

Colchester Borough Council
Local Plan Examination of Section 2
Topic Paper 6
Updates relating to Tiptree including Policy SS14 and
supporting Policies map

1.0 Overview

- 1.1 This Topic Paper summarises a number of key updates which are relevant to the policies relating to Tiptree in the emerging Local Plan (eLP). These relate to the progress on the Neighbourhood Plan which is to provide the housing allocations for 600 homes in the settlement during the plan period, as indicated in Table: Colchester Housing Provision and Policy SG2.
- 1.2 This paper explains the need for minor modifications to be recommended to reflect corrections to the Policies Map SS14 in respect of the designated Local Wildlife Sites, implications of planning decisions which have occurred since submission of the Plan, announcement of the preferred route for the A12 widening scheme and consequential changes as a result of these. It also provides an update in respect of progress following the conclusion of the Examination into the Tiptree Neighbourhood Plan (NHP) which recommended that the Plan was not able to proceed to Referendum. Any implications for the eLP more generally in this respect are also addressed in this paper.

2.0 Updates since the submission of the eLP

- 2.1 Since the submission of the Local Plan in October 2017, the Council have been working closely with Tiptree Parish Council and their Neighbourhood Plan Group to progress a NHP for the area which includes allocations for housing for approximately 600 dwellings. The evidence for the NHP includes a comprehensive housing land availability assessment which demonstrates the potential availability and suitability of land for additional housing development on land around Tiptree. The availability of land for development in the area is also evident from a number of planning applications which have been made since the eLP was submitted. Two key decisions have been made on planning applications, both at appeal, as follows;
- Land at Barbrook Lane up to 200 houses (Ref 182014) PINS Ref: APP/A1530/W/19/3223010 – this application was allowed. It is located outside of the area that the NHP proposed for growth and on the opposite side of the settlement to the direction of growth indicated in the eLP.
 - Land at Maldon Road for up to 255 houses (Ref 192025) PINs Ref: APP/A1530/W/20/3248038 – the appeal was dismissed. The site is located in

general conformity with a 'broad area of growth' in the eLP, however it is outside the allocations made in the draft Neighbourhood Plan which superseded the publication version of the local plan. The site is also a Local Wildlife Site (LWS) and development would reduce the gap between Tiptree and Tiptree Heath. The Inspector concluded that the proposed development would have adverse impacts on the local landscape and townscape in causing coalescence between Tiptree and Tiptree Heath (appeal decision paragraph 147).

- 2.2 The planning permission granted for up to 200 houses at Barbrook Lane, now represents a commitment in development terms and as such it is appropriate for the eLP to be amended to reflect this. Revisions will also be required to the Policies Map SS14 to amend the settlement boundary reflecting the decision and showing the site as an allocation. This is illustrated on the Map in Appendix 3 of this Topic Paper. Consequential amendments to the text to reflect this update are proposed and set out in the schedule appended to this topic paper (Appendix 1).
- 2.3 At the time of preparing and finalising the Publication Draft of the eLP, Tiptree Parish Council were working collaboratively with the Council and committed to progressing with a NHP to allocate land for 600 houses to meet the needs in the area and contribute to the Borough's housing requirement up until 2033. The Tiptree Neighbourhood Plan group launched their own Call for Sites in April 2017, which due to its timing could not be factored into the eLP. However, the early engagement with the community informed a preferred strategy for growth to the north and west of the settlement. This was reflected in the directions of preferred growth arrows that are shown on the submitted eLP Policies Map SS14. Paragraph 2.10 below explains the proposed amendments to these arrows.
- 2.4 Highways England acknowledged in their representation to the eLP that there are long standing access problems to the A12 from Tiptree. This issue was further highlighted through consultation responses to the Tiptree NHP, notably Maldon District Council identified that despite the approach to mitigation of vehicular traffic through Tiptree itself, traffic flows on routes to the A12 outside of Tiptree will be impacted from development in Tiptree. Further evidence base work is being undertaken, to address the concerns raised by the NP examiner and to support the Neighbourhood Plan (initial work attached as Appendix 4). This identifies opportunities to address infrastructure constraints, in particular the potential to relieve traffic pressures in Tiptree's high street (Church Road), on key routes through and implications of impacts from traffic to and from the A12. Reference to infrastructure enhancement opportunities can be reflected in a modification to the supporting text at new paragraph 14.221 and Policy SS14.
- 2.5 The NHP has progressed since submission of the eLP, and the proposed areas of growth have been refined following evidence updates and consultation. This work led to the identification of a mapping error on the Policies Map SS14 in respect of the Local Wildlife Sites (LWS) areas. The Policies Map SS14 as submitted does not reflect the updated evidence provided by a review of the Local Wildlife Sites undertaken in 2015 and the final report dated November 2017. In Tiptree those updates included:

- a) the extension of two LWS;
 - i. CO10 – Inworth Grange and Brook Meadows; and
 - ii. CO32 – Cadgers Wood & Park Lane Nature Reserve; and
- b) The designation of a new LWS CO169 – Warriors Rest.

2.6 The SS14 Policies Map needs to be updated to reflect the correct designated areas. This is attached as Appendix 3 to this Topic Paper.

2.7 These amendments are of most significance in relation to the third most southerly broad direction of growth arrow on Policy Map SS14, as the Inworth Grange and Brook Meadow LWS is substantially extended (COL 10).

2.8 The Maldon Road appeal decision is also relevant and should be considered in any revision to Policy Map SS14, as the Inspector identified the importance of the character of the area towards the west and south west of Tiptree in terms of landscape setting and impact of coalescence between Tiptree and Tiptree Heath (appeal decision paragraph 103). The Inspector concluded that the harm identified from the proposed development would be contrary to NPPF paragraph 127.

2.9 The Maldon Road appeal decision paragraph 76 highlights that the broad direction of growth arrows used within the eLP and Policies Map SS14 are open to interpretation and it may not necessarily be clear within the ELP the intention of these arrows. The arrows were included as a tool to guide development in the event that a neighbourhood plan did not define site allocations. Tiptree is one of two sustainable settlements which includes broad direction of growth, the other being West Bergholt where the neighbourhood plan has now been made.

2.10 Corrections to the Policies Map SS14 are proposed to reflect the updated LWS areas in line with the updated evidence (Local Wildlife Sites Review 2015, and final report dated November 2017). The arrows illustrating the direction of growth in the area directly to the west have been removed, to more accurately reflect the constraints including the corrected updated LWS boundary around Inworth Grange and Brook Meadow and the evidence collected in the early stages of plan making for the NHP informing the plans vision and objectives. The preferred direction of growth is now focussed on the north.

2.11 These proposed amendments to the Policy Map SS14 are shown in Appendix 3 of this Topic Paper. Consequential amendments to the text to reflect these updates are proposed and set out in the schedule appended to this topic paper (Appendix 1) and outlined in full in Appendix 2.

3.0 Neighbourhood Plan Update

- 3.1 Since submission of the eLP in October 2017, considerable consultation and evidence base work has been undertaken by the Tiptree Neighbourhood Plan Steering Group. The Regulation 14 Consultation took place in June/July 2019 and following consideration of all representations made to the consultation, the Tiptree NP was submitted to CBC in March 2020.
- 3.2 Following submission of the Tiptree Neighbourhood Plan, CBC publicised the Plan and submission documents for a seven week consultation which ran from 20 June to 10 August 2020 (Regulation 16 Consultation). This followed an initial publication which commenced on 20 April 2020 but was later withdrawn to allow for reconsideration of how best to respond to the restrictions brought by Coronavirus whilst continuing to progress the Plan expediently.
- 3.3 In September 2020, the Council and Qualifying Body (QB), in this case Tiptree Parish Council (TPC), were provided with the Examiner's Fact Check Report. This was when it became apparent that the NHP would not be able to proceed to referendum. CBC and TPC provided an extensive response to the fact checking report which led to the Examiner revising some of his conclusions but not the overall recommendation.
- 3.4 The examiner issued his final report on 9 October 2020. The Examiner recommended that the Tiptree NP could not proceed to referendum. The findings are summarised in paragraph 5.2 of the Report. *“Overall, I find the dominating reliance on community objectives within the SEA process, without proportionate and robust evidence to support the spatial strategy, to be flawed. Therefore, coupled with the inclusion of a route across land in an adjoining parish, I **conclude** that the plan does not meet the Basic Conditions or the legal requirements”.*
- 3.5 As the Plan cannot proceed to referendum, the Tiptree NP will need to return to the Regulation 14 stage in the plan making process.
- 3.6 The situation that has arisen in relation to the Tiptree NP is disappointing for both the Parish and Borough Councils. However, there are now opportunities for the Tiptree Neighbourhood Plan to reflect on decisions that have been made, recent guidance and ensure the Plan is robust and able to provide an appropriate planning framework for decision making for many years to come. The Planning Team will continue to support the QB and positively work together with them and their appointed Planning Consultant to deliver a Neighbourhood Plan for Tiptree as soon as possible which can proceed to Referendum and be successfully made.
- 3.7 The Examiner's Report, Decision Statement and Joint Examination Response are available on the [Council's website](#).

4.0 Implications for the Local Plan

- 4.1 The Policies Map SS14 is proposed to be amended to reflect the correct delineation of the latest LWS boundaries as identified in the evidence base and to delete the arrows indicating the direction of growth in the area covered by the updated LWS to the west of Tiptree. This area is also considered to have landscape and character importance to maintain the gap between Tiptree and Tiptree Heath as identified in the Maldon Road appeal decision. Additional wording is also proposed to paragraph 14.218 to identify Inworth Granges and Brook Meadows LWS as a constraint to development to the south west.
- 4.2 In order to provide a factual update on the progress of the Tiptree NHP, minor wording changes are required to paragraph 14.220. This includes the removal of one sentence stating that the plan is in the early stages to be replaced with wording regarding the outcome of the October 2020 examination and current stage.
- 4.3 The 200 houses granted permission at Barbrook Lane are proposed to be shown within the settlement boundary and as an existing commitment on Policy Map SS14. Additional wording is also proposed to reflect this within the supporting text through the introduction of a new paragraph 14.220. The overall housing target of 600 dwellings for Tiptree remains unchanged. The 200 homes at Barbrook Lane will count towards the overall housing target. However, the Tiptree Neighbourhood Plan will determine whether a higher figure is appropriate.
- 4.4 All modifications in relation to Policy SS14 and the supporting text have been summarised in Appendix 1 below and are outlined in full in Appendix 2. For completeness, this also includes a further minor modification which was included within the Schedule of Minor Modifications to the Publication Draft Colchester Local Plan Section Two dated October 2017, as indicated at the point of submission. This modification has arisen from the North East Essex Clinical Commissioning Group (CCG) representation and includes a factual update to paragraph 14.216.
- 4.5 Appendix 3 includes a modified version of Policy Map SS14.

5.0 Conclusion

- 5.1 Overall, the modifications proposed to Policy SS14, the supporting text and Policies Map SS14; are considered to be minor.

Appendix 1 – Modifications Schedule

| Paragraph/Policy Reference | Description of Modification |
|----------------------------|--|
| 14.216 | Inclusion of reference to 1 GP surgery to provide an accurate representation of the existing facilities in Tiptree |
| 14.218 | Add Inworth Grange and Brook Meadows LWS as constraint to development to the south west |
| New paragraph 14.219 | Add text referencing the potential for the NHP to identify infrastructure enhancements with particular reference to traffic relief |
| New paragraph 14.221 | Update Tiptree Neighbourhood Plan progress, including examination outcome and current status |
| New paragraph 14.222 | New paragraph to address granting of planning permission at Barbrook Lane |
| Policy SS14 | Policy wording updated |
| Policy Map SS14 | <p>Update to reflect Local Wildlife Site Boundaries, including amendments to CO10 - Inworth Grange and Brook Meadows and CO32 – Cadgers Wood & Park Lane Nature Reserve; and new entry CO-169 Warriors Rest</p> <p>Update to ‘broad areas of growth’ arrows</p> <p>Inclusion of Barbrook Lane within the settlement boundary and shown as existing commitment, following grant of planning permission 182014 on appeal</p> |

Appendix 2 – Proposed Modifications

Tiptree

14.215 Tiptree is a large village located on the south west boundary of the Borough and approximately 15km from Colchester itself. Development has grown up around key highway intersections in a roughly triangular built form. There is a small separate cluster of houses to the south west of the main village known as Tiptree Heath.

14.216 Tiptree is a District Centre with a high number of key services and community facilities. There are two supermarkets, 4 primary schools, a secondary school, a community centre, **1 GP surgery**, as well as a range of independent shops, cafes and restaurants. These services support the needs of local residents and businesses in Tiptree as well as communities from the surrounding rural areas. It will be important to protect the function of the District Centre in Tiptree to ensure that it continues to meet the needs of the local communities who use it. There are regular bus routes serving the village to and from Colchester. Accordingly, Tiptree is considered to be a sustainable settlement suitable for growth during the plan period.

14.217 Tiptree is very well served in terms of educational facilities as it has four primary schools and Thurstable Secondary School within the village. There is also a Leisure Centre located at Thurstable School and Colchester United's training ground is located off Grange Road. There are four Local Economic Areas in Tiptree.

14.218 There are a number of constraints which limit the amount of land available for growth in Tiptree. Development to the south east is constrained by Tiptree Jam Factory and Birch Wood Local Wildlife Site. Development in this direction would also reduce the green gap between the village and Tolleshunt Knights. Developing in this direction would also be constrained by Layer Brook which is Flood Zone 2. Expansion to the north east of Tiptree is constrained by Thurstable School and Warriors Rest while expansion to the south west is constrained by Tiptree Heath SSSI **and Inworth Grange and Brook Meadows Local Wildlife Site**.

14.219 Infrastructure necessary to deliver the growth up to 2033 will need to address cross boundary issues with neighbouring Local Planning Authorities and neighbouring Parishes. This will include the additional traffic generation forecasts for the proposed new junction 24 onto the A12 as well as from the growth locations. With the northern growth location there is potential for a new road which would ultimately link the B1022 and B1023. The Tiptree Neighbourhood Plan will be expected to deliver the first phases of the road through a design which allows future completion/linkage.

14.219**20** Tiptree Parish Council is currently preparing a Neighbourhood Plan which will allocate sites for further growth in the Parish. In discussion with the Neighbourhood Plan Group, it has been agreed that Tiptree will deliver 600 new dwellings over the plan period given the current number of dwellings in Tiptree, the good availability and access to services and facilities, and the fact that Tiptree is a District Centre. This is considered an appropriate level of growth for Tiptree.

14.2021 Following the Tiptree Neighbourhood Plan examination which concluded in October 2020, it was recommended that the Tiptree Neighbourhood Plan could not proceed to referendum. The Tiptree Neighbourhood Plan Working Group are ~~will~~ preparing a revised draft plan which will include site allocation(s) and be subject to further public consultation. ~~The Plan is still at an early stage of development and evidence is still being gathered to support the allocation of sites in Tiptree and development of the document.~~ The Plan will allocate final site boundaries and will include a policy framework to support the delivery of 600 houses up to 2033 and to guide all other planning issues in the village. ~~The Neighbourhood Working Group will need to work closely with neighbouring Local Planning Authorities to ensure that all strategic cross boundary issues are properly considered and addressed through the Neighbourhood Plan.~~ The Plan will be subject to examination and referendum prior to being made.

Barbrook Lane

14.222 Planning Permission has been granted for up to 200 dwellings at Barbrook Lane. It is expected that these dwellings will be delivered during the Plan Period. The extent of the application site is reflected on Policy Map SS14 as an existing commitment. Within the site area there will be provision for public open space as well as land reserved for future education purposes as shown on the policies map. The Tiptree Neighbourhood Plan will consider if and how this development contributes to the overall housing delivery in Tiptree.

Policy SS14: Tiptree

Within the broad areas of growth shown on the Tiptree policies map, the Tiptree Neighbourhood Plan will:

- (i) Define the extent of a new settlement boundary for Tiptree;
- (ii) Allocate specific sites for housing allocations to deliver **a minimum** 600 dwellings;
- (iii) Set out any associated policies needed to support this housing delivery i.e. housing mix, type of housing and density for each site allocated for housing;
- (iv) Set out the policy framework **within the parish** to guide the delivery of any infrastructure/community facilities required to support the development. **This will include a detailed transport assessment with a view to confirming provision of the first phases of a road between the B1022 and B1023;**
- ~~(v)~~ Consider ~~strategic cross boundary issues e.g. A12 junction improvements~~
- (vi) Identify other allocations in the Parish, including employment and open space.

Proposals for development outside of the identified broad areas and the settlement boundary **or settlement boundary defined by the Tiptree Neighbourhood Plan once adopted**, ~~for growth~~ will not be supported. This policy should be read in

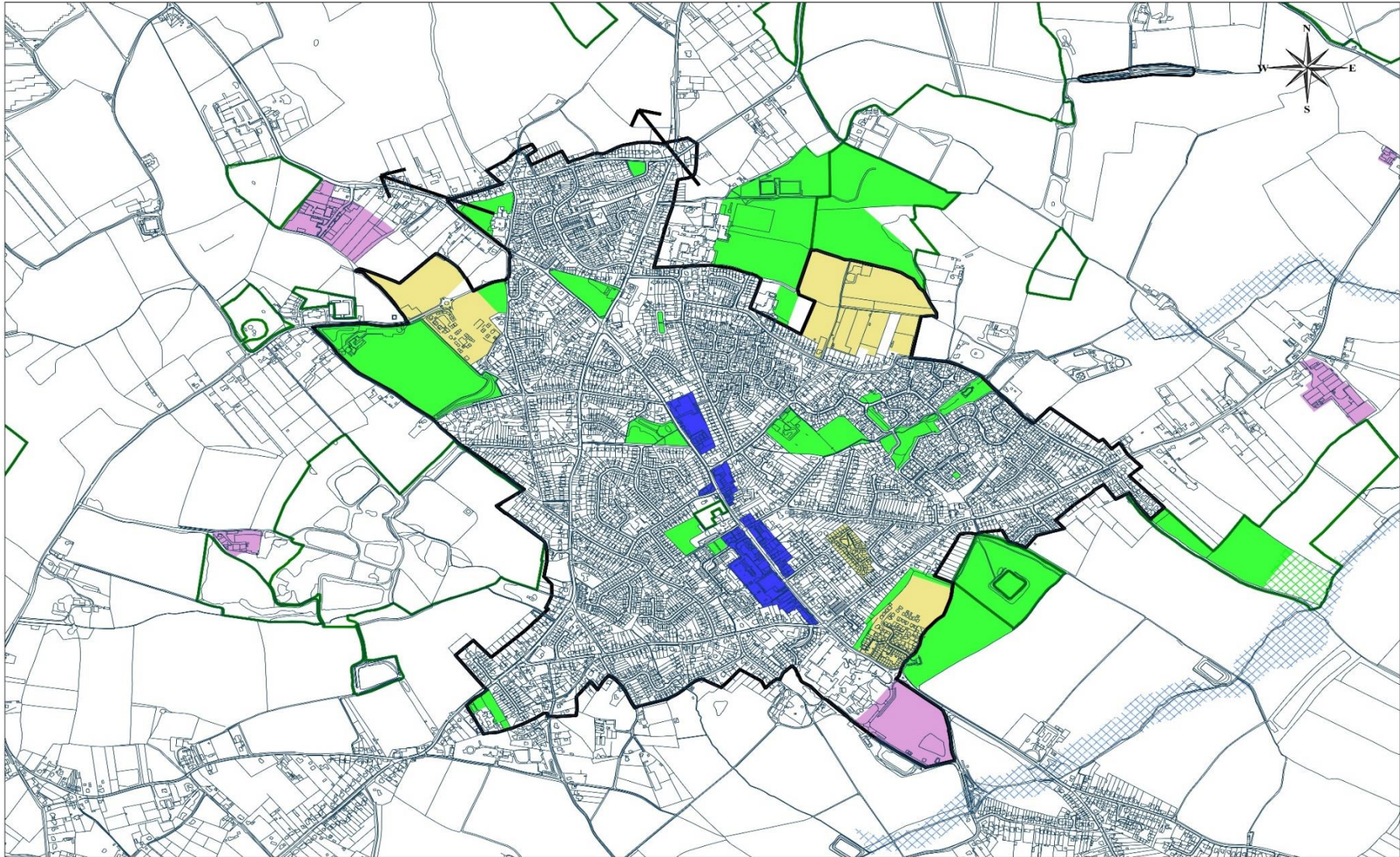
conjunction with the generic Neighbourhood Planning policy SG8, policy SG3 and policies in the Tiptree Neighbourhood Plan, once it has been adopted.

14.22 There are currently four designated Local Economic Areas (LEAs) in Tiptree; the Alexander Cleghorn Site, Tiptree Jam Factory, the Basketworks Site and the Tower Business Park. These will continue to be protected for **employment purposes** ~~this use~~. Any development proposals affecting these sites or any other sites providing an economic/employment use in Tiptree over the Local Plan period will be required to comply with policy SG4 unless they are reviewed and amended through the Tiptree Neighbourhood Plan.

Appendix 3 – Proposed Modifications to Policy Map SS14

Tiptree

Policy SS14



**Appendix 4 – Review of Transport Issues Raised by the Tiptree
Neighbourhood Plan January 2021 (Prepared by Cottee Transport Planning)**

Review of Transport Issues raised by the Tiptree Neighbourhood Plan January 2021

Introduction

- COTTEE Transport Planning have been instructed to consider the Transport related points raised by the Independent Examiner for the Tiptree Neighbourhood Plan.
- These are summarised below together with comments and questions arising.
- This is followed by a summary of other related factors that will influence Transport conditions in the future for example the proposed A12 widening scheme being promoted by Highways England.
- Potential benefits of the Link Road to the north of Tiptree associated with the Elms Farm / Highland Nursery are considered using a high-level assessment.
- Sustainable transport is reviewed and conclusions relating to the above are provided.

Summary of Transport related points raised by the Independent Examiner

1. *The 'missing link' route lies in an adjacent parish (Messing) and therefore does not meet a legal requirement. The link is a long-term project which at best would come forward towards the end of the plan period and there is no evidence that the road would be completed by a Messing-cum-Inworth Neighbourhood Plan or through the Colchester Borough Council Local Plan – paras. 2.13, 2.14 and 5.2.*

Comment:

- A high-level assessment is provided in this report examining the benefits of a link road with a view to Colchester Borough Council including in the Local Plan.
 - Delivery of a link road is likely to be phased and development within Tiptree should be designed to facilitate this.
2. *Objectives 12 and 14 to locate sites to the north and north west are based on concerns about congestion on routes and at junctions in the centre – para.4.4.*

Comment:

- Given that the main destinations associated with for example work trips (those that impact the most heavily trafficked Am and Pm peak hours most) are to and from the A12 (for London / Chelmsford / Braintree), Colchester and Maldon (as evidenced by Census data) i.e. away from the village centre (which lies to the south), locations to the north and north west of Tiptree centre are least likely to have an impact on Church Road and therefore the village centre.

- New homes to the north of Tiptree will attract residents to visit the centre for non-work trips such as shopping and using local services which will benefit businesses in the centre and therefore the local economy. Good footway / cycle and bus connections will assist in reducing any traffic impact.

3. *Given the pivotal nature of the objectives they need to be underpinned by **proportionate and robust** evidence for example a technical appraisal of current conditions and an assessment of the impact of different spatial options on the roads and junctions in question. Early advice from ECC was to carry out modelling to test the proposed solution – but it was not carried out. There is no empirical evidence to support the preferred approach and the new routes being necessary – para. 4.5.*

Comment:

- Proportionate evidence would not normally involve Transport Assessment level of detail (including detailed traffic modelling) associated with a planning application. ECC's initial comments on the need for modelling were superseded in this regard.
- A high-level assessment has been undertaken later in this report to consider the potential transport impacts with and without a link road.

4. *Map 8.1 does not show the main pedestrian routes and destinations that the developments would be expected to link with – para 8.2.*

Comment:

- A review of Map 8.1 indicates that the main pedestrian routes and destinations that the developments would be expected to link with have been identified.
- Some of the routes and links between those destinations and the sites would need to be reviewed and upgraded with pedestrian crossings and consideration given to linkage with bus stops and cycle facilities. This would normally be undertaken at the planning application stage as part of a Transport Assessment.

5. *Neighbouring parishes and residents to the north of Tiptree made the point that concentrating development on the selected sites would put intolerable pressure on the B1023 which is inadequately configured to deal with it – para 8.6.*

Comment:

- New development anywhere in Tiptree would lead to more traffic on the B1023 towards and through Inworth. However, as will be demonstrated later in this report the increases associated with Tiptree development is a small proportion when compared to the traffic increases predicted to travel through Inworth as part of the A12 widening scheme and the introduction of a new junction 24 on Inworth Road at Feering. HE's document 'Scheme Assessment Report Addendum published in 2020 states that:
'3.3.2 Junction 24 A Junction Strategy Refinement exercise was undertaken to confirm junction proposals in advanced of PCF Stage 3. The most significant change from the

*2017 design is the refinement to junction 24. Following the Junction Strategy Refinement work, it was recommended to relocate the proposed junction 24 further south to the west of Inworth Road. The proposed junction 24 design consists of an all movements dumbbell junction with a direct connection to Inworth Road. Following the Non Statutory Public Consultation events held in 2017, it emerged that there was a preference for a junction on Inworth Road. It is also understood that the provision of a junction close to Inworth Road provides an overall benefit to the A12 scheme, as it provides better connectivity between Tiptree and the Strategic Road Network (SRN). In addition, **it promotes the right traffic on the right roads as it reduces the volume of strategic traffic making journeys on the wider local road network in comparison to the previous design from 2017.** It is also understood that a junction near Inworth Road provides an economic benefit to the scheme in comparison to the previous design from 2017, particularly because the junction becomes more attractive for traffic from Tiptree and reduced journey times from traffic.*

Further information on the proposed junction 24 is detailed in Appendix D Junction 24 Strategy Technical Note.'

Underlined and bold inserted by author of this report

- According to Highways England data there will be less traffic in Feering and Kelvedon with a new junction 24.
- Appendix D. J24 Junction Strategy Technical Note prepared by Jacobs' for HE states that:

'Compared to Stage 2 location, moving junction closer to Inworth Road changes the existing travel patterns across wider road network. Tiptree to A12 (SB) traffic joins A12 at new J24 location, instead of travelling via Rivenhall End. Significant reduction in traffic on cross-country route along Braxted Park Road, and therefore lower traffic at J22 compared to with Stage 2 location. Tiptree traffic using new J24 leads to a significant increase in traffic on Inworth Road between Tiptree and new J24 location (this was raised as a concern at non-stat consultation).
- Whilst HE refer to the 'right traffic on the right roads', it is assumed this refers to a shift in traffic from Braxted Park Road to Inworth Road, they appear not to have considered in any detail the impact of this shift on Inworth and Tiptree as regards to increases in through traffic. It is recommended that representations are made to HE to advocate a balanced approach to traffic distribution on the wider local network to avoid increases in traffic through Tiptree village centre and unsustainable increases in traffic through Inworth on the B1023.
- It is considered that there should be no measures in the A12 widening scheme to discourage traffic from Tiptree and villages to the south and east of Tiptree using the Braxted Park Road to access the A12 at Rivenhall / Witham. The volumes of traffic predicted by the HE to use the B1023 through Inworth are unlikely to be sustainable in the long term. The traffic impact of the A12 widening on Tiptree and the surrounding road

network should be examined further by HE/ECC to ensure a sustainable / balanced traffic distribution strategy.

6. *ECC's position is puzzling to the Examiner – para 8.8 – they initially supported the Tiptree's approach, then effectively objected suggesting modelling was required to support the proposals then decided they were content provided Transport Assessments were carried out at planning stage to justify it. The TA requirement is in limb C of Policy TIP12 – Comprehensive Development.*

Comment:

- As indicated earlier ECC have confirmed a proportionate response is the preparation of a Transport Assessment as part of a planning application in the usual way.

7. *The Examiner agrees with the points raised by Bloor and Marden at para. 8.10 that: '...there is no evidence to suggest that the proposed link road is needed, would be of benefit, is deliverable, or represents the optimum route for a new link road'. Therefore, Policy TIP07 fails the Basic Conditions.*

Comment:

- A high-level assessment has been undertaken later in this report which shows that the link road would clearly have benefits in terms of diverting traffic away from Kelvedon Road / Maypole Road and the double mini roundabout in the village.
- The benefits of providing the link road are clear therefore it is recommended that Colchester Borough Council include it in the Local Plan.
- It has already been confirmed via the TNP process that the road is deliverable.

8. *ECC consider that linking the three developments (Tower End, Highland Nursery, Elms Farm) would represent a rare opportunity to the parish council to secure the required bus service. The Examiner agreed – para. 12.4.*

Comment:

- This can be explored further with ECC / bus operators as part of the planning application process as is the normal approach.

9. *If the work is undertaken to show the new links are necessary and need to be safeguarded, then policy can secure that and that can be done through individual allocations – para. 12.5*

Comment:

- Based on the high-level assessment undertaken in this report it is considered that Colchester Borough Council should consider adding the requirement for the link road in the Local Plan to ensure a comprehensive approach.

High- Level Traffic Assessment

10. The A12 – A120 Highways England (HE) scheme incorporating a new junction (24) to the south of Kelvedon is planned for opening in 2027-2028.
11. HE's predicted traffic data for 2042 (taking account of Local Plan and background traffic growth) shows increases in traffic (Passenger Car Units) on Inworth Road between the A12 and Tiptree from 793 to 2017 in the AM peak; and from 1040 to 1866 in the PM peak. Traffic flows are predicted to reduce on Inworth Road north of the new A12 junction, and in Feering.
12. The condition of the B1023 Inworth Road through Inworth is poor: there are limited footways, drainage is poor with standing water frequently occurring, property boundaries are to the edge of the highway in places limiting opportunities to widen the road and provide additional footways, there are vertical and horizontal alignment constraints. Messing-cum Inworth Parish Council have raised concerns about the route in their representations.

Comment:

- As mentioned earlier the traffic increases predicted by HE on the B1023 mostly as a result of diverted traffic from Braxted Park Road are unsustainable therefore these issues will need to be addressed with HE / ECC.
- There may be a requirement for S106 contributions from developers in Tiptree adding traffic to the route.
- ECC work / S106 contributions could involve new footways / improved drainage / improved road condition (there are currently road structure defects).
- Opportunities to provide footway / cycle connections between Highland Nursery and for example Perrywood Nurseries / Inworth can be examined as part of a Transport Assessment associated with a planning application.

13. Traffic generated by the three proposed sites:

Assuming 0.6 per residential unit AM and PM peak; and 0.5 per 100 sqm employment. These would need to be agreed with ECC as part of a pre-application when planning applications come forward.

- **Highland Nursery** – 220 homes = 132 vehicle movements; plus 6,000 sqm employment (assumed 40% developable area of 1.5 Ha) = 30 movements; total = **162 movements**
- **Elms Farm** - 230 homes = **138 vehicle movements**
- **Tower End** - 175 homes = **105 movements**
- **Total 405 vehicle movements in each peak hour.**

14. Based on 2011 travel to work Census data the following approximate distribution is predicted. This would need to be agreed with ECC as part of a pre-application submission. The Gladman scheme on Barbrook Lane assumed a different distribution but it is not known whether their TA took any account of traffic diverting to the B1023 from the Braxted route. It is considered unlikely that it did so as the TA was undertaken in August 2018 (surveys undertaken in 2018) prior to the 2020 HE announcement regarding a new junction 24:

Car trip distribution assumption:

- Tiptree 5% (based on the Census 18.2% of work destinations are less than 2km i.e. within Tiptree. The census indicates 15% walk or cycle therefore 5% of Tiptree residents have been assumed to use a car to drive to / from work in Tiptree)
- Colchester 35%
- Chelmsford 10%
- Braintree 15%
- Maldon 15%
- London 10%
- Other 10%

15. From the above it is predicted that 60% of traffic from the developments will travel to / from the A12 (15% of Colchester traffic has been assumed to travel to/from the A12 and 20% via the B1022). The small number of internal Tiptree car trips (most trips will be walk / cycle trips from the development) will be distributed throughout the local network. Maldon traffic (15%) will travel south on the B1022.

16. Using the trip rates and distributions estimated earlier the **volume of traffic through Inworth on the B1023** from the three developments (Highland Nursery / Elms Farm / Tower End) is **estimated at about 240 vehicle movements in each of the Am and Pm peak periods:**

- Highland Nursery 97 vehicle movements
- Elms Farm 83 vehicle movements
- Tower End 63 vehicle movements

17. HE's figures for traffic through Inworth resulting from the A12 widening and proposed junction 24 in 2042 (and taking account of Local Plan and background traffic growth) are as follows:

- Am peak – 2017
- Pm peak – 1866

HE's 'do minimum' (i.e. no A12 widening scheme) figures are:

- Am peak 793
- Pm peak 1040

Traffic increases through Inworth resulting from the A12 improvement scheme / Local Plan / background growth are therefore:

- Am peak 1224
- Pm peak 826

18. Given that Local Plan and background growth are included in the figures it is assumed that the 240 vehicles from the three developments are included. It is apparent that the 240 vehicles represent 20-30% of the total increase identified by HE. The calculation for the proportion of traffic from all three developments compared to total increase is as follows:

- Am peak $240/1224 = 20\%$
- Pm peak $240/826 = 29\%$

19. As mentioned earlier the development related increases through Inworth will take place with any Tiptree NHP allocation. The bulk of the traffic increases through Inworth and Tiptree are associated with trip diversion from Braxted Park Road and background traffic growth as opposed to Tiptree development itself. As mentioned earlier traffic from Tiptree and villages to the south and east should not be discouraged from using Braxted Park Road to access the A12 widening scheme at Rivenhall when it directly leads to an adverse impact on the amenity of Tiptree village centre and Inworth. It is recommended that this issue is raised with HE / ECC.

20. S106 contributions from developers commensurate with the level of impact of each development could be used to secure improvements to the B1023 through Inworth.

21. A guide to the approximate capacity of Inworth Road can be estimated from TA79/99. Inworth Road varies in width and quality but a 6.1m road width has a capacity of around 1020 vehicles per hour one-way. Based on HE's predicted figure of around 2000 vehicles using the road in 20 years' time suggests the road has some capacity to accommodate additional traffic but the levels of traffic predicted by HE as a result of the A12 widening and new junction 24 are very unlikely to be sustainable. As indicated earlier the B1023 through Inworth has physical constraints that should be examined by HE/ECC further as part of a broader study to ensure it is fit for purpose as traffic flows increase as part of the A12 widening and over the next 20 years.

Potential benefits of the Link Road

22. Using the trip and distribution analysis undertaken above, the impact in numerical terms of traffic from the three developments on key links and the double mini roundabout at the junction of Maypole Road and Kelvedon Road has been estimated as follows:

| Road link / junction | No link | | With link | |
|----------------------|---------|---------|-----------|---------|
| | AM peak | PM peak | AM peak | PM peak |
| Double mini | 200 | 200 | 41 | 41 |
| Kelvedon Road | 150 | 150 | 8 | 8 |
| Maypole Road | 160 | 160 | 28 | 28 |
| Other Tiptree roads | 20 | 20 | 20 | 20 |

23. The figures in the table show that the link road would substantially reduce the impact of the three new developments on local roads and junctions. The 'no link' situation assumes that measures would be introduced to deter traffic from using Oak Road as a rat-run during the interim period before the link road is constructed. The 20 movements under 'other Tiptree roads' relate to internal car trip within the village itself. These trips would be spread around local Tiptree roads.
24. As a comparator for the figures the approved Gladman development involves around 100 vehicle movements through the double mini roundabout in the peak hours, around 50 vehicles added through Inworth, and around 60 vehicle movements on Church Road.
25. The table below shows proposed traffic flows in 2023 including the Gladman scheme and the committed development / traffic growth at that time (source Gladman TA 2018).

| Road link / Junction | AM peak | PM peak |
|----------------------|---------|---------|
| Double mini | 2129 | 2105 |
| Kelvedon Road | 908 | 983 |
| Maypole Road | 1226 | 1060 |

26. A high-level indication of the impact of the combined three schemes at each location (with and without a link road) based on the tables above (using Gladman 2023 figures) is shown in the table below which indicates significant improvements with the link in place:

| Road link / junction | No link | | With link | |
|----------------------|---------|---------|-----------|---------|
| | AM peak | PM peak | AM peak | PM peak |
| Double mini | 9% | 9% | 2% | 2% |
| Kelvedon Road | 16% | 15% | 1% | 1% |
| Maypole Road | 13% | 15% | 2% | 3% |

27. The Gladman TA flows do not include traffic increases associated with the A12 widening / new junction 24 which would require access to the HE/ ECC SATURN model to determine the amount of traffic assigned to the B1023 and B1022 through Tiptree. The HE figures available show that increases through Inworth could involve 800-1200 vehicles (including Local Plan and background traffic growth in 2042 - it is assumed that these increases have included 600 new homes in Tiptree). Many of these vehicles will travel through the double mini roundabout in Tiptree and some of those will travel through Church Road to villages beyond unless HE / ECC review their scheme / the local network and their modelling so as not to deter traffic from using the Braxted Park Road route to access the A12. Notwithstanding the outcome of further representations to HE in this regard, a link road to the north of Tiptree would divert some of this traffic away from the double mini roundabout thereby further increasing the benefit of a link road to other Tiptree local roads and junctions.

28. In line with normal practice a TA will be undertaken at planning stage to assess the impact of development on the local road network with and without the link road and traffic associated with the A12 widening scheme, but it is clear from high-level assessment undertaken in this report that the link road will lead to substantial benefits especially as the double mini roundabout in the village approaching capacity. The Planning application TA will identify any mitigation measures required to accommodate the developments, for example to improve the capacity of junctions with or without the link road and agreement sought with ECC for any necessary S278 works / S106 contributions.

29. Further investigation as part of the planning process for the link road will also include:

- Identifying through traffic surveys the extent of rat-running through Oak Road currently – a survey at each end of Oak Road could be undertaken to establish through movements (after Covid restrictions are lifted). This will enable the interim ‘no link road’ situation whereby traffic currently using Oak Road as a rat-run would divert to Maypole Road and

through the double mini-roundabout. This would need to be factored into the traffic analysis.

- A survey of traffic that travels along Maypole Road to/from Kelvedon/Colchester through double minis would be carried out. That traffic could be diverted from that route by the new link road further relieving pressure on the double mini roundabout.
- Traffic surveys of all key local junctions (post-Covid restrictions) and road links in the study area will need to be undertaken – these will be established as part of pre-application discussions with ECC / HE.
- Maypole Road, Oak Road and connecting roads are used by potentially vulnerable pedestrians accessing schools therefore diverting through traffic onto the link road would represent a safety / environmental benefit.

Sustainability

30. From the Census it has been estimated that the mode of travel for work for Tiptree residents is as follows:

- Car 75%
- Car passenger 4%
- M/C 1%
- Walk 12%
- Bus 3%
- Cycle 3%
- Train 1.5%

31. Walking represents a good proportion of trips in the village. There are therefore opportunities to increase the number of people walking through the provision of improved footways and pedestrian crossings. Similarly, improved cycle routes would encourage an increase in cycling.

32. Bus services in the village to and from surrounding towns are good but opportunities to increase usage especially for trips to Colchester / Maldon and to the rail stations at Kelvedon and Witham for commuters to London / Chelmsford / Ipswich can be explored with ECC and operators at the planning stage. Bus infrastructure improvements for example to bus stops (low floor kerbs / shelters / timetable information) would also encourage greater use of existing services.

33. Travel Plans will form part of the planning application process for both residential and employment proposals. These will be designed to reduce single occupancy car travel by encouraging car sharing / greater use of buses / increase the number of people cycling and walking to shops / local services / schools.

34. The proposed developments are well located for access to schools and leisure facilities.

Conclusions

35. Development to the north of Tiptree avoids traffic increases on Church Road in the centre of the village. An example of a development that impacts Church Road in the centre of the village is the recently approved Gladman development. The Transport Assessment for that scheme on Barbrook Lane leads to traffic on Church Road of around 60 vehicles in each peak hour. Developments to the north of the village will not impact the centre adversely because they are located closer to and more easily accessible to the main routes located on the northern side which lead to the A12 and Colchester, the principal destinations for many trips away from the village.
36. The high-level assessment for the link road associated with Highland Nursery and Elms Farm (traffic data for 2023 has been obtained from the Gladman TA) shows that it will significantly reduce traffic at the double mini roundabout and on Maypole Road (B1022) / Kelvedon Road (B1023), i.e. the key junction and routes in the village providing access to Colchester / the A12 and Maldon. Importantly, there will be no adverse impact on Church Road.
37. The 2020 announcement regarding the A12 – A120 Highways England (HE) scheme incorporating a new junction (24) to the south of Kelvedon raises traffic concerns relating to the impact of additional traffic in Tiptree and Inworth. That scheme is planned for opening in 2027-2028.
38. The HE figures available show that increases through Inworth could involve 800-1200 vehicles (including Local Plan and background traffic growth in 2042). Many of these vehicles will travel through the double mini roundabout in Tiptree and some of those will travel through Church Road to villages beyond. This is of great concern to the Parish Councils especially since HE has indicated that some of the increases result from a diversion of traffic to Inworth and Tiptree from the Braxted Park Road route which connects the south-west of Tiptree to the A12 at Rivenhall.
39. The Tiptree developments considered in this report involve around 240 vehicle movements on the B1023 Tiptree to Inworth Road which represents a small proportion of the 800-1200 HE predicted increase.
40. Inworth Road has some capacity to take additional traffic (with mitigation measures to improve footways / drainage and road condition) but an increase of 800-1200 vehicles is unsustainable.
41. It is recommended that representations are made to HE / ECC encouraging a review of their scheme strategy so that it does not lead to a diversion of traffic from the Braxted Park Road route when this is predicted to lead to serious potential detriment to the B1023 through Inworth and Tiptree.

- 42.** Notwithstanding the outcome of further representations to HE a link road to the north of Tiptree would divert some of this additional traffic away from the double mini roundabout in the village thereby further increasing the benefit of a link road.
- 43.** The appropriate approach to the consideration of the transport impact of the proposed developments and link road will be at planning application stage when a full Transport Assessment will be undertaken. This will involve reviewing the updated modelling undertaken by HE / ECC for the A12 widening / junction 24 and the consequent impacts on traffic flows predicted for Tiptree and Inworth.
- 44.** Following pre-application discussion with ECC/ HE traffic surveys will be undertaken on an agreed study area to include key junctions and links in the village. The HE data and survey data will then be analysed in detail with modelling to further show the transport impact with and without the link road.
- 45.** The traffic impacts will be considered and mitigated where necessary through S278 works for highway improvements (such as the link road and junction improvements) and S106 contributions towards improving pedestrian / cycle / bus infrastructure connected with the schemes. These measures will improve accessibility by all modes and will be supported through Travel Plans designed to increase sustainability.