

Colchester Borough Local Plan 2013-2033


Section 1

North Essex Authorities' Shared
Strategic Section 1 Plan

Adopted February 2021







In accordance with Regulations 26 and 35 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), Colchester Borough Council, by decision at the meeting of Full Council on Monday 1 February 2021, has formally adopted the Colchester Borough Council Local Plan 2013-2033: North Essex Authorities' Shared Strategic Section 1 Plan (hereafter the 'Section 1 Plan').

The 'Section 1 Plan' was prepared jointly by Colchester Borough Council, Braintree District Council and Tendring District Council, – the 'local planning authorities' (LPAs) collectively known as the 'North Essex Authorities' (NEAs) to form the first part of each of the authorities' respective Local Plans.

Following examination by an independent Planning Inspector, a 'Final Report on the Examination of the North Essex Authorities' Shared Strategic Section 1 Plan' under section 21(9) of the Act, was received by Colchester Borough Council and the other NEAs on 10th December 2020. The above-mentioned report confirmed that, subject to the Inspector's recommended 'main modifications' (pursuant to section 23(3) of the Act) (which have been agreed by the Council and incorporated into this document), the Section 1 Plan meets legal requirements of the national planning system and the 'tests of soundness' contained within national planning policy – as necessary for it to proceed to formal adoption.

The formal adoption of the Section 1 Local Plan by Colchester Borough Council has the effect of replacing, in part, a number of the strategic policies contained within the Colchester Borough Core Strategy, adopted in 2008 and subject to a Focused Review in 2014. The Colchester Borough Local Plan will be replaced, in full, on the formal adoption of Section 2 of Local Plan which contains further specific local policies and proposals applicable to the Colchester Borough only.



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Introduction

1 Introduction

Shared Strategic Plan

- 1.1** North Essex is a vibrant and attractive place to live and work. It has a rich archaeological, natural and built heritage that continues to influence local character, which is distinguished by its extensive legacy of human habitation from Palaeolithic times onwards. The area has experienced significant population, housing and employment growth in recent years and this is forecast to continue. The local authorities and their partners wish to respond to this opportunity by planning positively for the area as a whole. Working together to address some of the key strategic issues in North Essex will get the best outcomes for current and future communities. In particular, it will deliver sustainable development that respects local environments and provides new jobs and essential infrastructure.
- 1.2** For these reasons Braintree District Council, Colchester Borough Council and Tendring District Council have agreed to work together to address strategic planning matters across their areas. Collectively they are known as the North Essex Authorities.
- 1.3** The North Essex local Authorities border a large number of other local authorities who will continue to be engaged and involved on an active and ongoing basis on strategic cross border issues. These authorities include Babergh, Chelmsford, Maldon, Mid Suffolk, West Suffolk, South Cambridgeshire, Uttlesford, and Suffolk and Cambridgeshire County Councils.
- 1.4** Essex County Council (ECC) is a key partner in its strategic role for infrastructure and service provision and as the Highway Authority, Lead Local Flood Authority, Local Education Authority and Minerals and Waste Planning Authority.
- 1.5** An initial outcome of this collaboration is this strategic planning chapter, which each of the local planning authorities have included in their Publication Local Plan. The Local Plans together with the Essex Minerals Local Plan and the Essex and Southend-on-Sea Waste Local Plan (prepared by ECC) and any Neighbourhood Plans, form the Development Plan for the respective areas.

The Need for a Strategic Approach

- 1.6** In Essex, as elsewhere, the influences of population and economic growth do not stop at administrative boundaries. Settlement patterns, migration flows, commuting and strategic infrastructure needs all have significant influences within and between local authority areas.
- 1.7** Local Plans are the main vehicle for conveying an area's growth requirements and how these will be accommodated. However, individual local authority boundaries cannot encapsulate the geographies of issues that transcend those boundaries. Through active and on-going collaboration the authorities can jointly plan, manage and review strategic objectives and requirements for the effective implementation of sustainable development (including minerals and waste) and enhanced environments.

- 1.8** The geographic and functional relationship between the authorities' areas is demonstrated by the fact that, with Chelmsford City Council, they form a single Housing Market Area (HMA) for planning purposes; and they are a major part of the Haven Gateway, an established economic partnership. Within this context, the forecast levels of future population growth together with the geography of North Essex means that considerations for future growth will include options that have clear cross-boundary implications. These include both the expansion of existing towns and villages as well as possible new communities.
- 1.9** Consequently, Braintree, Colchester and Tendring, together referred to in this plan as the North Essex Authorities, have agreed to come together and prepare a common Section 1 Local Plan because of their shared desire to promote a sustainable growth strategy for the longer term; and the particular need to articulate the strategic priorities within the wider area and how these priorities will be addressed. Central to this is the effective delivery of planned strategic growth, particularly housing and employment development, with the necessary supporting infrastructure.
- 1.10** Uttlesford District Council, Maldon District Council as well as other neighbouring authorities, sit within separate housing market areas. However the authorities are actively and continuously engaged to ensure that cross-boundary and strategic issues are dealt with.
- 1.11** The Localism Act 2011 places a Duty to Co-operate on local planning authorities and other public bodies. This requires them to engage constructively, actively and on an on-going basis in the preparation of plans where this involves strategic matters. The National Planning Policy Framework (NPPF) adds to this statutory duty as it expects local planning authorities to demonstrate evidence of having co-operated effectively to plan for issues with cross-boundary impacts.
- 1.12** This strategic Section 1 of the authorities' Local Plans reflects the Duty to Co-operate as it concerns strategic matters with cross-boundary impacts in North Essex. Section 2 of each plan contains policies and allocations addressing authority-specific issues.
- 1.13** Against this background, the main purposes of this strategic chapter of the Local Plan are to:
- Articulate a spatial portrait of the area, including its main settlements and strategic infrastructure, as a framework for accommodating future planned growth;
 - Provide a strategic vision for how planned growth in North Essex will be realised; set strategic objectives and policies for key growth topics;
 - Set out the numbers of additional homes and jobs across the area that will be needed covering the period to 2033. The choices made, particularly in relation to the location of garden communities, will also set the framework for development well beyond the plan period; and
 - Highlight the key strategic growth locations across the area and the necessary new or upgraded infrastructure to support this growth.

Spatial Portrait

- 1.14** Braintree, Colchester and Tendring districts are located to the north of Essex between the east coast ports and London Stansted airport. The principal towns are Braintree, Colchester and Clacton-on-Sea and a number of secondary settlements: Witham, Halstead, Wivenhoe, Tiptree, Brightlingsea, Manningtree, Harwich, Walton and Frinton. The Key Diagram at 10.1 identifies the settlements that link with the main roads and/or rail infrastructure.
- 1.15** Beyond these settlements much of the area has a rural character.
- 1.16** The area covered by this strategic planning approach comprises a large part of the Haven Gateway, an established partnership area which is identified in a range of existing strategy and investment documents. The Haven Gateway includes the Essex administrative areas of Braintree, Colchester, Maldon and Tendring Councils and extends northwards into parts of Suffolk.
- 1.17** The area's strategic road and rail network is heavily used, particularly given the proximity to and connectivity with London. The principal roads are the A12 and A120, while the A130, A131, A133 and A414 also form important parts of the strategic road network.
- 1.18** The Great Eastern Main Line provides rail services between London Liverpool Street and the East of England, including Witham, Chelmsford, Colchester and Clacton-on-Sea. It also carries freight traffic to and from the Haven Ports including Harwich International Port, which handles container ships and freight transport to and from the rest of the UK. Harwich is also one of the major UK ports for ferry and cruise departures.
- 1.19** Crossrail is expected to start operating in the first part of this plan period with services commencing just south of Chelmsford in Shenfield. The opportunities that Crossrail will bring in terms of additional capacity and quicker journeys to a wider choice of destinations will be a contributor to the continued attractiveness of north Essex as a place to live and to do business.
- 1.20** The growing demand for the use of airports, including London Stansted, will create additional associated pressures on road and rail infrastructure. The County Council, along with South East Local Enterprise Partnership, local and national agencies and other organisations, will also need to work collaboratively with the Local Planning Authorities to ensure infrastructure meets demand for enhanced economic growth.
- 1.21** Braintree and Colchester are the major centres of employment within the strategic area. While there are high levels of commuting to London, many residents work and live within the area with significant commuting across borough and district boundaries, reflecting a functional economic geography.
- 1.22** The area has a mixed economy focused on the service sector, including wholesale and retail, business services, tourism, health and education, alongside manufacturing, logistics and construction. Due to the extensive rural area outside urban settlements, agriculture and its related industries play an important part in the overall economy.

- 1.23** This rurality also means that there are large areas of open countryside, including protected natural and historic landscapes. Areas of importance for nature conservation are to be found particularly along the coast and river estuaries, while the villages and towns include many built heritage assets.
- 1.24** A more detailed assessment of the characteristics of each area is provided in the second part of this Local Plan.

Key Strategic Issues: Opportunities and Challenges

- 1.25** Due to its strong economic base, proximity to London and attractiveness as a place to live and work, North Essex has seen significant growth over recent years. The area is well-placed and connected to key growth points in the wider region including London, Cambridge and Stansted Airport and as a result is likely to continue to be a successful location for growth. In particular Braintree and Colchester have regularly exceeded planned house building targets and this is expected to continue. Planning for and managing future population growth requires an appropriate response from the local authorities to ensure that sufficient homes, employment premises and land, and supporting social and other infrastructure are provided in a sustainable way.
- 1.26** Notwithstanding its strong economic base and steady growth, the North Essex area faces a range of challenges, notably the need to improve economic and social conditions across the area and reduce health inequalities, pockets of deprivation, infrastructure deficits and low skills; the need to ensure that the infrastructure needed to support continued housing and jobs growth is in place at the right time; and the need to ensure that continued growth continues to conserve and where possible enhance the historic and natural environment including landscape and habitat creation, and will also seek net environmental gains, possibly making use of the Defra biodiversity accounting metric 2.0 to account for possible effects.
- 1.27** The education, health and other service needs of a growing population must be addressed, requiring careful planning to assess future needs such as pupil numbers and further adult education needs. The assessed need must in turn be translated into new or expanded education, health and other facilities which are available to meet the needs of new communities at the appropriate time. The ageing profile of residents also requires a proactive response to provide the right type of homes, including independent living and supporting services; as well as sufficient healthcare facilities to support both older residents and the population as a whole.
- 1.28** New development should be located and designed so that day-to-day needs of residents can be met locally and be accessible by sustainable forms of transport, including walking and cycling, and wherever possible reduce the number of car based trips. Growth will create demand for additional road and rail use with the associated need for new and upgraded infrastructure. Future planned growth provides the opportunity to address some of these infrastructure needs, although growth locations and sites need to be considered carefully with regard to the balance of providing necessary infrastructure and the viability and deliverability of development.
- 1.29** The NPPF expects local authorities to set out the strategic priorities for the area in the Local Plan. Of those listed in the Framework and based on the above key issues, this strategic plan chapter addresses:

- the homes and jobs needed in the area
- the provision of infrastructure for transport and telecommunications
- the provision of education, health, and community infrastructure, and
- conservation and enhancement of the natural and historic environment, including landscape.

Vision for the Strategic Area

1.30 It is important that addressing growth at any spatial scale is founded on a clear vision of how and where change should occur. The vision for North Essex sets this out at a strategic level and provides a context for the more detailed vision for the growth of each individual authority's area. The joint vision set out below should be read in conjunction with the vision for each local authority set out in Section 2 of each Local Plan. The high housing need identified for North Essex, constraints in many existing urban areas and the desire to support a sustainable form of development in the long term, as part of the strategy for the development has led to the Local Plans proposing standalone new settlements that follow the principles of Garden Cities.

Vision for North Essex

North Essex will be an area of significant growth over the period to 2033 and beyond, embracing positively the need to build well-designed new homes, create jobs and improve and develop infrastructure for the benefit of existing and new communities.

It will continue to be an attractive and vibrant area in which to live and work, making the most of its rich heritage, town centres, natural environment, coastal resorts, excellent educational facilities and strategic transport links which provide access to the ports, Stansted Airport, London and beyond. Rural and urban communities will be encouraged to thrive and prosper and will be supported by adequate community infrastructure.

Sustainable development principles will be at the core of the strategic area's response to its growth needs, balancing social, economic and environmental issues. Green and blue infrastructure and new and expanded education and health care facilities enabling healthy and active lifestyles will be planned and provided along with other facilities to support the development of substantial new growth; while the undeveloped countryside and the natural and historic environment will be conserved and enhanced. Key to delivering sustainable development is that new development will address the requirement to protect and enhance the historic environment and settlement character.

At the heart of our strategic vision for North Essex is a new garden community, to be sensitively integrated within the existing historic built and natural environment, and based on Garden City principles.

The garden community provides an opportunity to create the right balance of jobs, housing and infrastructure in the right locations and will attract residents and businesses who value innovation, community cohesion and a high quality environment, and who will be provided with opportunities to take an active role in managing the garden community to ensure its continuing success.

Residents will live in high quality, innovatively designed, homes, accommodating a variety of needs and aspirations, located in well-designed neighbourhoods where they can meet their day-to-day needs. There will be a network of tree-lined streets and green spaces, incorporating and enhancing existing landscape features and also accommodating safe and attractive routes and space for sustainable drainage solutions; and leisure and recreation opportunities for both residents and visitors of the garden community.

Suitable models for the long term stewardship of community assets will be established and funded to provide long term management and governance of assets. All Garden City principles as specified in the North Essex Garden Communities Charter will be positively embraced including where appropriate, new approaches to delivery and partnership working for the benefit of the new community. Central to this will be the comprehensive planning and development of the garden community, and the aligned delivery of homes and supporting infrastructure.

Strategic Objectives

- 1.31** The following strategic objectives are designed to support the vision for the area and provide a basis for the development of strategic topic-based policies that will help in achieving the vision.
- 1.32** Providing Sufficient New Homes – to provide for a level and quality of new homes to meet the needs of a growing and ageing population in North Essex; to achieve this by ensuring the availability of developable land in appropriate locations and that the market delivers a suitable mix of housing types and tenures.
- 1.33** Fostering Economic Development – to strengthen and diversify local economies to provide more jobs; and to achieve a better balance between the location of jobs and housing, which will reduce the need to travel and promote sustainable growth.
- 1.34** Providing New and Improved Transport & Communication Infrastructure – to make efficient use of existing transport infrastructure and to ensure sustainable transport opportunities are promoted to support new and existing communities. Where additional capacity is required in the form of new or upgraded transport infrastructure to support new development, ensuring that this is delivered in a phased & timely way to minimise the impact of new development. To ensure that enabled communication is provided as part of new developments as enabled communication is essential for modern living and broadband infrastructure and related services will be essential for business, education and residential properties.
- 1.35** Addressing Education and Healthcare Needs – to provide good quality educational opportunities as part of a sustainable growth strategy, including practical vocational training and apprenticeships linked to local job opportunities. To work with partners in the NHS, Public Health and local health partnerships to ensure adequate provision of healthcare facilities to support new and growing communities.
- 1.36** Ensuring High Quality Outcomes – to promote greater ambition in planning and delivering high-quality sustainable new communities. Overall, new development must secure high standards of urban design and green infrastructure which creates attractive and sustainable places where

people want to live and spend time. New development needs to be informed by an understanding of the historic environment resource gained through the preparation of Historic Impact Assessments, and to conserve and enhance the significance of heritage assets including any contribution made to their significance by their settings.

Strategic Issues and Policies

1.37 This section includes the Councils' response to the opportunities and challenges facing the wider area, in the form of strategic policies that will help to deliver the vision and objectives. These policies only cover those matters that are of strategic relevance to all three authorities. Policies that address local matters are included in the following section of the plan. The Plan as a whole, including both Sections 1 and 2, will supersede previous Local Plan Policies and allocations upon its adoption. A list of the policies superseded by Section 1 and Section 2 of the Plan respectively is included as an appendix to each section.

Presumption in Favour of Sustainable Development

2 Presumption in Favour of Sustainable Development

Presumption in Favour of Sustainable Development

- 2.1** The authorities will apply a presumption in favour of sustainable development in accordance with guidance in the National Planning Policy Framework.

Policy SP 1

Presumption in Favour of Sustainable Development

When considering development proposals the Local Planning Authorities will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. They will always work pro-actively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Development that complies with the Plan will be approved without delay, unless material considerations indicate otherwise.

- 2.2** A Habitats Regulations Assessment (HRA) was completed for Section 1 of the Plan. The loss of off-site habitat, water quality and increased recreational disturbance were identified as issues with the potential to result in likely significant effects on European Sites, without mitigation to address the effects.
- 2.3** The Appropriate Assessment (AA) identified a number of avoidance and mitigation measures to be implemented, to ensure that development proposals in the Plan will not result in adverse effects on the integrity of any Special Area of Conservation, Special Protection Area or Ramsar site, and are HRA compliant.
- 2.4** To mitigate for the loss of off-site habitat, the AA identified the need for wintering bird surveys for the Tendring/Colchester Borders Garden Community as part of any project level development proposals and masterplanning (see also paragraph 8.3 and Policy SP8 paragraph F.20).
- 2.5** To protect water quality, the AA recommended the inclusion of policy safeguards to ensure that adequate water and waste water treatment capacity or infrastructure upgrades are in place prior to development proceeding.
- 2.6** Recreation activities can potentially harm Habitats Sites. The AA identified disturbance of water birds from people and dogs, and impacts from water sports/watercraft as the key recreational threats to Habitats Sites.

- 2.7** To mitigate for any increases in recreational disturbance at Habitats Sites, the AA identified the need for a mitigation strategy. Natural England's West Anglian Team identified the Essex coast as a priority for a strategic and proactive planning approach as it is rich and diverse ecologically, and many of the coastal habitats are designated as Habitats Sites. Consequently, 12 local planning authorities in Essex have prepared an Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS).
- 2.8** The Essex Coast RAMS sets out specific avoidance and mitigation measures by which disturbance from increased recreation can be avoided and mitigated thus enabling the delivery of growth without adversely affecting Habitats sites. These measures are deliverable, realistic, underpinned by robust up to date evidence, precautionary and provide certainty for developers around deliverability and contributions. The Essex Coast RAMS Strategy Document was completed in 2019 and is supported by a SPD.

Policy SP 2

Recreational disturbance Avoidance and Mitigation Strategy (RAMS)

Contributions will be secured from development towards mitigation measures in accordance with the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy 2018-2038 (RAMS).

Spatial Context

3 Spatial Context

- 3.1** Future growth will contribute to maintaining and enhancing a well-connected network of sustainable settlements across North Essex. New homes, jobs, retail and leisure facilities serviced by new and upgraded infrastructure will be accommodated as part of existing settlements according to their scale, sustainability and role, and by the creation of a strategic scale new settlement embracing the principles in the North Essex Garden Community Charter. The countryside will be protected and enhanced.
- 3.2** For the majority of settlements these issues are addressed in the second section of the Local Plan dealing with each authority's area. However, it is relevant here to set out the spatial context of the North Essex Area as it relates to the main settlements and strategic-scale new development.
- 3.3** In Braintree District the growth will be mainly addressed via urban extensions. Braintree town, as the largest service centre in the District, will have a number of new urban extensions. Over 4,000 new homes will be allocated in this area. The other main focus for development will be the A12 corridor with the main town of Witham and service villages of Hatfield Peverel, Kelvedon and Feering with allocations of over 2,000 new homes. Other parts of the District, including the town of Halstead, will have smaller allocations to reflect a more local need and make the best use of brownfield sites, recognising that these areas are not as sustainable.
- 3.4** In Colchester Borough, the urban area of Colchester will continue to be a focus for growth due to its pre-eminent role as a centre for jobs, services and transport, with 4,000 new homes expected to be delivered over the Local Plan period. The urban area of Colchester, however, has a limited and diminishing supply of available brownfield sites, so a new community is included in the spatial hierarchy as a sustainable option for further growth of homes and jobs, to the east of Colchester on the border with Tendring District. Approximately 1,050 new homes will be allocated in the Rural District Centres of Tiptree, West Mersea and Wivenhoe. Smaller sustainable settlements will receive limited allocations proportionate to their role in the spatial hierarchy.
- 3.5** In Tendring District the spatial hierarchy promotes growth in settlements that are the most accessible to the strategic road network, public transport and offer a range of services. Clacton and Harwich with Dovercourt are classified as strategic urban settlements and will accommodate around 5,000 new homes. A new cross-boundary garden community will be located in the west of the district and to the east of Colchester. The smaller urban settlements of Frinton with Walton and Kirby Cross, Manningtree with Lawford and Mistley, Brightlingsea and Weeley will accommodate between 1,500 and 2,500 new homes. The rural service centres and smaller rural settlements will accommodate around 1,500 new homes including a windfall allowance.
- 3.6** The new Garden Community is identified as new a new settlement in Colchester and Tendring Section 2 settlement hierarchies. Over time the Garden Community will grow to influence the area's spatial hierarchy and will be included in the tiers underneath the sub-regional centre role played by Colchester. Future reviews of the plans will address this point, but the Garden Community will not grow to a size that will affect the spatial hierarchy within the plan period to 2033.

Policy SP 3

Spatial Strategy for North Essex

Existing settlements will be the principal focus for additional growth across the North Essex Authorities area within the Local Plan period. Development will be accommodated within or adjoining settlements according to their scale, sustainability and existing role both within each individual district and, where relevant, across the wider strategic area.

Future growth will be planned to ensure existing settlements maintain their distinctive character and role, to avoid coalescence between them and to conserve their setting. Re-use of previously developed land within settlements is an important objective, although this will be assessed within the broader context of sustainable development principles, particularly to ensure that development locations are accessible by a choice of means of travel.

In Section 2 of its Local Plan each local planning authority will identify a hierarchy of settlements where new development will be accommodated according to the role of the settlement, sustainability, its physical capacity and local needs.

Beyond the main settlements the authorities will support diversification of the rural economy and conservation and enhancement of the natural environment.

As part of the sustainable strategy for growth, the Tendring / Colchester Borders Garden Community will be developed and delivered at the broad location shown on Key Diagram 10.2 and on the Colchester and Tendring Local Plans Policies Maps. This new community will provide a strategic location for homes and employment within the Plan period in North Essex. The expectation is that substantial additional housing and employment development will be delivered in the Garden Community beyond the current Local Plan period.

Meeting the need for New Homes

4 Meeting the need for New Homes

- 4.1** Provision of sufficient housing is critical to meet the needs of a growing population and for the effective functioning of local economies.
- 4.2** The North Essex Authorities are committed to plan positively for new homes and to significantly boost the supply of housing to meet the needs of the area, including the need to provide a workforce for forecast jobs. To meet the requirements of national policy to establish the number and type of new homes, the authorities commissioned Peter Brett Associates to produce an Objectively Assessed Housing Need Study building on earlier work. This was first published in July 2015 and updated in November 2016. It meets the requirements of the NPPF to prepare a Strategic Housing Market Assessment (SHMA).
- 4.3** Detailed analysis in the report suggests that a Housing Market Area comprising Braintree, Colchester, Chelmsford and Tendring Council areas forms a sound basis for assessing housing need.
- 4.4** Demographic projections are the starting point for assessing how much housing will be required across an area. Based on 2014 national projections covering the period 2013 to 2037, the conclusion reached is that the objectively assessed need across the Housing Market Area is 2,999 new homes a year over the period 2013 – 2037. The total requirement across north Essex, excluding Chelmsford City Council's area, is 2,186 new homes per year.
- 4.5** This figure includes a figure of 550 new homes per year for Tendring. Calculation of housing need in the District is complicated by uncertainty arising from unattributed population change (UPC).
- 4.6** Evidence on overall levels of affordable housing provision elsewhere in the Districts will be set out in more detail within the individual Local Plans and will take account of identified needs. The Tendring Colchester Garden Community needs to be a mixed and balanced community and will be expected to provide 30% affordable housing.
- 4.7** The Garden Community will be expected to provide suitable sites for Gypsies and Travellers. Additional requirements for sites to meet District wide needs will be set out in Section Two of each District/Borough Local Plan.
- 4.8** The North Essex Authorities will identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their individual housing requirements set out in Policy SP4 below. Each authority will incorporate an additional buffer as required by national planning policy to ensure choice and competition for land.

Policy SP 4

Meeting Housing Needs

The local planning authorities will identify sufficient deliverable sites, developable sites and/or broad locations for their respective plan period, to meet the housing requirements in the table below, and will incorporate additional provision to ensure flexibility and choice and competition for land.

Each authority will maintain a sufficient supply of deliverable sites to provide for at least five years' worth of housing, plus an appropriate buffer in accordance with national policy, and will work proactively with applicants to bring forward sites that accord with the overall spatial strategy and relevant policies in the plan. The annual housing requirement figures set out below will be used as the basis for assessing each authority's five-year housing land supply, subject to any adjustments in Section 2 of each plan to address any undersupply since 2013.

The authorities will review their housing requirements regularly in accordance with national policy requirements, and in doing so will have regard to the housing needs of the wider area.

Local Authority	Housing requirement per annum	Total minimum housing requirement for the plan period (2013 – 2033)
Braintree	716	14,320
Colchester	920	18,400
Tendring	550	11,000
Total	2,186	43,720

Providing for Employment

5 Providing for Employment

- 5.1** A key objective for the area is to strengthen and diversify local economies to provide more jobs and to achieve a better balance between the location of jobs and housing, which will reduce the need to travel and promote sustainable growth.
- 5.2** Braintree District's employment is relatively focused on industrial-type sectors, including construction and manufacturing. London Stansted airport, in neighbouring Uttlesford, plays a significant role in employing residents of the District and through the indirect economic benefits associated with proximity to such a large employment hub.
- 5.3** Retail is the second largest sector by employment and plays an important role in sustaining the District's three key town centres. The financial and insurance sector, where Braintree District traditionally has a relatively small proportion of employment, has seen some strong growth in recent years. This may be a growth sector in the future.
- 5.4** Colchester is the dominant urban centre within the Essex Haven Gateway. The Borough has developed a strong economy, linked to its "central place" functions and to the town's historic character, cultural activities and the university. Major retail and leisure services are also located both within and adjacent to Colchester town.
- 5.5** Health, education and retail each provide over 10% of employee jobs and collectively contribute 42% to the Borough's total employment. A further six major Groups each account for between 5 – 10% of total jobs: Manufacturing; Construction; Accommodation and Food Services; Professional, Scientific & Technical; Business Administration & Support Services; and Arts, entertainment, recreation, etc.
- 5.6** Tendring District has a diverse economy with local employment across a range of activities. Health, retail and education are the largest sectors in terms of the number of jobs and together represent 45% of the District's total employment.
- 5.7** Within the western part of Tendring district, the economy and labour market of Manningtree is influenced by its relative proximity to Colchester and good transport links to London. The interior of the District is largely rural and is characterised by a high-quality environment, interspersed with small settlements.
- 5.8** Opportunities have been identified for Tendring to develop potential future strengths in offshore wind and the care and assisted living sector.
- 5.9** As part of the work to assess housing requirements, an analysis of economic forecasts was undertaken together with demographic projections to establish the inter-relationship between population growth, forecasts of new jobs and the number of new homes needed to accommodate these levels of growth. Employment forecasts have been developed using two standard models (East of England Forecasting Model (EEFM) and Experian 2016) which forecast total job growth for each of the local authorities based on past trends. Each local authority has been advised on the most appropriate modelling figure to use in the context of reconciling job and housing demand. The forecast growth figures for the housing area for the period 2013-2037 are as set

out in Policy SP5. Employment Land Needs Assessments have been carried out by each authority which set out the amount of employment land that is required within the Plan period. In terms of specific B use land provision, each local authority has undertaken work to establish what quantum of employment land would be required within the Plan period to meet the demand identified below for additional B use employment land. These B use employment areas are distributed between each local authority area and based on achieving a sustainable balance between jobs and the available labour force through population growth. As noted above, calculations of employment land required are affected by a range of issues that lead to different employment land portfolios for each local authority area, resulting in a proportionately greater quantum of new floorspace per job in Braintree and Tendring than in Colchester. This is a function of the prominence of higher density office requirements in Colchester and lower density logistics and industrial uses in Braintree and Tendring. The table in Policy SP5 below sets out the three authorities' employment land (B Class uses) requirements for the period 2016 – 33 for two plausible scenarios, baseline and higher growth. These two bookends provide flexibility to allow for each authority's supply trajectory to reflect their differing requirements. Site specific employment allocations meeting the needs of different sectors in each local authority are set out in Section 2 of their Local Plan.

- 5.10** Braintree, Colchester and Tendring commissioned work to explore the employment opportunities associated with the development of innovative Garden Communities based on the likely demographic profile of these new communities and to develop quantified scenarios for future employment growth. The consultants concluded that assuming political commitment and proactive delivery on the part of local authorities, Garden Communities had the potential to deliver one job per household, in line with the Garden Communities charter, and to support employment growth in surrounding areas. The Tendring Colchester Border Garden Community is considered to perform well in employment terms given the opportunities provided by its location adjacent to the University Essex.
- 5.11** Employment forecasts for the three authorities accordingly factor in the longer-term aspirations for employment growth arising from the positive spin-offs associated with Garden Communities. It is important to note, however, that while job numbers can be expected to grow at a consistent rate, current trends point to overall lower requirements for additional B1 floorspace. This reflects the growth of home working enabled by enhanced digital connectivity; the continuing decline of manufacturing with its need for large floor areas; and the prevalence of 'hot desking' leading to lower requirements for office floorspace.

Policy SP 5

Employment

A strong, sustainable and diverse economy will be promoted across North Essex with the local planning authorities pursuing a flexible approach to economic sectors showing growth potential across the Plan period.

In order to meet the requirements for office, research & development, industrial, storage and distribution uses and to maintain appropriate flexibility in provision to meet the needs of different sectors, Section 2 of each plan will allocate employment land to ensure that provision is made within the ranges set out in the table below.

Hectares of employment land required for office, research & development, industrial, storage and distribution uses:

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

Infrastructure and Connectivity

6 Infrastructure and Connectivity

6.1 A coordinated and integrated approach to infrastructure planning and delivery is required to implement the vision for North Essex. Provision of appropriate and timely infrastructure to support growth will be central to the area's continuing prosperity, attractiveness and sustainability. Section 1 of the Local Plan highlights strategic and cross-boundary infrastructure, identifying the strategic transport infrastructure projects required to underpin delivery of the planned growth in the area including the proposed Garden Community, and sets priorities for other infrastructure requirements such as education, healthcare, digital connectivity, water supply and wastewater infrastructure and treatment. Section 2 of the Local Plan contains the infrastructure requirements for allocations made in that section of the plan. The Infrastructure Delivery Plan (IDP) provides the phasing and costing of infrastructure requirements for the Garden Communities and the Section 2 allocations required within the plan period. The infrastructure planning process will include the identification of funding sources, and may include using appropriate mechanisms of shared public sector delivery financing mechanisms and the implementation of a strategic infrastructure tariff or other suitable mechanisms to apply across North Essex.

A Garden Community

- 6.2** The challenge in the Garden Community will be to create a community in which people move around in a different way to most of the existing towns in North Essex. Networks need to give priority to people for short everyday trips to link people to work, education, retail, leisure, creating an independent safe environment.
- 6.3** The new garden community will seek to manage travel demand, providing retailing, jobs, services and facilities within the site to help reduce the need to travel, and integrate and connect with the rest of North Essex and beyond through transport infrastructure and measures that promote sustainable travel patterns and reduce adverse impacts on the highway network. The North Essex Garden Communities Charter seeks to ensure that land use planning of the new community maximises the provision and use of sustainable transport internally and connects externally to key urban centres. Given the Charter's commitment to the timely delivery of infrastructure, policies SP8-9 will ensure that key transport projects align with housing and employment delivery.
- 6.4** To maximise the use of public transport new forms of high quality rapid transit networks will be provided to serve existing urban centres such as Colchester; key destinations such as the University of Essex; and key transport interchanges in North Essex. To achieve the desired step change in sustainable transport, policy will require that this infrastructure will be funded and its delivery phased to align with the development phases.

B Transportation and Travel

- 6.5** North Essex is well placed in the context of connections by road, rail, air and sea to the wider region and beyond, and these connections will need to be strengthened as part of developing sustainable transport networks.

- 6.6** The challenge is to provide North Essex with a sustainable transport system that provides good access to jobs and services, to support economic growth. Growth promoted through the new Local Plans, particularly via large scale new developments where delivery will extend beyond the plan period, provides an opportunity to prioritise, facilitate and deliver larger scale transport infrastructure projects that can significantly improve connectivity across and within the area. A focus on sustainable transport in and around urban areas and the Garden Community will positively alter travel patterns and behaviour to reduce reliance on the private car.
- 6.7** The Local Plans seek to improve transport infrastructure to enable the efficient movement of people, goods and ensure that new development is accessible by sustainable forms of transport. Measures designed to encourage people to make sustainable travel choices such as better public transport provision, car clubs, electric vehicle charging points and provision of cycle links and foot ways will also be required to achieve such a change. It will also help to enhance air quality and improve health and well-being.
- 6.8** Braintree, Colchester and Tendring will continue to work closely with government departments, Highways England, Essex County Council, Network Rail, rail and bus operators, developers and other partners to better integrate all forms of transport and improve roads and public transport and to promote cycling and walking. Key projects during the plan period will see improvements to the A12, A120, Great Eastern Main Line including rail services, and provision of rapid transit connections in the Garden Community and the adjacent urban areas. An integrated and sustainable transport system will be delivered that supports economic growth and helps deliver the best quality of life.

The Inter-Urban Road Network

- 6.9** The A12 is set to have major improvements as part of the Government's Roads Investment Strategy (RIS1 and RIS), with the aim of improving capacity and relieving congestion. The A12 is being widened between junction 19 (Chelmsford) and junction 25 (A120 interchange) to increase safety, improve journey time reliability, provide a benefit to the local road network, and in doing so support long term sustainable growth. Highways England (HE) has announced its preferred route between junction 19 and 23 (October 2019) and between junction 23 and 25 in August 2020. The A12 J19 to J25 widening scheme will go ahead as part of the Road Investment Strategy 2 (RIS2) programme, and is now a fully funded scheme. It is expected the route will be open for traffic in 2027 – 2028. RIS2 stated that the A12 scheme will need to take account of the evolving proposals for the A120 Braintree to A12 improvements, and any potential future road link to the improvements for the A120 will be incorporated into the A12 scheme.
- 6.10** The A120 is a key east-west corridor across Essex providing access to London Stansted Airport in the west to the Harwich ports in the east and serving the economies of Braintree, Colchester and Tendring, with links to Chelmsford via the A130.
- 6.11** Consultation on A120 route improvement options between Braintree and the A12 ended in March 2017. ECC has identified a favoured route which has been recommended to Highways England and the Department of Transport for inclusion in Road Investment Strategy 2 (RIS2), which is the next funding period for the strategic road network and will run from 2020 to 2025. In addition a series of short term interventions will be delivered along the route to improve safety and relieve congestion. The A120 from the A12 to Harwich is subject to a Highways England

Route Based Strategy and improvements to this section of road are expected over the plan period. ECC and Highways England have progressed work with regards a new and improved A120 between Braintree and the A12. The new A120 is necessary to help address the volume of existing A120 movements which by far exceeds the current standard of carriageway provision. The route will be instrumental in catering for growth in the corridor and will provide a better route for freight traffic, improve safety and relieve existing communities from a range of externalities such as through traffic, noise, severance and poor air quality. ECC has identified its favoured Route D which would join the A12 south of Kelvedon. In March 2020 the government announced its Road Investment Strategy (RIS2) which included a commitment to progressing further development work on the A120 dualling to prepare the scheme for delivery. The A120 dualling scheme will be considered for inclusion in the RIS3 programme (2025 – 2030), and is now considered a pipeline project to be progressed by Highways England.

Rail

- 6.12** The Anglia Route Study prepared by Network Rail (March 2016) shows that while capacity varies along the Great Eastern Main Line, capacity to accommodate growth is limited and is particularly constrained in peak times from Chelmsford to London. Improvements are required along the line to accommodate growth and provide a faster more competitive service across the region.
- 6.13** The Study identifies a package of improvements necessary to respond to the need for increased capacity, which are seen as priorities to enable growth, improve services and journey reliability.
- 6.14** A franchise was awarded to Greater Anglia for passenger services in the region which commenced in 2018 followed by the replacement of the entire fleet of trains to add capacity.

Public Transport, Walking and Cycling

- 6.15** Alternative forms of transport to the private car (public transport, walking, and cycling) to travel to work and other trips are essential in managing congestion and to accommodate sustainable growth. The levels of growth proposed in the Local Plans will require that the consequent need to travel is managed. Travel planning and smarter choices initiatives will be promoted to ensure that all residents have good access to local jobs, services and facilities, preferably by either walking or cycling. For longer trips and in rural areas where there are fewer local services and employment opportunities, public transport will be promoted.
- 6.16** Essex County Council prioritises passenger transport (bus, minibus, taxi and community transport) according to the 'Getting Around in Essex Strategy'. The County Council will work in partnership with stakeholders to improve bus services and their supporting infrastructure to provide a real alternative to the private car. This will be achieved by identifying opportunities for a better bus network (routes, frequency, community based services); integrating school and commercial bus networks; the implementation of travel planning (work, business, school and health); provision of digital information measures; provision of park and ride; and supporting the growth in key commuter and inter urban routes. Conventional local bus services, and in particular improving existing services, will be an important part of promoting sustainable travel across North Essex, and will complement the new high quality rapid transit network.

- 6.17** Through implementation of the Essex Cycling Strategy (2016), Cycling Action Plans have been prepared in all the NEAs to increase cycle levels; identify safety issues; identify gaps on key routes; identify ways of closing gaps; and create better cycle connectivity to key employment areas, development zones and schools. The provision of continuous cycle routes and a coherent cycle network will encourage people to make short trips by bicycle rather than by car.

Policies and Delivery Mechanisms for Sustainable Transport

- 6.18** Creating development that is accessible by different modes of transport, especially walking and cycling and the use of public transport is essential to promoting sustainable development as it reduces car dependency. An important policy tool to achieve this is a people orientated transport hierarchy i.e. prioritising walking and providing access for people with mobility impairment; cycling; public transport; cars (for occupiers on site and visitors); powered two wheelers; and commercial vehicles). The modal hierarchy will be used to ensure that if not all modes can be satisfactorily accommodated, those towards the top of the hierarchy are considered first and given greater priority.
- 6.19** Sustainable transport management will be based on promoting modes which minimise environmental impact and promote social inclusion. It is important that developments are well located in relation to existing walking, cycling and public transport networks, and where appropriate provide enhanced facilities, as this will ensure that there is the maximum potential to use these modes as attractive alternatives to cars.

C Social Infrastructure

Education

- 6.20** New development must provide for the educational needs of new communities and this is set out in more detail within the Infrastructure Delivery Plan. This will involve the expansion of existing schools where feasible and the construction of new schools, together with provision for special educational needs, early years and childcare places. Education requirements will need to be based on a strong understanding of future pupil numbers, with co-operation between county, district and borough councils. A range of educational opportunities will need to be addressed as part of a sustainable growth strategy, including practical vocational training, apprenticeships, and further and higher education.
- 6.21** New schools are an important place-making component of Garden Communities where early provision is usually critical in providing core social infrastructure to help a new community thrive, improve social integration and support the creation of sustainable travel patterns and a healthy environment.

Healthcare

- 6.22** Local authorities have a role in creating a healthy community. The North Essex Authorities will work closely with relevant stakeholders such as the NHS, Public Health and local health partnerships, developers and communities to ensure that future development in North Essex takes into account the need to improve health and wellbeing of local residents (and workers) including access to appropriate health and care infrastructure to support new and growing

communities. Requirements are set out in more detail within the Infrastructure Delivery Plan. This will be particularly important given the ageing profile of existing and future residents. There is already a need for more and better quality health care facilities across North Essex with some areas having relatively poor access to health care facilities. The Garden Community will provide the conditions for a healthy community through the pattern of development, good urban design, good access to local services and facilities; green open space and safe places for active play and food growing, and which is accessible by walking and cycling and public transport. Support will be given to meet cross-boundary need for hospice facilities.

D Digital Connectivity

6.23 The NPPF indicates how high quality communications infrastructure is essential for economic growth and social well-being. The availability of high speed and reliable broadband, particularly in rural areas, is a key factor in unlocking new development opportunities and ensuring that people can access services online and work from home. The Government is committed to making gigabit-enabling connectivity available to all premises in the UK by 2025 and the Local Plan can contribute towards achieving this goal by requiring developers to ensure such technology is in place.

6.24 Fast broadband connections and telecommunications are an increasingly important requirement to serve all development. New development should contribute to the creation of a comprehensive and effective network in both urban and rural areas to promote economic competitiveness and to reduce the need to travel. The priority is to secure gigabit-enabling connectivity to all existing and new developments. Developers are encouraged to engage with communication network providers at the earliest opportunity. Where provision is possible preference is indicated for open-access infrastructure, enabling multiple service providers access to end users.

E Water Supply and Wastewater

6.25 The authorities will need to work with Anglian Water, Affinity Water, Environment Agency and developers to ensure sufficient capacity and provision of an adequate water supply and foul drainage and wastewater treatment to support growing communities as outlined in the Integrated Water Management Strategy and Infrastructure Delivery Plan. This will be particularly important as water supplies continue to be threatened by climate change and pressures from continuing growth and development. Water provisions need to be protected and it is essential for adequate water and wastewater infrastructure to be in place to accommodate the demands of growth and development in accordance with the Water Framework Directive and the Habitats Directive. The new Garden Community has the opportunity to minimise demand and wastewater generation, through exploring opportunities at both the strategic and local level.

Policy SP 6

Infrastructure & Connectivity

All development must be supported by the provision of the infrastructure, services and facilities that are identified to serve the needs arising from the development.

The requirements in section A of this policy apply only to the Tendring / Colchester Borders Garden Community, whilst the remaining sections B, C, D and E apply to all allocations and development proposals in the North Essex Authorities area.

A. Tendring / Colchester Borders Garden Community

1. The Development Plan Document (DPD) for the Tendring / Colchester Borders Garden Community will include:

- a) An infrastructure delivery strategy and phasing plan that sets out how infrastructure, services and facilities will be provided. Infrastructure delivery will align with each development phase and be supported by suitable mechanisms to deliver the infrastructure both on and off-site;
- b) Details of the design and delivery of Route 1 of the rapid transit system, and a programme for the integration of the garden community into the system. The route will be designed to accommodate future route enhancements and technology improvements; and
- c) Target modal shares for each transport mode and details of sustainable transport measures to support their achievement.

2. Before any planning approval is granted for development forming part of the Tendring / Colchester Borders Garden Community, the following strategic transport infrastructure must have secured planning consent and funding approval:

- a) A120-A133 link road: and
- b) Route 1 of the rapid transit system as defined in the North Essex Rapid Transit System: From Vision to Plan document (July 2019).

3. Sustainable transport measures will be provided from first occupation at the Tendring / Colchester Borders Garden Community to support the achievement of the target modal shares as defined in the DPD for the garden community.

4. Other strategic infrastructure requirements for the Tendring / Colchester Borders Garden Community are set out in sections D, E and F of Policy SP9, and will be further defined in the DPD for the garden community.

B. Transportation and Travel

The local planning authorities will work with government departments, Highways England, Essex County Council, Network Rail, rail and bus operators, developers and other partners to deliver the following;

- Changes in travel behaviour by applying the modal hierarchy and increasing opportunities for sustainable modes of transport that can compete effectively with private vehicles;
- A comprehensive network of segregated walking and cycling routes linking key centres of activity;
- Improved urban and inter-urban public transport, and new and innovative ways of providing public transport, including:
 - high quality rapid transit networks and connections in and around urban areas with links to the new garden community;
 - maximising the use of the local rail network to serve existing communities and locations for large-scale growth;
 - a bus network providing a high-frequency, reliable and efficient service, integrated with other transport modes serving areas of new demand;
 - promoting wider use of community transport schemes;
- Increased rail capacity, reliability and punctuality, and reduced overall journey times by rail;
- New and improved road infrastructure and strategic highway connections to reduce congestion and provide more reliable journey times along the A12, A120 and A133, specifically:
 - Improved access to and capacity of junctions on the A12 and other main roads;
 - A dualled A120 from Braintree to the A12.
- Innovative strategies for the management of private car use and parking including the promotion of car clubs and car sharing, and provision of electric car charging points.

C. Social Infrastructure

The local planning authorities will work with relevant providers and developers to facilitate the delivery of a wide range of social infrastructure required for healthy, active and inclusive communities, minimising negative health and social impacts, both in avoidance and mitigation, as far as is practicable.

Education

- Sufficient school places will be provided in the form of expanded or new primary and secondary schools together with early years and childcare facilities that are phased with new development, with larger developments setting aside land and/or contributing to the cost of delivering land for new schools where required.
- Practical vocational training, apprenticeships, and further and higher education will be provided and supported.

Health and Wellbeing

- Healthcare infrastructure will be provided as part of new developments of appropriate scale in the form of expanded or new facilities including primary and acute care; pharmacies; dental surgeries; opticians; supporting community services including hospices, treatment and counselling centres.
- Require new development to maximise its positive contribution in creating healthy communities and minimise its negative health impacts, both in avoidance and mitigation, as far as is practicable.
- The conditions for a healthy community will be provided through the pattern of development, good urban design, access to local services and facilities; green open space and safe places for active play and food growing, and which are all accessible by walking, cycling and public transport.

D. Digital Connectivity

Comprehensive digital access to support business and community activity will be delivered through the roll-out of ultrafast broadband across North Essex to secure the earliest availability of full fibre connections for all existing and new developments (residential and non-residential). All new properties will allow for the provision for ultrafast broadband in order to allow connection to that network as and when it is made available.

E. Water & Waste water

The local planning authorities will work with Anglian Water, Affinity Water, the Environment Agency and developers to ensure that there is sufficient capacity in the water supply and waste water infrastructure to serve new development. Where necessary, improvements to water infrastructure, waste water treatment and off-site drainage should be made ahead of the occupation of dwellings to ensure compliance with environmental legislation.

Creating Quality Places

7 Creating Quality Places

- 7.1** The North Essex area has a great variety of natural environments, and wonderful towns and villages. It is critical that new development must incorporate high standards of place-making along with urban and architectural design to respect the character of these environments. Major new developments will be planned carefully with the use of masterplans and design codes where appropriate.
- 7.2** Networks of green and blue infrastructure should be provided across new developments, linking new developments within existing networks of open space. These areas can be multi use, providing space for natural species and habitats as well as space for informal recreation, walking, cycling and equestrian links.
- 7.3** This requirement for high design standards will apply across all scales of new development as well as to infrastructure projects. Enhancements to the public realm, landscaping measures and attention to architectural detail will be important features that the authorities will wish to see included in new developments. Strategic scale and more local green infrastructure can make a vital contribution to quality of place, biodiversity gains, alleviating recreational pressure, and health outcomes if properly integrated into the design and delivery of new development. The Defra biodiversity accounting metric 2.0, or future iterations of this, can be used to accurately assess habitat impacts. Sustainable Drainage Systems (SuDS) provide abundant opportunities to introduce wildflower strips and soft landscaping to a development or urban area. This not only brings an attractive feature to the area for people but acts as a wildlife corridor, connecting the rivers, ditches, hedges, verges and gardens, allowing movement of wildlife throughout an area, connecting to the wider environment and therefore greatly enhancing the biodiversity value of the site.

Policy SP 7

Place Shaping Principles

All new development must meet high standards of urban and architectural design. Development frameworks, masterplans, design codes, and other design guidance documents will be prepared in consultation with stakeholders where they are needed to support this objective.

All new development should reflect the following place shaping principles, where applicable:

- Respond positively to local character and context to preserve and enhance the quality of existing places and their environs;
- Provide buildings that exhibit individual architectural quality within well-considered public and private realms;
- Protect and enhance assets of historical or natural value;
- Incorporate biodiversity creation and enhancement measures;
- Create well-connected places that prioritise the needs of pedestrians, cyclists and public transport services above use of the private car;
- Provide a mix of land uses, services and densities with well-defined public and private spaces to create sustainable well-designed neighbourhoods;
- Enhance the public realm through additional landscaping, street furniture and other distinctive features that help to create a sense of place;
- Provide streets and spaces that are overlooked and active and promote inclusive access;
- Include parking facilities that are well integrated as part of the overall design and are adaptable if levels of private car ownership fall;
- Provide an integrated and connected network of biodiverse public open space and green and blue infrastructure, thereby helping to alleviate recreational pressure on designated sites;
- Include measures to promote environmental sustainability including addressing energy and water efficiency, and provision of appropriate water and wastewater and flood mitigation measures including the use of open space to provide flora and fauna rich sustainable drainage solutions; and
- Protect the amenity of existing and future residents and users with regard to noise, vibration, smell, loss of light, overbearing and overlooking.

Cross Boundary Garden Community

8 Cross Boundary Garden Community

- 8.1** A key element of the spatial growth strategy for North Essex is the development of a new sustainable garden community.
- 8.2** Garden communities were amongst a range of options which were considered by the local authorities to deliver their housing and employment needs. A number of sites of sufficient scale to accommodate a garden community were identified through the Call for Sites, the Strategic Land Availability Assessment (SLAA) and wider evidence gathering processes by each of the local authorities. All these options were evaluated and the assessments can be seen as part of the Sustainability Appraisal.
- 8.3** An Appropriate Assessment has also been completed to consider the effects of proposals in Section 1 on the integrity of the European sites either alone or in combination with other plans and projects. At the Screening Stage the likely significant effects on European Sites, either alone or in combination with other plan and projects, were loss of offsite habitat, recreational impacts and water quality. These issues were further considered through the Appropriate Assessment.
- Loss of off-site habitat - To mitigate for the loss of off-site habitat, the Appropriate Assessment identified the need for wintering bird surveys for the Tendring Colchester Borders Garden Community as part of any project level development proposals and masterplanning, to determine the sites individual importance for golden plover and lapwing and inform mitigation proposals. Depending on the findings of the wintering bird surveys, development may need to be phased to take into account the cumulative numbers of SPA birds. In the unlikely but possible event that cumulative numbers of SPA birds affected are likely to exceed the threshold of significance (i.e >1% of the associated European Site), appropriate mitigation in the form of habitat creation and management in perpetuity, either on-site or through provision of strategic sites for these species elsewhere, will be required. Where that mitigation requires the creation and management of suitably located habitat, feeding productivity for these SPA species should be maximised, and such mitigatory habitat would need to be provided and fully functional prior to development which would affect significant numbers of SPA birds.
 - Recreational Impacts - To mitigate for any increase in recreational pressures at the European sites, the Appropriate Assessment recommended the production of Recreational disturbance Avoidance and Mitigation Strategies (RAMS) for the Colne & Blackwater, Stour and Orwell SPAs/Ramsar sites and Essex Estuaries SAC.
 - Water quality – To ensure that the water quality of the European Sites are not adversely affected by growth proposals in Section 1, the Appropriate Assessment recommended the inclusion of policy safeguards to ensure that adequate water treatment capacity exists prior

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

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

- 8.4** Due to the scale of development proposed across North Essex and the infrastructure constraints which exist in many of the existing main settlements, new garden communities were considered the most deliverable and sustainable option, providing a major long-term supply of new homes if they could be delivered to the right standards at the right time.
- 8.5** A new community will address housing and employment growth planned for North Essex within the plan period and beyond in a sustainable way that meets the vision and strategic objectives, and provides a quality of development and community that would not occur in the absence of a holistic approach to planning and delivery. In the absence of commitment and a policy framework that secures the principles of garden communities development in the identified location would not be acceptable. Other options for meeting the growth would have to be considered.
- 8.6** The Tendring/Colchester Borders Garden Community will be a planned new settlement that responds directly to the regional, local and individual site context and opportunities to create development underpinned by a series of interrelated principles which are based on the Town and Country Planning Association (TCPA) Garden City Principles, adapted for the specific North Essex context as set out in the North Essex Garden Communities Charter.
- 8.7** The Garden Community is located within a Minerals Safeguarding Area. In line with the Essex Minerals Local Plan, the Mineral Planning Authority requires a Minerals Resource Assessment to be undertaken to assess if the sites contain a minerals resource that would require extraction prior to development. Should the viability of extraction be proven, the mineral shall be worked in accordance with the phased delivery of the non-mineral development.

Policy SP 8

Development & Delivery of a New Garden Community in North Essex

The following new garden community is proposed at the broad location shown on Map 10.2.

Tendring/Colchester Borders, a new garden community which will deliver between 2,200 and 2,500 homes, 7 hectares of employment land and provision for Gypsies and Travellers within the Plan period (as part of an expected overall total of between 7,000 and 9,000 homes and 25 hectares of employment land to be delivered beyond 2033).

The garden community will be holistically and comprehensively planned with a distinct identity that responds directly to its context and is of sufficient scale to incorporate a range of homes, employment, education & community facilities, green space and other uses to enable residents to meet the majority of their day-to-day needs, reducing the need for outward commuting. It will be comprehensively planned from the outset, with delivery phased to achieve the whole development, and will be underpinned by a comprehensive package of infrastructure.

A Development Plan Document (DPD) will be prepared for the garden community, containing policies setting out how the new community will be designed, developed and delivered in phases, in accordance with the principles in paragraphs i-xiv below. No planning consent for development forming part of the garden community will be granted until the DPD has been adopted. All development forming part of the garden community will comply with these principles.

- i. Community and stakeholder participation in the design and delivery of the garden community from the outset and a long-term community engagement and activation strategy.
- ii. The public sector working pro-actively and collaboratively with the private sector to design, and bring forward the garden community, deploying new models of delivery where appropriate and ensuring that the cost of achieving the following is borne by landowners and those promoting the developments: (a) securing a high-quality of place-making, (b) ensuring the timely delivery of both on-site and off-site infrastructure required to address the impact of the new community, and (c) providing and funding a mechanism for future stewardship, management, maintenance and renewal of community infrastructure and assets. Where appropriate, developers will be expected to contribute towards publicly-funded infrastructure, including a contribution towards the A120-A133 link road. Given the scale of and time period for development of the new garden community, the appropriate model of delivery will need to secure a comprehensive approach to delivery in order to achieve the outcomes outlined in points (a) - (c) in this paragraph, avoid a piecemeal approach to development, provide the funding and phasing of both development and infrastructure, and be sustainable and accountable in the long term.
- iii. Promotion and execution of the highest quality of planning, design and management of the built and public realm so that the Garden Community is characterised as a distinctive place that capitalises on local assets, respects its context, and establishes an environment that promotes health, happiness and well-being.
- iv. Sequencing of development and infrastructure provision (both on-site and off-site) to ensure that the latter is provided ahead of or in tandem with the development it supports to address

the impacts of the new garden community, meet the needs of its residents and establish sustainable travel patterns. To ensure new development does not have an adverse effect on any European Protected or nationally important sites and complies with environmental legislation (notably the Water Framework Directive and the Habitats Directive), the required waste water treatment capacity must be available ahead of the occupation of dwellings.

- v. Development that provides for a truly balanced and inclusive community and meets the housing needs of local people including a mix of dwelling sizes, tenures and types, provision for self- and custom-built homes, provision for the aging population; and provision for Gypsies and Travellers; and that meets the requirements of those most in need including the provision of 30% affordable housing in the garden community.
- vi. Provide and promote opportunities for employment within the new community and within sustainable commuting distance of it.
- vii. Plan the new community 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.
- viii. Structure the new community to create sociable, vibrant and walkable neighbourhoods with equality of access for all to a range of community services and facilities including health, education, retail, culture, community meeting spaces, multi-functional open space, sports and leisure facilities.
- ix. Develop specific garden community parking approaches and standards that help promote the use of sustainable transport and make efficient use of land.
- x. Create distinctive environments which are based on comprehensive assessments of the surrounding environment and that celebrate natural and historic environments and systems, utilise a multi-functional green-grid to create significant networks of new green infrastructure including a new country park at the garden community, provide a high degree of connectivity to existing corridors and networks and enhance biodiversity.
- xi. Secure a smart and sustainable approach that fosters climate resilience and a 21st century environment in the design and construction of the garden community to secure net gains in local biodiversity, highest standards of energy efficiency and innovation in technology to reduce the impact of climate change, the incorporation of innovative water efficiency/re-use measures (with the aim of being water neutral in areas of serious water stress), and sustainable waste and mineral management.
- xii. Ensure that the costs and benefits of developing a garden community are shared by all landowners, with appropriate measures being put in place to equalise the costs and land contributions.
- xiii. Consideration of potential on-site mineral resources through a Minerals Resource Assessment as required by the Minerals Planning Authority.
- xiv. Establishment at an early stage in the development of the garden community, of appropriate and sustainable long-term governance and stewardship arrangements for community assets including green space, public realm areas and community and other relevant facilities; such arrangements to be funded by the development and include community representation to ensure residents have a stake in the long term development, stewardship and management of their community.

Policy SP 9

Tendring/Colchester Borders Garden Community

The Development Plan Document (DPD) required for the Tendring / Colchester Borders Garden Community by Policy SP8 will define the boundary of the new community and the amount of development it will contain. The adoption of the DPD will be contingent on the completion of a Heritage Impact Assessment carried out in accordance with Historic England guidance. The Heritage Impact Assessment will assess the impact of proposed allocations upon the historic environment, inform the appropriate extent and capacity of the development and establish any mitigation measures necessary. The DPD will be produced in consultation with the local community and stakeholders and will include a concept plan showing the disposition and quantity of future land-uses, and give a three dimensional indication of the urban design and landscape parameters which will be incorporated into any future planning applications; together with a phasing and implementation strategy which sets out how the rate of development will be linked to the provision of the necessary social, physical and environmental infrastructure to ensure that the respective phases of the development do not come forward until the necessary infrastructure has been secured. The DPD and any application for planning permission for development forming part of the garden community must be consistent with the requirements set out in this policy.

For the Plan period up to 2033, housing delivery from the garden community, irrespective of its actual location, will be distributed equally between Colchester Borough Council and Tendring District Council. If, after taking into account its share of delivery from the garden community, either of those authorities has a shortfall in delivery against the housing requirement for its area, it will need to make up the shortfall within its own area. It may not use the other authority's share of delivery from the garden community to make up the shortfall.

The DPD and any planning application will address the following principles and requirements in the design, development and delivery of the new garden community:

A. Place-Making and Design Quality

1. The development of a new garden community to high standards of design and layout drawing on its context and the considerable assets within its boundaries such as woodland, streams and changes in topography, as well as the opportunities afforded by the proximity of the University of Essex campus to create a new garden community that is innovative, contemporary and technologically enabled, set within a strong green framework with new neighbourhood centres at its heart. It will be designed and developed to have its own identity and be as self-sustaining as possible recognising its location close to the edge of Colchester. It will secure appropriate integration with Colchester and the nearby University of Essex campus by the provision of suitable walking and cycling links and rapid public transport systems and connections to enable residents of the new community to have convenient access to town centre services and facilities in Colchester as well as Elmstead Market. Clear separation will be maintained between the new garden community and the nearby villages of Elmstead Market and Wivenhoe. Safeguarding the important green edge to Colchester

will be essential with a new country park provided along the Salary Brook corridor and incorporating Churn Wood.

2. Detailed masterplans and design guidance, based on a robust assessment of historic and natural environmental constraints and opportunities for enhancement, will be adopted to inform and guide development proposals and planning applications for the garden community.

B. Housing

3. A mix of housing types and tenures including self- and custom-build and starter homes will be provided on the site, including a minimum of 30% affordable housing. The affordable housing will be phased through the development.
4. New residential development will seek to achieve appropriate densities which reflect both context, place-making aspirations and opportunities for increased levels of development around neighbourhood centres and transport hubs.

C. Employment and Jobs

5. The garden community will make provision for a wide range of jobs, skills and training opportunities. The DPD will allocate about 25 hectares of B use employment land within the garden community. This may include provision for office, research & development, light industrial and/or other employment generating uses towards the south of the site in proximity to the existing University of Essex and Knowledge Gateway and provision for office, research & development, industrial, storage and distribution uses towards the north of the site close to the A120.
6. High speed and reliable broadband will be provided and homes will include specific spaces to enable working from home.

D. Transportation

7. A package of measures will be introduced to encourage smarter transport choices to meet the needs of the new community and to maximise the opportunities for sustainable travel. Policy SP6 requires planning consent and full funding approval for the A120-A133 link road and Route 1 of the rapid transit system to have been secured before planning approval is granted for any development at the garden community. Additional transport priorities include the provision of a network of footpaths, cycleways and bridleways to enhance permeability within the site and to access and to access the adjoining areas; park and ride facilities and other effective integrated measures to mitigate the transport impacts of the proposed development on the strategic and local road network. Longer term transport interventions will need to be carefully designed to minimise the impacts on the strategic and local transport network and fully mitigate any environmental or traffic impacts arising from the development.
8. Foot and cycle ways shall be provided throughout the development and connecting with the surrounding urban areas and countryside, including seamlessly linking key development areas to the University of Essex, Hythe station and Colchester Town Centre.

9. Primary vehicular access to the site will be provided off the A120 and A133. Any other road improvements required to meet needs arising from the garden community will be set out in the DPD and further defined as part of the masterplanning process.
10. Other specific transport-related infrastructure requirements identified through the Strategic Growth Development Plan Document and masterplans for this garden community will be delivered in a phased manner.

E. Community Infrastructure

11. District and neighbourhood centres of an appropriate scale will be provided to serve the proposed development. The centres will be located where they will be easily accessible by walking, cycling and public transit to the majority of residents in the garden community.
12. Community meeting places will be provided within the local centres.
13. Increased primary healthcare capacity will be provided to serve the new development as appropriate. This may be by means of new infrastructure or improvement, reconfiguration, extension or relocation of existing medical facilities.
14. A secondary school, primary schools and early-years facilities will be provided to serve the new development.
15. A network of multi-functional green infrastructure will be provided within the garden community incorporating key elements of the existing green assets within the site. It will include community parks, allotments, a new country park, the provision of sports areas with associated facilities; and play facilities.
16. Indoor leisure and sports facilities will be provided within the new community, or contributions made to the improvement of off-site leisure facilities to serve the new development.

F. Other Requirements

17. The delivery of smart, innovative and sustainable water efficiency/re-use solutions that fosters climate resilience and a 21st century approach towards water supply, water and waste water treatment and flood risk management. Taking a strategic approach to flood risk through the use of Strategic Flood Risk Assessments and the updated Climate Projections 2019 and identifying opportunities for Natural Flood Risk Management. Provision of improvements to waste water treatment plant including an upgrade to the Colchester Waste Water Treatment Plant and off-site drainage improvements aligned with the phasing of the development within the plan period and that proposed post 2033. To ensure new development does not have an adverse effect on any European Protected or nationally important site and complies with environmental legislation (notably the Water Framework Directive and the Habitats Directive), the required waste water treatment capacity must be available ahead of the occupation of dwellings.
18. Landscape buffers between the site and existing development in Colchester, Wivenhoe and Elmstead Market.
19. Conserve and where appropriate enhance the significance of heritage assets (including any contribution made by their settings) both within and surrounding the site. Designated heritage assets within the garden community area include Grade II listed Allen's Farmhouse, Ivy Cottage, Lamberts, and three buildings at Hill farmhouse. Designated heritage assets nearby include the grade I listed Church of St Anne and St Lawrence, grade II* listed Wivenhoe

House, Elmstead Hall and Spring Valley Mill and numerous grade II listed buildings as well as the grade II listed Wivenhoe Registered Park and Garden. Harm to the significance of a designated heritage asset should be avoided in the first instance.

20. Avoidance, protection and/or enhancement of biodiversity assets within and surrounding the site; including Bullock Wood SSSI, Ardleigh Gravel Pits SSSI, Wivenhoe Pits SSSI and Upper Colne Marshes SSSI and relevant European protected sites. Contributions will be secured towards mitigation measures in accordance with the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy. Wintering bird surveys will be undertaken at the appropriate time of year as part of the DPD preparation to identify any offsite functional habitat. Should any be identified, development must firstly avoid impacts. Where this is not possible, development must be phased to deliver habitat creation and management either on- or off-site to mitigate any significant impacts. Any such habitat must be provided and fully functional before any development takes place which would affect significant numbers of SPA birds.
21. Provision of appropriate buffers along strategic road and rail infrastructure to protect new development.
22. Provision of appropriate design and infrastructure that incorporates the highest standards of innovation in energy efficiency and technology to reduce impact of climate change, water efficiency (with the aim of being water neutral in areas of serious water stress), and sustainable waste / recycling management facilities.
23. Measures to support the development of the new community including provision of community development support workers (or other provision) for a minimum of ten years from initial occupation of the first homes and appropriate community governance structures.
24. Establishment at an early stage in the development of the garden community, of appropriate and sustainable long-term governance and stewardship arrangements for community assets including green space, public realm areas and community and other relevant facilities; such arrangements to be funded by the development and include community representation to ensure residents have a stake in the long term development, stewardship and management of their community.
25. Allocation of additional land within the garden community, to accommodate University expansion, which is at least equivalent in size to the allocation in the Colchester Local Development Framework Site Allocations document October 2010.

Delivery, Implementation & Monitoring

9 Delivery, Implementation & Monitoring

- 9.1** The North Essex Authorities will work together to deliver cross-authority strategic proposals contained in section 1 of their plans, including the garden community. This entails consideration of appropriate models for the governance, funding and comprehensive delivery of this innovative large scale and long term growth project in line with the principles set out in policy SP8. In view of the scale and long term nature of the proposed garden community, the authorities intend to have a significant role in how the community is phased and delivered and to ensure that the infrastructure and other supporting measures to support the residents of the new community are delivered in advance of or at the same time as new homes. This should also help ensure delivery throughout different economic cycles.
- 9.2** The North Essex Authorities will monitor these section 1 policies to ensure that they are effective and delivering the intended outcomes, including their collective implications for the area as a whole. Monitoring of Section 1 objectives and outcomes as outlined in the table below will be assessed regularly by the authorities in their annual Authority Monitoring Reports (AMR), in addition to the monitoring of the individual Section 2 of each Local Plan. It should be noted that where there is an unacceptable delay in delivery of development and/or infrastructure occurs, the local authorities will use mechanisms and powers including establishing locally-led Development Corporations and the use of Compulsory Purchase Orders, to intervene.

9.3 Table 1: Monitoring Requirements for Section 1

Section One Objectives	Section One Policies	Targets	Key Indicators in Authority Monitoring Reports
Providing sufficient new homes Fostering economic	SP1 Presumption in favour of Sustainable Development	Delivery of new development in accordance with the Development Plan	Record of planning decisions including appeals
Providing new and improved infrastructure Addressing education and healthcare needs Ensuring high quality outcomes	SP2 Recreational disturbance Avoidance and Mitigation Strategy	Secure contributions from development towards mitigation measures	Monitor levels of mitigation contributions received
	SP3 Spatial Strategy for North Essex	Deliver a new Garden Community as the most sustainable options for large scale, long term growth	Local authority agreement and delivery of governance, community involvement, stewardship arrangements and funding arrangements for the new Garden Community
	SP4 Meeting Housing Needs	Deliver new housing in line with spatial strategy and Objectively Assessed Need targets	Market and affordable housing completions per annum (net)
	SP5 Employment	Deliver new employment land in line with spatial strategy and evidence base targets	Amount of floorspace development for employment and leisure by type

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Table 1: Monitoring Requirements for Section 1 (continued)

Section One Objectives	Section One Policies	Targets	Key Indicators in Authority Monitoring Reports
	SP6 Infrastructure and Connectivity	<p>Delivery of identified infrastructure schemes including transport, education, community, healthcare, green/blue infrastructure and environmental protection</p> <p>Increase modal share of non-motorised transport</p>	<p>Identify and monitor progress of strategic infrastructure projects</p> <p>Monitor modal splits and self-containment via Census and measure traffic levels on key routes</p>
	SP7 Place Shaping Principles	Approved DPDs, masterplans & other planning & design guidance prior to the commencement of development of the new Garden Community. Deliver communities that are sensitively integrated into the existing historic built and natural environment	Monitor availability of DPDs and other planning guidance relative to the submission & determination of planning applications for the development it relates to. Planning permissions granted without objection from relevant statutory consultees and local authority specialist advisors
	SP8 Development and Delivery of a New Garden Community in North Essex	Development and delivery of a new Garden Community	Local authority agreement and delivery of governance, community involvement, stewardship arrangements and funding arrangements for new Garden Community

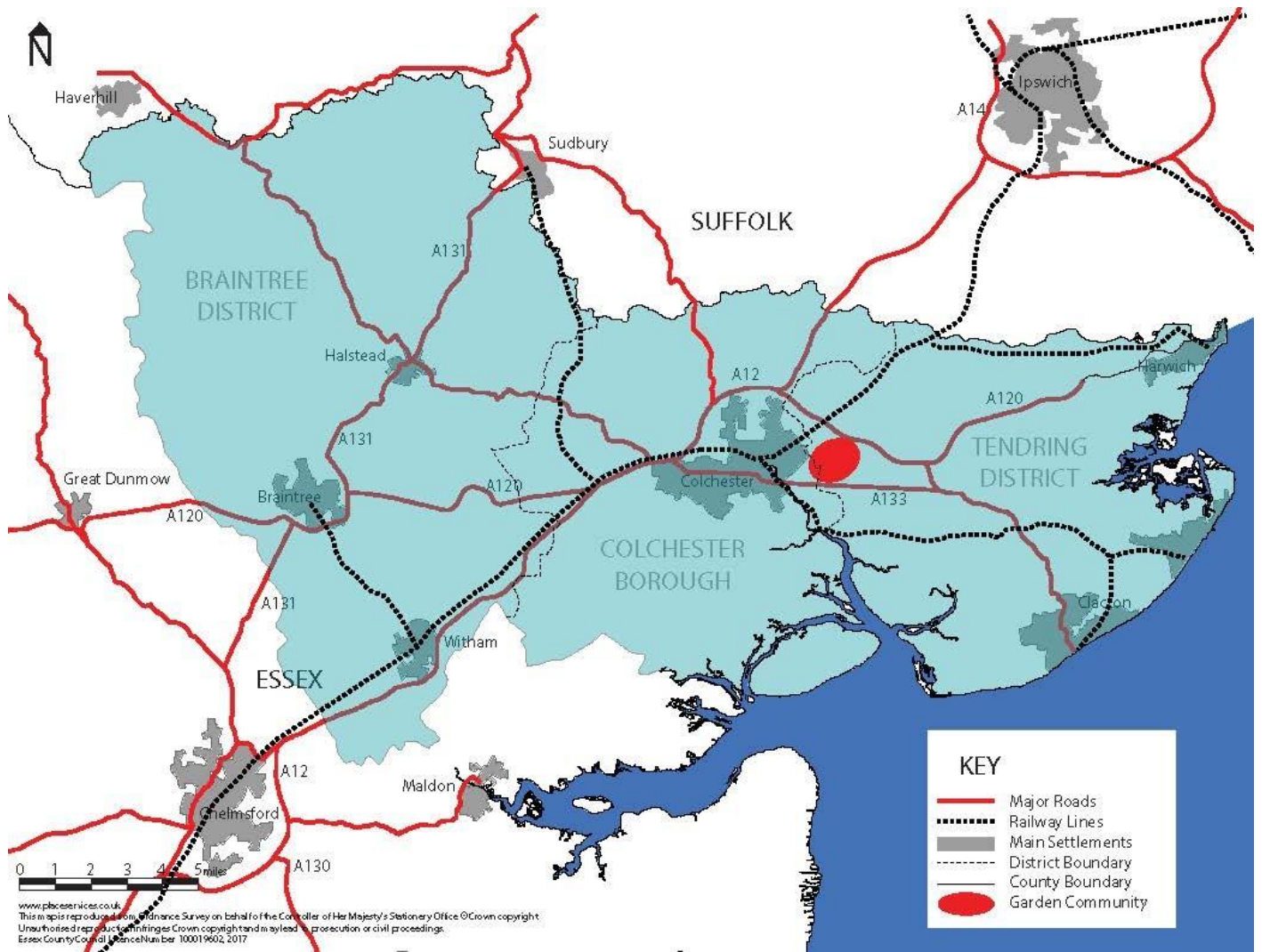
Section One Objectives	Section One Policies	Targets	Key Indicators in Authority Monitoring Reports
	SP9 Tendring/Colchester Borders Garden Community	Deliver a sustainable new community in accordance with guidance as adopted	Delivery rates of all development including supporting infrastructure as documented in housing trajectories and other monitoring data

Appendices & Maps

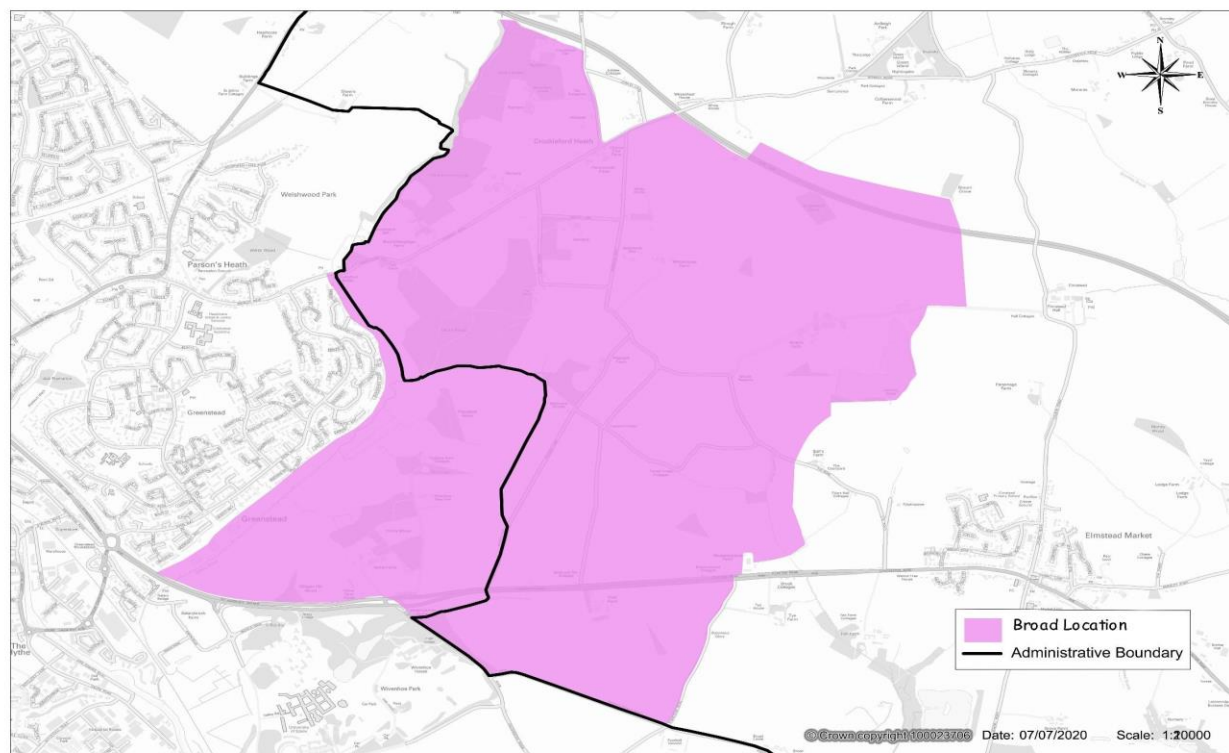
11 Appendices & Maps

Appendix A: List of policies superseded by Section 1 of the Plan

Section 1 Local Plan Policy		Policies superseded by the Section 1 Local Plan Policy		
Policy Number	Policy Title	Braintree District Council 2011 Core Strategy	Colchester Borough Council Adopted Core Strategy 2014 Focused Review	Tendring District Council Adopted 2007 Local Plan
SP1	Presumption in Favour of Sustainable Development	-	-	-
SP2	Recreational disturbance Avoidance and Mitigation Strategy (RAMS)	-	-	-
SP3	Spatial Strategy for North Essex	CS1	H1	QL1
SP4	Meeting Housing Needs	CS3	H1	HG1
SP5	Employment	CS4	CE1	QL4
SP6	Infrastructure and Connectivity	CS11	SD2	-
SP7	Place Shaping Principles	CS9	-	QL8 / QL9 / QL10 / QL11 (in part)
SP8	Development and Delivery of a New Garden Community in North Essex	-	-	-
SP9	Tendring / Colchester Borders Garden Community	-	-	-



10.1 Key Diagram



10.2 Tendring Colchester Borders Garden Community - Broad Location

Tendring
District Council

