associated with school drop-off and pick-up                      | Boxted Primary School, Essex County Council, Boxted Parish Council   | Medium   |
| Traffic safety      | More use of Essex County Council 'Ranger' resources to carry out minor maintenance on signs and vegetation   | Boxted Parish Council  | Medium   |
| Bus services        | Continue to push for a bus service to serve Boxted   | Boxted Parish Council  | Low      |
| Access and Leisure  | Put in place a bridleway network in order to create safe off-road rights of way for vulnerable road users in accordance with relevant legislation. | Boxted Parish Council, Boxted Neighbourhood Development Plan Committee, Colchester Borough Council, Essex County Council | Medium   |
| Walnut Orchard      | List as an ACV   | Boxted Parish Council  | High     |
| Walnut Orchard      | Seek a blanket TPO designation   | Boxted Parish Council  | Medium   |
| Broadband           | Improve broadband speeds for residents and businesses  | Essex County Council Boxted Parish Council   | Medium   |
| Bridleways          | Work with landowners to ascertain the feasibility of upgrading all footpaths to bridleways   | Boxted Parish Council  | Medium   |

## Delivery of plan proposals

11.20 The Neighbourhood Plan has identified a number of items of community infrastructure and their maintenance which will require funding. For these items it is considered that developer contributions will be an important source of funding, at least for part of the cost. Table 11.2 shows what projects are to be delivered, timescales for delivery where known, and key partners.

**Table 11.2: Delivery of Neighbourhood Plan proposals**

| Project  | Cost                                   | Timescale                                   | Key partners   |
|--|--|---|--|
| Maintenance of public open space at Hill Farm development                                  | Approx. £2,000 per annum               | On completion of Hill Farm development      | Boxted Parish Council, developer/landowner   |
| Improvements to open space, sports and recreation facilities at King George Playing Fields | Not known                              | On commencement of development of Hill Farm | Boxted Parish Council, developer/landowner   |
| Improvements to Boxted Sports and Social Club (refurbishment of hall and facilities)       | Not known, but assume approx. £200,000 | On commencement of development of Hill Farm | Boxted Parish Council, developer/landowner   |
| Improvement of broadband infrastructure  | Not known                              | Ongoing                                     | Boxted Parish Council, developer/landowner/ Essex County Council/ BT Open Reach                |
| Preparation of a travel plan for Boxted Primary School                                     | £3,000                                 | Ongoing                                     | Boxted Parish Council, Boxted Primary School, Essex County Council/ Colchester Borough Council |
| Identification of bridleway network  | Not known                              | Ongoing                                     | Boxted Parish Council, landowners  |

