Tendring District Local Plan

Publication Draft

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1 EXECUTIVE SUMMARY

i. This representation provides Gladman Developments Ltd written representations on the publication version of the Tendring District Local Plan (TDLP), currently out for public consultation.

ii. Gladman specialise in the promotion of strategic land for residential development with associated community infrastructure.

iii. These representations concern the following main matters:

- Duty to Cooperate
- Sustainability Appraisal
- Housing Needs
- Shared Strategic Plan for the North Essex Authorities
- Vision and Objectives
- Managing Growth
- Design
- Housing
- Rural Landscapes and Green Gaps
- Heritage

iv. Alongside this individual submission, Gladman have submitted responses to the Braintree and Colchester consultations, with regard to Part 1 of the Local Plan as well as the individual Part 2 plans.

v. Gladman commissioned Lichfields to review the Sustainability Appraisal of both the North Essex Part 1 Plan and the Tendring Part 2 Plan (attached as Appendix 1). The review concludes that although the quantity of sites assessed for garden communities is deemed acceptable, the site selection has been artificially supressed by the 5,000-dwelling threshold that has been applied. There is overwhelming evidence that this has resulted in a narrow focus being applied to the consideration of the new Garden Community options.

vi. However, the Sustainability Assessment for Tendring only explores a settlement hierarchy approach to the spatial distribution of housing and there is no evidence to suggest that this is the most sustainable approach to development in Tendring. As a consequence, the Sustainability Appraisal's approach to site allocations in Tendring cannot be considered robust as they are built on an unjustified approach to housing distribution.

vii. Gladman commissioned Barton Willmore to undertake a review of the Objectively Assessed Housing Need (OAHN) undertaken by the Council in 2017. The review (attached as Appendix 2) concludes that an unjustified approach has been taken to the issue of Unattributable Population

Change in Tendring, the OAHN makes no adjustment for supressed household formation in Tendring, it does not provide a consistent approach to the economic aspects of housing need and there is evidence to suggest that a greater than 15% uplift should be applied to the OAHN for Tendring to address worsening Market Signals.

viii. In Barton Willmore's professional opinion, 550 dwellings per annum represents an under estimate of the level of housing need for Tendring and at the minimum, there is a need for 674 dwellings per annum simply to meet the demographic need identified by DCLG in the household projections. Barton Willmore's overall conclusion is that the true level of housing need in Tendring is between 674 and 972 dwellings per annum.

ix. Gladman commissioned Strutt and Parker to undertake an assessment of the delivery of the North Essex Garden Communities. As this report covers all of the Garden Communities and relates specifically to the strategic Part 1 North Essex Plan (the subject of a joint Examination in Public), the detail of its findings has been covered in Gladman's representations submitted as part of the response to the Colchester Borough Local Plan to avoid repetition.

x. Gladman support the fact that growth will effectively come from development in and around existing settlements and through the new garden communities allocated in the plan. Gladman's experience is that the best way in which to ensure the delivery of housing targets is to maintain a good spread of sites and site typologies across the districts. It is our view therefore, that the spatial strategy needs to recognise new garden villages as well as the larger garden settlements. These in addition to the smaller allocations will help the plan soundly meets its housing targets.

xi. Gladman supports the concept of new garden communities which represent a potentially sustainable means of providing new homes, jobs and associated community infrastructure in the longer term. It is, however, concerned that the scale, complexity and development requirements of the garden communities proposed is such that their anticipated deliverability is questionable and consequently considers that the Plan contains unrealistic expectations for the delivery of new housing on such developments.

xii. Having regard to the need for the preparation of the Strategic Growth Development Plan Documents, a significant amount of land assembly to be undertaken, the need for a considerable amount of infrastructure to be provided and the expectation that the Garden Communities will each involve two authorities, Gladman considers that it is extremely unlikely that the delivery of new housing on these sites will be achieved within the timescales anticipated by the Councils.

xiii. Gladman support the inclusion of a detailed Settlement Hierarchy in Policy SPL1 of the Plan and the definition of Clacton, Harwich and Dovercourt as Strategic Urban Settlements. Gladman also support the identification of Lawford as a Smaller Urban Settlement where modest levels of housing growth will be directed.

xiv. However, Gladman object to the categorisation of Ardleigh as a Smaller Rural Settlement. Ardleigh is considered to be a sustainable settlement with good access to services and facilities to meet the daily needs of its residents. It is located in close proximity to Colchester with high quality bus service from early morning until the evening allowing easy access to the town for employment, education and leisure purposes. It is therefore considered that Ardleigh should be categorised as a Rural Service Centre.

xv. Gladman have some concerns with regards to the Housing Land Supply Policy LP1. The table set out within Section 5.1 of the Plan (Table A) also includes completions data from the start of the Plan period until 2016/17. This shows an existing shortfall in housing supply against the housing requirement totalling 826 units or one and a half years' worth of supply. This is a significant under-supply of dwellings and represents real people in need of housing now. It is therefore essential that the Council allocates a range of housing sites in a variety of locations and of a variety of sizes to ensure that the housing needs of local people are delivered in the short term, before the large scale strategic sites come on stream and to meet the significant backlog within the first five years of the Plan.

xvi. Gladman are promoting a number of sites in sustainable locations which are available, achievable and deliverable and should be included within the Tendring Local Plan as residential allocations. These include:

a. Bromley Road, Parsons Heath (Appendix 3).

b. Grange Road, Lawford (Appendix 4).

c. Wick Lane, Ardleigh (Appendix 5).

d. Land East of Oakwood Park, Clacton (Appendix 6).

2 INTRODUCTION

2.1 Introduction

2.1.1 This representation is made by Gladman Developments Ltd (GDL) in response to the current consultation on the publication version of the Tendring District Local Plan (TDLP). GDL specialise in the promotion of strategic land for residential development with associated community infrastructure and has land interests across Tendring.

2.1.2 GDL has considerable experience in the development industry in a number of sectors including residential and employment development. From that experience, it understands the need for the planning system to provide local communities with the homes and jobs that they need to ensure that they have access to a decent home an employment opportunities.

2.1.3 GDL also has a wealth of experience in contributing to the Development Plan preparation process, having made representations on numerous local planning documents through the UK and having participated in many local plan public examinations. It is on the basis of that experience that the comments are made in this representation.

2.2 Context

2.2.1 The National Planning Policy Framework sets out four tests that must be met for Local Plans to be considered sound. In this regard, we submit that in order to prepare a sound plan it is fundamental that it is:

- **Positively Prepared –** The Plan should be prepared on a strategy which seeks to meet objectively assessed development and infrastructure requirements including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on a proportionate evidence base.
- **Effective –** the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with National Policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

2.3 Previous Submissions

2.3.1 GDL have made submission in response to the following consultations in relation to the TDLP.

- Issues and Options (September 2015)
- Preferred Option (August 2016)

2.4 Overview of Soundness

2.4.1 Due to the significant issues raised through this submission, and summarised in Table 1 below, GDL consider it necessary that we are given the opportunity to discuss our representations further at the Examination in Public.

Table 1 – Summary of policy soundness

Policy	Sound/Unsound	Test of Soundness	Reason	Evidence
SP1	Sound	Consistent with National Policy	Reflects the presumption in favour of sustainable development.	NPPF
SP2	Unsound	Effective	Support for focus on existing settlements but consider that the Spatial Strategy should consider smaller Garden Villages as a potential source of housing supply in the short-term.	NPPF
SP3	Unsound	Positively Prepared	The Plan does not meet the full objectively assessed housing needs for Tendring.	Barton Willmore Technical Review of Housing Needs.
SP5	Unsound	Effective	See response to Colchester Borough Local Plan Part 1.	
SP7	Unsound	Effective	There are concerns over the speed of delivery of the Garden Communities and as such there is a lack of housing supply in the early part of the Plan period and a shortfall of supply across the entire Plan which needs to be addressed with further allocations.	
SP8	Unsound	Effective	Gladman consider that the Garden Community on the boundary of Colchester and Tendring will not	Strutt and Parker

			deliver units as quickly as the Council expect and therefore further smaller scale housing sites will be required to be allocated to deliver in the short term.	
SPL1	Unsound	Positively Prepared	Gladman support the identification of Clacton as a Strategic Urban Settlement and Lawford as a Smaller Urban Settlement. However, Gladman consider that Ardleigh is mis-categorised and based on its services and facilities and proximity to Colchester, it should be a Rural Service Centre.	NPPF
SPL2	Unsound	Positively Prepared Consistent with National Policy	The use of Settlement Development Boundaries to arbitrarily restrict sustainable sites from coming forward does not accord with the positive approach to growth required by the Framework.	NPPF
SPL3	Unsound	Positively Prepared Consistent with National Policy	Policy SPL3 should be reworded to allow the decision maker to undertake a planning balance exercise as required by the NPPF rather than a proposal having to meet every criteria.	NFFF
HP4	Comment	Consistent with National Policy	Local Greenspace designations should conform with Paragraph 77 of the Framework.	NPPF
LP1	Unsound	Positively Prepared Effective Consistent with National Policy	The Council have a recognised housing shortfall which is significant and should be rectified within the first five years of the Plan period. A larger	NPPF

			flexibility factor should also be built into the plan to ensure the housing requirement is met.	
LP2	Sound		The focus on retirement and extra care accommodation is supported.	NPPF
LP3	Unsound	Positively Prepared Effective Consistent with National Policy	The Council needs to provide sufficient evidence to justify the requirement for internal space requirements.	NPPF WMS
LP5	Unsound	Effective	There is an inconsistency in the Plan over the requirement for affordable housing.	TDLP
LP10	Sound	Effective	Support the Council's approach to Care and Independent Assisted Living.	
PP12	Comment		LPAs should work positively with developers to address Educational provision.	NPPF
PPL3	Unsound	Positively Prepared Consistent with National Policy	Policy PPL3 is inconsistent with the Framework's approach to designated landscapes.	NPPF
PPL6	Unsound	Positively Prepared Consistent with National Policy	Policy PPL6 is inconsistent with the Framework and the need to balance all factors in making development management decisions.	NPPF
PPL8	Unsound	Consistent with National Policy	Policy PPL8 is not consistent with the Framework in its treatment of Heritage Assets.	NPPF
PPL9	Unsound	Consistent with National Policy	Policy PPL8 is not consistent with the Framework in its treatment of Heritage Assets.	NPPF
CP2	Unsound	Consistent with National Policy	Policy CP2 is not consistent with the Framework in its	NPPF

			treatment of traffic impact	
DI1	Unsound	Justified	There is no definition of the term minimum developer profit level which makes the Policy unclear.	NPPF

3 NATIONAL PLANNING POLICY

3.1 National Planning Policy Framework and Planning Practice Guidance

3.1.1 The NPPF has been with us now for over five years and the development industry has experience with its application and the fundamental changes it has brought about in relation to the way the planning system functions. The NPPF sets out the Government's goal to 'significantly boost the supply of housing' and how this should be reflected through the preparation of Local Plans. In this regard, it sets out specific guidance that local planning authorities must take into account when identifying and meeting their objectively assessed housing needs:

> **"To boost significantly the supply of housing, local planning authorities should:**
>
> - **Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.**
> - **Identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements…"**
> - **Identify a supply of specific, developable sites or broad locations for growth, for years 6-10, and where possible for years 11-15" (Paragraph 47)".**

3.1.2 The starting point of identifying objectively assessed housing needs is set out in paragraph 159 of the NPPF, which requires local planning authorities to prepare a Strategic Housing Market Assessment (SHMA), working with neighbouring authorities where housing market areas cross administrative boundaries. It is clear from the NPPF that the objective assessment of housing needs should take full account of up-to-date and relevant evidence about the economic and social characteristics and prospects of the area, with local planning authorities ensuring that their assessment of and strategies for housing and employment are integrated and take full account of relevant market and economic signals (paragraph 158).

3.1.3 Once a local authority has identified its objectively assessed needs for housing these needs should be met in full, unless any adverse impacts would significantly and demonstrably outweigh the benefits of doing so (paragraph 14). Local planning authorities should seek to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Adverse impacts on any of these dimensions should be avoided. Where adverse impacts are unavoidable, mitigation or compensatory measures may be appropriate (paragraph 152).

3.1.4 As the Council will be aware the Government published its final suite of Planning Practice Guidance (PPG) on the 6th March 2014, clarifying how specific elements of the NPPF should be interpreted

when preparing their Local Plans. The PPG on the Housing and Economic Development Needs in particular provides a clear indication of how the Government expects the NPPF to be taken into account when Councils are identifying their objectively assessed housing needs. Key points from this document include:

a. Household projections published by the Department for Communities and Local Government should provide the starting point estimate of overall housing need.

b. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic underperformance, infrastructure or environmental constraints.

c. Household projection based estimates of housing need may need adjusting to reflect factors affecting local demography and household formation rates which are not captured by past trends, for example historic suppression by under supply and worsening affordability of housing. The assessment will need to reflect the consequences of past under delivery and the extent to which household formation rates have been constrained by supply.

d. Plan makers need to consider increasing their housing numbers where the supply of working age population is less than projected job growth, to prevent unsustainable commuting patterns and reduced local business resilience.

e. Housing needs indicated by household projections should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings.

3.1.5 The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed, and the larger the additional supply response should be.

3.1.6 The total affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help to deliver the required number of affordable homes.

3.2 Housing White Paper – Fixing our broken housing market

3.2.1 The Government published the Housing White Paper in February 2017 for consultation. Whilst it is a White Paper, it nevertheless represents a very clear direction of travel and clear indication of the Government's intent. The Council will need to consider the emerging Plan against the points raised within the White Paper, and monitor the progress of the consultation as the proposals within it materialise as potential reforms to the planning system. Given that the intention of the document

is to have some of its proposed changes come into force by November 2017, it is highly likely that a number of its measures will be relevant considerations prior to the adoption of the plan.

3.2.2 The title of the White Paper makes apparent that the Government considers the housing market to be broken, it is also clear from the document forward by the Prime Minister that the cost of housing is a key part of why the housing market is considered broken. In the foreword, the Prime Minster states:

> **"Today the average house costs almost eight times average earnings – an all-time record."**
>
> **"In total, more than 2.2 million working households with below-average incomes spend a third or more of their disposable income on housing."**
>
> **"We need to build many more houses, of the type people want to live in, in the places they want to live. To do so requires a comprehensive approach that tackles failure at every point in the system."**

3.2.3 The second foreword from the Secretary of State adds further to the Government's thinking, particularly on the need to build new homes now, it states:

> **"This country doesn't have enough homes. That's not a personal opinion or a political calculation. It's a simple statement of fact"**
>
> **"Soaring prices and rising rents caused by a shortage of the right homes in the right places has slammed the door of the housing market in the face of a whole generation."**
>
> **"That has to change. We need radical, lasting reform that will get more homes built right now and for many years to come."**

3.2.4 The White Paper outlines further potential reforms to the plan making process, OAN methodology, and Green Belt consideration and housing delivery tests, amongst others. Gladman will refer to key aspects from the White Paper in relevant sections of this representation.

3.2.5 The reason for this housing crisis is that the country is simply not building enough homes and has not done so for far too long. The consensus is that we need from 225,000 to 275,000 or more homes per year to keep up with population growth and to start to tackle years of under-supply.

3.2.6 Everyone involved in politics and the housing industry therefore has a moral duty to tackle this issue head on. The White Paper states quite unequivocally that *"the housing shortage isn't a looming crisis, a distant threat that will become a problem if we fail to act. We are already living in it."*

3.2.7 Tackling the housing shortage is not easy. It will inevitably require some tough decisions. But the alternative, according to the White Paper, is a divided nation, with an unbridgeable and ever-widening gap between the property haves and have-nots.

3.2.8 The challenge of increasing supply cannot be met by Government alone. It is vital to have local leadership and commitment from a wide range of stakeholders, including local authorities, private developers, housing associations, lenders and local communities.

3.2.9 The starting point is building more homes. This will slow the rise in housing costs so that more ordinary working families can afford to buy a home and it will also bring the cost of renting down. We need more land for homes where people want to live. All areas therefore need a plan to deal with the housing pressures they face.

3.2.10 Currently, over 40 per cent of local planning authorities do not have a plan that meets the projected growth in households in their area. All local authorities should therefore develop an up-to-date plan with their communities that meets their housing requirement based upon an honest assessment of the need for new homes.

3.2.11 Local planning authorities have a responsibility to do all that they can to meet their housing requirements, even though not every area may be able to do so in full. The identified housing requirement should be accommodated in the Local Plan, unless there are policies elsewhere in the Framework that provide strong reasons for restricting development, or the adverse impacts of meeting this requirement would significantly and demonstrably outweigh the benefits. Where an authority has demonstrated that it is unable to meet all of its housing requirement, it must be able to work constructively with neighbouring authorities to ensure the remainder is met.

3.2.12 Plans should be reviewed regularly, and are likely to require updating in whole or in part at least every five years. An authority will also need to update their plan if their existing housing target can no longer be justified against their objectively assessed housing requirement.

3.2.13 Policies in Local Plans should also allow a good mix of sites to come forward for development, so that there is choice for consumers, places can grow in ways that are sustainable, and there are opportunities for a diverse construction sector including opportunities for SME housebuilders to deliver much needed housing.

3.2.14 In terms of rural areas, the Government expects local planning authorities to identify opportunities for villages to thrive, especially where this would support services and help meet the need to provide homes for local people who currently find it hard to live where they grew up. It is clear that improving the availability and affordability of homes in rural areas is vital for sustaining rural communities, alongside action to support jobs and services. There are opportunities to go further to support a good mix of sites and meet rural housing needs, especially where scope exists to expand settlements in a way which is sustainable and helps provide homes for local people. This is

especially important in those rural areas where a high demand for homes makes the cost of housing a particular challenge for local people.

3.2.15 Finally, the Government has made it clear through the White Paper that local planning authorities are expected to have clear policies for addressing the housing requirements of groups with particular needs, such as older and disabled people.

3.2.16 The White Paper is the cornerstone of future Government policy on fixing the broken housing market. It provides the direction of travel the Government is intending to take and is a clear statement of intent that this Government is serious about the provision of the right number of houses in the right places. The Tendring Local Plan therefore needs to consider these policy intentions now in order to ensure that it fulfils the Government's agenda and provides the homes that its local communities need.

3.2.17 Following the election, Sajid Javid re-iterated the Government's intentions for boosting housing growth stating that he wants areas that have benefitted from soaring property prices to play their part in solving the housing crisis. Mr Javid pointed out that where property prices were particularly unaffordable, local leaders would need to take a long, hard and honest look to see if they are planning for the right number of homes. He also announced that a new consultation on a standardised methodology for calculating housing needs would be released in July 2017. The Council will therefore need to consider the implications of this consultation going forward.

4 DUTY TO COOPERATE

4.1 Overview

4.1.1 The Duty to Cooperate is a legal requirement established through Section 33(A) of the Planning and Compulsory Purchase Act, 2004, as amended by Section 110 of the Localism Act. It requires local authorities to engage constructively, actively and on an ongoing basis with neighbouring authorities on cross-boundary strategic issues throughout the process of Plan preparation. As demonstrated through the outcome of the 2012 Coventry Core Strategy Examination and the 2013 Mid Sussex Core Strategy Examination, if a Council fails to satisfactorily discharge its Duty to Cooperate, this cannot be rectified through modifications and an Inspector must recommend non-adoption of the Plan.

4.1.2 Whilst Gladman recognise that the Duty to Cooperate is a process of ongoing engagement and collaboration as set out in the PPG, it is clear that it is intended to produce effective policies on cross boundary strategic matters. In this regard, the Tendring District Plan must be able to demonstrate that it has engaged and worked with neighbouring authorities, alongside their existing joint working arrangements, to satisfactorily address cross boundary strategic issues and the requirement to meet any unmet housing needs. This is not simply an issue of consultation but a question of effective cooperation.

4.1.3 Tendring is working alongside the other North Essex Authorities (Colchester and Braintree) to prepare a strategic plan which sets the overall strategic framework for planning in the area upon which, the local plans can be based. This approach is to be welcomed as it allows the authorities to address cross-boundary strategic issues such as the delivery of new settlements in a coordinated manner. It is considered that Maldon is also part of the same Housing Market Area as Tendring, Colchester and Braintree but it is recognised that their Local Plan preparation is ahead of the other authorities and for practical purposes it may not be possible to align key evidence. However, it is important to recognise that the North Essex authorities have a number of key links with other LPAs outside of North Essex including Maldon, Chelmsford and Uttlesford and they need to work cooperatively with these authorities, through the Duty to Cooperate to address cross boundary issues.

4.1.4 It is noted in paragraph 1.8 of the TDLP that Chelmsford is part of the Housing Market Area (HMA) which encompasses the North Essex authorities who are preparing the joint plan, however they are not part of the joint plan making process. The Council will therefore need to ensure that such an approach is robustly evidenced, and that regardless of the joint plan making between Colchester, Braintree and Tendring sufficient consideration of strategic issues as they relate to Chelmsford are undertaken through the Duty to Cooperate. For example, the planned opening of Crossrail which has its eastern terminus at Shenfield, near Chelmsford.

4.1.5 Further, the PPG reflects on the public bodies which are subject to the duty to cooperate. It contains a list of the prescribed bodies. The PPG then goes on to state that:

> **"These bodies play a key role in delivering local aspirations, and cooperation between them and local planning authorities is vital to make Local Plans as effective as possible on strategic cross boundary matters."**

5 SUSTAINBILITY APPRAISAL

5.1 Context

5.1.1 Under Section 19 of the 2004 Planning and Compulsory Purchase Act, policies set out in Local Plans must be subject to Sustainability Appraisal (SA). Incorporating the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004, SA is a systematic process that should be undertaken at each stage of the Plan's preparation, assessing the effects of the Local Plan's proposals on sustainable development when judged against reasonable alternatives.

5.1.2 The Council need to ensure that the results of the SA process clearly justify its policy choices. In meeting the development needs of the area, it should be clear from the results of the assessment why some policy options have been progressed, and others have been rejected. Undertaking a comparative and equal assessment of each reasonable alternative, the Council's decision making and scoring should be robust, justified and transparent.

5.1.3 Gladman remind the Council that there have now been a number of instances where the failure to undertake a satisfactory SA has resulted in Plans failing the test of legal compliance at Examination or being subjected to legal challenge.

5.2 North Essex and Tendring Sustainability Appraisal

5.2.1 Gladman instructed Lichfields to assess the outputs from the Sustainability Appraisal (SA) that has been undertaken for the Part 1 North Essex Authority Plan and the Part 2 Tendring Local Plan. Associated Part 2 reports were also prepared for Braintree and Colchester.

5.2.2 The report, included in full as Appendix 1, has made a number of conclusions which are set out in summary in the paragraphs below.

5.2.3 Although the quantity of sites assessed for garden communities is deemed acceptable, the site selection has been artificially supressed by the 5,000-dwelling threshold that has been applied. There is overwhelming evidence that this has resulted in a narrow focus being applied to the consideration of the new Garden Community options.

5.2.4 The Sustainability Assessment for Tendring only explores a settlement hierarchy approach to the spatial distribution of housing and there is no evidence to suggest that this is the most sustainable approach to development in Tendring.

5.2.5 The Sustainability Appraisal's approach to site allocations in Tendring cannot be considered robust as they are built on an unjustified approach to housing distribution. They have been considered against which settlement they are in and therefore this has the potential to exclude more sustainable sites just because they are located in a settlement where there are already enough site allocations or it is within a settlement which is further down in the hierarchy.

5.2.6 On top of this, nowhere in the SA is the appropriate level of development for each settlement in the hierarchy established and therefore it is completely unknown if this is the most sustainable level that could be achieved. There is also no clarity as to why strategic housing allocations have been chosen in the areas they have been and why those in other locations have been excluded.

5.2.7 On the whole, these factors set out that there is a distinct lack of information supporting any of the conclusions made on housing distribution and site allocations and therefore they cannot be relied upon within this Sustainability Appraisal to allow the Local Plan to be found sound.

6 OBJECTIVELY ASSESSED HOUSING NEED (OAN)

6.1 Background

6.1.1 The process of undertaking an OAN is clearly set out in the Framework, principally in §14. §47, §152 and §159 and should be undertaken in a systemic and transparent way to ensure that the plan is based on a robust evidence base.

6.1.2 The starting point for this assessment requires local planning authorities to have a clear understanding of housing needs in their area. This involves the preparation of a Strategic Housing Market Assessment (SHMA) working with neighbouring authorities where housing markets cross administrative areas as detailed in §159 of the Framework. The Framework goes on to set out factors that should be included in a SHMA including identifying:

> **"the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:**
>
> - **Meets household and population projections taking account of migration and demographic change;**
> - **Addresses the need for all types of housing including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and**
> - **Caters for housing demand and the scale of housing supply necessary to meet this demand."**

6.1.3 Key points that are worth noting from the above are that the objective assessment should identify the full need for housing before the Council consider undertaking any process of assessing the ability to deliver this figure. In addition, §159 specifically relates to catering for both housing need and housing demand within the authority area. It is also worth pointing out that any assessment of housing need and demand within the SHMA must also consider the following factors; falling household formation rates, net inward migration, the need to address the under provision of housing from the previous local plan period, the results of the Census 2011, housing vacancy rates including the need to factor in a housing vacancy rate for churn in the housing market, economic factors to ensure that the economic forecasts for an area are supported by sufficient housing to deliver economic growth, offsetting a falling working age population by providing enough housing to ensure retiring workers can be replaced by incoming residents, addressing affordability and delivering the full need for affordable housing in the area.

6.1.4 Of particular importance is the need to consider market signals. The consideration of market signals is one of the core planning principles considered in §17 of the Framework, which states:

> **"Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities."**

6.1.5 Of critical importance is what the Framework goes on to say in §158 in the section discussing Plan Making. It states here that:

> **"Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals."**

6.1.6 Market signals are therefore at the very core of what the Framework is trying to achieve in promoting sustainable development and boosting the supply of housing land.

6.1.7 The Planning Practice Guidance (PPG) gives further explanation to what the Framework means with regards to market signals, and sets out in a range of paragraphs the way in which local planning authorities should go about factoring in relevant market signals in arriving at their OAN. §19 and §20 of the PPG gives guidance on what market signals should be taken into account and how plan makers should respond to these market signals. The below extract identifies some particularly pertinent points:

> **"The housing need number suggested by household projections (the starting point) should be adjusted to reflect the appropriate market signals, as well as other market indicators of the balance between demand for and supply of dwellings. Prices of rents rising faster than national/local average may well indicate particular market undersupply relative to demand."**

6.1.8 The paragraph goes on to indicate that these factors would include, but should not be limited to land prices, house prices, rents, affordability, rates of development and overcrowding. However, given what the Framework says at §17, quoted above, it seems clear that particular consideration should be given to affordability.

6.1.9 In order to consider how market signals should be taken forward §20 identifies some key concepts:

> **"Appropriate comparisons of indicators should be made. This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections."**

6.1.10 It is therefore clear that where market signals are apparent (in any of the indicators assessed) there is an absolute and clear direction that an upward adjustment to housing numbers is required. It is

also clear that both the level of change and the rates of change are considerations and that local planning authorities need to carefully benchmark themselves against other areas. This should not simply be a case of considering neighbouring authorities but should look at, as well as these, local authorities on a national basis, if the demographic and economic indicators are relevant. Gladman are firmly of the view that considering comparisons purely against neighbouring authorities is not sufficiently robust and does not address the underlying issues which both the Framework and the PPG are trying to tackle with regard to housing.

6.1.11 What is of further importance when considering these issues is the period of time analysed when considering both relative and absolute change. It has become apparent in our consideration of a number of plans that many local planning authorities choose to look at periods of time which are not fully representative of the depth of the housing crisis which we are currently within.

6.1.12 Gladman is of the view that local planning authorities must take a long-term view when considering affordability and consider the relative and absolute change over a long term 15-20 year period, which coincides with the normal time span of a Local Plan. Authorities should assess as a constituent part of their OAN, how they can improve affordability over the life time of a plan to a point where affordability is more in line with average earnings and affordable mortgage lending rates. They should assess a level of housing over the 15-20 year plan period which would enable this step change and consider its deliverability in the plan. Only through planning for significant housing growth can local authorities realistically tackle market signals in the way advocated by the PPG and tackle the affordability and housing crisis.

6.1.13 The need to identify the full OAN before considering any issues with the ability of a Local Planning Authority to accommodate that level of development has been confirmed in the High Court. Most notably in Solihull Metropolitan Borough Council v (1) Gallagher Homes Limited (2) Lioncourt Homes Limited where it was considered that arriving at a housing requirement was a two-stage process and that first the unconstrained OAN must be arrived at. In the judgment, it was stated:

> **"The NPPF indeed effected a radical change. It consisted in the two-step approach which paragraph 47 enjoined. The previous policy's methodology was essentially the striking of a balance. By contrast paragraph 47 required the OAN [objectively assessed need] to be made first, and to be given effect in the Local Plan save only to the extent that that would be inconsistent with other NPPF policies. […] The two-step approach is by no means barren or technical. It means that housing need is clearly and cleanly ascertained. And as the judge said at paragraph 94, "[h]ere, numbers matter; because the larger the need, the more pressure will or might be applied to [impinge] on other inconsistent policies".**

6.1.14 Therefore, following the exercise to identify the full OAN for housing in an area:

> **"Local planning authorities should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Where adequate mitigation measures are not possible, compensatory measures may be appropriate." (NPPF §152)**

6.1.15 This statement clearly sets out that local planning authorities should seek to deliver the full OAN and that this should be tested through the evidence base. Only where the evidence shows that this is not achievable, should they then test other options to see if any significant adverse impacts could be reduced or eliminated by pursuing these options. If this is not possible then they should test if the significant adverse impacts could be mitigated and where this is not possible, where compensatory measures may be appropriate.

6.1.16 The final stage of the process is outlined in §14 and involves a planning judgement as to whether, following all of the stages of the process outlined above:

> **"Local Plans should meet OAN, with sufficient flexibility to adapt to rapid change, unless:**
>
> - **any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole; or**
> - **specific policies in this Framework indicate development should be restricted."**

6.1.17 It is also worth noting that the final part of this sentence refers to footnote 9 of the Framework which sets out the types of policies that the Government consider to be restrictive. These include:

> **"sites protected under the Birds and Habitat Directive (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion".**

6.1.18 Although this list is not exhaustive it is clear that local landscape designations, intrinsic value of the countryside, character of areas, green gaps etc. are not specifically mentioned as constraints by the Framework.

6.1.19 Obviously, the Government intends to standardise the calculation of housing need as set out in the White Paper on housing. As yet, we are unaware of what the new methodology will involve but the

Council will need to keep the evidence base of the Local Plan under constant review to ensure that it reflects the latest guidance as the White Paper is implemented. It is anticipated that the consultation on the standardised housing needs calculation will take place in July/August 2017.

7 SHARED STRATEGIC PLAN - TENDRING

7.1 Overview

7.1.1 Gladman note the positive intentions for the North Essex areas as outlined in paragraphs 1.1 – 1.13 of the Plan. Clearly there are a range of issues which promote the need for a strategic approach and Gladman support the concept of joint plan making to ensure that unmet housing needs can be met in a region or sub region. That said, Gladman note a number of concerns from the opening paragraphs of Section 1.

7.1.2 Firstly, it is noted in paragraph 1.8 that Chelmsford is part of the Housing Market Area (HMA) which encompasses the North Essex authorities who are preparing the joint plan, however they are not part of the joint plan making process. The Council will need to ensure that such an approach is robustly evidenced, and that regardless of the joint plan making between Colchester, Braintree and Tendring sufficient consideration of strategic issues as they relate to Chelmsford are undertaken through the Duty to Cooperate. For example, the planned opening of Crossrail which has its eastern terminus at Shenfield, near Chelmsford.

7.1.3 Similarly, the plan in paragraph 1.10 also acknowledges that the adjacent authorities of Maldon and Uttlesford sit outside the HMA, but that ongoing consideration has been given to strategic issues with these authorities. Gladman remain sceptical of the view that Maldon sits outside of the HMA, nevertheless, as we outline in the previous paragraph, it will be imperative that even if the above authorities are considered to be outside of the HMA the cross boundary strategic issues will require addressing through the Duty to Cooperate. In particular, with regard to Uttlesford due consideration will need to be given to key regional issues such as the planned growth at Stanstead Airport.

7.1.4 The plan in paragraph 1.25 clearly recognises the economic growth potential of the area, as we have highlighted above there are also regional infrastructure drivers which are likely to sustain significant economic growth over the plan period and beyond. Gladman are therefore supportive of the joint plan making initiative and its desire to sustainably meet development needs. The Councils however must not ignore their neighbouring authorities in Essex as they plan for the future of their districts.

7.2 Vision for the Strategic Area

7.2.1 The vision for the areas is set out within paragraph 1.30 of the consultation document. Whilst Gladman are fully supportive of the ambitious nature of this vision, seeking for North Essex to be an area of significant growth over the period to 2033 and beyond, it is critical that the plan provides the policies which are capable of delivering this vision.

7.2.2 It is key that this positive vision remains within the strategic plan and that it seeks to provide for significant economic growth and housing to meet the full needs of the districts. Alongside this it is

fundamental that the associated infrastructure is planned for and delivered at the appropriate time. These themes, critically, must also cascade down beyond the joint strategic plan and become the cornerstones for the development of the policies within the individual Local Plans.

7.2.3 Clearly North Essex has an important role to play, not just locally, but as a key element of wider national importance. Its location in the South East, largely free of constraints mean that as well as being able to capitalise on the economic growth of Essex, and the important infrastructure at Stanstead Airport and through Crossrail, it can make a significant contribution towards helping alleviate housing pressure on both London and the constrained Green Belt authorities to the south. These wider regional issues should not be forgotten when considering the context of North Essex and the vision and policies within the plans.

7.3 Policy SP1 – Presumption in Favour of Sustainable Development

7.3.1 Gladman are fully supportive of the inclusion of the policy on Sustainable Development. The ethos of sustainable development is key to assessing planning proposals, it is the golden thread running through the NPPF.

7.4 Policy SP2 – Spatial Strategy for North Essex

7.4.1 Gladman note the different spatial strategies for the component authorities within the Local Plan, we will comment on the spatial strategy for Tendring in the following section. With regard to the specific provision of Policy SP2, Gladman support the fact that growth will effectively come from development in and around existing settlements and through the new garden communities allocated in the plan. We also support the policy in recognising that the level of growth to be apportioned to a settlement will depend on the needs of that settlement and that in particular the diversification of the rural economy will be important. It will be important for the spatial strategies of the individual local plans to have these issues in mind when allocating sites and considering planning applications.

7.4.2 Gladman's experience is that the best way in which to ensure the delivery of housing targets is to maintain a good spread of sites and site typologies across the districts. When considering the housing needs in North Essex (and with one eye to the next plan period) it is reasonable for the Council to consider new settlements. Gladman would contend however, that there is an additional level of sites which could require further consideration by the Councils to ensure they can meet their short and medium term housing needs. Whilst the new garden settlements will help meet housing demands in the medium/long term, the level of infrastructure required to deliver the sites is costly and substantial. It is therefore likely to take time to implement.

7.4.3 On the other end of the scale the smaller allocations in the plan will no doubt deliver quickly. To fill the gap between the two, Gladman consider that the Council may wish to further assess proposals for new garden villages. These new settlements of typically 1,000-1,500 dwelling can be developed

in places where there is considerable existing infrastructure and can be brought forward relatively quickly. Such proposals, if carefully selected, can contribute dwelling completions within the first 5-10 years of a plan period, thus giving the Council more of a buffer.

7.4.4 It is our view therefore, that the spatial strategy needs to recognise new garden villages as well as the larger garden settlements. These, in addition to the smaller allocations, will help the plan soundly meets its housing targets.

7.4.5 We consider these issues further below when we address the level of overall housing need in North Essex and when considering overall Local Plan trajectories. However at this time, whilst there is support for elements of policy SP2, without provision for the medium size sites, such as new Garden Villages we consider the spatial strategy would be problematic in delivering housing needs. We therefore consider it inconsistent with National Policy and not justified or effective and as such unsound.

7.5 Policy SP3 – Meeting Housing Needs

7.5.1 Gladman object to Policy SP3 in that it fails to identify the full need for housing across the Housing Market Area (HMA).

7.5.2 Gladman instructed Barton Willmore to prepare a critique of the Council's latest housing needs evidence base to assess how robust the study was. The full report is attached as Appendix 2 and relates specifically to Tendring District. However, Barton Willmore undertook this exercise on an HMA basis and for ease of use, prepared three reports, one for each of the districts currently consulting upon their Plans (Braintree, Colchester and Tendring). The representations that Gladman have prepared for the other districts' consultations (Braintree and Colchester) contain the detailed reports relating to each of the respective authorities.

7.5.3 Barton Willmore consider that Maldon forms part of the wider HMA and should have been included within the study of housing needs.

7.5.4 Whilst the Housing Needs Update Report correctly identifies the demographic starting point for Braintree, Colchester and Chelmsford, it presents a figure for Tendring of 480 dwellings per annum which is below the DCLG 2014-based Household Projections starting point of 674 dwellings per annum. This is due to an adjustment which is made by the study to account for Unattributable Population Change (UPC). Barton Willmore consider that it is inappropriate to make such an adjustment because of a number of factors which are highlighted in Section 4 of their report (Appendix 2) and on this basis, they consider the correct demographic starting point for Tendring should be **674 dwellings per annum**.

7.5.5 No consideration has been made within the Housing Needs Update Report of alternative migration trends for Tendring whereas for Braintree, Colchester and Chelmsford alternative trends have been considered.

7.5.6 The Housing Needs Update Report concludes that based upon the Greater London Authority (GLA) demographic scenario which looks at increased migration out of London, only an additional 74 dwellings per annum will be needed across the HMA to house out-migrants from London. The report concludes that this increase is insignificant and therefore does not make an adjustment to overall housing need in the HMA. Barton Willmore disagree as 74 dwellings per annum across the Plan period would total an additional 1,776 dwellings across the HMA.

7.5.7 The Housing Needs Update Report does not make any adjustment to address suppressed household formation which Barton Willmore have identified as an issue in Tendring due to undersupply and worsening affordability.

7.5.8 The Housing Needs Update Report does not provide a consistent approach to the assessment of the economic element of the housing needs calculation. A different approach is applied to Tendring based upon the demographic adjustment made for UPC. Barton Willmore consider that the approach to UPC employed is fundamentally flawed and consequently any adjustment to the economic element of the housing need calculation should similarly not include an adjustment for UPC.

7.5.9 The Housing Needs Update Report only considered a single economic forecast and economic forecasts can vary greatly between forecasting houses. In order to avoid any volatility, Barton Willmore suggest that the study should have considered economic forecasts from the three recognised forecasting houses and calculated a triangulated average.

7.5.10 Another weakness of the Housing Needs Update Report is that it provides no detail of how issues such as unemployment, commuting or economic activity rates have been considered in Tendring. Relying on Experian's Economic Activity Rates has been acknowledged by various Inspectors as risky as they place a reliance on high economic activity rates for older people.

7.5.11 Finally, whilst the Housing Needs Update Report acknowledges worsening Market Signals and makes an adjustment of a 15% uplift for Tendring, based upon the evidence and other methods of calculating the level of uplift required to address affordability, a higher uplift is justified.

7.5.12 In Barton Willmore's professional opinion, 550 dwellings per annum represents an under estimate of the level of housing need for Tendring and at the minimum, there is a need for **674 dwellings per annum** simply to meet the demographic need identified by DCLG in the household projections. Barton Willmore's overall conclusion is that the true level of housing need in Tendring is between 674 and 972 dwellings per annum.

7.5.13 This section has set out a brief summary of Barton Willmore's findings and for the detail, the Council should refer to the full report attached as Appendix 2.

7.6 Policy SP5 –Infrastructure and Connectivity

7.6.1 Gladman commissioned Strutt and Parker to undertake an assessment of the delivery of the North Essex Garden Communities. As this report covers all of the Garden Communities and relates specifically to the strategic Part 1 North Essex Plan (the subject of a joint Examination in Public), the detail of its findings has been covered in Gladman's representations submitted as part of the response to the Colchester Borough Local Plan to avoid repetition.

7.6.2 Therefore, for Gladman's response to Policy SP5 please see Gladman's Colchester representations.

7.7 Policy SP7 – Development and Delivery of New Garden Communities in North Essex

7.7.1 Gladman notes the proposal to establish three new garden communities which are on the Tendring/Colchester boundary, Colchester/Braintree boundary and West of Braintree. Gladman supports the concept of new garden communities which represent a potentially sustainable means of providing new homes, jobs and associated community infrastructure in the long term. It is, however, concerned that the scale, complexity and development requirements of the garden communities proposed is such that their anticipated deliverability is questionable and consequently considers that the Plan contains unrealistic expectations for the delivery of new housing on such developments.

7.7.2 The two new garden communities proposed for Braintree District are ultimately expected to deliver between 15,000 and 24,000 new homes (Colchester/ Braintree Borders) and between 7,000 and 10,000 homes (West of Braintree) respectively. Both are expected to deliver 2,500 homes in the Plan period. The plan only identifies broad search areas for both proposals and it is proposed that further detail will be provided in due course by additional Strategic Growth Development Plan Documents which will be prepared for both garden community proposals jointly with Colchester Borough Council and Uttlesford District Council respectively.

7.7.3 Similarly, the new garden community on the border between Colchester and Tendring is proposed to be allocated for 7,000-9,000 dwellings with 2,500 anticipated to be delivered within the Plan period. Again, the plan only identifies a broad area of search for the proposal and it is proposed that further detail will be provided in due course by additional Strategic Growth Development Plan Documents

7.7.4 Having regard to the need for the preparation of the Strategic Growth Development Plan Documents, a significant amount of land assembly to be undertaken, the need for a considerable amount of infrastructure to be provided and the expectation that these developments will each involve two authorities, Gladman considers that it is extremely unlikely that the delivery of new housing on these sites will be achieved within the timescales anticipated by the Councils.

Furthermore, the inclusion of a requirement for Gypsy and Traveller provision to be made on the sites is also likely to add further complications (and thus delay) to the development process.

7.7.5 Gladman considers therefore, that there must be some degree of uncertainty as to whether the garden communities will deliver any homes at all during the plan period and that certainly the anticipated number of new homes that the Plan expects to be delivered within the plan period will be significantly less than set out in the policy.

7.7.6 Paragraph 1.108 of the Plan states that each of the garden communities is planned to deliver 2,500 dwellings and that no matter where they are physically built within the Local Plan period to 2033, they will be attributed as set out in section 2 of each of the individual Local Plans, or if more dwellings are built then on a 50:50 ratio between the two districts concerned." Gladman considers that such a manipulation of completions is artificial and is totally unjustified and unsupported by the NPPF and PPG. Dwelling completions can only accrue to the authority in which they are physically located. Bearing in mind that the location of the new garden communities are only indicative 'broad locations' at this stage, there is a possibility that when the extent of these proposed developments are finalised, the proportion of each site that is within one authority may actually be very small and its housing capacity may bear very little relationship with the above mentioned mechanism set out in the Local Plan.

7.8 Policy SP8 – Tendring/Colchester Border Garden Community

7.8.1 The new garden community on the border of Tendring and Colchester is proposed in Policy SP8 for between 7,000 and 9,000 dwellings with 2,500 dwelling anticipated for delivery before the end of the Plan period in 2033.

7.8.2 Whilst Gladman support the concept of garden communities, we have concerns with various aspects of their deliverability and question whether 2,500 units will be delivered by the end of the Plan period.

7.8.3 The site also requires the provision of pitches for Gypsy and Travellers as part of the allocation which presents additional barriers to the delivery of the site.

7.8.4 Policy SP8 requires a Strategic Growth DPD to be prepared which will set out the form and boundary of the new community and will also include a concept plan detailing the disposition and quantity of future land uses together with a phasing and implementation strategy.

7.8.5 With the need to prepare the Strategic Growth DPD, along with a significant amount of land assembly to be undertaken, the need for a considerable amount of infrastructure to be provided and the expectation that the development will involve two authorities, Gladman consider that there will be significant lead-in times associated with the site which calls into question its ability to deliver 2,500 units by 2033.

7.8.6 Policy SP8 also sets out a comprehensive and detailed list of requirements which will need to be provided as part of the development of the garden community. This includes 30% affordable housing, employment provision, a package of transport improvements, new healthcare facilities, new district and neighbourhood centres, a secondary school, primary schools and early-years facilities amongst other requirements.

7.8.7 With the requirement set out in Policy SP7 for the sequencing of development and infrastructure on the garden communities which needs to ensure that the latter is provided ahead of or in tandem with the development it supports, issues of development viability, cashflow and equalisation of developer contributions amongst the various interested parties will be complex. The legal agreements associated with any planning proposals for the site will similarly be lengthy and complex which will add significantly to the lead-in times associated with the site.

7.8.8 The work undertaken by Strutt and Parker on behalf of Gladman on the viability and deliverability of the garden community sites (submitted as part of the Gladman's representations on Part 1 of the Colchester Plan), coupled with the complexities outlined above, must call into question the ability of the garden communities to deliver the numbers of units that the Councils expect them to deliver in the Plan period. If this is the case, then additional sites will be required in the short to medium term to ensure housing delivery is maintained and a 5-year housing land supply can be demonstrated across the plan period before the garden communities come on stream. These sites should offer something different from the large scale strategic allocations to ensure competition in the market and to ensure that small to medium sized housebuilders have an opportunity to deliver sites within the districts. Smaller scale housing sites will therefore be required to plug the inevitable gap in housing supply and Gladman consider that the sites included in these representations offer suitable, available and deliverable alternatives which should be allocated in the Tendring Local Plan (See Appendices 3, 4, 5 and 6)..

8 LOCAL PLAN FOR TENDRING

8.1 Vision and Objectives

8.1.1 Gladman support the Vision contained in the Tendring Local Plan which seeks to meet local housing needs through a range of high quality new housing. The Council should not only be seeking to meet local needs, but should do everything it can to exceed the housing requirement given the lack of delivery in the past and the uncertainty over unmet housing needs in London.

8.1.2 Gladman support in principle, the Vision to create a new garden suburb to the east of Colchester on the border with Tendring to help meet the needs of both areas, although we have concerns over the site's ability to deliver in the timeframe set out in Part 1 of the Plan.

8.1.3 Gladman also support the Council's Vision to deliver modest levels of housing growth in the larger villages to support local services and facilities and meet local housing needs in areas such as Lawford. However, it is considered that the smaller villages such as Ardleigh are also capable of providing modest housing growth, in scale with the existing settlements, to ensure that their current services and facilities are maintained and local housing need is met. This should be reflected in the Vision.

8.1.4 Gladman consider that Objective 1 should be amended to state that the main objective is to meet housing needs **in full** by providing new dwellings with sufficient variety to meet the needs of a growing and ageing population.

8.1.5 In allocating sites, the Council should therefore be mindful that to maximize housing supply the widest possible range of sites, by size and market location are required so that house builders of all types and sizes have access to suitable land in order to offer the widest possible range of products. The key to increased housing supply is the number of sales outlets. For any given time period, all else being equal, overall sales and build out rates are faster from 20 sites of 50 units than 10 sites of 100 units or 1 site of 1,000 units. The maximum delivery is achieved not just because there are more sales outlets but because the widest possible range of products and locations are available to meet the widest possible range of demand. In summary, a wider variety of sites in the widest possible range of locations ensures all types of house builder have access to suitable land which in turn increases housing delivery.

8.2 Policy SPL1: Managing Growth

8.2.1 Whilst it is supported that the main urban areas continue to play a key role in the accommodation of future development within the district, this should not be at the expense of ensuring that the housing and employment needs of other settlements are met. Para 55 of the Framework seeks to promote sustainable development in rural areas to maintain and enhance rural vitality and viability. It is essential therefore, that the needs of the sustainable rural settlements across the district,

including Lawford and Ardleigh are assessed and meaningful growth apportioned to them to ensure their ongoing vitality and viability.

8.2.2 Gladman support the inclusion of a detailed Settlement Hierarchy in Policy SPL1 of the Plan and the definition of Clacton, Harwich and Dovercourt as Strategic Urban Settlements. Gladman consider that the Garden Community on the border of Colchester and Tendring is a potential appropriate solution to delivering the level of housing growth required to meet the needs of both districts in the long term but do have concerns over the viability of the proposal and the timescale for delivery.

8.2.3 Gladman also support the identification of Lawford as a Smaller Urban Settlement where modest levels of housing growth will be directed. Lawford is a vibrant settlement which adjoins the built-up area of the town of Manningtree and provides the community with direct access to a primary school, GP surgery and other services within Manningtree including a high school, train station, a range of retail opportunities, a pharmacy, public houses and a Post Office.

8.2.4 Gladman consider that given Lawford's services and facilities and its lack of constraints, the settlement is capable of supporting further growth beyond the minimum 1,500 to 2,500 dwellings proposed for this tier of the settlement hierarchy within the Local Plan

8.2.5 However, Gladman consider that Ardleigh is miss-categorised as a Smaller Rural Settlement both in terms of its current levels of services and facilities and its proximity and connections to Colchester. The settlement is by far the best performing Smaller Rural Settlement in terms of overall sustainability and is served by a number of core services including a primary school, a G.P. Surgery, a Post Office, a convenience store and a public house. It also has a village hall, playing fields and various sports clubs. There is a good level of employment within a 20-minute travel time of the settlement and fast broadband speeds are available that are sufficient to support home working, leisure and business activities.

8.2.6 Ardleigh is therefore considered to be a sustainable settlement with good access to services and facilities to meet the daily needs of its residents. It is located in close proximity to Colchester with high quality bus service from early morning until the evening allowing easy access to the town for employment, education and leisure purposes. It is therefore considered that Ardleigh should be categorised as a Rural Service Centre.

8.3 Policy SPL2: Settlement Development Boundaries

8.3.1 The Framework is clear that development which is sustainable should go ahead without delay. The use of settlement limits to arbitrarily restrict suitable development from coming forward on the edge of settlements would not accord with the positive approach to growth required by the Framework.

8.3.2 The Policy has been substantially reviewed since the previous version of the Plan and is now more positive in its approach to development outside of the arbitrary Settlement Development

Boundaries (SDB). The Council should recognise that a site's location outside of a SDB is only one factor that should be weighed in the planning balance when considering any particular proposal and it should not be the determinative factor in assessing whether a scheme is acceptable or not.

8.4 Policy SPL3: Sustainable Design

8.4.1 Policy SPL3 introduces a large number of criteria which proposals **must** meet in order to be considered acceptable. Gladman would point out that the Framework is based on a planning balance exercise being undertaken by the decision maker and it is only where the harms of a proposal significantly and demonstrably outweigh the benefits that planning permission should be refused. Policy SPL3 should therefore be worded to allow the decision maker to undertake such a balancing exercise and so that failure to meet any one of the criteria listed would not automatically mean a failure to conform with the policy overall. At present, Policy SPL3 is not worded in this positive fashion and should be redrafted.

8.4.2 Criterion (a) under Part B of the Policy states that proposals should not lead to an unacceptable increase in congestion. This is contrary to the Framework as para 32 states that development should only be refused on transport grounds where the residual cumulative impacts of development are severe. Criterion (a) should be reworded to reflect this guidance.

8.4.3 Part C of Policy SPL3 also requires developers to consider the use of renewable energy and the reductions of emissions as part of any proposals. The Written Ministerial Statement of 25th March 2015 clearly states that improvements in energy efficiency and carbon reductions will be delivered through changes to Building Regulations with only a limited number of optional technical standards that can be required through local plans where supported by specific evidence. There is no evidence that the Local Plan should require such measures and therefore this reference should be deleted from the Policy.

8.5 Policy HP4: Safeguarded Local Greenspace

8.5.1 Gladman take this opportunity to remind the Council of the tests which need to be met when seeking to designate Local Green Space (LGS).

8.5.2 Paragraph 77 of the Framework sets out the following in terms of when it is appropriate or not to designate land as a LGS.

> *"The Local Green Space designation will not be appropriate for most green areas or open space. The designation should only be used:*
>
> - *Where the green space is in reasonably close proximity to the community it serves;*
> - *Where the green area is demonstrably special to a local community and holds particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*

- *Where the green area concerned is local in character and is not an extensive tract of land."*

8.5.3 The Planning Practice Guidance (PPG) provides further guidance on LGS designations including paragraph ID. 37-015-20140306,

> *"There are no hard and fast rules about how big a Local Green Space can be because places are different and a degree of judgement will inevitably be needed. However, paragraph 77 of the National Planning Policy Framework is clear that Local Green Space Designation should only be used where the green area concerned is not an extensive tract of land. Consequently, blanket designation of open countryside adjacent to settlements will not be appropriate. In particular, designation should not be proposed as a 'back door' way to try to achieve what would amount to a new are of Green Belt by another name."*

8.6 Policy LP1: Housing Supply

8.6.1 Gladman have some concerns with regards to the Housing Land Supply Policy LP1. Our issues with the overall housing requirement have been set out above in Section 7.5 and in the report prepared by Barton Willmore on our behalf (Appendix 2). It is therefore not necessary to repeat these here.

8.6.2 Paragraph 5.1.3 of the Plan refers to the 550 homes a year housing requirement as a target. This is not consistent with the Framework as housing requirements should be expressed as a minimum and should be exceeded if possible. This statement should therefore be amended.

8.6.3 The table set out within Section 5.1 of the Plan (Table A) also includes completions data from the start of the Plan period until 2016/17. This shows an existing shortfall in housing supply against the housing requirement totalling 826 units or one and a half years' worth of supply. This is a significant under-supply of dwellings and represents real people in need of housing now.

8.6.4 In fact, Tendring have only achieved their housing requirement in one year (2016/17) out of the first four years of the plan period. Given the fact that the Council has also not met its housing requirement in 10 of the past 19 years between 1996/97 and 2014/15, it is inevitable that the Council needs to apply a 20% buffer to its housing requirement as required by the Framework for persistent under-delivery.

8.6.5 In addition, based upon the housing trajectory which is included in the latest Annual Monitoring Report (2015/2016), the Council are anticipating the delivery of just over 400 units in 2017/18 which again is below the new housing requirement, further adding to the housing under-supply.

8.6.6 Based on the guidance set out in the Planning Practice Guidance (PPG), the Council should be seeking to address this housing shortfall in the first five years of the Plan period. This would mean a significant step change in housing delivery for the Council once the Plan is adopted.

8.6.7 It is therefore essential that the Council allocates a range of housing sites in a variety of locations and of a variety of sizes to ensure that the housing needs of local people are delivered in the short term, before the large scale strategic sites come on stream and to meet the significant backlog.

8.6.8 Gladman are also concerned with the level of windfall sites that the Council are including within the housing supply going forward. The Framework states that local planning authorities may make an allowance for windfall sites if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply going forward. Any allowance should be realistic having full regard to the Strategic Housing Land Availability Assessment (SHLAA). Therefore, in order to include a windfall allowance in the Plan, Tendring will have to provide robust and credible evidence on this source of supply to justify the 1,399 units which is included in the Local Plan.

8.6.9 The table on page 115 sets out that the Council's housing requirement over the Plan period is 11,000 units whilst the sources of supply listed total 12,001, a contingency of 9.1%. This is considered to be too little flexibility to mitigate against sites not coming forward as anticipated in the Local Plan. Given the issues raised in this representation regarding the speed of delivery of the strategic sites, it is considered that a 20% flexibility factor is built into the Local Plan which is equivalent to 2,200 units above the housing requirement.

8.7 Policy LP2: Housing Choice

8.7.1 Gladman support Policy LP2 in that the Council will support the development of retirement complexes, extra care housing and other forms of residential accommodation aimed at meeting the future needs of older and disabled residents.

8.8 Policy LP3: Housing Density and Standards

8.8.1 Gladman object to Policy LP3 in relation to the reference to national space standards. The Written Ministerial Statement (WMS) dated 25th March 2015 confirms that "the optional new national technical standards should only be required through any new Local Plan policies if they address a clearly evidenced need, and where their impact on viability has been considered, in accordance with the NPPG". Furthermore, with particular reference to the nationally described space standard, the NPPG (ID: 56-020-20150327) confirms "where a need for internal space standards is identified, local planning authorities should provide justification for requiring internal space policies". If the Council wishes to adopt this standard it should be justified by meeting the criteria set out in the NPPG including need, viability and impact on affordability. The Council therefore needs to provide sufficient evidence to justify adoption of either of these standards or delete reference to these standards in Policy LP3.

8.9 Policy LP5: Affordable and Council Housing

8.9.1 There is an inconsistency in the Local Plan between the level of affordable housing required as set out in paragraph 5.1.4 (30%) and that set out in Policy LP5 (25%). This needs to be rectified in order to ensure the policy position is clear.

8.10 Policy LP10: Care, Independent Assisted Living

8.10.1 Gladman support Policy LP10 on Care and Independent Assisted Living and in particular, the support shown for the construction of high quality care and extra-care housing in sustainable locations.

8.10.2 Gladman also support the Council's approach to care homes located outside of Settlement Development Boundaries as set out in Policy LP10.

8.11 Policy PP12: Improving Education and Skills

8.11.1 The requirement to provide educational facilities is a key part of the Framework. Paragraph 72 states that local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement. This should involve working closely with developers over schemes to assess the best possible solution to educational provision taking account of the capacity of all schools in the area that serve the development, the distance pupils travel to access schools and the most efficient and sustainable use of existing educational resources before requiring the provision of new facilities. Viability should also be a key consideration to ensure schemes are not prevented from being brought forward because of the need for significant infrastructure contributions. Gladman remind the Council that the lack of educational provision should not be used a reason for refusal as local planning authorities should work positively with the development industry to identify suitable and deliverable solutions to these issues.

8.12 Policy PPL3: The Rural Landscape

8.12.1 Policy PPL3 on the Rural Landscape is unsound. The guidance set out in the Framework advocates a balancing exercise of all of the benefits of a proposal against the harms to determine if the harms, significantly and demonstrably outweigh the benefits.

8.12.2 In addition, any policy for the protection and enhancement of the environment should be established in light of the national policies contained in the Framework, particularly paragraphs 109 to125.

8.12.3 Para 109 sets out that the planning system should contribute to and enhance valued landscapes with advice in Para 113 stating that Local Planning Authorities should set criteria based policies against which proposals for any development on or affecting such sites should be judged. In addition, Para 113 highlights that distinctions should be made between the hierarchy of

international, national and locally designated sites so that protection is commensurate with their status.

8.12.4 It is important to note that this advice does not suggest a ban on all development in or adjacent to designated areas and that the weight that can be attached to any conflict with such designations should be aligned with their importance based on the hierarchy detailed above.

8.12.5 Policy PPL3 as written is therefore contrary to the Framework and should be reviewed to reflect the guidance contained above. In particular, the policy should be flexible enough to be able to accommodate new development, outside of existing development boundaries, to allow the Council to quickly address any issues in a shortfall in housing land supply against the plan requirement.

8.13 Policy PPL6: Strategic Green Gaps

8.13.1 In terms of the natural environment, the identification of any local environmental designations, including Strategic Green Gaps and separation policies, must be predicated on a robust and comprehensive evidence base that can be used in the planning balance advocated by the Framework, allowing the Council to assess whether the adverse impacts of the loss of such areas significantly and demonstrably outweigh the benefits of delivering the full need for housing.

8.13.2 Green Gap policies have been questioned by Inspectors in recent appeal decisions as to whether they are compliant with the Framework and the Presumption in Favour of Sustainable Development. It is unlikely that any Green Gap policy will meet the tests of the Framework. Inspectors have dismissed similar policies as being inconsistent with the Framework in the determination of a number of recent Appeals. Gladman do not support the Green Gap policy approach due to its inconsistency with the Framework as it may prevent the Council from granting planning permissions in sustainable locations to meet its full objectively assessed need. The Council should therefore not continue to promote this policy designation.

8.14 Policy PPL8: Conservation Area

8.14.1 Paragraphs 132 to 134 of the Framework relate specifically to designated heritage assets and highlight that the more important the asset the greater the weight that should be attached to it. The policies in the Local Plan therefore need to make such a distinction so as to ensure they are consistent with the Framework.

8.14.2 The Framework states that if the harm to a heritage asset is deemed to be substantial then the proposal needs to achieve substantial public benefits to outweigh that harm. If the harm is less than substantial, then the harm should be weighed against the public benefits of the proposal including securing its optimum viable use. The policies in the Local Plan should therefore make a distinction between the two tests included in the Framework for designated heritage assets to ensure they are sound.

8.14.3 Paragraph 135 of the Framework relates specifically to non-designated heritage assets and the policy test that should be applied in these cases is that a balanced judgment should be reached having regard to the scale of any harm and the significance of the heritage asset. Once again, policies in the Local Plan need to reflect this guidance.

8.14.4 In addition, in light of the judgement in FODC v. SSCLG and Gladman Developments Ltd. [2016] EWHC 421 Admin, Gladman consider it is necessary for the TDLP to carry out an assessment of the potential impact of proposed development on heritage assets, as set out in paragraph 129 of the Framework. The Judgement concerns the interaction between paragraph 14 and paragraph 134 of the Framework, and the issues of the balancing exercise to be undertaken to assess the harm of any proposals against the benefits of the identified proposed development in accordance with paragraphs 133, 134 and 135 of the Framework. Gladman consider that the implications of the Judgement apply equally to both the decision-making process and the plan making process. Paragraph 134 is clear in talking about 'development proposals', a phrase which can apply equally to planning applications and proposed allocations. Furthermore, footnote 29 of the Framework clearly states that "The principles and policies set out in this section apply to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-taking". It is therefore essential that the implications of the above Judgment are fully considered in the context of both decision-taking and plan-making.

8.15 Policy PPL9: Listed Building

8.15.1 Gladman object to Policy PPL9 on the same basis as set out above in Section 8.14.

8.16 Policy CP2: Improving the Transport Network

8.16.1 Gladman object to Policy CP2 in that it states that proposals which would have any adverse transport impacts will not be granted planning permission. This is completely contrary to the Framework.

8.16.2 Para 32 of the Framework states that development should only be refused on transport grounds where the residual cumulative impacts of development are severe. Policy CP2 should therefore be reworded to avoid it being unsound.

8.17 Policy DI1: Infrastructure Delivery and Impact Mitigation

8.17.1 Gladman object to Policy DI1 in that there is no definition within the Policy, nor supporting text, as to what the Council consider to be a minimum level of developer profit. This Policy is therefore unclear, not enforceable and the implications of the Policy cannot be properly tested. Reference to a minimum level of developer profit should therefore be removed from the Policy.

9 SITE SUBMISSIONS

9.1 Overview

9.1.1 Gladman consider that there is an over reliance in the North Essex Part 1 Plan for Braintree, Colchester and Tendring on the strategic Garden Communities. These are all large-scale sites with significant requirements for infrastructure which will take a considerable amount of time to deliver. It is considered that the Councils' view that 2,500 units will be delivered on each of the Garden Communities by the end of the Plan period (2033) is ambitious and because of the reliance on the large-scale sites, there will be a shortfall of housing provision in the early years of the Plan.

9.1.2 Barton Willmore have also highlighted an issue with the OAN for Tendring suggesting that 550 dwellings per annum does not meet the full need for housing in the district and that, as a minimum, the Local Plan should be based on a minimum housing requirement of 674 dwellings per annum, with the need having the potential to be significantly higher than this figure.

9.1.3 There is also a need for the Local Plan for Tendring to be flexible to allow for changes in circumstances which include sites not coming forward as anticipated or delivering fewer units than expected. Typically, Inspectors are seeking an additional 20% above the housing requirement to ensure that the Local Plan meets or hopefully surpasses the housing requirement over the Plan period.

9.1.4 Therefore, in order to account for all of the above factors, it is considered that additional, small scale allocations should be made in the Tendring Local Plan to deliver housing in the short term, contributing to the Council's 5-year housing land supply and allowing small and medium sized housebuilders the opportunity to deliver sites in Tendring, thereby increasing delivery in the district.

9.1.5 Gladman are promoting a number of sites across the district which are located in sustainable settlements and are available, achievable and deliverable. The sites are listed below and are covered in more detail in the attached Development Briefs (Appendices 3, 4, 5 and 6). These sites should therefore be allocated in the Tending Local Plan.

9.2 Bromley Road, Parsons Heath

9.2.1 Gladman is promoting land at Bromley Road, Parsons Heath for residential development (See Appendix 3). The 7.33-hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location.

9.2.2 The site is located on the eastern edge of Colchester and it is anticipated that around 4.2 hectares would be residential development, with the remainder comprising green infrastructure.

9.2.3 The land lies to the south of Bromley Road and comprises two fields. It is well enclosed by tree and hedgerow cover along its boundaries with Churn Wood, Bromley Road and Salary Brook, which is located directly to the west of the site. Its north-eastern boundary adjoins the grounds of Hill Farm and Crockleford Grange. The site is opposite existing residential development at Longridge. The site is also adjacent to the large town of Colchester and falls within a broad location proposed as a new garden community on the Colchester-Tendring border.

9.2.4 Parsons Heath is a vibrant area on the edge of Colchester which offers a range of amenities within walking and cycling distance of the site. These are located in three main clusters: on Bromley Road, on Harwich Road/Parsons Heath and in Greenstead district centre. These areas offer services and facilities including nursery schools, primary schools, a secondary school, a health centre, pharmacy, leisure centre, library and places of worship.

9.2.5 The site is capable of delivering up to 145 dwellings of varying sizes, types and tenures including affordable housing delivered in accordance with planning policy and is capable of coming forward within the next 5 years.

9.2.6 The site is not subject to any national, local or other landscape designations and landscape buffers could be provided to the north and east of the site, adjacent to Churn Wood and Salary Brook, which would be designated as a new waterside park. The site is well-contained adjacent to the existing urban context and a residential development and associated green infrastructure could be incorporated within the local landscape without resulting in any unacceptable landscape or visual effects.

9.2.7 Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan.

9.3 Grange Road, Lawford

9.3.1 Gladman are promoting land at Grange Road to the south-west of Lawford for residential development (See Appendix 4). This 6.6-hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location.

9.3.2 It is currently envisaged that built development would only be situated in the southern part of the site in order to protect and enhance a Scheduled Monument in the northern portion. With this in mind the developable area is likely to be less than 6.6 hectares.

9.3.3 Lawford is a vibrant settlement which adjoins the built-up area of the town of Manningtree. The civil parish of Manningtree (which includes Lawford) is home to a population in the region of 5,700 people according to the 2011 Census.

9.3.4 Lawford is an active and successful community and provides residents with direct access to community facilities including:

- Lawford Church of England Primary School
- Highfields County Primary School
- The Lawford GP Surgery

9.3.5 Lawford is also accessible to facilities in Manningtree, such as:

- Manningtree High School
- Manningtree Train Station
- A range of retailers including convenience stores
- Pharmacies
- Public Houses
- Post Office

9.3.6 Lawford (alongside Manningtree and Mistley) is identified within the emerging Local Plan as a suitable location to accommodate additional homes with an established town centre, employment areas and infrastructure. Gladman believe that Lawford is capable of supporting further growth beyond the minimum 1,500 to 2,500 dwellings proposed for this tier in the emerging Local Plan, so housing development need not be limited to this amount.

9.3.7 The site is capable of delivering up to 105 dwellings of varying sizes, types and tenures including affordable housing delivered in accordance with planning policy. The proposed development will follow a design-led approach, informed by consultation with the District Council, key stakeholders and the local community, responding sensitively to the site's setting and respecting the grain of the surrounding landscape, both built and undeveloped. The development will be a positive addition to Lawford, complementing the character of the surrounding area in terms of scale, density, character and quality.

9.3.8 Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan.

9.4 Wick Lane, Ardleigh

9.4.1 Gladman is promoting land at Wick Lane, Ardleigh for residential development (Appendix 5). The 7.58-hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location. It is anticipated that around 4.2 hectares would be residential development, with the remainder comprising green infrastructure.

9.4.2 The land lies to the north of Wick Lane, at its junction with the A137 (Colchester Road). The southern boundary of the site abuts 12 existing properties on Colchester Road. Immediately east of the site lies St Mary's Church of England Primary School and land used by the neighbouring industrial area for the storage and distribution of agricultural machinery. The village centre is also situated to the

east, focused along The Street and Colchester Road. Open countryside under arable cultivation lies to the north and west of the site.

9.4.3 Ardleigh is an active and successful community and provides residents with direct access to community facilities including:

- St Mary's Primary School;
- General Stores and Post Office;
- Newstrend newsagents;
- Ardleigh Surgery
- Ardleigh Village Hall.

9.4.4 Ardleigh is identified in the adopted and emerging versions of the Tendring District Local Plan as a suitable location to accommodate additional homes.

9.4.5 The site is capable of delivering up to 118 dwellings including affordable housing delivered in accordance with the Council's requirements. The site is not subject to any national, local or other landscape designations and is well contained within the landscape. A landscape appraisal has confirmed that through sensitive landscaping, green infrastructure provision and good quality design, any impact of a development on the countryside and the character of Ardleigh could be minimised.

9.4.6 A high-quality housing development would be a positive addition to Ardleigh, complementing the character of the surrounding area in terms of character and quality. Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan.

9.5 Land East of Oakwood Park, Holland Road, Clacton

9.5.1 Gladman are promoting land to the East of Oakwood Park, Holland Road to the north-east of Clacton Town Centre for residential development (See Appendix 6). This 11.6 ha site is located within the Settlement Development Boundary of Clacton to the east of the proposed allocation SAMU3.

9.5.2 Clacton is a Strategic Urban Settlement at the top of the Council's Settlement Hierarchy where a considerable level of new housing growth will be directed and the Council have accepted that growth in this location is sustainable by allocating land at Oakwood Park in Policy SAMU3.

9.5.3 The site is capable of delivering up to 300 residential units with associated community benefits, open space and affordable housing delivered in accordance with the Council's requirements. The site is not subject to any national, local or other landscape designations and is well contained within the landscape and landscape features would be retained where possible.

9.5.4 A high-quality housing development would be a positive addition to Clacton, complementing the character of the surrounding area in terms of character and quality. Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan

10 CONCLUSIONS

10.1 Overview

10.1.1 Having considered the TDLP, Gladman are concerned about a range of matters including the housing and employment needs, delivery of the Garden Communities, spatial distribution and several of the detailed development management policies.

10.1.2 The plan must be positively prepared, effective, justified and consistent with national policy to be found sound at examination. In the first instance, the Council must start with clearly defining a NPPF and PPG compliant OAN by developing an unconstrained requirement which properly follows the guidelines set out at the national level. The Council should then develop a robust housing requirement using this OAN as a starting point.

10.1.3 Gladman commissioned Barton Willmore to undertake a review of the Objectively Assessed Housing Need (OAHN) undertaken by the Council in 2017. The review (attached as Appendix 2) concludes that an unjustified approach has been taken to the issue of Unattributable Population Change in Tendring, the OAHN makes no adjustment for supressed household formation in Tendring, it does not provide a consistent approach to the economic aspects of housing need across the HMA and there is evidence to suggest that a greater than 15% uplift should be applied to the OAHN for Tendring to address worsening Market Signals.

10.1.4 In Barton Willmore's professional opinion, 550 dwellings per annum represents an under estimate of the level of housing need for Tendring and at the minimum, there is a need for **674 dwellings per annum** simply to meet the demographic need identified by DCLG in the household projections. Barton Willmore's overall conclusion is that the true level of housing need in Tendring is between 674 and 972 dwellings per annum.

10.1.5 Careful consideration needs to be given to the spatial strategy that forms the basis of the spatial distribution of growth across the district. All sustainable settlements should be allowed to play their part in meeting their own housing and employment needs as well as contributing to the wider district's requirements. A flexible approach to delivering the development needs of the district will ensure the plan's ultimate deliverability and success.

10.1.6 Whilst it is supported that the main urban areas continue to play a key role in the accommodation of future development within the district, this should not be at the expense of ensuring that the housing and employment needs of other settlements are met. Para 55 of the Framework seeks to promote sustainable development in rural areas to maintain and enhance rural vitality and viability.

10.1.7 This is particularly the case given that with the complexities of delivering the Garden communities, it is considered that there is a significant shortfall of housing provision in the short to medium term which needs to be addressed through additional smaller scale housing allocations.

10.1.8 With this in mind, Gladman are promoting a number of sites in sustainable locations which are available, achievable and deliverable and should be included within the Tendring Local Plan as residential allocations. These include:

a. Bromley Road, Parsons Heath.

b. Grange Road, Lawford.

c. Wick Lane, Ardleigh.

d. Land East of Oakwood Park, Holland Road, Clacton.

Appendix 1

North Essex HMA (Tendring) Sustainability Appraisal Assessment

Lichfields

July 2017

North Essex HMA
Tendring District Council

Sustainability Appraisal Assessment

Gladman Developments

July 2017

LICHFIELDS

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1.0 Introduction

1.1 Gladman Developments is promoting various sites across the North Essex Housing Market Area (HMA). These sites are at various stages in the planning process and also range in size- from approximately 50 dwellings to a new Garden Village of up to 1,000 dwellings. Within Tendring District there are three sites in Gladman's interest, for between 50 and up to 145 dwellings.

1.2 The purpose of this report is to assess if the Sustainability Appraisal (SA) process in Tendring has been robust- this is both in terms of its basis for underpinning the emerging Local Plans' soundness and in determining the selection of sites. Tendring District currently has its Publication Draft Local Plan out to consultation until 28th July 2017. To date, there has been SA work covering the Strategic Plan for North Essex for the North Essex HMA authorities (Braintree, Colchester and Tendring) (June 2017), with the most recent SA work relating to the development of the emerging Local Plan being the Tendring District Publication Draft Local Plan SA (June 2017).

1.3 This assessment is set out against the requirements of the National Planning Policy Framework (NPPF) in paragraph 165 whereby *"a sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors."*

1.4 Following this the PPG (ID11-018) requires that different realistic and deliverable options for policies within the plan are tested, with the PPG setting out *"They must be sufficiently distinct to highlight the different sustainability implications of each so that meaningful comparisons can be made."* The SA is required to set out why those reasonable alternatives were chosen. In terms of housing policies for a plan this means testing:

1 Reasonable alternatives on the quantum of development (i.e. the housing requirement); and,

2 Reasonable alternatives on the distribution of development (i.e. the spatial strategy and combination of site allocations to be made).

1.5 The report is set out as follows:

- **Section 2.0** provides an overview of the approach to the Sustainability Assessment for the North Essex HMA and evaluates the robustness of the assessment for the Garden Community sites;
- **Section 3.0** gives an overview of the SA work done specifically for Tendring District, in particular through the methodology and conclusions made in determining the quantum of development, spatial distribution and site selection for housing, as well as addressing whether Gladman's sites in the District were fairly assessed;
- **Section 4.0** draws conclusions on the SA work.

2.0 Overview of the North Essex SA

2.1 The local authorities that make up the North Essex HMA (Braintree, Colchester and Tendring- excluding Chelmsford City Council) are producing a common (or 'joint') Part 1 plan, which will consist of the strategic plan for all three authorities. As part of this, the authorities undertook an SA which was published as the Section One for Local Plans (Reg 19) SA in June 2017. Part 2 of the Local Plan consists of the policies specifically for Tendring District up to 2033. At present it is at the Publication Draft stage, out for consultation until the 28th July, with the expectation that the Plan will be adopted in Autumn 2018.

2.2 This section will address whether the Section One for Local Plans (Reg 19) SA (June 2017) promotes sustainable development and effectively assesses reasonable alternatives against the preferred approaches included in the Strategic Plan for North Essex.

2.3 **Firstly**, in respect of the scale of growth across the area, the SA assesses three alternatives. Considering demographic projections and job growth forecasts, the SA utilises a starting point that 2,186 new homes will be needed every year in the HMA (excluding Chelmsford) between 2013 and 2033, based on an uplift of 15% in housing related to job growth, as established in the OAHN Study Update (November 2016). The SA assesses the alternative scenarios as included in the OAHN Study Update (November 2016) in meeting housing needs as:

- **Alternative 1** – A lower uplift in employment in the HMA than the policy approach (8%)
- **Alternative 2** – A higher uplift in employment in the HMA than the policy approach (17%)

2.4 Alternative 2 comes out with mixed positive and negative results against the Sustainability Objectives (SO) compared to Alternative 1 where the impacts are unknown or neutral. More specifically, for Alternative 2 positive impacts were identified for housing, while there were negative impacts identified for landscapes as a result of higher growth than that stated in policy.

2.5 **Secondly,** in terms of the Spatial Strategy assessed in the SA, the preferred approach involves focusing growth on existing settlements- either within or adjoining them, with the majority in the principal settlements of each local authority and other development accommodated according to the settlement hierarchy for each District. Three garden communities are also proposed as part of this strategy, to accommodate 7,500 new homes in the Plan period. This preferred approach is predominantly positive; with the Council also expressing that should any of the preferred Garden Community options become undeliverable or unviable, that other options will be explored.

2.6 The reasonable alternatives considered in the SA against this preferred approach are:

- **Alternative 1** – A focus on allocating all the explored Garden Community options proposed in the Strategic area at smaller individual scales;
- **Alternative 2** – The allocation of one Garden Community only;
- **Alternative 3** – The allocation of two Garden Communities only;
- **Alternative 4** – A focus on existing settlements only across the Strategic Area, commensurate to proportionate growth (exploring whether needs can be met without the allocation of Garden Communities); and
- **Alternative 5** – A focus on stimulating infrastructure and investment opportunities across the Strategic Area.

2.7 The Council also asked that a sixth alternative be considered, which was put forward by the Campaign Against Urban Sprawl in Essex (CAUSE). It seeks to deliver infrastructure first, to deliver a frequent rail service and then accommodate between 6,000-9,000 homes (depending

on densities) along the Colchester-Clacton rail corridor (between Alresford, Great Bentley, Weeley and Thorpe le Soken).

- **Alternative 6** – CAUSE's Metro Plan

2.8 All alternatives were rejected against the sustainability objectives. It was assessed that Alternative 1 was strong for overall positive impacts, however it would not allow for distribution across existing settlements with overprovision in Colchester and housing and employment inequalities. Furthermore the addition of more Garden Communities since the Draft Local Plan in 2016, growth would be significantly above that of the OAN. Alternative 2, 3 and 4 were rejected on the grounds that they would not meet the North Essex authorities' housing requirement. Alternative 5 was rejected on the grounds that it goes against the selection of Garden Communities that represent a good balance of opportunities and constraints and sustainability, rather than just economic needs. Alternative 6 was rejected for its focus on development in Tendring and lack of development for Braintree, its impact on environmental sustainability resulting from the geographical distribution of development and an increase in visitors to the coast due to the transport improvements and Tendring has also identified that it only has capacity for 550 dwellings per annum.

2.9 The North Essex SA assesses the Garden Community options across the HMA, based on the Town and Country Planning Association (TCPA) Garden City Principles. The SA only includes sites that can deliver at least 5,000 dwellings largely due to it being considered the tipping point for delivering a secondary school (see SA pg.185, 3rd paragraph). These are included in Policies SP8-SP10 of the Strategic Plan for North Essex. The six broad locations of Garden Villages in the HMA assessed were:

- **Tendring/Colchester Borders**- including three sub-options, this is a preferred option as it is believed to be able to stimulate infrastructure delivery and is a relatively unconstrained location;
- **North Colchester**- including two sub-options, this option has been rejected due to the limited scope for maximum sustainable benefits associated with adhering to Garden City principles;
- **Colchester/Braintree Borders**- including four sub-options and covering both Colchester BC and Braintree DC, this is a preferred option for similar reasons to that of East Colchester;
- **West of Braintree**- this includes two sub-options and covers Braintree DC as well as the potential to incorporate Uttlesford DC, it is a preferred option although the option incorporating Uttlesford land has been rejected at this stage on the basis that they are not working alongside the North Essex authorities;
- **CAUSE 'Colchester Metro Plan'**- including one sub-option, this option has been rejected due to its inability to deliver the required growth and the deliverability, developability and availability of sites in this location; and
- **Monks Wood**- including one sub-option, this relies on the delivery of an A120 project to come forward. It is not guaranteed that this project will come forward at all and if it does, is not due to be completed until 2026.

2.10 The final two were not included in the Garden Communities assessed in the SA for the Draft Local Plan in June 2016 (although CAUSE's plan was considered for the spatial strategy as seen above). Their inclusion has come about through consultation since the Draft Plan was published. Three of the above options form policies SP8-10 of the Strategic Plan for North Essex- their assessment within the SA (June 2017) can be seen below.

Has the SA assessed Garden Village allocations in the North Essex HMA robustly?

2.11 Considering the strategic nature of the Garden Communities and the fact that in some cases they cross over authority boundaries, they have been assessed within the North Essex SA. Three of the options for Garden Communities are allocated within the most recent iterations of the emerging Local Plans (Part 1) of the local authorities. These are Tendring/Colchester Borders, Colchester/Braintree Borders and West of Braintree- all for 2,500 homes each in the Plan period.

2.12 Appendix 1 of the North Essex SA (June 2017) assesses all the Garden Community options, with the table of reasons for selection or rejection is included below (Table 26 of the SA). A threshold for a 5,000 dwelling capacity for a site to be considered for a Garden Community was applied. This was considered to be largely based on the threshold for a mixed use development to deliver a secondary school (see SA pg.185, 3rd paragraph).

Table 2.1 The Garden Community Options in North Essex

Option	Sub-Option	Indicative Scheme	Reason for selection/rejection
Tendring/ Colchester Borders	Option 1: Southern Land Focus	6,611 homes, 7ha mixed use, 5ha employment	The Tendring / Colchester Borders Garden Community has more opportunities for sustainable travel links into Colchester than other options, a major regional centre. The Garden Community is also in close proximity to the University and high quality employment opportunities. As one of the major centres in the region, Colchester offers a full range of facilities including a hospital and is a major shopping and cultural destination. This would provide high order services not on the garden community within a closer proximity with the opportunities for public transport, walking and cycling links. Colchester is also a major employer in the region and provides a good level and mix of employment opportunities. There is the opportunity to access these opportunities via public transport, walking and cycling.
	Option 2: A133 to Colchester-Ipswich rail line	8,834 homes, 10ha mixed use, 5ha employment	
	Option 3: North to South wrap	11,409 homes, 13ha mixed use, 7ha employment	
North Colchester	Option 1: East of Langham Lane focus	6,606 homes, 7ha mixed use, 7ha employment	The discounting of the North Colchester site for a Garden Community was based on the negative environmental impacts of a large Garden Community on an area of significant landscape and environmental value. Additionally, the deliverability and sustainability of Garden Communities was considered to be best served by their location in two distinct areas of the Borough as opposed to adjacent communities such as North Colchester.
	Option 2: Maximum Land Take	10,132 homes, 10ha mixed use, 10ha employment	
Colchester/ Braintree Borders	Option 1: North and South of A12/Rail Corridor focus	16,861 homes, 9ha mixed use, 10ha employment	The Colchester Braintree borders site is in closer proximity to the mainline railway station at Marks Tey, which with upgraded facilities would give regular train links to London, Colchester and beyond within walking, cycling or bus rapid transport system to the station. There are also more opportunities for sustainable travel links into Colchester, a major regional centre of facilities and employment. The Colchester Braintree borders site is in
	Option 2: South of	17,182 homes, 9ha mixed use,	

Option	Sub-Option	Indicative Scheme	Reason for selection/rejection
	A120 and North of Marks Tey existing settlement	11ha employment	closer proximity to Colchester. As one of the major centres in the region, Colchester offers a full range of facilities including a hospital and is a major shopping and cultural destination. This would provide high order services not on the garden community within a closer proximity with the opportunities for public transport, walking and cycling links. Colchester is also a major employer in the region and provides a good level and mix of employment opportunities. There is the opportunity to access these opportunities via public transport, walking and cycling.
	Option 3: South of A120 Focus	13,105 homes, 7ha mixed use, 9ha employment	
	Option 4: Maximum land take	27,841 homes, 16ha mixed use 15ha employment	
West of Braintree	Option 1: Braintree DC only	9,665 homes, 12ha mixed use, 10ha employment	The West of Braintree garden community is suitable and deliverable. Further work will continue to be undertaken with Uttlesford District Council who will be shortly deciding whether to take forward additional land within UDC. If UDC chose to take this option forward, then further evolutions of the proposals will take place, taking into account a wider development area. Officers have balanced the impacts of development, such as the loss of high quality agricultural land and the change in character of the area, with the benefits of the long term delivery of new homes, infrastructure and community facilities and consider that a new standalone garden community is suitable for West of Braintree and are recommending that this is taken forward in the Local Plan.
	Option 2: Braintree DC and Uttlesford DC land	12,949 homes, 16ha mixed use, 13ha employment	
CAUSE 'Colchester Metro Plan'	Option 1: Metro Plan submission	6,000-8,000 dwellings	The CAUSE option has been rejected due its inability to deliver the required growth, linked to deliverability / developability and the availability / lack of promotion of land within the model to the required scales. It is also not considered that a series of smaller developments can successfully combine to meet the requirements of sustainability / Garden City principles.
Monks Wood	Option 1: Proposal as submitted	Up to 15,000 homes, 245,300sqm non-residential space	The option at Monks Wood is currently located on the highly trafficked and single carriageway section of the A120. The only other roads in the vicinity are very rural lanes in the vicinity and no opportunity to access a site of this size by other routes. If the A120 project is to go ahead, 1 of the 5 options could see the new A120 run through the site, the other 4 would be distant from the site. Whilst any upgrade option would provide capacity on the existing A120 network, there are no guarantees that the project will go forward. With the exception of option A travel to the strategic highway network would need to be via Marks Tey to the east or Braintree to the west. In addition the project is not due to complete until 2026, so completions would not be able to start until that date. The employment market in Braintree is less strong than Colchester and major new employment

Option	Sub-Option	Indicative Scheme	Reason for selection/rejection
			areas are proposed on the west side of Braintree which is in close proximity to the West of Braintree garden community.

Source: Section One for Local Plans (Reg 19) Sustainability Appraisal (June 2017)

2.13 Overall it is self-evident that the North Essex authorities have assessed a reasonable range of alternatives, with most of these options including multiple sub-options within them. It appears that the eventual selection of the three Garden Communities was a result of wanting them to be relatively evenly spread out across the three authorities, within the most sustainable locations in terms of being close to the main road network and District centres and also based on the feedback received through previous public consultations. Meanwhile other sites not included in the above table were rejected in both the call for sites process and issues and options stage on the grounds of scale (i.e. capacity for less than 5,000 dwellings and included in assessment in Section 2) and deliverability- including availability of sites.

2.14 However, the threshold of 5,000 dwellings appears to be entirely arbitrary and is considered potentially unreasonable as it artificially reduces the scope and range of reasonable alternatives considered for Garden Village locations. It is put forward on the basis that it is the tipping point at which a Garden Village can provide a secondary school, but the threshold is unjustified because:

1 Information contained within The Essex County Council Developers' Guide to Infrastructure Contributions – Revised Edition 2016 states that four forms of entry (600 pupils in the 11 to 16 range), is the minimum secondary school size that would normally be considered financially viable. This is then established to equate to 3,000 houses or a mixed development of over 4,000 houses and flats. The SA however states that *"what constituted a reasonable Garden Community option is 5,000 dwellings… broadly based on that of the threshold for the required provision of a new secondary school for a mixed-use development in the ECC Developer's Guide to Infrastructure Contributions – Revised 2016"*. Another council within the North Essex HMA and therefore also subject to the Strategic Plan for North Essex SA- Braintree Council- also deem it appropriate to apply the 3,000 threshold identified by Essex County Council by also including evidence at paragraph 2.59 of their Local Plan SA (June 2017), that when assessing sites for housing allocations there should be the assumption that sites with capacity for at least 3,000 dwellings would provide a new secondary school. The scale of development to justify delivery of a secondary school (the apparent logic engaged by the SA to justify the threshold) is actually much lower than the threshold;

2 Sites of less than 5,000 dwellings can deliver new secondary schools and we are aware of examples of smaller garden villages being planned on this basis. In particular the SA fails to reflect that secondary schools will typically serve a wider catchment than the sole area they are located in; pinning such a threshold to delivery of a secondary school fails to reflect the various real world situations where smaller garden villages may still deliver schools. There is also no justification included in any of the SA work as to why the capacity to deliver a secondary school should be the criteria for the garden communities of North Essex.

3 The Government define a garden village as between 1,500 and 10,000 homes[1]. Therefore the SA takes a different definition as to the scale of garden village that could sustainably contribute towards meeting the housing needs of areas.

2.15 Notwithstanding, the above factors, the SA chooses to use a 5,000 dwelling threshold (see para 2.14, point 1) despite no justification given for it. The 5,000 dwelling capacity threshold appears arbitrary and unnecessarily high. Overall therefore the SA's approach has considerable shortcomings in assessing reasonable alternatives for new garden communities as the sites assessed were based on overly restrictive criteria and therefore failed to address all reasonable alternatives for garden communities across the three local authorities.

2.16 The criteria for minimum size garden communities should be reassessed and fully justified by the North Essex local authorities to establish what the real threshold for a garden community is. Currently Gladman have two potential new village sites of Coggeshall Road, Stisted (Braintree DC) and potentially Wakes Colne (Colchester BC) which have a capacity for up to 1,000 dwellings. At present it appears that the threshold for garden communities means that sites of this level of development will be unfairly assessed or excluded altogether from the SA. Section 3.0 will establish if housing allocations at the local authority level deem this to be the case.

Summary

2.17 In terms of the spatial strategy, at this stage the range of alternatives explored against the preferred approach does not appear to be unreasonable.

2.18 The key issue highlighted which impacts on all three North Essex authorities is the restrictive nature of the screening out of reasonable alternatives for new garden communities for not meeting the 5,000 dwelling threshold while sites from 1,500 would be considered garden villages and 3,000 dwellings is the recognised threshold to deliver a secondary school in Essex. More clarity for this position is required here for the SA to be deemed robust as it seems likely that reasonable alternatives have been overlooked and as a result at this stage the preferred garden community options cannot be considered as the most sustainable options available.

2.19 It should be noted that if the OAN were to change again- as it did between the original OAHN Study in July 2015 and its update in November 2016- then the North Essex SA would need to properly factor in what the consequential impact would be.

[1] HM Government https://www.gov.uk/government/news/first-ever-garden-villages-named-with-government-support (January 2017)

3.0 The Tendring Local Plan SA Approach

3.1 The most recent iteration of the emerging Local Plan- the Tendring District Council Local Plan Section 2: Draft Publication (Regulation 19)- and its accompanying SA were published in June 2017.

Has the SA assessed reasonable alternatives for the scale of housing robustly?

3.2 The Council's preferred option is to deliver 11,000 between 2015 and 2033, at a rate of 550 dwellings per annum (dpa). The SA also looked at other alternatives for housing delivery:

- **Option 1** – A lower-range OAN growth scenario of an average of 500 dwellings per annum over the Plan period
- **Policy LP1** – A mid-range OAN growth scenario of an average of 550 dwellings per annum over the Plan period
- **Option 2** – A higher-range OAN growth scenario of an average of 600 dwellings per annum over the Plan period
- **Option 3** – An indicative higher growth scenario than that identified in the new OAN study (>600 dwellings per annum)
- **Option 4** – The previous Local Plan target of 375 dwellings per annum- an indicative lower growth scenario than that identified in the OAN study

3.3 The preferred approach was chosen as it was the figure recommended in the OAHN Study Update (November 2016) and because it represents the most appropriate quantum for development in regard to the most suitable, available, deliverable and developable sites explored in the plan-making process.

3.4 In terms of the other options, it seems that in some areas the alternatives involving a higher quantum of development have been unfairly assessed. For example, it is considered that Option 3 will not promote regeneration. However it can be argued that this scale of development will still require the development of regeneration sites while also including greenfield sites, thus meaning a minor negative impact is unjust.

3.5 Moreover it appears that Options 2 and 3 are viewed negatively due to the requirement that with this scale of development the Expanded Settlement at Weeley will have to come forward. Interestingly as Option 2 was the preferred option at the previous stage of the emerging Local Plan, its inclusion results in poor scores in terms of sustainable development and transport and climate change. For example, for climate change 600dpa is considered the tipping point at which emissions and pollution reach an uncertain and then negative impact, while development between 375dpa and 550dpa will have a positive impact across all of the measurements. There is no justification as to why this would be the case or the evidence that supports this position. Other examples where the impact is not effectively justified include where this 550dpa is considered the tipping point at which there would be a negative impact on reducing the need for greenfield development. There should be information on the availability of sites across the District, and in particular how much brownfield/regeneration land is available for this to be substantiated.

3.6 Overall however, the assessment of reasonable alternatives for the scale of housing within the SA does not appear to be unreasonable at this stage. A range of different scales of development have been assessed.

Has the SA assessed reasonable alternatives for the distribution/strategy of housing robustly?

3.7 The Council's preferred option under Policy LP1 is to deliver 11,551 homes based on a strategy of:

- Large sites with planning permission/resolution to grant (5,527 homes)
- Strategic allocations- mixed use (2,680 homes)
- Strategic allocations- housing (564 homes)
- Medium sized allocations (530 homes)
- Tendring Colchester Garden Community (1,250 homes)

3.8 It appears that the spatial strategy is based on the settlement hierarchy (Policy SPL1) and no alternatives were considered reasonable for the distribution or spatial strategy for housing. This settlement hierarchy is set out as:

1 Strategic Urban Settlements (e.g. Clacton-on-Sea, Harwich and Tendring/Colchester Borders Garden Community)

2 Smaller Urban Settlements (e.g. Frinton, Walton and Manningtree)

3 Rural Service Settlements (e.g. Alresford, Great Bentley and Little Clacton)

4 Smaller Rural Settlements (e.g. Ardleigh, Great Bromley and Tendring)

3.9 However, it was noted that at the Preferred Options stage of the Local Plan in 2016, the Expanded Settlement at Weeley had been included as an additional level in the hierarchy between smaller urban settlements and rural service settlements. Therefore this was considered as a reasonable alternative to introduce it into the hierarchy in the SA.

3.10 In assessing it against the sustainability objectives, this alternative achieves less significant positive impacts against the objectives in ensuring development is located sustainability and makes efficient use of land and minimising transport growth. This singular alternative was rejected in light of a reduction in the OAN for the District needing to be met.

3.11 Significantly however, the SA does not assess reasonable alternatives other than the settlement hierarchy approach, for example focusing on large strategic developments or infill development only or a hybrid method including a number of different approaches. This brings into question the robustness of the SA in respect of spatial strategy assessed. Although the Issues and Options consultation for the Local Plan (September 2015) sets out options for growth, these have not been assessed in either the Local Plan preferred options SA (August 2016) or the Local Plan Draft Publication SA (June 2017).

3.12 As included in the PPG (ID 11-018), different realistic and deliverable options that are distinctly different should be tested. Quite clearly no assessment of any reasonable alternatives has been made for the distribution of development, in particular testing any other approach that does not simply follow the settlement hierarchy. There is also no explanation included in the SA as to why any other potential alternatives to this approach were considered unreasonable. In this case it is evident that the SA has failed in its purpose and is therefore fundamentally flawed in supporting the Local Plan in putting forward the most sustainable approach to the distribution of development.

Has the SA assessed reasonable alternatives for housing sites robustly?

3.13 The SA sets out the assessment of its housing sites within Appendices 1 and 2. These sites were identified through the Council's on-going SHELAA and Call for Sites process. The assessments are separated out into mixed use sites and housing sites.

3.14 For the mixed use sites, five sites have been allocated with a further seven alternative options also assessed. The strategic allocations were assessed in light Garden City principles (as informed by the TCPA and NPPG) while purely housing sites were assessed against a 'policy-off' approach. The allocated sites vary in size from just 150 homes to 1,000, while the alternatives explored are much larger at between 675 and 5,400 dwellings. These mixed use site allocations are as follows:

- Tendring Colchester Borders Garden Community (1,250 dwellings)
- Edme Maltings, Mistley (150 dwellings) SAMU1
- Hartley Gardens, Clacton (800-1,000 dwellings) SAMU2
- Oakland Park, Clacton (500 dwellings) SAMU3
- Rouses Farm, Clacton (850 dwellings) SAMU4
- South of Thorpe Road, Weeley (280 dwellings) SAMU5

3.15 There are a few disparities highlighted in the assessment of the mixed development sites which appear to give a slightly more favourable approach to allocated sites compared to the alternatives. A few examples of this are set out below:

- Allocated sites SAMU3 and SAMU4 are considered to be mixed use due to delivering community facilities as opposed to employment land- yet they are given a neutral impact for improving the range of employment opportunities to support a growing population. It is considered that this should be reassessed as a negative impact as their development is supporting a growing population but will not improve the range of employment opportunities through only providing community facilities.
- For the objective of enhancing the vitality and viability of town centres, SAMU1 was only assessed as having a minor negative impact, while Alternative Option 6 is located in the same place and given a significant negative impact, with the reasoning being its lack of rail access to Clacton and ease of road access to Colchester. This should be reassessed so that both options are assessed as having the same impact- either both a minor negative impact or a significant impact- as at present this contributes to the potential of different conclusions being drawn on the most sustainable sites for allocation.
- For the objective relating to the protection and enhancement of listed buildings, SAMU1 considered to have a minor negative impact due to a listed building being within the site boundary; however it is considered that this can be mitigated. Meanwhile Alternative Options 2 and 4 both contain scheduled monuments but are given significant negative impacts. It appears that here mitigation was only considered an option for the allocated site and as such the impact for Alternative Options 2 and 4 should be reassessed as minor negative impacts in consideration that mitigation would also be available for these sites. Alternatively the Council should set out why development near to a heritage asset could not be mitigated to the same extent as that considered for SAMU1.

3.16 In this final case the SA goes against the PPG (ID11-018) recommendation that *"the sustainability appraisal must consider all reasonable alternatives and assess them in the same level of detail as the option the plan-maker proposes to take forward in the Local Plan (the*

preferred approach).” As such, it is suggested that there has not been a reasonable assessment of all the options, and that a more forensic assessment of this part of the SA would draw out more shortfalls in the assessment of the sites which could result in different outcomes for the most sustainable sites.

3.17 It is not clear why mixed housing sites were assessed against the garden city principles- all but one of both the mixed use and housing only sites meets the Government's definition of a Garden Village being between 1,500-10,000 homes and therefore this methodology is likely to award more significant positive impacts to larger sites. There is no justification for this methodology being applied.

3.18 For the strategic housing allocations, sites were excluded from the SA process if they gained planning permission in 2013-2017, if their position in the settlement hierarchy does not allocate any development there and if the capacity of the site is for under 10 dwellings. The assessment has also been influenced by PAS guidance which sets out exclusionary criteria (e.g. Footnote 9 constraints under the NPPF), discretionary criteria (e.g. PRoW and agricultural land) and deliverability criteria (e.g. land ownership and viability). The assessment assessed sites based on the settlement they are in and whether they are strategic/medium-sized or non-strategic (under 60 dwellings). There are just three strategic housing allocations varying in size between 115-300 dwellings. These are assessed against all alternatives that can accommodate over 10 dwellings as included in Appendix 2 of the SA (June 2017). There is no clear justification as to why these three strategic sites have been chosen, and why they have been chosen in these locations ahead of other sites in other settlements as they are all assessed based on what settlement they are in and there is no commentary to support their assessment against the SA objectives and why the other sites have been excluded as preferred allocations. This goes against the guidance in the PPG (ID11-018) whereby:

> *“The sustainability appraisal should outline the reasons the alternatives were selected, the reasons the rejected options were not taken forward and the reasons for selecting the preferred approach in light of the alternatives.”*

3.19 Further to this, the key issue with not providing the commentary to the assessment is that there are clearly some sites which score better against the SA objectives than the allocated sites but it is not clear if they have been rejected for another reason such as deliverability or that against this the sites chosen do pass these criteria. As such the preferred sites have not been effectively justified in the SA and therefore cannot be supported as sustainable allocations in the Local Plan.

3.20 Significantly in assessing all housing allocation sites, there is a clear issue with separating out all the sites into their settlement location in the District. This could quite easily lead to more sustainable sites being unfairly excluded as a preferred option. This would occur whereby a settlement has reached the capacity the Council has decided is sustainable for it and thus a sustainable site there is rejected, while less sustainable sites elsewhere are selected to meet that settlements capacity aim. This approach is likely also causing a ‘sustainability trap’[2] whereby:

“Smaller and rural communities [are considered] as unsustainable in principle. Local authorities are now increasingly defining settlement hierarchies as a basis for determining the permissible scale and nature of sustainable development. However, few if any have devised any means by which a settlement at a lower level can migrate up the sustainability ladder. This all results in a ‘sustainability trap’. In essence, otherwise beneficial development can only be approved if the settlement is considered sustainable in the first place.”

[2] ‘Living Working Countryside: The Taylor Review of Rural Economy and Affordable Housing’ 2008 http://www.wensumalliance.org.uk/publications/Taylor_Review_Livingworkingcountryside.pdf

3.21 Consequently, as the SA has failed to robustly assess the reasonable alternatives for the distribution of housing this sustainability trap adds significant weight to the likelihood that the SA has failed in its objectives and that therefore the sites allocated are not sustainable either. It is also unclear how the proportion of development has been assigned to each tier of the settlement hierarchy and as a result it is evident that reasonable alternatives for housing allocations (both for mixed and housing only sites) have either been unfairly assessed or completely ignored on the grounds of where they are in the settlement hierarchy.

3.22 It is therefore considered that there are significant shortcomings in the SA's approach, and that this contributes to the SA not meeting its requirements and therefore potentially not being robust in the case of assessing site allocations. The allocations chosen as the preferred options are also disadvantaged from not being selected out of a robust housing distribution strategy. The SA does not separate out its assessment of strategic and smaller housing allocations and provides no basis as to why this has not been done or how this can be supported. Finally the lack of a commentary for all of the sites only for housing means there is no justification whatsoever in support of the selection of the preferred options and as such this cannot form a substantive platform upon which sound housing allocations options can be supported in the Local Plan.

Gladman's land interests in Tendring

3.23 It is difficult to fully assess Gladman's sites as the SHELAA 2017 is not currently available and there are no site locations included within the SA. However the following considerations have been made.

Bromley Road, Parsons Heath

3.24 The site at Bromley Road, Parsons Heath falls into the broad location for the Colchester/Tendring Borders Garden Community. Of all of the sub-options included, the site falls either partly or wholly within all of them. Gladman's site itself has not been assessed individually however it can be considered that it would be likely to be viewed favourably due to its location within a preferred Garden Community location. An application was submitted for 145 dwellings in May 2017 (17/00859/OUT) and is currently awaiting a decision.

Grange Road, Lawford

3.25 The site at Grange Road, Lawford is not currently known by the Council. It falls into the settlement hierarchy under smaller urban settlements of Manningtree (including Lawford and Mistley) where the two preferred housing allocations total 175 dwellings.

3.26 It is unknown whether the site MA13 (land off Grange Road) is the Gladman site, part of the site or another site- however it is likely to at least be nearby based on its address. It is stated to have capacity for 30 dwellings compared to Gladman's site for 50-100 dwellings. This site scores better against the SA objectives than the preferred options overall, in particular against the measurements for GP services, the historic environment and secondary school provision.

3.27 Although MA13 also then has a minor negative impact for secondary school capacity, one of the preferred options has a significant negative impact for secondary school provision but a minor positive score for secondary school capacity. In terms of the SA, it should be more important that the secondary school is nearby and capacity can be improved through financial contributions rather than the secondary school being outside of a sustainable distance. In general assessment terms, this highlights an issue with the methodology that in sustainability terms having a school closer to the site should be given more importance than one that is further away but has considerable capacity for new pupils. The only other area where the Lawford site performs worse against the allocated sites was for a minor negative impact against

greenfield/brownfield/landscape in regards to the sustainable location of development. Overall considering the relative weight which should be awarded to these SA objectives for the assessed sites in this settlement, the MA13 site performs better against the SA objectives than in particular the land south of Pound Corner (MA17) site which is preferred.

3.28 If this is not the Gladman site, it will at least be in close proximity and receive similar results against the SA objectives like those highlighted above regarding the accessibility for certain services and facilities. Considering the use of the PAS guidance to exclude sites, it could also be considered that any questions over the deliverability criteria would be resolved through Gladman supporting the site for development. As the site is not known to the Council no clear conclusions can be drawn as to whether this site was fairly assessed, although it does appear that there may have been some unfair assessment for the Manningtree sites overall.

Wick Lane, Ardleigh

3.29 The site at Wick Lane has not been assessed within the SA and significantly no sites within Ardleigh have been included as preferred options in the Publication Draft Plan. This is likely to be associated with Ardleigh's position in the settlement hierarchy as a smaller rural settlement and therefore having a reduced focus for development. It could therefore be contributing to the sustainability trap as set out in the previous section.

4.0 Conclusions

4.1 Although the quantity of sites assessed for garden communities is deemed acceptable, the site selection has been artificially suppressed by the 5,000 dwelling threshold applied for the sites to be assessed in the first place. There is overwhelming evidence that this has resulted in a narrow focus and there is a distinct lack of justification as to why this has been done. As a result there is likely to be a number of garden communities that the SA has completely failed to consider.

4.2 The key aspect of the Tendring SA work which means it is not robust is its assessment of the reasonable alternatives for the spatial distribution of housing. The SA only explores a settlement hierarchy approach and there is no evidence to support this is the most sustainable approach to development in Tendring District. This makes the SA fundamentally flawed.

4.3 As a consequence of this the SA's approach to site allocations for Tendring cannot be considered robust as they are built on an unjustified approach to housing distribution. They have been considered against which settlement they are in and therefore this has the potential to exclude more sustainable sites just because they are located in a settlement where there are already enough site allocations or it is within a settlement which is further down in the hierarchy.

4.4 On top of this, nowhere in the SA is the appropriate level of development for each settlement in the hierarchy established and therefore it is completely unknown if this is the most sustainable level that could be achieved. There is also no clarity as to why strategic housing allocations have been chosen in the areas they have been and why those in other locations have been excluded. As such there is reason to believe that the assessment of strategic and smaller site allocations has not been done in a robust manner.

4.5 The assessment of sites in Gladman's interests also suggests there may be some shortfalls in assessment in terms of the reasons behind their inclusion and exclusion but without more information it is difficult to draw some solid conclusions.

4.6 On the whole, these factors set out that there is a distinct lack of information supporting any of the conclusions made on housing distribution and site allocations and therefore they cannot be relied upon within this SA and to allow the Local Plan to be found sound.

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Appendix 2

Technical Review of the Council's Housing Needs Evidence Base: Tendring District

Barton Willmore

2017

TECHNICAL REVIEW OF COUNCIL'S HOUSING NEED EVIDENCE BASE

TENDRING DISTRICT

Prepared on behalf of
Gladman Developments Ltd

July 2017

bartonwillmore.co.uk

BARTON WILLMORE
PLANNING / DESIGN / DELIVERY

HOUSING NEED TECHNICAL REVIEW

TENDRING DISTRICT

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APPENDIX 1: AFFORDABILITY CALCULATOR - TENDRING

1.0 INTRODUCTION

1.1 This report has been prepared by Barton Willmore LLP's National Research Team on behalf of Gladman Developments Ltd.

1.2 The National Planning Policy Framework (NPPF) states that to boost significantly the supply of housing, local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed need for market and affordable housing (paragraph 47).

1.3 This report provides a review, critique, and evaluation of Tendring District Council's most recent evidence in respect of the objective assessment of housing need (OAHN).

1.4 At the time of writing the most recent OAHN evidence available from the Council is the 'Objectively Assessed Housing Need Study, November 2016 Update' produced by Peter Brett Associates (PBA) for the local authorities of Braintree, Chelmsford, Colchester and Tendring.

1.5 The OAHN Update supersedes the original July 2015 OAHN Study and a January 2016 Update to take account of the 2014-based official Government population and household projections, which provide the starting point for assessing housing need.

1.6 The OAHN Update also gives further consideration to the issue of Unattributable Population Change (UPC), utilising a data tool published by the Office for National Statistics (ONS) in September 2015 which was considered in the January 2016 Update. However, the OAHN Update considers the issue of UPC in the context of the more recent 2014-based Government projections. The treatment of UPC has a particular impact on the assessment of housing need for Tendring when compared with the other authorities of the Housing Market Area (HMA).

1.7 Table 1.1 summarises the OAHN derived from the original July 2015 OAHN Study and the November 2016 Update. The reports provide OAHN for the four authorities considered by the Council to represent the HMA.

Table 1.1: Comparison of OAHN assessed by the PBA original July 2015 Study and November 2016 Update (2013-2037)

	July 2015 Dwellings per annum	November 2016 Dwellings per annum
Braintree	845	716
Chelmsford	775	805
Colchester	920	920
Tendring	597	550

Source: PBA

1.8 The November 2016 OAHN Update concludes that full OAHN for Tendring is 550 dwellings per annum and on this basis Policy SP3 of the Publication Draft Local Plan for Tendring makes provision for 550 dwellings per annum (dpa) over the Plan period 2013-2033.

1.9 In this context, the purpose of this report is to review the November 2016 OAHN Update to determine whether 550 dpa does reflect full OAHN for Tendring District. We review the OAHN Update in the context of the policies of the NPPF and the NPPF's accompanying Planning Practice Guidance (PPG). Specifically, section ID2a of the PPG – 'Housing and Economic Development Needs Assessments' (HEDNA) – which sets out the recommended methodology to be followed in calculating the OAHN. This report reviews the OAHN Update in the context of the stepped approach prescribed by the PPG's HEDNA methodology.

1.10 This review is structured as follows:

1.11 **Chapter 2** outlines the approach to establishing OAHN required by the NPPF and PPG. A summary of proposed changes set out in the recent Housing White Paper (February 2017) are also presented.

1.12 **Chapter 3** reviews the definition of the Housing Market Area (HMA) adopted by the Council for assessing OAHN.

1.13 **Chapter 4** addresses the demographic projections presented in the Council's evidence base, specifically the population projections and their conversion into household projections.

1.14 **Chapter 5** addresses the approach and results reported in the Council's evidence base concerning the number of homes needed to support future jobs growth in Tendring. Specifically, this chapter considers the number of jobs that the evidence base suggests the OAHN should be underpinned by and how that number of jobs is converted into homes.

1.15 **Chapter 6** examines the market signals evidence presented in the Council's evidence, paying particular attention to affordability, and appraises the conclusions regarding market signals (worsening or not) and the proposed response. An alternative to the conclusions and response to market signals by the Council's evidence is presented alongside an explanation as to why it should be preferred.

1.16 Finally, **Chapter 7** summarises the main findings of this review and presents overall conclusions on whether there is the potential for an increase to the Council's existing OAHN.

2.0 THE APPROACH TO ASSESSING HOUSING NEED

2.1 This chapter summarises the national planning policy rationale and practice guidance for objectively assessing housing need.

i) National Planning Policy Framework (NPPF, 27 March 2012)

2.2 NPPF sets out the Government's planning policies for England and how these are expected to be applied. NPPF states that planning should proactively drive and support sustainable economic development to deliver the homes that the country needs, and that every effort should be made to objectively identify and then meet housing needs, taking account of market signals (paragraph 17).

2.3 In respect of delivering a wide choice of high quality homes, NPPF confirms the need for local authorities to boost significantly the supply of housing. To do so, it states that local authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area (paragraph 47).

2.4 With regard to plan-making, local planning authorities are directed to set out strategic priorities for their area in the Local Plan, including policies to deliver the homes and jobs needed in the area (paragraph 156).

2.5 Further, Local Plans are to be based on adequate, up to date and relevant evidence, integrating assessments of and strategies for housing and employment uses, taking full account of relevant market and economic signals (paragraph 158).

2.6 For plan-making purposes, local planning authorities are required to clearly understand housing needs in their area. To do so they should prepare a Strategic Housing Market Assessment (SHMA) that identifies the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period (paragraph 159).

ii) Planning Practice Guidance (PPG, 06 March 2014)

2.7 PPG was issued as a web based resource on 6th March 2014. The Housing and Economic Development Needs Assessments (HEDNA) section of the PPG (ID2a) is intended to provide guidance to local planning authorities on how to determine the full OAHN and present it in a SHMA as required by paragraph 159 of the NPPF.

2.8 The PPG's HEDNA section confirms that the OAHN must be an objective assessment based on facts and unbiased evidence, and that constraints should not be applied to the OAHN (ID2a, paragraph 4). The OAHN should be 'policy off', and use of the PPG methodology for assessing OAHN is strongly recommended, to ensure that the assessment is transparent (ID2a, paragraph 5).

2.9 The full methodology for establishing the OAHN and affordable housing is set out in paragraphs ID2a-014 to 029 of the PPG's HEDNA section. However, the guidance related to establishing OAHN is set out between paragraphs 15 and 20. In this study an assessment of OAHN and not affordable housing is provided. The relevant paragraphs of PPG predominantly referred to are therefore paragraphs 15-20.

2.10 The PPG HEDNA methodology is summarised as follows:

Step1 - Starting point estimate of need

2.11 The methodology states that the starting point for assessing overall housing need should be the household projections published by the Department for Communities and Local Government, but that they are trends based and may require adjustment to reflect factors, such as unmet or suppressed need, not captured in past trends (ID2a 015).

> **"The household projection-based estimate of housing need may require adjustment to reflect factors affecting local demography and household formation rates which are not captured in past trends. For example, formation rates may have been suppressed historically by under-supply and worsening affordability of housing."** (2a-015) (Our emphasis)

Step 2 - Adjusting for demographic evidence

2.12 The PPG methodology advises that adjustments to household projection-based estimates of overall housing need should be made on the basis of established sources of robust evidence, such as ONS estimates (2a-017). This includes sensitivity testing for alternative migration trends.

Step 3 - Adjusting for likely change in job numbers

2.13 In addition to taking into account demographic evidence the methodology states that job trends and or forecasts should also be taken into account when assessing overall housing need. The implication is that housing numbers should be increased where this will enable labour force supply to match projected job growth (2a-018).

> **"Where the supply of working age population that is economically active (labour force supply) is less than the projected job growth, this could result in unsustainable commuting patterns … and could reduce the resilience of local businesses. In such circumstances, plan makers will need to consider how the location of new housing or infrastructure development could help address these problems."** (2a-018)

Step 4 - Adjusting for market signals

2.14 The final part of the methodology regarding overall housing need is concerned with market signals and their implications for housing supply (2a-019:020).

> **"The housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings."** (2a-019)

2.15 Assessment of market signals is a further test intended to inform whether the starting point estimate of overall housing need (the household projections) should be adjusted upwards. Particular attention is given to the issue of affordability (2a-020).

> **"The more significant the affordability constraints … and the stronger other indicators of high demand … the larger the improvement in affordability needed and, therefore, the larger the additional supply response should be."** (2a-020)

Step 5 - Overall housing need

2.16 An objective assessment of overall housing need can be summarised as a test of whether the household projection based starting point can be reconciled with a) the latest demographic evidence, b) the ability to accommodate projected job demand, c) the requirement to address worsening market signals. If it cannot be reconciled, then an adjustment should be made.

2.17 The extent of any adjustment should be based on the extent to which it passes each test. That is:

- It will at least equal the housing need number implied by the latest demographic evidence;
- It will at least accommodate projected job demand; and,
- On reasonable assumptions, it could be expected to improve affordability.

Affordable Housing Need Assessment

2.18 The methodology for assessing affordable housing need is set out at 2a-022 to 029 and is largely unchanged from the methodology it supersedes (SHMA 2007). In summary, total affordable need is estimated by subtracting total available stock from total gross need. Whilst it has no bearing on the assessment of overall housing need, delivering the required number of affordable homes can be used to justify an increase in planned housing supply (2a-029).

> **"The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments … <u>An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes</u>."** (2a-029) (our emphasis)

iii) Housing White Paper – 'Fixing our Broken Housing Market' (February 2017)

2.19 The Housing White Paper was published in February 2017, and acknowledges a **need for 225-275,000 new homes per annum** to keep up with population growth and start to tackle years of under-supply in the country.[1] The Paper acknowledges that one of the main problems leading to significant under-supply of housing has been the failure of local authorities to plan for the homes they need,[2] and as a consequence the ratio of average house prices to average earnings has more than doubled since 1998. [3]

2.20 In seeking to address these problems, the White Paper states how a 'radical rethink' of the approach to home building is required. This includes the existing approach to establishing the Objectively Assessed Housing Need (OAHN). The White Paper therefore states the following in respect of how the OAHN is proposed to be reformed:

> **"at the moment, some local authorities can duck potentially difficult decisions, because they are free to come up with their own methodology for calculating 'objectively assessed need'. So, we are going to consult on a <u>new standard methodology</u> for calculating 'objectively assessed need', and encourage councils to plan on this basis." [4]**

[1] Paragraph 2, 'Our housing market is broken', page 9, 'Fixing our broken housing market', February 2017
[2] Paragraph 4, 'Our housing market is broken', page 9, 'Fixing our broken housing market', February 2017
[3] Paragraph 5, 'Our housing market is broken', page 9, 'Fixing our broken housing market', February 2017
[4] Paragraph 7, 'What we're going to do about it', page 14, 'Fixing our broken housing market', February 2017

2.21 The White Paper acknowledges the recommendations in this regard of the Local Plans Expert Group (LPEG) report, which concluded that a standardised methodology was one of the most important reforms that could be made to improve plan-making.[5]

2.22 The White Paper confirms that Councils will be incentivised to use the new standard approach, although where it is justified, deviation from the standard approach may be acceptable:

> **"We want councils to use the new standardised approach as they produce their plans and will incentivise them to do so. We expect councils that decide not to use the new approach to explain why not and to justify to the Planning Inspectorate the methodology they have adopted in their area." [6]**

2.23 The standardised methodology will therefore provide the 'baseline' OAHN, to which amendments can be made if it is deemed to have been justified. The timescale for the new standardised methodology is confirmed in the White Paper as follows:

> **"To incentivise authorities to get plans in place, in the absence of an up-to-date local or strategic plan we propose that by April 2018 the new methodology for calculating objectively assessed requirement would apply as the baseline for assessing five year housing land supply and housing delivery." [7]** (Our emphasis)

2.24 Consultation on the proposed changes is expected in July 2017 (although not yet available at the time of writing this report). However, in the interim period the existing OAHN methodology set out in the PPG's Housing and Economic Development Needs Assessment (HEDNA) section is to be followed.

[5] Paragraph A.21, page 74, 'Fixing our broken housing market', February 2017
[6] Paragraph 1.14, 'Assessing housing requirements', page 23, 'Fixing our broken housing market', February 2017
[7] Paragraph 1.15, 'Assessing housing requirements', page 23, 'Fixing our broken housing market', February 2017

3.0 HMA DEFINITION APPLIED IN THE COUNCIL'S EVIDENCE

3.1 The NPPF/PPG HEDNA requires local planning authorities to assess housing need within the relevant housing market area (HMA), rather than simply within their own boundaries.

3.2 In defining 'What is a housing market area?', the PPG states:

> **"A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work. The extent of the housing market areas identified will vary, and many will in practice cut across various local planning authority administrative boundaries. Local planning authorities should work with all the other constituent authorities under the Duty to Cooperate."** [8]

3.3 The November 2016 OAHN Update gives consideration to research carried out by academics from the Centre for Urban & Regional Development Studies (CURDS) at Newcastle University which created a robust set of HMA definitions within a tiered structure.

3.4 The OAHN Update acknowledges a Strategic HMA defined by CURDS that consists of the five authorities of Braintree, Colchester, Chelmsford, Maldon and Tendring. However, the OAHN Update decides to exclude Maldon from the HMA definition on the basis that Maldon Council considers it is a separate HMA, with Maldon Council submitting evidence to its own Local Plan examination in this respect.[9]

3.5 The OAHN Update supplements this stance with its own analysis of 2011 Census commuting and migration flows which concludes that excluding Maldon from the HMA only marginally reduces the containment threshold of the HMA.[10]

3.6 We can confirm that self-containment thresholds are still met when Maldon is excluded from the HMA definition. However, including Maldon strengthens the HMA definition and there are clearly functional relationships between Maldon and the other four authorities (Braintree, Chelmsford, Colchester and Tendring). This is demonstrated in Table 3.1 (travel to work flows) and Table 3.2 (migration flows).

[8] Paragraph: 010 Reference ID: 2a-011-20140306, Planning Practice Guidance, 06 March 2014
[9] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 2.26, page 14
[10] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 2.28, page 14

Table 3.1: Travel to Work Flow Containment

Usual Residence	Place of Work: Tendring	Braintree	Chelmsford	Colchester	Maldon	Babergh	Greater London	Other	Total
Tendring	37,994	811	672	8,737	161	632	2,488	3,911	55,406
Braintree	391	42,807	6,854	3,665	1,363	1,211	7,151	11,130	74,572
Chelmsford	116	2,634	52,495	949	1,727	66	14,080	14,858	86,925
Colchester	3,784	3,617	2,525	61,225	1,384	1,266	6,093	6,181	86,075
Maldon	82	1,339	4,122	1,137	16,761	41	3,025	4,036	30,543
Babergh	670	1,142	344	2,440	55	24,470	1,558	11,953	42,632
Greater London	185	746	2,423	696	314	156	3,734,844	282,417	4,021,781
Other	1,560	4,951	13,665	5,412	1,528	8,250	760,687	-	796,053
Total	44,782	58,047	83,100	84,261	23,293	36,092	4,529,926	334,486	-

Source: ONS, Census 2011

3.7 In line with the containment thresholds applied during the determination of Travel to Work Areas (TTWAs) by ONS, retention of at least 67-75% of the workforce is considered an appropriate benchmark.

3.8 Table 3.1 illustrates flows of workers between Tendring and all neighbouring authorities. There are particularly strong flows of workers from Tendring to Colchester and Greater London. And of those who work in Tendring, the majority of workers originate from Colchester.

3.9 From Table 3.1 we can calculate that 85% of Tendring's workforce also live in Tendring (=37,994/44,782). This is within the recommended self-containment threshold. However, the five authorities of the Strategic HMA combined provide an 88% self-containment rate. Removing Maldon from the HMA reduces the self-containment rate to 85%.

Table 3.2: Household Move Containment

Current Residence	Previous Residence: Tendring	Braintree	Chelmsford	Colchester	Maldon	Babergh	Greater London	Other	Total
Tendring	8,339	213	107	887	36	154	1,248	2,052	13,036
Braintree	190	7,630	983	676	355	201	921	2,758	13,714
Chelmsford	92	585	8,943	255	474	50	1,606	4,144	16,149
Colchester	1,110	754	363	13,568	298	304	1,539	4,085	22,021
Maldon	30	286	520	201	2,297	16	341	982	4,673
Babergh	163	316	55	457	25	3,863	457	2,716	8,052
Greater London	555	566	1,070	1,100	215	293	853,477	183,548	1,040,824
Other	2,215	2,960	4,382	4,639	1,144	3,221	219,260	-	237,821
Total	12,694	13,310	16,423	21,783	4,844	8,102	1,078,849	200,285	-

Source: ONS, Census 2011

3.10 Table 3.2 again illustrates flows between Tendring and all neighbouring authorities but less pronounced than travel to work flows. Nonetheless, flows are again strongest between Tendring and Colchester.

3.11 Unlike commuting flows, PPG provides a useful guideline for household move containment of 70%.

3.12 From Table 3.2 we can calculate that 66% of Tendring's household moves are within Tendring (=8,339/12,694), falling below the self-containment threshold of 70%.

3.13 However, the five authorities of the Strategic HMA combined provide a 71% self-containment rate, which falls within the PPG threshold. Removing Maldon from the HMA reduces the self-containment rate to 70%.

3.14 The analysis of commuting flows and migration flows confirms strong linkages between the five authorities, which combined also meet the PPG self-containment thresholds. As such, we concur that the Strategic Colchester HMA as defined by CURDS (Braintree, Chelmsford, Colchester, Maldon and Tendring) represents a sound study area for this OAHN and on this basis the OAHN Update November 2016 is incorrect to exclude Maldon from the HMA definition.

4.0 DEMOGRAPHIC OAHN PRESENTED IN THE COUNCIL'S EVIDENCE

i) Introduction

4.1 Paragraphs ID2a-015 to 017 of the PPG provide the methodological guidance for determining the first stage of the OAHN; demographic-led housing need. This section of the report therefore considers the demographic evidence presented in the November 2016 OAHN Update. Consideration is given as to whether the OAHN Update provides a robust approach to the assumptions underpinning the demographic-led OAHN, and whether there are any weaknesses in the approach.

ii) Starting Point Estimate (Step 1, PPG ID2a-015)

4.2 The original July 2015 OAHN assessment used demographic forecasts produced by Edge Analytics for the 12 instructing local authorities forming the Essex Planning Officers Association (EPOA). However, this work was based on the Government's 2012-based population and household projections, which have since been superseded by the 2014-based series.

4.3 Given the EPOA has not commissioned an update to take account of the latest projections, the November 2016 Update has produced its own projection scenarios which do take account of the 2014-based release.

4.4 The November 2016 Update presents the 2014-based demographic starting point according to the official projections for Braintree, Chelmsford and Colchester. However, the November 2016 Update claims that the official demographic projections are not robust for Tendring because of the issue of Unattributable Population Change (UPC) and therefore provides an alternative demographic projection.

4.5 Table 4.1 summarises the official 2014-based Sub National Population Projection (SNPP) that underpins the official demographic starting point of housing need for all four local authorities, alongside that assumed by the November 2016 Update. The official 2012-based SNPP has also been included for information. The November 2016 Update presents growth over the period 2014-2037 rather than the Plan Period 2013-2037.

Table 4.1: Population growth: comparison of official SNPP and November 2016 Update (2014-2037, total change)

	Official 2012-based SNPP	Official 2014-based SNPP	November 2016 Update
Braintree	26,899	24,294	24,294
Chelmsford	25,564	26,986	26,986
Colchester	37,369	39,369	39,369
Tendring	24,907	23,513	24,900*

* Taken from Table 1 of the Tendring Note appended to the November 2016 Update

4.6 The demographic starting point assumed for Tendring by the November 2016 Update is nearly identical to the population growth projected by the 2012-based SNPP, despite being produced on a different basis. Whilst the November 2016 Update provides a brief overview of the methodology applied, the exact detail is unclear. For example, the methodology states:

> **"A new population is prepared that is a weighted average between the low and high projections. This is also converted to households and homes and compared to the planned development schedule of 464 homes (2015-37). A new set of weights are prepared. This process iterates until the conversion to households and homes matches the development schedule. A summary of the results is shown in Table 1."[11]**

4.7 The methodology is described as an iterative process until the development schedule is reached (480 dwellings, 2013-2037). In effect, the demographic starting point for Tendring is therefore based on a dwelling constrained projection rather than a true unconstrained demographic projection.

4.8 An additional 480 dwellings per annum was the level of need identified by the EPOA/Edge Analytics Phase 7 report based on the 10-year migration trend with an UPC adjustment. This scenario formed the demographic starting position for Tendring assumed in the original July 2015 OAHN Study.

4.9 The November 2016 Update states *'in the present study we accept this figure of 480 dpa, because the evidence that underpinned it has not changed'*[12] However, we consider this statement to be somewhat contradictory because 480 dwellings per annum was the resulting level of need from the 10-year migration trend with an UPC adjustment. The January 2016 and subsequent November 2016 Update identified a weakness with the UPC adjustment applied

[11] John Hollis, Tendring Note (November 2016), paragraph 2.2, Appendix to PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update
[12] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 3.22, page 19

by EPOA/ Edge Analytics. Before we consider this point in more detail, it is worthwhile to explain the issue of UPC in order to set the context of the comments we make.

Unattributable Population Change (UPC)

4.10 UPC relates to the level of difference in recorded population by the 2011 Census and that estimated by the annual Mid-Year Population Estimates over the decade 2001-2011.

4.11 UPC in Tendring is equivalent to -10,533 people (2001-2011) which means that there was an overestimation of Tendring's population between 2001 and 2011 and following the 2011 Census results Tendring's population was revised downwards. The ONS distribute the effect of UPC across the period 2001-2011.

4.12 Therefore, making a UPC adjustment, has the effect of reducing net migration to Tendring (because UPC is negative) which in turn results in a lower population projection compared to if an UPC adjustment was not made.

4.13 When calculating the 2012 and 2014-based SNPP the ONS have not made any adjustment for UPC because it could not be demonstrated to measure a bias in the trend data that would continue into the future. The ONS has stated:

> **"It was proposed not to make an adjustment for UPC in the 2012-based (or, subsequently, the 2014-based) subnational population projections or in the series of population estimates based on the 2011 Census since the UPC is unlikely to be seen in continuing subnational trends as:**
>
> - **it is unclear what proportion of the UPC is due to sampling error in the 2001 Census, adjustments made to population estimates following the 2001 Census, sampling error in the 2011 Census and/or error in the intercensal components (mainly migration);**
> - **if it is caused by either the 2001 Census or 2011 Census, then the components of population change will be unaffected;**
> - **if it is caused by international migration, it is likely that the biggest impacts will be seen earlier in the decade between 2001 and 2011 and will have less of an impact in the later years when improvements were introduced to migration estimates."[13]**

[13] Page 7, Quality and Methodology Information Paper, Sub National Population Projections, 27 May 2016, Office for National Statistics

4.14 Following the approach of ONS, Barton Willmore's approach is to exclude UPC from the assessment of alternative migration trends whether UPC is positive or negative. This approach stems from advice received from the ONS when the UPC element was first introduced in 2013, in which ONS advised Barton Willmore that *"As we cannot be certain whether or not the "other unattributable" relates to migration it would seem sensible to exclude it from migration trends."* UPC by the nature of its name is not attributable to any particular component of population change and therefore to include UPC along with migration trends is not considered appropriate.

4.15 It is also notable how the Local Plans Expert Group (LPEG) recommend the exclusion of UPC from the calculation of OAHN in their recommended changes to the PPG's OAHN methodology, presented to Central Government in March 2016.

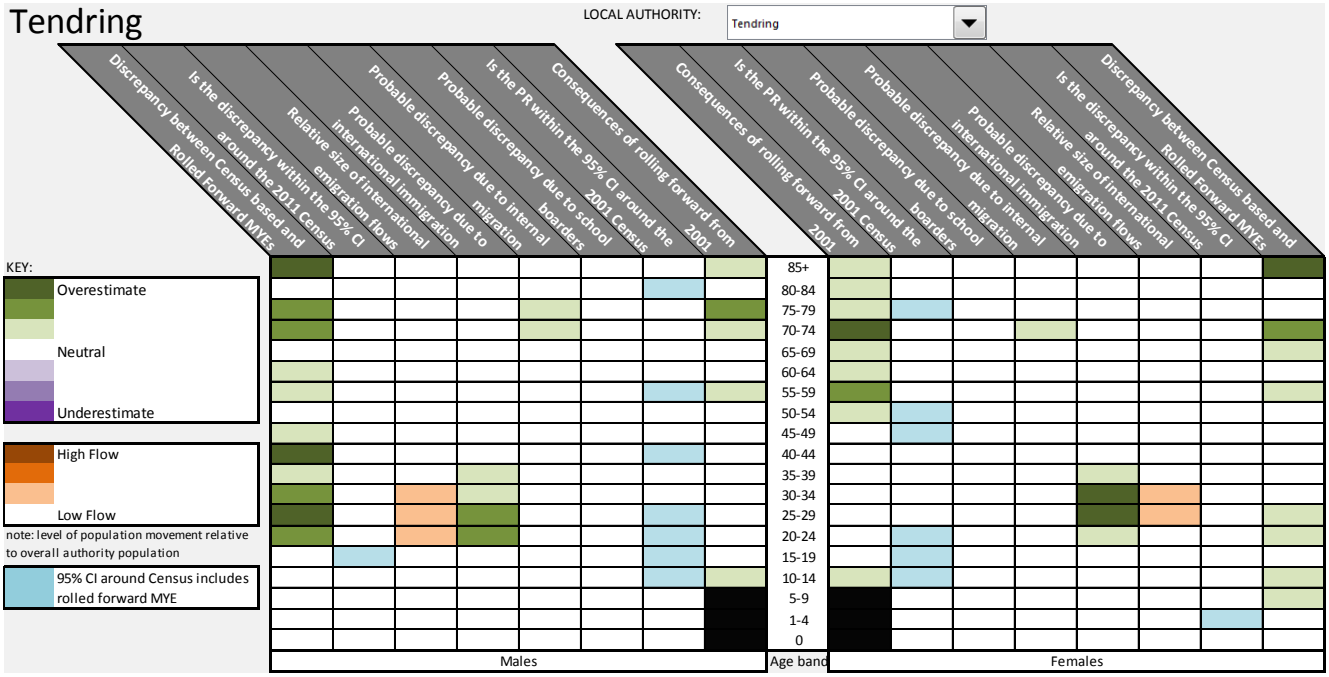
4.16 The EPOA/ Edge Analytics Phase 7 work applied a UPC adjustment to international migration estimates for Tendring. However, the January 2016 OAHN Update considered the error in population was associated with both international migration and domestic migration flows within the UK (internal migration) based on the findings of the ONS data tool published in September 2015.

4.17 Applying the UPC adjustment to international migration only, results in an older population profile (given international migrants are typically younger). Therefore, applying the UPC adjustment to both international and internal migration results in a younger population profile. This is considered an important issue because the age profile of the demographic projection will have an impact on the level of housing need and economic growth than can be supported.

4.18 The November 2016 Update's demographic starting point for Tendring is based on a dwelling constrained forecast (480 dpa). The underlying migrant profiles used within the projection calculation are based on a weighted average between the low and high migration trends. No detail is provided on the weights applied, which is considered a weakness and makes interrogation of the method difficult.

4.19 Furthermore, no detail is provided on the level of the UPC adjustment applied to the international and internal migration estimates. As is demonstrated in the extract from the ONS data tool (Figure 4.1) the discrepancy in population estimates for Tendring was due to both internal and international migration. However, the darker shading of the international migration column indicates the discrepancy is more likely to be due to international migration than internal migration.

Figure 4.1: Extract of ONS UPC data tool for Tendring



4.20 However, we know that a UPC adjustment has been applied to both the international and internal migrant profile which leads to a younger migrant profile. This reduces the number of homes required because household formation rates are lower for younger people. This point is confirmed by the November 2016 Updates' starting point of housing need summarised in Table 4.2.

Table 4.2: <u>Household</u> growth: comparison of official DCLG household projections and November 2016 Update (2013-2037, total change)

	Official 2012-based DCLG household projection	Official 2014-based DCLG household projection	November 2016 Update
Braintree	16,031 (668 pa)	14,539 (606 pa)	14,539 (606 pa)
Chelmsford	15,424 (643 pa)	15,739 (656 pa)	15,739 (656 pa)
Colchester	20,010 (834 pa)	19,932 (831 pa)	19,932 (831 pa)
Tendring	15,705 (654 pa)	15,008 (625 pa)	10,700 (445 pa)*

* Taken from Table 1 of the Tendring Note appended to the November 2016 Update

4.21 It is evident from Table 4.2 that the November 2016 Update's starting point for Tendring is 445 households per annum (2013-2037). However, household growth resulting from the 2012-based SNPP is 654 households per annum, despite both scenarios being based on 'virtually identical' population growth (24,900 people) as was shown in Table 4.1. This demonstrates the effect of the UPC adjustment.

Vacancy rates

4.22 The vacancy rates applied in the November 2016 Update to convert household growth into dwelling growth appear to have been drawn from the 2011 Census[14]. Whilst more recent rates are available from the Council Tax Base, the 2011 Census rates are prudent. Table 4.3 summarises the November 2016 Update's starting point estimate (dwellings) for the four authorities.

Table 4.3: Summary of November 2016 Update's starting point estimate of housing need (2013-2037)

	Household growth	Vacancy	Dwelling growth
Braintree	14,539 (606 pa)	2.8%	14,952 (623 pa)
Chelmsford	15,739 (656 pa)	2.3%	16,104 (671 pa)
Colchester	19,932 (831 pa)	4.2%	20,784 (866 pa)
Tendring	10,700 (445 pa)*	7.9%	11,520 (480 pa)

* Taken from Table 1 of the Tendring Note appended to the November 2016 Update

UPC Conclusions

4.23 Barton Willmore consider the November 2016 Update's starting point estimate for Braintree, Chelmsford and Colchester to be correct, being based on the DCLG 2014-based household projection with no adjustment for UPC.

4.24 However, the UPC adjustment applied to Tendring's starting point is not considered appropriate for the following reasons and has the effect of the reducing the starting point from 674 to 480 dwellings per annum:

[14] John Hollis, Tendring Note (November 2016), paragraph 2.1, Appendix to PBA, Braintree, Chelmsford, Colchester, tendring OAHN Study, November 2016 Update

- As mentioned earlier, UPC by its nature is not attributable to any particular component, although the ONS data tool suggests in Tendring this is probably due to discrepancy in international migration estimates and to a lesser extent, internal migration estimates;

- It is clear from the ONS statement accompanying the 2014-based SNPP (see paragraph 4.32 above) that the effect of UPC is likely to have been greater towards the start of the decade. Therefore, as account is taken of more recent migration trends, the issue of UPC becomes less relevant as fewer years within the trend are likely to have been affected by UPC;

- The 2014-based SNPP reflect the 2014-based national projections in assuming net international migration of 185,000 people per annum across England. However, as a consequence of the recently revised international migration estimates, both the 2014-based national and sub national population projections are considered to significantly underestimate net international migration trends. The latest quarterly net international migration estimates suggest that net international migration totalled 248,000 people per annum in the year ending December 2016;

- The administrative population estimates published by ONS on 17 November 2016[15] give a population of 142,721 for Tendring at 2011 (Census day). This is higher than the official 2011 Census count of 138,048. This suggests that the 2011 Census may have undercounted the population of Tendring and the downward revision made to the rolled forward MYPE following release of the 2011 Census may have been too great for Tendring. If these new administrative estimates are correct, then this would mean UPC in Tendring is in fact lower than currently estimated by ONS because less of an adjustment is needed to match the 2011 administrative estimate;

- The 2015 and 2016 Mid-Year Population Estimates (MYPE) published after the 2014-based SNPP have already exceeded the 2014-based SNPP for years 2015 and 2016 for Tendring indicating that the 2014-based SNPP provide a conservative projection of population growth for Tendring.

[15] https://www.ons.gov.uk/census/censustransformationprogramme/administrativedatacensusproject/administrativedatacensusresearchoutputs/sizeofthepopulation
ONS disclaimer: These outputs are NOT official statistics on the population. Rather they are published here as outputs from our continued research into a methodology different to that currently used in the production of population statistics. These outputs must not be reproduced without this disclaimer and warning note.

4.25 The approach of excluding UPC from the calculation of alternative migration trends has been supported by Inspectors in various Local Plan Examinations and s78 Planning Appeals.

Aylesbury Vale Local Plan Examination – June 2014

4.26 The Inspector for the Aylesbury Vale Local Plan Examination in Public did not agree with the Council's approach to including negative UPC within the migration trends. He stated:

> **"However, whilst an over estimation of migration may play a significant part in the other (unattributable) component of change in the mid-year estimates, there is insufficient basis to conclude that it accounts for 100% of this figure. Indeed the ONS itself considers that it would be sensible to exclude the unattributable figure from migration trends given the degree of uncertainty. Attributing all of this to migration, as the Council has done, has the effect of substantially reducing the estimates of past net in-migration to the District. The very recent trend suggests an increase in annual net in-migration"[16].**

4.27 The approach of Aylesbury Vale Council whereby negative UPC was included within the migration trends despite the very recent trends suggesting an annual increase in net migration, echoes the approach of Tendring Borough Council.

West Oxfordshire Local Plan Examination – December 2015

4.28 UPC in West Oxfordshire is equivalent to -568 people between 2001 and 2011. The Council's alternative population projections adjusted for UPC which had the effect of lowering the net migration figures and therefore population projection. Whilst the Inspector acknowledged that: UPC is not a significant issue in West Oxfordshire; the ONS' decision is to not include UPC within the calculation of the SNPP; and the default PAS Technical Note[17] advises that the default option is to ignore UPC, the Inspector concludes that future work should model projections with and without UPC to test its significance.

Newark and Sherwood – s78 Planning Appeal[18] January 2016

4.29 UPC in Newark and Sherwood is equivalent to -134 people in total over the period 2001-2011. The Council considers that it is necessary to make an adjustment for UPC which has the effect of reducing housing need. The Council's justification for this was to provide an overall figure for the Housing Market Area (HMA) that was sufficiently accurate in relation to the individual

[16] PINS/J0404/429/8, Letter from Kevin Ward (Inspector) to Aylesbury Vale District Council

[17] PAS Objectively Assessed Need and Housing Targets Technical Advice Note, Second Edition, July 2015

[18] Appeal Ref: APP/B3030/W/15/3006252

local authority areas, particularly in respect of Mansfield. Given this was a s78 inquiry rather than a Local Plan Examination, the Inspector was concerned with the evidence before her in respect of Newark and Sherwood only, and not the wider HMA. The Inspector concluded:

> **"The evidence before me is not sufficient to demonstrate that a downward adjustment to the identified longer term migration trends to take account of UPC for N&S is necessary. Furthermore, I am not satisfied that it has been adequately demonstrated that the absence of such an adjustment in N&S would necessarily have an unacceptable impact on the robust assessment of FOAN within the HMA as a whole."[19]**

Sefton Local Plan Examination – February 2016

4.30 UPC within Sefton was equivalent to -2,106 people between 2001 and 2011. The argument was put forward by the Council that the CLG 2012-based household projection was based on over-estimates of in-migration because of factors such as UPC. However, the Inspector stated:

> **"The 2012-based DCLG projections indicate household growth of 576 annually over the Plan period. I do not accept the argument that this figure is based on over-estimates of in-migration because of factors such as unattributable population change"[20]**

4.31 This supports Barton Willmore's view that the CLG household projections form the starting point estimate of housing.

Arun Local Plan Examination – February 2016

4.32 UPC within Arun between 2001 and 2011 was equivalent to approximately -4,050 people which is a significant amount, as is the case in Tendring. The Inspector acknowledged that the exclusion or inclusion of UPC therefore makes a significant difference to the demographic element of OAN. The SHMA's approach to this issue was to include 50% of UPC within the alternative migration trends. The Inspector did not see a case to partly-discount UPC for the following reasons:

> **"A number of factors suggest a need for caution in the acceptance of the Hearn approach to migration issues in Arun. Firstly, ONS information postdating the Hearn report is that international migration to UK has been underestimated to a statistically significant extent and ONS population projections in 2014 indicate faster growth of population than the 2012 projections. Secondly, while the effects of these factors on Arun are unknown, it is clear that population growth in the District has already exceeded the 2012-Based SNPP judged by the 2013 and 2014 MYEs, including migration. Thirdly, work**

[19] Paragraph 18, Page 4, Appeal Decision Ref: APP/B3030/W/15/3006252, Land at Southwell Road, Farnsfield, Norringhamshire
[20] Paragraph 9, page 2, Inspectors Initial Findings, Sefton Local Plan Examination, February 2016

underpinning the London Plan concludes that net population outflows will take place from London into the wider South East of which Arun is part."[21]

4.33 All of the planning Inquiry evidence outlined above supports the exclusion of negative UPC from the calculation of alternative migration trends, as Barton Willmore are proposing for Tendring.

iii) Alternative Population Projections (Step 2, PPG ID2a-016/017)

4.34 In line with the PPG HEDNA requirement (ID2a-015), the November 2016 OAHN Update tests the official demographic projections in respect of their underlying trends in relation to household formation and alternative migration trends in order to determine whether an adjustment is required to the starting point estimate. We begin by considering alternative migration trends before going on to consider household formation.

4.35 The starting point is underpinned by migration trends from the period 2009-2014. The OAHN Update gives consideration to two alternative population projection scenarios:

- **PBA Trends 2005-2015** which is based on average migration trends from the 10-year period 2005-2015;
- **PBA Trends 2010-2015** which is based on average migration trends from the 5-year period 2005-2015.

4.36 However, given the OAHN Update has made a UPC adjustment to Tendring's demographic projection, the two alternative migration trends are not considered for Tendring in the OAHN Update.

4.37 We consider this a weakness of the OAHN Update. Our view is that the two alternative migration trends should be considered for Tendring, as has been done for the three districts of Braintree, Chelmsford and Colchester.

4.38 Furthermore, since the publication of the November 2016 OAHN Update the ONS have published the 2016 MYPE which allow more recent 5 and 10-year migration trends to be considered. We recommend sensitivity testing of a 5-year trend based on the period 2011-2016 and a 10-year trend based on the period 2006-2016.

[21] Paragraph 1.12, Inspectors Conclusions, Arun Local Plan Examination, February 2016

4.39 In addition to the two alternative migration trends, the OAHN Update also considers a demographic scenario based on providing housing need to support additional migration growth from London.

4.40 The '**GLA demographic scenario**' is based on the Greater London Authority's (GLA) Central Scenario which assumes net out-migration from London to the East region of 28,000 increasing to 37,000 over the period 2013-2037. The OAHN Update states that this is similar to the assumptions of the ONS 2012-based SNPP for the East of England.[22]

4.41 The GLA doesn't provide a breakdown of net out-migration from London to individual local authorities. However, Edge Analytics estimated this breakdown as part of their EPOA Phase 7 report in proportion to past migration flows. The OAHN Update does not seek to update this scenario from the Phase 7 Edge Analytics report and therefore bases its conclusions on the findings of the Phase 7 Edge Analytics report.

4.42 The OAHN Update concludes that the GLA demographic scenario and the ONS 2012-based SNPP are 'extremely close' at the HMA level[23] with the GLA demographic scenario exceeding the 2012-based SNPP scenario by just 74 dpa. On this basis, the OAHN Update acknowledges that the GLA demographic scenario would justify only an insignificant uplift to the HMA's housing need.[24]

4.43 We consider the analysis provided by the OAHN Update in respect of the GLA demographic scenario to be outdated, providing a comparison with only the ONS 2012-based SNPP. Furthermore, we consider an additional 74 dpa should not be discounted so easily. Over the period 2013-2037 this is equivalent to an additional 1,776 dwellings in total, which is a significant increase.

iv) Household Formation Assumptions (Step 2, PPG ID2a-015)

4.44 The PPG provides guidance on how the Household Formation Rates (HFRs) underpinning the conversion of population to households should be applied. Paragraph ID2a-015 of the PPG identifies how HFRs published by DCLG are underpinned by past trends alone. They do not take account of government policy such as the NPPF, and may have been suppressed by under-supply and worsening affordability of housing, factors that have led to an increase in concealed households (i.e. young couples living with parents).

[22] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 4.9, page 36
[23] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 4.11, page 36
[24] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 4.15, page 37

4.45 The earlier July 2015 OAHN study applied unadjusted HFRs from the 2012-based DCLG household projection series. Although the November 2016 OAHN Update refers to this approach being challenged by other parties on the basis of the 2012-based HFRs reflecting a short-term down turn in formation rates[25], the OAHN Update continues to use 2012-based HFRs unadjusted.

4.46 The OAHN Update justifies this approach through reference to academic research which claims that lower household formation amongst younger people, in particular, as shown in the 2012-based HFRs is associated with lifestyle change. Lifestyle changes are cited as accounting for 20% of the difference between the 2008-based and 2012-based household projections. However, the Neil McDonald and Christine Whitehead research paper which the OAHN Update references, states that the remaining 80% of the difference comes from differences in the household formation rate projections.[26]

4.47 Importantly, the research paper by Neil McDonald and Christine Whitehead goes on to state:

> **"The differences for couples aged under 35 are perhaps of greatest concern. For these groups household formation rates have been falling since 1991, implying that more and more couples have been living in someone else's household. Moreover, the 2012-based projections suggest that the household formation rates of these groups will continue to fall, although at a slower rate than between 2001 and 2011 – a big problem for people at a key life stage." (our emphasis)**

4.48 Whilst the research paper acknowledges that more groups benefit from increasing HFRs under the 2012-based series than those groups that are expected to see their HFRs fall, it states:

> **"So, overall, household formation rates are projected to increase, although older households secure a disproportionate share of the additional housing at the expense of younger households, some of whom will see their chances of setting up a separate household fall throughout the next quarter of a century." (our emphasis)**

4.49 The OAHN Update states that socio-economic factors are also reducing the ability of younger people to form separate households such as precarious employment, reducing welfare benefits and rising student debt.[27] However, the OAHN Update does not consider positive moves by the Government outlined in the recent Housing White Paper (February 2017) to assist younger people enter the housing market. For example, the Lifetime ISA, Help to Buy Equity Loan, Starter Homes and the Affordable Homes Programme.

[25] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 3.41, page 25
[26] N McDonald and C Whitehead, *New estimates of housing requirements in England, 2012 to 2037, T*own & Country Planning Tomorrow Series Paper 17, November 2015, page 18
[27] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 3.45, page 25

4.50 The Housing White Paper refers to a housing crisis in the UK, making it clear that the country has not been building enough homes, and housing delivery requires a significant boost in line with the policies of the NPPF.

4.51 The Housing White Paper acknowledges that home ownership among younger people has declined sharply in recent years and identifies the difficulties being faced by the younger age groups as follows:

> **"Rising prices are particularly tough on younger people trying to get onto the housing ladder, or wanting to move into their first family home. Some young people have no choice but to continue to live with their parents, friends or strangers to make ends meet."**[28] (our emphasis)

4.52 The 25-34 year age group is widely considered as the age group in which the housing crisis has the most pronounced influence. This is acknowledged by the Housing White Paper which comments as follows:

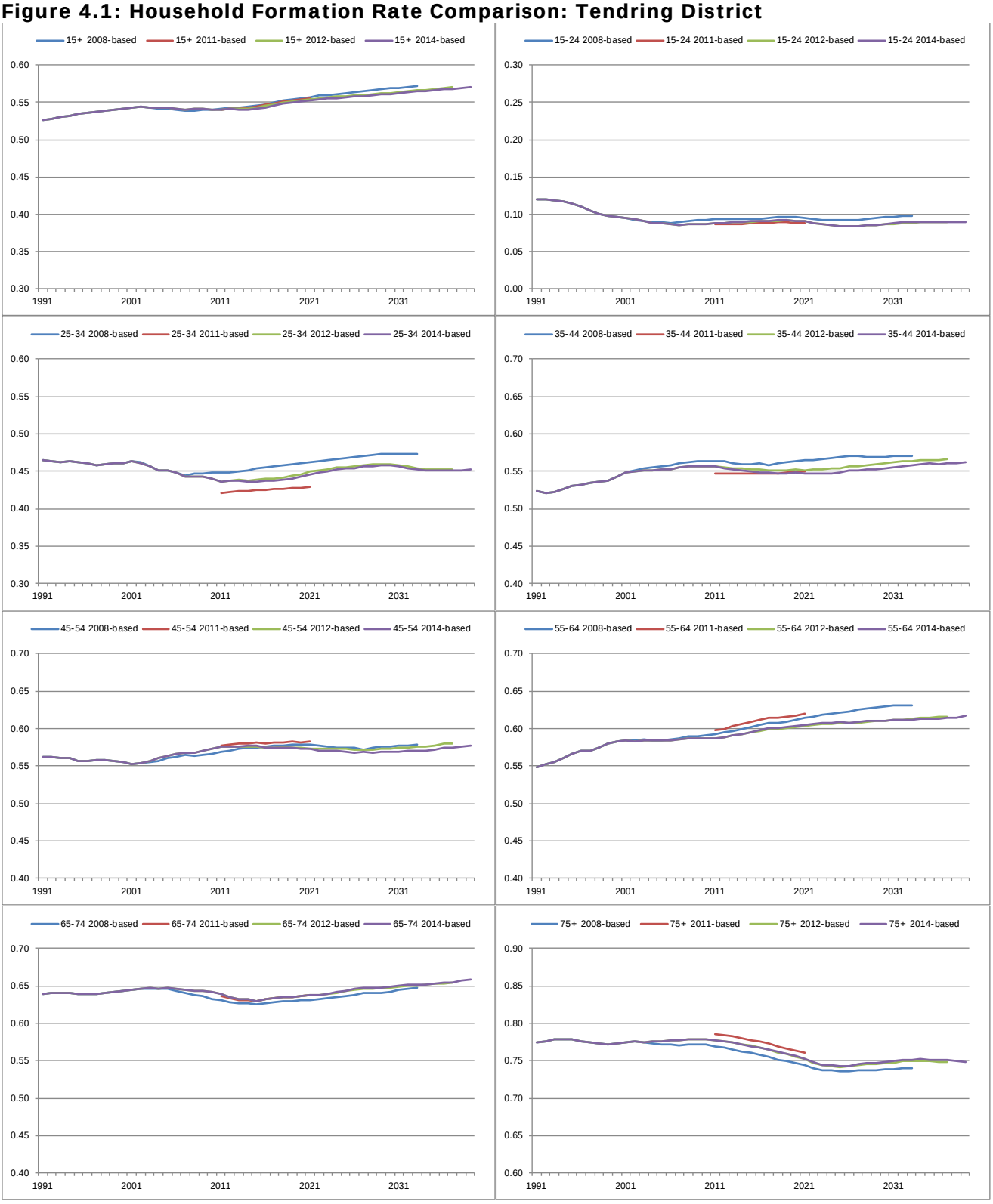
> **"As recently as the 1990s, a first-time buyer couple on a low-to-middle income saving five per cent of their wages each month would have enough for an average-sized deposit after just three years. Today it would take them 24 years. It's no surprise that home ownership among 25-to 34-year-olds has fallen from 59 per cent just over a decade ago to just 37 per cent today.**
>
> **Without help from the "Bank of Mum and Dad", many young people will struggle to get on the housing ladder."** [29] (our emphasis)

4.53 Although the White Paper acknowledges the impact on 25-34 year olds, the impact is also felt in the 35-44 year age group. This is borne out in the projected household formation rates of the projection series that have been published post 2011 Census.

4.54 Three series of HFRs have been published since the 2011 Census, and we compare these rates for Tendring District in Figure 4.1 with the 2008-based DCLG HFRs which were produced prior to the 2011 Census and projected a more positive level of household formation in younger age groups.

[28] Paragraph 4.3, page 58, Fixing our broken housing market, February 2017
[29] Paragraphs 2-3, page 10, Fixing our broken housing market, February 2017

Figure 4.1: Household Formation Rate Comparison: Tendring District



Source: DCLG

4.55 Figure 4.1 illustrates how the both the 2012 and 2014-based HFRs project a slight increase in the HFRs for people aged 25-34 years before projecting a deterioration. This is in contrast to the 2008-based HFRs which projected stable household formation in this age group.

4.56 The difference between the HFRs for 35-44 year olds is less marked. Nonetheless, over the projection period, both the 2012 and 2014-based HFRs project the rates to remain relatively stable.

4.57 The OAHN Update does give consideration to local HFRs for Braintree, Chelmsford, Colchester and Tendring comparing each district's respective HFRs in 2031 to the national average according to the 2012-based series. The OAHN Update concludes that there is no evidence to suggest that HFRs are suppressed in any of the four local authorities by a local undersupply of housing because projected formation rates for 25-29 and 30-34 year olds are above the national average.[30]

4.58 As discussed above, the Housing White Paper acknowledges that household formation for younger people has been suppressed nationally and therefore comparing the local rates to the suppressed national average as the OAHN Update report has done is not considered a sound justification for not making a HFR adjustment.

4.59 We have analysed annual housing completions in Tendring District over the period 2001-2016 compared to the district's annual targets and established that there has been a shortfall of 1,499 units over this period (5,251 completions versus target of 6,750). This will have restricted household formation in Tendring District.

4.60 To plan on the basis of unadjusted 2012-based HFRs as the OAHN Update has done, is considered inappropriate and will only serve to exacerbate the problems that the Housing White Paper has identified.

4.61 In line with PPG it is therefore considered appropriate to apply more positive rates of household formation in the 25-34 and 35-44 age groups, in order to align with the policies of the NPPF and significantly boost housing supply.

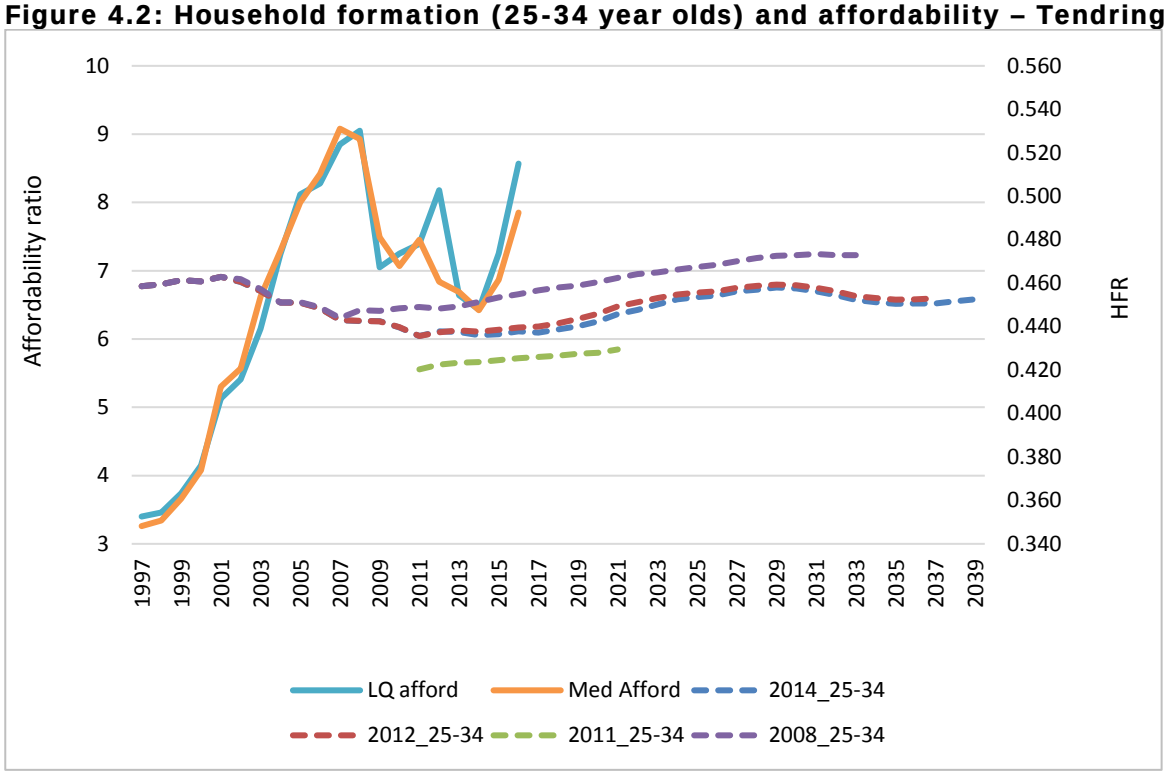
4.62 Furthermore, we consider that the most recent 2014-based HFRs should have been utilised by the OAHN Update given that there were available. The OAHN Update states that the 2012 and 2014-based HFRs are virtually identical but Figure 4.1 (presented earlier in this report) has identified slight variation in the 2012 and 2014-based HFRs.

4.63 Lower household formation for younger people is largely a consequence of the affordability issues set out above, resulting in more concealed households in this age group and an indicator of household suppression. The OAHN Update has failed to acknowledge the underlying relationship between household formation trends and affordability.

[30] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, paragraph 3.55, page 28

4.64 In Tendring District, a sharp worsening in affordability between 2001 and 2011 coincided with household formation rates for the 25-34 age (first time buyer) group decreasing. Furthermore, the increase in Tendring's affordability ratio in 2009 marked the start of the HFRs falling away from their projected path (2008-based). See figure 4.2.

Figure 4.2: Household formation (25-34 year olds) and affordability – Tendring



Source: DCLG, ONS and Barton Willmore

4.65 Both the 2012 and 2014-based HFRs for 25-34 year olds in Tendring was evidently already suppressed and declining prior to the 2011 Census, which is not surprising in light of the affordability problem prior to that point.

v) Conclusions on Demographic OAHN

4.66 The Council's November 2016 OAHN Update correctly identifies the starting point estimate of housing need for Braintree, Chelmsford and Colchester – presenting the DCLG 2014-based household projections. However, for Tendring, a starting point estimate of 480 dwellings per annum (2013-2037) is presented in the OAHN Update which is below the official DCLG 2014-based starting point of 674 dwellings per annum (including an allowance for vacancy).

4.67 The reduced starting point for Tendring is the result of the OAHN Update applying a UPC adjustment. This adjustment is considered unjustified for the following reasons:

- The ONS claims that the effect of UPC was greater towards the start of the decade (2000s) and therefore the 2014-based SNPP which underpin the starting point (based on trends from the period 2009-2014) will have been less affected by the issue of UPC;

- Administrative population estimates suggest that the 2011 Census may have underestimated Tendring's population and therefore the downward revision applied to Tendring's MYPE (in effect the UPC adjustment) may have been too great;

- The 2014-based SNPP are underpinned by a conservative assumption of net international migration and therefore to reduce migration trends further is considered inappropriate;

- 2015 and 2016 MYPE published after the 2014-based SNPP have already exceeded the 2014-based SNPP projection for the same years, further suggesting that the 2014-based SNPP provides a conservative projection of population growth for Tendring.

4.68 Given the UPC adjustment to the starting point for Tendring, the OAHN Update has not considered alternative migration trend scenarios for Tendring. This is considered a weakness. An alternative 5-year migration trend from the more recent period 2010-2015 and a 10-year migration trend from the period 2005-2015 has been considered by the OAHN Update for Braintree, Chelmsford and Colchester. We consider the same scenarios (without a UPC adjustment) should also be considered for Tendring. Furthermore, now that the 2016 MYPE have been published this allows for more recent 5-year and 10-year migration trends to be considered.

4.69 Despite the OAHN Update identifying that the alternative migration trends collectively for Braintree, Chelmsford and Colchester projected higher population growth than the 2014-based SNPP[31], the OAHN update concludes that the 2014-based SNPP is the preferred demographic projection on which to assess housing need across the HMA. This has implications in particular for Colchester's demographic OAHN which is considerably higher under the alternative migration trends. We believe greater weight should be given to the alternative migration trend scenarios.

4.70 In addition to the two alternative migration trends, the OAHN Update also gives consideration to a GLA demographic scenario which looks at increased out-migration from London to surrounding authorities. The OAHN Update concludes that the uplift suggested by increased out-migration from London to the four HMA authorities of 74 dpa is insignificant. We disagree.

[31] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Table 3.4, page 29

Such an uplift is equivalent to an additional 1,776 dwellings over the period 2013-2037 which is significant. Nonetheless, the evidence on which this conclusion is reached is outdated being based on the Edge Analytics Phase 7 report produced for the EPOA which only provided a comparison with the ONS 2012-based SNPP. The evidence should be updated to provide a comparison with the ONS 2014-based SNPP.

4.71 The OAHN Update makes no adjustment to address suppressed household formation which we have identified has occurred in Tendring due to under-supply and worsening affordability of housing as required by PPG (ID2a-015). The analysis of HFRs by age group for Tendring that we have presented in this chapter, has identified clear suppression in household formation for younger people which closely correlates with a worsening in housing affordability in Tendring. On this basis, and as required by PPG (ID2a-017), sensitivity testing of alternative HFR assumptions is required in Tendring and the OAHN Update has failed to consider this.

4.72 To summarise, the OAHN Update presents a combined demographic OAHN for the four authorities of 2,695 dwellings per annum (2013-2037) with the individual local authority breakdown as follows:

- Braintree = 623 dpa;
- Chelmsford = 656 dpa;
- Colchester = 866 dpa; and
- Tendring = 550 dpa.

4.73 However, it should be noted that the figure quoted for Chelmsford in the OAHN Update[32] (also presented above) is incorrect. The correct demographic OAHN for Chelmsford is 671 dpa based on the DCLG 2014-based household projections with an allowance for vacancy. As a result, the correct combined demographic OAHN implied by the OAHN Update is 2,710 dpa. Although the difference is only equivalent to 15 dpa, this equates to an additional 360 dwellings in total over the period 2013-2037 which is significant.

4.74 Nonetheless, we consider that the demographic OAHN presented by the OAHN Update is an underestimate of demographic housing need in all four of the local authorities as it fails to take account of the higher growth suggested by alternative migration trends and provides no remedy for suppressed household formation of younger people. Furthermore, the extent of the underestimation is even greater in Tendring due to the UPC adjustment applied by the OAHN Update. Addressing all of these issues would increase the demographic OAHN above that suggested by the OAHN Update.

[32] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 3.74, page 33

5.0 THE APPROACH TO RECONCILING HOUSING NEED AND JOB GROWTH IN THE COUNCIL'S EVIDENCE

i) Introduction

5.1 In relation to future jobs growth, the OAHN Update refers to PPG and the need to consider whether the housing provision in line with the preferred demographic projections would provide enough workers to support future job growth expected in the area. The implication being that if it doesn't, the projections should be adjusted upwards.[33]

5.2 The test of whether the OAHN Update's 'demographic OAHN' is capable of supporting projected job growth, depends upon i) the job growth projection used, ii) the assumptions used to reconcile (or link) job growth forecasts and the population projection underpinning the 'demographic OAHN'.

ii) Job Growth Projection

5.3 The OAHN Update makes use of the East of England Forecasting Model (EEFM) July 2016 baseline forecasts for Braintree, Chelmsford and Colchester. Over the period 2013-2037 the EEFM 2016 forecasts the following job growth:

- Braintree = 490 jobs per annum;
- Chelmsford = 725 jobs per annum;
- Colchester = 928 jobs per annum.

5.4 For Tendring, a bespoke economic forecast from Experian has been considered because of the concern that the EEFM forecasts would be distorted for Tendring because of the issue of UPC (discussed earlier in Chapter 3 of this report). Experian were provided with the population outputs from the 550 dpa demographic scenario from which they predicted labour demand of 490 jobs per annum (as forecast by the Experian January 2016 forecast) would be met in full by the demographic OAHN.

5.5 The approach in the OAHN Update to assessing economic OAHN is therefore not consistent across the four HMA authorities. This is considered a weakness.

[33] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 6.1, page 67

5.6 Furthermore, although the July 2016 EEFM forecast is the latest available, we consider it a weakness of the OAHN Update to assess future job growth across the HMA on the basis of one forecast only. We acknowledge a sense check against Experian's forecasts has been provided by the OAHN Update. However, due to the volatility in economic forecasts between forecasting houses, we would recommend consideration is also given to forecasts produced by other independent forecasting houses and average of projected growth assumed for the purposes of assessing OAHN. This is an approach which has been supported at Local Plan Examinations, most notably in the case of South Worcestershire[34]. The potential weakness of consulting a single forecast was also noted by a section 78 appeal Inspector in Wokingham. [35]

5.7 In addition, PPG (ID2a-018) requires plan makers to make an assessment of the likely change in job numbers based on past trends and/or economic forecasts. The OAHN Update gives no consideration to past employment trends across the HMA which we consider a further weakness.

5.8 Barton Willmore have obtained job forecast and past trend data from Experian, Oxford, and Cambridge economics and we consider the growth in past trends from 1997-2015 below.

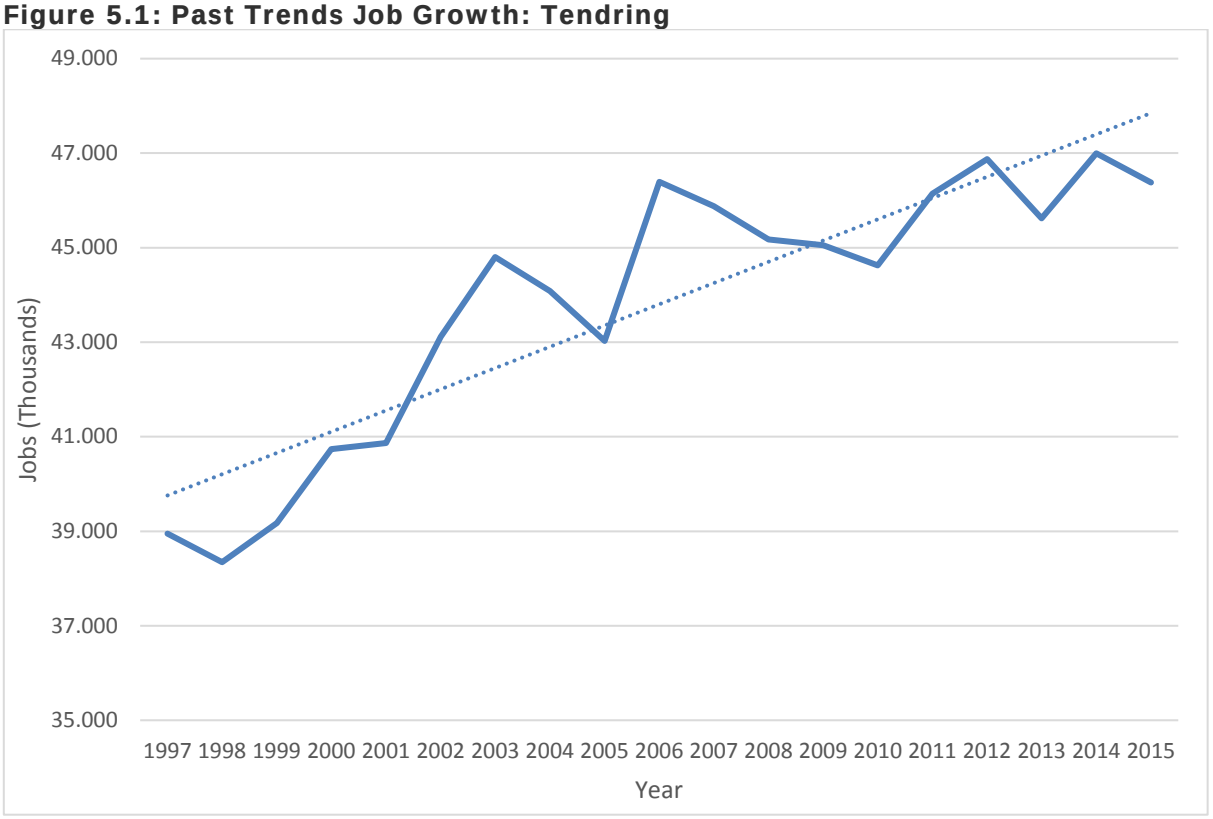
5.9 In assessing the number of jobs based on past trends, it is important to ensure that a representative period is used, and there is no bias in the data. The period over which past trends are calculated is very sensitive to small changes in the number of years for which the analysis is undertaken. For example, the number of jobs may increase or decrease more dramatically over a single year rather than a longer period due to the onset or exit from recession.

5.10 Barton Willmore's approach is therefore to consider two periods known as 'peak to peak' and 'trough to trough'. This is considered to provide the most realistic and representative periods to assess past trends job growth, considering a business cycle from peak to peak and trough to trough rather than arbitrary periods which may show an overtly optimistic or pessimistic picture.

5.11 The average number of jobs recorded year by year between 1997 and 2015 by the three independent forecasting houses is illustrated in Figure 5.1 below to highlight the peaks and troughs of job growth brought about by economic cycles in Tendring.

[34] Stage 1 of the Examination of the South Worcestershire Development Plan, Inspector's further interim conclusions, March 2014, paragraph 11, page 3.
[35] Paragraph 32, page 6, Appeal Decision APP/X0360/W/15/3097721.

Figure 5.1: Past Trends Job Growth: Tendring



Source: Experian Economics, Cambridge Econometrics, and Oxford Economics

5.12 Figure 5.1 shows how Tendring has experienced fluctuating levels of job growth since 1997, with pronounced peaks and troughs. The analysis of past trends job growth and concluding on appropriate job growth for use in an objective assessment of overall housing need is therefore sensitive to the years selected, as discussed above.

5.13 For example, consideration of a period 2006 and 2015 would be inappropriate owing to the pronounced peaks and troughs in both years. Job change over this period would be -12, despite the trend line showing a clear increase over 18 years. Similarly, the 1998-2006 period would show growth of 8,000 jobs over 8 years (1,000 jobs per annum).

5.14 It is considered appropriate to determine the peak to peak and trough to trough figures over the longest period possible. In the context of figure 5.1 it would not therefore be considered appropriate to consider the peak periods to be 2003 and 2006.

5.15 The most obvious choice to consider trough to trough is considered to be 1998-2015, as there are clear troughs at similar levels below the trend line. The peak to peak period is more problematic due to the aforementioned peaks being most obvious at only three years apart (2003-2006).

5.16 In this instance, it is therefore considered appropriate to determine the trough to trough period only between 1999 and 2015. This shows growth of 7,211 jobs over this period, equating to 451 jobs per annum.

5.17 In the context of our analysis of past employment trends in Tendring, the OAHN Update's assumption of growth of 490 net new jobs in Tendring (2013-2035) seems prudent.

iii) Translating job growth into housing need

5.18 In order to convert job growth into a workforce requirement, assumptions need to be applied with respect to commuting, unemployment and economic activity. The OAHN Update relies upon such assumptions for Tendring as contained within the Experian forecasting model. The OAHN Update does not provide any interrogation of the Experian assumptions. This is considered a weakness.

5.19 In fact, the OAHN Update contains very little detail on assessing economic OAHN in Tendring – the focus is more on Braintree, Chelmsford and Colchester.

5.20 For Tendring, the OAHN Update refers to Tendring Council publishing the Experian labour market scenario in January 2016. We have attempted to locate this document and have contacted the Council to request the information, however this has been to no avail.

5.21 In the absence of any detail on the assumptions applied by Experian when calculating the bespoke forecast for Tendring it is difficult to provide any detailed comments. However, Experian's economic activity rates have been discussed at length in recent Local Plan Examinations and Section 78 appeals.

5.22 In the Longbank Farm, Ormesby appeal[36], economic activity rates produced by the Office for Budget Responsibility (OBR) were preferred to the Experian activity rates used by the local planning authority's OAHN consultant. Lengthy discussion is included in the appeal decision, but in summary the Inspector concluded that the OBR rates were more realistic than the Experian rates, the latter of which projected higher economic activity in older age groups stating:

> **"I attach greater weight to the OBR projections. They give me cause to <u>seriously doubt the markedly higher activity rates assumed by Experian</u>." [37]** (our emphasis)

[36] Longbank Farm, Ormesby, Middlesbrough section 78 appeal decision, APP/V0728/W/15/3018546, March 2016
[37] Paragraph 21, page 7, Appeal Ref: APP/V0728/W/15/3018546, Longbank Farm, Ormesby, Middlesbrough, TS7 9EF, 09 March 2016

5.23 Furthermore, the recent (March 2017) Inspector's note in respect of the Telford & Wrekin Local Plan identified how economic activity rates from sources such as Experian were ambitious in respect of older age groups. Commenting on the use of Experian's economic activity rates by the Council's consultant (also PBA) in Telford & Wrekin the Inspector stated the following:

> **"I also share my colleague's caution about the increase in activity rates that is suggested for those ages 65 and over. The rate of increase suggested by PBA in that regard appears striking."** [38] (our emphasis)

5.24 The Inspector went on to state the following:

> **"It is important that a labour force shortfall does not arise that could restrict the Council's job growth ambitions. For the avoidance of doubt, I consider that a more cautious approach is therefore justified."** [39] **(our emphasis)**

5.25 On the basis of the Inspector's comments above, there is the potential that again, Experian have assumed high economic activity rates for older people which results in a greater workforce being drawn from the demographic projection. In turn, this results in a need for fewer dwellings because the assumption is that job growth can be supported from the resident population without the need to bring in additional migrants.

5.26 As mentioned above, the OAHN Update provides no detail on the assumptions applied by Experian for Tendring in respect of commuting or unemployment. However, with reference to the EEFM sense check analysis against Experian provided by the OAHN Update for Braintree, Colchester and Chelmsford, which shows Experian assume a decline in unemployment and an increased outflow of commuters, we can presume that Experian have applied a similar approach to the assumptions for Tendring.

5.27 Whilst we support the assumption that unemployment declines over the period 2013-2037, we do not support the approach of adjusting commuting assumptions because adjusting commuting assumptions has implications for other local authorities affected by it. This is a point PBA make themselves in the Technical Advice Note they have produced for the Planning Advisory Service (PAS).[40]

5.28 We accept that for Braintree, Chelmsford and Colchester the Experian data presented (Table 6.4 of the OAHN Update) shows an assumption that out-commuting from these authorities

[38] Paragraph 4, page 1, Examination of the Telford & Wrekin Local Plan (2011-2031) Inspector's Note to Telford & Wrekin Council – 30 March 2017, document F10
[39] Paragraph 5, page 1, Examination of the Telford & Wrekin Local Plan (2011-2031) Inspector's Note to Telford & Wrekin Council – 30 March 2017, document F10
[40] PBA, on behalf of the Planning Advisory Service, Objectively Assessed Need and Housing Targets – Technical Advice Note, second edition, July 2015, paragraph 8.16, page 36

increases over the plan period. Whilst in this instance, such an assumption has the effect of increasing housing need, we remain of the view that commuting assumptions should not be changed over the projection period.

iv) Bringing the evidence together

5.29 The exact level of job growth that the demographic OAHN for Tendring can support is not provided in the OAHN Update. It would be helpful if this was provided.

5.30 We note that the OAHN Update states that the more recent September 2016 Experian forecast shows lower job growth than the January 2016 vintage on which the OAHN Update's assessment is based, and therefore the conclusion reached on economic OAHN for Tendring still holds in light of more recent information.[41] However, since then, Experian have published the December 2016, March 2017 and June 2017 forecasts.

5.31 There is a risk that if economic activity rates do not turn out to be as high as we believe Experian have assumed, then the demographic OAHN may not in fact be able to support economic growth and therefore economic OAHN for Tendring may in fact be higher than suggested by the OAHN Update. As PBA themselves state in the PAS Technical Advice Note:

> **"It is important to avoid unrealistic assumptions on the relationship between housing, population and jobs. A number of housing assessments have been criticised by Inspectors for expecting very fast increases in economic activity rates. Such increases reduce the population growth, and hence number of homes, that is required to support a given number of new jobs. But unrealistic figures put the emerging plan at risk."[42] (our emphasis)**

v) Conclusions on Tendring's Economic OAHN

5.32 The OAHN Update does not provide a consistent assessment of economic OAHN across the four HMA authorities. A different approach is applied in Tendring to the other three authorities. This is justified by the OAHN Update on the basis of UPC. However, as discussed in Chapter 4 of this report, we consider a UPC adjustment for Tendring to be inappropriate. On this basis, we consider the same approach to assessing economic OAHN should be applied across the HMA.

5.33 Our recommendation is that consideration is given to economic forecasts from the three main independent forecasting houses (Experian, Oxford Economics and Cambridge Econometrics)

[41] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 6.31, page 74

[42] PBA, on behalf of the Planning Advisory Service, Objectively Assessed Need and Housing Targets – Technical Advice Note, second edition, July 2015, paragraph 8.15, page 36

and a triangulated average taken. We consider the OAHN Update's reliance on a single forecast to be a weakness given the volatility of economic forecasts.

5.34 The OAHN Update provides no detail or interrogation of the assumptions applied by Experian with regards to unemployment, commuting or economic activity for Tendring. Again, this is considered a weakness.

5.35 However, Experian's economic activity rates have been found by planning Inspectors to be unrealistically high, especially for older people, a point which we support. The effect of which is to reduce the level of housing required to support economic growth. Placing a reliance on high economic activity rates for older people is risky, as if economic activity turns out not to be as high as assumed by Experian, this will put economic growth in Tendring at risk.

5.36 On this basis, the application of a more realistic set of economic activity assumptions has the potential to increase economic OAHN for Tendring. To assist further sensitivity testing of this, it would be helpful if the OAHN Update had presented the exact level of job growth it considered could have been supported by the demographic OAHN. The OAHN Update simply concludes that the demographic OAHN could support job growth of 490 jobs per annum as indicated by Experian January 2016 forecast.

6.0 THE APPROACH TO MARKET SIGNALS TAKEN IN THE COUNCIL'S EVIDENCE

i) Introduction

6.1 The PPG lists six market signals to be analysed (ID2a-019/020) as part of the OAHN, and Chapter 5 of the OAHN Update sets out its analysis of these signals as part of the wider OAHN it presents.

6.2 The PPG states how market signals analysis should be undertaken on the basis of a comparison with similar demographic/economic areas, and in this context the OAHN Update compares each of the four local authority areas to the county, regional and national averages, along with local authorities that have similar characteristics as identified by the ONS Area Classification. We consider the analysis of the OAHN Update below.

ii) House Prices

6.3 The OAHN Update provides an analysis of average house prices. The analysis identifies that house price change in the HMA authorities has paralleled the regional and national trend, with the exception of Chelmsford where house price growth has exceeded trends.[43]

6.4 The PPG HEDNA (ID2a-020) states that comparisons of indicators should be made in both absolute levels and rates of change. It appears (although this could be made clearer) that only indexed change in absolute house prices has been considered in the OAHN Update.

6.5 To fill this gap, we have considered the rate of median house price change in Tendring. Between 1997 and 2016 median house prices increased by 273%. This is slightly above the national average increase of 267% but below the HMA and regional averages. See Table 6.1.

[43] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.17, page 42

Table 6.1: Median house prices

	Median house price (£)			
	1997	2016	Absolute Change 1997-2016	% Change 1997-2016
Braintree	59,995	250,000	190,005	317%
Chelmsford	66,000	295,500	229,500	348%
Colchester	57,000	230,000	173,000	304%
Tendring	49,000	183,000	134,000	273%
HMA	57,999	219,375	161,376	278%
East of England	61,995	250,000	188,005	303%
England	59,995	220,000	160,005	267%

Source: ONS/ Barton Willmore

iii) Affordability Ratios

6.6 Perhaps the most critical of the PPG's market signals relate to affordability, and in particular the lower quartile and median affordability ratios. The lower quartile ratio measures lower quartile earnings to lower quartile house prices. The lower the ratio, the more affordable housing is. The median ratio calculates median earnings against median house prices.

6.7 The OAHN Update considers the lower quartile affordability ratio over the period 2004 to 2015. The OAHN Update identifies that affordability is consistently worse in the four HMA districts than the national and regional benchmarks but better than most other Essex authorities.[44]

6.8 As with the analysis of house prices, the OAHN Update fails to consider the rate of change. Barton Willmore's reference to median affordability ratio data from the ONS (published in March 2017) shows how Tendring's median ratio has increased by 141% between 1997 and 2016. This is higher than the national average (118%) but slightly lower than the regional (143%) and HMA average (146%). However, the HMA average has been influenced by significantly worsening affordability in Chelmsford. See Table 6.2 for more detail. Comparing the individual HMA authorities, it is apparent that Tendring's affordability has declined more acutely than in Braintree, Colchester and nationally.

[44] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.20, page 44

Table 6.2: Median affordability ratios

	Median affordability ratio			
	1997	2016	Absolute Change 1997-2016	% Change 1997-2016
Braintree	4.20	8.59	4.39	105%
Chelmsford	3.68	10.92	7.24	197%
Colchester	3.65	8.71	5.06	139%
Tendring	3.26	7.85	4.59	141%
HMA	3.69	9.06	5.37	146%
East of England	3.68	8.96	5.28	143%
England	3.54	7.72	4.18	118%

Source: ONS/ Barton Willmore

iv) Rents

6.9 The OAHN Update considers absolute change in private sector rents over the period 2011-2016 identifying that rents in Braintree and Colchester are close to the regional average, whilst Chelmsford's are consistently higher and Tendring's consistently lower.

6.10 Again, we have considered percentage change (presented in Table 6.3) as this type of analysis is not presented in the OAHN Update. Lower quartile rents in all four authorities have increased at the same rate as the national average, if not higher. Median rents have not increased to the same extent, but nonetheless in Braintree and Chelmsford are higher, Tendring the same, and Colchester lower than the national rate of increase.

Table 6.3: Private rents

	Median private rents (£)				Lower Quartile private rents (£)			
	2010-11	2014-15	Change		2010-11	2014-15	Change	
			No	%			No	%
Braintree	625	695	70	11%	525	600	75	14%
Chelmsford	725	775	50	7%	595	675	80	13%
Colchester	625	650	25	4%	513	565	53	10%
Tendring	595	625	30	5%	495	525	30	6%
East	635	680	45	7%	525	586	61	12%
England	570	600	30	5%	450	475	25	6%

Source: Valuation Office Agency (VOA)

v) Rate of Development

6.11 When analysing past housing delivery, the PPG states how a *"meaningful period"* should be used to measure supply. The PPG then goes on to state that *"if the historic rate of development shows that actual supply falls below planned supply, the future supply should be increased to reflect the likelihood of under-delivery of a plan."*

6.12 The OAHN Update considers housing completions against plan targets for the four HMA authorities combined over the period 1996/97 to 2014/15. This is considered a reasonable time period.

6.13 The OAHN Update acknowledges that completions fell substantially behind planning targets from 2009/10 onwards[45]. It also acknowledges that completions in the comparator areas have all exceeded those of the four HMA authorities.[46]

6.14 Consideration is given in the OAHN Update to housing completions compared to targets individually for each of the four HMA local authorities. With regards to Tendring, the OAHN Update acknowledges that completions have substantially reduced in Tendring since 2009 and attribute this to not having an up-to-date development plan with new land allocations. The OAHN Update goes on to state:

> **"But where a council lacks an up-to-date development plan the analysis is much more vulnerable to challenge. It is much harder to demonstrate delivery was low simply because of weak market demand."[47]**

vi) Overcrowding and concealed households

6.15 The OAHN Update considers the overcrowding indicator from the 2011 Census and identifies that overcrowding in all four districts is below the county, regional and national averages.[48]

6.16 Similarly, the number of concealed households is also considered by the OAHN Update using data from the 2011 Census, again identifying lower proportions of concealed households than the county, regional and national averages.[49]

[45] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.10, page 40
[46] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.12, page 41
[47] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.77, page 61
[48] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.28, page 47
[49] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.30, page 48

6.17 The OAHN Update fails to consider change in the level of overcrowded or concealed households. Table 6.4 fills this gap by presenting the change in concealed households between 2001 and 2011.

Table 6.4: Change in concealed households

	Concealed Families 2001	Concealed Families 2011	% Change	Absolute Change
Braintree	202	491	143%	289
Chelmsford	293	523	78%	230
Colchester	283	498	76%	215
Tendring	352	510	45%	158
HMA	1,130	2,022	79%	892
East	13,354	24,999	87%	11,645
England	161,254	275,954	71%	114,700

Source: ONS

6.18 The four authorities combined (HMA) have seen a higher rate of increase in concealed households than the national average (+79% vs +71%) but lower than the regional average (+87%). In Tendring there has only been a 45% increase in concealed households highlighting a less acute problem in Tendring than elsewhere in the HMA, and in comparison to regional and national averages.

vii) The OAHN Update's response to market signals

6.19 In the context of the OAHN Update's analysis it concludes that an uplift to the demographic projections may be justified on the basis of housing completions below target and affordability.[50]

6.20 The OAHN Update acknowledges that the PPG provides no specific guidance on how such an adjustment should be made and refers to the fact that the market signals uplifts recommended by Local Plan Inspectors have been a matter of judgement.

6.21 By comparing mean house prices, average private rents, and the affordability ratios based on both workplace and residents' earnings in the four HMA authorities, with the national average, the OAHN report concludes on the following market signals uplifts:

- Braintree = 10 to 15%;
- Chelmsford = 20%;

[50] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 5.86, page 64

- Colchester = 0%; and
- Tendring = 15%.

6.22 The OAHN Update's suggested uplifts are arbitrary based on PBA's own judgement. In light of this, we believe that the suggested adjustments are open to challenge.

6.23 Furthermore, the PPG (ID2a-020) also states how the market signals adjustment should increase supply by *"an amount that could be expected to improve affordability."* The OAHN Update does not consider how the market signals uplifts it proposes will affect affordability.

6.24 To fill this gap, we have utilised the market signals approach endorsed by the Inspector for the Mid Sussex Local Plan which is based on the OBR's house price and earnings forecasts and the University of Reading's house price elasticity research.[51]

6.25 Our analysis has identified that the OAHN Update's proposed OAHN for Tendring (550 dwellings per annum) would result in Tendring's affordability ratio worsening by 56% from 7.85 in 2016 to 12.25 in 2037. See Appendix 1 for detailed calculation.

6.26 On this basis, we do not consider the OAHN Update to provide a sufficient response to market signals issues as intended by the PPG HEDNA, given affordability in Tendring will significantly worsen over the plan period.

viii) Alternative Approaches to Addressing Market Signals

Local Plans Expert Group (LPEG) Approach

6.27 The only systematic approach to this issue, and clear guidance to answer the question of how much uplift is required for market signals pressure, is offered by the LPEG recommendations presented to Government in March 2016.

6.28 We note that the LPEG recommendations to Central Government are not yet adopted as formal policy or guidance, however the recent Housing White Paper (February 2017) has referred to the LPEG report and has stated that a standardised approach to establishing 'baseline' OAHN will be introduced by April 2018.

6.29 Notwithstanding this the LPEG recommendations provide an alternative methodology to assessing OAHN based on alterations to the existing provisions of the PPG's HEDNA. It is therefore considered appropriate to consider their recommendations here, particularly in the

[51] Mid Sussex District Local Plan Examination, Inspector's letter to the Council, 20 February 2017, page 5

context of the LPEG recommendations prescribing specific adjustments for market signals, and the lack of clear guidance in the existing PPG in respect of market signals uplifts.

6.30 In respect of market signals the LPEG report uses a measure of absolute affordability to justify a market signals uplift (additional to the household formation rate adjustment). The median house price affordability banding thresholds arrived at by LPEG are:

- less than 5.3 = 0% uplift;
- 5.3 to less than 7.0 = 10% uplift;
- 7.0 to less than 8.7 = 20% uplift;
- more than 8.7 = 25% uplift.

6.31 For the purposes of calculating the LPEG uplift, the average of the most recent three years of recorded data is used. Based on ONS median affordability ratios the three-year average (2014-2016) is 7.05. This ratio falls within the threshold requiring a 20% uplift to demographic-led OAHN.

6.32 Application of the LPEG market signals adjustment (20%) to the official 2014-based SNPP/ DCLG 2014-based household projection (not adjusted for UPC as in the OAHN update) of 674 dpa, 2013-2037 would require OAHN of **809 dpa**. This is considered a minimum OAHN based on the LPEG approach as the LPEG methodology requires the higher of either the 2014-based SNPP or 10-year migration trend to be used, along with permitting an adjustment to address suppressed household formation for 25-44 year olds.

Barker Review (March 2004)

6.30 The Barker Review used a baseline figure of 140,000 dwellings against which to measure its proposed increase on past supply in order to 'improve the housing market'. It's conclusion of an additional 120,000 dwellings per annum needed implied an increase in housebuilding of 85.7% over past supply levels. Whilst this has not been met at a national level in the period since (and has led to a much further worsening in affordability), it continues to provide a benchmark for how much local authorities might need to improve supply against recent delivery to similarly bring about an improvement in the local housing market (assuming the scale of problem now is, at best, similar to the level it was in 2004).

6.31 Over the past 15 years (2001-2016), Tendring has delivered an average of 350 dpa. A Barker Review style 85.7% increase on this supply position would imply a need for **650 dpa** in order to improve the housing market. This falls below the official PPG starting point (674 dpa) but provides a 20% uplift to the full OAHN established by the OAHN Update (550 dpa).

National Housing & Planning Advice Unit (NHPAU)

6.32 The NHPAU was founded by Government as direct response to the recommendations of the Barker Review and in October 2007 published *'Developing a target range for the supply of new homes across England'*[52]. This flowed from analytical modelling on the impact of the Government's housing supply target for housing affordability prospects over the medium and long-term. The report concluded that a supply range from 240,000 dpa (Government's annual target at that point) to 280,000 dpa should be tested (Table 18), going on to identify (para 4.68):

> **"NHPAU believes that there is a realistic possibility of stabilising the affordability of market housing over the long-term if a supply target for 270,000 net additions to stock, in the right place and of the right type can be adopted through the planning system for delivery before or by 2016."**

6.33 The target of 270,000 per annum would equate to a **24% increase** above the baseline 2014-based DCLG household projection for England (circa 218,000 dwellings per annum, 2014-2039). Applied to the starting point DCLG projection in Tendring this would result in OAHN of **836 dpa, 2013-2037**.

6.34 Crucially, the NHPAU concluded that if stabilising affordability in each region is the goal, then the most efficient way to achieve that is to proportionately increase supply in the areas where affordability is most severe. Thus it focussed 80% of its uplifts (over the then RSS targets) across the South East, the South West and the East of England.

Redfern Review (November 2016)

6.35 The Redfern Review[53] was an independent review of the causes of falling home ownership, and associated housing market challenges. Published in November 2016, it was informed by a housing market model and built by Oxford Economics which looked at the impacts of different supply assumptions on prices and home ownership. The review ultimately concludes (paragraph 33):

> **"…looking forward, if the number of households in the UK were to grow at around 200,000 per year, new supply of 300,000 dwellings per year over a decade would be expected to cut house price inflation by around 5 percentage points (0.5 percentage points a year)… In other words boosting housing supply will have**

[52] Developing a target range for the supply of new homes across England' (October 2007), NHPAU - http://webarchive.nationalarchives.gov.uk/20120919132719/http://www.communities.gov.uk/documents/housing/pdf/523984.pdf

[53] The Redfern Review into the decline of home ownership' (16 November 2016) - http://www.redfernreview.org/wp-content/uploads/2016/01/TW082_RR_online_PDF.pdf

a material impact on house prices, but only if sustained over a long period."

6.36 The accompanying report by Oxford Economics[54] identifies that *"To put downward pressure on prices new supply would need to outstrip underlying household formation"*. It actually models a boost in housing supply of 100,000 above their baseline forecast of 210,000 dwellings per annum, concluding that 310,000 dwellings per annum *"helps to keep prices in check"* up to 2026, albeit still rising marginally.

6.37 Although no corresponding analysis is presented on the affordability ratio (i.e. accounting for changes in income over that period), the adoption of 310,000 dwellings per annum as a figure to keep prices in check would represent a **44.2%** uplift over the demographic baseline suggested by the 2014-based projections (215,000 dwellings). A lower percentage would be sufficient to hold affordability constant if household incomes increased in a corresponding manner.

6.38 In Tendring, a 44.2% increase to the 2014-based household projection (674 dpa) would lead to a requirement for **972 dpa, 2013-2037**.

ix) Conclusions on Market Signals

6.39 The OAHN Update provides an analysis of the market signals identified by the PPG HEDNA. However, the OAHN Update fails to consider change in both absolute and percentage terms, only considering absolute change. We have filled this gap in our analysis which does strengthen the need for a market signals uplift in Tendring.

6.40 Housing completions in Tendring have fallen 22% below planned targets, constraining the supply of housing. Although Tendring is the most affordable of the four local authorities assessed, affordability has worsened to a greater extent in Tendring than compared to Braintree and Colchester.

6.41 The OAHN Update acknowledges worsening market signals in Tendring which it proposes to address by applying a 15% uplift to its demographic starting point (480 dpa) resulting in full OAHN of 550 dpa. Applied to the official demographic starting point (674 dpa) the OAHN Update's 15% uplift would result in full OAHN of 775 dpa (2013-2037).

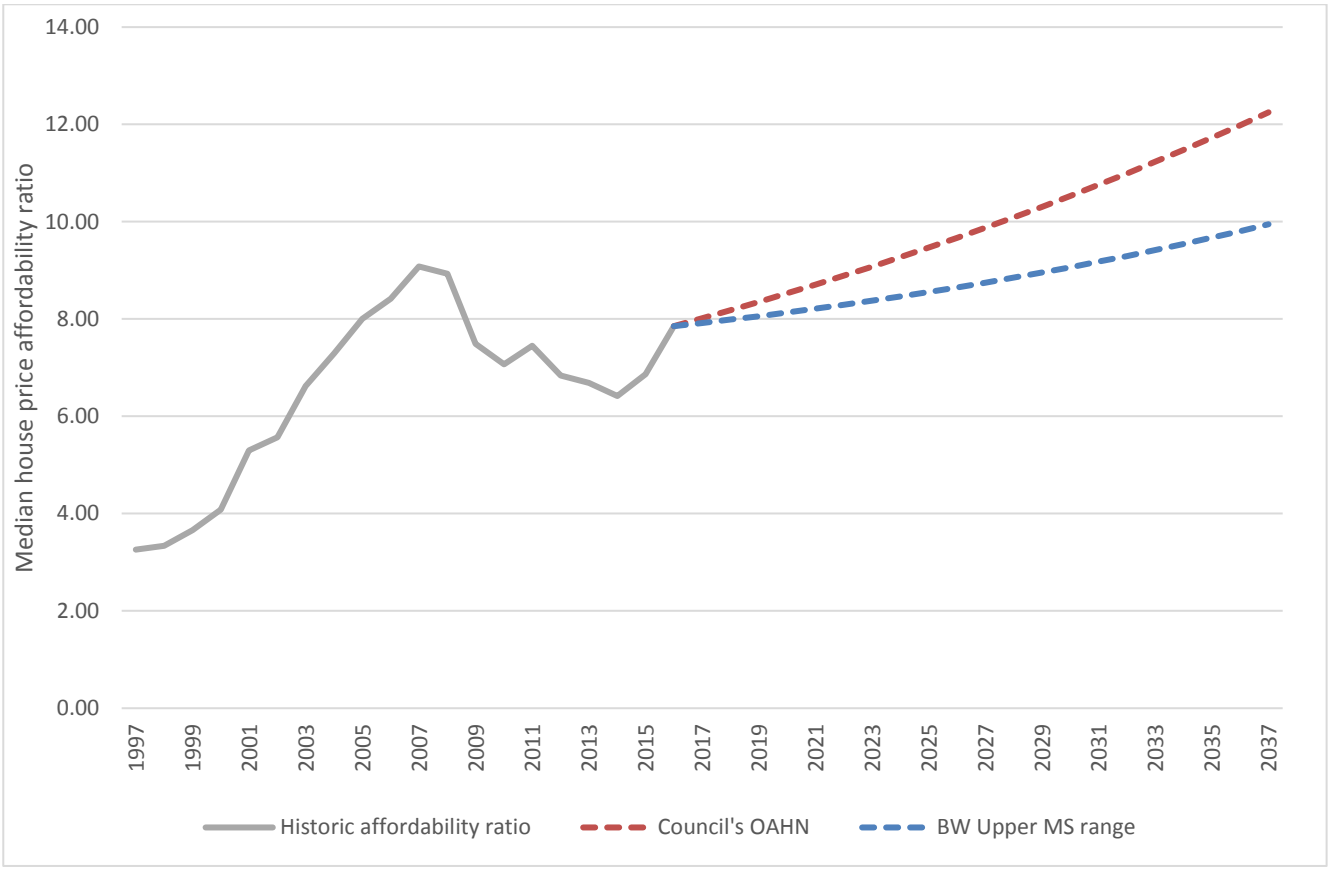
6.42 The OAHN Update's suggested 15% uplift is arbitrary based on PBA's judgement. Our analysis of a number of alternative approaches to arriving at a market signals OAHN for Tendring have

[54] 'Forecasting UK house prices and home ownership' (November 2016) Oxford Economics - http://www.redfernreview.org/wp-content/uploads/2016/11/20161114-Redfern-Review-modelling-paper.pdf

been tested, including consideration of approaches by the Local Plans Expert Group's (LPEG), Redfern Review, Barker Review and the NHPAU. **These recommendations would require an OAHN range for Tendring of between 650 dpa and 972 dpa (2013-2037).**

6.43 Our analysis has identified that the OAHN Update's proposed OAHN for Tendring (550 dpa) would lead to Tendring's housing affordability ratio worsening by 56% between 2016-2037. The upper extent of our identified market signals range (972 dpa) would still result in a worsening of Tendring's affordability ratio but to a lesser extent (+27%). See Chart 6.1.

Chart 6.1: Impact on Tendring's affordability ratio of proposed OAHN



Source: Barton Willmore

6.44 On this basis, we consider the market signals uplift applied in the OAHN Update to be insufficient, resulting in a significant worsening of housing affordability in Tendring which is contrary to the intent of the PPG HEDNA's market signals uplift. Although the upper extent of our identified market signals OAHN range also results in a worsening of Tendring's affordability ratio, it is to a lesser extent, and serves to illustrate the need for Tendring to plan for more housing than currently proposed if market signals issues are to be addressed.

7.0 SUMMARY AND CONCLUSIONS

7.1 Full OAHN presented by the Council's OAHN Update is the higher of either the demographic OAHN with a market signals uplift or the economic OAHN[55]. Table 7.1 provides a summary.

Table 7.1: OAHN Update's demographic OAHN with a market signals uplift compared to economic OAHN (2013-2037)

	Demographic OAHN + Market Signals Uplift	Economic OAHN	Full OAHN
Braintree	716 dpa	702 dpa	716 dpa
Chelmsford	805 dpa	706 dpa	805 dpa
Colchester	866 dpa	920 dpa	920 dpa
Tendring	550 dpa	550 dpa	550 dpa

7.2 For Tendring, the Council's OAHN Update concludes that full OAHN is the demographic OAHN with a markets signal uplift; equivalent to 550 dwellings per annum (2013-2037).

7.3 This report has reviewed and evaluated the Council's OAHN Update. On the face of it, the OAHN Update's approach to assessing overall housing need appears to follow the PPG HEDNA methodology, making reference to the relevant PPG sections throughout the assessment. However, in practice, a number of shortcomings have been identified that give rise to an underestimate of housing need in Tendring as we summarise below.

i) HMA definition

Issue 1: Maldon has been excluded from the HMA definition

7.4 The OAHN Update has excluded Maldon District from the definition of the Housing Market Area (HMA) on the basis that Maldon Council considers it does not belong to a HMA with Braintree, Chelmsford, Colchester and Tendring. This is despite the OAHN Update demonstrating functional housing and economic relationships between Maldon and the rest of the HMA.

7.5 We consider Maldon should be included in the HMA definition.

[55] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Paragraph 6.36, page 75

ii) Demographic OAHN

Issue 2: The OAHN Update reduces the official starting point for assessing housing need by making an adjustment for UPC

7.6 Whilst the OAHN Update correctly identifies the official starting point estimate of housing need for Braintree, Chelmsford and Colchester – presenting the DCLG 2014-based household projections, for Tendring, a starting point estimate of 480 dwellings per annum (2013-2037) is presented in the OAHN Update which is below the official DCLG 2014-based starting point of 674 dwellings per annum (including an allowance for vacancy).

7.7 The reduced starting point for Tendring is the result of the OAHN Update applying a UPC adjustment. We consider it inappropriate to apply a UPC adjustment for the following reasons:

- The ONS claims that the effect of UPC was greater towards the start of the decade (2000s) and therefore the 2014-based SNPP which underpin the starting point (based on trends from the period 2009-2014) will have been less affected by the issue of UPC;
- Administrative population estimates suggest that the 2011 Census may have underestimated Tendring's population and therefore the downward revision applied to Tendring's MYPE (in effect the UPC adjustment) may have been too great;
- The 2014-based SNPP are underpinned by a conservative assumption of net international migration and therefore to reduce migration trends further is considered inappropriate;
- 2015 and 2016 MYPE published after the 2014-based SNPP have already exceeded the 2014-based SNPP projection for the same years, further suggesting that the 2014-based SNPP provides a conservative projection of population growth for Tendring.

7.8 Support for not making a UPC adjustment has been provided by various Local Plan Inspectors including those examining the Aylesbury Vale Local Plan (June 2014); West Oxfordshire Local Plan (December 2015); Sefton Local Plan (February 2016); Arun Local Plan (February 2016); and Newark and Sherwood s78 Planning Appeal (January 2016). The Local Plan Expert Group's recommendations to Central Government (March 2016) also exclude UPC from the calculation of migration trends.

7.9 On this basis, we consider that the correct demographic starting point for Tendring is 674 dwellings per annum (2013-2037) and not 480 dwellings per annum as presented by the OAHN update. This is important because it has implications for the consideration of economic OAHN and the market signals uplift.

Issue 3: No consideration of alternative migration trend scenarios for Tendring

7.10 Given the UPC adjustment to the starting point for Tendring, the OAHN Update has not considered alternative migration trend scenarios for Tendring. This is considered a weakness. An alternative 5-year migration trend from the more recent period 2010-2015 and a 10-year migration trend from the period 2005-2015 has been considered by the OAHN Update for Braintree, Chelmsford and Colchester. We consider the same scenarios (without a UPC adjustment) should also be considered for Tendring. Furthermore, now that the 2016 MYPE have been published this allows for more recent 5-year and 10-year migration trends to be considered.

Issue 4: Dismissal of alternative migration trends for Braintree, Tendring and Colchester despite collectively showing higher population growth than the 2014-based SNPP

7.11 Despite the OAHN Update identifying that the alternative migration trends collectively for Braintree, Chelmsford and Colchester projected higher population growth than the 2014-based SNPP[56], the OAHN update concludes that the 2014-based SNPP is the preferred demographic projection on which to assess housing need across. This has implications in particular for Colchester's demographic OAHN which is considerably higher under the alternative migration trends. We believe greater weight should be given to the alternative migration trend scenarios.

Issue 5: Dismissal of the GLA Demographic Scenario

7.12 In addition to the two alternative migration trends, the OAHN Update also gives consideration to a GLA demographic scenario which looks at increased out-migration from London to surrounding authorities. The OAHN Update concludes that the uplift suggested by increased out-migration from London to the four HMA authorities of 74 dpa is insignificant. We disagree. Such an uplift is equivalent to an additional 1,776 dwellings over the period 2013-2037 which is significant. Nonetheless, the evidence on which this conclusion is reached is outdated being based on the Edge Analytics Phase 7 report produced for the EPOA which only provided a comparison with the ONS 2012-based SNPP. The evidence should be updated to provide a comparison with the ONS 2014-based SNPP.

[56] PBA, Braintree, Chelmsford, Colchester, Tendring OAHN Study, November 2016 Update, Table 3.4, page 29

Issue 6: Provides no adjustment to address suppressed household formation for younger people

7.13 The OAHN Update makes no adjustment to address suppressed household formation which we have identified has occurred in Tendring due to under-supply and worsening affordability of housing as required by PPG (ID2a-015). The analysis of HFRs by age group for Tendring has identified clear suppression in household formation for younger people which closely correlates with a worsening in housing affordability in Tendring. On this basis, and as required by PPG (ID2a-017), sensitivity testing of alternative HFR assumptions is required in Tendring and the OAHN Update has failed to consider this.

iii) Economic OAHN

Issue 7: Lack of a consistent approach to assessing economic OAHN across the HMA

7.14 The OAHN Update does not provide a consistent assessment of economic OAHN across the four HMA authorities. A different approach is applied in Tendring to the other three authorities. This is justified by the OAHN Update on the basis of UPC. However, as discussed above, we consider a UPC adjustment for Tendring to be inappropriate. On this basis, we consider the same approach to assessing economic OAHN should be applied across the HMA.

7.15 The ability of Tendring's demographic OAHN to support economic growth is tested against Experian's January 2016 forecast. For Braintree, Chelmsford and Colchester the EEFM 2016 is utilised.

7.16 Furthermore, the OAHN Update fails to provide the exact level of job growth it considers could have been supported by the demographic OAHN. The OAHN Update simply concludes that the demographic OAHN could support job growth of 490 jobs per annum as indicated by Experian January 2016 forecast.

Issue 8: Reliance on a single economic forecast

7.17 Economic forecasts can vary between economic forecasting houses. Therefore, to avoid any volatility, we recommend that consideration is given to economic forecasts from the three main independent forecasting houses (Experian, Oxford Economics and Cambridge Econometrics) and a triangulated average taken.

Issue 9: No interrogation of the underlying assumptions from Experian and concern that a high reliance is placed on high economic activity of older people

7.18 A weakness of the OAHN Update is that it provides no detail of the assumptions applied by Experian with regards to unemployment, commuting or economic activity. As such it appears to take the assumptions at face value.

7.19 However, Experian's economic activity assumptions have been acknowledged by various Planning Inspector's as projecting unrealistically high rates for older people. As such, the Experian economic activity rates have been dismissed in favour of using economic activity rate projections from the Office for Budget Responsibility (OBR). We support the use of the OBR projections and recommend sensitivity testing of the application of OBR rates.

7.20 Placing a reliance on high economic activity rates for older people, as the OAHN Update has done, is risky, as if economic activity turns out not to be as high as assumed by Experian, this will put economic growth in Tendring at risk. A point which PBA themselves acknowledge in the PAS Technical Advice Note they have produced.

iv) Market Signals Uplift

Issue 10: Arbitrary market signals uplift applied

7.21 The OAHN Update acknowledges market signals issues within Tendring which it seeks to address by applying a 15% uplift to its demographic OAHN for Tendring (480 dpa) resulting in full OAHN of 550 dpa (2013-2037). Our analysis has identified that regardless of the uplift, OAHN of 550 dpa would lead to Tendring's housing affordability ratio worsening by 56% between 2016 and 2037.

7.22 As outlined above, we disagree with the demographic OAHN presented for Tendring by the OAHN Update due to the application of a UPC adjustment. Applying the OAHN Update's 15% market signals uplift to the official demographic starting point (674 dpa) would result in full OAHN of 775 dpa (2013-2037). Nonetheless, this would still result in a worsening of Tendring's affordability ratio by 40%.

7.23 The 15% uplift is based on PBA's own judgement. We appreciate that the PPG HEDNA leaves a gap as to what defines an appropriate uplift and in the absence of any guidance we have considered a number of alternative approaches that seek to improve affordability. The approaches we have considered (LPEG, Redfern, Barker and NHPAU) would result in an OAHN for Tendring of between 650 dpa and 972 dpa (2013-2037), all in excess of the full OAHN

suggested by the OAHN Update (550 dpa). The upper limit of our identified market signals range (972 dpa) would result in Tendring's housing affordability ratio worsening by 27%. This analysis serves to illustrate the need for Tendring to plan for more housing than currently proposed if market signals issues are to be addressed.

v) Summary and Way Forward

7.24 Table 7.2 summarises our critique of the OAHN Update alongside the requirement of the PPG.

Table 7.2: PPG HEDNA and OAHN Update for Tendring (November 2016)

PPG ID 2a 015 to 020 (HEDNA)			**OAHN Update (November 2016)**
Latest DCLG household projections starting point			**Reduces the official starting point for Tendring by making a UPC adjustment**
Adjustments to projections	**1. Demography**	**A. Household formation** (ID2a 015, 016) *may have been supressed historically by undersupply and worsening affordability of housing. As a result, the CLG household formation rate projections may also be suppressed. If so they must be adjusted upwards so that the suppression is removed.*	**Fails to fully investigate and address projected suppressed household formation**
		B. Migration and population change (ID2a 016, 017). *Sensitivity testing of local migration and population change, taking account of the most recent demographic evidence from ONS.*	**Fails to consider alternative migration trends for Tendring due to the UPC adjustment applied**
		1. Gives rise to the **'demographic OAHN'**	**Demographic OAHN underestimated because of UPC adjustment and no uplift for suppressed household formation**
	2. Future job growth (ID2a 018) *based on past trends and or projections should be taken into account. The OAN must be capable of accommodating the supply of working age population that is economically active (labour force supply), if it does not them it should be adjusted upwards.* **2.** Gives rise to the **'future jobs OAHN'**		Future job growth assumption prudent **but potentially high reliance on economic activity of older people which in turn underestimates number of homes need**
	3. Market signals (ID2a 019, 020) *of undersupply relative to demand that are worsening trigger an upward adjustment to planned housing numbers that are based solely on household projections. The more significant the affordability constraints, the larger the additional supply response should be.* **3.** Gives rise to the **'market signals uplift**'		Worsening market signals are observed and addressed**, but alternative evidence suggests a higher uplift is justified**
Full objectively assessed housing need (FOAHN) (Overall housing need)			For the reasons identified above (1a, 1b, 2 and 3) the **OAHN Update underestimates FOAHN for Tendring**

7.25 Based on the findings of our critique, we believe that OAHN of 550 dwellings per annum (2013-2037) provides an underestimate of full OAHN for Tendring. As a very minimum we consider housing need for Tendring is 674 dwellings per annum (2013-2037) as indicated by the DCLG 2014-based household projections with the application of a vacancy rate. However, housing need would increase above this level if the identified suppressed household formation for younger people and worsening market signals are addressed.

7.26 Furthermore, the level of economic growth that can be supported by a revised demographic OAHN should also be determined using more realistic economic activity assumptions and tested against more recent economic forecasts.

7.27 On this basis, we recommend further sensitivity testing to address the weaknesses identified in the OAHN Update, which would result in an increase to Council's OAHN of 550 dwellings per annum (2013-2037).

APPENDIX 1:

AFFORDABILITY CALCULATOR – TENDRING DISTRICT

Affordability Calculator

Tendring

Earnings rate of increase =	1.031	(OBR March 2017)	
Housing Price rate of increase =	1.048	(OBR March 2017)	
***Number of homes taken from 2016 Council Tax Base**			

Implicit dwelling growth in OBR model	743	per annum	(2031-2016)

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037
Median Earnings	23,302	24,024	24,769	25,537	26,329	27,145	27,986	28,854	29,748	30,671	31,621	32,602	33,612	34,654	35,728	36,836	37,978	39,155	40,369	41,621	42,911	44,241
Median House price	183,000	191,784	200,990	210,637	220,748	231,344	242,448	254,086	266,282	279,063	292,458	306,496	321,208	336,626	352,784	369,718	387,464	406,063	425,554	445,980	467,387	489,822
Number of homes* (assuming 1% growth as per OBR)	69,205	69,897	70,596	71,302	72,015	72,735	73,463	74,197	74,939	75,688	76,445	77,210	77,982	78,762	79,549	80,345	81,148	81,960	82,779	83,607	84,443	85,288
Median affordability Ratio	7.85	7.98	8.11	8.25	8.38	8.52	8.66	8.81	8.95	9.10	9.25	9.40	9.56	9.71	9.87	10.04	10.20	10.37	10.54	10.72	10.89	11.07

Total annual dwelling increase =	550	per annum	(Local Plan target)

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037
No. of houses	69,205	69,755	70,305	70,855	71,405	71,955	72,505	73,055	73,605	74,155	74,705	75,255	75,805	76,355	76,905	77,455	78,005	78,555	79,105	79,655	80,205	80,755
Increase in supply above baseline assumption		-0.2%	-0.4%	-0.6%	-0.8%	-1.1%	-1.3%	-1.5%	-1.8%	-2.0%	-2.3%	-2.5%	-2.8%	-3.1%	-3.3%	-3.6%	-3.9%	-4.2%	-4.4%	-4.7%	-5.0%	-5.3%
Price change (assuming -2.0)		0.4%	0.8%	1.3%	1.7%	2.1%	2.6%	3.1%	3.6%	4.1%	4.6%	5.1%	5.6%	6.1%	6.6%	7.2%	7.7%	8.3%	8.9%	9.5%	10.0%	10.6%
Median House price including reduction	183,000	192,564	202,647	213,278	224,487	236,306	248,768	261,908	275,763	290,371	305,775	322,016	339,142	357,199	376,238	396,314	417,481	439,800	463,332	488,144	514,304	541,886
Affordability ratio	7.85	8.02	8.18	8.35	8.53	8.71	8.89	9.08	9.27	9.47	9.67	9.88	10.09	10.31	10.53	10.76	10.99	11.23	11.48	11.73	11.99	12.25

Total annual dwelling increase =	972	per annum	(BW MS upper range)

	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037
No. of houses	69,205	70,177	71,149	72,121	73,093	74,065	75,037	76,009	76,981	77,953	78,925	79,897	80,869	81,841	82,813	83,785	84,757	85,729	86,701	87,673	88,645	89,617
Increase in supply above baseline assumption		0.4%	0.8%	1.1%	1.5%	1.8%	2.1%	2.4%	2.7%	3.0%	3.2%	3.5%	3.7%	3.9%	4.1%	4.3%	4.4%	4.6%	4.7%	4.9%	5.0%	5.1%
Price change (assuming -2.0)		-0.8%	-1.6%	-2.3%	-3.0%	-3.7%	-4.3%	-4.9%	-5.4%	-6.0%	-6.5%	-7.0%	-7.4%	-7.8%	-8.2%	-8.6%	-8.9%	-9.2%	-9.5%	-9.7%	-10.0%	-10.2%
Median House price including reduction	183,000	190,248	197,841	205,798	214,139	222,884	232,055	241,676	251,771	262,365	273,486	285,162	297,424	310,305	323,837	338,057	353,003	368,714	385,233	402,604	420,874	440,094
Affordability ratio	7.85	7.92	7.99	8.06	8.13	8.21	8.29	8.38	8.46	8.55	8.65	8.75	8.85	8.95	9.06	9.18	9.29	9.42	9.54	9.67	9.81	9.95

Appendix 3

Bromley Road, Parsons Heath

Development Brief

GLADMAN LAND

DEVELOPMENT BRIEF

Land at Bromley Road | Parsons Heath

Tendring District Council

Introduction

Gladman Developments Ltd is promoting land at Bromley Road, Parsons Heath for development. The 7.33 hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location.

A residential development on the site would incorporate both new market and affordable housing (of a variety of types, from affordable rented properties to discounted sale properties to help key workers and first time house buyers) to help meet the current and future housing needs of both Parsons Heath and the district.

Development of this site would respond to and complement its surroundings to achieve seamless integration. Gladman would welcome the opportunity to discuss the potential delivery of this site with you in more detail so it can be considered fully in the preparation of the emerging Local Plan.

Should you wish to discuss our proposals further, please contact

Planner: Kate Fitzgerald

[redacted]

Site & Planning Context

Site & Surroundings

The site is located on the eastern edge of Colchester and is 7.33 hectares in area. It is anticipated that around 4.2 hectares would be residential development, with the remainder comprising green infrastructure.

The land lies to the south of Bromley Road and comprises two fields. It is well enclosed by tree and hedgerow cover along its boundaries with Churn Wood, Bromley Road and Salary Brook, which is located directly to the west of the site. Its north-eastern boundary adjoins the grounds of Hill Farm and Crockleford Grange. The site is opposite existing residential development at Longridge.

A Vibrant Community

Parsons Heath is a vibrant area on the edge of Colchester. It is an active and successful community and provides residents with direct access to community facilities.

Parsons Heath offers a range of amenities within walking and cycling distance of the site. These are located in three main clusters: on Bromley Road, on Harwich Road/Parsons Heath and in Greenstead district centre. These areas offer services and facilities including nursery schools, primary schools, a secondary school, a health centre, pharmacy, leisure centre, library and places of worship.

Principle of Development

The site is adjacent to the large town of Colchester and falls within a broad location proposed as a new garden community on the Colchester-Tendring border.

Going forward

The proposed garden community on the Tendring-Colchester border is classified as a Strategic Urban Settlement in the emerging Local Plan. The publication draft consultation document explains that it will incorporate around 2,500 dwellings within the plan period (to 2033), as part of an overall total of 7,000-9,000 homes.

Site Development Potential

This site offers a unique opportunity for Tendring District Council to plan and, importantly, deliver, a new and exemplary housing development where people will genuinely want to live and choose to stay, while embracing the distinctive character of the surrounding area. This will be achieved by:

Housing Delivery

- The site is capable of coming forward within the next 5 years.
- Gladman has demonstrated that the site is capable of delivering up to 145 dwellings of varying sizes, types and tenures (including affordable housing delivered in accordance with planning policy).

Landscape Character

- The site is not subject to any national, local or other landscape designations.
- Landscape buffers could be provided to the north and east of the site, adjacent to Churn Wood and Salary Brook, which would be designated as a new waterside park.
- The site is well-contained adjacent to the existing urban context. A landscape appraisal undertaken by special consultants has confirmed that a residential development and associated green infrastructure could be incorporated within the local landscape without resulting in any unacceptable landscape or visual effects.

Site Development Potential

Biodiversity, Green Infrastructure & Local Wildlife

- The development of the site would aim to enhance the environment through the provision of green infrastructure, comprising new publically accessible green space, an equipped area of play and recreational pathways, increasing permeability to surrounding areas of interest and facilities.
- The site is not designated for its biodiversity value.
- The site is adjacent to Churn Wood and Salary Brook, which are local conservation sites. Any potential recreation effects as a result of residential development could be mitigated.
- A detailed ecological assessment has been carried out by specialist ecological consultants. This found that no protected species would be adversely affected by a residential development.
- Through additional planting, landscaping and the creation of habitat, there is the potential to create improved conditions for wildlife.

Heritage

- There are no designated heritage assets within or immediately adjacent to the site.
- A detailed heritage assessment undertaken by specialist consultants has established that the development of the site would have only a very minor impact on the heritage significance of the non-designated Hill Farmhouse, a residential dwelling located circa 95 metres to the north east of the site.

Hydrology

- The development proposal falls entirely within the Environment Agency Flood Risk Zone 1 i.e. land assessed as having a less than 1 in 1,000 annual probability of flooding.
- The development of the site would include a comprehensive surface water drainage scheme, which would not cause flooding on the site or elsewhere.

Site Development Potential

Design

- The development of the site would follow a design-led approach, informed by consultation with the district council, key stakeholders and the local community, responding sensitively to the site's setting and respecting the grain of the surrounding landscape, both built and undeveloped.
- A high quality housing development would be a positive addition to Parsons Heath, complementing the character of the surrounding area in terms of character and quality.

Topography

- The site is located on the south-eastern facing slope of the Ardleigh Valley. The valley ascends north towards Ardleigh Reservoir and south as it wraps around the southern edge of Greenstead before joining the River Colne.
- The landform of the site itself slopes down from a high point of approximately 27-28m AOD along the eastern boundary with Churn Wood towards Salary Brook and a low point of approximately 6-7m AOD. The sloping topography of the site contributes to its distinctiveness.
- The topography of the area constrains views into and across the site, which should reduce any visual impact of a development.

Accessibility

- Development in this location will provide quality pedestrian, cycle and public transport connections.
- A pedestrian route around the site would also link to Bromley Road and onwards to local facilities.
- Tactile paving would be installed at the existing dropped kerbs and pedestrian refuge crossing of Longridge at its junction with Bromley Road.
- The closest bus stops to the site are on Longridge and Bromley Road; these are within 800m of all parts of the site. Gladman would be willing to provide a CIL-compliant financial contribution towards the upgrade of the bus stops closest to the site, if necessary.

Socio-economic

The development of up to 145 dwellings on the site has the potential to provide significant economic benefits, including:

- An investment in construction of circa £14 million;
- Around 120 full-time equivalent jobs per annum throughout the construction period;
- An additional 130 full-time equivalent jobs in associated industries;
- New Homes Bonus payment of more than £1 million over 5 years;
- Council Tax payments of more than £2.2 million over 10 years.

Site Location Plan

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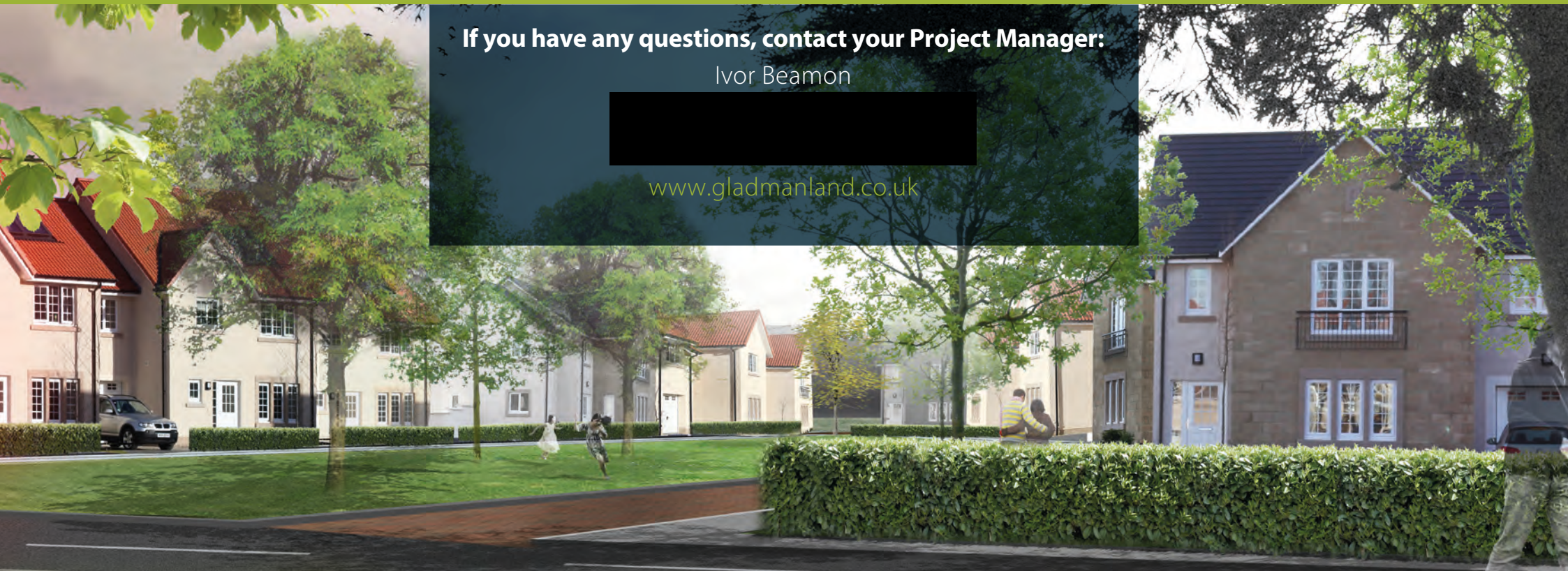
- Site Boundary (7.33Ha)
- Residential Area (4.24Ha)
  Up to 145 dwellings at 34dph
- Total Green Infrastructure (3.09Ha)
- Proposed vehicular access location
- Indicative primary street
- Equipped children's play area
- Indicative pedestrian route
- Existing settlement
- Existing primary roads
- Listed buildings (Grade II)
- Public Right of Way
- Local Cycle Route
- Existing pond/watercourse
- Existing trees and hedgerows
- Ancient Woodland

GLADMAN LAND

Gladman Land
Gladman House, Alexandria Way,
Congleton, CW12 1LB

If you have any questions, contact your Project Manager:

Ivor Beamon
[redacted]
www.gladmanland.co.uk



Appendix 4

Grange Road, Lawford

Development Brief

GLADMAN LAND

DEVELOPMENT BRIEF

Land at Grange Road, Lawford

Tendring District Council

Introduction

Gladman Developments wish to promote land at Grange Road, Lawford for development. The 6.6 hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location.

A new residential development on this site would incorporate both new market and affordable housing of a variety of types and tenures, to help meet the current and future housing needs of Lawford and the District.

Development of this site would respond and complement its surroundings to achieve seamless integration. Gladman would welcome the opportunity to discuss the potential delivery of this site with you in more detail so it can be considered fully in the preparation of your emerging Local Plan.

Should you wish to discuss our proposals further, please contact

Planner: John Mackenzie

[redacted]

Site & Planning Context

Site & Surroundings

The site is located to the south-west of Lawford, north of Grange Road and is approximately 6.6 hectares in area. It is currently envisaged that built development would only be situated in the southern part of the site in order to protect and enhance a Scheduled Monument in the northern portion. With this in mind the developable area is likely to be less than 6.6 hectares.

A Vibrant Community

Lawford is a vibrant settlement which adjoins the built-up area of the town of Manningtree. The civil parish of Manningtree (which includes Lawford) is home to a population in the region of 5,700 people according to the 2011 Census.

Lawford is an active and successful community and provides residents with direct access to community facilities including:

- Lawford Church of England Primary School
- Highfields County Primary School
- The Lawford GP Surgery

Lawford is also accessible to facilities in Manningtree, such as:

- Manningtree High School
- Manningtree Train Station
- A range of retailers including convenience stores
- Pharmacies
- Public Houses
- Post Office

Principle of Development

The principle of development in Lawford is well established through existing and emerging planning policies.

Adopted Local Plan policy QL1: Spatial Strategy identifies Lawford as a Town.

Going forward

Lawford (alongside Manningtree and Mistley) is identified within the emerging Local Plan as a suitable location to accommodate additional homes with an established town centre, employment areas and infrastructure.

Emerging Local Plan policy SPL1: Managing Growth identifies Lawford as a 'Smaller Urban Settlement' within the second tier of the settlement hierarchy. Between 1,500 and 2,500 new homes are proposed within this tier over the plan period, equating to the second largest proportion of the District's housing stock increase.

Emerging Local Plan policy SP2: Spatial Strategy for North Essex establishes that development will be accommodated within or adjoining settlements according to their scale, sustainability and existing role.

Gladman believe that Lawford is capable of supporting further growth beyond the minimum 1,500 to 2,500 dwellings proposed for this tier in the emerging Local Plan, so housing development need not be limited to this amount.

Site Development Potential

This site offers a unique opportunity for Tendring District Council to plan, and more importantly deliver, a new development where people will genuinely choose to live, whilst embracing the distinctive character of the surrounding area. This will be achieved by:

Housing Delivery

The site is capable of delivering up to 105 dwellings of varying sizes, types and tenures (including affordable housing delivered in accordance with planning policy).

Land Ownership and Delivery

Gladman consider that housing on this site is capable of being brought forward within the next 5 years. Gladman are promoting this site for development on behalf of the landowner.

Landscape Character

The site is not designated for its environmental value, and its development can be sensitively designed to be incorporated within the wider landscape without causing significant harm.

Biodiversity, Green Infrastructure & Local Wildlife

The proposed development will aim to enhance the environment through the provision of green infrastructure, comprising new publically accessible greenspace, equipped play areas and recreational paths increasing permeability to surrounding areas of interest and facilities.

Our initial ecology work, carried out by specialist consultants has found that there are no protected species or potential for bats, newts etc. on-site. Additional ecology surveys will take place prior to the determination of the planning application. Work will also be carried out to assess impact on nearby ecological designations.

Where necessary, the development proposals will provide adequate mitigation and enhancement, wherever possible to ensure species are protected.

Heritage

The site contains a Scheduled Monument 'Settlement site NNE of Lawford House' the precise nature of which is the topic of some debate, although it can be summarised as a henge-type monument.

The initial work carried out by Gladman's archaeological consultant concludes that development of the site incorporating open space within the northern section and built form in the south, making provision for the evidential value of the Scheduled Monument to be preserved in situ would, at most, result in a negligible adverse impact to the significance of the Monument.

The proposed development will also aim to promote a wider public understanding about the Scheduled Monument on site.

Residential development of the site would also not adversely impact any designated heritage assets in the wider areas as a result of alteration to setting.

Hydrology

The development proposal falls entirely within the Environment Agency Flood Risk Zone 1 i.e. land assessed as having a less than 1 in 1,000 annual probability of flooding.

A sustainable drainage solution to manage surface water run-off will be provided as part of the proposals.

Design

The proposed development will follow a design-led approach, informed by consultation with the District Council, key stakeholders and the local community, responding sensitively to the site's setting and respecting the grain of the surrounding landscape, both built and undeveloped. The development will be a positive addition to Lawford, complementing the character of the surrounding area in terms of scale, density, character and quality. Built development would only be situated in the southern part of the site in order to protect and enhance a Scheduled Monument in the northern portion.

Topography

The site is flat with no technical barriers to overcome in order to secure its development.

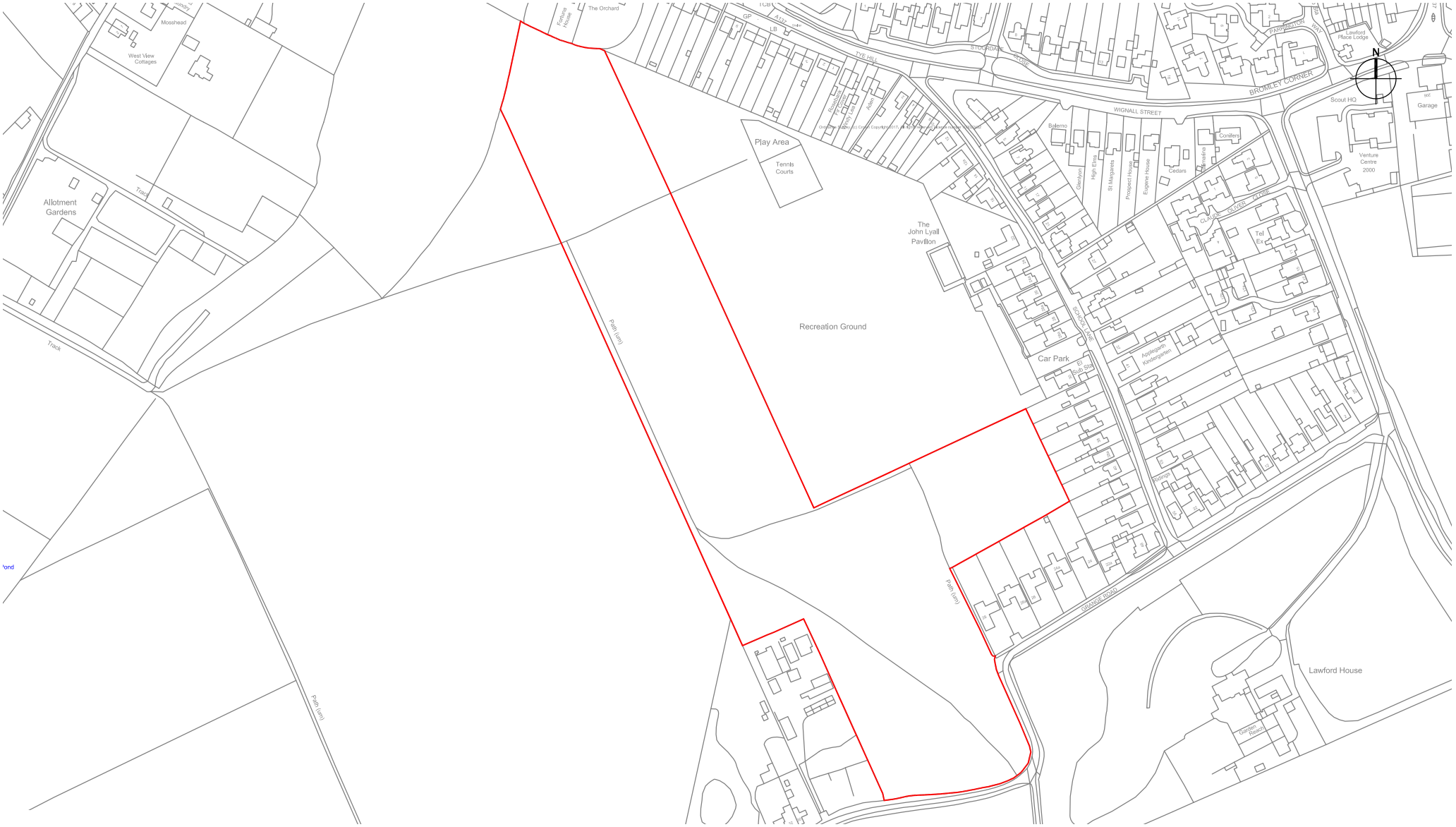
Accessibility

Development in this location will provide quality pedestrian, cycle and public transport connections with the existing built form of Lawford and nearby communities. The site fronts directly onto Highways land. An access solution with suitable visibility splays can be achieved without the need for third party land.

Socio-economic

Our preliminary research shows that the proposed development could lead to a significant boost in local spending and there is an indication that the gross spending power of the new residents could be in excess of £3 million each year, a proportion of which will be spent in the locality.

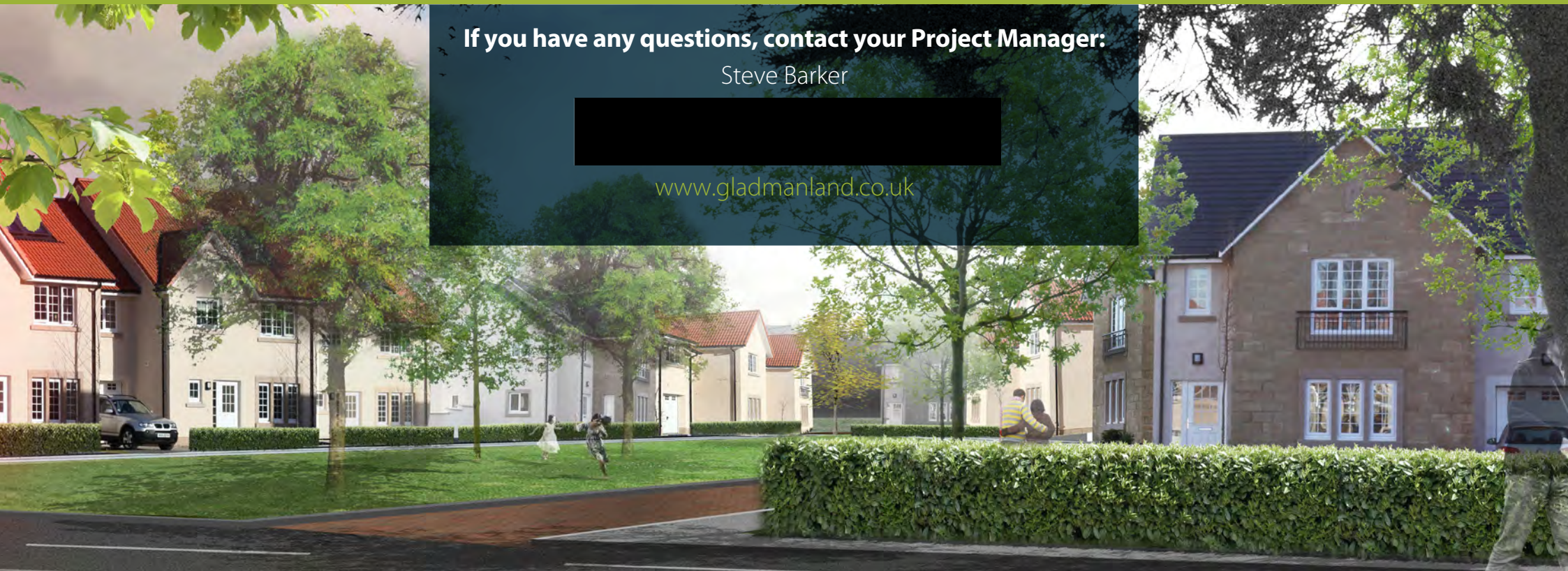
Site Location Plan



GLADMAN LAND

Gladman Land

Gladman House, Alexandria Way,



If you have any questions, contact your Project Manager:

Steve Barker

[redacted]

www.gladmanland.co.uk

Appendix 5

Wick Lane, Ardleigh

Development Brief

GLADMAN LAND

DEVELOPMENT BRIEF

Land at Wick Lane | Ardleigh

Tendring District Council

Introduction

Gladman Developments Ltd is promoting land at Wick Lane, Ardleigh for residential development. The 7.58 hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location.

A residential development on the site would incorporate both new market and affordable housing (of a variety of types, from affordable rented properties to discounted sale properties to help key workers and first time house buyers), to help meet the current and future housing needs of both Ardleigh and the district responding to and complementing its surroundings to achieve seamless integration.

Gladman would welcome the opportunity to discuss the potential delivery of this site with you in more detail so it can be considered fully in the preparation of the emerging Local Plan.

Should you wish to discuss our proposals further, please contact

Planner: Kate Fitzgerald

[redacted]

Site & Planning Context

Site & Surroundings

The site is located on the western edge of Ardleigh and is approximately 7.6 hectares in area. It is anticipated that around 4.2 hectares would be residential development, with the remainder comprising green infrastructure.

The land lies to the north of Wick Lane, at its junction with the A137 (Colchester Road). The southern boundary of the site abuts 12 existing properties on Colchester Road. Immediately east of the site lies St Mary's Church of England Primary School and land used by the neighbouring industrial area for the storage and distribution of agricultural machinery. The village centre is also situated to the east, focused along The Street and Colchester Road. Open countryside under arable cultivation lies to the north and west of the site.

A Vibrant Community

Ardleigh is a vibrant settlement and hosts a population in the region of 973 people according to the 2011 Census. The vast majority of the parish's population lives within the village itself. Providing more affordable homes and homes of varying size and tenure will help to address the ageing population structure in Ardleigh.

Ardleigh is an active and successful community and provides residents with direct access to community facilities including:

- St Mary's Primary School;
- General Stores and Post Office;
- Newstrend newsagents;
- Ardleigh Surgery; and
- Ardleigh Village Hall.

Principle of Development

Ardleigh is identified in the adopted and emerging versions of the Tendring District Local Plan as a suitable location to accommodate additional homes and this is evidenced a number of under-construction and recently completed housing developments in the village.

Ardleigh is identified as a 'Secondary Defined Village' under policy RA4 of the adopted Local Plan and as a 'Smaller Rural Settlement' under policy SPL1 the emerging Local Plan.

Going forward

Ardleigh is identified within the emerging Local Plan as a settlement which can achieve an increase in housing stock over the plan period, with the Rural Service Centres and Smaller Rural Settlements proposed to accommodate around 1,500 new homes between 2011 and 2031.

Emerging Local Plan policy SP2 establishes that development will be accommodated within or adjoining settlements according to their scale, sustainability and existing role.

Site Development Potential

This site offers a unique opportunity for Tendring District Council to plan and, importantly, deliver, a new and exemplary housing development where people will genuinely want to live and choose to stay, while embracing the distinctive character of the surrounding area.

Housing Delivery

- The site is capable of delivering up to 118 dwellings (including affordable housing delivered in accordance with the council's requirements).
- The site is owned by one landowner and is capable of coming forward within the next 5 years.
- Gladman has demonstrated that the site is capable of delivering up to 118 dwellings of varying sizes, types and tenures (including affordable housing delivered in accordance with planning policy).

Landscape Character

- The site is not subject to any national, local or other landscape designations.
- The site is well contained within the landscape and landscape features would be retained where possible.
- A landscape appraisal has confirmed that through sensitive landscaping, green infrastructure provision and good quality design, any impact of a development on the countryside and the character of Ardleigh could be minimised.

Site Development Potential

Biodiversity, Green Infrastructure & Local Wildlife

- The development of the site would aim to enhance the environment through the provision of green infrastructure, comprising new publically accessible green space, an equipped area of play and recreational pathways, increasing permeability to surrounding areas of interest and facilities.
- The site is not designated for its biodiversity value and is predominantly in intensive agricultural use.
- Detailed ecological assessment has been carried out by specialist ecological consultants. This found that no protected species would be adversely affected by a residential development.
- Through additional planting, landscaping and the creation of habitat, there is the potential to create improved conditions for wildlife.

Heritage

- The sites lies outside Ardleigh Conservation Area.
- A detailed heritage appraisal undertaken by specialist consultants has established that the ability to appreciate the significance of both the conservation area and St Mary's Church would not be affected by the development of the site.
- Archaeological desk-based assessment has established that the site has moderate to good potential for as yet to be discovered archaeological assets of local significance from various eras. Essex County Council's archaeologists have confirmed that planning conditions would suffice to secure trial trenching, archaeological fieldwork and post-excavation assessment.

Hydrology

- The development proposal falls entirely within the Environment Agency Flood Risk Zone 1 i.e. land assessed as having a less than 1 in 1,000 annual probability of flooding.
- Essex County Council, as lead local flood authority, have previously confirmed that a proposed surface water drainage scheme demonstrated that surface water management is achievable in principle, without causing flooding on the site or elsewhere.

Site Development Potential

Design

- The development of the site would follow a design-led approach, informed by consultation with the district council, key stakeholders and the local community, responding sensitively to the site's setting and respecting the grain of the surrounding landscape, both built and undeveloped.
- A high quality housing development would be a positive addition to Ardleigh, complementing the character of the surrounding area in terms of character and quality.

Accessibility

- Development in this location would provide quality pedestrian, cycle and public transport connections.
- New pedestrian links through the site could be created, linking the site to the centre of Ardleigh and the surrounding area.
- The site benefits from being within 550m of a bus stop, from which regular buses to nearby settlements, including Harwich, Manningtree and Colchester, can be caught.
- Development of the site offers the opportunity to provide improvements to existing bus services and pedestrian linkages.

Topography

The site is flat, with no technical barriers to overcome in order to secure its development.

Socio-economic

The development of up to 118 dwellings on the site has the potential to provide significant economic benefits, including:

- An investment in construction of circa £12 million;
- Around 107 full-time equivalent jobs per annum throughout the construction period;
- An additional 117 full-time equivalent jobs in associated industries;
- New Homes Bonus payment of more than £1 million over 6 years;
- Council Tax payments of more than £1.4 million over 10 years.

Site Location Plan

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KEY:

- Site Boundary (7.58ha)
- Proposed Residential Development (4.21Ha) Up to 118 dwellings @ 28dph
- Potential Vehicular Access
- Indicative Main Access Route
- Indicative Location of proposed Pumping Station (0.01Ha)

Green Infrastructure (3.36Ha) includes:

- Existing Public Rights of Way
- Existing Vegetation to be Retained
- Proposed Tree Planting
- Proposed Replacement Hedgerow Planting (along Wick Lane)
- Indicative Attenuation Area (0.25Ha)
- Proposed LEAP Play Area (0.07Ha)
- Proposed Footpaths / Cycleways
- Proposed Public Open Space (2.77Ha)
- Proposed Allotments (0.27Ha)

N

GLADMAN LAND

Gladman Land
Gladman House, Alexandria Way,
Congleton, CW12 1LB

If you have any questions, contact your Project Manager: Danielle Bassi

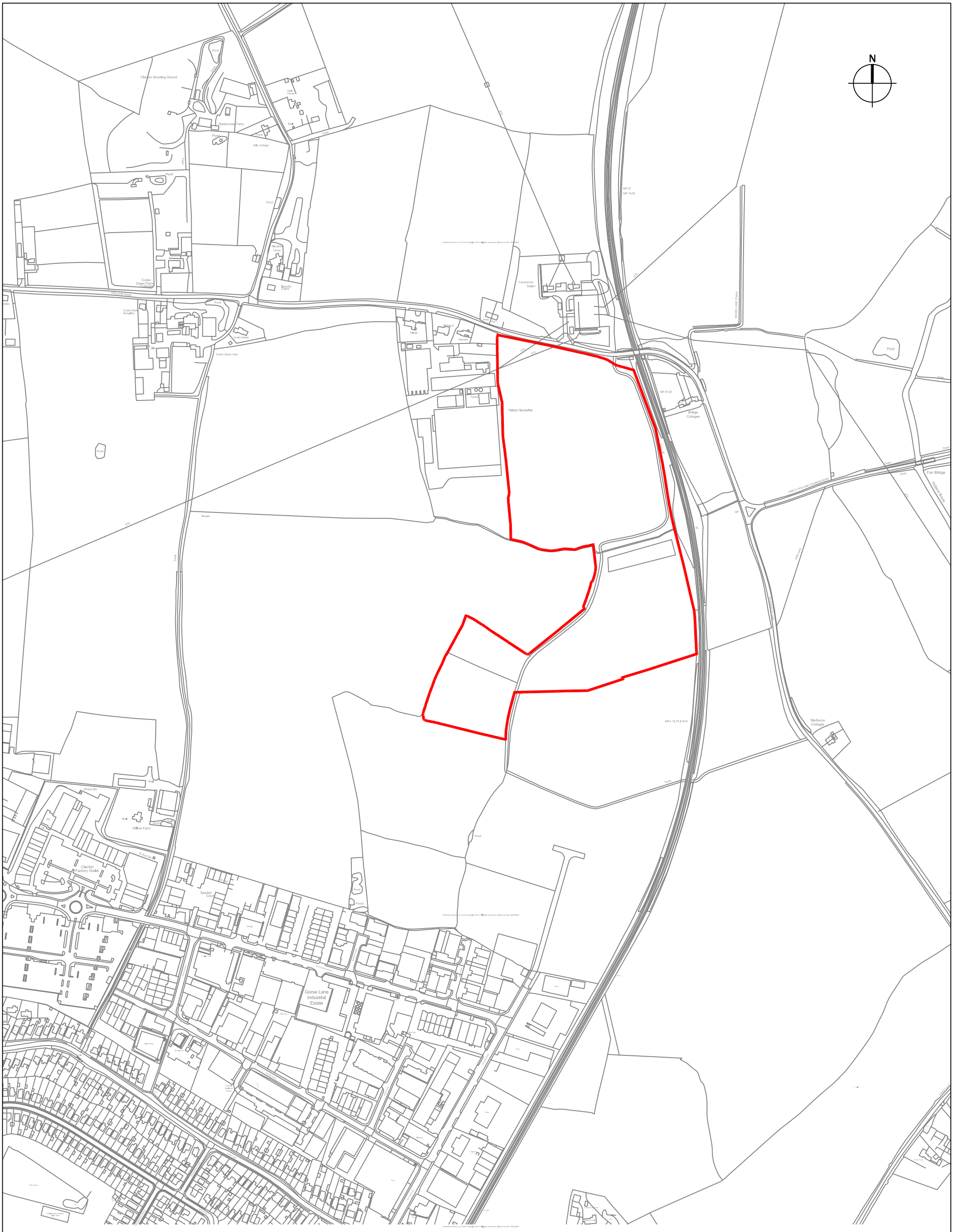
[redacted]

www.gladmanland.co.uk

Appendix 6

Land East of Oakwood Park, Holland Road, Clacton

Location Plan



GLADMAN Gladman House, Alexandria Way Congleton Business Park Congleton, Cheshire CW12 1LB Tel: 01260 288800 Fax: 01260 288801 www.gladman.co.uk				Project HOLLAND ROAD, CLACTON-ON-SEA	Drawn by: SB; Issue date: 27.07.2017 Title checked by: CHECKED BY; Title checked date: CHECKED_DATE Highways checked by: CHECKED BY; Highways checked date: CHECKED_DATE Topo checked by: CHECKED BY; Topo checked date: CHECKED_DATE
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	Rev	Date	By	Revision notes	
	Status INFORMATION			Title LOCATION PLAN (TENDRING REPS)	Scale(s) 1:5000 @ A3 Drawing No DWG No

Tendring District Local Plan

Publication Draft

August 2017

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APPENDICES

Appendix 1 North Essex HMA (Tendring) Sustainability Appraisal Assessment – Lichfields July 2017
Appendix 2 Technical Review of the Council's Housing Need Evidence Base: Tendring District – Barton Willmore 2017
Appendix 3 Bromley Road, Parsons Heath - Development Brief
Appendix 4 Grange Road, Lawford - Development Brief
Appendix 5 Wick Lane, Ardleigh - Development Brief
Appendix 6 Land East of Oakwood Park, Holland Road, Clacton - Location Plan

1 EXECUTIVE SUMMARY

i. This representation provides Gladman Developments Ltd written representations on the publication version of the Tendring District Local Plan (TDLP), currently out for public consultation.

ii. Gladman specialise in the promotion of strategic land for residential development with associated community infrastructure.

iii. These representations concern the following main matters:

- Duty to Cooperate
- Sustainability Appraisal
- Housing Needs
- Shared Strategic Plan for the North Essex Authorities
- Vision and Objectives
- Managing Growth
- Design
- Housing
- Rural Landscapes and Green Gaps
- Heritage

iv. Alongside this individual submission, Gladman have submitted responses to the Braintree and Colchester consultations, with regard to Part 1 of the Local Plan as well as the individual Part 2 plans.

v. Gladman commissioned Lichfields to review the Sustainability Appraisal of both the North Essex Part 1 Plan and the Tendring Part 2 Plan (attached as Appendix 1). The review concludes that although the quantity of sites assessed for garden communities is deemed acceptable, the site selection has been artificially supressed by the 5,000-dwelling threshold that has been applied. There is overwhelming evidence that this has resulted in a narrow focus being applied to the consideration of the new Garden Community options.

vi. However, the Sustainability Assessment for Tendring only explores a settlement hierarchy approach to the spatial distribution of housing and there is no evidence to suggest that this is the most sustainable approach to development in Tendring. As a consequence, the Sustainability Appraisal's approach to site allocations in Tendring cannot be considered robust as they are built on an unjustified approach to housing distribution.

vii. Gladman commissioned Barton Willmore to undertake a review of the Objectively Assessed Housing Need (OAHN) undertaken by the Council in 2017. The review (attached as Appendix 2) concludes that an unjustified approach has been taken to the issue of Unattributable Population Change in Tendring, the OAHN makes no adjustment for supressed household formation in Tendring, it does not provide a consistent approach to the economic aspects of housing need and there is evidence to suggest that a greater than 15% uplift should be applied to the OAHN for Tendring to address worsening Market Signals.

viii. In Barton Willmore's professional opinion, 550 dwellings per annum represents an under estimate of the level of housing need for Tendring and at the minimum, there is a need for 674 dwellings per annum simply to meet the demographic need identified by DCLG in the household projections. Barton Willmore's overall conclusion is that the true level of housing need in Tendring is between 674 and 972 dwellings per annum.

ix. Gladman commissioned Strutt and Parker to undertake an assessment of the delivery of the North Essex Garden Communities. As this report covers all of the Garden Communities and relates specifically to the strategic Part 1 North Essex Plan (the subject of a joint Examination in Public), the detail of its findings has been covered in Gladman's representations submitted as part of the response to the Colchester Borough Local Plan to avoid repetition.

x. Gladman support the fact that growth will effectively come from development in and around existing settlements and through the new garden communities allocated in the plan. Gladman's experience is that the best way in which to ensure the delivery of housing targets is to maintain a good spread of sites and site typologies across the districts. It is our view therefore, that the spatial strategy needs to recognise new garden villages as well as the larger garden settlements. These in addition to the smaller allocations will help the plan soundly meets its housing targets.

xi. Gladman supports the concept of new garden communities which represent a potentially sustainable means of providing new homes, jobs and associated community infrastructure in the longer term. It is, however, concerned that the scale, complexity and development requirements of the garden communities proposed is such that their anticipated deliverability is questionable and consequently considers that the Plan contains unrealistic expectations for the delivery of new housing on such developments.

xii. Having regard to the need for the preparation of the Strategic Growth Development Plan Documents, a significant amount of land assembly to be undertaken, the need for a considerable amount of infrastructure to be provided and the expectation that the Garden Communities will each involve two authorities, Gladman considers that it is extremely unlikely that the delivery of new housing on these sites will be achieved within the timescales anticipated by the Councils.

xiii. Gladman support the inclusion of a detailed Settlement Hierarchy in Policy SPL1 of the Plan and the definition of Clacton, Harwich and Dovercourt as Strategic Urban Settlements. Gladman also support the identification of Lawford as a Smaller Urban Settlement where modest levels of housing growth will be directed.

xiv. However, Gladman object to the categorisation of Ardleigh as a Smaller Rural Settlement. Ardleigh is considered to be a sustainable settlement with good access to services and facilities to meet the daily needs of its residents. It is located in close proximity to Colchester with high quality bus service from early morning until the evening allowing easy access to the town for employment, education and leisure purposes. It is therefore considered that Ardleigh should be categorised as a Rural Service Centre.

xv. Gladman have some concerns with regards to the Housing Land Supply Policy LP1. The table set out within Section 5.1 of the Plan (Table A) also includes completions data from the start of the Plan period until 2016/17. This shows an existing shortfall in housing supply against the housing requirement totalling 826 units or one and a half years' worth of supply. This is a significant under-supply of dwellings and represents real people in need of housing now. It is therefore essential that the Council allocates a range of housing sites in a variety of locations and of a variety of sizes to ensure that the housing needs of local people are delivered in the short term, before the large scale strategic sites come on stream and to meet the significant backlog within the first five years of the Plan.

xvi. Gladman are promoting a number of sites in sustainable locations which are available, achievable and deliverable and should be included within the Tendring Local Plan as residential allocations. These include:

a. Bromley Road, Parsons Heath (Appendix 3).

b. Grange Road, Lawford (Appendix 4).

c. Wick Lane, Ardleigh (Appendix 5).

d. Land East of Oakwood Park, Clacton (Appendix 6).

2 INTRODUCTION

2.1 Introduction

2.1.1 This representation is made by Gladman Developments Ltd (GDL) in response to the current consultation on the publication version of the Tendring District Local Plan (TDLP). GDL specialise in the promotion of strategic land for residential development with associated community infrastructure and has land interests across Tendring.

2.1.2 GDL has considerable experience in the development industry in a number of sectors including residential and employment development. From that experience, it understands the need for the planning system to provide local communities with the homes and jobs that they need to ensure that they have access to a decent home an employment opportunities.

2.1.3 GDL also has a wealth of experience in contributing to the Development Plan preparation process, having made representations on numerous local planning documents through the UK and having participated in many local plan public examinations. It is on the basis of that experience that the comments are made in this representation.

2.2 Context

2.2.1 The National Planning Policy Framework sets out four tests that must be met for Local Plans to be considered sound. In this regard, we submit that in order to prepare a sound plan it is fundamental that it is:

- **Positively Prepared –** The Plan should be prepared on a strategy which seeks to meet objectively assessed development and infrastructure requirements including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on a proportionate evidence base.
- **Effective –** the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with National Policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

2.3 Previous Submissions

2.3.1 GDL have made submission in response to the following consultations in relation to the TDLP.

- Issues and Options (September 2015)
- Preferred Option (August 2016)

2.4 Overview of Soundness

2.4.1 Due to the significant issues raised through this submission, and summarised in Table 1 below, GDL consider it necessary that we are given the opportunity to discuss our representations further at the Examination in Public.

Table 1 – Summary of policy soundness

Policy	Sound/Unsound	Test of Soundness	Reason	Evidence
SP1	Sound	Consistent with National Policy	Reflects the presumption in favour of sustainable development.	NPPF
SP2	Unsound	Effective	Support for focus on existing settlements but consider that the Spatial Strategy should consider smaller Garden Villages as a potential source of housing supply in the short-term.	NPPF
SP3	Unsound	Positively Prepared	The Plan does not meet the full objectively assessed housing needs for Tendring.	Barton Willmore Technical Review of Housing Needs.
SP5	Unsound	Effective	See response to Colchester Borough Local Plan Part 1.	
SP7	Unsound	Effective	There are concerns over the speed of delivery of the Garden Communities and as such there is a lack of housing supply in the early part of the Plan period and a shortfall of supply	

			across the entire Plan which needs to be addressed with further allocations.	
SP8	Unsound	Effective	Gladman consider that the Garden Community on the boundary of Colchester and Tendring will not deliver units as quickly as the Council expect and therefore further smaller scale housing sites will be required to be allocated to deliver in the short term.	Strutt and Parker
SPL1	Unsound	Positively Prepared	Gladman support the identification of Clacton as a Strategic Urban Settlement and Lawford as a Smaller Urban Settlement. However, Gladman consider that Ardleigh is mis-categorised and based on its services and facilities and proximity to Colchester, it should be a Rural Service Centre.	NPPF
SPL2	Unsound	Positively Prepared Consistent with National Policy	The use of Settlement Development Boundaries to arbitrarily restrict sustainable sites from coming forward does not accord with the positive approach to growth required by the Framework.	NPPF
SPL3	Unsound	Positively Prepared Consistent with	Policy SPL3 should be reworded to allow the decision	NFFF

		National Policy	maker to undertake a planning balance exercise as required by the NPPF rather than a proposal having to meet every criteria.	
HP4	Comment	Consistent with National Policy	Local Greenspace designations should conform with Paragraph 77 of the Framework.	NPPF
LP1	Unsound	Positively Prepared Effective Consistent with National Policy	The Council have a recognised housing shortfall which is significant and should be rectified within the first five years of the Plan period. A larger flexibility factor should also be built into the plan to ensure the housing requirement is met.	NPPF
LP2	Sound		The focus on retirement and extra care accommodation is supported.	NPPF
LP3	Unsound	Positively Prepared Effective Consistent with National Policy	The Council needs to provide sufficient evidence to justify the requirement for internal space requirements.	NPPF WMS
LP5	Unsound	Effective	There is an inconsistency in the Plan over the requirement for affordable housing.	TDLP
LP10	Sound	Effective	Support the Council's approach to Care and Independent Assisted Living.	
PP12	Comment		LPAs should work positively with developers to address Educational provision.	NPPF

PPL3	Unsound	Positively Prepared Consistent with National Policy	Policy PPL3 is inconsistent with the Framework's approach to designated landscapes.	NPPF
PPL6	Unsound	Positively Prepared Consistent with National Policy	Policy PPL6 is inconsistent with the Framework and the need to balance all factors in making development management decisions.	NPPF
PPL8	Unsound	Consistent with National Policy	Policy PPL8 is not consistent with the Framework in its treatment of Heritage Assets.	NPPF
PPL9	Unsound	Consistent with National Policy	Policy PPL8 is not consistent with the Framework in its treatment of Heritage Assets.	NPPF
CP2	Unsound	Consistent with National Policy	Policy CP2 is not consistent with the Framework in its treatment of traffic impact	NPPF
DI1	Unsound	Justified	There is no definition of the term minimum developer profit level which makes the Policy unclear.	NPPF

3 NATIONAL PLANNING POLICY

3.1 National Planning Policy Framework and Planning Practice Guidance

3.1.1 The NPPF has been with us now for over five years and the development industry has experience with its application and the fundamental changes it has brought about in relation to the way the planning system functions. The NPPF sets out the Government's goal to 'significantly boost the supply of housing' and how this should be reflected through the preparation of Local Plans. In this regard, it sets out specific guidance that local planning authorities must take into account when identifying and meeting their objectively assessed housing needs:

> **"To boost significantly the supply of housing, local planning authorities should:**
>
> - **Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.**
> - **Identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements…"**
> - **Identify a supply of specific, developable sites or broad locations for growth, for years 6-10, and where possible for years 11-15" (Paragraph 47)".**

3.1.2 The starting point of identifying objectively assessed housing needs is set out in paragraph 159 of the NPPF, which requires local planning authorities to prepare a Strategic Housing Market Assessment (SHMA), working with neighbouring authorities where housing market areas cross administrative boundaries. It is clear from the NPPF that the objective assessment of housing needs should take full account of up-to-date and relevant evidence about the economic and social characteristics and prospects of the area, with local planning authorities ensuring that their assessment of and strategies for housing and employment are integrated and take full account of relevant market and economic signals (paragraph 158).

3.1.3 Once a local authority has identified its objectively assessed needs for housing these needs should be met in full, unless any adverse impacts would significantly and demonstrably

outweigh the benefits of doing so (paragraph 14). Local planning authorities should seek to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Adverse impacts on any of these dimensions should be avoided. Where adverse impacts are unavoidable, mitigation or compensatory measures may be appropriate (paragraph 152).

3.1.4 As the Council will be aware the Government published its final suite of Planning Practice Guidance (PPG) on the 6th March 2014, clarifying how specific elements of the NPPF should be interpreted when preparing their Local Plans. The PPG on the Housing and Economic Development Needs in particular provides a clear indication of how the Government expects the NPPF to be taken into account when Councils are identifying their objectively assessed housing needs. Key points from this document include:

a. Household projections published by the Department for Communities and Local Government should provide the starting point estimate of overall housing need.

b. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic underperformance, infrastructure or environmental constraints.

c. Household projection based estimates of housing need may need adjusting to reflect factors affecting local demography and household formation rates which are not captured by past trends, for example historic suppression by under supply and worsening affordability of housing. The assessment will need to reflect the consequences of past under delivery and the extent to which household formation rates have been constrained by supply.

d. Plan makers need to consider increasing their housing numbers where the supply of working age population is less than projected job growth, to prevent unsustainable commuting patterns and reduced local business resilience.

e. Housing needs indicated by household projections should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings.

3.1.5 The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed, and the larger the additional supply response should be.

3.1.6 The total affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help to deliver the required number of affordable homes.

3.2 Housing White Paper – Fixing our broken housing market

3.2.1 The Government published the Housing White Paper in February 2017 for consultation. Whilst it is a White Paper, it nevertheless represents a very clear direction of travel and clear indication of the Government's intent. The Council will need to consider the emerging Plan against the points raised within the White Paper, and monitor the progress of the consultation as the proposals within it materialise as potential reforms to the planning system. Given that the intention of the document is to have some of its proposed changes come into force by November 2017, it is highly likely that a number of its measures will be relevant considerations prior to the adoption of the plan.

3.2.2 The title of the White Paper makes apparent that the Government considers the housing market to be broken, it is also clear from the document forward by the Prime Minister that the cost of housing is a key part of why the housing market is considered broken. In the foreword, the Prime Minster states:

> **"Today the average house costs almost eight times average earnings – an all-time record."**
>
> **"In total, more than 2.2 million working households with below-average incomes spend a third or more of their disposable income on housing."**
>
> **"We need to build many more houses, of the type people want to live in, in the places they want to live. To do so requires a comprehensive approach that tackles failure at every point in the system."**

3.2.3 The second foreword from the Secretary of State adds further to the Government's thinking, particularly on the need to build new homes now, it states:

> **"This country doesn't have enough homes. That's not a personal opinion or a political calculation. It's a simple statement of fact"**

"Soaring prices and rising rents caused by a shortage of the right homes in the right places has slammed the door of the housing market in the face of a whole generation."

"That has to change. We need radical, lasting reform that will get more homes built right now and for many years to come."

3.2.4 The White Paper outlines further potential reforms to the plan making process, OAN methodology, and Green Belt consideration and housing delivery tests, amongst others. Gladman will refer to key aspects from the White Paper in relevant sections of this representation.

3.2.5 The reason for this housing crisis is that the country is simply not building enough homes and has not done so for far too long. The consensus is that we need from 225,000 to 275,000 or more homes per year to keep up with population growth and to start to tackle years of under-supply.

3.2.6 Everyone involved in politics and the housing industry therefore has a moral duty to tackle this issue head on. The White Paper states quite unequivocally that *"the housing shortage isn't a looming crisis, a distant threat that will become a problem if we fail to act. We are already living in it."*

3.2.7 Tackling the housing shortage is not easy. It will inevitably require some tough decisions. But the alternative, according to the White Paper, is a divided nation, with an unbridgeable and ever-widening gap between the property haves and have-nots.

3.2.8 The challenge of increasing supply cannot be met by Government alone. It is vital to have local leadership and commitment from a wide range of stakeholders, including local authorities, private developers, housing associations, lenders and local communities.

3.2.9 The starting point is building more homes. This will slow the rise in housing costs so that more ordinary working families can afford to buy a home and it will also bring the cost of renting down. We need more land for homes where people want to live. All areas therefore need a plan to deal with the housing pressures they face.

3.2.10 Currently, over 40 per cent of local planning authorities do not have a plan that meets the projected growth in households in their area. All local authorities should therefore develop an up-to-date plan with their communities that meets their housing requirement based upon an honest assessment of the need for new homes.

3.2.11 Local planning authorities have a responsibility to do all that they can to meet their housing requirements, even though not every area may be able to do so in full. The identified housing requirement should be accommodated in the Local Plan, unless there are policies elsewhere in the Framework that provide strong reasons for restricting development, or the adverse impacts of meeting this requirement would significantly and demonstrably outweigh the benefits. Where an authority has demonstrated that it is unable to meet all of its housing requirement, it must be able to work constructively with neighbouring authorities to ensure the remainder is met.

3.2.12 Plans should be reviewed regularly, and are likely to require updating in whole or in part at least every five years. An authority will also need to update their plan if their existing housing target can no longer be justified against their objectively assessed housing requirement.

3.2.13 Policies in Local Plans should also allow a good mix of sites to come forward for development, so that there is choice for consumers, places can grow in ways that are sustainable, and there are opportunities for a diverse construction sector including opportunities for SME housebuilders to deliver much needed housing.

3.2.14 In terms of rural areas, the Government expects local planning authorities to identify opportunities for villages to thrive, especially where this would support services and help meet the need to provide homes for local people who currently find it hard to live where they grew up. It is clear that improving the availability and affordability of homes in rural areas is vital for sustaining rural communities, alongside action to support jobs and services. There are opportunities to go further to support a good mix of sites and meet rural housing needs, especially where scope exists to expand settlements in a way which is sustainable and helps provide homes for local people. This is especially important in those rural areas where a high demand for homes makes the cost of housing a particular challenge for local people.

3.2.15 Finally, the Government has made it clear through the White Paper that local planning authorities are expected to have clear policies for addressing the housing requirements of groups with particular needs, such as older and disabled people.

3.2.16 The White Paper is the cornerstone of future Government policy on fixing the broken housing market. It provides the direction of travel the Government is intending to take and is a clear statement of intent that this Government is serious about the provision of the right number of houses in the right places. The Tendring Local Plan therefore needs to consider

these policy intentions now in order to ensure that it fulfils the Government's agenda and provides the homes that its local communities need.

3.2.17 Following the election, Sajid Javid re-iterated the Government's intentions for boosting housing growth stating that he wants areas that have benefitted from soaring property prices to play their part in solving the housing crisis. Mr Javid pointed out that where property prices were particularly unaffordable, local leaders would need to take a long, hard and honest look to see if they are planning for the right number of homes. He also announced that a new consultation on a standardised methodology for calculating housing needs would be released in July 2017. The Council will therefore need to consider the implications of this consultation going forward.

4 DUTY TO COOPERATE

4.1 Overview

4.1.1 The Duty to Cooperate is a legal requirement established through Section 33(A) of the Planning and Compulsory Purchase Act, 2004, as amended by Section 110 of the Localism Act. It requires local authorities to engage constructively, actively and on an ongoing basis with neighbouring authorities on cross-boundary strategic issues throughout the process of Plan preparation. As demonstrated through the outcome of the 2012 Coventry Core Strategy Examination and the 2013 Mid Sussex Core Strategy Examination, if a Council fails to satisfactorily discharge its Duty to Cooperate, this cannot be rectified through modifications and an Inspector must recommend non-adoption of the Plan.

4.1.2 Whilst Gladman recognise that the Duty to Cooperate is a process of ongoing engagement and collaboration as set out in the PPG, it is clear that it is intended to produce effective policies on cross boundary strategic matters. In this regard, the Tendring District Plan must be able to demonstrate that it has engaged and worked with neighbouring authorities, alongside their existing joint working arrangements, to satisfactorily address cross boundary strategic issues and the requirement to meet any unmet housing needs. This is not simply an issue of consultation but a question of effective cooperation.

4.1.3 Tendring is working alongside the other North Essex Authorities (Colchester and Braintree) to prepare a strategic plan which sets the overall strategic framework for planning in the area upon which, the local plans can be based. This approach is to be welcomed as it allows the authorities to address cross-boundary strategic issues such as the delivery of new settlements in a coordinated manner. It is considered that Maldon is also part of the same Housing Market Area as Tendring, Colchester and Braintree but it is recognised that their Local Plan preparation is ahead of the other authorities and for practical purposes it may not be possible to align key evidence. However, it is important to recognise that the North Essex authorities have a number of key links with other LPAs outside of North Essex including Maldon, Chelmsford and Uttlesford and they need to work cooperatively with these authorities, through the Duty to Cooperate to address cross boundary issues.

4.1.4 It is noted in paragraph 1.8 of the TDLP that Chelmsford is part of the Housing Market Area (HMA) which encompasses the North Essex authorities who are preparing the joint plan, however they are not part of the joint plan making process. The Council will therefore need to ensure that such an approach is robustly evidenced, and that regardless of the joint plan making between Colchester, Braintree and Tendring sufficient consideration of strategic

issues as they relate to Chelmsford are undertaken through the Duty to Cooperate. For example, the planned opening of Crossrail which has its eastern terminus at Shenfield, near Chelmsford.

4.1.5 Further, the PPG reflects on the public bodies which are subject to the duty to cooperate. It contains a list of the prescribed bodies. The PPG then goes on to state that:

> **"These bodies play a key role in delivering local aspirations, and cooperation between them and local planning authorities is vital to make Local Plans as effective as possible on strategic cross boundary matters."**

5 SUSTAINBILITY APPRAISAL

5.1 Context

5.1.1 Under Section 19 of the 2004 Planning and Compulsory Purchase Act, policies set out in Local Plans must be subject to Sustainability Appraisal (SA). Incorporating the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004, SA is a systematic process that should be undertaken at each stage of the Plan's preparation, assessing the effects of the Local Plan's proposals on sustainable development when judged against reasonable alternatives.

5.1.2 The Council need to ensure that the results of the SA process clearly justify its policy choices. In meeting the development needs of the area, it should be clear from the results of the assessment why some policy options have been progressed, and others have been rejected. Undertaking a comparative and equal assessment of each reasonable alternative, the Council's decision making and scoring should be robust, justified and transparent.

5.1.3 Gladman remind the Council that there have now been a number of instances where the failure to undertake a satisfactory SA has resulted in Plans failing the test of legal compliance at Examination or being subjected to legal challenge.

5.2 North Essex and Tendring Sustainability Appraisal

5.2.1 Gladman instructed Lichfields to assess the outputs from the Sustainability Appraisal (SA) that has been undertaken for the Part 1 North Essex Authority Plan and the Part 2 Tendring Local Plan. Associated Part 2 reports were also prepared for Braintree and Colchester.

5.2.2 The report, included in full as Appendix 1, has made a number of conclusions which are set out in summary in the paragraphs below.

5.2.3 Although the quantity of sites assessed for garden communities is deemed acceptable, the site selection has been artificially supressed by the 5,000-dwelling threshold that has been applied. There is overwhelming evidence that this has resulted in a narrow focus being applied to the consideration of the new Garden Community options.

5.2.4 The Sustainability Assessment for Tendring only explores a settlement hierarchy approach to the spatial distribution of housing and there is no evidence to suggest that this is the most sustainable approach to development in Tendring.

5.2.5 The Sustainability Appraisal's approach to site allocations in Tendring cannot be considered robust as they are built on an unjustified approach to housing distribution. They have been

considered against which settlement they are in and therefore this has the potential to exclude more sustainable sites just because they are located in a settlement where there are already enough site allocations or it is within a settlement which is further down in the hierarchy.

5.2.6 On top of this, nowhere in the SA is the appropriate level of development for each settlement in the hierarchy established and therefore it is completely unknown if this is the most sustainable level that could be achieved. There is also no clarity as to why strategic housing allocations have been chosen in the areas they have been and why those in other locations have been excluded.

5.2.7 On the whole, these factors set out that there is a distinct lack of information supporting any of the conclusions made on housing distribution and site allocations and therefore they cannot be relied upon within this Sustainability Appraisal to allow the Local Plan to be found sound.

6 OBJECTIVELY ASSESSED HOUSING NEED (OAN)

6.1 Background

6.1.1 The process of undertaking an OAN is clearly set out in the Framework, principally in §14. §47, §152 and §159 and should be undertaken in a systemic and transparent way to ensure that the plan is based on a robust evidence base.

6.1.2 The starting point for this assessment requires local planning authorities to have a clear understanding of housing needs in their area. This involves the preparation of a Strategic Housing Market Assessment (SHMA) working with neighbouring authorities where housing markets cross administrative areas as detailed in §159 of the Framework. The Framework goes on to set out factors that should be included in a SHMA including identifying:

> **"the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:**
>
> - **Meets household and population projections taking account of migration and demographic change;**
> - **Addresses the need for all types of housing including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and**
> - **Caters for housing demand and the scale of housing supply necessary to meet this demand."**

6.1.3 Key points that are worth noting from the above are that the objective assessment should identify the full need for housing before the Council consider undertaking any process of assessing the ability to deliver this figure. In addition, §159 specifically relates to catering for both housing need and housing demand within the authority area. It is also worth pointing out that any assessment of housing need and demand within the SHMA must also consider the following factors; falling household formation rates, net inward migration, the need to address the under provision of housing from the previous local plan period, the results of the Census 2011, housing vacancy rates including the need to factor in a housing vacancy rate for churn in the housing market, economic factors to ensure that the economic forecasts for an area are supported by sufficient housing to deliver economic growth,

offsetting a falling working age population by providing enough housing to ensure retiring workers can be replaced by incoming residents, addressing affordability and delivering the full need for affordable housing in the area.

6.1.4 Of particular importance is the need to consider market signals. The consideration of market signals is one of the core planning principles considered in §17 of the Framework, which states:

> **"Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities."**

6.1.5 Of critical importance is what the Framework goes on to say in §158 in the section discussing Plan Making. It states here that:

> **"Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals."**

6.1.6 Market signals are therefore at the very core of what the Framework is trying to achieve in promoting sustainable development and boosting the supply of housing land.

6.1.7 The Planning Practice Guidance (PPG) gives further explanation to what the Framework means with regards to market signals, and sets out in a range of paragraphs the way in which local planning authorities should go about factoring in relevant market signals in arriving at their OAN. §19 and §20 of the PPG gives guidance on what market signals should be taken into account and how plan makers should respond to these market signals. The below extract identifies some particularly pertinent points:

> **"The housing need number suggested by household projections (the starting point) should be adjusted to reflect the appropriate market signals, as well as other market indicators of the balance between demand for and supply of dwellings. Prices of rents rising faster than national/local average may well indicate particular market undersupply relative to demand."**

6.1.8 The paragraph goes on to indicate that these factors would include, but should not be limited to land prices, house prices, rents, affordability, rates of development and

overcrowding. However, given what the Framework says at §17, quoted above, it seems clear that particular consideration should be given to affordability.

6.1.9 In order to consider how market signals should be taken forward §20 identifies some key concepts:

> **"Appropriate comparisons of indicators should be made. This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections."**

6.1.10 It is therefore clear that where market signals are apparent (in any of the indicators assessed) there is an absolute and clear direction that an upward adjustment to housing numbers is required. It is also clear that both the level of change and the rates of change are considerations and that local planning authorities need to carefully benchmark themselves against other areas. This should not simply be a case of considering neighbouring authorities but should look at, as well as these, local authorities on a national basis, if the demographic and economic indicators are relevant. Gladman are firmly of the view that considering comparisons purely against neighbouring authorities is not sufficiently robust and does not address the underlying issues which both the Framework and the PPG are trying to tackle with regard to housing.

6.1.11 What is of further importance when considering these issues is the period of time analysed when considering both relative and absolute change. It has become apparent in our consideration of a number of plans that many local planning authorities choose to look at periods of time which are not fully representative of the depth of the housing crisis which we are currently within.

6.1.12 Gladman is of the view that local planning authorities must take a long-term view when considering affordability and consider the relative and absolute change over a long term 15-20 year period, which coincides with the normal time span of a Local Plan. Authorities should assess as a constituent part of their OAN, how they can improve affordability over the life time of a plan to a point where affordability is more in line with average earnings and affordable mortgage lending rates. They should assess a level of housing over the 15-20 year plan period which would enable this step change and consider its deliverability in the plan. Only through planning for significant housing growth can local authorities realistically

tackle market signals in the way advocated by the PPG and tackle the affordability and housing crisis.

6.1.13 The need to identify the full OAN before considering any issues with the ability of a Local Planning Authority to accommodate that level of development has been confirmed in the High Court. Most notably in Solihull Metropolitan Borough Council v (1) Gallagher Homes Limited (2) Lioncourt Homes Limited where it was considered that arriving at a housing requirement was a two-stage process and that first the unconstrained OAN must be arrived at. In the judgment, it was stated:

> **"The NPPF indeed effected a radical change. It consisted in the two-step approach which paragraph 47 enjoined. The previous policy's methodology was essentially the striking of a balance. By contrast paragraph 47 required the OAN [objectively assessed need] to be made first, and to be given effect in the Local Plan save only to the extent that that would be inconsistent with other NPPF policies. […] The two-step approach is by no means barren or technical. It means that housing need is clearly and cleanly ascertained. And as the judge said at paragraph 94, "[h]ere, numbers matter; because the larger the need, the more pressure will or might be applied to [impinge] on other inconsistent policies".**

6.1.14 Therefore, following the exercise to identify the full OAN for housing in an area:

> **"Local planning authorities should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Where adequate mitigation measures are not possible, compensatory measures may be appropriate." (NPPF §152)**

6.1.15 This statement clearly sets out that local planning authorities should seek to deliver the full OAN and that this should be tested through the evidence base. Only where the evidence shows that this is not achievable, should they then test other options to see if any significant adverse impacts could be reduced or eliminated by pursuing these options. If this is not possible then they should test if the significant adverse impacts could be mitigated and where this is not possible, where compensatory measures may be appropriate.

6.1.16 The final stage of the process is outlined in §14 and involves a planning judgement as to whether, following all of the stages of the process outlined above:

> **"Local Plans should meet OAN, with sufficient flexibility to adapt to rapid change, unless:**
>
> - **any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole; or**
> - **specific policies in this Framework indicate development should be restricted."**

6.1.17 It is also worth noting that the final part of this sentence refers to footnote 9 of the Framework which sets out the types of policies that the Government consider to be restrictive. These include:

> **"sites protected under the Birds and Habitat Directive (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion".**

6.1.18 Although this list is not exhaustive it is clear that local landscape designations, intrinsic value of the countryside, character of areas, green gaps etc. are not specifically mentioned as constraints by the Framework.

6.1.19 Obviously, the Government intends to standardise the calculation of housing need as set out in the White Paper on housing. As yet, we are unaware of what the new methodology will involve but the Council will need to keep the evidence base of the Local Plan under constant review to ensure that it reflects the latest guidance as the White Paper is implemented. It is anticipated that the consultation on the standardised housing needs calculation will take place in July/August 2017.

7 SHARED STRATEGIC PLAN - TENDRING

7.1 Overview

7.1.1 Gladman note the positive intentions for the North Essex areas as outlined in paragraphs 1.1 – 1.13 of the Plan. Clearly there are a range of issues which promote the need for a strategic approach and Gladman support the concept of joint plan making to ensure that unmet housing needs can be met in a region or sub region. That said, Gladman note a number of concerns from the opening paragraphs of Section 1.

7.1.2 Firstly, it is noted in paragraph 1.8 that Chelmsford is part of the Housing Market Area (HMA) which encompasses the North Essex authorities who are preparing the joint plan, however they are not part of the joint plan making process. The Council will need to ensure that such an approach is robustly evidenced, and that regardless of the joint plan making between Colchester, Braintree and Tendring sufficient consideration of strategic issues as they relate to Chelmsford are undertaken through the Duty to Cooperate. For example, the planned opening of Crossrail which has its eastern terminus at Shenfield, near Chelmsford.

7.1.3 Similarly, the plan in paragraph 1.10 also acknowledges that the adjacent authorities of Maldon and Uttlesford sit outside the HMA, but that ongoing consideration has been given to strategic issues with these authorities. Gladman remain sceptical of the view that Maldon sits outside of the HMA, nevertheless, as we outline in the previous paragraph, it will be imperative that even if the above authorities are considered to be outside of the HMA the cross boundary strategic issues will require addressing through the Duty to Cooperate. In particular, with regard to Uttlesford due consideration will need to be given to key regional issues such as the planned growth at Stanstead Airport.

7.1.4 The plan in paragraph 1.25 clearly recognises the economic growth potential of the area, as we have highlighted above there are also regional infrastructure drivers which are likely to sustain significant economic growth over the plan period and beyond. Gladman are therefore supportive of the joint plan making initiative and its desire to sustainably meet development needs. The Councils however must not ignore their neighbouring authorities in Essex as they plan for the future of their districts.

7.2 Vision for the Strategic Area

7.2.1 The vision for the areas is set out within paragraph 1.30 of the consultation document. Whilst Gladman are fully supportive of the ambitious nature of this vision, seeking for North

Essex to be an area of significant growth over the period to 2033 and beyond, it is critical that the plan provides the policies which are capable of delivering this vision.

7.2.2 It is key that this positive vision remains within the strategic plan and that it seeks to provide for significant economic growth and housing to meet the full needs of the districts. Alongside this it is fundamental that the associated infrastructure is planned for and delivered at the appropriate time. These themes, critically, must also cascade down beyond the joint strategic plan and become the cornerstones for the development of the policies within the individual Local Plans.

7.2.3 Clearly North Essex has an important role to play, not just locally, but as a key element of wider national importance. Its location in the South East, largely free of constraints mean that as well as being able to capitalise on the economic growth of Essex, and the important infrastructure at Stanstead Airport and through Crossrail, it can make a significant contribution towards helping alleviate housing pressure on both London and the constrained Green Belt authorities to the south. These wider regional issues should not be forgotten when considering the context of North Essex and the vision and policies within the plans.

7.3 Policy SP1 – Presumption in Favour of Sustainable Development

7.3.1 Gladman are fully supportive of the inclusion of the policy on Sustainable Development. The ethos of sustainable development is key to assessing planning proposals, it is the golden thread running through the NPPF.

7.4 Policy SP2 – Spatial Strategy for North Essex

7.4.1 Gladman note the different spatial strategies for the component authorities within the Local Plan, we will comment on the spatial strategy for Tendring in the following section. With regard to the specific provision of Policy SP2, Gladman support the fact that growth will effectively come from development in and around existing settlements and through the new garden communities allocated in the plan. We also support the policy in recognising that the level of growth to be apportioned to a settlement will depend on the needs of that settlement and that in particular the diversification of the rural economy will be important. It will be important for the spatial strategies of the individual local plans to have these issues in mind when allocating sites and considering planning applications.

7.4.2 Gladman's experience is that the best way in which to ensure the delivery of housing targets is to maintain a good spread of sites and site typologies across the districts. When

considering the housing needs in North Essex (and with one eye to the next plan period) it is reasonable for the Council to consider new settlements. Gladman would contend however, that there is an additional level of sites which could require further consideration by the Councils to ensure they can meet their short and medium term housing needs. Whilst the new garden settlements will help meet housing demands in the medium/long term, the level of infrastructure required to deliver the sites is costly and substantial. It is therefore likely to take time to implement.

7.4.3 On the other end of the scale the smaller allocations in the plan will no doubt deliver quickly. To fill the gap between the two, Gladman consider that the Council may wish to further assess proposals for new garden villages. These new settlements of typically 1,000-1,500 dwelling can be developed in places where there is considerable existing infrastructure and can be brought forward relatively quickly. Such proposals, if carefully selected, can contribute dwelling completions within the first 5-10 years of a plan period, thus giving the Council more of a buffer.

7.4.4 It is our view therefore, that the spatial strategy needs to recognise new garden villages as well as the larger garden settlements. These, in addition to the smaller allocations, will help the plan soundly meets its housing targets.

7.4.5 We consider these issues further below when we address the level of overall housing need in North Essex and when considering overall Local Plan trajectories. However at this time, whilst there is support for elements of policy SP2, without provision for the medium size sites, such as new Garden Villages we consider the spatial strategy would be problematic in delivering housing needs. We therefore consider it inconsistent with National Policy and not justified or effective and as such unsound.

7.5 Policy SP3 – Meeting Housing Needs

7.5.1 Gladman object to Policy SP3 in that it fails to identify the full need for housing across the Housing Market Area (HMA).

7.5.2 Gladman instructed Barton Willmore to prepare a critique of the Council's latest housing needs evidence base to assess how robust the study was. The full report is attached as Appendix 2 and relates specifically to Tendring District. However, Barton Willmore undertook this exercise on an HMA basis and for ease of use, prepared three reports, one for each of the districts currently consulting upon their Plans (Braintree, Colchester and Tendring). The representations that Gladman have prepared for the other districts' consultations (Braintree and Colchester) contain the detailed reports relating to each of the respective authorities.

7.5.3 Barton Willmore consider that Maldon forms part of the wider HMA and should have been included within the study of housing needs.

7.5.4 Whilst the Housing Needs Update Report correctly identifies the demographic starting point for Braintree, Colchester and Chelmsford, it presents a figure for Tendring of 480 dwellings per annum which is below the DCLG 2014-based Household Projections starting point of 674 dwellings per annum. This is due to an adjustment which is made by the study to account for Unattributable Population Change (UPC). Barton Willmore consider that it is inappropriate to make such an adjustment because of a number of factors which are highlighted in Section 4 of their report (Appendix 2) and on this basis, they consider the correct demographic starting point for Tendring should be **674 dwellings per annum**.

7.5.5 No consideration has been made within the Housing Needs Update Report of alternative migration trends for Tendring whereas for Braintree, Colchester and Chelmsford alternative trends have been considered.

7.5.6 The Housing Needs Update Report concludes that based upon the Greater London Authority (GLA) demographic scenario which looks at increased migration out of London, only an additional 74 dwellings per annum will be needed across the HMA to house out-migrants from London. The report concludes that this increase is insignificant and therefore does not make an adjustment to overall housing need in the HMA. Barton Willmore disagree as 74 dwellings per annum across the Plan period would total an additional 1,776 dwellings across the HMA.

7.5.7 The Housing Needs Update Report does not make any adjustment to address suppressed household formation which Barton Willmore have identified as an issue in Tendring due to undersupply and worsening affordability.

7.5.8 The Housing Needs Update Report does not provide a consistent approach to the assessment of the economic element of the housing needs calculation. A different approach is applied to Tendring based upon the demographic adjustment made for UPC. Barton Willmore consider that the approach to UPC employed is fundamentally flawed and consequently any adjustment to the economic element of the housing need calculation should similarly not include an adjustment for UPC.

7.5.9 The Housing Needs Update Report only considered a single economic forecast and economic forecasts can vary greatly between forecasting houses. In order to avoid any volatility, Barton Willmore suggest that the study should have considered economic

forecasts from the three recognised forecasting houses and calculated a triangulated average.

7.5.10 Another weakness of the Housing Needs Update Report is that it provides no detail of how issues such as unemployment, commuting or economic activity rates have been considered in Tendring. Relying on Experian's Economic Activity Rates has been acknowledged by various Inspectors as risky as they place a reliance on high economic activity rates for older people.

7.5.11 Finally, whilst the Housing Needs Update Report acknowledges worsening Market Signals and makes an adjustment of a 15% uplift for Tendring, based upon the evidence and other methods of calculating the level of uplift required to address affordability, a higher uplift is justified.

7.5.12 In Barton Willmore's professional opinion, 550 dwellings per annum represents an under estimate of the level of housing need for Tendring and at the minimum, there is a need for **674 dwellings per annum** simply to meet the demographic need identified by DCLG in the household projections. Barton Willmore's overall conclusion is that the true level of housing need in Tendring is between 674 and 972 dwellings per annum.

7.5.13 This section has set out a brief summary of Barton Willmore's findings and for the detail, the Council should refer to the full report attached as Appendix 2.

7.6 Policy SP5 –Infrastructure and Connectivity

7.6.1 Gladman commissioned Strutt and Parker to undertake an assessment of the delivery of the North Essex Garden Communities. As this report covers all of the Garden Communities and relates specifically to the strategic Part 1 North Essex Plan (the subject of a joint Examination in Public), the detail of its findings has been covered in Gladman's representations submitted as part of the response to the Colchester Borough Local Plan to avoid repetition.

7.6.2 Therefore, for Gladman's response to Policy SP5 please see Gladman's Colchester representations.

7.7 Policy SP7 – Development and Delivery of New Garden Communities in North Essex

7.7.1 Gladman notes the proposal to establish three new garden communities which are on the Tendring/Colchester boundary, Colchester/Braintree boundary and West of Braintree. Gladman supports the concept of new garden communities which represent a potentially

sustainable means of providing new homes, jobs and associated community infrastructure in the long term. It is, however, concerned that the scale, complexity and development requirements of the garden communities proposed is such that their anticipated deliverability is questionable and consequently considers that the Plan contains unrealistic expectations for the delivery of new housing on such developments.

7.7.2 The two new garden communities proposed for Braintree District are ultimately expected to deliver between 15,000 and 24,000 new homes (Colchester/ Braintree Borders) and between 7,000 and 10,000 homes (West of Braintree) respectively. Both are expected to deliver 2,500 homes in the Plan period. The plan only identifies broad search areas for both proposals and it is proposed that further detail will be provided in due course by additional Strategic Growth Development Plan Documents which will be prepared for both garden community proposals jointly with Colchester Borough Council and Uttlesford District Council respectively.

7.7.3 Similarly, the new garden community on the border between Colchester and Tendring is proposed to be allocated for 7,000-9,000 dwellings with 2,500 anticipated to be delivered within the Plan period. Again, the plan only identifies a broad area of search for the proposal and it is proposed that further detail will be provided in due course by additional Strategic Growth Development Plan Documents

7.7.4 Having regard to the need for the preparation of the Strategic Growth Development Plan Documents, a significant amount of land assembly to be undertaken, the need for a considerable amount of infrastructure to be provided and the expectation that these developments will each involve two authorities, Gladman considers that it is extremely unlikely that the delivery of new housing on these sites will be achieved within the timescales anticipated by the Councils. Furthermore, the inclusion of a requirement for Gypsy and Traveller provision to be made on the sites is also likely to add further complications (and thus delay) to the development process.

7.7.5 Gladman considers therefore, that there must be some degree of uncertainty as to whether the garden communities will deliver any homes at all during the plan period and that certainly the anticipated number of new homes that the Plan expects to be delivered within the plan period will be significantly less than set out in the policy.

7.7.6 Paragraph 1.108 of the Plan states that each of the garden communities is planned to deliver 2,500 dwellings and that no matter where they are physically built within the Local Plan period to 2033, they will be attributed as set out in section 2 of each of the individual Local

Plans, or if more dwellings are built then on a 50:50 ratio between the two districts concerned." Gladman considers that such a manipulation of completions is artificial and is totally unjustified and unsupported by the NPPF and PPG. Dwelling completions can only accrue to the authority in which they are physically located. Bearing in mind that the location of the new garden communities are only indicative 'broad locations' at this stage, there is a possibility that when the extent of these proposed developments are finalised, the proportion of each site that is within one authority may actually be very small and its housing capacity may bear very little relationship with the above mentioned mechanism set out in the Local Plan.

7.8 Policy SP8 – Tendring/Colchester Border Garden Community

7.8.1 The new garden community on the border of Tendring and Colchester is proposed in Policy SP8 for between 7,000 and 9,000 dwellings with 2,500 dwelling anticipated for delivery before the end of the Plan period in 2033.

7.8.2 Whilst Gladman support the concept of garden communities, we have concerns with various aspects of their deliverability and question whether 2,500 units will be delivered by the end of the Plan period.

7.8.3 The site also requires the provision of pitches for Gypsy and Travellers as part of the allocation which presents additional barriers to the delivery of the site.

7.8.4 Policy SP8 requires a Strategic Growth DPD to be prepared which will set out the form and boundary of the new community and will also include a concept plan detailing the disposition and quantity of future land uses together with a phasing and implementation strategy.

7.8.5 With the need to prepare the Strategic Growth DPD, along with a significant amount of land assembly to be undertaken, the need for a considerable amount of infrastructure to be provided and the expectation that the development will involve two authorities, Gladman consider that there will be significant lead-in times associated with the site which calls into question its ability to deliver 2,500 units by 2033.

7.8.6 Policy SP8 also sets out a comprehensive and detailed list of requirements which will need to be provided as part of the development of the garden community. This includes 30% affordable housing, employment provision, a package of transport improvements, new healthcare facilities, new district and neighbourhood centres, a secondary school, primary schools and early-years facilities amongst other requirements.

7.8.7 With the requirement set out in Policy SP7 for the sequencing of development and infrastructure on the garden communities which needs to ensure that the latter is provided ahead of or in tandem with the development it supports, issues of development viability, cashflow and equalisation of developer contributions amongst the various interested parties will be complex. The legal agreements associated with any planning proposals for the site will similarly be lengthy and complex which will add significantly to the lead-in times associated with the site.

7.8.8 The work undertaken by Strutt and Parker on behalf of Gladman on the viability and deliverability of the garden community sites (submitted as part of the Gladman's representations on Part 1 of the Colchester Plan), coupled with the complexities outlined above, must call into question the ability of the garden communities to deliver the numbers of units that the Councils expect them to deliver in the Plan period. If this is the case, then additional sites will be required in the short to medium term to ensure housing delivery is maintained and a 5-year housing land supply can be demonstrated across the plan period before the garden communities come on stream. These sites should offer something different from the large scale strategic allocations to ensure competition in the market and to ensure that small to medium sized housebuilders have an opportunity to deliver sites within the districts. Smaller scale housing sites will therefore be required to plug the inevitable gap in housing supply and Gladman consider that the sites included in these representations offer suitable, available and deliverable alternatives which should be allocated in the Tendring Local Plan (See Appendices 3, 4, 5 and 6)..

8 LOCAL PLAN FOR TENDRING

8.1 Vision and Objectives

8.1.1 Gladman support the Vision contained in the Tendring Local Plan which seeks to meet local housing needs through a range of high quality new housing. The Council should not only be seeking to meet local needs, but should do everything it can to exceed the housing requirement given the lack of delivery in the past and the uncertainty over unmet housing needs in London.

8.1.2 Gladman support in principle, the Vision to create a new garden suburb to the east of Colchester on the border with Tendring to help meet the needs of both areas, although we have concerns over the site's ability to deliver in the timeframe set out in Part 1 of the Plan.

8.1.3 Gladman also support the Council's Vision to deliver modest levels of housing growth in the larger villages to support local services and facilities and meet local housing needs in areas such as Lawford. However, it is considered that the smaller villages such as Ardleigh are also capable of providing modest housing growth, in scale with the existing settlements, to ensure that their current services and facilities are maintained and local housing need is met. This should be reflected in the Vision.

8.1.4 Gladman consider that Objective 1 should be amended to state that the main objective is to meet housing needs **in full** by providing new dwellings with sufficient variety to meet the needs of a growing and ageing population.

8.1.5 In allocating sites, the Council should therefore be mindful that to maximize housing supply the widest possible range of sites, by size and market location are required so that house builders of all types and sizes have access to suitable land in order to offer the widest possible range of products. The key to increased housing supply is the number of sales outlets. For any given time period, all else being equal, overall sales and build out rates are faster from 20 sites of 50 units than 10 sites of 100 units or 1 site of 1,000 units. The maximum delivery is achieved not just because there are more sales outlets but because the widest possible range of products and locations are available to meet the widest possible range of demand. In summary, a wider variety of sites in the widest possible range of locations ensures all types of house builder have access to suitable land which in turn increases housing delivery.

8.2 Policy SPL1: Managing Growth

8.2.1 Whilst it is supported that the main urban areas continue to play a key role in the accommodation of future development within the district, this should not be at the expense of ensuring that the housing and employment needs of other settlements are met. Para 55 of the Framework seeks to promote sustainable development in rural areas to maintain and enhance rural vitality and viability. It is essential therefore, that the needs of the sustainable rural settlements across the district, including Lawford and Ardleigh are assessed and meaningful growth apportioned to them to ensure their ongoing vitality and viability.

8.2.2 Gladman support the inclusion of a detailed Settlement Hierarchy in Policy SPL1 of the Plan and the definition of Clacton, Harwich and Dovercourt as Strategic Urban Settlements. Gladman consider that the Garden Community on the border of Colchester and Tendring is a potential appropriate solution to delivering the level of housing growth required to meet the needs of both districts in the long term but do have concerns over the viability of the proposal and the timescale for delivery.

8.2.3 Gladman also support the identification of Lawford as a Smaller Urban Settlement where modest levels of housing growth will be directed. Lawford is a vibrant settlement which adjoins the built-up area of the town of Manningtree and provides the community with direct access to a primary school, GP surgery and other services within Manningtree including a high school, train station, a range of retail opportunities, a pharmacy, public houses and a Post Office.

8.2.4 Gladman consider that given Lawford's services and facilities and its lack of constraints, the settlement is capable of supporting further growth beyond the minimum 1,500 to 2,500 dwellings proposed for this tier of the settlement hierarchy within the Local Plan

8.2.5 However, Gladman consider that Ardleigh is miss-categorised as a Smaller Rural Settlement both in terms of its current levels of services and facilities and its proximity and connections to Colchester. The settlement is by far the best performing Smaller Rural Settlement in terms of overall sustainability and is served by a number of core services including a primary school, a G.P. Surgery, a Post Office, a convenience store and a public house. It also has a village hall, playing fields and various sports clubs. There is a good level of employment within a 20-minute travel time of the settlement and fast broadband speeds are available that are sufficient to support home working, leisure and business activities.

8.2.6 Ardleigh is therefore considered to be a sustainable settlement with good access to services and facilities to meet the daily needs of its residents. It is located in close proximity to

Colchester with high quality bus service from early morning until the evening allowing easy access to the town for employment, education and leisure purposes. It is therefore considered that Ardleigh should be categorised as a Rural Service Centre.

8.3 Policy SPL2: Settlement Development Boundaries

8.3.1 The Framework is clear that development which is sustainable should go ahead without delay. The use of settlement limits to arbitrarily restrict suitable development from coming forward on the edge of settlements would not accord with the positive approach to growth required by the Framework.

8.3.2 The Policy has been substantially reviewed since the previous version of the Plan and is now more positive in its approach to development outside of the arbitrary Settlement Development Boundaries (SDB). The Council should recognise that a site's location outside of a SDB is only one factor that should be weighed in the planning balance when considering any particular proposal and it should not be the determinative factor in assessing whether a scheme is acceptable or not.

8.4 Policy SPL3: Sustainable Design

8.4.1 Policy SPL3 introduces a large number of criteria which proposals **must** meet in order to be considered acceptable. Gladman would point out that the Framework is based on a planning balance exercise being undertaken by the decision maker and it is only where the harms of a proposal significantly and demonstrably outweigh the benefits that planning permission should be refused. Policy SPL3 should therefore be worded to allow the decision maker to undertake such a balancing exercise and so that failure to meet any one of the criteria listed would not automatically mean a failure to conform with the policy overall. At present, Policy SPL3 is not worded in this positive fashion and should be redrafted.

8.4.2 Criterion (a) under Part B of the Policy states that proposals should not lead to an unacceptable increase in congestion. This is contrary to the Framework as para 32 states that development should only be refused on transport grounds where the residual cumulative impacts of development are severe. Criterion (a) should be reworded to reflect this guidance.

8.4.3 Part C of Policy SPL3 also requires developers to consider the use of renewable energy and the reductions of emissions as part of any proposals. The Written Ministerial Statement of 25th March 2015 clearly states that improvements in energy efficiency and carbon reductions will be delivered through changes to Building Regulations with only a limited number of

optional technical standards that can be required through local plans where supported by specific evidence. There is no evidence that the Local Plan should require such measures and therefore this reference should be deleted from the Policy.

8.5 Policy HP4: Safeguarded Local Greenspace

8.5.1 Gladman take this opportunity to remind the Council of the tests which need to be met when seeking to designate Local Green Space (LGS).

8.5.2 Paragraph 77 of the Framework sets out the following in terms of when it is appropriate or not to designate land as a LGS.

> *"The Local Green Space designation will not be appropriate for most green areas or open space. The designation should only be used:*
>
> - *Where the green space is in reasonably close proximity to the community it serves;*
> - *Where the green area is demonstrably special to a local community and holds particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*
> - *Where the green area concerned is local in character and is not an extensive tract of land."*

8.5.3 The Planning Practice Guidance (PPG) provides further guidance on LGS designations including paragraph ID. 37-015-20140306,

> *"There are no hard and fast rules about how big a Local Green Space can be because places are different and a degree of judgement will inevitably be needed. However, paragraph 77 of the National Planning Policy Framework is clear that Local Green Space Designation should only be used where the green area concerned is not an extensive tract of land. Consequently, blanket designation of open countryside adjacent to settlements will not be appropriate. In particular, designation should not be proposed as a 'back door' way to try to achieve what would amount to a new are of Green Belt by another name."*

8.6 Policy LP1: Housing Supply

8.6.1 Gladman have some concerns with regards to the Housing Land Supply Policy LP1. Our issues with the overall housing requirement have been set out above in Section 7.5 and in the report prepared by Barton Willmore on our behalf (Appendix 2). It is therefore not necessary to repeat these here.

8.6.2 Paragraph 5.1.3 of the Plan refers to the 550 homes a year housing requirement as a target. This is not consistent with the Framework as housing requirements should be expressed as a minimum and should be exceeded if possible. This statement should therefore be amended.

8.6.3 The table set out within Section 5.1 of the Plan (Table A) also includes completions data from the start of the Plan period until 2016/17. This shows an existing shortfall in housing supply against the housing requirement totalling 826 units or one and a half years' worth of supply. This is a significant under-supply of dwellings and represents real people in need of housing now.

8.6.4 In fact, Tendring have only achieved their housing requirement in one year (2016/17) out of the first four years of the plan period. Given the fact that the Council has also not met its housing requirement in 10 of the past 19 years between 1996/97 and 2014/15, it is inevitable that the Council needs to apply a 20% buffer to its housing requirement as required by the Framework for persistent under-delivery.

8.6.5 In addition, based upon the housing trajectory which is included in the latest Annual Monitoring Report (2015/2016), the Council are anticipating the delivery of just over 400 units in 2017/18 which again is below the new housing requirement, further adding to the housing under-supply.

8.6.6 Based on the guidance set out in the Planning Practice Guidance (PPG), the Council should be seeking to address this housing shortfall in the first five years of the Plan period. This would mean a significant step change in housing delivery for the Council once the Plan is adopted.

8.6.7 It is therefore essential that the Council allocates a range of housing sites in a variety of locations and of a variety of sizes to ensure that the housing needs of local people are delivered in the short term, before the large scale strategic sites come on stream and to meet the significant backlog.

8.6.8 Gladman are also concerned with the level of windfall sites that the Council are including within the housing supply going forward. The Framework states that local planning

authorities may make an allowance for windfall sites if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply going forward. Any allowance should be realistic having full regard to the Strategic Housing Land Availability Assessment (SHLAA). Therefore, in order to include a windfall allowance in the Plan, Tendring will have to provide robust and credible evidence on this source of supply to justify the 1,399 units which is included in the Local Plan.

8.6.9 The table on page 115 sets out that the Council's housing requirement over the Plan period is 11,000 units whilst the sources of supply listed total 12,001, a contingency of 9.1%. This is considered to be too little flexibility to mitigate against sites not coming forward as anticipated in the Local Plan. Given the issues raised in this representation regarding the speed of delivery of the strategic sites, it is considered that a 20% flexibility factor is built into the Local Plan which is equivalent to 2,200 units above the housing requirement.

8.7 Policy LP2: Housing Choice

8.7.1 Gladman support Policy LP2 in that the Council will support the development of retirement complexes, extra care housing and other forms of residential accommodation aimed at meeting the future needs of older and disabled residents.

8.8 Policy LP3: Housing Density and Standards

8.8.1 Gladman object to Policy LP3 in relation to the reference to national space standards. The Written Ministerial Statement (WMS) dated 25th March 2015 confirms that "the optional new national technical standards should only be required through any new Local Plan policies if they address a clearly evidenced need, and where their impact on viability has been considered, in accordance with the NPPG". Furthermore, with particular reference to the nationally described space standard, the NPPG (ID: 56-020-20150327) confirms "where a need for internal space standards is identified, local planning authorities should provide justification for requiring internal space policies". If the Council wishes to adopt this standard it should be justified by meeting the criteria set out in the NPPG including need, viability and impact on affordability. The Council therefore needs to provide sufficient evidence to justify adoption of either of these standards or delete reference to these standards in Policy LP3.

8.9 Policy LP5: Affordable and Council Housing

8.9.1 There is an inconsistency in the Local Plan between the level of affordable housing required as set out in paragraph 5.1.4 (30%) and that set out in Policy LP5 (25%). This needs to be rectified in order to ensure the policy position is clear.

8.10 Policy LP10: Care, Independent Assisted Living

8.10.1 Gladman support Policy LP10 on Care and Independent Assisted Living and in particular, the support shown for the construction of high quality care and extra-care housing in sustainable locations.

8.10.2 Gladman also support the Council's approach to care homes located outside of Settlement Development Boundaries as set out in Policy LP10.

8.11 Policy PP12: Improving Education and Skills

8.11.1 The requirement to provide educational facilities is a key part of the Framework. Paragraph 72 states that local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement. This should involve working closely with developers over schemes to assess the best possible solution to educational provision taking account of the capacity of all schools in the area that serve the development, the distance pupils travel to access schools and the most efficient and sustainable use of existing educational resources before requiring the provision of new facilities. Viability should also be a key consideration to ensure schemes are not prevented from being brought forward because of the need for significant infrastructure contributions. Gladman remind the Council that the lack of educational provision should not be used a reason for refusal as local planning authorities should work positively with the development industry to identify suitable and deliverable solutions to these issues.

8.12 Policy PPL3: The Rural Landscape

8.12.1 Policy PPL3 on the Rural Landscape is unsound. The guidance set out in the Framework advocates a balancing exercise of all of the benefits of a proposal against the harms to determine if the harms, significantly and demonstrably outweigh the benefits.

8.12.2 In addition, any policy for the protection and enhancement of the environment should be established in light of the national policies contained in the Framework, particularly paragraphs 109 to125.

8.12.3 Para 109 sets out that the planning system should contribute to and enhance valued landscapes with advice in Para 113 stating that Local Planning Authorities should set criteria based policies against which proposals for any development on or affecting such sites should be judged. In addition, Para 113 highlights that distinctions should be made between the hierarchy of international, national and locally designated sites so that protection is commensurate with their status.

8.12.4 It is important to note that this advice does not suggest a ban on all development in or adjacent to designated areas and that the weight that can be attached to any conflict with such designations should be aligned with their importance based on the hierarchy detailed above.

8.12.5 Policy PPL3 as written is therefore contrary to the Framework and should be reviewed to reflect the guidance contained above. In particular, the policy should be flexible enough to be able to accommodate new development, outside of existing development boundaries, to allow the Council to quickly address any issues in a shortfall in housing land supply against the plan requirement.

8.13 Policy PPL6: Strategic Green Gaps

8.13.1 In terms of the natural environment, the identification of any local environmental designations, including Strategic Green Gaps and separation policies, must be predicated on a robust and comprehensive evidence base that can be used in the planning balance advocated by the Framework, allowing the Council to assess whether the adverse impacts of the loss of such areas significantly and demonstrably outweigh the benefits of delivering the full need for housing.

8.13.2 Green Gap policies have been questioned by Inspectors in recent appeal decisions as to whether they are compliant with the Framework and the Presumption in Favour of Sustainable Development. It is unlikely that any Green Gap policy will meet the tests of the Framework. Inspectors have dismissed similar policies as being inconsistent with the Framework in the determination of a number of recent Appeals. Gladman do not support the Green Gap policy approach due to its inconsistency with the Framework as it may prevent the Council from granting planning permissions in sustainable locations to meet its full objectively assessed need. The Council should therefore not continue to promote this policy designation.

8.14 Policy PPL8: Conservation Area

8.14.1 Paragraphs 132 to 134 of the Framework relate specifically to designated heritage assets and highlight that the more important the asset the greater the weight that should be attached to it. The policies in the Local Plan therefore need to make such a distinction so as to ensure they are consistent with the Framework.

8.14.2 The Framework states that if the harm to a heritage asset is deemed to be substantial then the proposal needs to achieve substantial public benefits to outweigh that harm. If the harm is less than substantial, then the harm should be weighed against the public benefits of the proposal including securing its optimum viable use. The policies in the Local Plan should therefore make a distinction between the two tests included in the Framework for designated heritage assets to ensure they are sound.

8.14.3 Paragraph 135 of the Framework relates specifically to non-designated heritage assets and the policy test that should be applied in these cases is that a balanced judgment should be reached having regard to the scale of any harm and the significance of the heritage asset. Once again, policies in the Local Plan need to reflect this guidance.

8.14.4 In addition, in light of the judgement in FODC v. SSCLG and Gladman Developments Ltd. [2016] EWHC 421 Admin, Gladman consider it is necessary for the TDLP to carry out an assessment of the potential impact of proposed development on heritage assets, as set out in paragraph 129 of the Framework. The Judgement concerns the interaction between paragraph 14 and paragraph 134 of the Framework, and the issues of the balancing exercise to be undertaken to assess the harm of any proposals against the benefits of the identified proposed development in accordance with paragraphs 133, 134 and 135 of the Framework. Gladman consider that the implications of the Judgement apply equally to both the decision-making process and the plan making process. Paragraph 134 is clear in talking about 'development proposals', a phrase which can apply equally to planning applications and proposed allocations. Furthermore, footnote 29 of the Framework clearly states that "The principles and policies set out in this section apply to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-taking". It is therefore essential that the implications of the above Judgment are fully considered in the context of both decision-taking and plan-making.

8.15 Policy PPL9: Listed Building

8.15.1 Gladman object to Policy PPL9 on the same basis as set out above in Section 8.14.

8.16 Policy CP2: Improving the Transport Network

8.16.1 Gladman object to Policy CP2 in that it states that proposals which would have any adverse transport impacts will not be granted planning permission. This is completely contrary to the Framework.

8.16.2 Para 32 of the Framework states that development should only be refused on transport grounds where the residual cumulative impacts of development are severe. Policy CP2 should therefore be reworded to avoid it being unsound.

8.17 Policy DI1: Infrastructure Delivery and Impact Mitigation

8.17.1 Gladman object to Policy DI1 in that there is no definition within the Policy, nor supporting text, as to what the Council consider to be a minimum level of developer profit. This Policy is therefore unclear, not enforceable and the implications of the Policy cannot be properly tested. Reference to a minimum level of developer profit should therefore be removed from the Policy.

9 SITE SUBMISSIONS

9.1 Overview

9.1.1 Gladman consider that there is an over reliance in the North Essex Part 1 Plan for Braintree, Colchester and Tendring on the strategic Garden Communities. These are all large-scale sites with significant requirements for infrastructure which will take a considerable amount of time to deliver. It is considered that the Councils' view that 2,500 units will be delivered on each of the Garden Communities by the end of the Plan period (2033) is ambitious and because of the reliance on the large-scale sites, there will be a shortfall of housing provision in the early years of the Plan.

9.1.2 Barton Willmore have also highlighted an issue with the OAN for Tendring suggesting that 550 dwellings per annum does not meet the full need for housing in the district and that, as a minimum, the Local Plan should be based on a minimum housing requirement of 674 dwellings per annum, with the need having the potential to be significantly higher than this figure.

9.1.3 There is also a need for the Local Plan for Tendring to be flexible to allow for changes in circumstances which include sites not coming forward as anticipated or delivering fewer units than expected. Typically, Inspectors are seeking an additional 20% above the housing requirement to ensure that the Local Plan meets or hopefully surpasses the housing requirement over the Plan period.

9.1.4 Therefore, in order to account for all of the above factors, it is considered that additional, small scale allocations should be made in the Tendring Local Plan to deliver housing in the short term, contributing to the Council's 5-year housing land supply and allowing small and medium sized housebuilders the opportunity to deliver sites in Tendring, thereby increasing delivery in the district.

9.1.5 Gladman are promoting a number of sites across the district which are located in sustainable settlements and are available, achievable and deliverable. The sites are listed below and are covered in more detail in the attached Development Briefs (Appendices 3, 4, 5 and 6). These sites should therefore be allocated in the Tending Local Plan.

9.2 Bromley Road, Parsons Heath

9.2.1 Gladman is promoting land at Bromley Road, Parsons Heath for residential development (See Appendix 3). The 7.33-hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location.

9.2.2 The site is located on the eastern edge of Colchester and it is anticipated that around 4.2 hectares would be residential development, with the remainder comprising green infrastructure.

9.2.3 The land lies to the south of Bromley Road and comprises two fields. It is well enclosed by tree and hedgerow cover along its boundaries with Churn Wood, Bromley Road and Salary Brook, which is located directly to the west of the site. Its north-eastern boundary adjoins the grounds of Hill Farm and Crockleford Grange. The site is opposite existing residential development at Longridge. The site is also adjacent to the large town of Colchester and falls within a broad location proposed as a new garden community on the Colchester-Tendring border.

9.2.4 Parsons Heath is a vibrant area on the edge of Colchester which offers a range of amenities within walking and cycling distance of the site. These are located in three main clusters: on Bromley Road, on Harwich Road/Parsons Heath and in Greenstead district centre. These areas offer services and facilities including nursery schools, primary schools, a secondary school, a health centre, pharmacy, leisure centre, library and places of worship.

9.2.5 The site is capable of delivering up to 145 dwellings of varying sizes, types and tenures including affordable housing delivered in accordance with planning policy and is capable of coming forward within the next 5 years.

9.2.6 The site is not subject to any national, local or other landscape designations and landscape buffers could be provided to the north and east of the site, adjacent to Churn Wood and Salary Brook, which would be designated as a new waterside park. The site is well-contained adjacent to the existing urban context and a residential development and associated green infrastructure could be incorporated within the local landscape without resulting in any unacceptable landscape or visual effects.

9.2.7 Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan.

9.3 Grange Road, Lawford

9.3.1 Gladman are promoting land at Grange Road to the south-west of Lawford for residential development (See Appendix 4). This 6.6-hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location.

9.3.2 It is currently envisaged that built development would only be situated in the southern part of the site in order to protect and enhance a Scheduled Monument in the northern portion. With this in mind the developable area is likely to be less than 6.6 hectares.

9.3.3 Lawford is a vibrant settlement which adjoins the built-up area of the town of Manningtree. The civil parish of Manningtree (which includes Lawford) is home to a population in the region of 5,700 people according to the 2011 Census.

9.3.4 Lawford is an active and successful community and provides residents with direct access to community facilities including:

- Lawford Church of England Primary School
- Highfields County Primary School
- The Lawford GP Surgery

9.3.5 Lawford is also accessible to facilities in Manningtree, such as:

- Manningtree High School
- Manningtree Train Station
- A range of retailers including convenience stores
- Pharmacies
- Public Houses
- Post Office

9.3.6 Lawford (alongside Manningtree and Mistley) is identified within the emerging Local Plan as a suitable location to accommodate additional homes with an established town centre, employment areas and infrastructure. Gladman believe that Lawford is capable of supporting further growth beyond the minimum 1,500 to 2,500 dwellings proposed for this tier in the emerging Local Plan, so housing development need not be limited to this amount.

9.3.7 The site is capable of delivering up to 105 dwellings of varying sizes, types and tenures including affordable housing delivered in accordance with planning policy. The proposed development will follow a design-led approach, informed by consultation with the District Council, key stakeholders and the local community, responding sensitively to the site's

setting and respecting the grain of the surrounding landscape, both built and undeveloped. The development will be a positive addition to Lawford, complementing the character of the surrounding area in terms of scale, density, character and quality.

9.3.8 Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan.

9.4 Wick Lane, Ardleigh

9.4.1 Gladman is promoting land at Wick Lane, Ardleigh for residential development (Appendix 5). The 7.58-hectare site presents an ideal opportunity to create a sustainable, high quality residential development situated in a sought-after location. It is anticipated that around 4.2 hectares would be residential development, with the remainder comprising green infrastructure.

9.4.2 The land lies to the north of Wick Lane, at its junction with the A137 (Colchester Road). The southern boundary of the site abuts 12 existing properties on Colchester Road. Immediately east of the site lies St Mary's Church of England Primary School and land used by the neighbouring industrial area for the storage and distribution of agricultural machinery. The village centre is also situated to the east, focused along The Street and Colchester Road. Open countryside under arable cultivation lies to the north and west of the site.

9.4.3 Ardleigh is an active and successful community and provides residents with direct access to community facilities including:

- St Mary's Primary School;
- General Stores and Post Office;
- Newstrend newsagents;
- Ardleigh Surgery
- Ardleigh Village Hall.

9.4.4 Ardleigh is identified in the adopted and emerging versions of the Tendring District Local Plan as a suitable location to accommodate additional homes.

9.4.5 The site is capable of delivering up to 118 dwellings including affordable housing delivered in accordance with the Council's requirements. The site is not subject to any national, local or other landscape designations and is well contained within the landscape. A landscape appraisal has confirmed that through sensitive landscaping, green infrastructure provision and good quality design, any impact of a development on the countryside and the character of Ardleigh could be minimised.

9.4.6 A high-quality housing development would be a positive addition to Ardleigh, complementing the character of the surrounding area in terms of character and quality. Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan.

9.5 Land East of Oakwood Park, Holland Road, Clacton

9.5.1 Gladman are promoting land to the East of Oakwood Park, Holland Road to the north-east of Clacton Town Centre for residential development (See Appendix 6). This 11.6 ha site is located within the Settlement Development Boundary of Clacton to the east of the proposed allocation SAMU3.

9.5.2 Clacton is a Strategic Urban Settlement at the top of the Council's Settlement Hierarchy where a considerable level of new housing growth will be directed and the Council have accepted that growth in this location is sustainable by allocating land at Oakwood Park in Policy SAMU3.

9.5.3 The site is capable of delivering up to 300 residential units with associated community benefits, open space and affordable housing delivered in accordance with the Council's requirements. The site is not subject to any national, local or other landscape designations and is well contained within the landscape and landscape features would be retained where possible.

9.5.4 A high-quality housing development would be a positive addition to Clacton, complementing the character of the surrounding area in terms of character and quality. Gladman consider the site is available, achievable and deliverable and should therefore be allocated in the Tending Local Plan

10 CONCLUSIONS

10.1 Overview

10.1.1 Having considered the TDLP, Gladman are concerned about a range of matters including the housing and employment needs, delivery of the Garden Communities, spatial distribution and several of the detailed development management policies.

10.1.2 The plan must be positively prepared, effective, justified and consistent with national policy to be found sound at examination. In the first instance, the Council must start with clearly defining a NPPF and PPG compliant OAN by developing an unconstrained requirement which properly follows the guidelines set out at the national level. The Council should then develop a robust housing requirement using this OAN as a starting point.

10.1.3 Gladman commissioned Barton Willmore to undertake a review of the Objectively Assessed Housing Need (OAHN) undertaken by the Council in 2017. The review (attached as Appendix 2) concludes that an unjustified approach has been taken to the issue of Unattributable Population Change in Tendring, the OAHN makes no adjustment for supressed household formation in Tendring, it does not provide a consistent approach to the economic aspects of housing need across the HMA and there is evidence to suggest that a greater than 15% uplift should be applied to the OAHN for Tendring to address worsening Market Signals.

10.1.4 In Barton Willmore's professional opinion, 550 dwellings per annum represents an under estimate of the level of housing need for Tendring and at the minimum, there is a need for **674 dwellings per annum** simply to meet the demographic need identified by DCLG in the household projections. Barton Willmore's overall conclusion is that the true level of housing need in Tendring is between 674 and 972 dwellings per annum.

10.1.5 Careful consideration needs to be given to the spatial strategy that forms the basis of the spatial distribution of growth across the district. All sustainable settlements should be allowed to play their part in meeting their own housing and employment needs as well as contributing to the wider district's requirements. A flexible approach to delivering the development needs of the district will ensure the plan's ultimate deliverability and success.

10.1.6 Whilst it is supported that the main urban areas continue to play a key role in the accommodation of future development within the district, this should not be at the expense of ensuring that the housing and employment needs of other settlements are met. Para 55 of the Framework seeks to promote sustainable development in rural areas to maintain and enhance rural vitality and viability.

10.1.7 This is particularly the case given that with the complexities of delivering the Garden communities, it is considered that there is a significant shortfall of housing provision in the short to medium term which needs to be addressed through additional smaller scale housing allocations.

10.1.8 With this in mind, Gladman are promoting a number of sites in sustainable locations which are available, achievable and deliverable and should be included within the Tendring Local Plan as residential allocations. These include:

a. Bromley Road, Parsons Heath.

b. Grange Road, Lawford.

c. Wick Lane, Ardleigh.

d. Land East of Oakwood Park, Holland Road, Clacton.