

# **Local Plan Committee Meeting**

**Grand Jury Room, Town Hall, High Street,  
Colchester, CO1 1PJ**

**Wednesday, 30 August 2017 at 18:00**

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

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**COLCHESTER BOROUGH COUNCIL**  
**Local Plan Committee**  
**Wednesday, 30 August 2017 at 18:00**

**Member:**

Councillor Lewis Barber	
Councillor Nick Barlow	Deputy Chairman
Councillor Nigel Chapman	
Councillor Andrew Ellis	
Councillor Adam Fox	
Councillor Martin Goss	Chairman
Councillor Dominic Graham	
Councillor John Jowers	
Councillor Gerard Oxford	
Councillor Martyn Warnes	

**Substitutes:**

All members of the Council who are not members of the Cabinet, the Planning Committee or 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.

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|----|--|---------|
| 6  | <b>Minutes of 12 June 2017</b>   | 7 - 24  |
|    |  |         |
| 7  | <b>Local Plan Employment Position Paper</b><br>See report by the Assistant Director Policy and Corporate.  | 25 - 48 |
|    |  |         |
| 8  | <b>Local Plan Transport Position Paper</b><br>See report by the Assistant Director Policy and Corporate.   | 49 - 64 |
|    |  |         |
| 9  | <b>Local Plan Consultation</b><br>See report by the Assistant Director Policy and Corporate.   | 65 - 78 |
|    |  |         |
| 10 | <b>Exclusion of the Public (not Scrutiny or Executive)</b><br>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

Monday, 12 June 2017

**Attendees:** Councillor Lewis Barber, Councillor Nick Barlow, Councillor Nigel Chapman, Councillor Andrew Ellis, Councillor Adam Fox, Councillor Martin Goss, Councillor Dominic Graham, Councillor John Jowers, Councillor Gerard Oxford, Councillor Martyn Warnes

**Substitutes:** No substitutes were recorded at the meeting

**Also Present:**

## 109 Appointment of Chairman

RESOLVED that Councillor Goss be appointed Chairman for the forthcoming Municipal Year.

## 110 Appointment of Deputy Chairman

RESOLVED that Councillor Barlow be appointed Deputy Chairman for the forthcoming Municipal Year.

## 111 Minutes of 27 March 2017

The minutes of the meeting held on 27 March 2017 were confirmed as a correct record.

## 112 Publication Draft Local Plan

**Councillor Jowers (in respect of his membership of Essex County Council's Development and 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 at Mersea Road, Langenhoe) 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.

Sir Bob Russell 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 Tendring / Colchester Borders Garden Community. He explained that he had lost confidence with the Local plan process as he had visited the Committee on six occasions yet there was still a failure to engage. He voiced reservations about development at Middlewick but was particularly concerned at the lack of information included in the report in relation to Salary Brook despite the unanimous view expressed at workshop sessions about the need for green infrastructure within the plan.

The Place Strategy Manager confirmed the continued intention to protect the Salary Brook area and explained that the detail would be included in the site specific documents which could forward at a later stage in the Local Plan process.

John Stewart, on behalf of Myland Community 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 North Colchester. He explained that the Community Council was generally supportive of the Northern gateway proposals, however there was concern in relation to the intended access to the development at the existing rugby club site, off Mill Road. The Community Council were of the view that access to this area needed to be from Axial Way due to current congestion problems associated with Mill Road. He also questioned the design of the extra care home intended for the rugby club site and the need to remain in line with green landscape aspirations.

Councillor Graham, ward councillor for Mile End, confirmed that he had not yet formed a view on the matters raised by Myland Community Council.

John Akker addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the plan relating to Mersea Island. He confirmed that he also had no confidence in the Plan process, which he considered to be flawed. He referred to proposals for 200 houses in two sites on Mersea Island and was of the view that this amount of housing would open the door to much more development which was unlikely to be viable. He was concerned about the intentions of the developers and the number of houses they were looking to deliver within the proposed plan. He considered there was no justification for the level of development proposed for Mersea Island and asked the Committee members to reject the proposals.

Rosie Pearson, on behalf of 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 and Braintree Borders Garden Community. She asked the Committee members to stop the

proposals for West Tey as, in her view, the evidence contained in the business case did not stack up. She was concerned that inflationary elements had not been included and that proposals for a new rail station would not be implemented until 2058. She also considered that West Tey did not deliver sufficient jobs and that this had not been adequately addressed in the Sustainability Appraisal. She was also of the view that a complex infrastructure plan was required if the West Tey proposals were to be successful but the plans hadn't addressed this adequately. She considered local people deserved better and asked the Committee members to oppose the proposals for West Tey.

Andrew Martin 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 and Braintree Borders Garden Community. He explained that he represented R.F West who owned 400 acres of land south of the A12 and West Tey. He explained that he was in support of the Garden Communities proposals for the Borough. He considered that the proposals were in accordance with the National Planning Policy Framework's principles for large scale development and the area to the west of Colchester had been identified as a sustainable location for a garden community development with potential for enhancement and improvement. He acknowledged that he had reservation about the timescales envisaged for the development, particularly in relation to the delivery at the end of the plan period. He was also concerned about the infrastructure delivery and the need for development of a sufficient scale to come forward at an early stage in order to release the infrastructure elements.

David Cooper addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the plan relating to Mersea Island. He referred to the changing nature of the static caravan sites on Mersea Island, explaining that there was now a total of 2,036 pitches most of which had been granted 12 or 11 month usage. He was of the view that the Coastal Protection Belt needed to be protected and the status quo maintained. He considered that the static caravans equated to homes as the occupants put a strain on local services in the same way as other residents of the Island.

Alison Finch addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the plan relating to South Colchester, including Middlewick. She was concerned about the lack of infrastructure in relation to the proposed development at Middlewick Ranges. She explained that the land was known to be heavily contaminated and, as such, it would be necessary to investigate the extent of this before development proposals were defined. She also considered that the site was likely to reveal historical artefacts indicating that the site would be of benefit as a tourist area rather than for housing development. She sought a delay in the proposals to enable a full survey to be undertaken.

Councillor Lilley attended and, with the consent of the Chairman, addressed the

Committee on that part of the plan relating to South Colchester including Middlewick. He referred to the development at Rowhedge Business Park and the support from local residents for this proposal in preference to previous proposals at an alternative site. He was also concerned about the access arrangements for the Middlewick Ranges site given the considerable existing traffic congestion problems on the neighbouring road network. The Highway Authority had indicated the need to look at alternative access points and the local MP had referred to the need for improvements to congestion. However, he was of the view that discussions should now take place with the Ministry of Defence seeking their withdrawal of proposals to sell the site for housing development.

Chris Hill 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 Tendring / Colchester Borders Garden Community. He referred to aspirations for a Country Park in the form of a green buffer at Salary Brook and was concerned that no mention had been made of this in the current report. He also advocated the need for additional social housing and was of the view that a ratio of 25% should be sought by the council for all developments. He referred to the need for any future Garden Community development to maintain a clear separation between it, Wivenhoe and Elmstead Market. He commented on the lack of reference to Gypsy and Traveller provision and the need for employment and infrastructure proposals to be detailed.

Councillor Smith attended and, with the consent of the Chairman, addressed the Committee. He explained that he was a Director of North Essex Garden Communities Ltd and, as such, he spoke strategically of the need for the council to adopt a Local Plan. He confirmed the aspiration for the Garden Communities developments to be separate and for the housing developments to be of mixed tenure. He also indicated the intention in Colchester for the social housing allocation to be exceeded where possible. He was aware that in the past development had been delivered without the requisite infrastructure in place and, he was of the view, that the Garden Community model would seek to change this and to provide for necessary infrastructure before the delivery of housing. He hoped that the Garden Communities proposed in Essex would provide a model which would be followed elsewhere in the country. He congratulated the Local Plan Committee members for their diligence in managing to reduce the total number of houses which needed to be delivered in Colchester each year to the current total of 920. This was in the light of 4,000 people currently on the Council's housing register as well as families living in over-crowded accommodation and people unable to afford to buy their own home. He felt the Council had a duty to do what was right for Colchester and, as such, it was necessary that a robust Local Plan was delivered and he urged the Committee members to adopt the Plan as set out in the report.

James Elmer, on behalf of Great Tey Parish Council Planning Committee, addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) on that part of the plan relating to East Colchester. He referred to the proposals for Great Tey and asked that two sites be removed from the Plan. He questioned the numbers of

houses which had been allocated for Great Tey, given numbers elsewhere had been reduced and was also concerned that one site had been included in the Plan at a very late stage and was not supported by residents. He further confirmed that the Great Tey Neighbourhood Plan was now progressing well and asked for information about the forthcoming meeting at the Village Hall.

The Place Strategy Manager confirmed that the sites were located at the edge of a village where lower densities were appropriate and, as such, the proposed numbers for the two sites in Great Tey had been reduced accordingly. The amendment sheet for the meeting included up to date information about the progress with the Neighbourhood Plan. She also confirmed that the consultation event at the Village Hall would follow a format used elsewhere and that the intention would be for councillors and officers to be in attendance to respond to questions.

Philip Jellard, on behalf of 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 and Braintree Borders Garden Community. He considered the West Tey proposals were complex with a high risk of failure. He was concerned at the low level of contingency included in the plans and considered that the estimated costs for infrastructure were about 50% short of the likely true cost, particularly in relation to a rapid transport system and the complete lack of funding allocated for community halls and places of worship. He considered the proposals for West Tey to be totally uneconomic and deeply unpopular whilst also having the effect of blighting the countryside for years before the development was due to commence.

David Churchill, on behalf of Icen 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 and Braintree Borders Garden Community. He explained that he was part of the promotional team working on the West Tey proposals. He made reference to significant levels of employment, improved connectivity and employment opportunities. He considered the evidence showed that the proposals were capable of being delivered, were appropriate, adaptable and accessible whilst the alternative options were not capable of delivering the same benefits. The delivery of the Garden Communities was critical to the success of the Local Plan and he urged the Committee members to continue their work.

Noel Mead addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to infrastructure. He explained he was a resident of Great Tey and was concerned about the proposals for around 10,000 new homes which would bring around 24,000 additional residents over the length of the plan. He referred to the timescales for the realignment of the A120, made reference to a lack of planning for major improvements by the NHS and the existing over-capacity of the rail network. He was of the view that the Committee

members should reject the proposals.

Councillor Pearson attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to South Colchester including Middlewick. He asked the Committee members to ensure that the appropriate infrastructure would be in place prior to any implementation of the development at Middlewick Ranges. He considered the needs of both current and future residents needed to be taken into account, bearing in mind that existing road junctions were already over-capacity. He asked for creative solutions to be considered such as a tramway as well as the provision of community and educational facilities as well as the potential relocation of the existing Cherry Tree School to address exiting parking difficulties. He also advocated improvements to local doctors and dentists facilities as well as transport improvements which would not impact on the Birch glen area. He further considered that the Ministry of Defence should ensure that the site would be free from hazardous materials prior to its disposal and requested significant parts of the site be allocated for affordable housing.

Nick Chilvers addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in support of that part of the Plan relating to economic growth. He referred to transport and employment issues in the South of Colchester and was particularly concerned in the light of proposals for 1,000 homes at Middlewick. He was of the view that sustainable transport was impracticable for most people and that Colchester had small town infrastructure with big town housing. Provision needed to be made to open up the road capacity and to consider the creation of a Southern Relief Road. He considered the south of the town tended to suffer the most as it was furthest from the A12 and did not attract development as a consequence.

Councillor Cory attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the Tendring / Colchester Borders Garden Community. He supported the guiding principles of the Garden Communities concept however he considered the Council needed to listen to residents. He referred to everyday congestion problems at Clingoe Hill and advocated a rapid transport solution to get people out of their cars. The Garden Community proposals needed to include protection for the green buffer, to take account of the university and existing communities and to include green transport solutions.

Councillor Moore attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to Mersea Island. She was concerned about the Mersea Island caravan parks which now provided for about 2,000 pitches, accommodating 8,000 residents which increased to nearer 20,000 people over some weekends. It wasn't safe to travel on the Island on foot which meant that most journeys were undertaken by car which was damaging to the local environment. She explained that a further caravan site at Cosways had not been included in the report and voiced her concerns about the harm already caused to the Coastal Protection Belt due to the location of the caravan parks, such that she was of the view that there a ban on

additional or intensification of caravan accommodation would be justified. She also referred to the potential for a new nuclear power station at Bradwell and the adverse implications on the Mersea Island community in the event of the need for an emergency evacuation. She acknowledged the recent reduction in the number of proposed houses allocated for Mersea to 200 but sought assurances that this total would not increase again at a later date.

Sam Bampton, on behalf of City and Country, addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in support of that part of the plan relating to Mersea Island. He supported the allocation of housing on Mersea Island and explained that City and Country were a niche developer striving to achieve high quality developments. He considered West Mersea would continue to grow and welcomed the Council's plans to provide for growth within the community. The proposed development at Brierley Paddocks would provide access via the existing entrance or from Seaview Avenue and the scheme would have the landscape at its heart. The homes would be at a relatively low density and include starter homes as well as affordable houses.

Councillor J. Young attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to Tendring / Colchester Borders Garden Communities. She was concerned about the consultation exercise and the methodology used to gather responses online and at workshop events. She spoke in support of a tramway system and a country park to protect the environment. She was firmly of the view that housing needed to be of mixed tenure and at the same density as the non-affordable housing. She also advocated the need for GP surgeries to be clearly identified prior to implementation of the development, she opposed proposals for development south of the A133 and was of the view that the view that a district centre needed to be in the centre of the new community.

Allan Walker, Chairman 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 West of Colchester and Braintree Borders Garden Community. He asked the Committee to identify more employment land to accompany the housing development and for the Council to provide active and meaningful community engagement of the proposals. He referred to Lord Kerslake's report and the need for the timescales and viability assessments to be completed in addition to the A12 and A120 improvements. He was concerned that no further detail had been forthcoming about employment and that community members felt that they were not being involved and they had been unable to find minutes of meetings or background papers to assist. This had led to protest groups being formed with people believing that the council were deliberately ignoring the residents' views. He advocated learning from practices elsewhere, such as East Hertfordshire Council, and for councillors to take the lead in order to influence changes for the better. He stressed that if improvements were not forthcoming then residents' concerns would not go away.

Councillor Scott attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the Tendring / Colchester Borders Garden Communities. She spoke in support of the work undertaken by the officers and the Committee members and also welcomed the development at the university. However, she referred also to transport proposals, sustainability with emphasis being placed on walking and cycling, the need to avoid development south of the A133 and for a binding commitment that Salary Brook would be enhanced and improved. She further welcomed the provision for affordable housing and was hopeful this would be in the order of 35%.

Councillor Buston attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to the West Colchester and Stanway. He referred to his election as a councillor in 2000 when traffic, congestion, infrastructure and connectivity were matters of concern as they remained today. He commended the work of the officers but considered there was no joined up decision making in relation to transport issues. He considered the borough was in desperate need of a Southern Relief Road which remained an important strategic issue. He further considered that neither of the Garden Community proposals would succeed without the benefit of this transport link being constructed.

Asa Aldis, on behalf of Wivenhoe Town 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 Tendring / Colchester Borders Garden Community. He commented that Tendring District Council seemed to be considering a different plan to the one considered at this meeting as Tendring had included development south of the A133 which was not acceptable to local residents. He questioned whether residents would be ignored and what would be done to prevent Tendring District Council's views predominating. He commented that Colchester's housing targets had been exceeded for many years whilst the health care provision in the area had not kept pace. He asked for the views of Wivenhoe residents to be listened to and for the proposed housing numbers for the Garden Community to be reduced and for the densities to be at an acceptable level.

Stuart Cock 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 Tendring / Colchester Borders Garden Community. He congratulated the council on the contents of the plan in that it provided for housing allocations to meet the anticipated need as well as new jobs to meet the long term employment needs for the borough. He welcomed the transition to large scale growth locations and economically driven proposals. He understood that people were concerned about social infrastructure proposals as well as physical infrastructure and welcomed anyone interested to attend the forthcoming Garden Communities conference at the University of Essex.

Councillor Scordis attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to South Colchester, including Middlewick.

He was fearful about the infrastructure requirements for the Middlewick Ranges site, particularly in the light of a traffic survey he had undertaken during which he had registered 819 traffic movements in the morning and evening peak times. He was of the view that the proposed 1,000 homes on the site would require the capacity of the road network to be doubled notwithstanding the increase in noise and air pollution. He referred to the need for infrastructure in terms of schools and jobs and explained that people were disinclined to use buses in favour of their own cars. He was not opposed to housing development in principle but considered the proposed number to be too great whilst also being concerned about potential contamination of the site as well as its ecological value. He speculated whether the site could be used as a country park or wildlife reserve for the benefit of the local community.

Mark Goacher addressed the Committee pursuant to the provisions of Meetings General Procedure Rule 5(3) in opposition to that part of the Plan relating to Development Policies. He questioned the contents of the report in relation to the Environmental Assets Policy and the lack of available information and voiced his concerns about the harm to green infrastructure caused by development. He understood that designated sites would be protected but was concerned about vague statements which weren't supported with assurances.

Councillor L. Scott-Boutell attended and, with the consent of the Chairman, addressed the Committee on that part of the Plan relating to West Colchester and Stanway. She referred to the forthcoming drop-in session to be held in Stanway and whether sufficient information had been made available to publicise the event. She questioned when the allocation of the former Sainsburys site had been revised to residential land for up to 200 dwellings and referred to land at Chitts Hill and the likely submission of a speculative planning application for 120 dwellings, contrary to the proposed allocation of 100 dwellings. She was also concerned about future closure of Dyers Road and the resulting impact on the fiveways junction. She welcomed the Colchester Zoo masterplan document and associated road improvements along Maldon Road and Warren Lane and sought further information about likely timescales.

Will Bramhill, on behalf of Colchester Cycling Campaign, 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 process vision / objectives and spatial strategy. He referred to the anticipated improvements to the A12 and A120 and asked whether the additional traffic generated as a result had been taken into account. He referred to segregated cycle routes and he condemned the new cycle path along Mile End Road. He was of the view that there needed to be more dynamism of thought in the proposals for future transport, particularly in relation to electric cars.

Councillor Willetts attended and, with the consent of the Chairman, addressed the Committee. He explained that the Government had provided district councils, not county councils or local enterprise partnerships, with responsibility for Local Plans. As such he

considered that Colchester's Local Plan should be geared to the requirements of Colchester residents and not to the needs of our neighbours. Unlike the surrounding districts, Colchester had strived to encourage growth. However infrastructure proposals had failed to materialise due to failure of the Council to deliver on its promises. He accepted the need to build between 800 and 900 houses each year and welcomed the contribution that larger settlements would give. He was of the view that East Colchester was viable, clearly defined and deliverable whilst accepting that more detail needed to be addressed. However, he considered that the West Colchester / Braintree Garden Community proposals were premature and not viable, a view which had been supported by Lord Kerslake. He therefore proposed that Section 1 only of the plan should be approved in respect of the Colchester and Tendring proposals as it was only when the delivery vehicle had been agreed that the West Colchester / Braintree proposals could be progressed.

Councillor T. Young, in his capacity as Portfolio Holder for Business and Culture (and Deputy Leader of the Council) attended and, with the consent of the Chairman, addressed the Committee. He explained that he was an alternate Director of North Essex Garden Communities Ltd. He confirmed that the recommendations and proposals from Tendring District Council relating to development to the south of the A133 were unacceptable and agreed with the view that the district centre needed to be in the centre of the new community. He acknowledged the need for 920 houses to be built in Colchester each year and sites needed to be allocated in order to accommodate these houses. He agreed that Salary Brook needed to be defended and was in support of the creation of a country park. In relation to the Middlewick Ranges site, he was aware that a number of issues needed to be resolved but confirmed that it was imperative that the council had an up to date and robust Local Plan in order to prevent development in an unplanned way with developers free to submit speculative applications at will. He was against urban sprawl and, as such, was supportive of the Garden Communities proposals which he considered were an valuable opportunity for brilliant urban design and to provide development in the right way. His view was that Lord Kerslake was not opposed to the West Colchester / Braintree Garden Community proposals. The two Garden Communities formed an integral part of the draft Local Plan which was supported by the Cabinet members.

The Place Strategy Manager responded to points made:

- Access to the rugby club site from Axial Way was not in the remit of the Local Plan Committee;
- The proposals for Brierley Paddock would include community uses and the Parish Council would be in a position to assist in relation to the Neighbourhood Plan work;
- She confirmed the evidence base was considered to be robust, there was no intention to exceed the housing targets and the council was being realistic in relation to the delivery vehicles;
- She agreed to look at the policy relating to static caravans and arrange to look to amend it in relation to touring sites, where necessary;

- She explained that the evidence for Middlewick Ranges was being undertaken at a late stage due to the timing of the allocation. She further explained that the council was obliged to consider all submissions, even those late in the process and the proposed number of units was now half that originally sought by the Ministry of Defence;
- The Council's affordable housing policy had now increased the ratio to 30% and this level was being reflected in the Garden Communities proposals;
- She confirmed that development would provide for a clear separation between the Elmstead Market and the Wivenhoe communities;
- She acknowledged the comments in relation to Salary Brook and indicated that she would arrange for an amendment to the plan to reinforce previous statements about the need to protect the area;
- The improvements to the A12 and A120 would be dependent on the outcome of the consultation exercises;
- She welcomed the views of Councillor Pearson in relation to Middlewick Ranges proposals and confirmed that any development would include necessary infrastructure;
- In terms of South Colchester there were a number of employment sites which had been identified which were not necessarily all in employment zones;
- A transport plan for Colchester was awaited from Essex County Council;
- The detail of the Garden Communities proposals was being worked on and more information would be available at the next stage of the Local Plan process;
- She confirmed that a buffer between existing communities would be maintained;
- In terms of the static caravan parks, she indicated that research showed that few people opted to live permanently at the sites and a balance needed to be drawn to take account of the needs of the holiday industry but she would welcome suggested changes to the existing policy via the consultation exercise;
- She confirmed that site specific details of the Garden Communities proposals would be subject to changes as a result of the consultation exercise which would be presented to the Committee for consideration;
- A recruitment exercise would be commenced to appoint Community Enablers to undertake on engagement work with residents;
- She confirmed that a Southern Relief Road was being planned;
- Tendring District Council was working towards the same Section 1 of the Plan as Colchester and Braintree and she would ensure that the consultants were made aware of the comments made in relation to development south of the A133;
- She acknowledged that the Ministry of Defence would need to be forward thinking in terms of the transport proposals for the Middlewick Ranges site;
- She was confident that the approach adopted in the Environmental Assets Policy was sufficiently robust;
- Stanway Parish Council had been informed some three weeks ago of the details of the drop-in session in Stanway and information had also been circulated via social media;
- She confirmed that speculative applications for development had been resisted in the past and was confident that this would continue to be the case;
- She confirmed that a transport assessment would be undertaken to demonstrate

where improvements were required;

- She confirmed that collaboration with neighbouring Local Authorities was a requirement of the National Planning Policy Framework;
- She confirmed that Colchester had successfully met its housing targets in many years previously and, as such, there was no requirement on the Council to make up any shortfall in the future.

Karen Syrett, Place Strategy Manager presented the report and, together with Ian Vipond, Strategic Director, responded to Councillors questions. She referred to the Addendum Sheet which had been published and circulated at the meeting which included a number of amendments to the report and associated documents and needed to be taken into account when the Committee came to its decision.

Karen explained that the currently adopted Local Plan for Colchester consisted of the Core Strategy, first adopted in 2008, along with the Development Policies and Site Allocations, adopted in 2010. In order to keep the plan up to date, and in line with Government guidance, a Focused Review resulting in revisions to selected Core Strategy and Development Policies had been adopted in 2014. As a first stage in the development of a new Local Plan, the Council had carried out an Issues and Options consultation in January/February 2015, considering six strategic growth options involving three potential sites for sustainable new settlements to the West, East and North of Colchester. Landowners and developers had also been invited to put forward potential sites for development, known as a 'Call for Sites' with the submissions received informing part of the evidence base to demonstrate the potential supply of land available to accommodate the growth requirements of the Borough. This work had also been carried out in co-operation with neighbouring councils and Essex County Council to ensure the Duty to Cooperate was met and to facilitate exploration of cross-boundary planning options, including Garden Communities.

This initial work was consolidated into a Preferred Options consultation held in June-July 2016 which set out the Council's preferred spatial strategy, planning policies and allocations as justified by its evidence base and Sustainability Appraisal for both Sections, incorporating a Strategic Environmental Assessment (this integrated appraisal is referred to as the Sustainability Appraisal). The 6 options for growth outlined in the Issues and Options were refined into one preferred option involving:

- a continuing focus on urban Colchester
- small scale development in identified 'Sustainable Settlements'; and
- development of two new Garden Communities to the east and west of Colchester.

The preferred spatial strategy reflected the outcome of draft Sustainability Appraisal work on Sections 1 and 2, the overall evidence base, deliverability considerations, the availability of sites, and an overall evaluation of the combination of allocations and policies that would produce the most sustainable pattern of growth. It had been

concluded that new settlement options were only acceptable if promoted as Garden Communities given that communities built on Garden Community principles would be able to address requirements for infrastructure and community stewardship as part of meeting the requirement for housing and employment land. The selection of three sites spread across the three authorities reflected consensus between the authorities on an equitable and sustainable division of growth to meet identified need.

The Local Plan had to be justified to meet the soundness test as explained in paragraph 182 of the National Planning Policy Framework, meaning that it should be the most appropriate strategy when considered against the reasonable alternatives. Working in co-operation with Braintree District Council and Tendring District Council, it had been agreed that the most appropriate long term strategy for North Essex was to meet housing need in three new garden communities. Having regard to the Sustainability Appraisal and other factors, it was considered that new communities to the west of Braintree, between Colchester and Braintree, and the east of Colchester were most appropriate.

The Preferred Options plan was divided into two sections comprising firstly, strategic policies including Garden Communities proposals prepared jointly with Braintree District Council and Tendring District Council (Section 1) and secondly local policies and allocations for Colchester Borough (Section 2). The Preferred Options consultation, which consulted on both Section 1 and Section 2 elements, attracted 3,102 representations from 1,539 respondents.

The timetable for Local Plan work was being tracked through the publication of a periodically updated Local Development Scheme (LDS), last reviewed by this Committee in February 2017. The LDS provided the timetable for delivery of all Local Plan documents, including the programmed date for adoption of a new Local Plan of September 2018. The LDS included this referral to Committee in May with public consultation scheduled for a six week period to run from 16 June to 28 July 2017. Braintree District Council and Tendring District Council would consult on their own Local Plans on the same dates. The views gathered would then be submitted to Government for examination alongside the plan, Sustainability Appraisal, and supporting evidence base. There will be two examinations in public involved in plan adoption. The strategic element of the Local Plan (Section 1) common to Braintree, Colchester and Tendring Local Plans will be examined jointly. Assuming that the examiner is able to confirm that, in principle, Section 1 is sound, then there will be separate examinations of each Local Plan's unique policies (as contained in Section 2 of each Local Plan).

The Strategic Director explained that 920 homes per year were being provided for but there were also realistic and deliverable plans for an equal number of jobs. He also referred to the equal number of commuters who travelled into Colchester for work as there was who travelled out. He considered it a bold step for Colchester's Local Plan Committee to look further forward beyond the current the current proposals and to also

include plans with neighbouring Local Authorities to give the opportunity to plan strategically for the area as a whole. He confirmed that the level of contingency in the plans was 10% overall, not 5%, as reported and, specifically for infrastructure the contingency was set at 24%. He went on to explain that Wolfson recommended a contingency of £50k per dwelling and the current proposals accorded with this recommendation. The detail of the Development Plan documents would be subject to comments from the consultation exercise, which would then be approved by the Local Plan Committee for onward submission to an Inspector. He further confirmed that minutes of the Board meetings of North Essex Garden Communities Ltd were now available online.

The committee members gave full and detailed consideration to the report and the comments made by those members of the public present at the meeting. In particular, the following comments were made:

Councillor Jowers:

- He would not be willing to support proposals for Mersea Island any more than a maximum of 200 houses, and preferably fewer and if a windfall site came forward he would expect the number from existing sites to be fewer;
- He welcomed the progression of a Neighbourhood Plan by the Parish Council but it was essential that it reflected the views of Mersea residents;
- He accepted the need to co-operate with neighbouring authorities but the existence of a current Local Plan needed to be acknowledged;
- He referred to the lack of brownfield sites and the associated loss of employment land;
- He considered there to be risks involved in undertaking two Garden Community proposals concurrently with his preference being for the East Colchester option to proceed first whilst he was of the view that the West Colchester proposals were premature, given the need to know the outcome of the A120 consultation and improvements to the A12;
- He advocated the need to allocate more employment sites in the villages to reduce the reliance on cars for travel to work;
- He supported the need for a full consultation.

Councillor G. Oxford:

- He fully supported the Garden Communities concept on the basis that it gave opportunities for infrastructure to be delivered at the outset;
- He acknowledged the concerns of residents from Mersea but questioned what was to become of young people looking to buy their own homes if additional development did not take place;
- He questioned the aspirations of the Ministry of Defence and queried whether additional surplus sites may come forward for development;
- He welcomed the protection of Salary Brook;
- He referred to the numbers of people on the Council's Housing Needs Register and those in over-crowded accommodation and concluded that many more houses were needed for rent that people can afford;

- He was of the view that North and East Colchester had already taken its fair share of additional housing in the Borough;
- The rugby club site had been allocated for 340 houses and this would contribute towards the movement of sports facilities to the Northern Gateway. However, he considered the site to be small and more readily able to accommodate 240 houses with access from Axial Way rather than Mill Road;
- He was aware of a small parcel of land at the existing Travellers site in Highwoods ward which would accommodate another three pitches to add to the existing 12 pitches. He was aware that Essex County Council was looking for a future transit site for Travellers.

Councillor Ellis:

- He considered the limited facilities available on Mersea Island were pertinent to the concerns about development on the island;
- He was not happy with all of Part 2 of the plan, in particular Middlewick Ranges. He had thought this would ease the pressure for development in some of the villages but he was of the view that the infrastructure was very poor and that it would take something dramatic to make the proposals work;
- He had issues with both Garden Community proposals and indicated he would be far happier to make decisions on these when the committee knew more about where the boundaries of the communities would fall. He therefore suggested taking the Garden Communities away from the decision making until the outcome of the A12 and A120 consultations were known. This would also give an opportunity for community engagement to be undertaken;
- He asked for more information to be provided, if needs be at a future meeting, on employment development, including job creation and job opportunities.

Councillor Barber:

- He had concerns about the Garden Communities but did not support the view to defer their consideration as this may open up opportunities for speculative development. He did consider more information was necessary in terms of boundaries and contingencies and the cost of the homes in general;
- He was content with the proposals for development in Braiswick but would have preferred more detail on infrastructure and he did not consider the information in part 1 to be detailed enough;
- He considered more information was necessary in relation to employment levels, particularly in relation to suggestions that home working was likely to increase by 25%.

Councillor Graham:

- He referred to the need for people moving to Colchester from outside of the area to be welcomed;
- He shared concerns about Middlewick Ranges and supported the protection of Salary Brook;
- He agreed with the need for segregated cycle ways and also asked for more detail on the broadband speeds which were likely to be delivered within developments;
- He accepted that there were risks associated with the development of the Garden Communities but was of the view that these were acceptable;

- He was of the view that a consultation period longer than six weeks ought to be accommodated in order to ensure adequate time for the submission of views.

Councillor Fox:

- At previous meetings there had been a consensus regarding the need to build more houses and more affordable homes. He considered the Garden Communities provided a way to build in a strategic way;
- He was of the view that the deferral of any elements of the plan would open up opportunities for speculative development, whilst not co-operating with our neighbouring local authorities would be detrimental to the process;
- He was pleased that the need for transport and contamination studies in relation to Middlewick ranges had been acknowledged and it was important that these were undertaken quickly;
- He welcomed the commencement of further consultation and supported the proposals.

Councillor Warnes:

- He queried the affordable housing elements to be delivered and referred to the information in the report on employment targets of 928 jobs per year;
- He considered Community Development Workers to be essential to the building of new the communities and he sought reassurances that this would happen;
- With reference to Middlewick Ranges, he referred to the need for green buffers, infrastructure and transport issues;
- He considered a Southern Relief Road to be a necessity but was mindful of the presence of archaeological artefacts in the area and the need to be proactive to ensure they are adequately protected;
- He considered one of the benefits of Garden Communities was the opportunity to relieve pressure on existing communities.

Councillor Chapman:

- He congratulated officers on the report, the majority of which he agreed with. He supported the need for the Local Plan as well as the building of additional homes and he would welcome anyone who moved here;
- He referred to the need for smaller homes for people willing to downsize;
- He was worried that the Committee might feel obligated to approve the proposals for West Tey and he was of the view that the proposals were dependent upon the outcome of the realignment of the A120 and the improvement works to the A12;
- In terms of employment, he considered the Committee members were being asked to take a blind leap of faith and he was worried that the community would become no more than a dormitory town;
- He considered more information was needed on where jobs would come from.

Councillor Barlow:

- He congratulated the officers on the report and confirmed he was happy with the plans for Castle ward, Britannia car park and the town centre;
- He grew up in a new town and considered them to be a good concept and was aware how they could work well;
- He referred to transport issues and suggestions about a Southern Relief Road

and a rapid transport system and asked for a report to be submitted to a future meeting with more information on these suggestions;

- He was concerned about the proposals for Middlewick ranges and speculated about the likely success or failure of development on this site.

Councillor Goss:

- He agreed with the view that the consultation period needed to be as extensive as possible and proposed the extension of the consultation period from six to eight weeks;
- He considered that adequate infrastructure proposals were the key to successful future development and, as such, the concept of the Garden Communities was the only viable way forward;
- He considered the committee members were all largely content with approximately 2/3 of the plan;
- There was considerable concern about the proposals at Middlewick Ranges. The site had been submitted late to the process and there was considerable work necessary to bring about a successful delivery of the proposals which would take time to resolve. He was concerned that, if the site was removed from the plan then the Ministry of Defence may object and the Inspector may opt to increase the housing allocation to greater than 1,000;
- He acknowledged that any development could only be expected to compensate for that development, however, he struggled with the views expressed by the Highway Authority on some proposals, such as Bakers Lane;
- He acknowledged concerns about adequate job generation and quality of jobs;
- He also acknowledged the duty to co-operate with neighbouring authorities whilst bearing in mind the need also to be most mindful of matters affecting Colchester.
- He did not consider it acceptable to separate Sections 1 and 2 of the plan.

In the light of the discussion, the Spatial Policy Manager responded as follows:

- The successful retention of 'blue collar' jobs at Flakt Woods;
- Transit sites for Travellers were being looked at by Essex County Council and the site selection would be subject to due process;
- If the Garden Communities elements were removed the plan would be short in terms of housing numbers and a number of Local plans had been seen to be flawed by inspectors if they did not address housing need requirements over a 15 year period;
- Studies in relation to the Middlewick Ranges were proceeding as soon as possible;
- There would be various affordable housing scenarios on which she would provide further information to councillors as required;
- The recruitment of Community development Workers had been agreed;
- She confirmed her willingness to provide additional information on transport and employment at a future meeting of the Committee.

RESOLVED (SIX voted FOR and FOUR voted AGAINST) that -

- (i) The contents of the Publication Draft Local Plan and accompanying Sustainability

Appraisals of Sections 1 and 2, as set out in the Appendices to the report, be approved for publication in line with regulation 19 of the Town and Country Planning (Local Plan) (England) Regulations 2012;

(ii) An eight week period of public consultation on the Publication Draft Local Plan to run from 16 June to 11 August 2017 be carried out, in order that representations can be made by members of the public;

(iii) The Sustainability Appraisal of Sections 1 and 2 be published and made available to inform the consultation and engagement on the Publication Draft Local Plan and the Sustainability Appraisals;

(iv) Authority be granted for the subsequent submission of the document to the Secretary of State for examination;

(v) The Place Strategy Manager be authorised to make revisions to the document prior to publication for consultation and/or prior to submission;

(vi) The Spatial Policy Manager be requested to prepare position statements on transport and employment issues for consideration at a future meeting of the Committee.



## Local Plan Committee

Item  
**7**

30 August 2017

<b>Report of</b>	<b>Assistant Director Policy and Corporate</b>	<b>Author</b>	<b>Jim Leask</b> ☎ 282864 <b>Laura Chase</b> ☎ 282473
<b>Title</b>	<b>Local Plan Employment Position Paper</b>		
<b>Wards affected</b>	<b>All wards</b>		

**A paper setting out the employment work undertaken to inform the Local Plan**

### 1. Decision(s) Required

- 1.1 The Committee is asked to note the content of the report and appendix. The report will provide the opportunity to debate Local Plan employment issues at the meeting.

### 2. Reasons for Decision(s)

- 2.1 The Local Plan Committee of the 12<sup>th</sup> June approved the Publication Draft Local Plan for consultation. Through the debate on the Plan members requested further information on employment.

### 3. Alternative Options

- 3.1 N/A

### 4. Supporting Information

- 4.1 The report below sets out the key issues for employment land delivery associated with the Local Plan. Further detailed information is included as an appendix.

#### Context

- 4.2 The allocation of employment land plays an important role in balancing job growth with population and housing growth. The objective assessment of housing and employment needs are linked in the Borough's Local Plan process. The overall Local Plan Spatial Strategy has regard to the relationship between jobs and housing in the creation of sustainable communities containing a balanced mix of uses including employment. The employment policies contained in the Publication Draft Local Plan provide for the encouragement of economic development through the allocation of employment land in Strategic

and Local Economic Areas as well as in the proposed new Garden Communities.

- 4.3 At the technical level, the jobs/housing alignment is achieved in the first instance by incorporating the forecasts of the numbers of economically active residents arising from the Objectively Assessed Need study in the assessment of employment land needs. Secondly, the development of an employment land portfolio considers the best use for all potential employment allocations, which in some instances might see a re-allocation to another use such as residential if the need for employment land is no longer justified.
- 4.4 The overall process of developing Local Plan employment policy and allocations is guided by the methodology laid out by the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). The Local Plan will need to demonstrate through the examination process that the authority has 'set out a clear economic vision and strategy for their area' which is accompanied by criteria or strategic sites 'for local and inward investment to match the strategy and to meet anticipated needs over the plan period' (para 21, NPPF).

#### The Evidence Base

- 4.5 Employment data is available from a range of sources and has been used to develop evidence base material to ensure that identified needs for employment floorspace are matched with deliverable allocations. Specific study work consistent with Government requirements on methodology has been undertaken to inform the Local Plan and the Garden Communities including the following reports available on the Council's [Local Plan Evidence Base webpage](#):
- January 2015 Employment Land Needs Assessment (ELNA) (NLP)
  - April 2017 North Essex Garden Communities Employment and Demographic Study (SQW and Cambridge Econometrics)
  - Employment Land and Floorspace aligned with the November 2016 Objectively Assessed Need Report (Peter Brett Associates)
  - May 2017 Employment Land Trajectory and Report (Lichfields, formerly NLP)
- 4.6 While the overall approach remains consistent, the following elements have changed since the January 2015 ELNA was completed and have been updated as required in the later reports:
- The plan period has been revised from 2001-2021 to 2017-2033 to provide a 16 year timescale post-submission.
  - Revised population and household forecasts led to a revised *Colchester Strategic Housing Market Assessment in November 2016* with a revised assessment of Objectively Assessed Housing Need and consequential changes to the numbers of economically active residents predicted.
  - Updated 2016 East of England Forecasting Model (EEFM) job forecasts.
  - Changes to the employment land supply position in the Borough since 2015 due to planning permissions.

- Recommendations made in the Colchester Employment Land Needs Assessment (ELNA) 2015 that the Council should prepare more detailed evidence on the Borough's future employment land supply trajectory, leading to commissioning Lichfields to undertake a reappraisal of the portfolio of sites in May 2017.
  - Joint work on Garden Communities with Braintree and Tendring has resulted in the commissioning of consultant work on employment opportunities for those areas which is described further below in Section 6.
- 4.7 The former Regional Spatial Strategy set a target of 14,200 employee jobs for Colchester between 2001-2021 which was considered to be the appropriate level to align with the Borough's housing target. The full Employment Paper, contained in the appendix, illustrates that the Council is on track to meet this target. Additionally, the full report also identifies the increasingly important role played by self-employment which accounts for around 13% of all people in employment.
- 4.8 The great majority of forecast workforce job growth will be (as was the case in the preceding 23-year period) not within the classic planning employment focus on B Use Class activities of office, industrial and warehouse accommodation but in other Use Classes. Industrial jobs in particular are showing a decrease, while office and non-B use jobs are providing the source of employment growth.
- 4.9 The calculation of how much land is needed to meet employment growth is developed through the use of forecasts and models which translate population and employment figures into floorspace requirements. Two reputable models have been used: the East of England Forecasting Model (EEFM) and Experian. Each local authority has been advised by its consultants Peter Brett on the most appropriate modelling figure to use in the context of reconciling employment land and housing demand, with Colchester using the EEFM figure of 928 jobs a year. The jobs forecasts for the total of B-class jobs are not very far apart under either model. In terms of office jobs both models envisage significant growth of between 28–32 per cent over the period. However, Experian is more optimistic than EEFM about the persistence of industrial jobs and foresees much higher growth than the latter in warehouse jobs.
- 4.10 The major difference between the models is in estimates of future non-B class job growth, with EEFM projecting a 17 per cent increase over the period, effectively two non-B class jobs for each B class job but Experian envisaging growth of 27% or 2.5 non-B class jobs to each B class job.
- 4.11 The 2015 ELNA identified that Colchester had sufficient employment floorspace in quantitative terms to meet objectively assessed economic growth needs over the study period up to 2032. Further work on the employment trajectory, however, identified that the Council would need to identify further employment land over the plan period to allow for market choice, churn and expansion. The bookends for employment land required of between 22 and 55.8 ha reflect a plausible assessment of requirements over the plan period.

## Local Plan Employment Allocations

- 4.12 The Employment Land Trajectory prepared by Lichfields involved the detailed consideration of the sites that might meet the identified demand for future employment land and provides the information on suitability and deliverability to back up the allocation of 44.2ha of employment land shown in Table SG3 of the Local Plan. The criteria included both the *availability* and *deliverability* of the employment land allocations at the Strategic Economic Areas (SEA's) – Northern Gateway/Severalls, the Knowledge Gateway and Stanway, as well as other significant sites designated as Local Economic Areas (LEA). A total of 25 sites were considered of which 8 were subsequently discounted and 2 considered separately to the trajectory analysis, leaving 15 sites which were examined in further detail. Based on a combination of availability and deliverability factors, each site was allocated to a five-year period: short-term, 2017-22; medium-term, 2022-27; and long-term, 2027-2033.

## Garden Communities

- 4.13 The emerging proposals for the two Garden Communities in the Borough were included in the totals of the Lichfield report but were examined further in the SQW/Cambridge Econometrics report. This latter report was commissioned to assess the deliverability of employment aspirations for the new communities as stated in the sixth bullet point of the Garden Community objectives listed in Policy SP7 of the Local Plan - 'Provide and promote opportunities for employment within each new community and within sustainable commuting distance of it.'
- 4.14 The report concluded that the job growth aspirations for the Garden Communities were realistic assuming continuing political commitment and proactive delivery on the part of local authorities to ensure that the new communities followed through on their innovative and comprehensive approach to sustainable growth. The Colchester Braintree Borders Garden Community is anticipated to generate 1.17 jobs and Tendring/Colchester Borders Garden Community 1.55 jobs per dwelling. Both of the Colchester-related Garden Communities, 'are likely to be associated with significant jobs growth, where jobs linked to exogenous growth processes are presumed to be physically on site, those linked to homeworking will be physically associated with the homes of residents and therefore also on site, and those related to the consumption of local services may or may not be on site, but all will be reasonably "local". Effectively, 18.75% of jobs are anticipated to be homeworking, some 15% of jobs will be 'local service' and the remainder principally office based jobs, which will create the estimated land and space requirements for each Garden Community.
- 4.15 For the plan period to 2033, an additional 4.5 hectares of employment floorspace providing 18,134 m<sup>2</sup> of office space for the Borough employment land is allocated in the two Colchester Garden Communities.
- 4.16 The nature of employment in Tendring/Colchester borders and Colchester/Braintree borders Garden Communities is expected to share some

common characteristics and drivers of growth. Both Garden Communities are anticipated to appeal to younger working age adults and young families for whom the incidence of home working is considered to be relatively high, continuing national and local trends. As the major urban area in North Essex and a “central place” both in the County and the Region, Colchester is anticipated to increase its agglomeration advantages as its population grows and to attract more, higher order, professional and service functions and to develop further as a hub for leisure and tourism and as a retail destination, providing jobs both centrally and within the GCs for its residents, including increasing health care and other public service opportunities.

- 4.17 However, there are distinctions between both Garden Communities in terms of location. Colchester/Braintree borders is well located to the A12 and the A120 and their planned improvements, and connects by rail to both the Great Eastern Main Line and the Gainsborough Line. These transport connections and some spillover benefits from the expansion of Stansted Airport are likely which will attract higher order professional and service jobs, back offices, and linkage to the logistics supply chain. With its location close to both the University of Essex and to central Colchester, Tendring Colchester Borders Garden Community is expected to benefit from and be a major contributor to the growth of both, especially knowledge-based B1 jobs and those that support them.

#### Strategic and Local Employment Areas

- 4.18 The Strategic Economic Areas (SEAs) are the best employment sites in the Borough and are proposed to be retained for employment purposes to meet anticipated needs over the plan period, in accordance with Paragraph 22 of the NPPF. Up to date evidence however suggests not all the land previously allocated for employment will be needed and accordingly, the boundaries of each SEA have been reassessed.
- The Northern Gateway and Severalls SEA responds to the potential to maximise its prime location adjacent to Junctions 28 and 29 of the A12, for the retention and expansion of the Business Park and for opportunities to deliver an enhanced sports and leisure hub. This SEA represents the most significant location still for high value office based employment for the Borough but the allocation has been reviewed to reflect planning approvals and the decreasing demand for traditional employment land.
  - The Knowledge Gateway and University SEA reflects opportunities associated with the growth plans for the University of Essex and the benefits linked to the new Garden Community to the east of Colchester. Additional land to expand the Knowledge Gateway is expected to be allocated within the Garden Community to the east.
  - The third SEA at Stanway continues to be a favoured location for strategic economic opportunities taking advantage of good access to the A12 and A120. The Stanway SEA has been reviewed and reflects planning approvals and the decreasing demand for traditional employment land. (If

implemented the recently allowed planning appeal for significant retail development on the Tollgate site will reduce this SEA by 11.75 hectares).

- 4.19 The Local Economic Areas provide smaller scale contributions to the Colchester economy spread throughout the Borough in both urban and rural areas, with the focus in rural areas on employment for Sustainable Settlements. The selection of those included in the Publication Draft Local Plan has been informed by the employment site evaluation completed by Lichfields.

#### Other Employment-generating uses

- 4.20 A different approach to appraising the land and floorspace requirements for non-B use job delivery is taken in planning policy and is based upon estimating demand for the given facilities, usually taking user/visitor levels and/or expenditure patterns. In particular, the 2016 Retail Study prepared by Cushman and Wakefield provides evidence on the requirements for town centre uses. The draft Local Plan seeks to take account of some of these non-B uses and their floorspace requirement through additional special policies which focus on the class economic uses will be provided within centres as well as North Station and Hythe special policy areas and the Colchester Zoo. Other sectors which will be important are health and social care, which accounts for 1 in 4 employee jobs in the Borough as well as construction which will grow in response to new development and well as the demand for repairs and improvements.

#### Funding and Delivery

- 4.21 Colchester's employment policies and allocations sets a strategic long-term direction for both market and public investment to deliver the Borough's B use jobs. However, there are a range of interventions planned and yet to come forward by the Council and partners to drive delivery of these sites, to add value to them and their occupiers and potentially increase the overall employment level of the Borough and its prosperity beyond what the market would otherwise be likely to provide.
- 4.22 The Borough's Economic Strategy highlights the important role the Council can play in adopting a proactive approach to securing inward investment and support for the expansion of local businesses through such initiatives as enhancing the Borough's digital connectivity and opening of the Creative Business Centre on Queen Street. Strategy targets are likely to be surpassed, given recent and planned work in the Economic Growth Team and greater proposed commercially-focused delivery in this area by the Council.
- 4.23 Funding bids, both directly, in partnership and in support of strategic partners are continually being developed and submitted and there have been significant successes with infrastructure funding, for example, from the South East Local Economic Partnership Local Growth Fund and from the Department for Business, Energy & Industrial Strategy. Further bids are being made to Highways England and Department for Communities and Local Government to leverage private sector investment to fully enable Colchester Northern

Gateway, and to Department for Culture, Media and Sport to extend the Borough's Ultrafast broadband network and usher in early 5G delivery.

## **5. Proposals**

- 5.1 This report was developed at the specific request of the Local Plan Committee. The report should be noted and an opportunity for discussing employment issues will be provided at the meeting.

## **6. Strategic Plan References**

- 6.1 Employment issues are referenced in the following areas of the 2015 to 2018 Strategic Plan:

### Vibrant

- Enhance the diverse retail and leisure mix supporting independent businesses valued by residents and visitors
- Create the right environment for people to develop and flourish in all aspects of life both business and pleasure

### Prosperous

- Promote to attract further inward investment and additional businesses, proving greater and more diverse employment and tourism opportunities.
- Support people to develop the skills needed by employers in the future to take advantage of higher paid jobs being created.

### Thriving

- Promote Colchester's heritage and wide ranging tourism attractions to enhance our reputation as a destination.
- Be clear about the major opportunities continue to work in partnership with public, private and voluntary sectors to achieve more for Colchester than we could on our own

## **7. Consultation**

- 7.1 Consultation on the Local Plan is guided by the Council's Statement of Community Involvement, which is available on the [Council's website](#). Evidence on employment will also be used to help inform the development of the Garden Community Development Plan Documents which are to be developed and consulted on in the coming months.

## **8. Publicity Considerations**

- 8.1 Further information will be released as part of the development of the Local Plan and Garden Communities.

## **9. Financial Implications**

- 9.1 None specifically relating to this report

## **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 None identified

## **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.

## **Supporting Papers**

## Appendix 1

### Colchester's Employment Growth and Employment Land Needs

#### 1 Introduction

- 1.1 Colchester's Emerging Local Plan to 2033 will provide a context for achieving employment and business growth in the Borough during the Plan period. This paper will explain how the Local Plan has followed guidance on employment issues to produce a deliverable planning strategy for employment, supported by a robust evidence base.
- 1.2 Preparation of the Local Plan is guided by the National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG). Both documents advocate that an evidence-based approach to employment land allocation and protection is taken and that the land portfolio should offer sufficient capacity to accommodate expected future demand requirements both in quantitative and qualitative terms. The future requirements for employment land should be established through an objective assessment of need that, as far as possible, seeks to align population growth with economic development.
- 1.3 The allocation of employment land plays an important role in balancing job growth with population and housing growth and the objective assessment of housing and employment needs are linked in the Borough's Local Plan process. The overall Spatial Strategy has regard to the relationship between jobs and housing in the creation of sustainable communities containing a balanced mix of uses including employment.
- 1.4 At the technical level, the jobs/housing alignment is achieved in the first instance by incorporating the forecasts of the numbers of economically active residents arising from the Objectively Assessed Need study in the assessment of employment land needs. Secondly, the development of an employment land portfolio considers the best use for all potential employment allocations, which in some instances might see a re-allocation to another use such as residential if the need for employment land is no longer justified.
- 1.5 While the planning system is focussed on the allocation of B use employment land, it is important to note that a significant proportion of all new jobs created are independent of B use land allocation. The future land needs of other non-B use class employment generating uses such as tourism, healthcare and education are not assessed to a similar level of detail as B uses. Non-B use class jobs are more locationally diverse, and frequently do not require specific land allocations as they are not building based or arise from the expansion of existing services on existing sites to meet the needs of new residents and B use class businesses. Others may be able to be accommodated within mixed use/employment areas which do not justify protection as main B class employment areas.

#### 2. Developing an Evidence Base

- 2.1 It is important to note the positive overall trajectory of employment growth in the Borough, both historic and forecast. Lichfields *Colchester Employment Land Supply Delivery Trajectory* (May, 2017) updates the *Employment Land Needs Assessment (ELNA)* published in 2015. The ELNA was undertaken by Nathaniel Lichfield and Partners (NLP) to provide an evidence base to underpin and inform employment land provision and employment land policies focusing on "B" use class jobs in the Borough for the Local Plan. (B use classes are B1 - business, including offices, B2 - general industrial and B8 - storage and distribution). The study's approach followed Government guidance on undertaking employment land reviews and provides a background to enable the Borough to consider

its main employment areas in terms of economic performance and potential and which employment sites are no longer to be protected solely for B use class employment use.

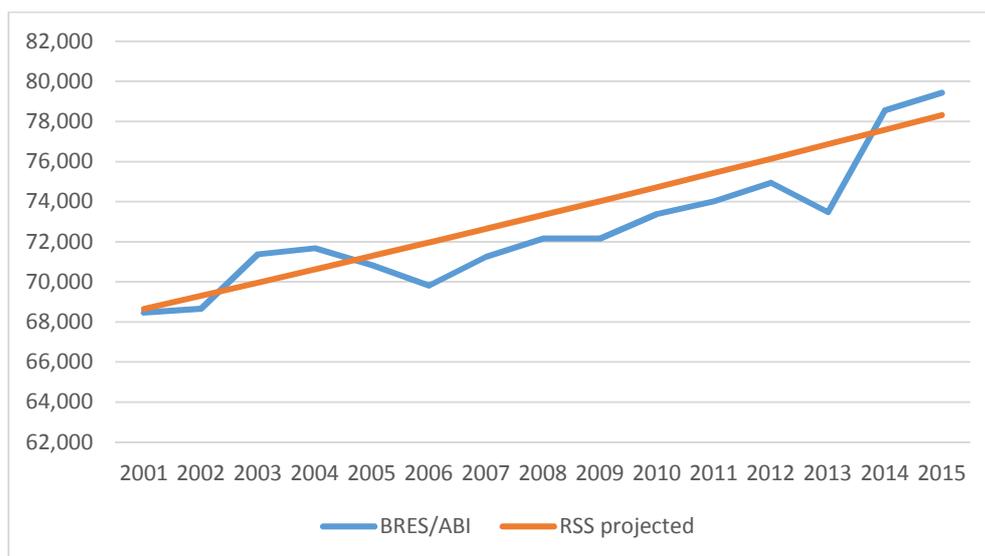
2.2 While the overall approach remains consistent, the following elements have changed since 2015:

- The plan period has been revised from 2001-2021 to 2017-2033 to provide a 16 year timescale post-submission.
- Revised population and household forecasts led to a revised *Colchester Strategic Housing Market Assessment in November 2016* with a revised assessment of Objectively Assessed Housing Need and consequential changes to the numbers of economically active residents predicted.
- Updated 2016 East of England Forecasting Model (EEFM) job forecasts.
- Changes to the employment land supply position in the Borough since 2015 due to planning permissions.
- Recommendations made in the Colchester Employment Land Needs Assessment (ELNA) 2015 that the Council should prepare more detailed evidence on the Borough’s future employment land supply trajectory, leading to commissioning Lichfields to undertake a reappraisal of the portfolio of sites in May 2017.
- Joint work on Garden Communities with Braintree and Tendring has resulted in the commissioning of consultant work on employment opportunities for those areas which is described further below in Section 6.

### 3 Job targets and employment growth

3.1 The former Regional Spatial Strategy set a target of 14,200 employee jobs for Colchester between 2001-2021 which was considered to be the appropriate level to align with the Borough’s housing target. The chart below shows that the employee job level has until 2014 largely been below the target but has now caught up:

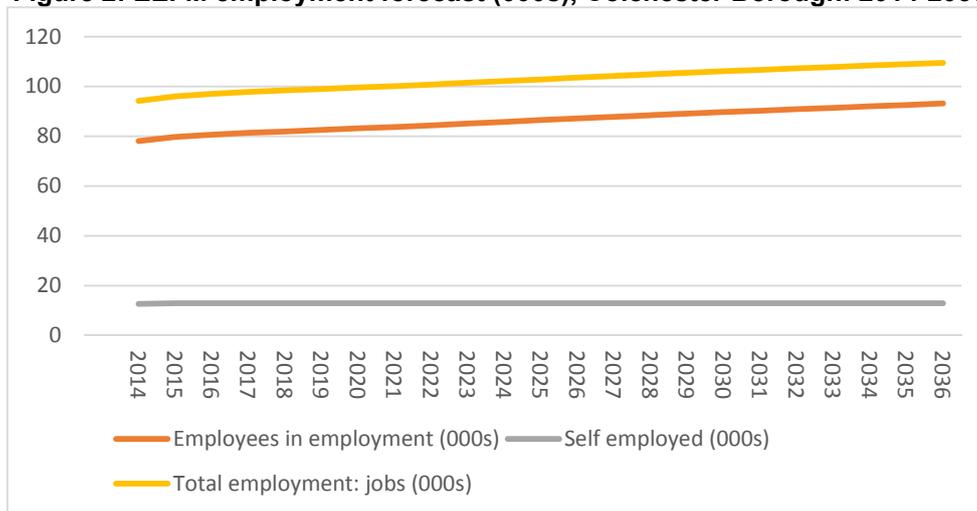
**Figure 1: Actual and projected employee job totals, Colchester Borough: 2001-2015**



Sources: ONS, BRES/ABI; East of England Plan

3.2 However, employee job growth is only part of the story since self-employment is an important component of the overall employment level. Typically, the level of self-employment in the Borough accounts for around 13% of all people in employment. The following graph shows a fuller picture of the size of this total employed population and also forecasts a positive overall growth trajectory to 2036 (although it may be noted that self-employment is likely to remain at the same level over this period).

**Figure 2: EEFM employment forecast (000s), Colchester Borough: 2014-2036**

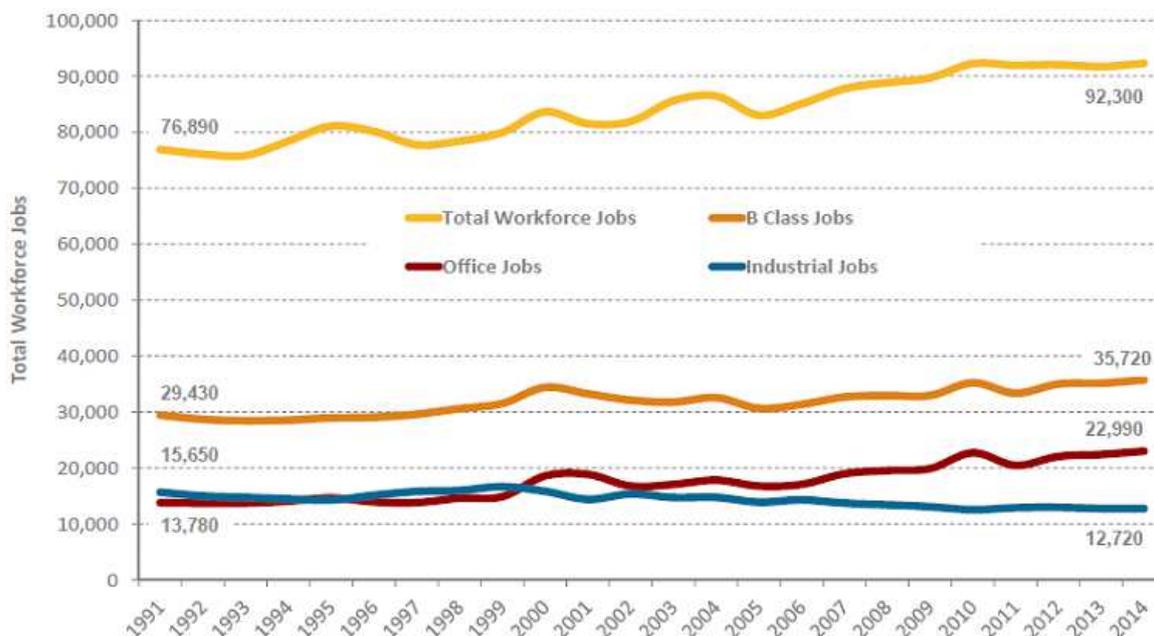


Source: Oxford Economics, EEFM

3.3 It is important to relate job growth to employment land designations if growth is to be accommodated within the Borough. Interestingly, the great majority of forecast workforce job growth will be (as was the case in the preceding 23-year period) not within the classic planning employment focus of B Use Class activities of office, industrial and warehouse accommodation but in other Use Classes – and their occupier sectors.

3.4 The significance of non-B use class employment – implicitly, retail, health and social care, leisure, tourism, hospitality and sui generis – to overall job growth in the Borough is illustrated in the following graph from the Employment Land Needs Assessment which shows a decrease in industrial jobs set against growth over time of office and non-B use jobs. The below table clearly shows that more than half of all historic job growth has not come from occupiers of B class space:

**Figure 3: Employment growth by Use Classes – Colchester Borough: 1991-2014**



Source: NLP (2014), derived from EEFM Spring 2013 and ONS, BRES

#### 4 Translating job growth needs into floorspace

##### Revised job and employment land forecasts

- 4.1 Following work in November 2016 to provide an updated Objectively Assessed Housing Needs population figure for the three authorities of Colchester, Braintree and Tendring, Peter Brett Associates (PBA) provided (May 2017) estimates of the jobs and employment land floorspace needed to align with this updated population figure for Colchester Borough.
- 4.2 Two employment forecasts were used: the East of England Forecasting Model (EEFM 2016) and an Experian scenario, based on their September 2016 model but with the population assumption amended to align with the population shown in the 2016 Strategic Housing Market Assessment (SHMA). These forecasts provide an updated projection of Borough job growth to that in the Colchester ELNA under the EEFM model and an alternative projection through the Experian model. The forecasts for the Borough provide estimates of B class jobs by type and total and the total of non-B Class jobs before estimating the employment land the former jobs will require:

**Figure 4: Baseline Job Growth and Floorspace Requirements in Colchester, 2014-2036**

COLCHESTER	EEFM				EXPERIAN			
	2014	2036	change to 2036		2014	2036	change to 2036	
<b>JOBS</b>								
Office	21,248	28,086	6,837	32%	21,089	26,982	5,893	28%
Industrial	7,978	6,125	-1,853	-23%	7,914	7,414	-500	-6%
Warehouse	5,244	5,464	220	4%	5,464	6,438	974	18%
<b>Total B class jobs</b>	<b>34,471</b>	<b>39,675</b>	<b>5,204</b>	<b>15%</b>	<b>34,466</b>	<b>40,834</b>	<b>6,368</b>	<b>18%</b>
Non B Class Jobs	59,654	69,817	10,163	17%	58,226	73,845	15,619	27%
<b>Total All Jobs</b>	<b>94,125</b>	<b>109,492</b>	<b>15,366</b>	<b>16%</b>	<b>92,693</b>	<b>114,679</b>	<b>21,987</b>	<b>24%</b>
<b>FLOORSPACE (sq m)</b>								
Office	297,476	393,199	95,723	32%	295,242	377,750	82,508	28%
Industrial	287,209	220,499	-66,709	-23%	284,904	266,916	-17,988	-6%
Warehouse	351,371	366,081	14,709	4%	366,059	431,323	65,263	18%
<b>Total B class floorspace</b>	<b>936,056</b>	<b>979,779</b>	<b>43,723</b>	<b>5%</b>	<b>946,205</b>	<b>1,075,989</b>	<b>129,784</b>	<b>14%</b>

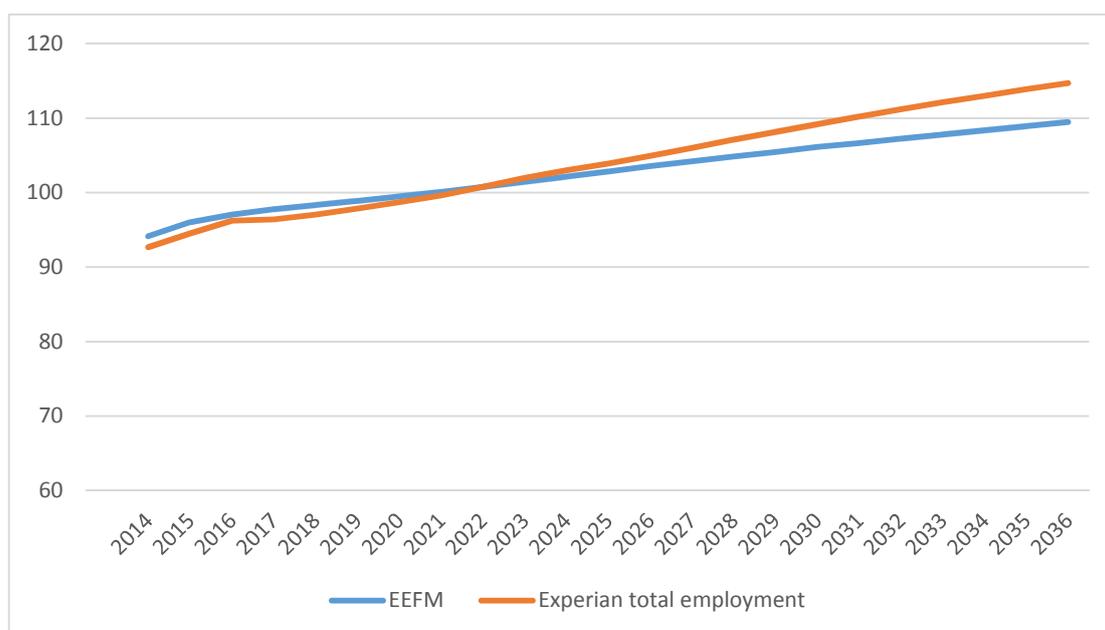
Source: Peter Brett Associates, March 2017

- 4.3 The jobs forecasts for the total of B-class jobs are not very far apart under either model. In terms of office jobs both models envisage significant growth of between 28–32 per cent over the period. However, Experian is more optimistic than EEFM about the persistence of industrial jobs and foresees much higher growth than the latter in warehouse jobs.
- 4.4 The major difference between the models is in estimates of future non-B class job growth with EEFM projecting a 17 per cent increase over the period, effectively two non-B class jobs for each B class job but Experian envisaging growth of 27% or 2.5 non-B class jobs to each. The significance of non-B class jobs, over two-thirds of all future employment in the Borough, will be returned to later on as they do not require the allocation of employment land through the Local Plan process.

**The new projected jobs figures and the ELNA**

- 4.5 The revised EEFM figure indicates annual total growth of 699 jobs per year to 2036; Experian has the much higher figure of 999 jobs per year over the same period. (The ELNA indicated a total of 807 jobs per year (to 2032) but this was based on the 2014 edition of the EEFM forecasting model; the current edition is EEFM 2016).

**Figure 5: EEFM and Experian employment forecasts, Colchester Borough: 2014-2036 (000s)**



Sources: EEFM and PBA for Experian

4.6 As noted, the major difference between the two new forecasts for the Borough is that Experian project much higher growth than EEFM in non-B Class jobs – 50% higher than EEFM’s forecast. While B Class jobs would rise at either 237 jobs per year (EEFM) or 289 jobs (Experian), non-B class would increase by either 462 (EEFM) or 710 per year (Experian).

4.7 As economic forecasting, especially over such a long period, is highly uncertain, the more optimistic estimate of job growth from Experian is of note and reflects the potential for the Borough’s projected population to accommodate a higher rate of employment. It is also the case that both models do not take into account the potential for Council and partner economic development interventions to generate greater local employment opportunities.

4.8 The EEFM jobs forecast by detailed sectors to 2033 is shown at Note 1, below.

## 5 The ELNA and the Employment Land Trajectory

5.1 The 2015 ELNA identified that Colchester had sufficient employment land/floorspace in quantitative terms to meet objectively assessed economic growth needs over the study period up to 2032. The identified surplus of employment space ranged from 21.1ha to 97.9ha depending upon the growth scenario considered. Within this context, the ELNA recommended that:

*“...the Council should evidence how its portfolio of allocations and other development opportunities will support delivery of new space over the short, medium and long-term (structured broadly in five year periods)...”* (para 8.57)

5.2 The National Planning Policy Framework requires authorities to assess *“the needs for land or floorspace for economic development”* and *“the existing and future supply of land available for economic development and its sufficiency and suitability”* (para 161) against the backdrop of positive planning for growth.

- 5.3 The Government's Planning Practice Guidance (PPG) states that assessments of land availability should identify a future supply of land which is suitable, available and achievable for economic development uses over the plan period. This forms a key component of the evidence base to underpin policies in development plans for economic development, including supporting the delivery of land to meet identified need for these uses. In particular, the PPG notes in para 025 that:

*"...Once the sites and broad locations have been assessed, the development potential of all sites can be collected to produce an indicative trajectory. This should set out how much housing and the amount of economic development that can be provided, and at what point in the future..."*

## **6 Updating the Employment Land Trajectory: methodology and key findings**

### **Methodology**

- 6.1 In order to meet the above policy requirements, the Council commissioned from Lichfields (the rebranded NLP) a review of the employment land portfolio, the supply trajectory to meet the above policy requirements and the changes that have occurred since early 2015 noted at para. 2.2 (above).
- 6.2 The approach taken by Lichfields considered both the *availability* and *deliverability* of the Strategic Economic Area (SEA) employment land allocations – Northern Gateway/Severalls, the Knowledge Gateway and Stanway, as well as other significant sites designated as Local Economic Areas (LEA). A total of 25 sites were considered of which 8 were subsequently discounted and 2 considered separately to the trajectory analysis, leaving 15 sites which were examined in further detail. The emerging proposals for the two Garden Communities in the Borough which will come forward towards the end of the Local Plan period and their requirements for B use employment floorspace were not included in the trajectory (although noted) since these have been subject to a separate, detailed parallel study by SQW and Cambridge Econometrics, the *North Essex Garden Communities Employment and Demographic Studies*, delivered in April 2017; this is considered in more detail below (Section 7).
- 6.3 Based on a combination of availability and deliverability factors, each site was allocated to a five-year period: short-term, 2017-22; medium-term, 2022-27; and long-term, 2027-2033. One-third of office space is anticipated to be delivered in the short-term and two-thirds over the medium-term; industrial floorspace (combining industrial and warehouse) two-thirds in the medium-term and one-third over the longer term. (See Note 2 for the Indicative Delivery Trajectory by site in more detail).
- 6.4 To arrive at a demand/supply balance for the Borough's employment land and floorspace the Assessment considered both:
- the 2015 ELNA set estimates of net requirements for office and industrial floorspace which were based on four different Planning Policy Guidance compliant scenarios of how the Borough's economy might change and develop over the Plan period; and,
  - the recent work of Peter Brett Associates (PBA) to identify the employment land and floorspace needed to accommodate the jobs needed to align with the population forecast in the Objectively Assessed Housing Need for the Borough and the two employment forecasts which accompany this (as set out in Figure 4, above).

*Further detail on these scenarios and estimates and related commentary is set out in Note 2, below.*

## 7 Employment land and floorspace in the Garden Communities (GC)

7.1 The SQW/Cambridge Econometrics *North Essex Garden Communities Employment and Demographic Studies* study has quantified the source of and likely job delivery in the two GC's that affect Colchester and translated these into estimated floorspace both in the short term, to 2033, for the Local Plan period and for the longer term, to 2050.

7.2 The methodology behind these calculations was based on developing a framework for considering future employment growth, and identifying a series of alternative economic scenarios which were quantified using Cambridge Econometrics' Local Economy Forecasting Model. These scenarios reflected the specificity of each GC, its likely travel to work patterns and proximity to existing economic centres and these, in turn, were held against comparator locations to help quantify further the economic growth of specific sectors under each scenario.

7.3 A higher rate of local labour market "self-containment" has been applied to employment targets for the Garden Communities, following the principles underlying this type of community and based upon the earlier ambitions of the post-war New Towns. Effectively, each dwelling is anticipated to surpass the Town and Country Planning Association's target of "one job per house" for Garden Communities with the Colchester Braintree Borders Garden Community generating 1.17 jobs and Tendring Colchester Borders Garden Community 1.55 jobs per dwelling.

7.4 Both of the Colchester-related Garden Communities, *'are likely to be associated with significant jobs growth, where jobs linked to exogenous growth processes are presumed to be physically on site, those linked to homeworking will be physically associated with the homes of residents and therefore also on site, and those related to the consumption of local services may or may not be on site, but all will be reasonably "local"*.

Effectively, 18.75% of jobs are anticipated to be homeworking, some 15% of jobs will be 'local service' and the remainder principally office based jobs, which will create the estimated land and space requirements for each GC which will total an additional 4.5 hectares and 18,134 m<sup>2</sup> of office space for the Borough employment land and floorspace allocation to 2033.

7.5 The nature of employment in Tendring/Colchester borders and Colchester/Braintree borders Garden Communities is expected to share some common characteristics and drivers of growth:

- Both Garden Communities are anticipated to appeal to younger working age adults and young families for whom the incidence of home working is considered to be relatively high, continuing national and local trends.
- As the major urban area in North Essex and a "central place" both in the County and the Region, Colchester is anticipated to increase its agglomeration advantages as its population grows and to attract more, higher order, professional and service functions and to develop further as a hub for leisure and tourism and as a retail destination, providing jobs both centrally and within the GCs for its residents, including increasing health care and other public service opportunities.

7.6 However, there are distinctions between both Garden Communities in terms of location:

- Colchester/Braintree borders is well located to the A12 and the A120 and their planned improvements, and connects by rail to both the GEML and the Gainsborough Line. These and some spillover benefits from the expansion of

Stansted Airport are likely to attract higher order professional and service jobs, back offices, and linkage to the logistics supply chain.

- Located close to both the University of Essex and to central Colchester, Tendring Colchester Borders Garden Community is expected to benefit from and be a major contributor to the growth of both, especially knowledge-based B1 jobs and those that support them.

## 8 Setting employment land requirements for the Local Plan

- 8.1 The potential supply figures for B uses – offices and industrial - for the Strategic and Local Economic Areas of the Borough from Lichfields (Figure 7, above) plus the SQW/Cambridge Econometrics figures for the Garden Communities employment land and space requirement to 2033 have been adopted in the draft Local Plan. In total, there is a pipeline supply figure of 44.2 hectares of employment land for the Borough accounting for a potential of 1877,203 m<sup>2</sup> of floorspace, of which two-thirds is indicated for office uses and one-third for industrial uses.

**Figure 8: Colchester Employment Land Supply Trajectory: 2017– 2033**

Location / Allocations		Site area (ha.)	Office (B1 a/b) sqm	Industrial (B1c/2/8) sqm	Total sqm
<b>Strategic Economic Areas (SEAs)</b>					
North Colchester		10.4	56,696	0	56,696
Stanway		15.6	20,506	42,054	62,560
Knowledge Gateway		7.0	22,538	0	22,538
<b>Local Economic Areas (LEAs)</b>					
Colchester Town Centre	Town Centre Core	0.7	3,160	0	3,160
	Edge of Centre	3.5	0	13,959	13,959
District Centres (outside Colchester)		1.5	3,078	3,078	6,156
Other Rural Areas		1.0	2,000	2,000	4,000
<b>Total SEAs and LEAs</b>		<b>39.7</b>	<b>107,978</b>	<b>61,091</b>	<b>169,069</b>
<b>Garden Communities Employment Areas (GCEAs)</b>					
Colchester Braintree Borders GC		1.7	6,858	0	6,858
Colchester Tendring Borders GC		2.8	11,276	0	11,276
<b>Total GCEAs</b>		<b>4.5</b>	<b>18,134</b>	<b>0</b>	<b>18,134</b>
<b>Total all allocations</b>		<b>44.2</b>	<b>126,112</b>	<b>61,091</b>	<b>187,203</b>

Sources: Lichfields (March 2017); CBC Planning Policy (April, 2017)

- 8.2 The range of sites for employment land fall into three main types: Strategic Economic Areas (SEAs), Local Economic Areas (LEAs) and Garden Communities Employment Areas. This range and their component sites are designed to ensure that jobs are accessible to new and existing communities across the Borough and are subject to a range of policies to safeguard current uses to ensure balanced economic growth (Policy SG3).

8.3 The **Strategic Economic Areas (SEAs)** are the best employment sites in the Borough and should be retained for employment purposes to meet anticipated needs over the plan period, in accordance with Paragraph 22 of the NPPF. Up to date evidence however suggests not all the land previously allocated for employment will be required and, accordingly, the boundaries of each SEA have been reassessed.

- The Northern Gateway and Severalls SEA responds to the potential to maximise its prime location adjacent to Junctions 28 and 29 of the A12, for the retention and expansion of the Business Park and for opportunities to deliver an enhanced sports and leisure hub. This SEA represents the most significant location still for high value office based employment for the Borough. The SEA has been reviewed and reflects planning approvals and the decreasing demand for traditional employment land.
- The Knowledge Gateway and University SEA reflects opportunities associated with the growth plans for the University of Essex and the benefits linked to the new Garden Community to the east of Colchester. Additional land to expand the Knowledge Gateway is expected to be allocated within the Garden Community to the east.
- The third SEA at Stanway continues to be a favoured location for strategic economic opportunities taking advantage of good access to the A12 and A120. The Stanway SEA has been reviewed and reflects planning approvals and the decreasing demand for traditional employment land. (If implemented, the recently allowed planning appeal at Tollgate for significant retail development would reduce this SEA by 11.75 hectares).

8.4 The **Local Economic Areas (LEAs)** provide smaller scale contributions to the Colchester economy alongside the Strategic Economic Areas. They contain a range of sites and premises and are located in the urban and rural areas of the Borough. They help meet the needs of the business community and offer flexibility and choice. The LEAs proposed in the Local Plan reflect the evaluations made in the evidence base, so those with the lowest rankings have not been retained to reflect their lower levels of sustainability and/or deliverability. (A full list of the Local Economic Areas can be found in policy/table SG4 of the draft Local Plan).

8.5 The **Garden Communities Strategic Allocations** have been discussed at Section 7, above. It is worth repeating, though, that the new Garden Communities will make a strategic contribution to employment provision serving both their own sustainable communities and the rest of the Borough. The extent, location and policy context for the Garden Communities to the east and west of Colchester will be informed by future master planning and Development Plan Documents for these areas.

## 9 **Appraisal of other employment-generating uses (non-B Use Job Growth Delivery)**

9.1 A different approach to appraising the land and floorspace requirements for non-B use class job delivery is taken in planning policy and is based upon estimating demand for the given facilities, usually taking user/visitor levels and/or expenditure patterns. In particular, the 2016 Retail Study prepared by Cushman and Wakefield provides evidence on the requirements for town centre uses. The draft Local Plan seeks to take

account of some of these non-B uses and their floorspace requirements through additional special policies within the following areas of urban Colchester:

- *Colchester Town Centre (Policy TC3)*, addressing the need to provide a mix of comparison shopping; food and drink; entertainment; and residential uses over the plan period to 2033, focusing on St Botolphs, Vineyard Gate and Priory Walk;
- *North Station Special Policy Area (Policy NC2)*, redevelopment to enhance this arrival gateway with improved public realm, transport and compatible land uses and activities including office floorspace, leisure uses, retail related to the primary function of the area associated with the station, residential and open space;
- *East Colchester – Hythe Special Policy Area (Policy EC2)*, principally to regenerate the area at densities appropriate to an urban area with good public transport connections and a mix of commercial, community and residential uses to provide additional jobs, homes and community and environmental enhancements and to create a strong sense of identity for the area;
- *Colchester Zoo (Policy WC3)*. The Council recognises the importance of Colchester Zoo as a visitor attraction and as a contributor to the local economy. The Local Planning Authority will work in partnership with the Zoo to maximise the social and economic benefits associated with its development while ensuring any development proposals have regard to the environmentally sensitive location with any development ancillary to the zoo, such as additional retail, hotel and food and drink outlets, to be related to the function of the zoo and assessed against potential negative impacts on the Town Centre.

9.2 Other sectors which will be important are:

- Health and Social Care which accounts for 1 in 4 employee jobs in the Borough. Additional employment is anticipated to emerge through a combination of expansion of existing facilities, notably Colchester General Hospital, strategic residential allocations and other individual site proposals in response to where need is generated.
- Construction; in response to new housing, commercial development, civil engineering related to the level of future development as well as the demand for repairs and improvements.

## 10 Conclusions

10.1 Colchester's employment land target sets a strategic long-term direction for both market and public investment to deliver the Borough's B use jobs. However, there are a range of interventions planned and yet to come forward by the Council and partners to drive delivery of these sites, to add value to them and their occupiers and potentially increase the overall employment level of the Borough and its prosperity beyond what the market would otherwise be likely to provide.

10.2 The Borough's *Economic Growth Strategy: 2015-2021* aims to create 1,900 jobs over and above the then forecast of 4,100 jobs across the period, including 500 additional apprenticeships. Other targets are to:

- Create, retain and support 1,000 new businesses
- Secure superfast broadband to all our businesses – now focusing on *Ultrafast*
- Secure £5m of direct funding for skills and business support
- Attract £10m of new inward investment.

10.3 These targets are likely to be surpassed, given recent and planned work in the Economic Growth Team and greater proposed commercially-focused delivery in this

area by the Council. Funding bids, both directly, in partnership and in support of strategic partners are continually being developed and submitted and there have been significant successes with infrastructure funding, for example, from the South East Local Economic Partnership Local Growth Fund and from the Department for Business, Energy & Industrial Strategy.

Further bids are being made to Highways England and Department for Communities and Local Government to leverage private sector investment to fully enable Colchester Northern Gateway and a significant mixed-use site in East Colchester; and to DCMS to extend the Borough's Ultrafast broadband network and usher in early 5G delivery.

- 10.4 Close partnership working with SELEP, with Essex County Council, the Haven Gateway Partnership, the University of Essex and with other public, private and community sectors have been intrinsic to past success as is further collaboration and co-ordination of resources to deliver Colchester's ambitions to provide sufficient business and employment opportunities, both B and non B uses, over the forthcoming Local Plan period.

**Note 1: Forecast changes in employment in Colchester Borough: jobs 000s, 2017-2033**

Employment growth has been and is characteristic of the following sectors of the local economy: construction, retail, hotels and restaurants, ICT, financial services, B2B services and health. Decline is characteristic of primary and secondary sectors: agriculture and manufacturing.

Turning to the distribution of baseline job growth in the future across all employment sectors, the EEFM forecasts positive increases across fourteen of the thirty categories identified. The most recent EEFM forecast for Colchester’s major categories is shown below for the period 2017-2033, the period of the new Local Plan:

**Forecast Changes in Employment by Major Category, in thousands: 2017-2033.**

Employment by sector (000s)	2017	2033
Agriculture	0.604	0.447
Mining & quarrying	0.123	0.071
Manufacturing - food	0.986	0.760
Manufacturing - general	1.680	1.510
Manufacturing - chemicals only	0.815	0.436
Manufacturing - metals	0.352	0.227
Manufacturing - transport equipment	0.964	0.527
Manufacturing - electronics	0.356	0.193
Utilities	0.543	0.475
Waste & remediation	0.306	0.313
Construction	5.459	7.365
Wholesale	4.683	4.826
Retail	10.713	11.642
Land transport	2.993	2.951
Water & air transport	0.015	0.016
Accommodation & food services	6.103	8.021
Publishing & broadcasting	2.390	2.105
Telecoms	0.530	0.459
Computer related activity	1.117	1.294
Finance	2.156	1.871
Real estate	1.917	2.690
Professional services	8.807	9.883
Research & development	0.038	0.040
Business services	4.147	5.547
Employment activities	1.811	2.044
Public administration	5.714	6.218
Education	10.852	10.797
Health & care	16.105	19.268
Arts & entertainment	3.449	3.767
Other services	2.047	2.035
<b>Total</b>	<b>97.779</b>	<b>107.799</b>

Source: Oxford Economics, EEFM

Overall this is a positive picture for the Borough with opportunities both for self-employment and employees across a wide range of sectors.

## Note 2: Lichfields estimates of employment land and floorspace requirements

### Summary Net Floorspace (m2) Requirements by Scenario.

Scenario/Source		Study Time Period	Offices (B1a/B1b)	Industrial (B1c/B2/B8)	All B Uses
NLP Colchester ELNA (January 2015)	1. Baseline Job Growth (EEFM 2013)	2014 - 2032	94,480	-9,660	84,820
	2. Past Completion Rates		60,445	-189,880	-129,435
	3. Higher Past Completion Rates		60,445	117,325	177,770
	4. Labour Supply (2012 Based SNPP)		76,000	-28,440	47,560
PBA Employment Land and Floorspace (January 2017)	EEFM 2016	2014 - 2036	95,723	-52,000	43,723
	Experian September 2016 (OAN Adjusted)		82,508	47,275	129,784

Source: Lichfields (2015) / Peter Brett Associates (2017)

A.1 Lichfields observe that both scenarios are for net floorspace and 'do not make any allowance for market choice, churn or friction', so representing the *minimum* amount of employment space to plan for. Secondly, it should be noted that while the time periods for the NLP and PBA studies differ slightly and are around the Local Plan period end-date of 2033, with the NLP figures running to 2032 but the PBA figures extending to a slightly longer time-horizon to 2036, this does not greatly affect the conclusions.

A.2 Broad comparison of net B class floorspace requirements against the identified pipeline supply from the new Assessment implies that Colchester 'would have sufficient employment space in overall quantitative terms to meet the needs associated with all but one scenario over the Plan period'. These findings are shown below:

### Demand/Supply Balance (m2)

Scenario / Use	NLP Colchester ELNA (January 2015)				PBA Employment Land and Floorspace (January 2017)	
	1. Baseline Job Growth (EEFM 2013)	2. Past Completion Rates	3. Higher Past Completion Rates	4. Labour Supply (2012 Based SNPP)	EEFM 2016	Experian September 2016 (OAN Adjusted)
<b>All B Uses</b>						
Requirement	84,820	-129,435	177,770	47,560	43,723	129,784
Potential Supply <sup>7</sup>	167,466					
Surplus(+)/Shortfall(-)	+82,646	+296,901	-10,304	+119,906	+123,743	+37,682
<b>Offices</b>						
Requirement	94,480	60,445	60,445	76,000	95,723	82,508
Potential Supply	107,978					
Surplus(+)/Shortfall(-)	+13,498	+47,533	+47,533	+31,978	+12,255	+25,470
<b>Industrial</b>						
Requirement	-9,660	-189,880	117,325	-28,440	-52,000	47,275
Potential Supply	59,488					
Surplus(+)/Shortfall(-)	+69,148	+249,368	-57,837	+87,928	+111,488	+12,213

A.3 Lichfields concluded that the supply of office floorspace appears sufficient to meet all B1 requirements under all seven scenarios. Similarly, there is a surplus of industrial floorspace under all but one scenario (the higher past completion rates scenario). However, as net floorspace requirement figures represent the **minimum** quantum of employment land to plan for,

*'in the absence of planning to accommodate an additional allowance for future losses of existing employment space and to account for delays in sites coming forward for development..., there is a risk that future employment development in Colchester is constrained by a lack of choice and flexibility within the market. This could present a particular risk in Colchester where many of the Borough's employment allocations face viability challenges and uncertainty regarding timing of delivery.'*

A.4 Of the 15 sites in the trajectory, all are considered to be either 'available' or 'available in the future' but in terms of deliverability, 7 are considered to be 'deliverable' and 8 are considered 'marginal/uncertain'. In terms of floorspace, 34% of office space is assessed as 'marginal or uncertain' while 97% of industrial space is considered to fall into that category.

Table 4.1 Indicative Delivery Trajectory for Employment Land Supply by Five-Year Period

Site Ref	Site Name	Indicative Delivery Trajectory (m <sup>2</sup> )					
		Short term (0 - 5 years) 2017-2022		Medium term (6 - 10 years) 2022-2027		Long term (11 - 16 years) 2027-2033	
		Offices (B1a/b)	Industrial (B1c/B2/B8)	Offices (B1a/b)	Industrial (B1c/B2/B8)	Offices (B1a/b)	Industrial (B1c/B2/B8)
1	Northern Gateway - NE Quadrant	0	0	10,532	0	0	0
2	Northern Gateway - SE Quadrant	37,300	0	0	0	0	0
3	Severalls (undeveloped plot)	0	0	8,854	0	0	0
4	Knowledge Gateway - North Area	5,720	0	0	0	0	0
5	Knowledge Gateway - South Area	3,562	0	0	0	0	0
6	Knowledge Gateway - West Area	0	0	13,256	0	0	0
7	Stanway - Stane Park	0	0	13,554	13,554	0	0
8	Stanway - Tollgate South	0	0	6,952	6,952	0	0
9	Stanway - Lakelands West	0	0	0	16,084	0	0
10	Stanway - Trafalgar Farm	0	0	0	0	0	5,464
11	Whitehall Industrial Estate (undeveloped plot)	0	0	0	0	0	9,200
12	Maldon Road inc Shrub End Depot	0	0	0	0	0	3,156
13	Tiptree - Tower Business Park	0	0	3,078	3,078	0	0
14	Lodge Lane Langham	0	0	2,000	2,000	0	0
15	Town Centre - Sheepen Place	3,160	0	0	0	0	0
<b>TOTAL</b>		<b>49,742</b>	<b>0</b>	<b>58,236</b>	<b>41,668</b>	<b>0</b>	<b>17,820</b>

Source: Lichfields analysis





## Local Plan Committee

Item  
**8**

30 August 2017

Report of	Assistant Director Policy and Corporate	Author	Paul Wilkinson ☎ 282787
Title	Local Plan Transport Position Paper		
Wards affected	All wards		

**A paper setting out the Transportation work undertaken to inform the Local Plan**

### 1. Decision(s) Required

- 1.1 The Committee is asked to note the content of the report and Appendix. Presentation of the report will provide the opportunity for members to discuss the issues raised.

### 2. Reasons for Decision(s)

- 2.1 The Local Plan Committee of the 12<sup>th</sup> June approved the Publication Draft Local Plan for consultation. Through the debate on the Plan members requested further information on transportation.

### 3. Alternative Options

- 3.1 N/A

### 4. Supporting Information

- 4.1 The report below sets out the key issues for transportation and growth associated with the Local Plan. Further detailed information is included as an Appendix.

#### Context

- 4.2 Planning and transportation are closely linked and referenced in the National Planning Policy Framework (NPPF) with the requirement to develop transport evidence to support the Local Plan as set out in national Planning Policy Guidance (PPG). The responsibility for delivery of transport infrastructure and services lies with a number of public and private sector bodies who the Borough needs to continue to work in partnership with.

#### Constructing the Evidence Base

- 4.3 Transportation data is available from a range of sources and has been used to develop evidence base material. Specific study work has been undertaken to inform the emerging Local Plan and the proposed Garden Communities. Design work is being undertaken by various bodies to develop solutions for improving the strategic transport infrastructure.

#### The Evidence

- 4.4 The use of the motor vehicle dominates travel movements. There is a high level of vehicle movements in Colchester in the peak hours, resulting in congestion at certain times of the day in certain locations. The operation of the network has an impact on the economic growth of the Borough through increased journey times and unreliable and unpredictable delivery times for goods and services. The high level of traffic, the mix of vehicles and the nature of some of the streets in the urban area result in poor air quality. In the peak hours there is a high demand on both the road and rail network carrying high volumes of people and goods and the efficient operation in the peak periods is vulnerable to incidents. The town centre area is still the biggest attractor for work, retail, leisure and education purposes for Colchester and neighbouring areas.
- 4.5 Traffic modelling suggests 40% growth by 2032 in the number of vehicle trips in peak periods compared to the modelled base year (2007). A reference case scenario was modelled to enable comparison between the number of vehicle trips generated by those developments built out since 2007 and those developments contained in the current Local Plan, compared with the vehicle trips generated by proposed sites in the new Local Plan. Most of this growth in trips comes from existing allocations in the Local Plan, and from the existing community. The new allocations in the Draft Local Plan represent approximately 6% of the peak hour growth. The traffic modelling suggests an increase in queuing and travel time, and a small decrease in the average speed. Parts of the network are still overcapacity and the modelling suggest some 200 locations in each of the peaks, where the demand is indicated to be greater than the capacity.

#### Development of Mitigation Measures

- 4.6 Through the traffic modelling, a range of measures and potential solutions have been suggested which include physical and management improvements to the road network as well as investment in sustainable transport. These are listed in the Appendix.
- 4.7 Transport in the emerging Local Plan is covered by Policy SP5 Infrastructure and Connectivity, and the Development Management Policies DM20/21/22. In addition, the Place Policies identify infrastructure required to support growth in specific areas of the Borough. The evidence base identifies a wide range of measures and these measures need to be considered, prioritised and developed further.

- 4.8 The policy approach promotes a range of measures to support growth which could include combinations of traffic management, infrastructure and sustainable transport measures. Improvements will be sought to:
- The local walking and cycle network
  - Local public transport services
  - The local road network
  - Strategic road and rail network and services
  - Parking policy including the provision of electric vehicle charging.
- 4.9 The Garden Community approach provides an opportunity to plan the new communities around a step change in integrated and sustainable transport systems for the North Essex area that put walking, cycling and rapid public transit networks and connections at the heart of growth, encouraging and incentivising more sustainable active travel patterns. Specific study work has been commissioned to inform the Garden Communities and delivery of the principle needs to include rapid transit.
- 4.10 A number of the key strategic projects are already at the feasibility and design stages including:
- A12 Widening junction 19 to 25
  - A120 improvements, Braintree to A12
  - Great Eastern Mainline upgrade
  - Investment in a new train fleet by Greater Anglia
  - Rapid transit.

#### Funding and Delivery

- 4.11 The Borough will continue to work in partnership with Essex County Council and other transport infrastructure and service providers to develop and deliver solutions. There continues to be a requirement for developers to produce Transport Statements and/or Assessments and mitigate against the impact of their development. Depending on the scale of the mitigation either the developer will be expected to deliver directly or make financial contribution through legal agreements.
- 4.12 Transportation projects have been identified in the Infrastructure Delivery Plan document which supports the Local Plan and officers have been working with Essex County Council feeding projects to the Essex Growth Infrastructure Framework and subsequent modelling.
- 4.13 To enable funding to be sought from other bodies investment is required in feasibility and design to develop business cases and make submissions for funding. Major funding sources include Central Government through investment in the strategic road and rail network, South East Local Enterprise Partnership Growth Funds, the Housing Infrastructure Fund, the Garden Communities land value capture schemes, and various grant opportunities as they arise.

## **5. Proposals**

- 5.1 This report was developed as a specific request of the Local Plan Committee. The report should be noted and will provide an opportunity to discuss transportation issues at the meeting.

## **6. Strategic Plan References**

- 6.1 The 2015 to 2018 Strategic Plan set out to be:

### Vibrant

- transport can help create the right environment for people to develop and flourish in all aspects of life both business and pleasure

### Prosperous

- transport can help promote and attract further inward investment and additional businesses, proving greater and more diverse employment and tourism opportunities.
- Identification and Investment in transport to ensure it keeps pace with housing growth to keep the Borough moving

### Thriving

- the Borough needs to work continue to work in partnership with public, private and voluntary sectors to achieve more for Colchester than we could on our own

## **7. Consultation**

- 7.1 Consultation on the Local Plan is guided by the Council's Statement of Community Involvement, which is available on the [Council's website](#). Colchester Local Plan Traffic Modelling, Garden Communities Movement and Access Study and Rapid Transit Study have been published as part of the Local Plan evidence base. This work will also be used to help inform the development of the Garden Community Development Plan Documents which are to be developed and consulted on in the coming months.

## **8. Publicity Considerations**

- 8.1 Further information will be released as part of the development of the Local Plan and Garden Communities.

## **9. Financial Implications**

- 9.1 None specifically relating to this report

## **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 None identified

## **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.



## Appendix

### Local Plan Transport Position Paper

#### 1.0 Context and Responsibilities

Transport is a key aspect of planning and impacts can be greatly influenced by land use planning. The National Planning Policy Framework (NPPF) includes a section on Promoting Sustainable Transport. Further guidance is given in Local Plan National Planning Policy Guidance on Developing Transport Evidence Bases in plan making and decision taking. Colchester Borough Council with partners has commissioned work to support the emerging Local Plan.

#### 1.1 Transportation in Colchester is managed and delivered by a number of different bodies including:

- Essex County Council – the local highway and transportation authority with responsibility for the local road network, much of the walking and cycle network, public rights of way and a limited overview on public transport.
- Highways England – management of the strategic road network including the A12 and A120.
- Network Rail – responsible for the management of the railway infrastructure.
- The Train Operating Company - Greater Anglia – responsible for the delivery of the train services and management of the stations as part of a franchise.
- The Bus Companies – privately owned and operated bus services in a deregulated market, with many of the evening and weekend services operated under contract to ECC.
- Colchester Borough Council – management of public car parks, management of the North Essex Parking Partnership, issuing and managing on street parking permits, and allowing walking and cycling through many open spaces which form key links in the network. Taxis and Private Hire vehicles are also licensed by Colchester Borough Council.

#### 2.0 Developing an Evidence Base

2.1 The evidence base is heavily dependent on external sources much of which is now publicly available over the internet but requires interpretation and blending together to create the overall picture.

2.2 Census Data: provides transport data for travel to work, and includes where and how people travel to work. The census also provides car ownership information. A presentation on the Travel to Work data was given to the committee in October 2015.

2.3 Colchester Travel Diary Survey: this was undertaken in 2007 and even though the data is now 10 years old it provides a comprehensive picture of movement patterns for a wider range of journeys. A presentation on overall transport movements was given to the committee in November 2013.

- 2.4 Google Traffic Flow Maps: Through the development of phone technology, movement data is now collected through mobile phones. Google (and others) publish this data and produce live mapping of the current situation on the road network over the internet. The data is qualitative and can be used to illustrate the relative performance of the road network on different days.
- 2.6 Traffic Modelling: Essex County Council have access to an urban area computer traffic model. The model uses a combination of the 2007 Travel Diary data, the Census and traffic surveys undertaken at the time. This model allows for growth to be tested across the urban area of Colchester. The model's strength is that it will load the traffic onto the network and direct traffic via different routes as traffic builds up. The model allows growth to be added and changes to be made to network and be assessed. However it only models the local road network in the weekday morning and evening peak hours.
- 2.7 The Local Plan Issues and Options scenarios were tested in the model. The report was made available in the evidence base. For modelling purposes growth identified in the current Local Plan (adopted 2008 and reviewed 2014) is included in the base case. Any programmed infrastructure was also included in the base case. The new local plan growth was then added to the model.
- 2.8 Following the publication of the preferred options document (June 2016) further testing has been undertaken which incorporates the planned growth in the local plan up to 2033. This growth includes the start of the Garden Communities in the Local Plan period.

#### Garden Community Transport Studies

- 2.9 Separate transport studies have also been commissioned for the Garden Communities themselves. These include:
- North Essex Garden Communities – Feasibility Study, 2016: The work contained high-level transport proposals associated with the three broad locations for Garden Communities with a detailed baseline review and analysis of the options.
  - Movement and Access Study, May 2017: Considered how each of the Garden Communities can positively internalise journeys within their developments and maximise their integration and connectivity with the rest of North Essex via high quality modern public transport.
  - Emerging Concept Frameworks with Transportation Appendix - Transport Demand Analysis and Transport Scheme Review: A standalone appendix prepared to provide high level guidance and input on possible transport measures to support the proposed Garden Communities. Considers the existing committed and planned transport schemes and the potential volume of travel demand from the new Garden Communities. This information is then used to identify transport priorities and to prepare a programme of transport measures.
  - Rapid Transit Studies: consultants undertook a Rapid Transit Study for East Colchester in 2016, building on work undertaken for the current Local Plan. The study examined the case for a Rapid Transit system focussed on

serving the proposed Tendring Colchester Borders Garden Community, Essex University and East Colchester, connecting through to the Town Centre. The study identified a number of route and technology options. This work has been expanded upon to include rapid transit to the Colchester Braintree Borders and West of Braintree Garden Community. A short piece of work has been commissioned to understand whether various modes of rapid transit have merit.

### Strategic Road Network Studies

- 2.10 The A12 and A120 have been subject to various studies over many years. The Highways Agency undertook a route based study on the A12/A120 in 2014. This resulted in the A12 widening being included in the Roads Investment Strategy (RIS).
- 2.11 Essex County Council have funded the feasibility study for options for the A120 between Braintree and the A12 with the aim of getting this scheme included in the next Roads Investment Strategy.
- 2.12 Options for both the A12 Widening Junction 19 (Chelmsford) to 25 (Marks Tey) and the A120 Braintree to A12 were subject to extensive consultation in early 2017. Both Highways England and ECC have organised local fora to keep local bodies informed. Announcements on next steps for both schemes are expected shortly. The A12 Junction 19 to 25 scheme will then enter the formal Development Consent Order process to enable a start by March 2020.
- 2.13 Consultation on the A12 Widening between junctions 25 (Marks Tey) and 29 (Colchester Northern Bypass) is due to start shortly.

### 3.0 Overall Movement Picture

- 3.1 Areas with strong economies tend to generate high levels of movement and demand. Movement and travel patterns in Colchester are not untypical of many other locations in the south east around London, with travel to and from work dominating the peak hour demands on the local road and strategic networks. There are a high level of people living and working locally in Colchester, approximately 69%. The census suggests that there is an increase in the proportion of people working at home, especially in the rural areas. In nearly all work place areas the car is the dominant mode for travel to work with 55% share across the Borough.
- 3.2 In terms of travel to work, there are 24,850 people leaving and 22,968 coming into Colchester. The most popular destinations for work outside of Colchester are (in order) London, Tendring, Braintree and Chelmsford. For movements into Colchester those from Tendring, Braintree and Babergh Districts are the highest. The movements to and from Braintree are more or less equal.
- 3.3 Castle Ward remains the most important area for employment with 16,700 work trips coming to or within the ward. There is a unique mix of employment in

commercial, education, retail and leisure sectors within Castle ward which has double the employment levels in the next highest wards of Mile End and Highwoods.

- 3.4 50% of travel to work trips are less than 5km in length (this includes those who work at home). However, the average distance to work is 19km which suggests a disproportionate number of people travelling a longer distance, eg to Braintree and London.
- 3.5 Across the Borough the average level of car ownership is 1.3 vehicles per household, ranging from 0.6 vehicles per household in the town centre to 2.2 vehicles per household in the rural areas. Across the borough 70% of the households have one or two cars a further 10% have more than two cars; 20% of households do not have a car. Car ownership is 524 cars/vans per 1000 people. There are currently 154,200 full or provisional driving licence holders in Colchester (postcode areas CO1 to CO7), which represents an increase of 11,000 since 2012. This is broadly in line with population growth.

#### 4.0 Traffic Flows and Congestion

- 4.1 Essex County Council estimate that traffic congestion in Colchester costs £20million per annum measured as delay time against free flow conditions.
- 4.2 In the urban area daily traffic flows on the A road network have not risen between 2006 and 2015, even though there has been significant housing and population growth. There have however been fluctuations in traffic flows on certain routes. It is unclear why growth in the urban area is static considering the housing and population growth that has taken place. There has been a 5% growth on the rural A roads between 2006 and 2015.
- 4.3 There are many points on the urban road network which experience morning and evening peak hour (08:00 till 09:00 and 17:00 to 18:00) congestion but flow freely outside of the peak times. This is shown on Google Traffic flow maps which also show where the traffic queues outside of the week day peak hours e.g. Saturday mid-morning. There are locations where there are slow moving queues and the efficient operation of the network is susceptible to incidents.
- 4.4 There are locations mainly in the town centre which are also designated air quality areas due to the volumes of traffic, where the built environment forms a canyon and/or diesel engine vehicles make up a significant proportion of the traffic flow.
- 4.5 On the strategic road network (the A12 and A120) there has been traffic growth of around 7% over the period 2006 to 2015. Parts of the A12 carry very high volumes of traffic – 100,000 vehicles per day (vpd), on the section between junction 26 and 27. The section of the A12 north of Colchester carries approximately 74,000 vehicles per day. The A120 east of Colchester carries 37,000vpd and through Marks Tey 25,000vpd.

## 5.0 Local Plan Growth and Traffic Modelling

- 5.1 The traffic modelling for the growth suggests 40% growth by 2032 in the number of vehicle trips in the peak periods. This is in comparison to the number of vehicle trips in the traffic model base year (2007). The new allocations represent approximately 6% of the peak hour growth. Most of the growth comes from the existing community and existing allocations in the current Local Plan.
- 5.2 With an increase in the number of trips, the modelling shows an increase in total queueing time, a small decrease in the average speed and an increase in travel time and distance. The PM peak exhibits greater variability.
- 5.3 People do respond to congested conditions and change their behaviour – either by travelling outside the peak hours, using an alternative form of transport, working more flexibly or not travelling at all. This has the effect of reducing the number of peak hour trips. However parts of the network are still over capacity. The model outputs suggest some 200 locations, in each of the peaks, where the traffic demand is greater than the capacity.
- 5.4 The traffic model is strategic in its nature and helps identify locations and areas where there is concern on the operation of the road network. The issues at the locations vary, and include capacity constraints on the Strategic Road Network, constraints on the local road network at locations where junctions are in close proximity to each other, and some issues at isolated locations on the local road network.
- 5.5 The outputs of the traffic modelling have been reviewed and locations have been grouped together to provide a strategic overview. This includes the:
- Strategic Road Network
  - Local Road Network – linked junctions
  - Local Road Network – isolated locations.
- 5.6 The key issues have been incorporated into the Local Plan policies including the specific place policies. In addition to the Strategic Traffic Modelling, all sites proposed in the Local Plan have been assessed as part of the Strategic Land Availability Assessment (SLAA), which included an assessment of access to the site, proximity to local services and availability of alternative modes of transport to the car.

## 6.0 The Garden Community Approach

- 6.1 The Garden Community approach provides a new opportunity to plan the new communities around a step change in integrated and sustainable transport systems for the North Essex area that put walking, cycling and rapid public transit networks and connections at the heart of growth in the area, encouraging and incentivising more sustainable active travel patterns. Specific study work has been commissioned to inform the Garden Communities.

6.2 Colchester hosted a Local Plan workshop in 2015 where a presentation on Vision2030 was given by Professor Miles Tight on the potential to deliver a more balanced transport approach by reviewing best practice across Europe and how this more balanced approach can help create a better place.

## 7.0 Mitigation

7.1 Transport in the Local Plan is covered by Policy SP5 Infrastructure and Connectivity; Development Management Policies DM20/21/22 and Place Policies identify infrastructure required to support growth in specific areas of the borough. The evidence base identifies a wide range of measures and these measures need to be considered, prioritised and developed further.

The Local Plan Development Management policies advocate:

- Changing travel behaviour including the promotion of walking, cycling and the use public transport
- Supporting new road and rail infrastructure
- Minimum Parking standards for residential development and maximums for non-residential development and for the inclusion of electric vehicle charging points.
- Requirement for development to be accompanied by a Transport Assessment or Statement.

7.2 With regard to the issues identified in the traffic modelling, consultants have suggested a range of measures:

- Basic Traffic Management – such as signing and lining, part signalisation, and changing kerb lines to increase capacity,
- Enhanced Traffic Management – upgrades to and investment in signal control systems especially when there are junctions in close proximity,
- Minor infrastructure – widening of approaches to increase land capacity and left turn slips at junctions which can be delivered within the highway boundary,
- Major infrastructure – major reconstruction to add capacity involving land outside of the designated highway boundary which may involve complex engineering,
- Sustainable and Complementary Measures – improvements to public transport, walking and cycling measures.

7.3 It is expected that a range of measures will be used which will include combinations of traffic management, infrastructure and sustainable transport measures. These will need to take into account a number of considerations including Local Plan policies, physical constraints in the urban area, the ability to be able to deliver in a timely manner, and affordability. Improvements would need to be considered along routes and not as isolated junction schemes. Schemes are identified in the Infrastructure Delivery Plan.

7.4 The Garden Community Study work has identified a number of measures including;

- investment in the strategic road network,
- local road network improvements,
- rapid transit with opportunities for park and ride,
- the potential for new rail station to support longer term growth,
- the opportunity to repurpose some road following the investment in the strategic infrastructure,
- improve the walking and cycle routes and make connections to the existing network.

To increase the patronage of the transit systems the layout of development around transit stops will be key; with good walking and cycle connections to local opportunities e.g work, education, leisure, retail and open space. The specific schemes are still developing as the land use concept frameworks are developed further into development plan documents for consultation.

7.5 There are a number of high profile strategic road and rail schemes that have been identified to support growth. These include:

- A12 Improvement, Chelmsford to Marks Tey, junction 19 to 25 – to start by March 2020, included in the Roads Investment Strategy (RIS) 1 programme. Options subject to consultation in early 2017, preferred route announcement expected imminently.
- A12 Improvement, Colchester Northern Bypass, junction 25 to 29 – to start by 2025, identified in the Roads Investment Strategy – options to be developed for public consultation.
- A12 Technology Package – upgrade the digital, information and monitoring systems between the M25 and A14.
- A120 Dualling, Braintree to A12 – scheme being developed by ECC for them to make a recommendation on a preferred route to be considered in the Roads Investment Strategy (RIS) 2 programme.
- Great Eastern Mainline – capacity and speed enhancements – 6 key infrastructure schemes at key locations along the line, combined to complete train fleet replacement by Greater Anglia in 2020 increasing capacity, speed and quality of service.

7.6 Some measures are currently under design or shortly to be delivered including:

- A1124 Lexden Road – including bus priority measures on the approach to the Maldon Road roundabout, changes to waiting restrictions and crossing points
- A133 Ipswich Road/Harwich Road Roundabout scheme (to start on site in 2018) replacing the double mini roundabouts with single islands and widening the link between the two junctions to provide capacity enhancements
- A133 Colne Bank Roundabout Capacity Improvements – identified in the SELEP programme for funding.

7.7 Other schemes at the feasibility stage include:

- St Botolphs Roundabout reconfiguration;
- Colchester Station Forecourt enhancement;
- North Station Complex Improvement;
- Warren Lane/Maldon Road Junction improvements;
- Queen Street Enhancements;
- Public transport improvements;
- Rapid Transit to support the Garden Community growth;
- A120/A133 Link related to the Tendring Colchester Borders Garden community.

7.8 Areas identified in the Local Plan Modelling requiring further investigation either by the relevant authority or through transport assessment or statements include:

- A12 Corridor;
  - A120 Marks Tey
  - A12 Junction 26 slip roads
  - A1124 – approach to A12 junction 26/Essex Yeomanry Way
  - A12 Spring Lane Roundabout and slips roads
  - A12 Junction 28
  - Axial Way/Via Urbis Romanae Roundabout (close to J28 of A12)
  - A12 Junction 28 to 29 link
  - A1132 Ipswich Road approach to junction 29
  - A1132 Ipswich Road
- East Colchester A134/A133 Corridor;
  - Haven Road (between Whitehall Road and Haven Road)
  - Colne Causeway and Haven Road Roundabout
  - A134 Elmstead Road Roundabout
  - A133 Greenstead Roundabout
  - A134 Hythe Quay from Colne Causeway to Maudlyn Road
- South/West Colchester A134 (A1124) Corridor;
  - Lexden Road/Maldon Rd/Southway Roundabout
  - Southway – Maldon Road Roundabout to St Botolph's Roundabout
- Isolated Junctions;
  - Colne Bank/Essex Hall/Cymbeline Way
  - A137 Harwich Road/East Street
  - Circular Road South/Berechurch Road/Pownall Crescent
  - B1023 Shrub End Road approach to Maldon Road/Drury Road
  - Old Heath Road/Wimpole Road Junction
  - Mersea Road/Abbots Road/Normandy Road Junction
  - Brook Street/East Hill/East Street junction.

## 8.0 Next Steps and Delivery

- 8.1 Work will continue to be undertaken with Essex County Council, Highways England and the other transport providers. Solutions for the issues and areas identified need to be developed. There will need to be a prioritisation process undertaken to match the available level of resources and be able to deliver improvements in a timely manner.
- 8.2 Local Plan Policy (and ECC Development Management Policy) requires that developers will be required to submit Transport Statements and or Assessments, and where necessary to mitigate the travel impact of the development. Developers will be required to either deliver improvements directly or make financial contributions through Community Infrastructure Levy and/or Section106 legal agreements.
- 8.3 The County with local authority input have developed the Growth Infrastructure Framework which identified a shortfall in infrastructure funding across the County. This work has been developed further as part of the Essex Growth Model and now includes many of the projects identified in the Local Plan Growth.
- 8.4 The government has announced a £2.3 billion Housing Infrastructure Fund to deliver infrastructure to support housing and economic growth. The Garden Community authorities are currently investigating the funding process and considering an application.
- 8.5 The National Transport Investment Strategy will use the Vehicle Excise Duty to fund strategic trunk road improvements and some major principal local authority routes. The Roads Investment Strategy 2 programme will be developed over the next year, with schemes identified for funding in this period.
- 8.6 It is expected that funds for more local schemes will continued to be channelled through the South East Local Enterprise Partnership. Funding has been secured for recent improvements but support for future schemes needs to be continued. Highways England have been awarded “designated” funding to be invested in schemes which unlock growth, environmental protection, walking and cycling improvements.
- 8.7 Network Rail are currently developing schemes for consideration for inclusion in their next funding period (Control Period 6). Greater Anglia through the franchise have committed to invest in a complete new train fleet.
- 8.8 It is expected that smaller pots of funding for sustainable transport initiatives will be available for air quality improvements, walking and cycling linked to the healthy living agenda and pressure to commit funding to the National Cycle and Walking Investment Strategy.
- 8.9 Officers will continue to work with all partners to deliver improvements to infrastructure in the borough.





## Local Plan Committee

Item  
**9**

30 August 2017

<b>Report of</b>	<b>Assistant Director Policy and Corporate</b>	<b>Author</b>	<b>Karen Syrett</b> ☎ 506477
<b>Title</b>	<b>Local Plan Consultation</b>		
<b>Wards affected</b>	<b>All wards</b>		

**A paper setting out the consultation methodology undertaken in relation to the Publication Draft Local Plan**

### 1. Decision(s) Required

1.1 The Committee is asked to note the content of the report.

### 2. Reasons for Decision(s)

2.1 To explain the methodology used for consultation on the Publication Draft of the Local Plan.

### 3. Alternative Options

3.1 N/A

### 4. Supporting Information

4.1 This report seeks to explain the approach taken to consultation on the Publication draft of the Local Plan. There has been criticism made of the Council and this provides an opportunity to clarify the process.

4.2 The Local Plan has now progressed to Publication Draft stage and this committee agreed at its June meeting to carry out public consultation for an eight week period between 16<sup>th</sup> June and the 11<sup>th</sup> August.

4.3 The preparation of Local Plans is governed by The Town and Country Planning (Local Planning) (England) Regulations 2012. There is also policy and guidance within the National Planning Policy Framework (NPPF) and Planning Policy Guidance (PPG).

4.4 Whilst the statutory basis for the examination of a Local Plan is provided in section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) (PCPA), the detailed procedural aspects of the examination are not prescribed in legislation. The Planning Inspectorate have therefore published a document which provides the main operational framework for the examination of plans. This

document – Procedural Practice in the Examination of Local Plans - can be viewed in its entirety by using the following link;

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/531005/Procedural Practice in the Examination of Local Plans - final.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/531005/Procedural_Practice_in_the_Examination_of_Local_Plans_-_final.pdf)

- 4.5 The document provides the main operational framework for the examination of Local Plans and officers have accordingly used this document and its predecessors to ensure the publication and submission of planning documents follows the correct procedures. There is a requirement to consult for no less than 6 weeks. CBC consulted for eight weeks to allow people longer to make submissions.
- 4.6 Much of the criticism that has arisen has concerned the concerned how people respond – both the difficulties in using the website and the format of the response form. In terms of the website, it is acknowledged that it is a new system and will take people a while to get used to. At the last stage of consultation there was a much increased use of the consultation portal but there were also concerns raised about its operation. As a result we undertook the following actions to assist people with this consultation;
- Arranged two training sessions for parish councils
  - Produced guidance notes
  - Ensured a word version and PDF of the form were available on the website and in hard copy
  - Included a 'banner' on the home page of the Councils website to direct people to the right page. This was subsequently updated to be more prominent
  - There is a 'help' link on the home page of the consultation portal itself (see screen shot attached as appendix 1)
  - Guidance notes which included hard copies were taken to the consultation events
  - Email and telephone contact details were provided to enable people to ask for help.
  - Offices met with people to help.
- 4.7 Turning to the representation form, the Council used an identical form to Braintree and Tendring; neither council have indicated they received complaints. The form, which is the same on line as the hard copy, follows the model form and guidance note included in the PINS Practice Note, which is provided for LPAs to use in inviting representations on plans at publication stage. The Practice Note also states that copies of the form and accompanying note should be made available by the LPA on request or should be available for download on the local authority website. The completed form may be submitted to the local authority either by post or via the email address provided by the local authority for making representations. The Council have complied with this.
- 4.8 The Council have made clear the date and time by which representations should be received. Only those representations made within the period set by the LPA (no less than 6 weeks) will be taken into account by the Inspector as part of the examination.

- 4.9 The PINS Practice Guidance makes clear that when making a representation seeking a change to the published plan, representors should be as specific as possible about the issue that is the subject matter of the representation and the changes that are needed to make the document legally compliant or sound. The Guidance goes on to confirm;

*“If you wish to make a representation seeking a modification to a plan or part of a plan you should make clear in what way the plan or part of the plan is inadequate having regard to legal compliance, the duty to cooperate and the four requirements of soundness set out above. You should try to support your representation by evidence showing why the plan should be modified. It will be helpful if you also say precisely how you think the plan should be modified.”*

- 4.10 The plan is published at this stage in order for representations to be made prior to submission. The representations will be considered alongside the published plan when submitted, which will be examined by a Planning Inspector. The Planning and Compulsory Purchase Act 2004/17 (as amended) (PCPA) states that the purpose of the examination is to consider whether the plan complies with the legal requirements, the duty to co-operate and is sound. For these reasons we asked people to say if they thought the plan complied with these requirements and if not what change was required.
- 4.11 A similar approach and similar form has been used in all previous consultations at this stage of the process. By way of comparison, the Site Allocations DPD which was submitted in attracted a total of 280 representations. Out of the 280 representations, 227 considered the document or elements of it to be ‘unsound’ and 24 considered the document or elements of it to be ‘sound’. A further 29 representations were not duly made. These were submitted to the Inspector but could not be evaluated because they did not include details as to why the document was unsound, or did not specify what policy or paragraph the comments related to. All these respondents were given the opportunity to clarify their submissions.
- 4.12 At the time of writing the best guess for the number of representations received was approximately 1000. Of these the vast majority were submitted electronically/using the correct form. A verbal update will be given at the meeting. This compares to approximately 200 representations to the Tendring Plan and between 400 – 500 for Braintree. At this stage no representations have been rejected and all will be passed to the Inspectorate. The Inspector will then need to decide how they deal with those representations which do not specify if the Plan is unsound or not legally compliant.

## **5. Proposals**

- 5.1 This report was developed as a specific request of the Local Plan Committee Chair. The report should be noted and will be used to clarify why the recent consultation was undertaken in the manner it was.

## **6. Strategic Plan References**

- 6.1 The 2015 to 2018 Strategic Plan set out to be Vibrant, Prosperous and Thriving. The Local Plan can help achieve all

## **7. Consultation**

- 7.1 Consultation on the Local Plan is guided by the Council's Statement of Community Involvement, which is available on the [Council's website](#). The recent consultation was undertaken in line with the Model Representation Form and Guidance for Plan Publication Stage Consultation published by the Planning Inspectorate.

## **8. Publicity Considerations**

- 8.1 The report may help to publicise the reasons the Council adopted the approach it did to the recent public consultation.

## **9. Financial Implications**

- 9.1 None specifically relating to this report

## **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 None identified

## **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.

**PLEASE NOTE:** You only need to register / login if you wish to make representations.

If you haven't got an account you can register now.  
If you have forgotten your password you can request a new password.

Email address:  Password:

This site does not use third party cookies. [Cookie use policy.](#)

## Short Guide to Using the Online Consultation System: How do I make or view comments online?

You can use the online consultation system to either make comments during a public consultation or view comments made by others on a particular site option, issue or policy.

### Registering, Logging In or Requesting a New Password

Use the options in the box at the top of the Consultation homepage to **register**, **login** or **request a new password**.

You only need to register and login if you wish to make comments, you can read documents and view comments made without registering or logging in.

### Making Comments

Current documents open to public consultation will be listed in the grey box at the top of the Consultation homepage. Select one of the documents and then from the contents page, click on the chapter, site, issue or policy that you are interested in.

To make comments, click on the pencil icon  adjacent to the site issue or policy that you are interested in and complete the online response form.

You will receive an email from Colchester Borough Council [colchester@di-consult.net](mailto:colchester@di-consult.net) titled 'Representation received. ID: .....' which records the comments you have submitted against a specific site, issue or policy. You will receive a separate email for each form that you complete.

### Viewing Comments

You can view comments made without registering or logging in.

Select one of the documents from the Consultation homepage and then from the contents page, click on the chapter, site, issue or policy that you are interested in.

To view comments, click on the magnifying glass icon  adjacent to the site, issue or policy that you are interested in and a summary of all the comments published will be listed. For more information on a particular comment click on either the 'Representation ID: .....' or the 'More details about Rep ID: .....'.

If no comments have been made, the magnifying glass icon will be grey .

### Searching for Comments

Comments can also be viewed using the Search Representations page. If you are searching for a particular comment and you know its ID number, enter this in the 'Representation ID' box and press 'Search'.

You can also search by the name of the individual, organisation or agent that made the comment. To do this, choose the document you wish to search, then choose either 'respondent' (an individual or organisation that made comments) or 'agent' (an individual or organisation that made comments on behalf of someone else), and then press 'Search'.

On the next webpage, select the first letter of the individual's surname or the first letter of the organisation, and then press 'Search'. You can then select the individual or organisation that you wish to see comments for, and after you have pressed 'Search' a summary of all the comments published for that individual or organisation will be listed.

### Viewing Maps

Where there is an interactive map of a site or policy area, there will be a globe icon  adjacent to the description or policy for the site. To view the map, click on the icon.

### What should I do if I need further help?

If you have any problems, complete the contact us form or call the Planning Policy Team on 01206 282473 / 75 / 76 / 80.



# GUIDANCE NOTES

## & RESPONSE FORM

to accompany the Publication Draft Local Plan (2017)

**Please read these guidance notes before completing the response form**

### Introduction

Braintree District Council, Tendring District Council and Colchester Borough Council, have each published their own Publication Draft Local Plan for consultation. Section 1 is common to each plan. This response form can be used to respond to any part of the 3 Plans. It is important to specify which.

The 3 Plans have been published in order for representations to be made prior to submission of the documents to the Planning Inspectorate for examination. All representations will be examined by a Planning Inspector. The purpose of the examination is to consider whether the Plan complies with the legal requirements, the duty to co-operate and is sound.

**Each Local Plan has two parts:**

**Publication Draft Local Plan Section 1** - A set of strategic policies constructed in partnership between the three authorities and Essex

County Council. This means that the Section 1 policies are intended to apply across all three Local Authorities. These policies include those relating to Garden Communities, housing supply, employment, shopping and the environment. You can send your response to any one of the authorities as all responses to Section 1 will be collated. Only 1 response to one of the 3 authorities is required.

**Publication Draft Local Plan Section 2** - relates to the specific district, contains more detailed policies and is used to determine planning applications. If you wish to comment on the Colchester Publication Draft Local Plan Section 2 you should send your comments to Colchester Borough Council.

If you would like assistance in completing your representation or have any other questions about the Publication Draft Local Plan please contact the Planning Policy Team by email [local.plan@colchester.gov.uk](mailto:local.plan@colchester.gov.uk) or by phone on 01206 282473 / 282476 and ask for Planning Policy.

## Part A - Personal Details

Please note that it is not possible for representations to be considered anonymously. Representations will be published on the Council's websites and included as part of the Publication Draft Local Plan submissions to the Inspector. Address and contact details will be removed from published responses. (Village/town shown).

The Council reserves the right not to publish or take into account any representations which it considers offensive or defamatory.

Please supply an email address if you have one as it will allow us to contact you electronically. Everyone who submits a representation will be added to the relevant consultation database (if not already included) so that we can keep you up to date with the plan. If you do not wish to be contacted in this way please state this clearly on the form.

If an agent or consultant has been engaged to act on your behalf please fill in both sets of details in full. Correspondence will be sent to the agent. If you are a landowner with an agent acting on your behalf, please ensure that your agent knows the site name and reference number which your site has been given.

## Part B - Representation

Please specify which section of the Publication Draft Local Plan your comments relate to, by choosing one of the following;

**Section 1** A response to this section will be reported to all 3 authorities.

**Section 2 Colchester**  
**Section 2 Tendring**  
**Section 2 Braintree** } These plans are specific to each authority.

Which part of the plan are you responding to (please use one form per submission):

**Paragraph:** for a representation on wording or paragraph content

**Policy:** for a representation on the wording or inclusion or omission of a policy

**Other:** for example a map inset number, site reference or the wording or content of tables or appendices

## Legal Compliance and Duty to Co-operate

If commenting on how the Publication Draft Local Plan has been prepared, it is likely that your comments will relate to a matter of legal compliance.

The Inspector will check that the Plan meets the legal requirements

You should consider the following before making a representation on legal compliance:

- The Plan should be included in the current Local Development Scheme (LDS) and the key stages should have been followed.
- The process of community involvement for the Plan in question should be in general accordance with the Statement of Community Involvement (SCI).
- The Plan should comply with the Town and County Planning (Local Planning) (England) Regulations 2012 (the Regulations). On publication, the LPA must publish the documents prescribed in the Regulations; making them available on its website and at its principal offices. It must also notify the Local Plan bodies (as set out in the Regulations) and any persons who have requested to be notified.
- The LPA must provide a Sustainability Appraisal Report. This should identify the process by which it has been carried out, baseline information used to inform the process and the outcomes of that process.
- LPAs will be expected to provide evidence of how they have complied with the Duty to

Co-operate.

- Non-compliance with the duty to cooperate cannot be rectified after the Plan's

submission. Therefore the Inspector has no power to recommend modifications in this regard. Where the duty has not been complied with, the Inspector has no choice but to recommend non-adoption of the Plan.

## Soundness

Soundness is explained in National Planning Policy Framework (NPPF) paragraph 182. The Inspector has to be satisfied that the Plan is positively prepared, justified, effective and consistent with national policy.

More details and further guidance on what is meant by the term 'soundness' can be found below and at; [www.planningportal.gov.uk](http://www.planningportal.gov.uk)

### Positively prepared

This means that the Plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.

### Justified

The Plan should be the most appropriate strategy when considered against reasonable alternatives, based on a proportionate, robust and credible evidence base.

### Effective

The Plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities, sound infrastructure delivery planning and no regulatory or national planning barriers. It should be flexible to changing circumstances

### Consistent with national policy

The Plan should be consistent with national policy. Departure must be clearly justified.

If you think the content of the Plan is not sound because it does not include a policy where it should do, you should go through the following steps before making representations:

- Is the issue with which you are concerned already covered specifically by national planning policy? If so it does not need to be included?
- Is what you are concerned with covered by any other policies in the Plan on which you are seeking to make representations or in any other Plan?
- If the policy is not covered, how is the Plan unsound without the policy?
- If the Plan is unsound without the policy, what should the policy say?

Using the spaces provided please give details of why you think the Publication Draft Local Plan is not 'sound having regard to the legal compliance, duty to cooperate and the four requirements set out above. You should try to support your representation by evidence showing why the Plan should be modified. **If your representation is over 100 words please include a summary of its main points in the box provided.**

It will be helpful if you also say precisely **how** you think the Plan should be modified. Representations should cover succinctly all information, evidence and supporting information necessary to support/justify the representation and suggested modification, as there will not normally be a further opportunity to make submissions based on the original representation made at publication.

Where there are groups who share a common view on how they wish to see a Plan modified, it would be very helpful for that group to send a single representation which represents the view. In such cases the group should indicate how many people it is representing and how the representation has been authorised.

All the formal representations received during this stage will be submitted to and considered by the appointed independent Planning Inspector at the public examination on the Plan. The process is likely to include public hearings. The Inspector will determine the most appropriate procedure to adopt to hear those who choose to participate at this stage. If you would like to appear and speak at the hearings, please state this and explain in the space provided why you consider it is necessary that you participate.

Representations can be sent:

- Via the Council's online consultation portal: <http://colchester.jdi-consult.net/localplan/>
- Via a representation form which can be downloaded from the website and returned via email to [local.plan@colchester.gov.uk](mailto:local.plan@colchester.gov.uk)
- or by post to:  
**Planning Policy,  
Colchester Borough  
Council Rowan House  
Sheepen Road  
Colchester CO3 3WG**

For internal Use only	ID:	Rep No:	

## Draft Local Plan

# RESPONSE FORM

Responses are encouraged via the council's online consultation system available on the website, see <http://colchester.jdi-consult.net/localplan/> However, this form can be returned electronically to [local.plan@colchester.gov.uk](mailto:local.plan@colchester.gov.uk) or in hard copy if necessary to:

Planning Policy, Colchester Borough Council Rowan House Sheepen Road Colchester CO3 3WG  
**The consultation runs from 9am Friday, 16th June to 5pm on Friday, 11<sup>th</sup> August 2017**

This form has two parts:

Part A - Personal Details and Part B - Your comments

## PART A

### 1. Personal Details

Title	<input type="text"/>
First Name	<input type="text"/>
Last Name	<input type="text"/>
Organisation <i>(Where relevant)</i>	<input type="text"/>
Address Line 1	<input type="text"/>
Address Line 2	<input type="text"/>
Address Line 3	<input type="text"/>
Post Code	<input type="text"/>
E-mail Address	<input type="text"/>
Telephone Number	<input type="text"/>

### 2. Agent's Details (if applicable)

Title	<input type="text"/>
First Name	<input type="text"/>
Last Name	<input type="text"/>
Organisation	<input type="text"/>
Address Line 1	<input type="text"/>
Address Line 2	<input type="text"/>
Address Line 3	<input type="text"/>
Post Code	<input type="text"/>
E-mail Address	<input type="text"/>
Telephone Number	<input type="text"/>

## PART B

# REPRESENTATION FORM

**Please Note:** If your representation relates to Section One of the North Essex Strategic Plan / Garden Communities you only need to respond to one of the Local Authorities. All representations received by Braintree, Colchester and Tendring relating to Section One of the Plan(s) will be submitted together.

You do not need to return this form if you have completed a response using any of the Council's online systems for this consultation. Duplicates will not be considered

**Please specify which section of the Publication Draft Local Plan your comments relate to by choosing one of the following:**

Section 1     Section 2 Colchester     Section 2 Tendring     Section 2 Braintree

**Which part of the section are you responding to?**

e.g. Paragraph/Policy/Map/Other

**Do you consider the Local Plan is Legally compliant?**

Yes     No

**Does it comply with the Duty to Co-operate?**

Yes     No

**Do you consider the Local Plan is Sound?**

Yes     No

**If you do not consider the Local Plan is sound, please specify on what grounds:**

Positively prepared     Justified     Effective     Consistent with National Policy

**Enter your full representation here:**

*Continue onto next page*

**If your representation is more than 100 words, please provide a brief summary here:**

**Please specify the changes needed to be made to make the Plan sound / legally compliant**

**Do you wish to participate at the oral part of the examination?**

Yes     No

**If Yes - you wish to participate at the oral part of the examination, please outline why you consider this to be necessary**

**Please note the inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate at the oral part of the examination.**

**Did you raise the matter that is the subject of your representation with the LPA earlier in the process of the preparation of the Local Plan**

Yes     No

**If yes which stage**

Issues and Options     Preferred Options

**Do you wish to be notified?**

- When the document is submitted for independent examination?
- When the Inspectors Report is published?
- When document is adopted?

**Braintree & Tendring: Return by 5pm 28th July 2017**  
(responses to section 2 Braintree and Tendring will not be accepted after this date. After this date responses to Section 1 should be sent to Colchester Borough Council)

**Colchester: Return by 5pm 11th August 2017**

