

APOLOGIES Committee Services
Email: Committee.clerk@maldon.gov.uk

DIRECTOR OF STRATEGY,
PERFORMANCE AND
GOVERNANCE
Paul Dodson

8 September 2021

Dear Councillor

You are summoned to attend the meeting of the;

STRATEGY AND RESOURCES COMMITTEE

on **THURSDAY 16 SEPTEMBER 2021 at 7.30 pm**

in the **Council Chamber. Maldon District Council Offices, Princes Road, Maldon.**

Please Note that due to social distancing and space limitations, we require any members of the public or press who wish to attend physically and observe or speak under Public Participation rules at this meeting to complete [a request form](#) (to be submitted by 12noon on the working day before the Committee meeting). This will be reviewed and managed according to capacity of the meeting and whether any other persons have already registered.

The Committee meeting will still be live streamed via the [Council's YouTube channel](#) for ease of viewing.

A copy of the agenda is attached.

Yours faithfully



Director of Strategy, Performance and Governance

COMMITTEE MEMBERSHIP:

CHAIRMAN	Councillor R H Siddall
VICE-CHAIRMAN	Councillor C Swain
COUNCILLORS	R G Boyce MBE Mrs P A Channer M F L Durham, CC K W Jarvis K M H Lagan N G F Shaughnessy W Stamp, CC Mrs M E Thompson Miss S White





AGENDA STRATEGY AND RESOURCES COMMITTEE

THURSDAY 16 SEPTEMBER 2021

1. **Chairman's Notices (please see overleaf)**

2. **Apologies for Absence**

3. **Minutes - 15 July 2021** (Pages 5 - 22)

To confirm the Minutes of the Strategy and Resources Committee held on Thursday 15 July 2021 (copy enclosed).

4. **Disclosure of Interest**

To disclose the existence and nature of any Disclosable Pecuniary Interests, other Pecuniary Interest or Non-Pecuniary Interests relating to items of business on the agenda having regard to paragraphs 6 – 8 of the Code of Conduct for Members.

(Members are reminded that they are also required to disclose any such interest as soon as they become aware should the need arise through the meeting.)

5. **Public Participation**

To receive the views of members of the public, of which prior notification in writing has been received (no later than noon on the Tuesday prior to the day of the meeting).

Should you wish to submit a question please complete the online form at:
www.maldon.gov.uk/publicparticipation.

6. **Approval of Duty to Co-operate Strategy** (Pages 23 - 54)

To consider the report of the Director of Strategy, Performance and Governance, (copy enclosed).

7. **Affordable Housing and Commuted Sum Strategy** (Pages 55 - 66)

To consider the report of the Director of Strategy, Performance and Governance, (copy enclosed).

8. **Local Development Plan Review Issues and Options** (Pages 67 - 118)

To consider the report of the Director of Strategy, Performance and Governance, (copy enclosed).

9. **Approval to Consult on the Woodfield Cottages Conservation Area Proposal and the Draft Woodfield Cottages Local Listed Building Consent Order** (Pages 119 - 232)

To consider the report of the Director of Strategy, Performance and Governance, (copy enclosed).

10. **Response to Rochford District Council - Development Capacity Letter - August 2021** (Pages 233 - 242)

To consider the report of the Director of Strategy, Performance and Governance, (copy enclosed).

11. **Supplementary Estimates, Virements and Use of Reserves** (Pages 243 - 246)

To consider the report of the Director of Resources, (copy enclosed).

12. **Any other items of business that the Chairman of the Committee decides are urgent**

13. **Exclusion of the Public and Press**

To resolve that under Section 100A (4) of the Local Government Act 1972 the public be excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Act, and that this satisfies the public interest test.

14. **Lease Agreement** (Pages 247 - 290)

To consider the report of the Director of Service Delivery, (copy enclosed).

NOTICES

Recording of Meeting

Please note that the Council will be recording and publishing on the Council's website any part of this meeting held in open session.

Fire

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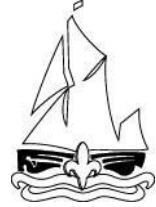
Health and Safety

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**MINUTES of
STRATEGY AND RESOURCES COMMITTEE
15 JULY 2021**

PRESENT

Chairman	Councillor R H Siddall
Vice-Chairman	Councillor C Swain
Councillors	M F L Durham, CC, K M H Lagan, N G F Shaughnessy, W Stamp, CC, Mrs M E Thompson and Miss S White
In attendance	Councillor C Morris
Substitutes	Councillor J V Keyes

151. CHAIRMAN'S NOTICES

The Chairman welcomed everyone to the meeting and went through some general housekeeping arrangements for the meeting.

152. APOLOGIES FOR ABSENCE AND SUBSTITUTION NOTICE

Apologies for absence were received from Councillors R G Boyce MBE, Mrs P A Channer and K W Jarvis. It was noted that in accordance with notice duly given Councillor J V Keyes was attending as a substitute for Councillor Mrs Channer.

153. MINUTES - 15 JUNE 2021

RESOLVED

- (i) that the Minutes of the Strategy and Resources Committee held on 15 June 2021 be received.

**Minute 103 – Workforce and Community, Equality, Diversity and Inclusion
Statement of Policy**

Councillor Mrs M E Thompson advised that she had been asked to raise a matter of accuracy of behalf of Councillor Mrs P A Channer. She advised that Councillor Mrs Channer had requested that it be minuted that she did not agree with the decision or advice of the Director in respect of this item of business. This was duly noted and the Chairman advised that the Minutes would be amended accordingly.

RESOLVED

- (ii) that subject to the above amendment, the Minutes of the Strategy and Resources Committee held on 15 June 2021 be agreed.

During this item of business Councillors W Stamp and M F L Durham declared that they were Members of Essex County Council.

154. DISCLOSURE OF INTEREST

The Chairman noted the declarations made by Councillors W Stamp and M F L Durham under the previous item of business. There were no other declarations made.

155. PUBLIC PARTICIPATION

No requests had been received.

156. YEAR-END TREASURY OUTTURN 2020 / 21

The Committee considered the report of the Director of Resources reporting the Council's investment activity for the financial year 2021 / 22 in accordance with the Chartered Institute of Public Finance and Accountancy (CIPFA) Treasury Management Code, the Council's Treasury Management Policy and Treasury Management Practices (TMPs).

The report presented background information regarding Treasury Management related to the Council and detailed information regarding:

- External context - Appendix 1 to the report had been prepared by Arlingclose (who provide treasury management consultancy and advice services to the Council) and gave an overview of the external economic environment.
- Local context – Members noted that the Council was currently debt free and its capital expenditure did not include borrowing during 2020 / 21. The Council had responded to a recent consultation 'Future Lending Terms' and the outcome of this and implementation of new lending terms were expected during this financial year.
- Investment Activity (April 2020 – March 2021) - It was noted that a prudent approach had been taken in relation to investment activity with priority being given to security and liquidity over yield. An update on the impact from the coronavirus, related lockdowns and Government imposed restrictions was detailed.
- Performance – Budgeted Income and Outturn – It was noted that a difference between budgeted and actual investment income was due to the reduction of interest rates suffered at the beginning of the pandemic and continuing throughout the financial year.
- Compliance with Prudential Indicators and Treasury Management Strategy – As set out in Appendix 2. It was noted that no prudential indicators had been breached and all treasury management activities were fully compliant.
- Outlook for 2021 / 22 (summary of advice from Arlingclose) – A brief summary had been provided and was noted.

The Chairman put the recommendation as set out in the report, this was duly seconded and agreed by assent.

RESOLVED that Members review the Treasury Outturn report for compliance purposes.

157. PROVISIONAL FINANCIAL OUTTURN 2020 / 21

The Committee considered the report of the Director of Resources providing Members with the provisional outturn position for the year ended 31 March 2021 and movement in relation to the Council's General Fund, Earmarked Reserves and Capital Commitments as at 31 March 2021.

It was noted that the draft Statement of Accounts was published on 22 June 2021 and the audit of this was due to conclude in September, therefore the figures detailed in the outturn report were provisional as they were subject to change. The report provided detailed information regarding:

- Provisional Outturn – The report detailed budget variances which included pressures in relation to Covid-19 and Appendix 1 provided further detail of these. It was noted that restrictions due to the pandemic were still ongoing and would require vigilant budgetary control going forward.
- Variance analysis – It was noted that an overprovision from a prior year relating to the pension fund adjustment had been identified.
- General Fund Balance - It was reported that this would remain above the minimum recommended level of £2.6m
- Earmarked Reserves - Appendix 2 to the report provided a breakdown of Earmarked Reserves and it was noted that there had been a net increase of £0.5m from 1 April 2020. Appendix 3 detailed a number of revenue commitments carried forward to spending 2020 / 21
- Capital Commitments – The report highlighted a number of capital projects that were still ongoing and sought approval to carry these over into 2021 / 22.

In response to questions, Members were provided with the following information:

- the capital commitment - Blackwater Leisure Centre Air Handling Unit project detailed in the report, related to end of life replacement.
- In respect of the pension deficit and why this had not been picked up by the Auditors, Members were advised that the Auditors when auditing the Council's account would not check every transaction but ensure that the accounts were a material, true and fair view of the Council. The Chairman referred to how the Council was ensured it was accounting as accurately as possible.

Councillor M F L Durham declared an interest in this item of business as a Member of the Local Government Pension Steering Board and Investment Committee at Essex County Council who operated pensions on behalf of the District.

The Chairman thanked the Director of Resources, Lead Specialist Finance and their teams for their work. He then moved the recommendations as set out in the report, this was duly seconded and agreed by assent.

RESOLVED

- (i) That the provisional outturn position for the 2020 / 21 financial year be noted;
- (ii) That the movement in Earmarked Reserves as set out in Appendix 2 be approved;
- (iii) that Revenue Commitments in Appendix 3 be approved to be brought forward to 2021 / 22;

- (iv) That the Capital Commitment roll forwards into 2021 / 22 be approved.

158. MID-YEAR GROWTH BIDS

The Committee considered the report of the Director of Resources seeking Members' consideration of the proposed mid-year growth bids.

Members were reminded that due to the financial uncertainty caused by the pandemic only those growth bids deemed to be essential had been put forward for approval. In-year growth recommended for 2021 / 22 had been presented to the Finance Working Group to provide an opportunity for challenge and detailed questioning and this was now brought forward to the Committee. The proposed revenue growth bids were set out in Appendix 1 to the report and Capital bids at Appendix 2.

The Chairman put the recommendation as set out in the report and this was duly seconded.

In response to a question regarding the capital growth bid for a replacement ride on mower, the Director of Service Delivery advised that this equipment was used by the Parks Team for its work and the bid was to replace the current piece of equipment which was 17 years old.

The Chairman moved the proposal which was duly agreed by assent.

RESOLVED that the revenue and capital growth bids set out in Appendices 1 and 2 to the report be approved.

159. SUPPLEMENTARY ESTIMATES, VIREMENTS AND USE OF RESERVES: 1 OCTOBER 2020 - 31 MAY 2021

The Committee considered the report of the Director of Resources reporting Virements and Supplementary Estimates agreed under delegated powers where they were below the levels requiring approval by this Committee and seeking approval where they were above these levels. The report also informed Members of procurement exemptions that had been granted and the Use of Reserves during the year.

It was noted that there had been no virements or supplementary estimates requested during this period. The report detailed nine procurement exemption requests had been received. It was noted that there had been three reserve drawdowns, and these were set out in the report.

The Chairman put the recommendations as set out in the report and this was duly seconded.

In response to a question the Director of Resources advised that the monies attributed to Five Lakes related to elections would be reclaimed and therefore not a cost to the Council.

The Chairman moved the proposal which was agreed by assent.

RESOLVED

(i) That the procurement exemptions detailed below be noted;

Item	Amount	Description	Reason	Authority
1.	£24,000	Ringgo to supply Pay by Phone Parking.	Extension of contract.	Approved by Director of Resources and Lead Asset and Maintenance Co-ordinator 09/03/21
2.	£21,600	To secure Five Lakes Arena as the verification and count venue for the elections.	The only venue of sufficient size within Maldon District.	Approved by Director of Resources and Director of Strategy, Performance and Governance 17/03/21
3.	£19,910	Redlynch to carry out patch repairs to the cold-pour safety surface of the Splash Park.	Patch repair quotes were sought to enable safe operational opening. Redlynch were the only tender to submit a 'patch' repair quote at that time.	Approved by Director of Resources and Strategy, Policy and Communications Manager 13/04/21
4.	£31,816	Matta Products to install safety matting installation occur at 3 play sites.	Appropriate due to the uniqueness, exclusiveness and specification of the product.	Approved by Director of Resources and Strategy, Policy and Communications Manager 21/04/21
5.	£3,650	RDE Cardy for the Delivery, Collection and storage of Eight Knot Speed Limit Buoys.	Not possible to carry out a tender process due to government restrictions.	Approved by Director of Resources and River Bailiff and Emergency Planning Officer 27/04/21
6.	£29,368	John Grose to supply new parks vehicle (capital).	Unable to source a vehicle from any other supplier.	Approved by Director of Resources and Cemeteries and Bereavement Services Senior Co-ordinator 29/04/21
7.	£40,800	Stuart Agnew Harris Partnership To supply COVID Enforcement officer.	Tendering would take an unreasonable period of time where safety protections will not be in place.	Approved by Director of Resources and Lead Specialist: Community 17/05/21
8.	£10,000	MRI Software to record all homeless approach, prevention and relief cases	current contractor has worked with the Authority for a number of years	Approved by Director of Resources and Specialist Services Manager 24/05/21
9.	£5,660	Essex Community First Aid Event Volunteers to provide Splash Park first aid	Contract initially under the £5,000 threshold but incremental requirements exceeded the threshold.	Approved by Director of Resources and Cemeteries and Bereavement Services Senior Co-ordinator 16/06/21

(ii) that the Drawdown of Reserves detailed below be noted:

- £35,100 from the Local Development Plan (LDP) / Community Infrastructure Levy (CIL) Reserve for local housing needs application and staffing,

- £1,750 from the Economic Development Reserve to cover Maldon and Blackwater Estuary Coastal Community Team costs, and
- £706 from the Sports Development Reserve to cover the Active Maldon deficit.

160. A12 CHELMSFORD TO A120 WIDENING SCHEME - RESPONSE TO HIGHWAYS ENGLAND PUBLIC CONSULTATION ON 'PRELIMINARY DESIGN'

The Council considered the report of the Director of Strategy, Performance and Governance presenting the Council's response to the Highways England Public Consultation on the 'Preliminary Design' of the A12 Chelmsford to A120 Widening Scheme (Appendix 3 to the report) for consideration and recommendation to the Council for approval.

The report provided detailed background information regarding the work on A12 Chelmsford to A120 Widening Scheme. A letter received from Essex County Council (ECC) to this Council to draw together thoughts on the design options being discussed was attached at Appendix 1 to the report. The response to this letter from the Director of Strategy, Performance and Governance was attached at Appendix 2 and set out this Council's concerns and missed opportunities to the junction design options.

The Chairman moved the recommendation as set out in the report, advising that this would be a recommendation to the Council. This was duly seconded.

Some Member raised concerns in relation to the access from the District onto the A12, it was noted that these had been highlighted in the proposed response and how some of the proposals would result in reduced congestion in villages such as Great Braxted. The Chairman explained that these concerns were echoed by Essex County Council (ECC) and how the Council would work together with ECC and Braintree District Council to get a better link from the A12 to the Maldon District.

In response to a question the Strategy Theme Lead: Place advised that due to timescales the Committee would be recommending that the Council ratified the response to Highways England. This was noted.

The Chairman moved the proposal which was duly agreed by assent.

RECOMMENDED that the Council ratifies the response to the Highways England Public Consultation for the 'Preliminary Design' of the A12 Chelmsford to A120 Widening Scheme (as set out in **APPENDIX 1** to these Minutes).

161. WELCOME BACK FUND

The Committee considered the report of the Director of Service Delivery informing Members about the Welcome Back Fund and seeking agreement of the principles by which the Council would engage with local business groups, lower tier authorities and other relevant stakeholders to ensure maximum local impact and value for money. The report also sought agreement of the principles by which funding would be allocated and defrayed by 31 March 2022.

The Welcome Back Fund (WBF) had come from the European Regional Development Fund (ERDF) to support the safe return to high streets and help build back better from the pandemic. It also built on the Reopening High Streets Safely Fund (RHSS). The scope of the WBF was divided into six strands and these were set out in the report.

The report set out the RHSS and WBF funding that had been allocated by the Council and it was noted that following work undertaken last year the remaining budget was £145,558. The proposed allocation of these remaining monies was set out in the report.

The Chairman put the recommendations as set out in the report. This was duly seconded.

A lengthy debate ensued during which a number of comments were raised and in response to these and other points the following information was provided:

- In respect of the proposed new Specialist post to be funded, Members were advised it was common for part of the scope of Government funding to include it being able to be spent on resource to get the work done. The Strategy, Policy and Communications Manager explained that this role was essential to ensure that the monies were spent. Officers would be looking at how the Council resourced this for the future.
- There was a very tight timescale to achieve the work identified, however an action plan had been drawn up for the new post to action.
- Members were reassured that the Council would be actively engaging with businesses, communities, Town and Parish Councils and other organisations across the District to identify and prioritise needs. It was noted that ways to utilise High Streets differently would be discussed and could include making sure spaces not utilised were used differently.
- In relation to Covid, an outbreak containment management plan was expected from the Government towards the end of July. Although details of this plan were not known, it was acknowledged that there was a need to review how / replace current sign posting, stickering etc. was used in the future.
- The Council's primary focus was ensuring that the funding was spent in the right way to help and support businesses and develop the High Streets.
- It was confirmed that the fund was District wide and open to all businesses across the District. The Council would be supporting all groups and ensuring that they were made aware of the fund.
- The Strategy, Policy and Communications Manager outlined the amount of funding available to the Council and the proposed use of it.
- In response to concerns raised regarding the management of the proposed new post, the Director of Service Delivery advised the proposed new post would sit within the Service Delivery directorate, reporting to the Specialist Manager, but working closely with the Strategy, Policy and Communications Manager and her team.

In response to a comment regarding the Council having an Economic Development function, the Chairman commented that the Council had to review and identify what its structure etc. was for the next 10 – 15 years to ensure it was sustainable.

Councillor W Stamp proposed an amendment to the recommendation, that a report be brought back to the Strategy & Resources (S&R) and Performance, Governance & Audit (PGA) Committee. Following some discussion it was suggested that the plans be brought to the S&R Committee and that the PGA Committee reviewed the work every four months. It was clarified that the amendment related to recommendation (ii). The proposed amendment was duly seconded and agreed by assent.

RESOLVED

- (i) That Members note the previous and ongoing work to support our High Streets, visitor economy and business community, and the appointment of the Fixed Term post of Lead Specialist Prosperity
- (ii) That Members endorse the Welcome Back Fund Engagement Approach and Principles with reports to the following Committees:
 - Performance, Governance and Audit Committee (to receive quarterly reports on the work undertaken);
 - Strategy and Resources Committee (to receive reports on the action plan).
- (iii) That Members endorse the Welcome Back Prioritisation Principles.

Councillor C Morris left the meeting during this item of business and did not return.

162. EXCLUSION OF THE PUBLIC AND PRESS

RESOLVED under Section 100A (4) of the Local Government Act 1972 the public be excluded from the meeting for the following items of business on the grounds that they involved the likely disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Act, and that this satisfies the public interest test.

163. ADVICE SERVICE CONTRACT

The Committee considered the report of the Director of Service Delivery informing the Council of the results from the procurement process for the Advice Service contract and seeking approval for award of contract.

The report outlined the procurement process that had been undertaken to let a contract for an Advice Service to ensure that the Council was able to deliver its vital service after the current contract ended in October 2021.

The Chairman moved the recommendation as set out in the report, reminding Members that this would be a recommendation to the Council. This was duly seconded.

In response to some questions the Director of Service Delivery provided Members with further information regarding the contract.

RECOMMENDED that Bidder 1 be awarded the contract for delivering an Advice Service from October 2021.

164. CONSOLIDATION OF LEASES AND LEASE EXTENSION

The Committee considered the report of the Director of Service Delivery seeking Members' consideration of a request to consolidate three current leases into one and agree a new long-term lease. Appendices A and B to the report provided details of the lease and surrounding areas.

The report detailed the current lease agreements and request received from the lease holder to consolidate these agreements into one. Members were advised that agreeing

the new lease would reduce the administration associated with the three leases and three rent reviews and bring further benefits to the Council and lease holder.

The Chairman moved the recommendations set out in the report and these were duly seconded.

In response to questions from Members the Director of Service Delivery provided further details regarding the leases including their current value, the frequency of valuations and how if Members agreed to do nothing the current lease arrangements would stand.

Councillor W Stamp proposed that recommendation (iii) be amended to give delegation to the Director of Service Delivery in consultation with the Leader of the Council and Chairman of this Committee. The amendment was duly seconded.

Councillor Miss S White proposed a further amendment that Officers review the lease agreement in terms of how often a rent review was undertaken.

The Chairman put both amendments to the Committee and these were duly agreed. Upon a vote being taken the amended recommendations were agreed.

Councillor K M H Lagan asked that his vote against the recommendations be recorded.

RESOLVED

- (i) That the Council accepts a surrender of the unexpired term of the existing leases;
- (ii) That the Council agrees to a new single lease agreement for the three areas for a term of 50 years and that Officers review the frequency of rent reviews;
- (iii) That the Director of Service Delivery be given delegation authority in consultation with the Chairman of the Strategy and Resources Committee and the Leader of the Council, to agree the annual rent figure in line with a current market valuation.

165. LEASE AGREEMENT - PARK DRIVE, MALDON

The Committee considered the report of the Director of Service Delivery seeking Members' agreement of a new 30-year lease for a location in Park Drive, Maldon.

The current lease was attached as Appendix 1 and the new lease as Appendix 2 to the report. The report provided detailed information regarding discussions undertaken by Officers and the proposed new 30-year lease.

The Chairman put the recommendations as set out in the report, this was duly seconded and agreed by assent.

RESOLVED

- (i) That the Council agrees a new lease for 30 years for an area of land at Park Drive, Maldon (as identified in the report);
- (ii) That the Director of Service Delivery be given delegated authority in consultation with the Chairman of the Strategy and Resources Committee, to

agree the annual rent figure in line with a current market valuation with annual Retail Price Index (RPI) adjustment.

166. LAND PURCHASE OPTION AGREEMENT

The Committee considered the report of the Director of Service Delivery requesting authorisation to pay an option sum to secure an option agreement on land identified in the report and Appendix 1 to the report.

Members were reminded that the Council had previously agreed for Officers to look to spend developer contributions to secure potential development sites. It was noted that the site outlined had been discussed at a recent meeting of the Finance Working Group and had been identified as having development potential for the provision of affordable housing.

The Chairman put the recommendation as set out in the report and this was duly seconded.

During the debate that followed and in response to questions from Members, Officers provided further clarification and information regarding the proposal.

RESOLVED that the option sum of £15,000 to secure an option on a potential affordable housing development site (as identified in the report), in accordance with the terms set out in the report, be agreed.

There being no other items of business, the Chairman closed the meeting closed at 9.22 pm.

R H SIDDALL
CHAIRMAN

A12 Chelmsford to A120 Widening Project Team
Highways England
Woodlands
Manton Lane
Bedford
MK41 7LW

Add date:

Your Ref: TR010060/S42(1)(b)/June/2021

Dear Sir / Madam

A12 Chelmsford to A120 Widening Scheme ('the Project')
'Preliminary Design' Statutory Consultation 22 June 2021 – 16 August 2021
Planning Act 2008 Section 42: Duty to consult on a proposed application

Maldon District Council (MDC) Members and Officers have attended all engagement sessions leading up to this 'Preliminary Design' Statutory Consultation, including technical workshops on junction design and connections to and from the A12 on the local roads network, PEIR (Preliminary Environmental Information Report) workshops, DCO and SoCC (Development Consent Order and Statement of Community Consultation) workshops and Member Forums between March 2020 and May 2021.

Concerns on certain aspects of the 'design' have been continually raised through the engagement sessions and Member Forums relating mainly to the local road network connections to the Project from within the Maldon District. The central, north and west parts of the Maldon District rely on the A414, B1018, B1019, B1022 and B1023 local road networks to connect to the A12 via Danbury on A414 to Junction 19 Chelmsford, via B1018 to Witham to Junction 22 (via B1389), via Little Braxted Lane to Junction 22, via Hatfield Peverel on B1019 Maldon Road to Junctions 20a and 20b and via Tiptree and Kelvedon on the B1022 and B1023 to Junctions 23 and 24. These existing junctions will be changed by the Project. We acknowledge the local road network is managed by Essex County Council (ECC) Highways and Transportation and not Highways England.

After the 'Preferred Route' stage, based on 'route 2', and before any 'design options' were presented, Officers informed the A12 Team, when they presented at MDC offices on 11 March 2020, that our strategic housing growth (South Maldon Garden Suburb and North Heybridge Garden Suburb) and economic regeneration at The Causeway, (Maldon District's largest employment area) rely and impact on the B1019 Maldon Road connection via Hatfield Peverel to connect to the A12. It was felt, at that early stage, that the design of the Project plus investment opportunities could be taken forward by Highways England, working with ECC Highways and Transportation, MDC and cross-boundary with Braintree District Council (DC), to improve known congestion issues at the B1019 Maldon Road / Duke of Wellington mini-roundabout in the centre of Hatfield Peverel 'village' that access / exit A12 Junctions 20a and 20b. These known congestion issues at the Maldon Road/Duke of Wellington mini roundabout to access and exit the A12 for Maldon District residents and businesses were confirmed by ECC Highways and Transportation at the 11 May 2021 'A12 Workshop – Junctions 19-25 (including local roads)', as being of some 30 years standing.

At the same meeting, MDC re-emphasised the status of Little Braxted Lane in the context of the 'design options' presented for Junction 22, that Little Braxted Lane is a 'single lane route with passing places' to access and exit the A12 from Little Braxted, Great Braxted, Great Totham and Wickham Bishops.

The Council makes the following comments to the Statutory Consultation with reference to: **A12 Chelmsford to A120 Widening, Public Consultation, Highways England, June 2021 'Consultation Brochure' and virtual exhibition material**

THE CLOSURE OF JUNCTIONS 20A AND 20B AND REPLACEMENT OF NEW JUNCTION 21 SERVING ALL LOCAL CONNECTIONS INCLUDING WITHAM, HATFIELD PEVEREL AND MALDON

Maldon District Council response:

The Council raises an objection to the preliminary design of new Junction 21. Junction 21 does not address the significant and long-standing congestion issues at the B1019 Maldon Rd/B1137 Duke of Wellington mini roundabout in Hatfield Peverel that currently access / exit junctions 20a and 20b (to be removed as part of the Project). Maldon District residents and businesses access / exit the A12 national road network from the B1019 Maldon Rd / B1137 Duke of Wellington mini roundabout. Whilst the B1019 Maldon Rd / B1137 Duke of Wellington mini roundabout falls within the local road network, it is the only way of accessing and exiting the A12 national road network.

The Council questions the logic and cost of *'a road linking the southern roundabout [of Junction 21] to Hatfield Peverel [the B1019 Maldon Rd / B1137 Duke of Wellington mini roundabout], intended as the main access between the proposed new road layout and areas to the south and west, including Hatfield Peverel and Maldon'* to a known and existing traffic congestion hot spot accessing and exiting the A12 (see diagram on page 14, Consultation Brochure).

The Council has continually raised the issue of traffic congestion in Hatfield Peverel village originating from the Maldon District at the B1019 Maldon Rd / Duke of Wellington mini roundabout. Maldon Road, Hatfield Peverel is a residential street with housing on both sides of the road with village services and facilities including 2 pubs, nursery school and a parade of shops including convenience store and dry cleaners. Access to the village primary and junior schools are off Maldon Road on Church Street.

The Council is perturbed at the lack of consideration in the Project given to investing in and improving a known congestion hotspot on the local road network originating from Maldon District residents and businesses accessing the nearest A12 national road network on the B1019 Maldon Road via Hatfield Peverel. This is in stark contrast to the consideration given by the Project to reducing the congestion in Kelvedon High Street (within Braintree District) by closing Junction 23 and with a new Junction 24 to link from the Inworth Road (B1023) to relieve Inworth (a small village) of traffic coming from Tiptree on the B1023 (within Colchester Borough).

Reasoning for the Council's response:

Hatfield Peverel Junctions 20a and 20b are the nearest junctions to access the A12 national road network from the 'Main Settlements' of Maldon and Heybridge ('Main' settlements are classified in Policy S8 *Settlement Boundaries and the Countryside*, Maldon District Local Development Plan adopted July 2017 (LDP). Maldon and Heybridge, as main settlements, have significant housing growth and regeneration projects identified in the LDP in two new Garden Suburbs: South Maldon Garden Suburb (1,428 new dwellings) and North Heybridge Garden Suburb (1,383 new dwellings) and to create 2000 new jobs in the District by 2029. The Maldon and Heybridge Central Area Masterplan Supplementary Planning Document (SPD) identifies the District's largest employment area at The Causeway, Heybridge as the focus for regeneration and investment to bring forward employment led regeneration where good transport links to the national road network are vital. Both Garden Suburbs are under construction. The North Heybridge Garden Suburb is located adjacent the **B1019** to Hatfield

Peverel and the South Maldon Garden Suburb is located adjacent the **A414** to Chelmsford via Danbury. This information was passed to the A12 Team in March 2020.

The existing Maldon District residents and businesses (and visitors) have a high reliance on the motor vehicle and local road network to access the A12 national road network (see paragraph 2, page 1).

The Maldon District has a high level of out commuting by motor vehicle and commercial/business traffic (HGVs (Heavy Goods Vehicles), LGVs (Large Goods Vehicles)) that connect to the A12 national road network via Hatfield Peverel Junctions 20a and 20b from Maldon and Heybridge. Hatfield Peverel is also the nearest connection for Maldon and Heybridge residents to the access the national rail network at Hatfield Peverel Railway Station on the Great Eastern Mainline.

The Consultation Brochure, page 4 acknowledges the significance of the Project as: *'The A12 road is an important economic link in Essex and across the east of England. It provides the main south-west/north-east route through Essex and Suffolk, connecting Ipswich to London and to the M25.'*

'The section between Chelmsford and Colchester carries high volumes of traffic, with up to 90,000 vehicles every day. HGVs are between 9% and 12% of the traffic on this section...and is an important commuter route.' These facts in the Consultation Brochure are evidenced in Census, Office for National Statistics (ONS) data and resident / business surveys for the Maldon District and underpins our response that a high proportion of 'A12 traffic' originates from within the Maldon District via the local road network to connect to the A12 via B1019 Maldon Road via Hatfield Peverel.

At an early stage in the design process, Officers asked Highways England if the mini roundabout at B1019 Maldon Road / B1137 (The Street), Hatfield Peverel has the capacity to cope with existing traffic (HGVs, vans, cars) to and from the Maldon District to connect to the A12 Junctions 20a and 20b at the centre of Hatfield Peverel village. The recent 'made' Hatfield Peverel Neighbourhood Plan highlights the issue of *'high traffic flows on Maldon Road and The Street that are both narrow roads.'* Hatfield Peverel is a small village and B1019 Maldon Road is a residential street that carries heavy traffic (HGVs, LGVs and cars) to and from the main settlements in the Maldon District: Maldon and Heybridge.

Page 12 of the Consultation Brochure: *'The proposed scheme design'* paragraph 2 states:

Our new junction 21 will provide access to the A12 both northbound and southbound and will take traffic from all directions between Hatfield Peverel Village and Witham.'

There is no mention of Maldon or Heybridge? J21 will *'take traffic'* from Maldon and Heybridge via the local road network B1019 that will access the A12 Junction 21 from the Maldon Road / Duke of Wellington mini roundabout in the centre of Hatfield Peverel village.

Page 14 of the Consultation Brochure: *New Junction 21 (between Hatfield Peverel and Witham)*, bullet point 1 states:

'A road linking the southern roundabout of the junction [21] to Hatfield Peverel, intended as the main access between the proposed new road layout and areas to the south and west, including Hatfield Peverel and Maldon.'

Page 29, Traffic, Consultation Brochure states: *'we have used traffic surveys and analysed traffic data over a large area covering the roads between Chelmsford, Colchester, Braintree,*

Maldon and beyond to create traffic models'....' to understand how drivers may respond to changes in road layouts'. The Consultation Brochure goes on to state: 'if you close a junction then it is likely that fewer drivers will continue to use the road which lead to that junction'

The Council does not support this assumption in the case of the B1019 Maldon Road / B1137 Duke of Wellington mini roundabout as the route to the new Junction 21 is not changing i.e. Maldon District residents and businesses access and exit the A12 national road network via B1019 Maldon Road / B1137 Duke of Wellington mini roundabout on the local road network to the existing Junctions 20a and 20b (both junctions closing as part of the Project) and will access and exit the new Junction 21 by the same local road network at the mini roundabout but link to the new southern arm of the new Junction 21 that continues to link to the B1019 Maldon Road / B1137 Duke of Wellington mini roundabout in the centre of Hatfield Peverel village. There are no alternative routes to the new Junction 21 on the local road network for Maldon and Heybridge residents and businesses other than the B1019 Maldon Road / B1137 Duke of Wellington mini roundabout!

The Consultation Brochure, pages 30-33 evidences '*current and future congestion* [on the A12] *if nothing is done*. With reference to the junctions 20a and 20b, most of this 'traffic' originates from the Maldon District accessing and exiting the A12 at Hatfield Peverel via Maldon Road on the B1019 / Duke of Wellington mini-roundabout junction. Unfortunately, the diagram does not acknowledge that Maldon and Heybridge in the Maldon District exist as main settlements on the local road network, despite being considered as a destination / origin to and from the A12 national road network in the design of Junction 21. This is an unacceptable omission in the Consultation Brochure considering the input Maldon District Council officers and Members have given to the Project.

The diagrams on pages 30 and 31 present the current AM peak and PM peak at existing Junctions 20 and 20b at '*85% close to or beyond capacity*'. It must be acknowledged that the current congestion on the A12 at junctions 20a and 20b originates from the Maldon District. This is because Hatfield Peverel has a population of approx. 4,000 and Maldon and Heybridge have a combined population of approx. 23,000 plus the Maldon District's largest employment area at The Causeway, Heybridge carrying significant business and commercial traffic through Hatfield Peverel to access the A12 junctions at 20a and 20b. The known congestion at the Maldon Road B1019 / Duke of Wellington mini roundabout will continue as part of the Project.

The diagrams on pages 32 and 33 present the predicted congestion on the road in 2042 without the scheme [the Project]. For the reasons set out above, the main settlements in the Maldon District that access and exist the A12 national road network from local roads must be represented on the diagram and that the B1019 Maldon / B1137 is the only access and exit point to the new Junction 21?

During the engagement and technical workshops to finalise the 'preliminary design', Highways England '*investigated possible improvements at the Maldon Road / Duke of Wellington mini roundabout*' to access the new Junction 21 in acknowledgement of existing congestion, air quality and safety concerns at the Maldon Road / Duke of Wellington mini-roundabout (HGVs, LGVs, Cars etc.) and presented these at technical workshops:

- '*signalised T-Junction arrangement*;
- '*two lane approaches for 30m / 50m stacking capacity*';
- '*two lanes for The Street approach from J21 with 30m stacking capacity*';

- *one lane approach from Hatfield Peverel and Maldon Road approaches; and*
- *signalised T-Junction arrangement with banned turning movements’.*

It remained unclear what improvements to the existing Maldon Road / Duke of Wellington mini roundabout would be taken forward to public consultation and who would be responsible for delivery, ECC or Highways England? These ‘improvements’ still resulted in a Level of Service (LOS) F grading at the Maldon Road / Duke of Wellington mini-roundabout junction to access the A12. Is it appropriate to urbanise a small rural village with such significant traffic management ‘improvements’?

The Consultation Brochure, pages 36-39 set out the ‘traffic model’ predicting two-way traffic flows AM and PM when the Project opens *‘taking into account predicted housing and economic growth between now and when the scheme opens’.*

The southern arm of the new Junction 21 will see an increase in traffic [Point 4] from 466 to 1117 AM and from 409 to 1102 PM an increase in traffic of 140% and 169% respectively. This increase in traffic will be funnelled via the B1019 Maldon Road/Duke of Wellington mini roundabout.

Maldon Road, Hatfield Peverel [Point 5] on the approach to Maldon Road / Duke of Wellington mini roundabout traffic flow will not change significantly from 984 to 1005 AM and 1079 to 1093 PM. As detailed above, there will be no alternative route to Junction 21 but this predicted two-way traffic flow data does acknowledge that a significant flow of traffic originates from the Maldon District to Hatfield Peverel to access the A12 at the B1019 Maldon Road / Duke of Wellington mini roundabout.

ECC, Braintree District Council and MDC continued to press for a sensible, timely and appropriate solution to design Junction 21 and combat the significant congestion issues at the B1019 Maldon Road / Duke of Wellington mini roundabout to access the A12 from Hatfield Peverel village. Highways England stated at the workshop on 11 May 2021: *‘the design of the new junction 21 will not preclude a future ‘Maldon link road/Hatfield Peverel bypass’.*

The Consultation Brochure, page 41 states: *‘Due to projected growth in the area, the junction with The Street and Maldon Road may struggle to work adequately in the future’.*

JUNCTION 22 (COLEMAN’S BRIDGE)

Maldon District Council Response:

The Council objects to the design of Junction 22 in consideration of access to and from the A12 within the Maldon District via Little Braxted Lane which is a single lane route with passing places and single lane bridge crossing (Grade II Listed). Little Braxted Lane is suitable for cars and small vans only and not HGVs. The Project should consider improvements to the local road network.

Reasoning for the Council’s response:

Maldon District residents and businesses in Little Braxted, Great Braxted and Wickham Bishops access and exit the A12 national road network via Little Braxted Lane.

The route to Junction 22 is not changing i.e. Maldon District residents and businesses access and exit the A12 national road network via Little Braxted Lane on the local road

network. There are no alternative routes to Junction 22 on the local road network for these residents and businesses.

The Consultation Brochure, pages 30-33 evidences '*current and future congestion* [on the A12] *if nothing is done*'. With reference to Junctions 22, the diagram does not acknowledge that Little Braxted Lane exists as the only route for Maldon District residents and businesses to access and exit the A12 road network despite being considered as a destination / origin to and from the A12 national road network in the design of Junction 22. This is an unacceptable omission in the Consultation Brochure considering the input Maldon District Council officers and Members have given to the Project.

The diagrams on pages 30 and 31 present the current AM peak and PM peak at existing Junction 22 at '*85% close to or beyond capacity / 71% - 85% nearing capacity*'. It must be acknowledged that the current congestion on the A12 at Junction 22 originates from the Maldon District.

The diagrams on pages 32 and 33 present the predicted congestion on the road in 2042 without the scheme [the Project] at '*85% close to or beyond capacity*'.

The Consultation Brochure, pages 36-39 set out the 'traffic model' predicting two-way traffic flows AM and PM when the Project opens '*taking into account predicted housing and economic growth between now and when the scheme opens*'.

Little Braxted Lane [Point 2] will see an increase in traffic from 180 to 249 AM and from 134 to 370 PM, an increase in traffic of 38% and 176% respectively.

The Consultation Brochure, page 41 states: '*The proposed new Junction 22 provides a direct access to Little Braxted Lane and in the future, it is expected that traffic will increase on Little Braxted Lane*'.

The Council considers improvements are needed now to the local road network to accommodate the Project and not as an afterthought. See below.

Junctions 23 (Kelvedon South Interchange) and Junction 24 (Kelvedon North) Kelvedon/Feering: the removal of junctions to the north and south of the villages and these and Tiptree served with a new junction off the Inworth Road. Also, the potential for a future junction to serve the RIS 3 scheme for the A120

The Council questions the Project to relieve the impact of Tiptree traffic through Kelvedon High Street and Feering with a new junction off the Inworth Road to Hatfield Peverel needing a Maldon link road / Hatfield Peverel bypass from the new proposed Junction 21.

The Project should relieve the impact of Maldon and Heybridge traffic impacting on the Maldon Road / Duke of Wellington mini roundabout in the centre of Hatfield Peverel village and improve connectivity for Maldon District residents and businesses to the national road network.

Local Growth proposals

The Council is reviewing its LDP that commenced March 2021 – 2023 and published a 'Call for Sites' consultation that ran to 21 May 2021 to allocate potential sites in a new LDP. The ECC / MDC LDP Review Liaison Group will be meeting regularly every 6 - 8 weeks from 19 May 2021 to discuss transportation and highway matters associated with existing and future local growth proposals.

Sustainable Transport

The Council continues to work with ECC, South Essex Local Enterprise Partnership (SELEP) and Transport East on sustainable transport options to relieve the environmental impacts of the District's high reliance on the motor vehicle by residents, visitors and businesses.

Air Quality / Environmental Mitigation

The Council is concerned at the recent (November and December 2019) declaration of Air Quality Management Areas in Maldon and Danbury, both on the A414. Whilst we acknowledge the Project will alleviate some congestion on local roads (caused when the A12 is closed), the District's residents and businesses rely on all of these local roads to connect to the A12 national road network.

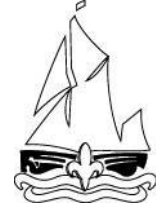
This Council is concerned at the environmental impacts of congestion and pollution in Hatfield Peverel village originating from the Maldon District. How can we improve local air quality caused by congestion and queuing traffic on local road connections if the local road connections are not improved to connect to the A12?

The Council declared a Climate Emergency in February 2021 and is preparing a Climate Action Strategy and must contribute to reducing greenhouse gas emission by 2030. The Council has serious concerns to be able to reduce the environmental impacts of traffic congestion and pollution existing on the local road networks if the Project does not ensure an improved situation to connect to the A12 national road network for the future.

These thoughts and concerns have been repeatedly raised through engagement with Highways England, ECC and neighbouring Authorities and should be at the heart of the Project rather than leave a current situation to get worse before something is done.

Signed

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REPORT of DIRECTOR OF STRATEGY, PERFORMANCE AND GOVERNANCE

**to
STRATEGY AND RESOURCES COMMITTEE
16 SEPTEMBER 2021**

APPROVAL OF DUTY TO CO-OPERATE STRATEGY

1. PURPOSE OF THE REPORT

- 1.1 The purpose of this report is for the Committee to consider the feedback received from the targeted consultation responses on the Draft Duty to Co-Operate Strategy and any changes that are considered necessary to address this and then approve the Maldon District Duty to Co-Operate Strategy 2021 to support the delivery of a lawful and sound Maldon District Local Development Plan Review.

2. RECOMMENDATIONS

- (i) That the Committee notes the responses received to the Duty to Co-Operate Strategy targeted consultation and recommended changes as summarised in the Maldon District Duty to Co-Operate Statement of Consultation as set out in **APPENDIX 1**;
- (ii) that the updated Maldon District Duty to Co-Operate Strategy as set out in **APPENDIX 2**, be approved.

3. BACKGROUND

- 3.1 At its meeting on 23 February 2021 the Council resolved to update its statutory Local Development Scheme 2021-2024 and bring forward a review of the approved Local Development Plan (LDP) 2014 - 2029.
- 3.2 Section 110 of the Localism Act 2011, inserted S33A into the Planning and Compulsory Purchase Act 2004 establishing a legal duty on local planning authorities and other specific prescribed bodies to co-operate with each other to address strategic cross boundary matters relevant to their areas.
- 3.3 Strategic policies are identified by the National Planning Policy Framework (NPPF) as being those which set the overall strategy for the pattern, scale and quality of development and make sufficient provision for:
- a. Housing, including affordable, employment, retail, leisure and other commercial development;
 - b. Infrastructure for transport, telecommunications, security, waste management, water supply, waste water, flood risk and coastal change management, and the provision of minerals and energy (including heat);
 - c. Community facilities, such as health, education and cultural; and

- d. Conservation and enhancement of the natural, built and historic environment including landscapes and green infrastructure and planning measures to address climate change mitigation and adaptation.
- 3.4 Strategic cross-boundary matters are therefore those of the above, which are larger than local issues and that cannot be dealt with effectively by one local planning authority alone.
- 3.5 To help determine how the Council should meet this obligation, on 15 June 2021 (Minute No. 105 refers) the Strategy and Resources Committee approved a Draft Duty to Co-Operate Strategy for targeted consultation with all bodies prescribed by the Town and Country Planning (Local Development) (England) Regulations 2012 (as amended).

4. CONSULTATION

- 4.1 A targeted six-week consultation took place between 18 June and 30 July 2021 with the following bodies:
- a) Essex County Council;
 - b) Neighbouring and other Essex local planning authorities – Braintree, Chelmsford, Colchester, Rochford, Tendring, Uttlesford, Basildon, Castle Point, Harlow, Southend on Sea, Thurrock, Brentwood and Epping Forest;
 - c) Civil Aviation Authority;
 - d) Mid & South Essex Clinical Commissioning Group;
 - e) Environment Agency;
 - f) Essex County Highways Authority;
 - g) Highways England;
 - h) Historic England;
 - i) Homes England;
 - j) Local Nature Partnership (led by Essex Wildlife Trust);
 - k) Natural England;
 - l) NHS England;
 - m) Marine Management Organisation;
 - n) Mayor of London;
 - o) Office of Road and Rail;
 - p) South East Local Enterprise Partnership; and
 - q) Transport for London.
- 4.2 Responses were received from the following seven prescribed bodies, making 25 comments in total:
- Transport for London
 - Environment Agency
 - Essex County Council;
 - Natural England;

- Chelmsford City Council
 - Marine Management Organisation; and
 - NHS Mid & South Essex Clinical Commissioning Group.
- 4.3 A Statement of Consultation setting out these comments and the recommended changes is set out in **APPENDIX 1** and as transposed into the final Duty to Co-Operate as recommended for approval in **APPENDIX 2**.
- 4.4 For the Committee's interest and completeness, an officer from Rochford District Council has advised since the closure of the consultation that it had reviewed the document and had no comments to make.
- 4.5 **Summary of Comments and Recommended Actions**
- 4.5.1 Table 1 in **APPENDIX 1** sets out a summary of all comments and recommended actions.
- 4.5.2 To summarise, all the prescribed bodies that responded to the targeted consultation thanked Maldon District Council (MDC) for consulting them on the Draft Strategy. The overwhelming majority of comments supported the council's proposed approach and either had no specific comments to make or made their own commitments to help MDC in the update of evidence, support the preparation of the Infrastructure Delivery Plan, help test development options and support the preparation of Statements of Common Ground as part of the LDP Review and Duty to Co-Operate processes.
- 4.5.3 As a result of specific comments made by Essex County Council and the Marine Management Organisation some amendments to the Strategy's text have been made to clarify the council's intentions and ensure it aligns to Planning Practice Guidance.
- 4.5.4 Essex County Council, Chelmsford City Council and the NHS Mid and South Essex Clinical Commissioning Group have all recognised the new efforts by MDC to establish proactive engagement arrangements with their organisations to support the preparation of the LDP Review and welcome future collaboration through these and any new means.
- 4.5.5 Essex County Council raised a specific point that a Greater Essex Local Nature Partnership (LNP) and the Local Enterprise Partnership. The LNP is in the early stages of being established and approved by the Government, alongside an outline for a Local Nature Recovery Strategy. This Partnership will involve local authorities including Maldon District Council, as well as business and environmental / community interest groups. Themes that will be covered by the Partnership are the natural environment, biodiversity net-gain, green infrastructure, local nature recovery, climate change and environmental links to planning, economy and health and well-being. The South East LEP already exists but it is not a prescribed Duty To Cooperate (DTC) body. Whilst the Regulations do not explicitly mention LNPs or LEPs as DTC bodies, Planning Practice Guidance has since been updated and now states that "...local planning authorities, county councils in England, and prescribed bodies must cooperate with them. Local planning authorities must have regard to their activities when they are preparing their Local Plans, so long as those activities are relevant to plan-making". The Strategy has therefore been changed to clarify this point.
- 4.5.6 Finally, it is worth noting that the Marine Management Organisation have offered the council further support via the DTC in helping to understand the role of the South

East Marine Plan, alongside the LDP Review. Officers will make the necessary arrangements for a briefing with the appropriate officers and members at a future day.

5. THE UPDATED STRATEGY'S RELATIONSHIP WITH THE CORPORATE PLAN

- 5.1 The Council's Corporate Plan 2021 – 2023, agreed in March 2021, provides a renewed framework of Council priorities. It sets out 19 outcomes that focus the council's work across four strategic themes – Place, Prosperity, Community and Performance & Value.
- 5.2 Given its cross-cutting nature, many of the outcomes can be connected to the work of the LDP Review and are covered by the updated Strategy. Outcome 18: Meaningful Engagement however, establishes that the Council will *"use engagement with our residents, businesses, partners and staff to inform our decision-making"*.
- 5.3 The Corporate Plan also adopted new Core Values for the council to use at all times to deliver its outcomes, including "Collaborate to Deliver". This demonstrates that by co-operating with others as agreed in the updated Strategy, we already recognise the difference it can make to our communities.

6. CONCLUSION

- 6.1 Following the consultation on the Draft Duty to Co-Operate Strategy 2021 earlier this year, changes have been made to reflect the relevant points made by consultees and it is recommended that the Committee approves the Maldon District Duty to Co-Operate Strategy as set out in **APPENDIX 2**, enabling it to be used when engaging in the duty during the LDP Review and any other strategic cross-boundary issues with prescribed bodies.

7. IMPACT ON STRATEGIC THEMES

- 7.1 The Strategic Themes of Place, Prosperity and Community seek to manage the council's response to strategic issues facing the District and the Duty to Co-Operate Strategy will help ensure that Maldon District Council is better prepared to engage constructively and on an on-going basis with public bodies also subject to the Duty.

8. IMPLICATIONS

- (i) **Impact on Customers** – The DTC Strategy assists in the engagement with specific bodies also subject to the same legal duty.
- (ii) **Impact on Equalities** – None itself. The LDP Review will however include an Equalities Impact Assessment (EQIA) as part of its evidence base to inform preparation of policies that meet the requirements of the Equality Act 2010.
- (iii) **Impact on Risk** – The DTC Strategy helps to reduce the risk that the LDP Review will fail legal duties that are not resolvable at Examination in Public and would result in the Plan being withdrawn.

- (iv) **Impact on Resources (financial)** – The LDP Review and Local Development Scheme had a programme budget agreed at Council on 23 February 2021. The DTC Strategy does not increase the need for resources.
- (v) **Impact on Resources (human)** – The DTC Strategy will not cause a negative impact on human resources, but it will be supported and delivered by officers and members.
- (vi) **Impact on the Environment** – The DTC Strategy will help to ensure any environmental benefits from the LDP Review are maximised where engagement with other DTC bodies is required.
- (vii) **Impact on Strengthening Communities** - The DTC Strategy will help to ensure any community benefits from the LDP Review are maximised where engagement with other DTC bodies is required.

Background Papers: None.

Enquiries to: Matthew Winslow - Strategy, Policy and Communications Manager.

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Maldon District Council

Draft Duty to Co-Operate Strategy

Statement of Consultation

September 2021

1. Introduction

1.1 Following the approval to consult on a Draft Duty to Co-Operate Strategy on 16 June 2021, a targeted 6-week consultation took place between 18 June and 28 July 2021 with the following bodies as prescribed by the Town and Country Planning (Local Development) (England) Regulations 2012 (as amended):

- a) Essex County Council;
- b) Neighbouring and other Essex local planning authorities – Braintree, Chelmsford, Colchester, Rochford, Tendring, Uttlesford, Basildon, Castle Point, Harlow, Southend on Sea, Thurrock, Brentwood and Epping Forest;
- c) Civil Aviation Authority;
- d) Mid & South Essex Clinical Commissioning Group;
- e) Environment Agency;
- f) Essex County Highways Authority;
- g) Highways England;
- h) Historic England;
- i) Homes England;
- j) Local Nature Partnership (led by Essex Wildlife Trust);
- k) Natural England;
- l) NHS England;
- m) Marine Management Organisation;
- n) Mayor of London;
- o) Office of Road and Rail;
- p) South East Local Enterprise Partnership; and
- q) Transport for London.

1.2 Responses were received from the following seven prescribed bodies, making 25 comments in total:

- Transport for London
- Environment Agency
- Essex County Council;
- Natural England;
- Chelmsford City Council
- Marine Management Organisation; and
- Mid & South Essex NHS Clinical Commissioning Group.

2. Comments and Recommended Actions

2.1. Table 1 sets out the comments from each body that responded and the recommended final strategy action.

Table 1 - Comments and Recommended Actions

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
DTC/21/1	Transport for London	Thank you for consulting Transport for London (TfL). Although we are included in the list of prescribed bodies, it is unlikely that there would be any strategic issues arising from Maldon Local Plan that could justify our inclusion in a formal Statement of Common Ground	Noted.
DTC/21/2	Environment Agency	Thank you for the opportunity to consider the duty to cooperate strategy proposed by Maldon Council. We have reviewed this document and are in agreement with its contents. We look forward to working with the council to produce statement of common grounds in relation to our remit in the future.	Noted.
DTC/21/3	Essex County Council	Thank you for consulting Essex County Council (ECC) on the draft Duty to Co-operate Strategy (DtC). ECC is the upper tier authority for the Maldon District area and is the local highway and transportation authority, lead authority for education including early years and childcare, Special Education Needs and Disabilities, and Post 16 Education; Minerals and Waste Planning Authority; Lead Local Flood Authority; lead advisors on public health; and provider and commissioner of adult social care for the district.	Noted.

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		The impacts of growth and future development that will likely be set out within the emerging Local Plan will need to be assessed, including infrastructure requirements, any mitigation, and how they will be funded and delivered.	
DTC/21/4	Essex County Council	ECC acknowledges the identification of ECC as a 'Duty to Cooperate' body as set out in the Town & Country Planning (Local Planning) (England) Regulations 2012 (as amended) in Appendix 1, paragraph 1.1.	Noted.
DTC/21/5	Essex County Council	For completeness, ECC recommend that paragraph 2.9 makes reference to ' <i>strategic cross boundary matters</i> ' to be consistent with PPG (Paragraph: 029 Reference ID: 61-029-20190315).	Amend Para. 2.9 as suggested.
DTC/21/6	Essex County Council	ECC notes reference in paragraph 4.2 to scoping out the strategic issues facing Maldon District as early as possible in the plan-making process and is welcomed.	Noted.
DTC/21/7	Essex County Council	In May 2021, ECC provided Maldon District Council with preliminary comments on current issues regarding our statutory responsibilities and reference to strategy documents and on-going work that may influence the local plan review.	Noted.
DTC/21/8	Essex County Council	A number of these current issues were previously raised as part of the current Local Plan process [2017], and remain relevant, or have arisen as a result of that planned growth on the provision of existing services and impact on infrastructure. The current strategy concentrates growth at	Noted.

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		Maldon, then Burnham on Crouch and Southminster, and it is acknowledged that any future spatial strategy may not roll this forward. Consequently, any future spatial strategy is likely to generate new local and cross boundary issues and pressures on existing infrastructure and the requirement for new infrastructure to accommodate growth.	
DTC/21/9	Essex County Council	ECC would not support a 'pepper pot' approach to accommodating future development in the district as this would not deliver sustainable development and limits opportunities for securing significant infrastructure improvements. However, any spatial strategy should seek to provide a mix of sites at different scales in order to ensure that any future five-year housing supply can be managed, particularly if any large allocation is delayed and their general longer lead-in times. Clearly, the future options for growth will be determined by the scale of new homes required taking into account any backlog in delivery; demand arising from the Standard Methodology, which is 308 per annum; and the plan period and extant planning permission rolled over from the adopted Plan.	Noted, however the Draft Duty to Co-Operate Strategy did not consult on any spatial options for future development in the District, including whether or not to 'pepper pot' development. Should ECC retain this view in the future, it will need to be made as part of LDP Review consultations in the future.
DTC/21/10	Essex County Council	ECC will also work with MDC as it prepares its Infrastructure Delivery Plan (IDP) to ensure all new development is supported by the required infrastructure, where the IDP will reflect up to date costings, is aligned with development phasing	Noted.

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		and requirements are appropriately reflected in Local Plan policy and site allocations. However, it should be noted that any such costings will be subject to change as more detail becomes available through master-planning and planning applications, along with indexation.	
DTC/21/11	Essex County Council	Paragraph 4.5 outlines a number of co-operation arrangements including an iterative statement of common ground, which is supported. This will assist the identification of strategic matters outlining areas of agreement in principle and areas of disagreement highlighted courses of action to seek to remedy any differences.	Noted.
DTC/21/12	Essex County Council	ECC has a number of statutory roles and responsibilities which will need to be considered 'in balance' regarding any impact of a spatial strategy. ECC will use all endeavours to seek member endorsement of strategic matters during the preparation of the plan, as appropriate. However, it should be noted that the formal ECC position on any spatial strategy will be provided through the formal consultation processes of the Local Plan (Reg 18 and 19) following the necessary reporting and sign off procedures at both officer and member level.	Noted.
DTC/21/13	Essex County Council	ECC acknowledge and support reference to the two officer groups that have been established and are now operational to inform the local plan review. These two officer based groups are:	Noted.

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		<p>a) Strategic Liaison Group (SLiG) covering ECC statutory functions relating to highways, public transport, minerals and waste planning, flood risk, education, public health and adult social care); and</p> <p>b) Transport Coordination Group (TCG) covering transportation matters including transport project coordination and delivery</p>	
DTC/21/14	Essex County Council	<p>ECC acknowledges that MDC has adopted its own Green Infrastructure Strategy SPD (2019), which is to be used to inform how the Council secures planning obligations from development in relation to GI across the District. Whilst there are no statutory requirements for green infrastructure (GI), the 25 Year Environment Plan and emerging Environment Bill will place significant importance on protecting and enhancing GI, its accessibility and will make providing biodiversity net gain mandatory. ECC would still welcome early engagement on GI matters in order to help provide well-connected, multi-purpose spaces that help to improve the health and well being of the community and contribute towards flood attenuation and water resource management. Multi-functional GI impacts upon most of the ECC statutory roles and responsibilities, which are to be discussed through the SLiG of the local plan review. ECC responses will largely be based on</p>	Noted.

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		the Essex Green Infrastructure Strategy (2020), which has been prepared in partnership with local authorities, including MDC. The purpose of this strategy is to take a positive approach to enhance, protect and create an inclusive and integrated network of high-quality green infrastructure in Greater Essex, to create a county-wide understanding of green infrastructure – its functions and values, and to identify opportunities for delivering green infrastructure in emerging plans.	
DTC/21/15	Essex County Council	<p>ECC would like to bring to the attention of MDC that a Local Nature Partnership (LNP) covering Greater Essex is in the early stages of being established and approved by Government, along with the outline for a Local Nature Recovery Strategy. The partnership will involve local authorities, business interests, statutory and other environment bodies and community interest groups. Specific themes to be covered include the natural environment, biodiversity net gain, green infrastructure, local nature recovery, climate change, and environmental links to economy and planning and health and wellbeing.</p> <p>Appendix 1 identifies a LNP and the South East Local Enterprise Partnership (SELEP) as ‘Duty to Cooperate’ bodies set out in the Town & Country Planning (Local Planning) (England) Regulations 2012 (as amended). It is acknowledged that Part</p>	<p>Noted that the Greater Essex Local Nature Partnership is being developed.</p> <p>Amend Appendix 1 to confirm that it includes how the council will also meet Paragraph 030 Reference ID: 61-030-20190315 of Planning</p>

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		<p>4 (2) does reference bodies prescribed for the purposes of section 33A(9) of the Act as being each local enterprise partnership and no reference is made to LNRs. However, Planning Practice Guidance (Paragraph: 030 Reference ID: 61-030-20190315) states:</p> <p><i>Local Enterprise Partnerships and Local Nature Partnerships are not subject to the requirements of the duty, but local planning authorities and county councils in England, and prescribed public bodies must cooperate with them. Local planning authorities must have regard to their activities when they are preparing their local plans, so long as those activities are relevant to plan-making.</i></p> <p>MDC may wish to clarify this position.</p>	Practice Guidance.
DTC/21/16	Natural England	Natural England has no comments to make on the above document.	Noted.
DTC/21/17	Chelmsford City Council	Chelmsford City Council (CCC) welcomes the opportunity to comment on the Maldon District Council Draft Duty to Co-operate Strategy. Chelmsford City Council (CCC) has always understood the importance of co-operating with others on strategic planning matters. It has a history of working together with neighbouring authorities and stakeholders on plan making and this continues today. Officers at CCC have been working collaboratively with Maldon District Council (MDC) through the Duty to Co-operate	Noted.

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		during the preparation of the Maldon Local Plan (adopted July 2017), and Chelmsford City Council's Local Plan (adopted May 2020).	
DTC/21/18	Chelmsford City Council	It is clear from the draft Strategy who MDC will consult with, how this will be done, when co-operation will be invited, and the mechanisms that will be used. Although the areas for co-operation have not yet been identified, MDC will scope the strategic issues early in the plan-making process as it reviews its Local Plan by engaging with neighbouring planning authorities and prescribed bodies. CCC looks forward to working with MDC to identify strategic matters for future consideration, and understands that this may be both through direct engagement and existing joint working arrangements such as partnership boards and forums.	Noted.
DTC/21/19	Marine Management Organisation	Many thanks for giving us the opportunity to respond to the Draft Duty to Co-operate Strategy. We concur with the aims of the strategy, and welcome further engagement at the appropriate time. We also welcome an opportunity to fill in the current MMO blanks in Appendix 3 through further engagement.	Noted.
DTC/21/21	Marine Management Organisation	Further to this, the MMO is an additional signatory only (to the proposed multi-authority single SoCG). We can only comment on those matters which affect the cross-boundary strategic matters.	Noted and understood. Clarification wording to be inserted.
DTC/21/22	Marine Management Organisation	If you would like further information on the South East Marine Plans, the MMO would be happy to	Noted and arrangements will be made with the MMO to

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		provide a meeting covering general information on marine planning, monitoring and implementation of the South East Marine Plans, tools for implementation and an update on the development of Marine Plans in England.	seek engagement with appropriate officers and members.
DTC/21/23	Mid and South Essex NHS Clinical Commissioning Group	Thank you for consulting Mid Essex Clinical Commissioning Group (the CCG) on the Maldon District Council Duty to Co-operate Strategy Further to a review of the document the following comments are made on behalf of the CCG and the Mid and South Essex Health and Care Partnership (HCP)	Noted.
DTC/21/24	Mid and South Essex NHS Clinical Commissioning Group	The constructive working relationship between Maldon District Council and the CCG that is currently enjoyed is considered important in planning for and securing appropriate healthcare provision in the district. The CCG is supportive of the approach to achieving and documenting co-operation between the Council and the CCG set out in the Strategy. Particularly welcome are its recognition of the importance of early engagement, identifying the CCG as a party with which MDC needs to cooperate as well as NHS England, raising the possibility of jointly commissioned evidence, recognition of the iterative nature of discussions and the inclusion of a model statement of common ground.	Noted.
DTC/21/25	Mid and South Essex NHS Clinical Commissioning Group	The CCG is pleased to contribute to the development of the Council's Duty to Co-operate Strategy and looks forward to working with the	Noted.

Ref No.	Prescribed Body	Comment Summary	Recommended Final Strategy Action
		Council on planning matters in future.	

Maldon District Council

Local Development Plan Review

Duty to Co-operate Strategy

Temporary Cover

June 2021

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1. Our Strategy

- 1.1. The Localism Act 2011 established a legal duty on all local authorities and prescribed bodies as defined in Town and Country Planning (Local Development) (England) Regulations 2012) to co-operate with each other to address strategic matters relevant to their areas.
- 1.2. This Strategy establishes MDC's commitment, as a 'strategic policy-making authority' to implement the Duty to Co-operate (DTC) for its Local Development Plan Review (LDP Review).
- 1.3. It sets out a framework of who we will make every effort to co-operate with, how we will seek to cooperate with them, when we will co-operate and what mechanisms we will put in place to record and ensure that co-operation occurs 'constructively, actively and on an on-going basis' as required by Section 110 of the Localism Act 2011.
- 1.4. Although the DTC is not a duty to agree, the Council understands the value to the District and the wider geographic area of seeking co-operation on strategic and cross-boundary planning matters in a focused, positive and structured way.
- 1.5. Concurrently, MDC will continue to work 'constructively, actively and on an on-going basis' with nearby strategic policy-making authorities on their own statutory Local Plan preparation or reviews, as well as other prescribed bodies.

Impact of Planning Reform

- 1.6. The Government's Planning White Paper: Planning for the Future was published in 2020 setting out a series of proposals to reform the planning system in England, with the intention on streamlining and modernising the planning process. Proposal 3 included removing the Duty to Co-Operate test, albeit that the Government announced that it would be giving further consideration to the way in which strategic, cross boundary issues can be adequately planned for. A new Planning Bill was announced in the Queen's Speech 2021.
- 1.7. For as long as there remains a legal duty to co-operate with other prescribes bodies, this Strategy will be the approach used to deliver those obligations so as not to delay plan-making in Maldon District. Any changes to legislation or national policy that follows as a result of planning reforms will be considered at a later date.

Consultation

- 1.8. This Strategy was subject to a 6-week targeted consultation with all other bodies subject to the legal duty and the feedback received was used to shape the final strategy, as documented in its Statement of Consultation.

2. Our Approach

Maldon District Corporate Plan

- 2.1. Maldon District Council's Corporate Plan 2021-2023 provides a renewed framework of council priorities. It sets out 19 outcomes that focus the council's work across four strategic themes – Place, Prosperity, Community and Performance & Value. Given its cross-cutting nature, many of the outcomes can be connected to the work of the LDP Review. Outcome 18: Meaningful Engagement establishes that MDC will “*use engagement with our residents, businesses, partners and staff to inform our decision-making*”.
- 2.2. The Corporate Plan also sets out Core Values which MDC will use at all times to deliver its outcomes, including “Collaborate to Deliver”. This demonstrates that by co-operating with others we already recognise the difference it can make to our communities.

National Policy & Guidance

- 2.3. The National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) set out specific requirements or advice for how the DTC can be effectively discharged.
- 2.4. The DTC seeks to ensure that councils deliver effective strategic planning through their local plans by working with other councils beyond their administrative boundaries. This is to help to ensure that social, environmental and economic issues are addressed having considered the most relevant spatial scale, rather than just administrative boundaries. There is also recognition that the outcomes of the DTC for these issues require positive, constructive and continuous partnership working between councils.
- 2.5. MDC has taken the NPPF and PPG into account in preparing this Strategy including:
- As a strategic policy-making authority, MDC will collaborate to identify relevant strategic matters to address in the LDP Review;
 - Recognising that effective and on-going joint working between strategic policy-making authorities and relevant bodies is integral to the production of a positively prepared and justified strategy, determining where additional infrastructure is necessary and how development needs will be planned for;
 - Preparing, maintaining and publishing Statements of Common Ground, documenting the cross-boundary matters being addressed and progress in co-operating between bodies to address them.
- 2.6. The timetable for preparing the LDP Review and other policy and guidance is set out in the latest [Local Development Scheme](#) (LDS).
- 2.7. The NPPF identifies strategic policies (and therefore strategic issues) as those which set the overall strategy for the pattern, scale and quality of development and make sufficient provision for:

- a. Housing (including affordable), employment, retail, leisure and other commercial development;
- b. Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- c. Community facilities (such as health, education and cultural infrastructure); and
- d. Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure and planning measures to address climate change mitigation and adaptation.

2.8. Strategic matters are therefore those which are larger than local issues that cannot be dealt with by one local planning authority alone.

Purpose of Strategy

2.9. The Strategy therefore describes to neighbouring and nearby local planning authorities (See Map in **Appendix 2**) and prescribed bodies what co-operation and engagement arrangement they can expect from MDC on any strategic, cross boundary planning matters identified and how they can participate in ensuring they are adequately considered to ensure that they can positively influence the evolution of the LDP Review and shape the proposals as they emerge.

3. Our Audience

- 3.1. The Strategy is aimed at neighbouring and nearby local planning authorities, Essex County Council and a range of other prescribed bodies as defined in legislation and guidance. These are listed in **Appendix 1** and these bodies are reciprocally required to co-operate with MDC on strategic, cross-boundary planning matters of concern.
- 3.2. The Strategy should be helpful to other relevant bodies that MDC might need to co-operate with when preparing the LDP Review. These include the Local Enterprise Partnership, NHS Clinical Commissioning Group and private sector utility and infrastructure providers as set out in **Appendix 1**. These other bodies could have a key role in supporting the Council in its LDP Review, developing the evidence base, testing development options and commenting on draft policies.
- 3.3. The Strategy is not aimed at other important LDP Review consultees such as statutory consultees (that are not Duty to Cooperate bodies) such as local residents, community groups, Parish & Town Councils, landowners, developers, utility providers or emergency services as these are not specifically listed as DTC bodies by Regulations. However, MDC will engage and consult these people and organisations on its LDP Review, Supplementary Planning Documents and when considering planning applications, it receives. How this will take place is set out in a separate statutory document called the [Statement of Community Involvement](#) (SCI).

4. Our Approach to Duty to Cooperate

- 4.1. Co-operation on preparing the LDP Review will be a two-way process between different authorities and bodies. Our timetables for strategic documents will not always be aligned and we must respect the differences in each other's organisation's responsibilities.

Scoping Strategic & Cross-Boundary Issues

- 4.2. We will seek to scope out the strategic cross boundary issues facing the District as early as possible in the plan-making process. We will engage the Duty to Cooperate bodies individually and through any existing forums, as frequently as is necessary through formal meetings, informal meetings (virtual where possible), in writing and by commenting on plans and strategies developed by each other; so we can help shape each other's direction.
- 4.3. Throughout the LDP Review process, the list of strategic cross boundary matters and opportunities for joint working between prescribed bodies will be kept under review by MDC and influence the engagement and cooperation activities promoted.

Engagement Arrangements

- 4.4. MDC will build-on existing and established joint working mechanisms that exist at an officer/member level (or both), as set out in **Appendix 3** and will only seek to establish a new engagement approach where there is a gap to ensure strategic issues are not disjointed from other strategic conversations.
- 4.5. Co-operation arrangements MDC propose to consider using include:
- Joint Member Meetings, Committees and Working Groups;
 - Joint Officer Meetings, Boards and Associations;
 - Commissioning of joint evidence base studies and reports;
 - Joint or aligned plans across Council areas;
 - Joint mechanisms for considering unmet housing or Gypsy & Traveller needs;
 - Memorandums of Understanding as a framework for co-operation;
 - Getting key decisions in writing from other authorities/ bodies;
 - Confirming understanding/ intentions in writing;
 - Partnership agreements or joint statements of policy/ strategy; and
 - Iteratively prepared Statements of Common Ground.
- 4.6. These arrangements will be undertaken in addition to statutory LDP Review and planning application consultations and any general correspondence issued by MDC.
- 4.7. MDC will seek to ensure that co-operation and engagement is undertaken by both Members and Officers. It will also ensure that arrangements for co-operation are fit for purpose and reasonable and will consider any feedback it receives from another prescribed body if they should feel that the co-operation is not being successful.

Disagreement

- 4.8. MDC recognises that there may be future instances where an offer of co-operation from MDC to another party is declined, or agreement on shared-policy outcomes or approach cannot be achieved. Although the DTC is not a duty to agree, MDC will make every effort to ensure that strategic cross-boundary planning matters are properly identified and addressed as the LDP Review develops through its preparation stages and that any major disagreements are resolved, as far as practically possible, before submission to the Secretary of State for Examination in Public by the Planning Inspectorate.
- 4.9. Where it is considered necessary, MDC will use an independent arbitrator to try to reach a resolution with other parties.

5. Demonstrating Compliance

Comprehensive & Robust Evidence

- 5.1. The DTC is a legal requirement and is the first thing the Planning Inspectorate will assess before considering whether the Plan is sound. To do this, the Planning Inspectorate will require comprehensive and robust evidence to demonstrate that the duty has been met, which will be considered at the Examination in Public in 2022/2023.

Statements of Common Ground

- 5.2. The PPG expects councils to prepare a single Statement of Common Ground covering all strategic-plan making authorities. MDC consider that in practice this could become a rather complex process to manage given the different discussions and strategic issues, vary authority to authority. To be pragmatic, where possible, MDC propose to have a common first section of the Statement of Common Ground (SOCG), which is shared between all strategic plan-making authorities¹. This would be supplemented with all detailed strategic cross-boundary matters addressed issue by issue between individual authorities or groups of authorities.
- 5.3. For the remainder of the SOCGs, MDC will seek to use an iterative, three-phased steps to a SOCG as illustrated in **Appendix 4** to record its engagement in co-operating. SOCGs will detail key information, provide clear signposting and links to evidence on websites where at all possible.

1. **Scoping SOCG** – these will set out the initial parties in discussion, the geographic area covered, the governance arrangements that are available, the strategic cross-boundary matters that exist between the authorities and any existing cooperation arrangements that exist that could continue to apply. These would be developed during policy and evidence activities undertaken to support Regulation 18 of the Town and Country Planning (Local Development) (England) Regulations 2012.

2. **Draft SOCG** – these will be version-controlled documents building on the Scoping SOCG and establish the matters agreed, outstanding matters, the process that are proposed to be used to seek a resolution or reach an agreement where possible, any potential additional signatories whose help may be needed to address the strategic issue and when the review of the SOCG can be expected. These would be developed during policy and evidence activities undertaken to support Regulation 18 and 19 of the Town and Country Planning (Local Development) (England) Regulations 2012.

3. **Final SOCG** – these will be the version which sets out the matters agreed, any matters which cannot be agreed, the governance arrangements to manage them into the future and all signatories party to them. These would be developed during policy activities undertaken to support Regulation 22 and 24

¹ The Marine Management Organisation will only be an additional signatory

of the Town and Country Planning (Local Development) (England) Regulations 2012.

5.4. It is proposed that the final versions of SOCG will:

- Describe and show on a map the geographical areas the statement applies to;
- Set out the key strategic matters addressed;
- Set out the plan-making authorities and signatories responsible for joint-working arrangements;
- Detail the governance arrangements for the cooperation process and how it will be kept up to date;
- Set out how strategic cross boundary issues concerned with development needs of the District, the capacity of the area to meet those needs and the proposed distribution. If there is any unmet need, it will set out the extent and what agreement has been reached (or not) about how needs could be redistributed;
- Set out how the strategic cross boundary issues which relate to environmental or infrastructure assets regulated, owned or maintained by other public bodies subject to the DTC have been considered in the context of development needs and whether any agreements have been reached on the principles of mitigation or long-term management;
- Include a record of where agreement have or have not been reached on key strategic matters, including the process used to reach them; and
- Confirm whether each Statement relates to any other Statements covering the same or part of the same area.

5.5. SOCG will remain in draft form until they are signed by all signatories, which may mean they are not published until the submission of the Local Development Plan or its Examination in Public. Drafts will be water-marked to aid clarity.

Record Keeping & Reporting

5.6. MDC will regularly record and report on co-operation and engagement activities, what decisions have been reached and why and what outcomes have been reached for LDP Review. These will be reported in summary form annually in the Authority Monitoring Report (AMR) and may be reported through other formal mechanisms, such as to through reports to the Strategy & Resources Committee or Council.

5.7. For the LDP Review, this evidence will be set out in a DTC Statement of Compliance submitted to the Secretary of State alongside the LDP Review. This will highlight to the Planning Inspector how preferred strategic approaches and policies have resulted from effective cooperation and joint-working.

Appendix 1 – Relevant Duty to Cooperate Bodies

1.1. The following 'Duty to Cooperate' bodies as set out in the Town & Country Planning (Local Planning) (England) Regulations 2012 (as amended) are relevant to the preparation and implementation of the Maldon District Local Development Plan Review:

- Essex County Council
- Neighbouring and Essex local planning authorities including Braintree, Chelmsford, Colchester, Rochford, Tendring, Uttlesford, Basildon, Castle Point, Harlow, Southend-on-Sea, Thurrock, Brentwood and Epping Forest;
- Civil Aviation Authority;
- NHS Mid & South Essex Clinical Commissioning Group;
- Environment Agency;
- Essex County Highways Authority;
- Highways England;
- Historic England (as the Historic Buildings and Monuments Commission for England)
- Homes England;
- Natural England;
- NHS England (as the National Health Service Commissioning Board);
- Marine Management Organisation;
- Mayor of London (Greater London Authority);
- Office of Road and Rail; and
- Transport for London.

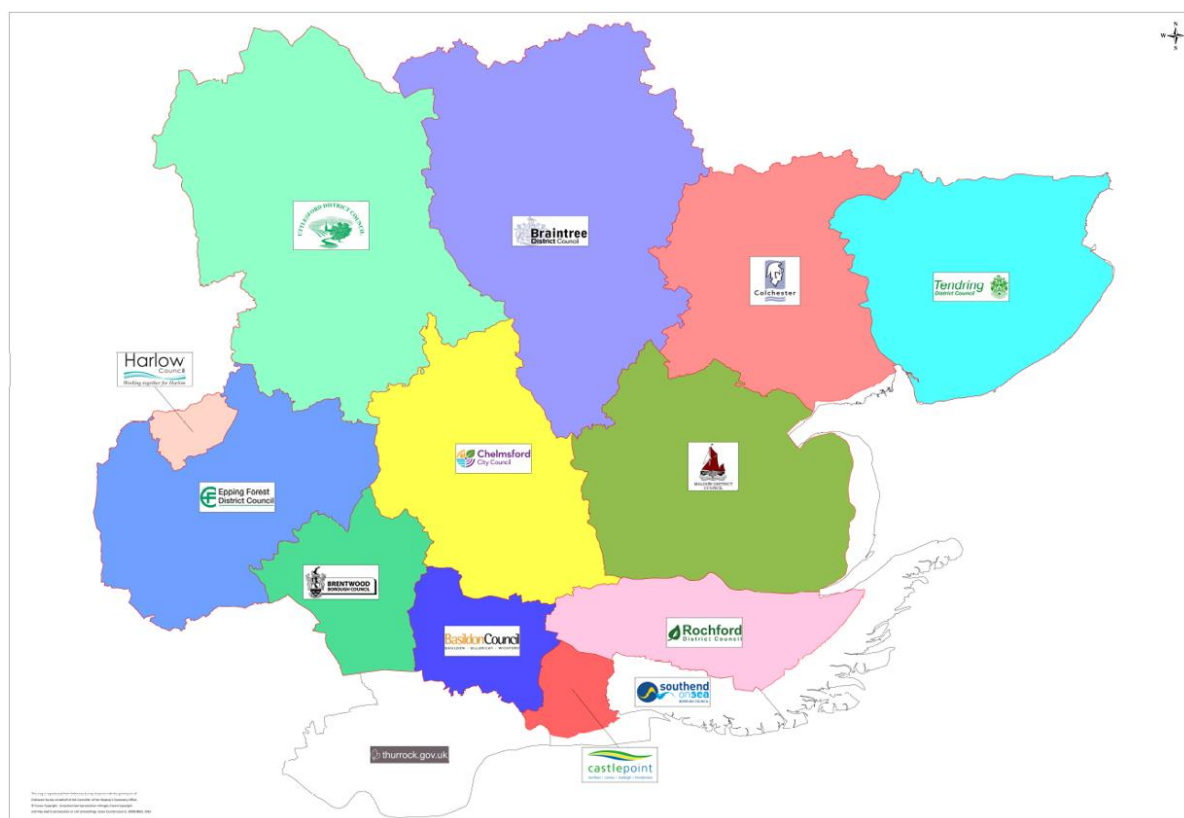
1.2. In addition, Planning Practice Guidance (Paragraph 030 Reference ID: 61-030-20190315), whilst Local Enterprise Partnerships and Local Nature Partnerships are not subject to the requirements of the duty, LPAs, county councils and prescribed bodies must cooperate with them. LPAs must also have regard to their activities when they are preparing their Local Plans, so long as those activities are relevant to plan-making.

1.3. Therefore, to comply with the PPG, MDC will also cooperate with the:

- Greater Essex Local Nature Partnership²; and
- South East Local Enterprise Partnership.

² Once it is formally established by the Government

Appendix 2 – Strategic Policy Authorities Context Map



(Source: Essex County Council)

Appendix 3 – Existing Co-Operation Governance Mapping

Public Body	Name of Existing Cooperation Arrangements	Level (Member/Officer)	Strategic Cross Boundary Theme ³
Essex County Council	MDC & ECC LDP Review Strategic Liaison Group (SLiG)	Officer	ECC statutory functions relating to highways, public transport, minerals and waste planning, flood risk, education, public health & adult social care.
	MDC & ECC Transport Coordination Group (TCG)	Officer	Highways and Public Transport project coordination and delivery
Neighbouring and other Essex Local Authorities	Essex Partnership Board	Member & Officer	Local Government Administration
	Essex Chief Executives' & Leaders' Group (15 LAs)	Member & Officer	Local Government Administration (including Planning, Housing, Economy, Transport, Regeneration) etc.
	Essex Planning Policy Portfolio Holder & Chairman's (14 LPAs and ECC)	Member	Planning, Growth, Design, Infrastructure, Housing
	Essex Planning Officers' Association (14 LPAs and ECC)	Officer	Planning, Growth, Design, Infrastructure, Housing
	North Essex Economic Board (Uttlesford, Chelmsford, Maldon, Braintree, Tendring and Colchester)	Member & Officer	Economy
	Transport East (LGA)	Member & Officer	Strategic Road and Rail Connections & Investment
	Essex Coastal Forum	Member & Officer	Coastline Management & Essex RAMS
	Essex Flood Partnership Board	Member	Flood Risk, Drainage & Investment
	Essex Air Quality and Pollution Group	Officer	Environmental Pollution
	Superfast Essex Steering Board	Member	Broadband Investment

³ Not intended to be exhaustive – all strategic cross boundary issues relevant to MDC will be set out in Statements of Common Ground

Public Body	Name of Existing Cooperation Arrangements	Level (Member/Officer)	Strategic Cross Boundary Theme ³
	Health & Wellbeing Forum	Member & Officer	Public Health
Civil Aviation Authority	n/a	n/a	Airport Regulation & Airspace Management
Environment Agency	Essex Flood Partnership Board; Maldon District Strategic Flooding Projects Group	Member & Officer	River Catchment Management, Shoreline Management, Water, Flood Risk Mitigation
Essex Highways Authority	Local Area Highways Panel	Member	Highways
Highways England	A12 Chelmsford to A120 Widening Scheme Regional Delivery Partnership	Member & Officer	A12/A120 Strategic Routes
Homes England	MDC & Homes England Liaison Meetings	Officer	Housing, Regeneration, Development, Investment
Historic England	None	n/a	Historic environment
Local Nature Partnership	TBC	n/a	Natural environment
Natural England	None	n/a	Natural environment
NHS England	None	n/a	Public Health
Mid & South Essex NHS Clinical Commissioning Group	Maldon Operational Group Maldon & MSE CCG Liaison Meetings	Member & Officer	Primary and Acute Health Care
Marine Management Organisation	None	n/a	Marine Planning
Mayor of London (Greater London Authority)	Wider South East Political Steering Group (LGA)	Member	Opportunities & impacts of Greater London on Wider South East
Office for Road and Rail	None	n/a	Road and Rail Regulation
SELEP	Essex Business Board	Member	Economy
	Coastal Communities Working Group	Officer	Coastal Communities
	Rural Working Group	Officer	Rural Communities
Transport for London	Wider South East Political Steering Group (LGA)	Member	Opportunities & impacts of Greater London Transport system on Wider South East

Appendix 4 – Model Final Statement of Common Ground

<p>Front Cover</p> <p>Maldon District Local Development Plan Review Statement of Common Ground</p> <p>Signatories Logos</p>
<p>1. Main Parties: <i>A list of bodies which have engaged in the SOCG – short summary of each body to aid contextual understanding)</i></p>
<p>2. Applicable Strategic Geography <i>including a map, short description and justification for the strategic planning area that covers the SOCG.</i></p>
<p>3. Strategic Matters Considered <i>Define and agree on the strategic/ cross boundary issues</i></p> <p><i>Establish the matters where a policy approach has been <u>agreed</u>, including any support for evidence or complimentary projects or initiatives, or additional partners.</i></p> <p><i>Establish any matters that are <u>outstanding</u>, noting the implications for strategic/cross boundary context and what process will happen to seek to resolve them before the SOCG is finalised, including any arbitration.</i></p>
<p>4. Governance Arrangements <i>Define any specific governance arrangements that will be used to make decisions on delivering activities set out in the SOCG</i></p>
<p>5. Timetable for review and ongoing cooperation <i>Establish a target date for agreeing the SOCG or when a review may need to be considered.</i></p> <p><i>Establish how strategic issues will be managed on an ongoing basis after plan adoption, any specific mechanisms or partnerships that will be used and how it will be monitored by all signatories.</i></p>
<p>6. Signatories</p> <p>Name of Lead Officer and Lead Committee/ Cabinet Member/ Board Member of each Organisation.</p>



**REPORT of
DIRECTOR OF STRATEGY, PERFORMANCE AND GOVERNANCE**

**to
STRATEGY AND RESOURCES COMMITTEE
16 SEPTEMBER 2021**

AFFORDABLE HOUSING AND COMMUTED SUM STRATEGY

1. PURPOSE OF THE REPORT

- 1.1 To seek adoption of the Affordable Housing and Commuted Sum Strategy.

2. RECOMMENDATION

To the Council:

That the Affordable Housing and Commuted Sum Strategy (**APPENDIX 1**), be adopted.

3. SUMMARY OF KEY ISSUES

3.1 Introduction

- 3.1.1 The Council's Local Development Plan (LDP) seeks to deliver market and affordable housing that meets the needs and aspirations of existing and future residents, of different demographic groups and needs, over the plan period (2014-2029). Specifically, the affordable housing policy positions is defined by LDP Policies H1: Affordable Housing, Policy H2: Housing Mix, H3: Accommodation for 'Specialist' Needs and both the 'Specialist Needs Housing Supplementary Planning Document' and 'Affordable Housing and Viability' Supplementary Planning Documents.
- 3.1.2 The Council does consider accepting financial contributions (commuted sums) from developers where it is justified that affordable housing cannot be delivered on-site or when the District's affordable housing needs can be better satisfied through this route. The majority of affordable housing units over the last few years have been delivered through the granting of planning permission at the sites allocated within the LDP. This has resulted in there not being a need to accept financial contributions outside of commuted sums for incomplete numbers of affordable units provided on site.
- 3.1.3 It is envisaged by officers that in the future, for a number of reasons, including the lack of a Five-Year Housing Land Supply (5YHLS), there will be a real and demonstrable increase in the opportunities to better meet the needs of the residents of the District through accepting financial contributions in lieu of onsite provision.
- 3.1.4 A report was brought to Full Council, on the 18 March 2021, which noted the increased likelihood of commuted sums being appropriate in lieu of on site provision. The Council's policy allows for financial contributions when it is considered that the need for affordable housing can be better satisfied through this route. The language

within the adopted policy is relatively lacking in clarity and it is acknowledged that it would be beneficial to bring forward a strategy which provides some clarity and parameters as to when the Housing Service would be likely to be considered to be exceptional circumstances and that it would be more appropriate to accept a financial contribution instead of onsite provision.

- 3.1.5 The provision of affordable housing is considered to be in accordance with the Council's Corporate Plan (2021-2023); particularly 'Deliver the housing the District needs' and 'Deliver sustainable growth and new infrastructure through development'.

3.2 Affordable Housing and Commuted Sum Strategy

- 3.2.1 In accordance with the Council's decision of 18 March 2021 a Strategy (please see **APPENDIX 1**) has been brought forward to look to provide clarity and certainty for Developers, the Council and the General Public alike. In accordance with the National Planning Policy Framework (NPPF) this guidance is not prescriptive, rather it sets out principles which should be followed whilst undertaking viability assessments and determining an appropriate commuted sum. This provides flexibility when dealing with housing proposals that vary significantly in location, scale, type and tenure. It also provides an agreed approach to enable timely and appropriate use of any sums received.

- 3.2.2 The strategy provides examples of where the Council may consider the District's affordable housing need can be better satisfied through a commuted sum (Section 4). These include:

- The location of the proposed development is not in a sustainable suitable location (in relation to access to local services e.g. health, education and public transport).
- The location of the site is not considered appropriate for affordable housing.
- Delivery of on-site affordable housing in an area where there is already a dominance of a particular tenure of affordable housing.
- Where the applicant can demonstrate that no registered provider is interested in purchasing the proposed affordable housing element.
- There is a limited demand for this type of accommodation in the area, the type or tenure is considered to be unfavourable, there would be an overconcentration of a specific type or tenure of accommodation
- When the contribution would make up part of a flatted block and/or when the size of the units may be unattractive to a registered provider. (This would normally only be relevant when considering the conversion of an existing building rather than the provision of a new development).
- It can be demonstrated by the applicant that delivery is not possible because of viability constraints (an accompanying viability assessment will be required).

- 3.2.3 Where the contributions are accepted they will be used to provide an additional affordable housing enabling tool aimed at meeting the housing needs of the District. Commuted sums will be earmarked to enable the provision of affordable housing through a variety of means. Section 5 of the Strategy highlights what these could be and includes:

- To support and facilitate the delivery of affordable housing led development;
- To support the delivery of new build affordable housing;
- To create additional, larger or a different tenure mix within the existing affordable housing provision;

- To provide funding in order to make it possible for a higher proportion of affordable homes on a site than is required by policy;
- To fund extra units of affordable housing on alternative sites or additional units outside of those secured under the S106 agreement;
- For the delivery of affordable housing schemes that meet the specific housing needs of the residents of the District;
- Acquisition of single dwellings that can be used for affordable housing units when opportunities arise;
- Secure long-term temporary accommodation.

4. CONCLUSION

- 4.1 Commuted sums provide a valuable opportunity for the councils to ensure that a planning application positively contributes towards the councils' aims of delivering affordable homes to meet local need.
- 4.2 There is a need for guidance to be approved for the spending of commuted sums, which allows for the appropriate and timely use of these payments to provide new-build affordable housing that meets the housing needs of the District.

5. IMPACT ON STRATEGIC THEMES

- 5.1 The delivery of the provision good quality housing which meets the needs of the district will have positive impact on the corporate goals of which underpin the Council's vision for the District, in particular Sustainable growth and new infrastructure and Protected and improved environment for residents and visitors.

6. IMPLICATIONS

- (i) **Impact on Customers** – The project will potentially increase the supply of affordable housing available for residents of the District.
- (ii) **Impact on Equalities** – None.
- (iii) **Impact on Risk** – The increased provision of affordable housing will reduce the Council's risk relating to this matter.
- (iv) **Impact on Resources (financial)** – None.
- (v) **Impact on Resources (human)** – To continue to be identified through the management of the service.
- (vi) **Impact on the Environment** – The development of sites will have an impact on the environment. However, by the Council promoting sites itself it has the ability to limit the harm to the environment.
- (vii) **Impact on Strengthening Communities** – None.

Background Papers: Report to the Council (18 March 2021).

Enquiries to: Matt Leigh, Lead Specialist Place.

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Affordable Housing and Commuted Sum Strategy

1. Introduction

- 1.1 The aim of Maldon District Council's (MDC) Affordable Housing Policies and guidance is to ensure the development of balanced and integrated communities and to deliver good quality affordable housing. The need for subsidised, affordable housing provision has long been recognised. The cost of good quality private sector housing in the right location means that significant numbers of households lack the income to meet the market cost of housing. Without subsidised housing, these households can fail to obtain housing of an acceptable standard.
- 1.2 This strategy explains MDC's approach to the delivery of affordable housing where these homes cannot be delivered as part of a development on-site, or where the delivery of the affordable homes elsewhere is more sustainable than on-site. In these circumstances a monetary alternative is provided to fund this off-site provision as a commuted sum. In accordance with the NPPF this guidance is not prescriptive, rather it sets out principles which should be followed whilst undertaking viability assessments and determining an appropriate commuted sum. This provides flexibility when dealing with housing proposals that vary significantly in location, scale, type and tenure.
- 1.3 Acceptance of a commuted sum has been a very rare occurrence for the council as affordable housing has generally been delivered on-site. There is a likelihood that in the future commuted sum payments will happen on a more regular basis and, whilst individually these sums may be relatively small, the total value of commuted sum receipts will continue to grow.
- 1.4 A legal agreement under section 106 of the Town and Country Planning Act 1990 (S.106) may require the council to spend, or commit to spend, commuted sums received within a specified timescale. If they have not been used or allocated for use, a developer may, after the specified period, seek a return of a commuted sum payments. As a non-stock holding authority, affordable housing in the District is provided by Housing Associations who rely on public subsidy towards the capital costs of development; this adds an additional layer of complexity to the use of any commuted sums received.

Affordable Housing and Commuted Sum Strategy

- 1.5 It is therefore important for the council to have an agreed approach to enable timely and appropriate use of these monies.
- 1.6 The provision of affordable housing is considered to be in accordance with the Council's Corporate Plan (2021-2023); particularly 'Deliver the housing the District needs' and 'Deliver sustainable growth and new infrastructure through development'.

2. Definition of Affordable Housing

- 2.1 The NPPF Annex 2 defines Affordable Housing as:

"Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:"

"a) Affordable housing for rent: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable);(b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent)."

"b) Starter homes: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's

Affordable Housing and Commuted Sum Strategy

eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.”

“c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.”

“d) Other affordable routes to home ownership: is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.”

- 2.2 Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.
- 2.3 Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable Housing and Commuted Sum Strategy

- 2.4 Affordable rented housing is let by private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
- 2.5 Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

3. Definition of Commuted Sum

- 3.1 A commuted sum is an amount of money, paid by a developer to Maldon District Council, where the size or scale of a development triggers a requirement for affordable housing, but it is not possible to deliver affordable housing on site. The sum will be used to provide affordable housing on an alternative site in the local authority.
- 3.2 The requirement for a commuted sum to be paid in lieu of on-site delivery of affordable housing is secured S.106 legal agreement. It is necessary to adhere to any specific constraints such as a time limit for the sum to be spent, or restrictions around locality for alternative provision.
- 3.3 The council can, in appropriate circumstances seek a legal agreement as part of a planning permission for a development. The Local Planning Authority must ensure that a S.106 obligation meets the relevant tests set out in the Community Infrastructure Levy Regulations 2010 (CIL).
- 3.4 It must be satisfied that the obligation is necessary to make the development is:
- Acceptable in planning terms;
 - Directly related to the development and fairly; and

Affordable Housing and Commuted Sum Strategy

- Reasonably related in scale and kind.

4. Maldon District Council's Affordable Housing Policy

- 4.1 The Council's Local Development Plan (LDP) seeks to deliver market and affordable housing that meets the needs and aspirations of existing and future residents, of different demographic groups and needs, over the plan period (2014-2029). Specifically, the affordable housing policy positions is defined by LDP Policies H1: Affordable Housing, Policy H2: Housing Mix, H3: Accommodation for 'Specialist' Needs and both the 'Specialist Needs Housing Supplementary Planning Document' and 'Affordable Housing and Viability' Supplementary Planning Documents.
- 4.2 All housing development of 10 or more units or 1,000m² are required to contribute towards affordable housing provision to meet the identified needs of the District. Policy H1 of the LDP sets out the affordable housing requirements for each sub-area in the District. These are shown in the table below as the percentage of affordable required in each development where required:

Sub-area Requirements	
North Heybridge Garden Suburb:	25%
North of Heybridge - S2(d)	40%
North of Holloway Road - S2(e)	40%
West of Broad Street Green Road - S2(f)	40%
South Maldon Garden Suburb	40%
Strategic Allocations at Maldon, Heybridge and Burnham-on-Crouch	40%
All other developments:	
Northern Rural, Maldon Central and South and Rural South	40%
Maldon North and Rural South East Higher	30%
Rural South East Lower	25%

- 4.3 Since adoption of the Local Development Plan, the Government has set a national threshold of 10 units and maximum combined floor space of 1,000 sqm, beyond which, contributions to affordable housing provisions can only be

Affordable Housing and Commuted Sum Strategy

sought. This is a material consideration that MDC gives significant weight to through the Development Management process.

- 4.4 The Council does consider accepting financial contributions (commuted sums) from developers where it is justified that affordable housing cannot be delivered on-site or when the District's affordable housing needs can be better satisfied through this route.

Examples of where Commuted Sums may be acceptable

- 4.5 The Council expects on-site affordable housing to be provided on-site. Applicants should not automatically assume that a financial contribution in lieu of on-site affordable housing will be acceptable. However, it is accepted that, at times, it may be more beneficial to accept a financial contribution to better meet the District's affordable housing need. It is considered that these situations will include:
- The location of the proposed development is not in a sustainable suitable location (in relation to access to local services e.g. health, education and public transport).
 - The location of the site is not considered appropriate for affordable housing.
 - Delivery of on-site affordable housing in an area where there is already a dominance of a particular tenure of affordable housing.
 - Where the applicant can demonstrate that no registered provider is interested in purchasing the proposed affordable housing element.
 - There is a limited demand for this type of accommodation in the area, the type or tenure is considered to be unfavourable, there would be an overconcentration of a specific type or tenure of accommodation
 - When the contribution would make up part of a flat block and/or when the size of the units may be unattractive to a registered provider (This would normally only be relevant when considering the conversion of an existing building rather than the provision of a new development).

Affordable Housing and Commuted Sum Strategy

- It can be demonstrated by the applicant that delivery is not possible because of viability constraints (an accompanying viability assessment will be required).

How will the Commuted sum be calculated

- 4.6 On sites where the Council has decided to take a financial contribution the Council will calculate the payment to be made. The formula used to work out the commuted sum is set within Maldon District Council's 'Affordable Housing and Viability Supplementary Planning Document (SPD)'. All contributions will be based upon this formula:

Developer contribution: $A = B \times C$

A: the affordable dwelling payment.

B: the average price for an affordable dwelling (by size and tenure).

C: policy requirement number of units.

5. How will the Commuted Sums be spent

- 5.1 The Local Authority will use financial commuted sums in a number of ways and will require the flexibility to do so to be reflected in its approach and in the s.106 agreement. Where the contributions are accepted they will be used to provide an additional affordable housing enabling tool aimed at meeting the housing needs of the District. Commuted sums will be earmarked to enable the provision of affordable housing through a variety of means such as:

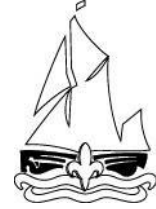
- To support and facilitate the delivery of affordable housing led development;
- To support the delivery of new build affordable housing;
- To create additional, larger or a different tenure mix within the existing affordable housing provision;
- To provide funding in order to make it possible for a higher proportion of affordable homes on a site than is required by policy;

Affordable Housing and Commuted Sum Strategy

- To fund extra units of affordable housing on alternative sites or additional units outside of those secured under the S106 agreement;
- For the deliver of affordable housing schemes that meet the specific hosing needs of the residents of the District;
- Acquisition of single dwellings that can be used for affordable housing units when opportunities arise.
- Secure long-term temporary accommodation.

6 Conclusion

- 6.1 Commuted sums provide a valuable opportunity for the councils to ensure that where delivery of affordable housing on a site is not possible, alternative provision can contribute towards the councils' aims of delivering affordable homes to meet local need.
- 6.2 There is a need for guidance to be approved for the spending of commuted sums, which allows for the appropriate and timely use of these payments to provide new-build affordable housing that meets the housing needs of the District.



**REPORT of
DIRECTOR OF STRATEGY, PERFORMANCE AND GOVERNANCE**

**to
STRATEGY AND RESOURCES COMMITTEE
16 SEPTEMBER 2021**

**ISSUES AND OPTIONS FOR CONSULTATION IN REGARD TO THE WORK OF THE
LOCAL DEVELOPMENT PLAN REVIEW**

1. PURPOSE OF THE REPORT

- 1.1 The purposes of this report are for the Committee to consider the Issues and Options document with a view to it going out for public consultation for a minimum period six weeks. This is to support the delivery of a lawful and sound Maldon District Local Development Plan (LDP) Review. The Issues and Options Document is appended to this report at **APPENDIX 1**.

2. RECOMMENDATIONS

- (i) That the progress made in the preparation of the Local Development Plan Review be noted;

To the Council:

- (ii) That the Regulation 18 Issues and Options Document for public consultation in accordance with the Regulations and the Maldon District Statement of Community Involvement 2021 (**APPENDIX 1**) be approved.

3. BACKGROUND

- 3.1 On 23 February 2021, the Council approved a review of the Maldon District Local Development Plan (LDP) (Minute No. 282 refers). The timetable to be followed was set by Council in the update to its statutory Local Development Scheme 2021 - 2024. It is 30 months and is due to be completed by Winter 2023.
- 3.2 There is considerable flexibility open to Local Planning Authorities in how they carry out the initial stages of local plan production, provided they comply with the specific requirements in Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. This Regulation sets out that the Local Planning Authority must notify specific organisations and persons that they propose to prepare a local plan and to invite them to make representations about what the local plan ought to contain. The vehicle for complying with Regulation 18 is the production for consultation and wide engagement of an Issues and Options Document.
- 3.3 As part of the work of the Local Development Plan Review, the Council has set up a cross party Working Group. This Group has now met on a number of occasions and on 21 and 23 June 2021 there were two all Member workshops which examined a variety of themes and issues spanning different policy areas, which have been identified as either strengths, weaknesses, opportunities or threats to the

development of the District. The feedback from these workshops and the LDP Review Member Working Group has assisted in the creation of the Issues and Options Document.

3.4 Since the approval review the LDP, Council Officers has also;

- established a Planning Policy Programme Board to ensure adequate corporate oversight of project governance, partner engagement, risks/issues and budget assurances.
- prepared and consulted on an update to the Maldon District Statement of Community Involvement to ensure the consultation and engagement standards for the LDP Review reflect legislation and best practice;
- prepared and consulted on a Duty to Cooperate Strategy to form the framework for engagement and discussion with specific public bodies around strategic and cross boundary issues affecting the Maldon District;
- established new project relationships with Essex County Council, Chelmsford City Council, Homes England and the Mid Essex NHS Clinical Commissioning Group to address issues as they arise, reduce the chance of objection to the LDP Review and support multi-agency delivery;
- undertaken an initial Call for Sites exercise to identify new land across the District which developers and landowners would be willing to bring forward for new development over the plan period. This exercise has also assisted in the formulation of the Spatial Growth Options in the Issues and Options Document.
- carried out a desktop and on-site survey of all the settlements in the District to create an updated Settlement Hierarchy.
- started the process toward developing an up to date and robust evidence base (through in-house studies and specific commissions) to inform and underpin the LDP Review's development.

3.5 Developing a LDP Review should be shaped by early, proportionate and effective engagement between the Council and communities, local organisations, businesses, statutory consultees, infrastructure providers and operators. The Council is using this stage of the LDP Review process to undertake a significant public engagement exercise to seek the views of the District's varied communities and stakeholders about the future for the 20-year period 2023 to 2043. This would see the lifespan of the LDP extend by 14 years from the approved 2017 version. This stage in the process also provides an opportunity for the council to consult on a wide range of Spatial Options to accommodate the District's development needs and on which to base its reviewed planning policies.

4. SUMMARY OF KEY ISSUES

4.1 The Issues and Options sets out the following;

- A spatial picture of the District.
- The issues purporting to affect the District.
- A Vision for the District to 2043.
- A series of objectives or goals which are linked to the delivery of the Vision. These should be clear so that they can assist in the monitoring of the effectiveness in terms of delivery of the policies in the Plan.

- The Plan Period of the Local Development Plan. The consultation document sets out a plan period of 20 years, 2023 – 2043.
 - The Housing Delivery Target for the plan period utilising the Government's standard method for its calculation and tested through the 2020 Maldon District Local Housing Needs Assessment which can be found on the Council's Website.
 - Revised draft Settlement Hierarchy.
 - A wide range of Spatial Options for the delivery of both housing and economic growth over the plan period
 - A series of consultation questions associated with the key subjects of the review and their issues.
- 4.2 The purpose of the public engagement with regard to the Issues and Options Document is to start a discussion with our communities, businesses and statutory partners about what the future of the District might look like? It is intended to focus on core issues and questions, rather than covering every eventuality or issue, or focussing on technical planning or statutory requirements.
- 4.3 This document is not necessarily something we all feel completely comfortable with because its main purpose is to test through consultation a wide range of issues and options and shape the LDP Review through that consultation process. The Spatial Options set out in Section 9 of the document should according to national policy be aspirational, but also realistically deliverable. Apart from the Housing Target, the document is what is called "policy-off" in that it does not take account of the policies in either the present LDP or national policy and it also does not take account of environmental constraints, nor infrastructure requirements or capacity. This stage will come later when we drill down into exploring fewer options and test them against their sustainability, environmental constraints and infrastructure requirements.
- 4.4 It is also important to ensure that the Issues and Options Documents includes all realistic options and the maximum plan-period because if they are not considered at this early stage in the process, they will not be able to be considered at a later date without a further round of consultation. It is important that the community also start to reimagine what their local neighbourhoods might look like in the future, and share with us what they value most now, so it can be enhanced in the revised vision and objectives as necessary.
- 4.5 For the purposes of the Council's obligations to the Equality Act 2010 and the Human Rights Act 1998, an Equality Impact Assessment has been prepared for the Issues and Options Document – **APPENDIX 2**. This Assessment will be updated, iteratively, as the LDP Review is prepared through its various stages and as its policies get designed and developed.

5. CONCLUSION

- 5.1 Subject to Council approval, the Issues and Options Document will be put out for public consultation and engagement as soon as reasonably possible. The minimum period for consultation will be six weeks. The public consultation will follow the requirements of the council's Statement of Community Involvement and Regulations in order to meet the legal tests for the local plan.

6. IMPACT ON STRATEGIC THEMES

- 6.1 The Strategic Themes of Place, Prosperity and Community seek to manage the Council's response to strategic issues facing the District. The Issues and Options Document consultation will assist the Council to produce a LDP Review which reflects the concerns and aspirations of those that engage with it.

7. IMPLICATIONS

- (i) **Impact on Customers** – The Issues and Options Document consultation enables those that wish to engage in the Local Development Review process to do so effectively and influence the creation of a robust reviewed plan.
- (ii) **Impact on Equalities** – The LDP Review will include an Equalities Impact Assessment (EQIA) as part of its evidence base to inform preparation of policies that meet the requirements of the Equality Act 2010. **APPENDIX 2** sets out the initial assessment for the Issues and Options Document.
- (iii) **Impact on Risk** – The Issues and Options consultation helps to reduce the risk that the LDP Review will fail its legal duties with regard to the engagement process, this would not be resolvable at the Examination in Public and could result in the Plan being withdrawn. It also ensures that the project maximises opportunities presented to the Borough by growth and the planning system.
- (iv) **Impact on Resources (financial)** – The LDP Review and Local Development Scheme had a programme budget agreed at Council on 23 February 2021. The Issues and Options Document consultation is included in that budget and does not increase the need for resources.
- (v) **Impact on Resources (human)** – The Issues and Options Document consultation will not cause a negative impact on human resources, but it will be supported and delivered by existing officers and Members.
- (vi) **Impact on the Environment** – The Issues and Options Document consultation will help to ensure any environmental issues and questions are raised at this early stage in the LDP Review process and can be considered in the formulation of the final plan.
- (vii) **Impact on Strengthening Communities** - The Issues and Options Document consultation will help to maximise engagement with communities and ensures that their issues and concerns can be considered in the formulation of the LDP Review.

Background Papers: None.

Enquiries to: Anne Altoft-Shorland, Lead Specialist Local Plans.

**MALDON DISTRICT
LOCAL DEVELOPMENT PLAN REVIEW**

REGULATION 18

ISSUES AND OPTIONS DOCUMENT

DRAFT JULY 2021

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1.0 ISSUES AND OPTIONS CONSULTATION BACKGROUND

1.1 Maldon District's Local Development Plan (LDP)

All councils have to prepare a Development Plan called a Local Plan; this document is, along with the National Planning Policy Framework (NPPF) used in the determination of planning decisions. It sets out how an area can meet its growth needs for things such as new housing and employment development. All local plans include a spatial strategy which directs where this growth will go and allocates land so that it can be developed. They also contain more detailed policies to guide how councils will make decisions on planning applications. The plan covers all types of development, from housing to employment, shops, infrastructure (roads, schools, green spaces) and community facilities, with a few exceptions including how waste and minerals related development will be catered for.

Maldon District Council's Local Development Plan (LDP) was approved following an Examination in Public by the Planning Inspectorate in 2017 and it covered the period 2014 to 2029. The LDP applies to the whole of Maldon District.

1.2 Why does the LDP Need Reviewing?

Policy S3 in the approved LDP had a trigger set out in it for an early review, in para 2.16 of the LDP it states;

"The Council will monitor housing delivery against the housing trajectory for the District using the indicators specified in the Monitoring Framework set out in the LDP. If the Authority Monitoring Report (AMR) demonstrates that the Garden Suburbs and Strategic Allocations deliver less than 75% of their projected housing completions in three consecutive years (based on the trajectories set out in Figure 4 of this Plan), the Council will undertake a partial review of this Plan. In undertaking this review, the Council will ensure that sufficient infrastructure capacity is available and that the potential allocation of additional housing sites will not prejudice delivery of the infrastructure required by the Plan."

The council has also been monitoring development every year since the LDP was approved. Monitoring in 2019/2020 showed that the trigger had been met for the first time.

Additionally, the evidence base, which supports the LDP is now becoming out of date and the District does not have a 5 year supply of housing land which helps residents with choice in their accommodation needs. National policy has also been amended since the LDP was approved and there are some aspects which are no longer in conformity with it, which reduces its effectiveness in managing development in the District. Finally, in February 2021, the Council declared a Climate Emergency and many of the policies in the LDP do not provide the best foundation from which to help manage and mitigate the effects of climate change on the District.

It is therefore considered an appropriate time for a review of the document. The reviewed LDP will start to carry some weight as it progresses through the plan making stages and on adoption will carry full legal weight and fully supersede the current LDP.

1.3 Timetable for the Review of the Local Plan

The updated Plan will cover the period up to at least 2038, fifteen years from the expected date of adoption in 2023. The council has published a timetable for updating the Plan in its statutory Local Development Scheme. The timetable is outlined below:

DOCUMENT TITLE	REVIEW OF THE LOCAL DEVELOPMENT PLAN
Role and Content	To provide an update to the Adopted Local Development Plan 2014 – 2029 this will provide a planning policy framework and development strategy for Maldon District up to 2038
Coverage	Maldon District
Timetable	Consult on Issues and Options – Autumn 2021 Consult on the Preferred Strategy LDP (Reg 18) – Summer 2022 Publish Draft LDP (Reg 19) – Early Spring 2023 Submit to the Secretary of State for Examination – Late Spring 2023 Adoption – Late Autumn 2023
Chain of Conformity	Relevant Planning Acts and Regulations National Planning Policy Framework and Planning Practice Guidance Maldon District Corporate Plan Local Development Plan Evidence base
Resource	Local Plans team; Other Council Officers; Co-operation with neighbouring local planning authorities; Co-operation with relevant stakeholders including infrastructure providers; Use of technology and web-based communication to assist with consultation; and Consultancy support to develop, review and update the evidence base and aid with the Examination.

1.4 **Why are the Council consulting on an Issues and Options document now?**

As outlined in the timetable above, the LDP update process has a number of formal statutory stages to pass through which will take place over the next few years. This includes consultation on draft versions of the Plan. This Issues and Options document is the first formal but non-statutory consultation in the plan making process. Its main purpose is to ensure that the Plan had identified the main key issues for those parts of the Plan that the Council are reviewing and that all suitable options for accommodating change are considered. This is your opportunity to feed into the LDP Review process at an early stage and help shape the future changes to the Plan.

1.5 **Will the Review of the Local Plan Impact on Neighbourhood Planning?**

For some Parish Councils in Maldon District, Neighbourhood Planning has enabled them to come together to produce a statutory plan for their local area to influence how development should be managed. Neighbourhood Plans have the same status in the planning process as Local Plans, but they must be in conformity with the Local Plan and also legislation, national planning policy & guidance.

Whilst any Neighbourhood Plans that have been formally 'made' (that is, they have been brought into effect for use in the District's planning policy framework) will continue to form part of the Development Plan for their areas, the most up to date plan takes precedence and therefore the LDP Review may supersede parts of Neighbourhood Plans which do not comply with it.

It is recommended that new and developing Neighbourhood Plans should, as far as it is possible, take into account the LDP Review as they are developed and that any 'made' Neighbourhood Plans may need to be reviewed themselves by Parish Councils in light of any changes coming forward. The council will support communities through this process.

1.6 **Making Comments on this Consultation**

The consultation will run from XXXX to 5.30pm on the XXXX.

Representations should arrive no later than 5.30pm on XXXX. All representations received will be made available to view publicly.

The consultation document and supporting documents can be found on the council website at: www.maldon.gov.uk/Issues-and-Options

If you would like to make comments, please reference specific questions, sections or paragraph numbers and be as specific as possible. You are not required to comment on all of the questions in the Issues and Options document and you can complete as many questions as desired.

Please send your comments in one of the following ways:

XXXXXX

2.0 **THE DISTRICT OF MALDON - A SPATIAL PICTURE**

- 2.1 The District covers an area of 36,000 hectares and has over 70 miles of unique coastline. Compared to other locations in Essex, the District has a relatively low crime rate, good quality housing stock, a unique retail offer with quality high streets in both Maldon and Burnham-on-Crouch. The District's natural landscape is dominated by the

two estuaries and the extensive flat and gently undulating alluvial plain along the Rivers Blackwater and Crouch and their relationship with the North Sea. The area has strong associations with fishing and marine trades, and more recently sailing.

- 2.2 The District has strong spatial connections with a number of important regional growth areas including, the Haven Gateway, the Thames Gateway, London, Chelmsford, the M11 corridor, M25; as well as Stanstead and Southend Airports.
- 2.3 The settlements of Maldon, Heybridge and Burnham-on-Crouch are important drivers for the local economy. The District is home to approximately 27,500 jobs generated from 3,681¹. The villages and rural areas also make a considerable contribution to the District's economy with a high performance in agricultural and farming related activities, including viticulture. Historically, the economy was based on agricultural production, coastal trade and manufacturing. However, in recent decades there has been a shift towards a mixed economy with an increased service sector, tourism and advanced engineering and manufacturing businesses.
- 2.4 Tourism is an important sector in the wider Essex economy contributing £3.4bn of value. Maldon District is an important contributor of this diverse appeal with its offering of heritage, unique landscapes, recreation areas and marine culture all within close proximity to London and the wider region. These qualities have made the District increasingly attractive to the TV and film industry as a production location, which itself is attracting more people to the area as they search for the places they see on their screens. To the Maldon District, tourism contributes around 17% of all employment and brings over £178m in visitor spend to the local economy².
- 2.5 The District has a unique heritage including a maritime heritage with more than 1,000 entries on the statutory list of buildings of architectural or historic interest, 21 Scheduled Monuments, one Registered Park and Garden, and one Registered Battlefield. There are also 14 designated Conservation Areas which incorporate the historic cores of towns and villages, eight miles of waterway incorporating the Chelmer and Blackwater Navigation and the 24 buildings and open space of a nationally important World War One Aerodrome in Stow Maries.

The District is 211th (out of 317 English local authority areas) in terms of its overall ranking in the Index of Multiple Deprivation. However, its score with regard to barriers to housing is lower with 149 out of the 317 English Local Authorities, which is most likely an indicator of the high cost of housing and the lack of rental housing supply especially in the south of the District.
- 2.6 In 2021, the District of Maldon had a population of approximately 65,800. By 2038, this is estimated to have increased to approximately 72,000. Whilst the District's population has doubled over the last 40 years, it still has one of the lowest population densities in Essex at approximately 182 residents per square kilometre. As with other locations in Essex, the population of the District is ageing and it is projected that between 2021 and 2038, the population aged between 65 and 84 years is expected to increase by approximately 45%; whilst those aged over 85 years is expected to double. There is also projected to be a decline in the ratio of working age people, which could have a future impact on employment vacancy rates.

¹ Cambridge Economics within the Maldon District Economic Study – Hatch 2020

² Destination Research – Economic Value of Tourism 2020

2.7 The District's natural landscape is dominated by the two estuaries and the extensive flat and gently undulating alluvial plain along the Rivers Blackwater and Crouch, these areas have fragile habitats and biodiversity with many of the areas being of international, national and local importance and subsequently have been designated as Ramsar Sites, Sites of Special Scientific Interest (SSSI), Special Protection Areas (SPA), Special Areas of Conservation (SAC) and National Nature Reserves (NNR). There are significant areas of semi-natural habitat that make an important contribution to the area's diverse landscape character and offers key landscape views across the estuaries. The presence and distribution of these habitats is strongly influenced by geology and landform and include woodland, grassland, estuary, salt marsh, mudflats, and freshwater and open water habitats.

2.8 The District is geographically split into three distinctive areas which are the Central Area (Maldon and Heybridge), the North and West Area and the South and East Area. The areas are described in more detail below and illustrated on Map X. (to be inserted)

2.9 The Central Area (Maldon and Heybridge)

Maldon and Heybridge are interdependent in terms of how residents use their services and facilities, though the River Blackwater runs between the two, connecting them by Fullbridge and the A414. These two settlements have a combined population of approximately 23,000 and account for over a third of the District's population. They have an important commercial, retail, leisure and service centre function that serves the whole District, assisting the growing tourism sector with museums, places of architectural interest and parks, including the renowned Promenade Park.

2.10 Maldon is a medieval market town that was first mentioned in AD 913 in the Anglo Saxon Chronicle. As one of the oldest towns in Essex, its rich history is reflected in the quality of its architectural heritage. There are 185 Listed Buildings in the Maldon Conservation Area alone. Maldon is also known internationally for its sea salt production and as a centre for Thames Sailing Barges. Unfortunately, its two railway stations were closed in the 1960s and some parts of the old railway line have since been built over.

Maldon is also home to the South Maldon Garden Suburb which was allocated for strategic growth in 2017 and is currently being built in phases, which will include new community facilities, including an NHS health hub, a new primary school and relief road.

Heybridge has two distinctive parts, a large urban area and the riverside area of Heybridge Basin. The urban area is characterised by its manufacturing heritage, which has had an important impact upon the urban grain and architecture of the area. The Basin area is quite different and is characterised by its relationship to the Chelmer and Blackwater Navigation that was opened in 1797. Many of its buildings can trace their links back to a maritime heritage and date from the development of the commercial waterway in the late eighteenth and early nineteenth centuries, with some twentieth century replacement buildings.

2.11 The North and West Area

2.12 In this area lies the settlements of Great Totham, Great Braxted, Purleigh, Tollesbury, Tolleshunt D'Arcy, Wickham Bishops, Woodham Mortimer and Woodham Walter, Little Totham, the Broad Street Green area and the area of Beacon Hill, Tollesbury, North Fambridge, Cold Norton, Stow Maries, and Cock Clarks.

- 2.13 This area is characterised by its distinctive settlements, ponds, reservoirs and wooded areas. North Fambridge is located in the south of the area and has its own railway station on the Southminster branch line that terminates at Wickford with onwards services into London Liverpool Street and Southend Victoria. There are golf courses, wooded walks, a linear country park along the route of the former Maldon to Witham railway line and the settlement of Stow Maries includes an important World War One Aerodrome.

Tollesbury is an historic settlement with a strong relationship with the River Blackwater and its economy was traditionally based on oyster dredging and agriculture. The hinterland is mainly comprised of marshland and saltings.

- 2.14 The Broad Street Green area, because of its close connection with the main settlement of Maldon and Heybridge was one of the areas the LDP allocated for strategic growth in 2017 and will in the future be the location of the North Heybridge Garden Suburb with its associated new community facilities, including a GP practice and primary school.

2.15 **The South and East Area**

- 2.16 In this area lies the following settlements; Burnham-on-Crouch, Southminster, Dengie, Bradwell-on-Sea, Asheldham, Bradwell Waterside, Mayland, Maylandsea, St Lawrence, Althorne, Tillingham and Steeple.

- 2.17 This area incorporates the Dengie Peninsula with its rural character, open big skies, tranquillity, marshland and mudflats. This area also incorporates Burnham-on-Crouch which is the second largest town in the District, after Maldon and Heybridge, connected to other places with a railway station. Burnham-on-Crouch is predominantly known for its coastal trading history and sailing activities. It is associated with its maritime connections including oyster trading and yachting, with a number of clubs which include the Crouch Yacht Club, the Royal Corinthian Yacht Club and the Royal Burnham Yacht Club.

- 2.18 The settlement of Southminster also lies in this area and contains several historic buildings including St Leonard's Church. The settlement also has its own railway station, which is the terminus of the Crouch Valley branch line.

- 2.19 A third railway station is located at Althorne, though the station is physically separated from the main settlement, which lies instead on a rise in the land and this gives it wide open views to the River Crouch and its landscape.

- 2.20 Bradwell-on-Sea on the Dengie Peninsula is a settlement with a history of national significance. It contains the remote Chapel of St Peter-on-the-Wall, which is one of the oldest chapels in England being constructed in AD 654 from Roman ruins when St Cedd was sent from Lindisfarne to spread the Gospel in East Anglia.

Would you agree with the above spatial picture of the District?

3.0 NATIONAL CONTEXT

3.1 Planning System & National Issues

The Government has highlighted its ongoing commitment to the plan-led system, seeing it as a key way of delivering many of its objectives including an increase in house building nationally and raising the standard of design in new developments. By law, the LDP Review will need to be in conformity with new legislation including national policy and guidance and take account of any changes that the Government makes to the system whilst the LDP Review is evolving.

Alongside the Planning Bill, proposed in HM The Queen's Speech 2021, other topical issues that could affect the Maldon District as the LDP Review is delivered include:

- The introduction of the Future Homes Standard meaning a ban from installing fossil-fuel boilers in domestic properties from 2025;
- The introduction of a Future Buildings Standard to the Building Regulations, to improve the energy efficiency of non-domestic buildings;
- The ban on new petrol and diesel engines by 2040 and the need to increase alternatives; and
- The roll-out of Biodiversity Net-Gain schemes via development.

3.2 Nationally Significant Infrastructure Projects

It is important to remember that not all planning decisions are determined by Maldon District Council. Some projects, which are deemed by the Government to be in the national interest are instead planned and determined through a separate policy and determination process called National Policy Statements (NPSs), Nationally Significant Infrastructure Projects (NSIPs) and Development Consent Orders (DCOs).

There are two NSIPs currently underway for the Maldon District. These are:

- Bradwell B New Nuclear Power Station
- A12 Junction Upgrade and Widening Scheme

Bradwell B New Nuclear Power Station

Maldon District has been identified by the Government as the location for a potential new nuclear new build site at Bradwell on-Sea, known as Bradwell B. Bradwell is no stranger to nuclear development and is also the site of the decommissioned Bradwell A Magnox power station. Whilst the current developer promoting the project paused work on the Development Consent Order (DCO) in January 2021, Bradwell-on-Sea is still an identified site in the National Policy Statement for Energy Infrastructure (EN-6)³, which the LDP Review cannot change and according to the Government it remains available and potentially suitable, in principle, for nuclear energy development.

3.3 Planning policies for NSIPs are set out in NPSs and do not form part of the LDP. The Council does however have to give them consideration when reviewing the LDP.

3.4 When determining DCO applications for NSIPs the Government will consult the Council. The Council will then prepare a Local Impact Report, to which the Planning

³ [National Policy Statements for energy infrastructure - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/national-policy-statements-for-energy-infrastructure)

Act 2008 states that the Secretary of State must have regard to when determining the DCO. The LDP Review can therefore play a crucial role in helping to inform the Local Impact Report along with any other evidence and considerations.

- 3.5 The Council will, however, be the decision-maker for any ancillary development linked to the NSIP (but not included in the DCO) under its powers as LPA. Any such development will be considered against the LDP and the NPS.
- 3.6 There may also be occasions where supporting or preliminary work for NSIPs is required before the DCO work. If this happens any proposals will be considered in line with the policies in LDP.
- 3.7 **The A12 Junction Upgrade & Widening Scheme**
On the north-west of the District is a proposal by Highways England to upgrade a stretch of the A12 between Chelmsford and Colchester (junction 19 Boreham Interchange to junction 25 Marks Tey Interchange). Some very small stretches of the road are physically in the Maldon District.
- 3.8 MDC has been engaged in the process since 2017 and together with our Highway Authority partners in Essex County Council and our neighbouring authorities, we have been working to identify ways to improve road conditions on connections into the A12 which Maldon District residents and businesses use.

4.0 KEY ISSUES FOR MALDON DISTRICT

4.1 District Wide

It is important in the review to reconsider the issues that face the District and ensure that they are still relevant. These should be short and high level and relate to matters that relate to the District. In the current LDP approved in 2017, the main issues that were to be addressed were as follows;

- 4.2 **Housing** – In-migration and lack of supply meant that demand was significantly higher than the amount of housing that was being built. This increased the affordability issue of housing, meaning more people were finding themselves not being able to afford to continue to live in the District and some who had lived here all their lives were moving out to find somewhere more affordable to live. This was exacerbated by the fact that a large proportion of the working population out-commuted to London and there was a difference in the wages between those that worked locally. There was a high need for affordable housing across the District exacerbated by a lack of supply with an imbalance in the requirement against the delivery of the type and size of housing. There was also a growing requirement for the delivery of additional Gypsy and Traveller sites.
- 4.3 **Economy** - With the exception of few large-scale companies, the economy of the District was generally defined by a large number of small firms. Whilst there was overall prosperity across the District, there was a skills shortage with a high proportion of the working age population possessing no qualifications and a significant proportion of the population out-commuting to work. This resulted in a disparity in income levels of local workers, versus those who commuted, exacerbating issues of affordability and quality of life.

- 4.4 The Natural and Built Heritage** - The Maldon District was characterised by a diverse and distinct natural, historic and built heritage which made a significant contribution to the quality of life in the area. There was a need for the planning policy framework to optimise these assets whilst maintaining an appropriate balance with the requirement to also meet development needs. Due to the coastal and low-lying topography around the estuaries, the District was considered to be particularly vulnerable to the impacts of climate change and flooding. The vulnerability of new development needed to be minimised to ensure that this risk was not worsened for future generations.
- 4.5 Accessibility** - The District has direct links to the A12 trunk road via the A414 and the B1019. Many roads within the District comprised B and C class country roads. There is one railway branch line (the Crouch Valley Line) along the south of the District connecting Southminster, Burnham-on-Crouch, Althorne and North Fambridge to South Woodham Ferrers (in Chelmsford City area) and onto London, via Wickford. Bus and taxi services were the only other transport option for the rest of the District and there were issues around the level and frequency of bus service provision in some rural locations, though 78% of the Districts settlements have either a shopper or commuter bus service. The rural character and relatively poor accessibility across the District impacted upon the ability of individuals, particularly young people without access to their own transport to access things like education, work and social activities, which also affected older people's access to key services.
- 4.6 People and Communities** - The provision of infrastructure and facilities was considered to be a vital component in addressing the sustainability and well-being of communities and all new development needs were planned to be supported by the provision of adequate infrastructure. Facilities such as village shops, post offices, community halls and pubs located in the more rural settlements had a key role in securing the cohesiveness of the local communities. Engaging people through sports, arts, leisure and cultural activities was recognised to strengthen communities and was considered that it could help to reduce problems of anti-social behaviour and exclusion. All parts of the District needed to have the opportunities to access activities and facilities and there was a need for investment in strategic community infrastructure across the District to enable and improve provision.

Question - Are These Issues Still Relevant?

4.8 Strategic & Cross Boundary Issues

In September 2021, the council approved a Duty to Cooperate Strategy that stipulates how it meet its legal obligations with other specific bodies that it must cooperate with on strategic and cross-boundary matters. These include organisations such as Essex County Council, Highways England, the NHS, the Marine Management Organisation, Natural England and the Environment Agency.

Thematically these strategic and cross boundary issues can be summarised as:

Highways

- A12 widening and junction improvements at Hatfield Peverell, Rivenhall and Witham
- Delivery of local highway infrastructure identified in the current LDP including the South Maldon and North Heybridge Relief Roads

Environment

- Synergy between the South East Marine Plan and the LDP Review
- Impacts of continued growth in Maldon & Heybridge on Air Quality Management Area in Maldon & Danbury (within Chelmsford City area)
- Impact of residential growth on protected habitats in Essex
- Impact of growth on the water cycle

Housing

- Housing market area changes - Maldon is now in a Housing Market Area with Chelmsford and Braintree
- The need and provision of Gypsy & Traveller Transit Sites in Essex

Education

- Primary and secondary education provision and capacity due to growth

Health

- Delivery of strategic infrastructure projects including NHS Health Hubs, GP surgeries and relief roads for Maldon and Heybridge

Question - Do you consider these to be the extent of strategic and cross boundary issues applicable for the Maldon District?**4.9 LDP Review - The Issues**

- 4.10 The previous LDP issues as set above may be still relevant, however there is the need to take into account that whilst the District has been building more housing in recent years, there is still a shortfall between the amount needed and the pace of delivery. There is also still a shortage of affordable housing and the out-commuting levels are still very high. The previous issues did not reflect the climate change emergency that the Council declared in February 2021, though they were considered in the LDP's accompanying Sustainability Appraisal but not emphasised as strongly in policy development.

- 4.11 A revision of the key issues are considered to be the following;

1) Reducing emissions and adapting to climate change

- New development is not doing enough to reduce emissions and adapt to the climate change increasing the amount of development that contributes to unsustainable travel patterns, resource usage and increased emissions of carbon and other greenhouse gases.
- Human interaction has the potential to increase flood risk, air, water and soil pollution which could have damaging consequences for the residents of the District.
- Lack of funding could compromise the ability of the Council and other Risk Management Authorities to bring forward viable flood risk mitigation schemes that could support existing and new communities.
- Whilst strategically, new partnership arrangements with other Essex authorities are building funding opportunities for mitigating development pressures on the most protected coastal habitats including those in the Maldon District, new developments are failing to bring forward genuine local mitigation measures to help improve the natural environment.

- Maldon District is in one of the driest areas of the country, water resources are scarce and require greater consideration in the planning process to reduce water wastage and capture and improve water efficiency in new development.

4.12 2) Resident-centred places to live

- The District possess' very attractive qualities for people living locally and as the District grows, it needs to ensure that by both design and delivery, the new places to live are resident focused.
- Median housing prices to earnings ratio is 11.87 (2019) which is the highest in Essex, this is considerable up from 4.2 in 1997 when the ONS started collecting this data and 10.82 in 2017. This is continuing to put a strain on affordability across the District.
- Because of the extensive rural nature of the District, there is a limited supply of brownfield land for development, which will inevitably mean that whilst the priority should continue to see land that has previously been developed brought forward for new places to live to be built, development will have to take place on more greenfield sites in the future.
- There are some settlements in the District which are much more isolated in terms of their distance from bigger settlements and their services and facilities. This places pressure on those settlements which are nearer in terms of location and public transport connectivity to take more growth.
- There remains an over-reliance on larger-scale developments to bring forward housing, which with hindsight may have contributed to some of the supply issues the District now sees, where those developers that have multiple sales outlets in the area are managing their construction resources differently than first intended, or where enabling works to larger sites are taking time to come to fruition. This will mean that going forward the council will need to consider allocating more smaller sites that could be built out by small-medium size builders that are not always constrained by the same issues.
- There is a continued need to support different types and sizes of housing, including perpetual First Homes, self-build/custom build homes and Gypsy & Traveller pitches.

4.13 3) A stronger, more resilient and inclusive local economy

- Population change in the District is driven by net-inward migration with some net international migration. The population is ageing with an expected decrease in the working-age population aged between 16 – 64, which could lead to an increasing labour shortage to local businesses by 2040. If nothing changes, this could see some sectors currently based in Maldon District relocate, or see a further increase of in-commuting into the District for work, which could increase congestion and pollution.
- There is growing competition for employment growth from larger employment centres around Maldon District such as Basildon and Chelmsford, whilst this could reduce land pressures, it could increase commuting and pollution.
- The District has a proliferation of smaller niche businesses but the LDP Review needs to be flexible enough to encourage and support them to grow-on when

they want to, as they provide valuable jobs many of which have higher wage offerings.

- Though 78% of settlements are connected by either a shoppers or commuters bus service, there is a perceived lack of a robust, interconnected multi-modal public transport system which leads to an increase in car usage, and a disconnect between where residents can live, work and access services. This could be affecting quality of life, business investment and the environment. It also means the District's lucrative and growing tourism industry is overly reliant on private vehicles as the means of travel.
- Whilst agriculture and tourism remain dominant employment sectors, both of these can be influenced by seasonal variations and this can undermine the number of full-time jobs available in the District. It is predicted that there will be a fall in agricultural jobs during the plan period, in line with national trends, but with 4 million visitors a year, tourism is a growing sector of the District's economy. Nevertheless, a lack of accommodation, restaurants and activities that maximise the District's coastal and estuarine location could hold it back from sustained growth as this lack of facilities does not encourage people to stay longer than a day.
- The current LDP allocated land equivalent to 11 football pitches for new employment development, however, the land that has been allocated employment land is not being built out as quickly as it could have been, which means it could become at risk of being lost to employment land uses if demand for other land use increases. This would mean the District would be at risk of not being able to react as well to the demand fluctuations expected in economic cycles, nor attract inward investment when opportunities arise.
- Our residents' qualifications profile is lower than the rest of Essex and the national average. The lack of skilled workers available locally can therefore deter inward investment and does not help to encourage aspiration in careers and jobs in our younger residents. This in turn limits their ability to rent or purchase homes and exacerbates out migration.
- The present LDP does not do enough to support small and medium sized construction firms who are more likely to be local and support local employment, economy and the local supply chain. It is estimated that for every dwelling built 3.1 local jobs are generated and through policy choices the LDP Review could look to diversify the share in the future.

4.14 4) Thriving, Distinctive Rural Communities for all ages

- There is a conflict between respecting the distinct character of the District's rural communities, whilst supporting improvements to rural housing, services and the economy
- The affordability of housing in rural communities leads to a lack of housing for younger people and families meaning they may have little choice but to move out to where they can afford. This has the effect of ageing the rural population, increasing isolation and leading to a decline in rural services and facilities if it is not more proactively managed.

- The perceived lack of a robust multi-modal public transport for both shoppers and commuters leads to more rural isolation and disconnectivity to settlements which support greater levels of employment and service provision.
- Many of the niche businesses in the District lie within our rural area and there is a forecast loss of manufacturing jobs during the plan period, this means there could be an impact on the rural economy.

4.15 5) Protecting and Enhancing our Diverse Natural Environment

- There are 211 kilometres of shoreline in Maldon District. The area of coastal designated sites is 7,815 hectares, representing 18 % of the total land area of the District. There are two National Nature Reserves (NNRs); with the Blackwater Estuary composed of the Tollesbury Flats and Old Hall Marshes. The Flats are an important feeding area for waterfowl and are an important habitat for a number of invertebrates. The Old Hall Marshes are also known to be a breeding ground and over-wintering site for waterfowl and are home to a number of important plant and invertebrate species. Sea level rise is having a serious impact on our coastal habitats due to coastal squeeze and the erosion of salt marsh.
- The unique biodiversity of the District is under pressure from climate change, land use and coastal squeeze – we move forward by ensuring development has the least impact as possible and invests in habitat improvement and biodiversity net-gain where it can be a success.
- The District has a reasonable level of ancient woodland concentrated in the west of the District; which plays host to numerous flora and fauna and is an important source of biodiversity which is under threat nationally.
- There are large numbers of prominent landscape areas and features within the District, with distinct contrasts between the well-wooded, higher land to the west and the flat marsh and pasture landscape of the valleys to the east. The natural rural environment is generally tranquil and undisturbed in character with a sense of remoteness, tranquillity and big dark skies which can be eroded by development.

4.16 6) Making the Built Environment Beautiful

- Much of Maldon District's archaeology, particularly that located along the coast, is susceptible to erosion due to sea level rise and climate change. This places these remains at significant risk.
- A Historic Environment Characterisation Project was undertaken in 2008 which identified 59 Historic Landscape Character Zones. We can already see the majority of zones have the potential for deposits, as well as being susceptible and sensitive to change. This means we need to take extra caution when looking at development locations and also consider where development could bring opportunities to understand and record our heritage for future generations...

- The unique heritage assets of the District can become at risk where they fall into disrepair or from nature forces; there are at present 7 sites on the Historic England at Risk Register.
- Whilst growth is an inevitability to ensure that future residents have good quality housing in sustainable rural communities and a robust economy, it is even more important that the design and setting of that growth enhances the rural and urban environments, otherwise the District is at risk of looking and feeling the same as everywhere else.

4.17 7) Ensuring that infrastructure meets residents, visitors and business needs

- There is a shortfall on infrastructure funding from what was forecast to be available in the previous LDP, which has led to delays to key infrastructure in Maldon, Heybridge and Burnham-on-Crouch. We need to be realistic when developing the LDP Review that we choose a growth option that can better support infrastructure delivery.
- Maldon District has a higher than average ageing population and this brings with it issues around accessibility and access to health services. With the District being largely rural in nature the needs of the private vehicle will always be important. Parts of the District are more isolated from access to public transport infrastructure, leading to rural isolation. This can place pressure on wider services which have to service more residents remotely or over a broader area.
- With a continuing increase in population comes an increased pressure on existing infrastructure and public service delivery leading to a conflict between infrastructure delivery and growth. We need to work with infrastructure commissioners and providers to ensure that the District's growth options have affordable and viable solutions for upgrades where they are needed to continue to serve peoples' needs.

Q1. Are these key issues the right ones or are there any key issues that you think have been missed?

5.0 SPATIAL VISION

5.1 In the 2017 Local Development Plan the Vision was set out as follows:

The District's unique heritage and countryside will be protected by maintaining high design standards and adhering to the principles of sustainable development. Over the Plan period the District will grow sustainably to meet objectively assessed housing needs, taking into account environmental and infrastructure constraints. This approach will maintain the quality of life for the community and ensure the delivery of new affordable homes and infrastructure. It will also protect our local services, provide for our District's business needs, and retain the identity of our villages.

Growth will be concentrated in the most sustainable, accessible and appropriate locations taking into account constraints and the need to protect valued local countryside. The District's strong associations with the coast and our natural, historic and built heritage will make it a location of choice for people, businesses, day visitors

and tourists. We will ensure the sustainable growth of the tourism sector by protecting our designated sites, internationally important wildlife, our estuarine environment, salt marshes, unique heritage, beautiful countryside and picturesque towns and villages. Our economy will be based on a highly productive skilled workforce ensuring success in the local, national and global economy. Maldon Town will be a focus for regeneration in order to ensure its continuing success as the District's main economic, social and cultural hub.

- 5.2 This vision was originally created in 2014 and though as set out above the issues within the District have not altered significantly, there has been a global pandemic and the impact that has had on both the national and local economy, a change of emphasis and direction for the Council, moving climate change higher up the corporate agenda. Affordability and the delivery of housing has become a higher priority and there is now a greater national emphasis on building beauty into development. Therefore, it is proposed to amend the Vision for the review of the LDP to reflect the global, national and local issues and line the Vision up with the issues in the District. It is also proposed to set the vision out more clearly and succinctly so that success can be measured more accurately against it and the delivery objectives.

5.3 **A proposed amended Vision is as follows;**

By 2043 Maldon will be a district with;

- 1) A commitment translated into local action which adapts to and reduces the risks of climate change, including supporting the transition to a low carbon economy.*
- 2) A network of sustainable, inclusive and healthy communities where all residents are able to enjoy a high quality of life, and where new housing and economic development balances the needs of communities, the economy and the environment.*
- 3) A diverse and competitive economy which supports the existing employment base but also delivers growth opportunities across a range of sectors that reduces the need for out-commuting, attracts and retains people of working-age and raises overall levels of aspiration and attainment for young people.*
- 4) A high-quality environment that protects the special merits of the District, particularly the historic environment, open landscapes, protected natural environment and unique biodiversity and geodiversity.*
- 5) Joined-up infrastructure in the right place and at the right time to increase overall connectivity and mobility for the needs of both residents, business and visitors.*

6.0 OBJECTIVES

- 6.1 To achieve the Vision of the Local Development Plan it will deliver the following objectives.
- 6.2 1) *A commitment translated into local action which adapts to and reduces the risks of climate change, including supporting the transition to a low carbon economy.*
- We will;*
- Ensure that new development will be as energy efficient as possible in its design, materials and local energy sources in order to reduce emissions of carbon and other greenhouse gases.

- Reduce the impact of flood risk, air, water and soil pollution.
- Ensure new development is water efficient to reduce and mitigate against the effects of climate change and drought.
- Support development that minimises traffic generation and provides for sustainable transport solutions without compromising the ability of our rural communities who still need to use cars to access essential services and facilities to thrive and prosper.
- Positively support renewable energy development where it can support the District's move to carbon neutrality and net zero emissions.

6.3 *2) A network of sustainable, inclusive and healthy communities where all residents are able to enjoy a high quality of life, and where new housing and economic development balances the needs of communities, the economy and the environment.*

We will;

- Define a pattern of settlements and identify broad areas for growth.
- Allocate sufficient housing to meet the District's housing needs to 2043.
- Increase and support the supply of affordable housing, including affordable home ownership.
- Provide housing choice through self-build and custom build housing and housing to meet the differing needs of the District's residents.
- Develop where possible on previously developed land.
- Support the work of communities in neighbourhood planning.
- Ensure that development positively contributes to improving places and spaces for all and that "beauty" high quality and inclusivity is reflected in the design of the built environment.

6.4 *3) A diverse and competitive economy which supports the existing employment base but also delivers growth opportunities across a range of sectors that reduces the need for out-commuting, attracts and retains people of working-age and raises overall levels of aspiration and attainment for young people.*

We will;

- Maintain a diverse, competitive and resilient economy, underpinned by an ambitious and skilled local labour force.
- Encourage business start-up, expansion, diversification and investment opportunities.
- Encourage development that supports the enhancement of education, skills and employment opportunities for all residents, with a particular focus on those furthest from the labour market.
- Facilitate the development of rural and coastal businesses and protect and enhance rural community and service provision across the District.
- Ensure the delivery of regeneration and enhancement of the Central Area (incorporating Maldon Central, The Causeway Regeneration Area and the Leisure Quarter).
- Protect, enhance and where necessary reinvigorate the town centres within the District to broaden their appeal as attractive places for residents, businesses and visitors.

- Develop and support sustainable tourism that builds on the unique natural assets of the District's countryside, coast and estuarine location, including supporting accommodation, restaurants and visitor attractions.

6.5 *4) A high quality environment that protects the special merits of the District, particularly the historic environment, open landscapes, protected natural environment and unique biodiversity and geodiversity.*

We will;

- Protect and enhance the distinctive natural, and historic environment of the District.
- Improve and manage the natural environment to ensure that the impact of any development is offset by mitigation opportunities.
- Support the linking of areas of biodiversity importance to assist in the preservation of habitats and provide an improved network of green infrastructure.
- Ensure the protection of strategic gaps between development areas and settlements to safeguard their unique character and wider natural landscape setting.
- Work with owners, partners and developers to conserve and enhance heritage assets and their settings.

6.6 *5) Joined-up infrastructure in the right place and at the right time to increase overall connectivity and mobility for the needs of both residents, business and visitors.*

We will;

- Work with partners to maintain, improve and co-ordinate public transport provision, and promote sustainable modes of transport and movement where all users feel equally safe.
- Facilitate and work in partnership with commissioners and providers for the delivery of new infrastructure to meet the needs of all residents, business and visitors
- Ensure through our development choices we can maximise what infrastructure is provided at the right time to cater for changing demands.
- Ensure that the residents of new development can safely access education and health services and facilities.

- 1) **Do you agree with the objectives for the review of the LDP?**
- 2) **Are there other objectives that the LDP needs to aim to achieve?**

7.0 POLICIES TO BE REVIEWED AND WHY

7.1 National Planning Policy has changed since the adoption of the current Local Development Plan, paragraphs 20, 21, 22 and 23 of the NPPF lays out how local plans should be set out. They should consist of strategic policies which set the overall

strategy of pattern, scale and quality of development and make sufficient provision for housing, including affordable housing, employment, retail, leisure and other commercial development. Strategic policies should also cover infrastructure for transport, telecommunications, flood risk and coastal change management, conservation and enhancement of the natural, built and historic environment.

- 7.2 Strategic policies should not extend to detailed matters which should be set out in non-strategic policies. Most of the policies within the current Local Development Plan were non-strategic with some strategic policies throughout the Plan. The review of the LDP will look different because it has to incorporate this change in national policy.

8.0 MEETING THE HOUSING NEEDS FOR THE FUTURE

- 8.1 The 2021 NPPF (paragraphs 60-67) requires local authorities to meet locally established needs. This should be informed by a local housing needs assessment, (LHNA) conducted using the standard method in national guidance unless exceptional circumstances justify an alternative approach. It also requires local authorities to take into account any needs that cannot be met from surrounding local authorities.
- 8.2 It is therefore necessary, as the NPPF indicates, to establish the appropriate scale of development for the next plan period 2023 – 2043. A key piece of evidence in this determination has been the “Maldon District Local Housing Needs Assessment” published in July 2021, this document is available on the Councils website at www.maldon.gov.uk (put the one that links to the document in This study was independently conducted on behalf of the Council by ICENI utilising the methodology requirements described by the NPPF and the accompanying Planning Practice Guidance. The report looks at the anticipated requirements for both economic development and housing. The technical details of the data below are fully described within the report. One of the conclusions in the document is that Maldon District lies within a Housing Market Area with Chelmsford and Braintree. National guidance requires us to take account of any unmet housing need of neighbouring authorities within Housing Market Areas. At present there is no evidence of any unmet housing need in these neighbouring local authority areas which would potentially need to be considered as to how it might be addressed.
- 8.3 The Government’s current standard method for assessing housing need takes the 2014 – based Household Projections and applies an upward adjustment based on the median house price to earnings ratio. Applying the standard method in Maldon District results in a minimum local housing need of 308 homes per annum. A review of the recent demographic data, including up-to-date projections and a range of data about past trends does not suggest that there is a strong case for the Council to move away from the standard method figure (in either an upward or downward direction).
- 8.4 Since the start of the current plan period in 2014 to 2021, the District has delivered 1,909 homes. The target for the same period was 2,170 homes, leaving a shortfall of 261 homes. Any housing shortfall should be carried over into the next plan period. It is also important to include a contingency figure or buffer on top of minimum amount of housing growth. This is to ensure that there is a range of different types of sites, large, medium and small and that there is a continuous

supply of housing over the plan period and beyond. Using the 308 homes annual target from the standard method as set out in paragraph 8.3 above the District will need to ensure that there is the potential for housing growth as a minimum for a further 4,492 homes from 2023 to 2043. This figure can fluctuate depending on the number of housing completions and permissions granted up to the moment of the submission of the Plan to the Secretary of State for its examination. It is also important to include a contingency figure or buffer on top of minimum amount of housing growth. This is ensure that there is a range of different types of sites, large, medium and small and that there is a continuous supply of housing over the plan period and beyond.

Table 1 – Proposed Housing Figure for the Period 2023 - 2043

2023 - 2043	
308 homes per annum	6,160
Plus 20% buffer	1,232
Subtotal	7,392
Less existing commitments	-3,161
Sub total	4,231
Plus, shortfall on completions from 2014	+261
Total	4,492

1) Do you agree with the Council using the standard methodology in the calculation of its housing target for the period 2023 – 2043.

2) Should the Council have a contingency or buffer figure in its housing target to ensure that it always has a continuous supply of housing over the plan period and if so what should that buffer be?

3) Should the plan period be longer than 15 years, should the period be 20 years, so that infrastructure can be planned in over a longer period

9.0 OPTIONS FOR GROWTH

9.1 The Settlement Pattern

9.2 As part of the work for the review of the Local Development Plan, the Council has prepared an updated Settlement Pattern which lists the settlements within the District in order of the how sustainable they appear to be, in terms of their available services and facilities, their location to other settlements which provide services and facilities, and their links to public transport networks.

9.3 The Settlement Pattern is a snapshot in time of the Districts' settlements and forms a baseline as to how they function and relate to one another. It is also a golden thread that runs through the plan in terms of clarity and what development is going to be supported in which tier of the pattern.

- 9.4 It is important to note that where a settlement is in the pattern does not necessarily dictate where growth is going to go in the future. This is because the policies in the LDP should do that, but it can help to see how successful those policies are. So, for instance if a policy sets out that a settlement is going to grow and provide additional services and facilities, it should in time, if the policy is positively working, move up the settlement pattern. Maldon/Heybridge and Burnham on Crouch are the District's two towns and therefore do not feature in the table below. The updated Settlement Pattern is listed below and the details behind it can be found on the Council's website at www.maldon.gov.uk – out the right link in ;

SETTLEMENT NAME
Large villages
Southminster
Tollesbury
Maylands
Latchingdon
Wickham Bishops (including Beacon Hill)
Tillingham
Tolleshunt D'Arcy
Great Totham South - clusters with Great Totham North
Cold Norton
Purleigh
Medium Villages
Bradwell-On-Sea
Althorne
Woodham Walter
St.Lawrence
Langford
Tolleshunt Knights
North Fambridge
Heybridge Basin
Steeple
Goldhanger
Small Villages
Tolleshunt Major
Great Totham North - clusters with Great Totham South
Little Totham
Great Braxted
Ulting
Hamlets
Woodham Mortimer
Stow Maries
Dengie
Mundon
Southminster - Old Heath Road
Asheldham
Hazeliagh
Little Braxted
Bradwell Waterside
Cock Clarks

1) Do you agree with the updated Settlement Pattern and how the settlements in the District have been grouped together?

2) If you do not agree, how should they be grouped and on what basis?

3) Referring to the table on the Council's website which sets out all the services and facilities for each settlement – are there any comments about this or matters which need to be altered or changed.

9.5 Options for Growth in the Review of the LDP

9.6 The current approved LDP concentrated housing growth in sustainable extensions to Maldon, Heybridge and Burnham-on-Crouch in the form of Garden Suburbs and Strategic Allocations. The plan did not allocate growth in the District's smaller settlements but relied on existing commitments (sites with planning permission already) and windfall sites (not planned) coming forward within settlement boundaries.

9.7 This strategy, whilst being considered at the time as the one able to deliver positive growth for the District it has however caused a number of issues, which are prudent to reflect on:

- Small and medium building companies have found it difficult to build in Maldon District because of the lack of smaller allocated sites and windfall opportunities; this could be having an effect on job availability, growth and skills in this sector. It could also be slowing down the opportunity to bring forward housing more quickly on smaller sites.
- Though the plan had a windfall allowance in it, there was not a policy setting out how that was going to be delivered so it has not been as effective in tapping into this source of supply.

9.8 The Plan included settlement boundaries around most settlements. Whilst these appeared to be a way of protecting settlements, they have caused inflexibility in regard to housing coming forward. This is because settlement boundaries restrict development to within a defined settlement area. This has led to a lack of available land supply for windfall sites, which help support housing supply and this ultimately is one of the contributing factors to the District not having a 5 year supply of housing from 2021. The other negative impact of settlement boundaries is that all housing is constrained or squeezed into the settlements. This means that important green gaps, backland development and infill development have a presumption to be supported within the settlement boundary. This ultimately leads to a loss of the very unique character of some settlements, that it was an LDP objective to protect; especially the ones with larger properties and large gardens that can be subdivided. Over time, a continuation of this policy is likely to exacerbate this issue and the impact on the uniqueness of settlements will become more prevalent, as land is squeezed in them to fulfil housing demand.

- A lack of rural housing in the sustainable rural villages is failing to support transport provision and rural business improvements; this ultimately could lead to a loss of services and facilities and increased rural isolation and accessibility.

- Rural settlements have either had housing approved through the appeal system or have not grown sufficiently enough to ensure some affordable housing delivery is a tangible benefit. This could, if left unchecked, lead to an out-migration of younger people who cannot afford to live near their families, though it is hoped that the new “First Homes” may address some of this issue, the plan needs policies to accommodate this national change to policy.
- 9.9 At the time of the current approved LDP, national planning policy did not direct how much growth local planning authorities should place in settlements, but left the decision-making to each relevant authority. In 2019, national policy changed and acknowledged that small and medium sized sites can also make a positive contribution to wider housing delivery and offer other opportunities to local housing markets, SME builders and local supply chains. It is now envisaged by national policy that at least 10% of housing allocations will be delivered on sites which are no larger than 1.0 hectare.
- 9.10 The Council also has to consider the possibility that the Bradwell B Nuclear Power Station development will start to come forward during the plan period, in the event it is granted its DCO. This is a NSIP so the decision concerning it is not within the Council’s remit, but will be made by the Planning Inspectorate.
- 9.11 It would not be in the wider interests of the District if the Council did not give this project due consideration during the LDP Review. It needs to reflect on the possibility that it may have an impact on the District negative, neutral and positive. There may be other development needs arising from the Bradwell B project that the LDP needs to consider now, such as impacts on housing market, tourism and infrastructure. A silent LDP could be very damaging to the District leaving it vulnerable to development that the Council has very little control over. Therefore, each of the options outlined below is also accompanied by the following paragraph;
- 9.12 *“The LDP Review will have a major infrastructure project policy included which will consider the impacts of, and plan for, the Bradwell B Nuclear Power Station, should it proceed under the NSIP process. This policy will set out in broad terms the way the Council will deal with any growth needs arising from both the construction and the operation of the power station. It may look to allocate additional sites to manage this and these could be in the towns or large villages in the east of the District and/or along the rail line that terminates at Southminster. The policy will also set out how the Council will consider applications connected with any growth arising from the Power Station in terms of material planning considerations. This policy will only be activated if the Power Station receives consent and additional growth arises.”*
- 9.13 By placing the prospect of the Power Station into a major infrastructure project policy, it also enables the Council to be prepared if any other major infrastructure project comes forward in the District.

Question - Do you agree with the approach set out above for major infrastructure projects?

- 9.14 The Council is therefore asking for consideration to be given to the following housing growth options;

9.15 *OPTION 1 – Retain the option in the LDP approved in 2017 – focus growth in the settlements of Maldon/Heybridge and Burnham on Crouch*

This option would continue the principles set out in the present approved LDP 2017 with most of the growth being allocated in Maldon/Heybridge and Burnham on Crouch, these are the main towns of the District. This could ensure the economies of scale necessary to generate a wide range of community facilities in these areas, a supported public transport network, business and employment opportunities and a supported retail offer. The only alteration would be encompassing national planning policy changes with regard to 10% of any housing allocation should be on smaller sites.

This scenario is characterised by the following;

- Urban extensions on greenfield sites adjacent to the main towns;
- 10% of the District's housing allocation on smaller sites would also be directed to Maldon/Heybridge and Burnham on Crouch;
- Promotion of new employment opportunities in the main towns;
- Continuation of the policy of having settlement boundaries;
- Development restricted in the other settlements to sites within the settlement boundaries;
- Development in the countryside restricted to that which supports the local economy and tourism.

9.16 *OPTION 2 – A strong focus on the towns and larger sustainable villages*

This option would focus the majority of growth on the two towns in the District, Maldon/Heybridge and Burnham on Crouch and the larger sustainable villages. The larger sustainable villages in the context of this option will most likely be the top three/four/five (yet to be determined) large villages as set out in the settlement hierarchy with a good range of services and facilities and connectivity. This would ensure the economies of scale necessary to generate a wide range of community facilities, a supported public transport network, business and employment opportunities and a supported retail offer that could not only support their own populations but also spread benefits to their surrounding rural communities. It could also increase opportunities for small, medium building enterprises to develop housing in the District.

This scenario would be characterised by the following;

- Urban extensions on greenfield sites;
- 10% of the District's housing allocation being directed to the other sustainable large villages in the settlement pattern;
- A windfall policy for housing for the towns and large villages;
- A windfall policy for housing for the medium and small villages;
- Most affordable housing would be provided in the towns and with 'exceptions sites' being supported in the larger sustainable villages other large, medium and small villages, subject to identified need;
- Promotion of new employment opportunities in the towns and large villages;
- Increased new housing and business development in the more sustainable settlements (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own role and meet the needs of smaller villages;

- Development in the countryside restricted to that which supports the local economy, including tourism.

9.17 *OPTION 3 – Growth generally focused on the towns Maldon/Heybridge and Burnham on Crouch and all the large villages of the Settlement Hierarchy*

This option would focus on the most sustainable settlements within the District, with the allocated growth going in the towns Maldon/Heybridge and Burnham on Crouch and the large villages. The amount of growth will be proportioned out with the housing allocated being proportional to the number of houses already in each settlement.

This scenario would ensure the economies of scale necessary to generate a wide range of community facilities, a supported public transport network, business and employment opportunities and a supported retail offer for anticipated population growth.

The scenario would be characterised by the following;

- Urban extensions of greenfield sites;
- 10% of the District's housing allocation being directed to the medium villages;
- There will be a windfall policy for the towns and large villages;
- There will be a windfall policy for the medium and small villages;
- Most affordable housing would be provided in the towns and large villages with 'exceptions sites' being supported in the medium and small villages;
- Promotion of new employment opportunities in the towns and large villages;
- Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own role and meet the needs of the smaller villages;
- Development in the countryside restricted to that which supports the local economy, including tourism.

9.18 *OPTION 4 – Pepper pot growth throughout the Settlement Hierarchy (Spread the growth across all the sustainable settlements in the District)*

All growth will be pepper potted across the towns, large, medium and small villages this would include major and minor site allocations. This means that all settlements would get some growth and it would be based on a percentage proportion of the number of homes in each settlement, so larger settlements will receive more growth.

The scenario would be characterised by the following;

- Housing allocations in all towns, large, medium and small villages in the hierarchy, spreading the visual burden of growth across the settlements of the District.
- It may lead to an inability to provide essential infrastructure because of a lack of economies of scale and inevitably more smaller sites being brought forward.
- It would provide a quality of choice of sites across the District in different settlements which could support small, medium construction firms.
- There could be a decline in the amount of affordable housing coming forward because of smaller sites being allocated.
- May help support the sustainability of smaller settlements and encourage business and growth in those places.

- There will be a windfall policy for sites coming forward that are not allocated during the plan period.

9.19 *OPTION 5 – Create a new satellite settlement or large urban extension bolted onto one of the towns, larger villages and/or settlement adjacent to the District boundary*

The satellite settlement or large urban extension would accommodate all allocated growth excepting 10% and a 20% buffer. This would ensure the economies of scale necessary to generate a wide range of community facilities, a supported public transport network, business and employment opportunities. The 10% and 20% buffer of growth would be allocated to the remaining towns and large villages.

The option would be characterised by the following;

- Urban extensions on greenfield sites in the new satellite settlement;
- 10% and the 20% buffer of the District's housing allocation being directed to the other towns and large villages, this will allow housing to come forward whilst the strategic allocations are preparing their applications and starts on site;
- A windfall policy for the towns and large villages;
- A windfall policy for housing for the medium and small villages;
- Most affordable housing would be provided in the satellite settlement or urban extension with 'exceptions sites' being supported in the other large, medium and small villages;
- Promotion of new employment opportunities in the towns and large villages if appropriate in the satellite settlement or urban extension;
- Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own role and meet the needs of the smaller villages;
- Development in the countryside restricted to that which supports the local economy, including tourism.

9.20 *Option 6 – Focus growth in the north of the District to link into the service and facilities available in Tiptree, Witham and Maldon/Heybridge.*

This option would focus major allocations in the settlements in the north of the District. These settlements have a relationship with the settlements of Tiptree and Witham which lie outside of the District, and Maldon/Heybridge in the District. They look to these settlements for the majority of their higher-order services and facilities. Maldon/Heybridge is not included in this scenario for strategic growth allocations because of the amount of growth it has previously received, the amount of existing commitments it already has but are still to come forward and the lag in infrastructure coming forward in the town. Maldon/Heybridge requires a period of time in order for planned infrastructure to be delivered and existing commitments to be built out without additional pressure from new strategic growth.

10% of allocated growth on smaller sites would be in the remaining large villages and Towns.

This option is characterised by the following;

- Urban extensions on greenfield sites in and adjacent to the settlements in the North of the District, and those that border the District in Braintree and Chelmsford.
- 10% of the District's housing allocation being directed to the remaining large villages and Towns.
- A windfall policy for the towns and remaining large villages
- A windfall policy for the medium and small villages
- Most affordable housing would be provided in the northern settlements of the District with 'exceptions sites' being supported in the medium and small villages;
- Promotion of new employment opportunities in the towns and if possible in the northern settlements of the District;
- Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own role and meet the needs of the smaller villages;
- Development in the countryside restricted to that which supports the local economy, including tourism.

9.21 *OPTION 7 – Focus growth along the rail line to Althorne, North Fambridge and Southminster*

This option would focus major allocations to Althorne, North Fambridge and Southminster because they have railway stations with a connection to London. Sites making up the 10% of housing allocations to be delivered on sites no larger than 1.0 hectare will be directed to Maldon/Heybridge, Burnham-on-Crouch and the remaining large villages. Though Burnham-on-Crouch has a railway station it is not included in this scenario for strategic growth because of the amount of growth in both allocations and windfall development it has previously received and the lag in infrastructure coming forward in the town. Burnham-on-Crouch requires a period of time in order for planned infrastructure to be delivered without additional pressure from new strategic growth.

This option is characterised by the following;

- Urban extensions on greenfield sites in and adjacent to Althorne, North Fambridge and Southminster;
- 10% of the District's housing allocation being directed to the District's towns and large villages (including Burnham on Crouch);
- A windfall policy for the towns and remaining large villages
- A windfall policy for the medium and small villages
- Most affordable housing would be provided in Althorne, North Fambridge and Southminster with 'exceptions sites' being supported in the medium and small villages;
- Promotion of new employment opportunities in the towns;
- Increased new housing and business development in the more sustainable villages (i.e. those with sufficient services and facilities to support themselves and surrounding smaller villages) sufficient to support their own role and meet the needs of the smaller villages;

- Development in the countryside restricted to that which supports the local economy, including tourism.

Please Note

- 9.22 All options outlined are reliant on the fact that there will be sufficient land in the areas summarised for delivery of the strategic growth target.

1) Which growth option do you consider to be the most appropriate for the District of Maldon? Please set out your reason for this view.

2) Do you believe that there is another suitable growth option for the District, perhaps a combination of any of the above – please set out your views.

3) Do you think it is appropriate to include in the LDP review a policy dealing with major infrastructure projects such as the Bradwell B Nuclear Power Station, to be activated if this type of project comes forward?

10.0 EFFECTIVE USE OF LAND

- 10.1 The majority of housing in Maldon District is inevitably going to be delivered on greenfield sites because the District does not have a legacy of industrial landscapes laying derelict and would otherwise provide ideal brownfield sites for redevelopment. Housing can however be delivered in ways which utilises land more effectively and the Council would ask that you consider the following questions;

1) Would you consider the delivery of housing appropriate on areas of land where there are disused agricultural buildings, or derelict land in or adjacent to large, medium and small villages?

2) Housing can be delivered in larger quantities, but using less greenfield land, by building at higher densities. Would you consider this appropriate if sites with higher densities were designed to ensure they achieved a high quality of design?

3) Would you support minimum density standards to uplift the delivery of housing and ensure land in Maldon District was used as efficiently as possible, or do you think design, or other factors should dictate density on housing sites?

4) Would you consider higher density housing appropriate in large, medium and small villages, if the design was to a higher standard and the character of the settlement was still respected?

5) Is it appropriate to develop land for housing that has been previously used for commercial uses such as employment and retail which is otherwise vacant, underused and derelict ?

11.0 HOUSING IN THE MEDIUM AND SMALL VILLAGES

- 11.1 Inevitably housing will come forward and be developed in the large, medium and small villages, either through site allocations or as windfall development. The Council understands that the character of many of these settlements is very important to local people and whilst the rural settlements had settlement boundaries in the approved Local Plan, as discussed above, it is believed that these have not allowed for enough flexibility in the delivery of housing and this has contributed to the present lack of a 5-year supply of housing land and a squeeze on the character and uniqueness of the District's settlements.

1) Should the medium and small settlements retain some form of a settlement boundary, albeit more flexibly drawn?

2) Should the Council develop a windfall policy for all or specific settlements, potentially capping the number of units for each site coming forward and ensuring the protection for key views, green infrastructure gaps and the historic environment in each village.

12.0 FUTURE HOMES FOR GYPSY, TRAVELLER AND TRAVELLING SHOWPEOPLE

- 12.1 As with reviewing the needs for general housing, the Council has a duty to consider the needs of the District's Gypsy, Traveller and Travelling Showpeople. There are currently two public sites in the District which meet the needs of Gypsies and Travellers who do not own land, but rather have housing needs that are met locally on a rental basis. These sites are owned by Essex County Council. There are also a further 17 sites that are privately owned and home to a number of Gypsy, Traveller and Travelling Showpeople households.
- 12.2 The current LDP established Policy H6 which is a criteria-based policy to make provision for new Gypsy, Traveller and Travelling Showpeople pitches/plots to meet District needs, which in 2017 stood at an additional 9 pitches.
- 12.3 The Council will be updating its Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) in 2021/2022 to ensure any further provision of pitches and plots in the District is based on up to date and robust information collected locally and project the future need forward to the at least 2043 as the existing GTAA only looked forward to 2033.
- 12.4 This will help us to understand if there have been any changes in local households since the last GTAA was prepared in 2016, such as older children needing a pitch of their own, in-migration, or new households forming within the community. The GTAA update will also help us review whether any of the District's Gypsy, Traveller or Travelling Showpeople households are currently living in over-crowded conditions or are concealed households due to social mobility or a lack of provision, to determine if there is a need in the LDP Review to identify existing sites that could safely be intensified or expanded, new sites allocated in the plan, or stronger policies that can support meeting the need.
- 12.5 Work remains underway by all Essex Local Planning Authorities through the Duty to Cooperate to establish whether there is a specific need for Transit Sites to be built in Essex to cater for Gypsies and Travellers who continue to travel to the county but have no-where authorised to pitch-up. This has been underway since 2018, however it has been impacted

by Covid-19 and a fall in travelling lifestyle amongst the Gypsy & Traveller community due to lockdowns and a lack of work. The Council will remain part of this project during the LDP Review.

1) In the event of an increase of need, should the Council work look to establish both private and public sites for Gypsies and Travellers in the future, recognising that not all needs can be catered by one tenure of provision?

2) In the event of an increase of need, should the Council seek to intensify or expand existing Gypsy, Traveller and Travelling Showpeople sites as much as possible, where it is otherwise safe and suitable to do so?

3) In the event of an increase of need, should the Council consider how it could use its Settlement Hierarchy, Rural Exception Sites and/or Windfall Policy (if implemented) to support the increased provision of new sites in sustainable locations that can serve the community's needs better?

4) Is there anything else the Council should be considering for homes for Gypsies, Travellers and Travelling Showpeople?

13.0 SELF-BUILD/CUSTOM BUILD HOUSING PLOTS

13.1 The Council does not currently have a high number of registrations on its statutory Self-Build and Custom Housebuilding Register, however there were 430 people on the Buildstore Register looking to self-build in Maldon District and of those, 127 live in the District. There is therefore an indication that self/custom build, as a form of housing provision, is of interest to local people. The council has a legal duty to provide plots equivalent to the number of people who have joined the statutory register. To ensure compliance with this in the future, the council could therefore consider allocating specific sites for self-build/custom build, or encourage them to be brought forward on smaller sites in the District

1) Should the Council seek a proportion of self-build/custom build plots on larger housing sites.

2) In addition to the above, should the Plan also allocate specific sites in the LDP Review exclusively for self-build/custom build, either put forward by people who want to self-build or caveated by policy that they can only be brought forward by self-builders.

14.0 A BEAUTIFUL BUILT ENVIRONMENT

14.1 The Council would like the LDP Review to prioritise attractive places and spaces when making choices around future land allocations and policies. Attractive places and spaces are, by their nature, subjective, but they often reflect local character and what is special or distinctive about a place. The National Design Guide illustrates how well-designed places that are beautiful and successful can be achieved in practice and supports local design guidance that meets the priorities of local communities. The Building Better, Building Beautiful Commission is an independent body set up to advise the government on how to promote and increase the use of high-quality design for new build homes and neighbourhoods. Its report sets out the importance of considering beauty at three scales during the planning process. These are:

- Beautifully placed (sustainable settlement patterns, sitting in the landscape)
 - Beautiful places (streets, squares and parks, the "spirit of place")
 - Beautiful buildings (windows, materials, proportion, space)
- 14.2 The Commission defines a beautiful place as 'a place in which people wish to walk, rather than a place that the car helps them to avoid... buildings that reflect the history, character and identity of their community and that belong in their surroundings: somewhere, not anywhere... a walkable settlement, in which the streets are an improvement on what preceded them, even when what preceded them was open countryside'.
- 14.3 The Council wish to ensure that these are the kinds of places that we want to plan for and the LDP should help to deliver them. Maldon District Council already has an adopted Design Guide Supplementary Planning Document that seeks to achieve better design through developments, but it could go further than that by working to endorse the wider Essex Design Guide.
- 1) Designing beautiful spaces and buildings, how important do you think it is that we should actively plan to create beautiful spaces and buildings?**
- 2) What do you think about the design policy in the LDP 2017 and the Design Guide Supplementary Planning Document 2018? Do they need amending? If so, how and why?**
- 3) Should the Council seek to endorse the Essex Design Guide with a Maldon District supplementary section? Would this be a more flexible approach to design?**
- Please provide comments below on design matters you consider to be particularly important. We would be especially interested in your views on whether we should include general design guidance on relevant site allocations.

15.0 TACKLING CLIMATE CHANGE

- 15.1 Climate change is one of the biggest threats that we face both as a district, nationally and globally. Extreme weather events and rising sea levels are more common and the rate of species extinction is increasing. These impacts will affect Maldon District, especially as it does have an issue with flood risk and is rural, with agriculture as one of its main employment sectors. Taking bold and decisive action over the next 15 years (or sooner) will be critical if we are to avoid global temperature rising beyond 2 degrees Celsius, which is identified as a critical level, above pre-industrial levels.
- 15.2 To this end the Council can in its review of the LDP significantly strengthen its policies in connection with climate change. This however, could come at a cost in terms of how much developers may be able to provide in other funding contributions for infrastructure such as affordable housing, and community funding. One of the main requirements of a local plan is its policies must not make development unviable or unaffordable to build. The Council tests this by carrying out a viability appraisal on all its policies. In connection with climate change the Council is interested in the following;
- 1) Should the LDP Review make climate change one of its key priorities?**

2) What do you consider to be important in terms of development and climate change? Are on site renewables such as photovoltaics, ground source heat pumps, etc as important/more important as off-site renewable energy projects such as on-land wind farms, solar farms, district heating networks, etc?

3) Should we plan for net-zero carbon from plan adoption in 2023? - This would require all new development to be net-zero carbon upon adoption of the plan. Would the Council need to bring forward any additional guidance to support this?

4) Should we plan for net-zero carbon from a specific future date? - This would require all new development to achieve net zero carbon from a future date in the plan process, set out in policy. It could allow time for the development industry to adjust to the higher standards and may mean we can secure more affordable housing and community benefits from development, earlier on in the plan process.

16.0 ENHANCING AND GROWING THE ECONOMY

- 16.1 Enabling the creation of a prosperous economy is an important objective of plan making. The provision of high quality employment land works to attract business and enterprise to an area, which in turn creates and diversifies employment opportunities, increases the addition of value and ultimately strengthens the local economy.
- 16.2 A high quality retail offer is attractive to residents and visitors alike, but the nature of the high street has rapidly changed within a very short period of time, this has been accelerated with the Covid pandemic and the closure of some key national anchor retail outlets.
- 16.3 In a rural area the prosperity and success of the rural economy can help with job growth and retention when other sectors are struggling and Maldon district has a high number of self-employed residents as well as a high number of niche rural businesses. These types of employment also link into the continuing sustainability of smaller rural settlements providing some local employment, in some cases providing higher wages and the opportunity for younger people to stay and work in their communities.
- 16.4 The Bradwell B site is designated in the current National Policy Statement for Energy Infrastructure (EN-6) for large scale nuclear, a policy position that the Council supports if it can be demonstrated that nuclear sector development and associated major infrastructure projects would make a meaningful contribution to a low carbon economy and bring potentially significant economic benefits to the area.

1) Should the local plan policies strongly support the economy in terms of a transition to a low carbon economy, ensuring development and growth opportunities are supported through this process?

2) Should the local plan allocate employment land so that it extends existing employment premises / areas in the District by working with existing businesses to ascertain their future need?

3) Should the Council contain a policy preventing the redevelopment of employment premises to residential units? If so, should the scope of such a policy be limited in any way? Please explain the rationale for your answer.

4) How important is the rural economy? How do you believe the rural economy can be supported through policy?

5) Should the nature, size and type of policy support for Maldon and Burnham-on-Crouch's High Streets' change? How would you like the high street to change?

17.0 THE VISITOR ECONOMY

17.1 The visitor economy is covered by policy E5 in the current Local Plan. This policy supports development which contributes positively to the growth of local tourism in a sustainable manner and realise opportunities that arise from the District's landscape, heritage and built environment. Development for new tourist attractions, facilities and accommodation should demonstrate an identified need for the provision proposed and have good connections with other tourist destinations. The policy supports existing tourism development.

1) Do you believe this policy requires modification? If so how would you like to see it changed?

2) Do you believe this policy encourages tourism or is it too restrictive?

18.0 PROTECTING AND ENHANCING THE ENVIRONMENT

18.1 Maldon District is blessed with an outstanding natural landscape. The two estuaries that it lies on form a distinctive characteristic and form an attractive lure for visitors. Many of the areas are of international, national and local importance and subsequently have been designated as Ramsar Sites, Sites of Special Scientific Interest (SSSI), Special Protection Areas (SPA), Special Areas of Conservation (SAC) and National Nature Reserves (NNR). Development can result in unacceptable negative impacts on areas of wildlife value. It is for this reason that new housing already pays a financial contribution in the District to mitigate impacts that would otherwise occur through increased user pressure.

1) Should the Council consider having protected landscape views in the District, even though this may place development pressure elsewhere?

19.0 ACCESS AND SUSTAINABLE TRANSPORT

19.1 The Government define sustainable transport as "any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra-low emission vehicles, car sharing and public transport". Promoting sustainable transport in new development can have multiple benefits – these include reducing traffic congestion, reducing carbon dioxide emissions, improving air quality, and improving both physical and mental health.

19.2 Though, Maldon District is rural in character, it does not mean that some rural settlements do not have access to services and facilities in towns and larger settlements. The Council is supportive, in principle, of how it could integrate the 15/20-minute neighbourhood

concept⁴ into the planning for growth, recognising however, that this is not practicable in some of the District's more rural locations. Most of the District has access to a reasonably regular bus service with shopper and commuter benefits and the District has four train stations all with access to London and regional connections, via Wickford.

19.3 Aside from the A12 and A414 both outside and inside the District, the road network is generally provided on lower-order B and C class roads. Whilst not comparable to some of the larger urban locations like Chelmsford and Colchester, this could be seen as a positive feature because it adds to the character of the District and is part of the attraction for those residents and visitors who seek a quiet rural idyll. However, some settlements find they have little or no footpath provision running alongside their rural roads, which can deter people to walk to services for safety reasons.

19.4 The current LDP sought to provide the following highway and public transport infrastructure to support the growth in the LDP, linked to Strategic Allocations throughout the District, which continue to remain relevant:

- North Heybridge Relief Road (part of North Heybridge Garden Suburb);
- South Maldon Relief Road (part of South Maldon Garden Suburb);
- Upgrades to B1018 Langford Road/ Heybridge Approach and A414 roundabout;
- Improvements to B1010 and B1021 junction in Burnham on Crouch;
- A414 Oak Corner and Spital Road junction improvements;
- Eves Corner Junction changes in Danbury; and
- Passenger transport improvements in South Maldon, North Heybridge and Burnham on Crouch.

19.5 In developing the LDP Review, it will be important that consideration is given how the above schemes can continue to be catered for and any additional highway and transportation impacts that any new spatial strategy and policies may lead to and the appropriate mitigation to minimise these impacts.

It will also be important as to what other initiatives should be exploited to help improve access and transport in the District, including complementary measures such as developing place-based Transport Strategies to manage various competing demands for roadspace, parking and public transport in specific areas more effectively and in a coordinated manner; securing a District-wide Local Cycling and Walking Implementation Plan (LCWIP); and investing in project development such as the Department for Transport's Restore Your Railways Ideas Fund that could support the introduction of new movement corridors to support model shift.

19.6 The Council intend to commission a Highways and Transport Modelling Study that will help evaluate the impacts and test the mitigation necessary to reduce the impact. This will include reviewing appropriate opportunities to promote sustainable transport modes and a shift in people's behaviour of how they look to travel in the future, including a greater take-up of active travel choices (such as walking and cycling), reviewing any significant impacts from new development on the capacity and congestion on the transport network, any issues concerning highway safety and mitigation costs.

1) In terms of access and sustainable transport in the District, what is most important to you?

2) Should the Council focus future growth on those areas with higher levels of commuter access either by bus or train?

⁴ [The 20-minute neighbourhood | Town and Country Planning Association \(tcpa.org.uk\)](https://www.tcpa.org.uk/)

- 3) Should all new development be linked to its settlement by a footpath wide enough to accommodate a wheelchair or double buggy/pram?
- 4) Should development have to demonstrate that it can provide footpath/cycle links, which incorporate green infrastructure and support active travel choices?
- 5) Should the council continue to explore and support complementary projects delivered outside the planning system that can support travel choice and modal shift in the District?

20.0 SECURING INFRASTRUCTURE

- 20.1 The Government is clear in national policy that the LDP Review should set out a strategic policy which makes sufficient provision of infrastructure including transport, telecommunications [including digital and broadband], security, water supply, wastewater, flood risk and coastal change management and the provision of minerals and energy. It also stresses that community facilities such as health and education must also form part of the development of the future planning strategy for the District.
- 20.2 The LDP Review will put expectations on new developments to deliver high quality development with infrastructure to support the local community. These requirements, commonly known as S106 contributions or Community Infrastructure Levy (CIL) will have financial implications for development. Our policies in the LDP Review should therefore be clear so that developers do not pay too much for a piece of land then determine that they cannot afford to meet our policy requirements. All policy requirements are important but no requirement can be so high that it makes development unviable, so if one is raised, another may need to reduce. To help us set our policy requirements at a level that is viable for development to go ahead, the Council will be commissioning an update to its Viability Assessment.
- 20.3 In the delivery of the first five years of the current LDP, not all infrastructure has come forward at the pace envisaged. It is acknowledged that there are perceptions that there have been delays in expanding The Plume secondary school and the construction of the South Maldon Relief Road in Maldon, for example. Whilst the upgrades have not yet taken place, this is not down to the infrastructure not being planned for or S106 contributions not coming forward from development that has been constructed, rather there has been a slower than anticipated delivery of housing units in the Garden Suburbs and on other strategic allocations, which has in turn, not brought in enough S106 contributions yet to fund their delivery; but with further time and demand created when the new housing is built, triggers to release more funding from the developments will be hit.
- 20.4 The LDP Review will therefore be an important opportunity to consider how development in the District can best meets the needs of new and existing residents and businesses supported by necessary infrastructure. This will include considering if certain spatial options (as set out earlier in Section 9), or development phasing offer a better chance of securing the necessary infrastructure upgrades, given advantages over critical mass and how existing capacities are being managed by infrastructure commissioners or providers and how these relate to national standards or benchmarking.

- 20.5 There is a need for high quality digital connectivity to continue to support the District's residents, businesses, transport infrastructure and key services, such as schools and GP practices. Through work undertaken by Superfast Essex, more of the District's rural locations have access to superfast broadband, but connection in more remoter places can be limited. The Government is currently considering requiring all new build residential developments to be fitted with full fibre digital connections, which the LDP Review will support as far as possible.
- 20.6 Whilst the Council is the local planning authority for the District, it is not responsible for the commissioning or delivery of many of the forms of infrastructure that communities depend on. It is imperative therefore that the Council continues to work with all relevant infrastructure stakeholders, including Essex County Council to prepare an update to the Maldon District Infrastructure Delivery Plan (IDP) to ensure all developments have the best chance of being supported by the required infrastructure that offsets its impact on the District. This will include a review of infrastructure costings and help inform how development can be sustainably phased and reflected in the LDP Review policies. The IDP should also be able to continue to be used to consider whether a Community Infrastructure Levy (CIL), or any future replacement would help bring in additional contributions from more developments that otherwise have an impact.
- 20.7 Finally, moving forward, it will also become more important for the council to chase every penny of external funding and lobby Government and other funding bodies when infrastructure delivery either falls short of expectations, or cannot be funded fully/ at all by development.
1. **Should the Council focus future growth on those areas which stand to offer the better chance of securing infrastructure upgrades due to critical massing of development in particular locations?**
 2. **Affordable housing is often the biggest influence on viability, so should the Council continue to prioritise this policy requirement over infrastructure contributions or design quality across the District?**

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Maldon District Council Equality Analysis

Please complete the questions below as fully as possible - the boxes will expand to accommodate your text. Please include the document version in the footer below.

Title: Maldon District Local Development Plan Review	Date 02/08/2021	Officer Preparing M Winslow
1. Background		
<p>1.1 Description of policy (Including aims, outcomes and in the case of an existing service how long it has been delivered in its current format)</p> <p>The Maldon District Local Development Plan Review will establish an updated statutory planning policy framework for the District. It will replace the Local Development Plan that was approved in July 2017 covering the plan period to 2014-2029. It will contain policies covering settlement growth, housing, employment, economic development, town centres, the natural, built and historic environment, design, transport and infrastructure. It is recommended that the LDP Review will cover the period 2023-2040; extending its life by over a decade.</p> <p>The first publication associated with the LDP Review will be the Issues & Options Report, which will capture the extent of the review and seek views on the updated vision and objectives, structure of the plan, the issues it will consider and options for addressing those issues.</p> <p>All policies are subject to a Sustainability Appraisal as required by legislation, which will be including specialist environmental and habitat assessments, as well as a Health Impact Assessment and this Equalities Impact Assessment. These will collectively and iteratively inform the preparation of the LDP Review, alongside evidence and public consultation.</p>		
<p>1.2 Who are the users of the proposal / policy / service (Refer to data held about the users of the service i.e. numbers of users, demographic breakdown. Having this information is important to understand which sectors of the community might be affected. If that is not available refer to the demographic data held on the intranet.)</p> <p>Any person or organisation with an interest in land use planning in the District (member of the public, business, developer, landowner, planning agent, Essex local authority or infrastructure commissioner/ provider.)</p> <p>The Planning Inspectorate or Secretary of State – for S78 appeals</p>		
<p>1.3 Have users been consulted with? (Have you carried out consultation with users or stakeholders while drawing up the proposal / policy / service? For example, have you carried out a formal consultation, discussed the issue with a Friends/User Group or consulted with stakeholders? If so, outline the results and how it has informed your plans. It's also important to show whether the target audience was reached during the consultation.)</p> <p>The LDP Review is subject to statutory consultation and non-statutory engagement with users. This will be carried out in accordance with the Statement of Community Involvement and the relevant legislation and Regulations.</p>		
<p>1.4 If the analysis is regarding an existing Service, what are users' views of that Service? (Base your view on evidence such as satisfaction</p>		

Maldon District Council Equality Analysis

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surveys, levels of compliments and levels of complaints).

N/A

2. Equality Aims – consider how the proposal / policy / service meets the three Equality Aims listed in the Equality Act.

Aim	How does the proposal / policy / service meet the equality aim?	Action or addition needed in order that the proposal / policy / service meets the aim?
2.1 To eliminate unlawful discrimination, harassment and victimisation	The LDP Review provides an updated planning policy framework for land use and infrastructure planning & delivery that will have a measured impact on a number of different users.	<p>The policies are all in development, but the social, environmental and economic evidence being commissioned and the complementary assessments for the Review's EQiA, Sustainability Appraisal and Health Impact Assessment will consider the needs of all and how they should be planned for. Policies will be written positively to ensure that they eliminate unlawful discrimination, harassment and victimisation every opportunity and mitigation measures will be made progressively to ensure protected characteristics are considered in the policies' development.</p> <p>The policies will be subject to public consultation and refinement as they are drafted ahead of submission to the Secretary of State.</p> <p>The LDP Review will be subject to an Examination in Public, by an Independent Planning Inspector who will determine if the Plan is lawful and sound and can be adopted by the Council.</p>
2.2 To advance equality of opportunity between people who share a protected characteristic and those who do not	The LDP Review provides an updated planning policy framework for land use and infrastructure planning & delivery that will have a measured impact on a number of different users. This will include people who share a protected characteristic and those who do not.	The policies are all in development, but the social, environmental and economic evidence being commissioned and the complimentary assessments for the Review's EQiA, Sustainability Appraisal and Health Impact Assessment will consider the needs of all and how they should be planned for. Policies will be written positively to ensure that they

Maldon District Council Equality Analysis

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		<p>advance equality at every opportunity and mitigation measures will be made progressively to ensure protected characteristics are considered in the policies' development.</p> <p>The policies will be subject to public consultation and refinement as they are drafted ahead of submission to the Secretary of State.</p> <p>The LDP Review will be subject to an Examination in Public, by an Independent Planning Inspector who will determine if the Plan is lawful and sound and can be adopted by the Council.</p>
2.3 To foster good relations between those who share a protected characteristic and those who do not	<p>The LDP Review provides an updated planning policy framework for land use and infrastructure planning & delivery that will have a measured impact on a number of different users. This will include people who share a protected characteristic and those who do not and seek to foster good relations between them.</p>	<p>The policies are all in development, but the social, environmental and economic evidence being commissioned and the complimentary assessments for the review's EQiA, Sustainability Appraisal and Health Impact Assessment will consider the needs of all and how they should be planned for. Policies will be written positively to ensure that they advance equality at every opportunity and mitigation measures will be made progressively to ensure protected characteristics are considered in the policies' development.</p> <p>The policies will be subject to public consultation and refinement as they are drafted ahead of submission to the Secretary of State.</p> <p>The LDP Review will be subject to an Examination in Public, by an Independent Planning Inspector who will determine if the Plan is lawful and sound and can be adopted by the Council.</p>

Maldon District Council Equality Analysis

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3. Equality Impacts – examine how the proposal / policy / service impacts on the community. Base the analysis on evidence. Attach additional documents if necessary.

Impacts	Positive impact (X)	Could adversely impact (X)	No impact (X)	How different groups could be affected: Summary of impacts	Actions to reduce negative or increase positive impact
3.1 Age (What will the impact be on different age groups such as younger or older people?)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The LDP Review Issues & Options Report has considered how planning policies could impact all age groups, including housing, employment, and infrastructure for people of all ages.	The LDP Review Issues & Options Report is written age-blind, unless there is a national policy requirement to address specific needs such as older persons' housing or primary education, etc. The LDP Review Issues & Options Report consultation will use approaches to seek feedback from a wide range of ages.
3.2 Disability (Consider all disabilities such as hearing loss, dyslexia etc as well as access issues for wheelchair users where appropriate)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The LDP Review Issues & Options Report has considered how planning policies could be reviewed to have a positive impact on people with disabilities, including through design measures and access to services.	The LDP Review Issues & Options Report consultation will seek feedback on whether there are any specific policies that could be written/ strengthened to positively address disabilities in the District. This will also be considered as part of the future Sustainability Appraisal & Health Impact Assessment. The LDP Review Issues & Options Report consultation will make reasonable adjustments to seek feedback from a wide range of people.

Maldon District Council Equality Analysis

Please complete the questions below as fully as possible - the boxes will expand to accommodate your text. Please include the document version in the footer below.

Impacts	Positive impact (X)	Could adversely impact (X)	No impact (X)	How different groups could be affected: Summary of impacts	Actions to reduce negative or increase positive impact
3.4 Sex (is the service used more by one gender and are the sexes given equal opportunity?)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The LDP Review covers planning policy that caters for all genders and sexes.	None required
3.5 Gender Reassignment (Is there an impact on people who are going through or who have completed Gender Reassignment?)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	The LDP Review covers planning policy that caters for all genders and sexes.	None required
3.6 Religion or belief (Includes not having a religion or belief)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The LDP Review provides an updated Planning Policy framework at a District level to all customers regardless of religion or belief.</p> <p>As part of the planning of new communities, spaces for places of worship can be accommodated in new developments.</p>	The LDP Review Issues & Options Report consultation will seek feedback on whether there are any specific policies that could be written/ strengthened to positively address religion or belief.
3.7 Sexual Orientation (What is the impact on heterosexual, lesbian, gay or bisexual people?)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The LDP Review provides an updated Planning Policy framework at a District level to all customers regardless of sexual orientation.</p> <p>As part of the planning of new communities, spaces for LGBTQIA+ venues can be accommodated in new developments.</p>	The loss of existing LGBTQIA+ facilities through the planning process, can lead to LGBTQIA+ communities feeling more isolated and vulnerable. This may also be considered as part of the future Health Impact Assessment.

Maldon District Council Equality Analysis

Please complete the questions below as fully as possible - the boxes will expand to accommodate your text. Please include the document version in the footer below.

Impacts	Positive impact (X)	Could adversely impact (X)	No impact (X)	How different groups could be affected: Summary of impacts	Actions to reduce negative or increase positive impact
3.9 Socio-Economic Group (Will people of any particular socio-economic group be particularly affected?)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	The LDP Review provides an updated Planning Policy framework at a District level to all customers regardless of their socio-economic grouping. This will include how the District can improve provision and protection for people on low incomes, people who are unemployed, people who do not have access to private transport and those who cannot access market housing or Traveller plots, for example. Likewise, the LDP Review will consider the needs of those that can access market housing, can access educational opportunities and have greater degrees of economic mobility.	The LDP Review Issues & Options Report consultation will seek feedback on whether there are any specific policies that could be written/ strengthened to positively influence the District's opportunities for different socio-economic groups. This will be considered as part of the future Sustainability Appraisal & Health Impact Assessment.

4. Is there a Cumulative Impact? (If the same group is the subject of many changes or reductions the overall impact is much greater. Consider what else is happening within Maldon District Council that may have an impact and also what we know is happening elsewhere (such as Essex County Council). See Guidance for further advice.)

It is highly likely that there could be a cumulative impact to one or more of these groups with protected characteristics. This will be legally screened as part of the Sustainability Appraisal and considered by the complementary assessments examining health impact, where it is relevant.

Other plans or strategies and service provision in place at a District/ county/ national level will also have varying degrees of influence and impact; some positive, some negative – which has yet to be evaluated in full. This will include things such as the Essex School Organisation Plan, the Maldon District Corporate Plan, the Covid-19 Reset and Recovery Plans to name a few. A more comprehensive appraisal will be carried out for the statutory Sustainability Appraisal.

The Council will, as the Local Planning Authority for the Maldon District, work alongside its partners and Duty to Cooperate bodies such as Essex County

Maldon District Council Equality Analysis

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Council, healthcare providers including the NHS, education providers and emergency services to address social, economic and environmental challenges facing the District's residents and businesses.

5. Outcome

5.1 Consider all the analysis and evidence above and indicate

(1) No change needed ☐ (2) Adjust ☒ (3) Adverse impact but continue ☐ (4) Stop, remove the proposal / policy / service ☐

5.2 Adjustments

If option (2) above is selected please detail what adjustments are needed, who is responsible and how that will be reviewed. Also outline how that will be agreed (i.e., Committee, CMT).

Officers will continue to use evidence and the outcomes of public consultation and stakeholder engagement to inform the LDP Review's development until its submission to the Secretary of State in 2022/2023.

5.3 Decision Making (How will this equality analysis be taken into account during the decision making process? For example will it be included with a report to Committee/CMT? Will it be considered at department level or by a Head of Service? How will community/stakeholders views be taken into account?)

The EqlA will be reviewed by the Strategy, Policy and Communications Manager and will be presented to the Planning Policy Programme Board and Planning Policy Working Group as required to help explain how policy development has been informed by the duties covered in the Equality Act 2010 and Human Rights Act 1998. The continual evolution and preparation of the EqlA by officers (and any external advisors) will be presented to Strategy & Resources Committee & Council seeking the LDP Review Issues & Options Report's approval and all future statutory stages of policy development. The EqlA will be published on the Council's website, along with the LDP Review document it relates to.

The Strategy & Resources Committee and Council will need to consider the feedback received on policies concerning any matter that could be interpreted under the EqlA and determine how the policies should be changed to make the adverse impacts identified either more positive/ or neutral.

Maldon District Council Equality Analysis

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6.0 Next Steps

6.1 If there was a lack of evidence or data held on which to base this assessment, how will that gap be addressed for the future?

The Local Development Plan Review will include the undertaking of the following core evidence studies, which will seek information and understanding on a variety of topics to address gaps in evidence or data:

- Local Housing Needs Assessment
- Gypsy, Traveller and Travelling Showpeople Accommodation Assessment
- Nature Conservation Study
- Sustainability Appraisal and Integrated Assessment combining Health Impacts Assessment & Equalities Impact Assessment
- Strategic Flood Risk Assessment Review
- Water Cycle Study
- Transport Modelling
- Employment Land and Premises Study
- Infrastructure Study and Infrastructure Delivery Plan
- Green Infrastructure, Sport and Recreational Study
- Retail Needs Assessment
- Viability Study

This evidence will be reviewed and interpreted to help design and refine the new planning policy framework of the LDP Review.

In addition, the LDP Review will be supported by the purchase of a new Consultation and Engagement Platform by September 2021, which will, through technology solutions, help the Council engage as many users of the future planning policy framework as possible. This will include the ability to seek equality profile information from customers to improve equality monitoring.

6.2 Summary of actions highlighted within this analysis (Include how this will be picked up within service/work plans)

1. **Consult on the LDP Review Issues & Options Report to determine the extent of the planning policy update for the Maldon District**
2. **Commission specific evidence or undertake in-house studies to determine how the District's planning policies need to respond to different needs and challenges**
3. **Implement a new Consultation and Engagement Platform by September 2021 from which to conduct effective statutory and non-statutory engagement of users, stakeholders and partners.**

Maldon District Council Equality Analysis

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6.3 Arrangements for future monitoring of equality impact of this proposal / policy / service

There will be ongoing monitoring of the LDP Review and its EqlA by:

- Planning Policy Programme Board
- Extended Leadership Team Project Board
- Planning Policy Working Group
- Strategy & Resources Committee
- Council

6.4 Approved by (Manager or Head of Service signature and date)

Once approved please forward this analysis to Cally Darby to arrange publication.

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**REPORT of
DIRECTOR OF STRATEGY, PERFORMANCE AND GOVERNANCE**

**to
STRATEGY AND RESOURCES COMMITTEE
16 SEPTEMBER 2021**

**APPROVAL TO CONSULT ON THE WOODFIELD COTTAGES CONSERVATION AREA
PROPOSAL AND THE DRAFT WOODFIELD COTTAGES LOCAL LISTED BUILDING
CONSENT ORDER**

1. PURPOSE OF THE REPORT

- 1.1 This report seeks the Strategy and Resources Committee's approval to publicly consult on the Woodfield Cottages Conservation Area Proposal and Character Appraisal (**APPENDIX 1**) and the Draft Woodfield Cottages Local Listed Building Consent Order (**APPENDIX 2**).

2. RECOMMENDATIONS

- (i) that the Woodfield Cottages Conservation Area Proposal and Character Appraisal is approved for public consultation;
- (ii) that the Draft Woodfield Cottages Local Listed Building Consent Order is approved for public consultation.

3. SUMMARY OF KEY ISSUES

- 3.1 Nos 116 – 156 Woodfield Cottages, Heybridge, CM9 4BQ, their associated outhouses and two communal water pumps were designated grade II listed buildings in 1971. The three terraces of 41 single-storey cottages are of historic interest because they were developed by the industrialist E H Bentall in 1873 as dwellings for the workforce of the Bentall Agricultural Works. The buildings are of national architectural interest for their pioneering use of mass-concrete construction. Originally the cottages had flat roofs, but pitched roofs were added in c.1918.
- 3.2 In terms of conservation, Woodfield Cottages are among the most challenging listed buildings in the Maldon District due to their relatively high degree of modernisation; a process which began before the buildings were listed and continued following listing, in many cases without obtaining the necessary listed building consents. Many of the later alterations – such as replacement windows, doors and porches – have eroded the architectural interest of the listed buildings and their character as a unified group of buildings. Some of the buildings are in a poor condition and one cottage (No. 127) has fallen into a particularly dilapidated state. In 2019 Historic England considered de-listing the cottages but concluded that the buildings remain of national architectural and historic interest despite their alteration. Historic England did, however, acknowledge the challenges the buildings present and offered to work with Maldon District Council to develop some positive and proactive measures to encourage the sympathetic restoration of the site.

- 3.3 Two proactive initiatives are now proposed to help improve the character and condition of Woodfield Cottages. The first is to designate a Woodfield Cottages Conservation Area. It is a statutory duty under Section 69(1) (a) and (b) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* that “Every local planning authority shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and shall designate those areas as conservation areas”. The designation of Woodfield Cottages as a conservation area would be justified because it is not only the cottages and outhouses which are important; the lanes, gardens and boundary treatments which surround the original buildings altogether comprise a distinct historic area the character and appearance of which it is desirable to preserve and enhance. The *Woodfield Cottages Conservation Area Proposal and Character Appraisal (APPENDIX 1)* describes the special character and appearance of the area and the opportunities for enhancement. As the cottages are already listed buildings, the creation of a conservation area will impose very few additional planning restrictions. Designation of the conservation area would open the possibility of entering into a Conservation Area Partnership Agreement with Historic England, through which grant funding could be made available for works which enhance the character of the area. If successful, this would be the first Conservation Area Partnership Scheme in Essex for seven years and the first in the Maldon District for over fifteen years. Woodfield Cottages must first be designated as a conservation area to qualify for the grant funding.
- 3.4 The second initiative proposed is the *Woodfield Cottages Local Listed Building Consent Order (APPENDIX 2)*. Local Listed Building Consent Orders were introduced by section 60 of the *Enterprise and Regulatory Reform Act 2013*. As grade II listed buildings, any works of alteration to Woodfield Cottages presently require the submission of a Listed Building Consent application to Maldon District Council. Such applications are free of charge but require a certain degree of paperwork, the preparation of architectural drawings, and usually take eight weeks to determine. What a Local Listed Building Consent Order does is grant automatic consent for selected types of alteration, as long as they are undertaken in accordance with an approved specification. The proposed order would make it easier for owners of Woodfield Cottages to carry out sympathetic and restorative alterations and to address enforcement issues, by reducing the bureaucratic requirements associated with obtaining Listed Building Consent. If adopted, the Woodfield Cottages Local Listed Building Consent Order would be the first example of its kind in East Anglia. It is hoped that some of the positive enhancement works authorised by the Local Listed Building Consent Order can be supported financially by a future Conservation Area Partnership Scheme. Historic England has set out its support for these initiatives in a letter reproduced as **APPENDIX 3**.
- 3.5 Currently, public consultation is not a statutory requirement when designating a conservation area, but it is good practice. Engagement with the local community will help gauge the level of public support for a conservation area designation. It is expected that local knowledge will help refine the quality and accuracy of the conservation area character statement. Relevant owners and other interested parties must in law be given an opportunity to comment on the Draft Local Listed Building Consent Order. The *Planning (Local Listed Building Consent Orders) (Procedure) Regulations 2014* (‘the LLBCO Regulations’) set out the consultation and publicity arrangements for LLBCOs. To aid the consultation process, a letter and questionnaire (**APPENDIX 4**) have been prepared which seek to identify any concerns, questions or suggestions the residents may have. The regulations require that, where known, owners of listed buildings affected by the Order need to be notified of and given a minimum of 28 days to comment on the LLBCO. A simple notice for this purpose and for use as a site notice is contained in the regulations.

Once consultation responses are considered, the character appraisal and the LLBCO Order will be amended where deemed necessary and permission will be sought from a subsequent meeting of Strategy and Resources Committee to designate the conservation area and adopt the LLBCO.

4. CONCLUSION

- 4.1 Maldon District Council has a commitment to protect and improve the environment of the District which includes built heritage. Policy D3 of the Maldon District Local Development Plan sets out this Council's objective of 'safeguarding, enhancing and promoting the historic environment'. 2023 will be the 150th anniversary since Woodfield Cottages were built. With the proposed positive and proactive measures in place it is hoped that this anniversary could be celebrated with these important historic buildings facing brighter prospects.

5. IMPACT ON STRATEGIC THEMES

- 5.1 The recommendations of this report will support the Strategic Theme for Place by encouraging the protection and improvement of built heritage, which is a valuable component of the local environment.

6. IMPLICATIONS

- (i) **Impact on Customers** – Positive, because the local listed building consent order would make it much easier for owners to undertake sympathetic alterations to Woodfield Cottages, by reducing the bureaucratic requirements associated with obtaining Listed Building Consent. The conservation area designation would create the possibility of establishing a grant scheme which would support owners who undertake positive enhancement work. The conservation area character appraisal contains helpful information on the significance and history of the area and guidance on sympathetic alterations.
- (ii) **Impact on Equalities** – None.
- (iii) **Impact on Risk** – None.
- (iv) **Impact on Resources (financial)** – Cost of public consultation will be met from the relevant budget.
- (v) **Impact on Resources (human)** – The public consultation will be coordinated by the Conservation and Heritage Specialist with support from Planning Admin staff.
- (vi) **Impact on the Environment** – Positive, due to the enhancement and safeguarding of the built heritage which will ensure its existence for the District now and generations to come.
- (vii) **Impact on Strengthening Communities** – Positive, due to the way in which the measures should improve the character of the area, fostering a greater sense of local pride.

Background Papers: None.

Enquiries to: Tim Howson, Conservation and Heritage Specialist.

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WOODFIELD COTTAGES, HEYBRIDGE



CONSERVATION AREA PROPOSAL AND CHARACTER APPRAISAL



Front cover illustrations: *Photograph taken February 2020, depicting the north row of Woodfield Cottages looking east, with No. 155 in the foreground. The border drawings illustrate the uniform front elevations of the cottages prior to their alteration throughout the second half of the 20th century.*

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It was prepared by Tim Howson IHBC, Conservation and Heritage Specialist

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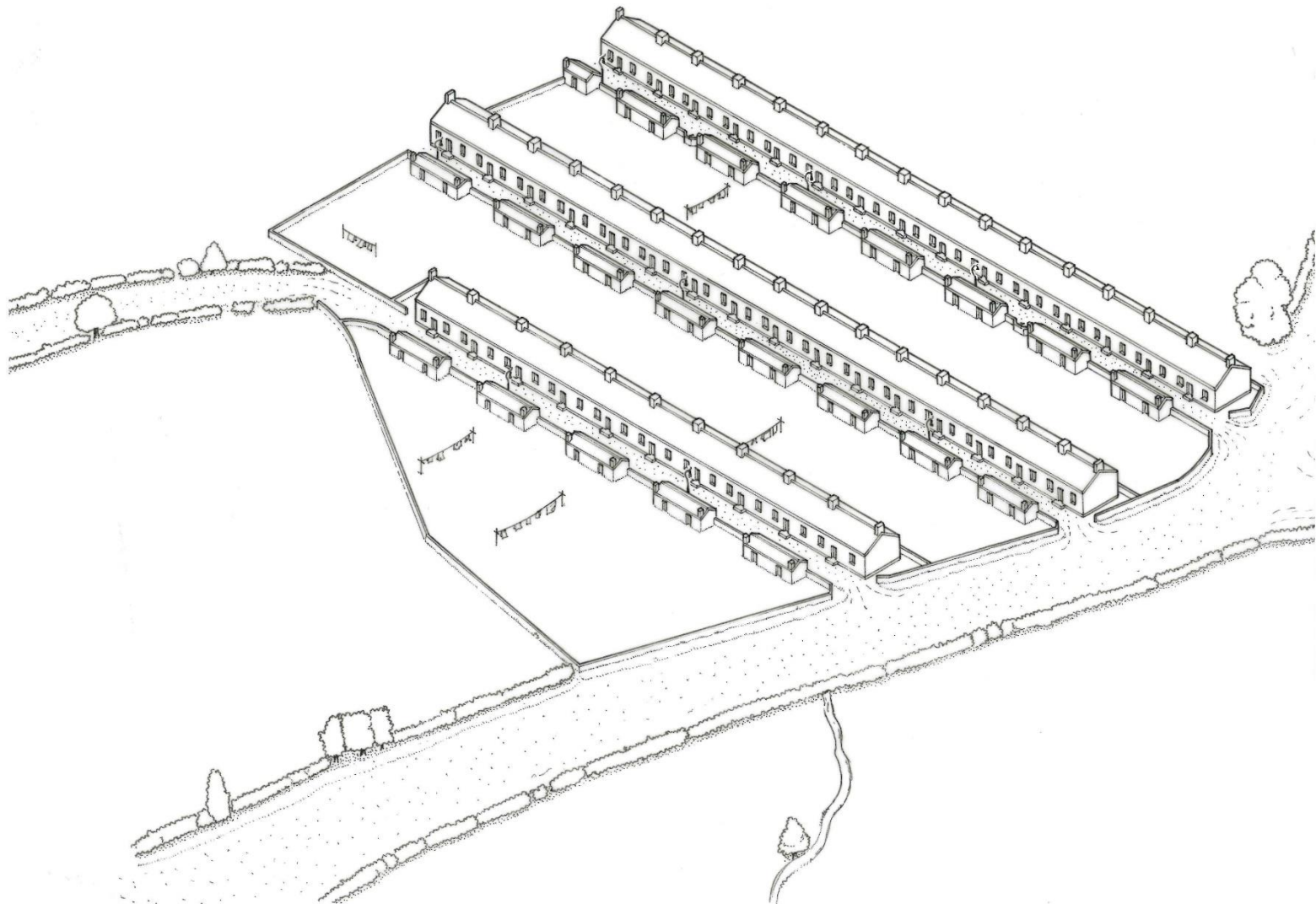


Fig 1: *Isometric reconstruction of Woodfield Cottages c.1920*



Fig 2: Map of proposed conservation area highlighting original and later structures

1. INTRODUCTION

Conservation areas are 'areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance' (*Planning (Listed Buildings and Conservation Areas) Act 1990*). They were introduced by the Civic Amenities Act of 1967. Local authorities have a duty to designate conservation areas, to formulate policies for their preservation and enhancement, and to keep them under review.

Within the Maldon District there are currently 14 conservation areas. The most recent conservation area to be designated by the District Council (in 2017) is Woodham Walter. Conservation area status has helped ensure that the special qualities of these cherished places are maintained, has encouraged positive changes which enhance special character and appearance, and has established a robust defence against poorly considered and unsympathetic development.

Woodfield Cottages represent a small settlement of industrial housing, comprising three terraces of single-storey cottages, developed by the industrialist E H Bentall in 1873 as dwellings for the workforce of the Bentall Agricultural Works (Fig.1). The 41 cottages, outhouses and two communal water pumps were designated grade II listed buildings in 1971 (see Appendix 1 on p. 75 for the official list description, which was updated in 2020). However, it is not just the cottages, outhouses and pumps which are important; the lanes, gardens and boundary treatments which surround the original buildings altogether comprise a distinct historic area the character and appearance of which – in the words of the legislation – it is desirable to preserve and enhance. On this basis, the designation of the settlement as a conservation area is felt to be justified. The boundary of the conservation area would be drawn around the edge of the settlement (Fig. 2). This character statement seeks to identity the area's special character and opportunities for enhancement.



Fig. 3 - A photograph of Woodfield Cottages taken from Scraley Road in March 2021

2. CHARACTER STATEMENT

Woodfield Cottages are of national architectural interest as an early, rare and substantially *intact* survival of a mass concrete housing development. It is an unusually early example of flat-roofed construction, although the evidence for the flat roofs can now only be seen within the attics of the pitched roofs which were added in 1918. The cottages are of historic interest as a complete late-19th-century example of a planned industrial housing community by a notable and innovative industrialist; Edward Hammond Bentall.

Originally developed on a greenfield site and surrounded by fields, the cottages are now surrounded by later housing. The settlement nevertheless retains a distinct character in contrast with the adjacent later houses. Single-storeyed in height, arranged in three rows at right angles to the highway, the cottages are quite unlike most nearby houses which are predominantly of two storeys and orientated parallel to the road. While the size of each cottage is modest, the remarkable scale of the development, and the length of each row is impressive. The special character of the settlement is defined in part by the relative uniformity of the terraces and the repetition of architectural forms. One notable aspect, visible from many angles, is the procession of red-brick chimneys on top of long slate-clad roofs. There is a striking effect of receding perspective looking down each of the lanes. Most cottages retain their original outhouse and garden. Two original communal pumps and some low concrete boundary walls are valuable remnants of the original scheme.

The area's special character and appearance has to some extent been eroded by alterations to the cottages and outbuildings, the poor condition of some of the properties, some excessively scaled modern outbuildings, and some unsympathetic boundary treatments. There are clear opportunities to improve the area's character and appearance and better reveal the site's significance.

3.



Fig. 4 - A photograph of the middle row of Woodfield Cottages taken from Colchester Road in March 2021

HISTORICAL BACKGROUND (*Based on E. Cole 2020*)

From the early-19th century until the end of the 20th century, the village of Heybridge was dominated by the Bentall Agricultural Works (Fig. 5). The business was founded by William Bentall (1779-1836), a farmer based in Goldhanger, three miles east of Heybridge. He designed a new kind of plough – the ‘Goldhanger’ plough – that would become the foundation of the family’s industry. In 1795, he decided to focus full-time on agricultural engineering, and looked for a new base, more convenient for river transport. In 1805, the Bentall business moved to Heybridge, on land adjacent to the Chelmer and Blackwater Navigation, completed in 1797. Over subsequent years the success of the business increased, especially with the rise in agricultural activity brought about by the Napoleonic Wars. From ploughs, Bentall’s expanded to take in the manufacture of other types agricultural equipment.

On the death of William Bentall in 1836, the business was taken over by his son, Edward Hammond Bentall (1814-98), who shared his father’s talent for engineering and invention and in 1839 adopted the new trading name of ‘E. H. Bentall & Co.’ (Fig. 6). The success of the firm grew and expanded production to include items such as root pulpers and cutters, nuts and bolts, cake-breakers, cultivators and even lawn-mowers. Soon, the firm was known and active worldwide, and E. H. Bentall was a very wealthy man; he was also an MP, from 1868.

From 1889, the business began to be taken over by Edward’s son, Edmund Ernest Bentall (1855-1945). Moving with the times, E. E. Bentall took an interest in engines and motoring. During the First World War, Bentall’s focused a large part of their attention on the manufacture of shell cases.

Following the war, Bentall’s experienced a slump – the firm merged as a major part of Agricultural & General Engineers Ltd, but was hard hit by the failure of this company in 1931 and its winding up in 1932. E. E. Bentall worked to re-establish the family firm and was ultimately successful. During the Second World War – by which time Bentall’s son, Charles Edward Bentall (1885-1955), was Managing Director – the company produced items such as aircraft components for Handley Page, alongside the consistently popular agricultural implements. Following the death of Charles Bentall, the firm was taken over by the Acrow Group. The company went into receivership along with the rest of the Acrow Group in 1984 and the Heybridge factory closed, after nearly 180 years of activity and innovation.

The Bentall’s imposing four-storey warehouse building of 1863 still stands beside the Wave Bridge in Heybridge (Fig. 7) as do nine groups of houses erected throughout the parish for employees of the firm (of which only Woodfield Cottages are listed). In 1873 E.H. Bentall erected a splendid Italianate-style mansion for himself known as The Towers (Fig. 8). Constructed, like Woodfield Cottages, out of concrete, The Towers was demolished using gelignite explosives in 1957. The lodge house to The Towers still stands and is grade II listed (Fig. 9).

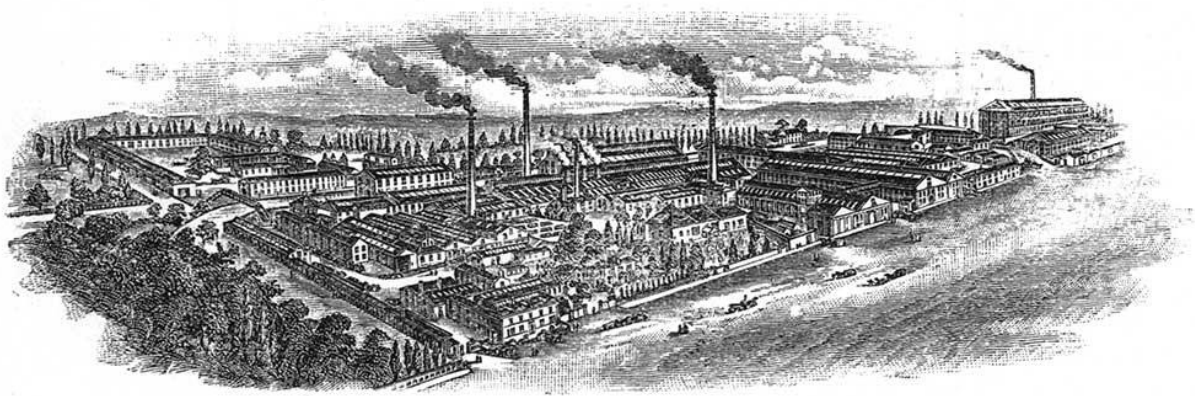


Fig. 5 - An idealised view of the Bentall Agricultural works

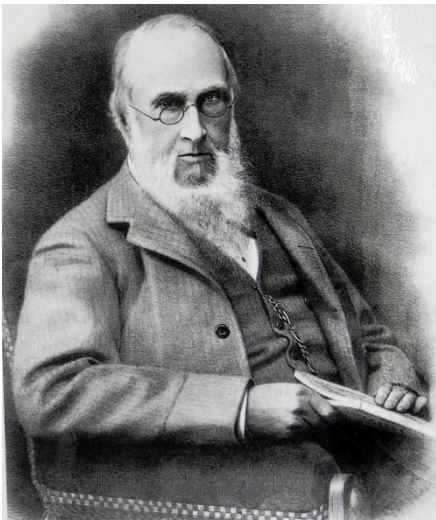


Fig. 6 – A portrait of Edward Hammond Bentall (1814-98)



Fig. 7 – Bentall's warehouse



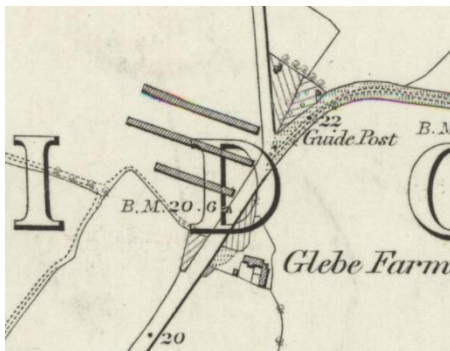
Fig. 8 – The Towers, a mansion built for Edward Hammond Bentall in 1873. Demolished in 1957.



Fig. 9 – The Lodge, gate and gate piers which served The Towers. Photograph taken March 2021

4. CARTOGRAPHIC EVIDENCE

Past OS maps show how Woodfield Cottages and their surroundings have developed over time. The 1873 map depicts the cottages still under construction, in a field to the west of the junction between Broad Street Green, Colchester Road and Scraley Road. There is no distinction shown between individual houses and the outhouses and boundary walls are yet to be erected. The 1897 map shows the three terraces of 41 cottages in their complete state with access lanes, semi-detached outhouses, outer boundaries, but no boundaries separating the gardens. The development is labelled 'Flat Tops' in reference to the flat roofs on the houses and outhouses. The 1946 map shows council houses under construction to the south and by then the development has acquired the name 'Woodfield Cottages'. The 1953 map illustrates for the first time the presence of fences between some of the gardens. The 1991-3 map shows the increasing subdivision of gardens by fences and the development of further houses to the west, north and east.



1873



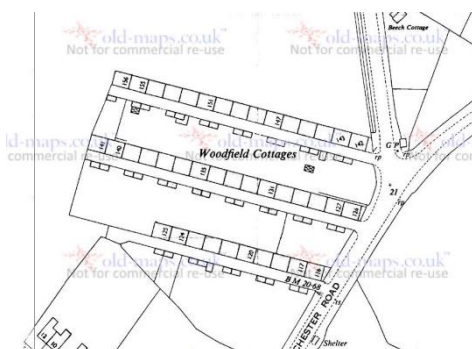
1897



1924



1946



1953



1991-3



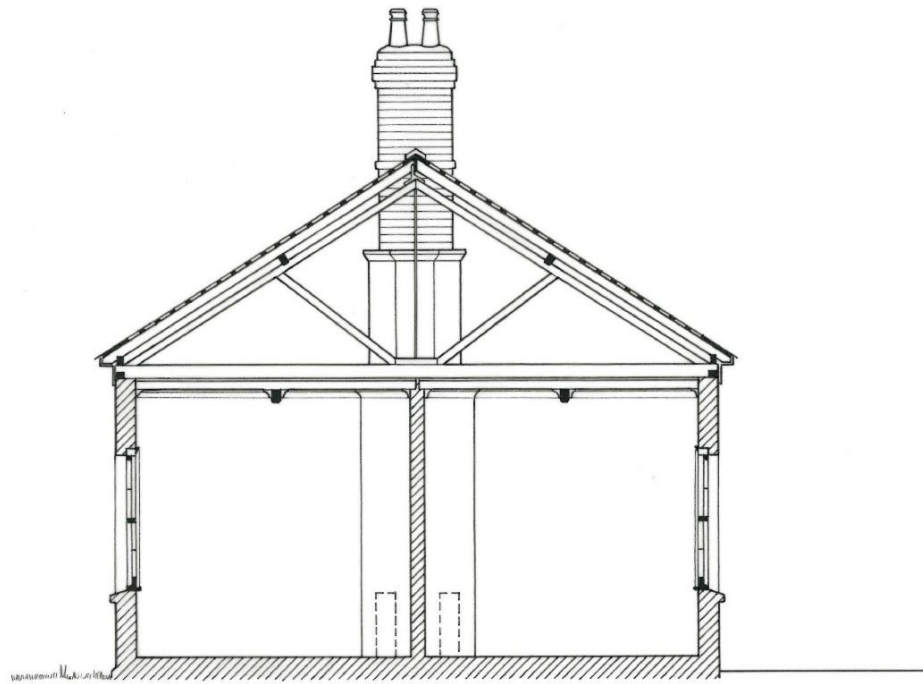
Front elevation



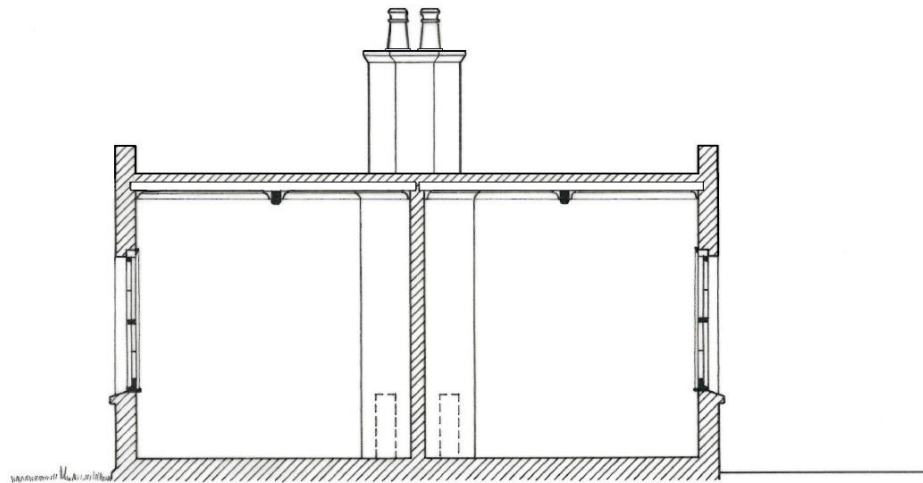
Rear elevation

0 1 2 3 4 5 6 7 8 9 10 metres

Fig. 10 - Typical front and rear elevations following the addition of pitched roofs, based on a survey of No. 155



Section through cottage following addition of
pitched roof c.1918



Section through a cottage prior to addition of pitched roof

0 1 2 3 4 5 6 7 8 9 10 metres

Fig. 11 - Typical sections through a cottage, based on a
survey of No. 155

5. THE COTTAGES

The cottages are single-storeyed in height, with shallow-pitched slate-clad roofs and red brick chimney stacks. It is not obvious from the outside that the cottages are constructed of concrete, except where render has fallen off due to lack of adequate maintenance (as is worryingly the case at No. 127). The external walls are 226mm thick with a smooth finish, most commonly now painted white. The windows and doors were recessed back from the external face of the walls with deep projecting cills formed from concrete. The front (south) elevation of each cottage consisted of two sash windows and a central front doorway (Fig. 10). The arrangement of openings is not symmetrical; the front door being closer to the left-hand window. The rear elevation consisted of two sash windows and a central, small sash window. The large sash windows in the cottages comprised 6-over-6 panes with narrow (17mm) ovolo-moulded glazing bars. The upper sashes have what are called 'horns'; extensions of the stiles at their junction with the bottom rail. These horns are an innovation of Victorian sash windows, not found on Georgian windows. Only five of the cottages retain original sash windows on the front elevation (Nos 140, 141, 147, 149 and 156), but a greater number survive on the rear elevations. No original front doors survive, and, to date, no old photographs have been found which clearly show the original design of the front doors. It is most likely that the doors had a simple four-panelled design, as found locally on some contemporary cottages.

The present pitched roofs were added to the cottages in 1918. Prior to that the cottages had flat roofs; a remarkably early example of flat-roofed construction (Fig. 11). In the attics of the later pitched roofs, the original octagonal concrete chimneys survive with the 1918 red brick chimneys built on top of them (Fig. 12). Interestingly, the original concrete chimneys bear no trace of paint, suggesting that the external face of the cottages may originally have been left bare. Painted finishes may not have been introduced until the 20th century following the addition of the pitched roofs. The roofs most likely had simple parapets with openings in them for guttering, as can be seen on the Lodge to The Towers, which retains its flat roof (Fig. 9). The concrete roofs were taken away when the pitched roofs were added, but the joists which supported the concrete remain *in-situ* with the original lath and plaster ceilings fixed to the underside of them. Scars on the chimneys show where the concrete roof slabs joined the chimneys and indicate that the slab was only 100mm thick. There are remnants of black tar at the base of some of these chimneys, evidently applied in an attempt to waterproof the roofs. According to Richard Twinn, his Great Grandmother – Harriet Elizabeth Lewis, who lived at No. 141 – would recount how the tar that sealed the concrete slab roof would drip through into the cottage during hot weather (pers. comm.). She and her family had to move out temporarily while the pitched roofs were added. Initially the loft spaces were undivided, but later in the 20th century party walls were introduced to provide a fire-break and as some of the attics were converted to habitable space.



Fig. 12 - A photograph of the inside the attic of No. 155 showing an original concrete chimney

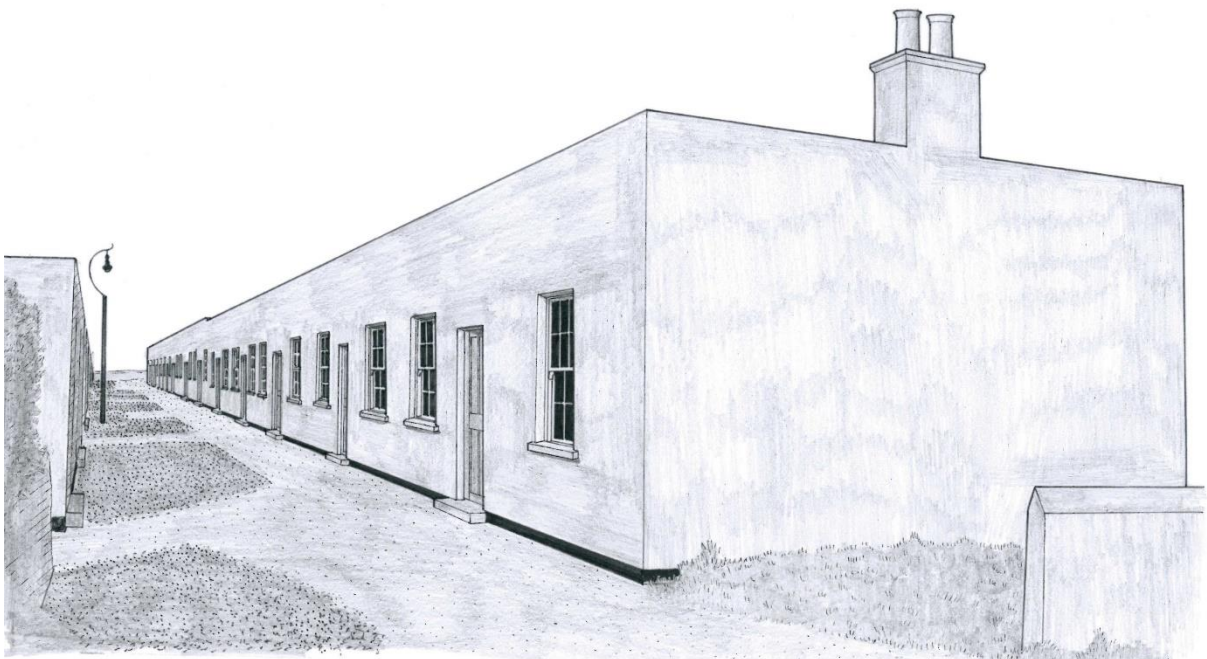


Fig. 13 - A sketch reconstruction of the north row of the Woodfield Cottages as it would have appeared prior to the addition of pitched roofs. From this angle most of the chimneys would have been hidden by the parapet around the roof.

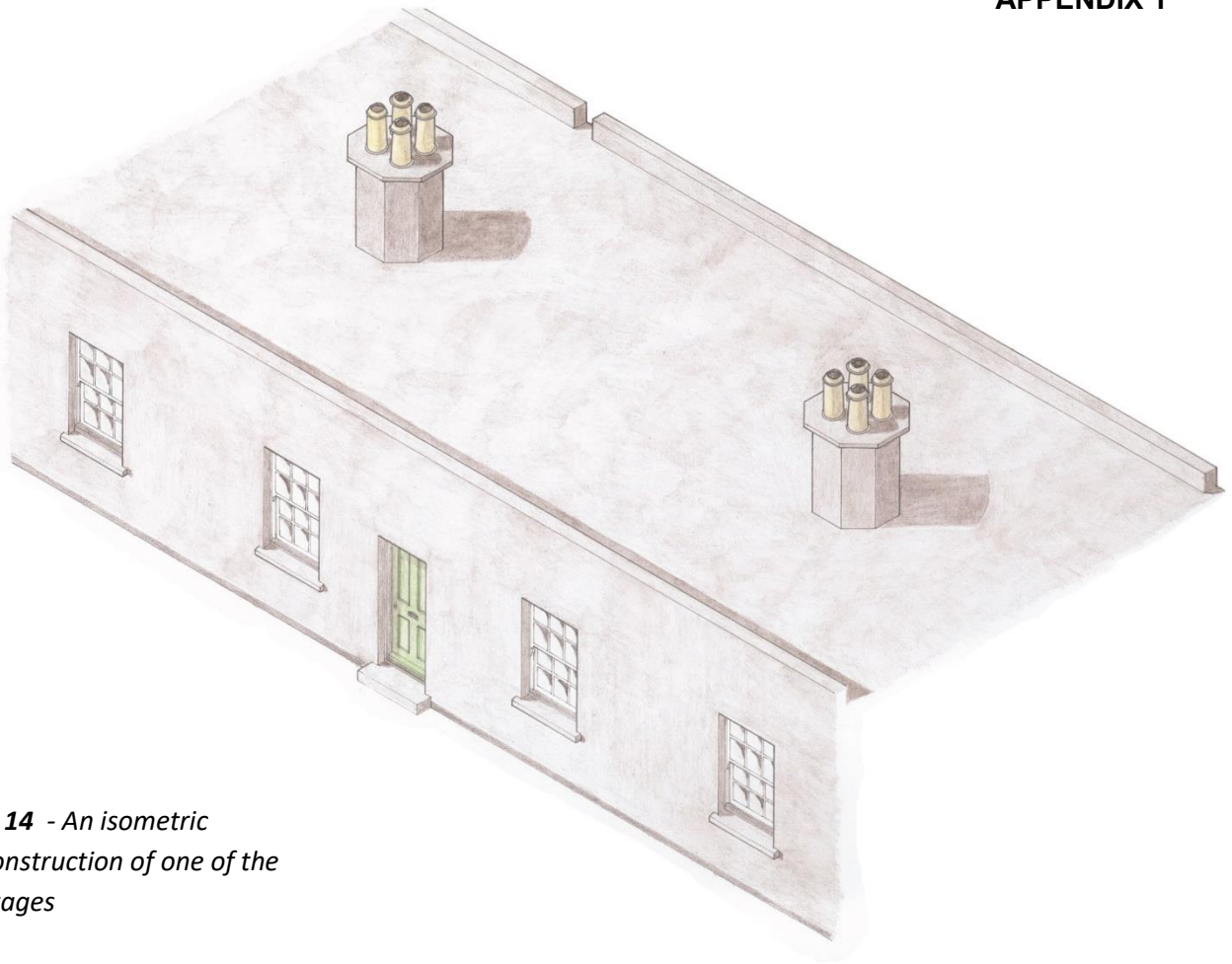


Fig. 14 - An isometric reconstruction of one of the cottages

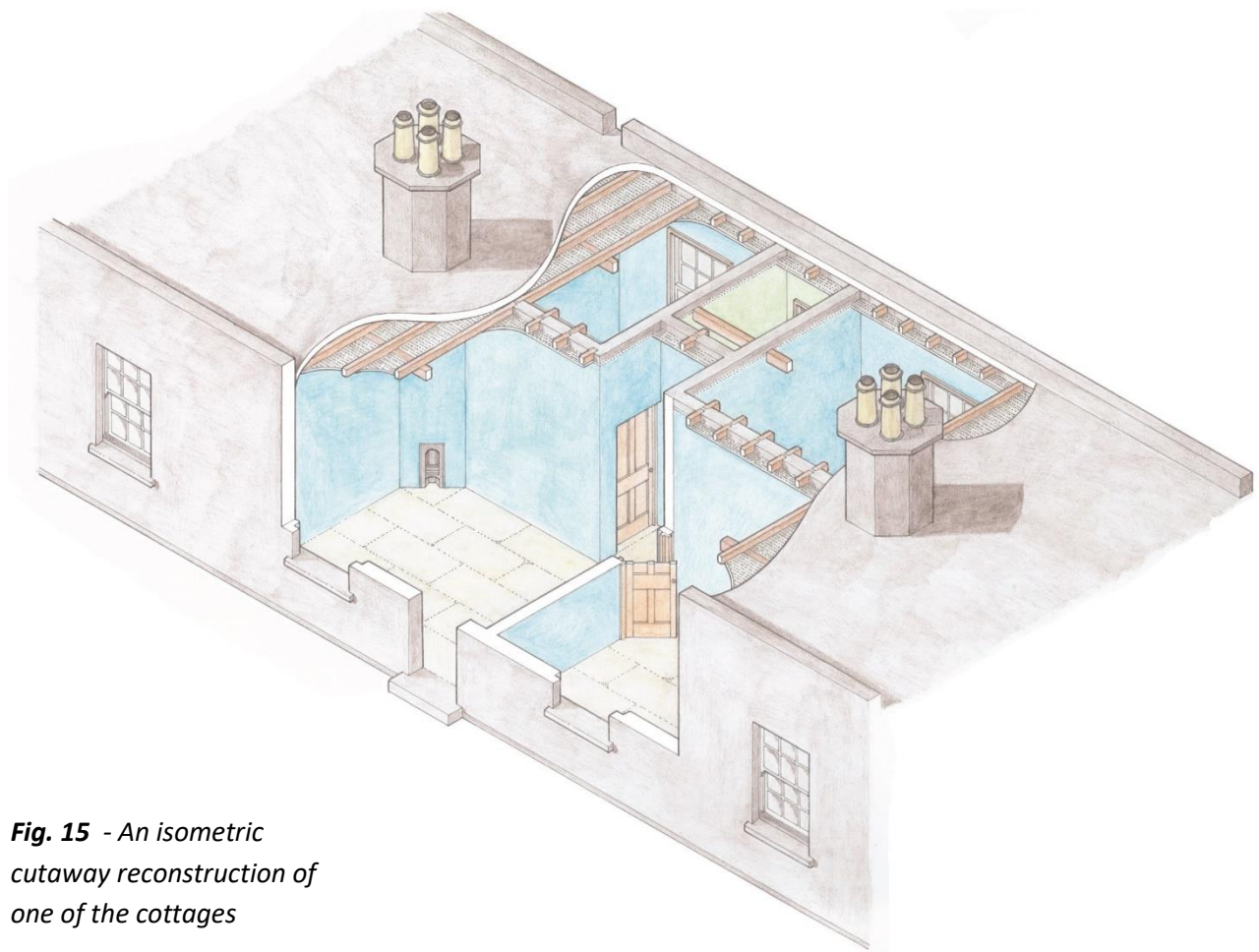


Fig. 15 - An isometric cutaway reconstruction of one of the cottages

Each cottage was designed to contain four main rooms and a small walk-in pantry between the two back rooms (Fig. 15). The front entrance to each cottage led directly into the front-left room, although some cottages later had a partition installed to create an entrance passage. The rooms have high ceilings, measuring almost three metres from floor to ceiling. Principal ceiling joists are exposed and have chamfered corners. In Nos 131 and 155, adjoining the flanks of the principal ceiling joists and at the top of the walls is simple coving in each of the rooms which is almost certainly original (Fig. 11). The four main rooms were heated by corner fireplaces. Most of the original fireplaces appear to have been removed or blocked up, but one original cast iron grate is known to survive inside No. 145. Simple, painted timber four-panel doors were hung in the internal doorways to the back rooms and the front-right room. Flag stones have been seen to survive beneath the modern flooring in No. 131 and a past resident of No. 150 has confirmed that the floors of the cottages were once laid with flag stones. Originally the cottages had no running water, no bathroom and no indoor toilet, and this was still the case for No. 148 in the 1950s. Later the pantry of most cottages was converted into a bathroom.

All the workers' houses in Heybridge belonging to Bentall's – including Woodfield Cottages – were put up for sale in 1930 (Essex Record Office: D/DCf B191). After being sold off, the houses gradually began to be altered in an *ad-hoc* manner as owners sought to modernise and personalise their homes. By the time the cottages were grade II listed in 1971, many of the houses had undergone a degree of alteration (Figs 19-21). Old photographs show that by the early 1950s some houses had acquired small flimsy wooden open front porches, none of which have survived to the present day (Fig. 16). From the late-1960s, larger and more permanent brick porches were added to some of the cottages (Fig. 17). Many of the larger brick porches look out of proportion with the cottages and where the brickwork is exposed they appear incongruous against the rendered finish of the elevations. Of all the existing porches, the small rendered examples at Nos 142 and 155 are most sympathetic to the cottages' scale and character. These small porches set a useful precedent for what may be deemed acceptable in future work (Fig. 18).



Fig. 16 - A lightweight wooden front porch to No. 134. Photograph taken 1954 or earlier



Fig. 17 - A brick porch to No. 117, probably dating from the 1980s. It replaced a wooden lean-to porch which was in place by 1971.



Fig. 18 - A small rendered porch at No. 155 granted listed building consent in 2014

Fig. 19 – The north row of Woodfield Cottages c.1970



Fig. 20 (right) – The middle row of Woodfield Cottages c.1970



Fig. 21 (below) – The south row of Woodfield Cottages in 1971



Only 5 of the houses at Woodfield Cottages retain original multi-paned sash windows on their front elevations (Figs 22 and 30). More original windows survive on the north-facing rear elevations. From the third quarter of the 20th century timber windows with top-opening fanlights began to be introduced. No. 143, for example, had windows like this by 1970 (Fig. 23). In more recent decades some aluminium and plastic windows were introduced without listed building consent (Figs 25 and 26). Six houses have aluminium windows and four now have plastic windows. All these modern windows detract from the special character of the area. The shape of the front window openings has been altered in 25 of the houses. A common alteration is that the front-left window has had its cill raised to create space for kitchen units (Fig. 25). Tilt-opening sash-style timber windows were approved at Nos 142 and 144 in the early 2000's. While the upper casements of these windows incorporate horns in imitation of sash windows, the effect is undermined when the windows are open (Fig. 27). There are some relatively recent examples of windows made to resemble the original fenestration more closely. At No. 132 unsympathetic modern front windows were replaced in 2006 with single-glazed vertically sliding sash windows which are close to the original design although they are not recessed and do not have horns (Fig. 28). At No. 155 modern windows were replaced in 2014 with sliding sash windows incorporating discreet slim-profile double glazing (Fig. 29). These windows are much more sympathetic than their predecessors, but they were made to fit altered openings, so the proportions do not match the originals.



Fig. 22 – Original sash window at No. 140



Fig. 23 – 1960s window at No. 143

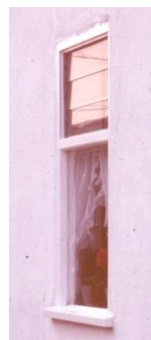


Fig. 24 – 1970s window with louvred glass formerly at No. 126



Fig. 25 – 1980's(?) aluminium windows at No. 118



Fig. 26 – c.2014 plastic window at No. 116



Fig. 27 – c.2003 timber tilt-opening sash-style window at No. 144

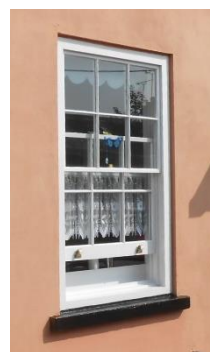


Fig. 28 – 2006 single-glazed timber sash window at No. 132



Fig. 29 – 2014 timber sash window with slim-profile double glazing at No. 155

The original windows at Woodfield Cottages are an important feature of the area and, where they survive, they should be repaired and retained if possible. Although single-glazed, the thermal and acoustic performance of such windows can be dramatically improved through draughtproofing and by the installation of internal secondary glazing.

One of the most obvious opportunities to enhance the character of individual cottages, and of the area as a whole, is the replacement of unsympathetic modern windows with painted timber sash windows which match the original design. These new replacement windows could incorporate slim-profile double-glazed units.

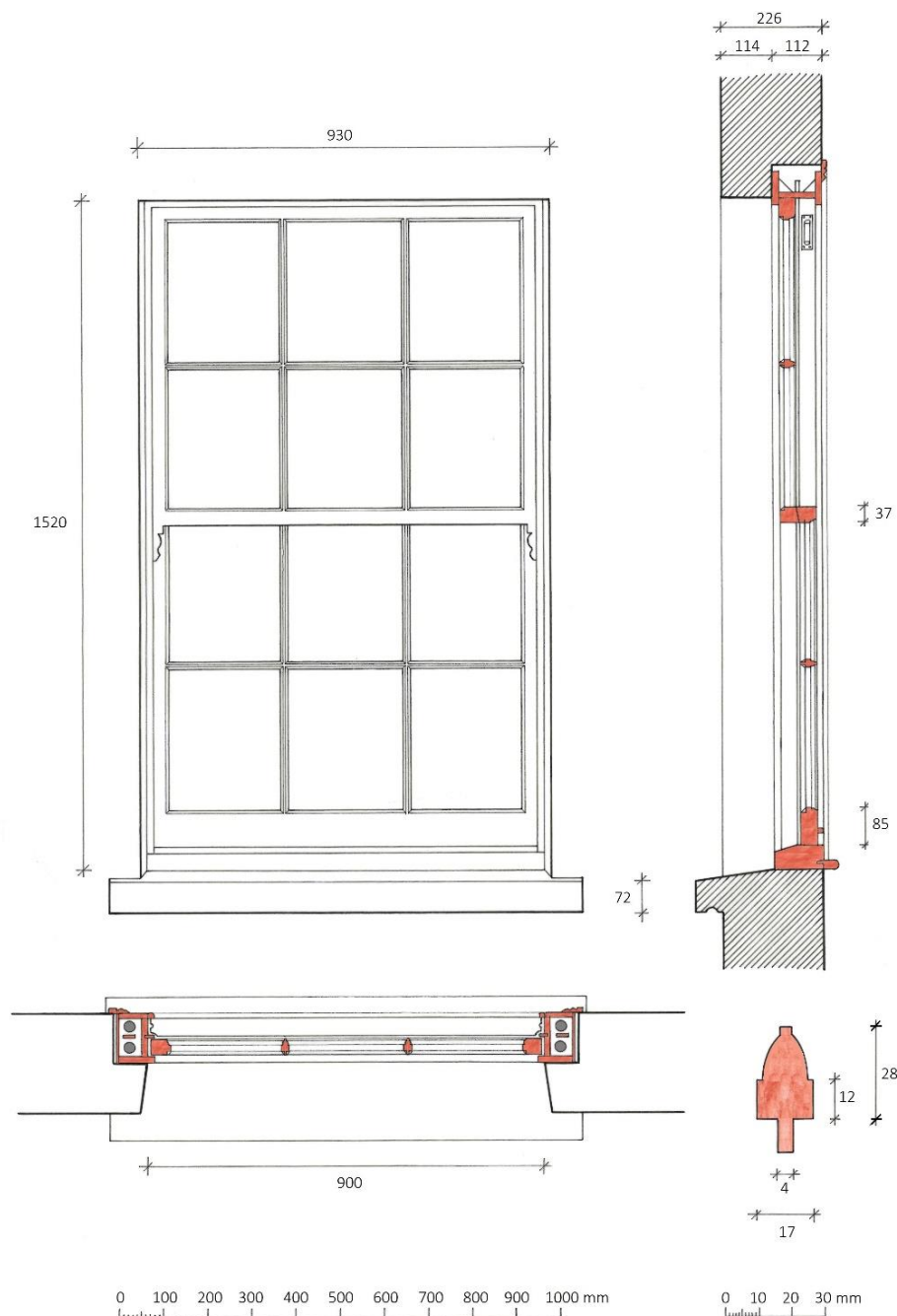


Fig. 30 – A measured drawing of an original sash window which survives on the north elevation of No. 155

At least 17 of the cottages have had loft conversions. Nos 123 and 125, at the west end of the south row, have front dormer windows. The dormers on No. 125 were introduced prior to the listing of the cottages (Fig. 21). The dormers at No. 123 were installed in 1985 (Fig. 31). The dormer windows have dramatically altered the character of these cottages. The other houses with loft conversions incorporate rooflights which are more discreet (Fig. 32). The rooflights are largely invisible from the lanes, although noticeable in longer views from the gardens and surrounding roads. Dormer windows should continue to be resisted but it has proven possible to convert the lofts of the cottages sympathetically using a limited number of small rooflights.



Fig. 31 – A loft conversion with dormer windows at No. 123



Fig. 32 – A loft conversion with a single front rooflight at No. 132

The external walls of the cottages originally had a smooth finish. Decorative pargetting has been applied to some of the cottages (for example Nos 117, 118, 122) which appears at odds with the age and character of the cottages. Re-rendering these houses with a smooth painted finish would be a positive enhancement.

External pipes, vents, wiring, electricity boxes and satellite dishes have in places created quite cluttered elevations, undermining the simplicity and uniformity of the cottages' original design. Care should be taken to accommodate these features in an unobtrusive manner.



Fig. 33 – The principal (north) elevation of the washhouses to Nos 134 and 135



Fig. 34 – The garden (south) elevation of the washhouses to Nos 154 and 155



Fig. 36 – The detached outhouse serving No. 156

6. THE WASHHOUSES

The washhouses are on the south side of the lanes and are arranged in attached pairs except for one detached example serving No. 156. Like the cottages, the concrete washhouses may have had flat roofs originally, the pitched and slated roofs added later. The north elevation of each washhouse has a plain-boarded door and a sliding-sash window with 6-over-6 panes. The original doors and windows survive in quite high numbers. On the south elevation each washhouse had a doorway leading onto the garden. A chimney projected through the outer corners of the south roof slope. Many of the chimney stacks retain their original cream-coloured chimney pots.

The 1930 sale particulars state that each house at Woodfield Cottages has a 'Washhouse with Copper and Pail Closet'. Water for washing was heated in the copper by a fire in the south outer corner of each washhouse. One example remained in use into the 1950s in the washhouse serving No. 156 (S. Cole, 2020). Examples of 'pail closets', positioned against the south wall adjoining the party wall, survive inside the washhouses to Nos 131 and 155. The closet is partitioned off from the rest of the building and served by a boarded door. In the 1950s, these closets were still being used, and were emptied weekly by a "night-soil" lorry (S. Cole, 2020). Some the washhouses retain a sink beneath the north window.

Several of the washhouses have had their chimneys removed. The washhouse serving No. 139 was completely demolished in 1985. Some washhouses have garages and sheds attached to them. These additions, alongside some modern replacement windows and doors and concrete roof tiles have eroded the character of the washhouses. The reinstatement of lost features and finishes would improve their appearance. Some of the washhouses (such as those to Nos 116 and 127) are suffering from a lack of maintenance and would benefit from repair and repainting.



Fig. 37 – Low concrete boundary walls at the east entrance to the north row

7. THE BOUNDARY TREATMENTS AND GARDENS

Low concrete walls originally lined the outer boundaries of the settlement and separated the gardens from the access lanes (Fig. 1). Most of the walls have been replaced by fences or removed to make space for car parking. Sections of concrete wall survive at the eastern entrances to the lanes and on the north and west boundary of the garden to No. 156 (Figs 36 and 37).

Map evidence suggests that originally there were no formal boundary treatments between gardens (p. 10). One past resident recalls being permitted as a child to walk across all the gardens in her row in the 1950s. Later maps show that fences began to be erected between the gardens from the middle of the 20th century. A photograph taken in 1992 shows the gardens at the east end of the middle row separated only by very low fences made from posts and wire mesh. Over time, taller fences have been introduced as residents have increasingly sought greater privacy. Most gardens are now surrounded by fences approaching 2 metres in height. These taller fences have obscured the once open views of the terraces, but realistically it is now too late to reverse the trend. Native hedges, like those at the east end of the north row, offer a softer and more sympathetic alternative to fences, although take some time to become established (Fig. 37). Good quality painted-timber close-boarded fencing with timber posts represents a more suitable option than standard fencing with concrete posts and gravel boards. The ramshackle fencing around the garden at the east end of the south row has had a negative impact on the character and appearance of the area (Fig. 38); its replacement with a better boundary treatment would significantly improve the appearance of the area and the setting of the cottages (Fig. 39).



Fig. 38 – *The boundary to the garden at the east end of the south row currently consists of ramshackle timber fencing, dead leylandii, heras fencing and green netting*



Fig. 39 – *How the boundary to the garden at the east end of the south row could be improved with a good-quality close-boarded fence painted chestnut brown*

The gardens of Woodfield Cottages overall survive well, though some are now partly covered by garages, sheds and summer houses. Care needs to be taken to ensure such buildings are not too large or detract from the character of the area.



Fig. 40 – The Fenn family outside Nos 153 and 154 c. 1930. This is the oldest known photograph of Woodfield Cottages. Reproduced with permission from Shirley Cole.

8 THE SHARED ACCESS LANES

The owners of each cottage are responsible for the maintenance of their section of the shared access lane. Fig. 40 shows that c.1930 the north lane was finished with unbound gravel. By the 1950s most had concrete laid between their homes and the washhouse (S. Cole, 2020). Now most sections are finished with black tarmac. The section outside No. 127 is in a very poor state of repair. Resurfacing the lanes with resin-bonded shingle would positively enhance the character of the area.

9. THE WATER PUMPS

The two water pumps which survive on the north row are a valuable survival. Presumably similar communal pumps existed on the other two rows. The two pumps would benefit from refurbishment. Bringing one or both pumps back into working order would be a commendable project.



Fig. 41 – The communal water pump opposite No. 154



Fig. 42 – A photograph of Nos 127 and 126 taken February 2020. No. 127 and the section of access lane in front of it is in an increasingly poor state of repair.



Fig. 43 – A mock-up showing how Nos 127 and 126 could be refurbished with sash windows, four-panel doors, and a resin-bonded-shingle surface to the lane.

10. OPPORTUNITIES FOR ENHANCEMENT

The restoration of the original design of front windows and doors on the cottages is one of the most obvious ways to enhance the character of the area (Figs 42 and 43). This may be harder to achieve where the shape of the window openings has been altered; but restoration of the original design will have the most benefit and could be supported by grant funding. Where modern windows are being replaced, new painted-timber sash windows which closely match the original design could incorporate slim-profile double-glazed units with which it is possible to imitate traditional detailing.

The cottage, outbuilding and access track at No. 127 are becoming increasingly dilapidated. As this cottage is prominently sited, close to Broad Street Green, its refurbishment would give the whole terrace a lift (Figs 42 and 43). All options should be explored to prioritise the restoration of this property.

The removal of over-scaled and poorly detailed brick porches should be encouraged. Alternatively, where the porches have exposed brick, simply rendering and painting them to match the front elevations of the cottages them would restore a greater sense of coherence and uniformity (Figs 44 and 45).

Resurfacing the access tracks using resin-bonded shingle would positively improve the main communal spaces in the settlement. It would, however, rely on the co-operation of all residents.

Improved boundary treatments, particularly ones that are prominently visible from the public highway, would smarten the appearance of the area and the setting of the cottages (Figs 38 and 39).

Further options for enhancement include the smooth rendering of pargetted walls and improved signage. As some of the aspects which make Woodfield Cottages important are not readily visible, an interpretation board might be installed to highlight and explain the significance of the cottages.



Fig. 44 – Photograph taken February 2020, depicting the north row of Woodfield Cottages looking east, with No. 155 in the foreground



Fig. 45 – A mock-up showing the north row with render applied to the brick porches and a resin-bonded-shingle finish to the lane



Fig. 46 – Photograph taken March 2021 at the east end of the south row



Fig. 47 – A mock-up of the entrance to the south row with a replacement fence, reinstated low boundary wall and new sash windows and front door to No. 116.

II. DESIGN GUIDANCE

Do

- Ensure the correct permissions are in place before undertaking any work.
- Reinstall hand-painted timber sash windows where they have been lost (Figs 10 and 30). Restore the shape and size of original openings where they have been changed, and reinstall concrete cills where they have been removed. Windows and doors should be recessed back from the external face of the walls to match the original design. Windows should be painted white or off-white.
- Use hand-painted timber, four-panel doors for the front door of the cottage. The upper two panels may be glazed. The doors may be painted any colour the owners choose.
- Use close-boarded hand-painted timber doors to the outhouses.
- Use black coloured cast metal rainwater goods
- Use white or off-white colours when decorating the outside walls
- Paint the fascias, bargeboards and concrete window cills black.
- Ensure the render is plain and smooth if rendering the outside walls is ever necessary.
- Retain the low concrete boundary walls where they survive
- Ensure any new outbuildings are modestly scaled and use appropriate traditional materials, finishes and detailing.

Don't:

- Use modern plastic or metal replacement windows or doors.
- Introduce plastic barge boards or fascias
- Alter the size or shape of the original window openings
- Add porches that will look too big or in the wrong materials
- Exchange natural slate roofs for artificial slates
- Remove or shorten chimney stacks
- Apply decorative finishes to external walls
- Forget that a cottage is part of the terrace, and what happens to it will affect the appearance of the whole row

Removal of door canopies and large porches is to be encouraged. Where removal of the porch or canopy leaves a scar on the wall of the cottage, the wall must be made good and painted to match the rest of wall. Small rendered porches like those on Nos 142 and 155 are acceptable. Where existing porches are of exposed brick, their

appearance may be improved by smooth-rendering over the brickwork and painting the render to match the walls of the house (Fig. 45).

Conversion of the cottages' lofts to gain additional habitable space is acceptable in principle as long as dormer windows are not used and the number and size of rooflights are kept to a minimum. No more than two rooflights should be used on either roof-slope. Rooflights should have cast metal frames finished black, and should not protrude above the upper surface of the slates. The original ceiling should not be lowered and the stairs should be positioned so as to minimise erosion of the original internal layout.

12. THE CONSEQUENCES OF CONSERVATION AREA DESIGNATION

The objective of a conservation area designation is to preserve or enhance the special character or appearance of a place. Once a conservation area has been designated it becomes the duty of the local planning authority to consider the desirability of this objective when determining any planning applications which affect it or its setting. The purpose of the designation is not to prevent all change but to ensure that new development augments rather than erodes the special qualities of a place.

Establishing a conservation area usually involves the introduction of firmer planning controls than are already in place. However, as Woodfield Cottages are already grade II listed, the designation of a conservation area will have little effect upon the degree to which planning permission is required. The additional requirements arising from a conservation area designation are as follows:

- 6 weeks' notice must be given to the local authority before works are carried out to any tree in a conservation area. This does not include trees whose trunks have a diameter of less than 75mm above ground level.
- Planning permission is required for the demolition of any unlisted building with a volume of more than 115 cubic metres
- Planning permission is required to demolish a gate, fence, wall or railing over 1 metre high next to a highway (including a public footpath or bridleway) or public open space; or over 2 metres high elsewhere
- Planning permission is required for alterations to the roof of a dwelling house resulting in a material alteration to its shape, notably dormer windows (listed building is already required for such work)
- Planning permission is needed for the installation of a satellite dish on a chimney, wall or roof slope which faces onto and is visible from a public highway (listed building is already required for such work)

- Planning permission is needed to clad any part of the exterior of a dwelling house with stone, artificial stone, timber, plastic or tiles (listed building is already required for such work)

In parallel with the conservation area designation it is proposed to establish a Local Listed Building Consent Order which will grant automatic consent for certain types of sympathetic work in the area, thereby reducing the need listed building consent applications.

The designation of Woodfield Cottages as a conservation area would make the settlement eligible for a Conservation Area Partnership Scheme with Historic England. Maldon District Council is in dialogue with Historic England about this as it would make grant funding available for works of positive restoration in the area.

13. CONCLUSION

Woodfield Cottages is a special example of a Victorian planned industrial housing community. The houses are historically important for having been developed by a notable and innovative industrialist; Edward Hammond Bentall. The houses have national architectural interest as an early, rare and substantially *intact* development of a mass concrete houses originally with flat roofs. The settlement retains a distinct character defined by modestly scaled cottages arranged in three impressively long rows. While many of the cottages have been altered there are clear opportunities to improve the area's character and appearance and better reveal the site's significance. On this basis, designation of the settlement as a conservation area is considered to be justified. Such status, informed by this character statement, and partnered by a Local Listed Building Consent Order, would ensure that the local planning authority and local residents make considered decisions which preserve and enhance the special character of the benefit of present and future generations.

14. ACKNOWLEDGEMENTS

Several locals and residents, past and present, have provided information, photographs and memories relating to Woodfield Cottages. Many of the contributions were supplied following an appeal for information through the 'Maldon and Heybridge Memories / History' Facebook group. Among the most helpful of these contributors was Shirley Cole who not only provided a detailed account of her memories of the cottages in the 1950s (reproduced as Appendix 2), but also transcribed the 1911 census return and the 1939 UK Register of Households in relation to Woodfield Cottages. Staff at Historic England have supported the concept of a Woodfield Cottages conservation area from the outset.

15. BIBLIOGRAPHY

Claydon, B.: *In and around Heybridge in the Nineteenth and Twentieth Centuries* (2012)

Cole, E.: *Listing Casework Report: Woodfield Cottages, Heybridge, Essex, CM9 4BQ* (Historic England, November 2019)

Cole, S.: *My Memories of Living in Woodfield Cottages, Heybridge* (September 2020). This is reproduced as Appendix 2, p. 78 to this conservation area proposal.

16. GAZETTEER OF INDIVIDUAL PROPERTIES

NO. 116



1993



11/2/2020

History	<p>In 1911 the residents of this cottage were Susannah Hutchinson and her daughter, Rose (who were both employed doing 'laundry work') and her son Charles Hutchinson (a nut and bolt maker). In 1939 the property was lived in by Cyril Evans (a Press Tool Operator), his wife Nellie, and their two children Roy and Minnie.</p> <p>In 1991 an application to retain 'black mock-Tudor effect timbers' which had been applied to the external walls was refused, although they were still in place in 1993 (91/00827/LBC).</p>
State of preservation	<p>To the right of the house, a small surviving section of original concrete boundary wall has been demolished to create a parking space.</p> <p>Between 2013 and 2015 the house was substantially refurbished. At this time, the 20th-century lead-glazed timber windows were replaced by the current tilt-opening uPVC windows. The size of the left-hand window was altered and the original concrete window cill was removed. A white plastic front door has been installed. Modern slates have been replaced by new slates. A black plastic fascia was applied to the roof verges. A satellite dish was installed on the gable end. These works have altered the character of the building but were not the subject of a listed building consent application.</p> <p>There are issues with the garden boundary, but ownership of this appears to have been transferred to No. 118 so is considered below in relation to that property.</p>
Opportunities for enhancement	<p>Fig. 47 on p. 27 illustrates possible enhancements to this cottage.</p> <ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Reinstating painted-timber bargeboards, • Relocating the satellite dish to a less prominent position, • Reinstating the demolished section of boundary wall (perhaps in a way that allowed the retention of the parking space)

NO. 117



1979



5/1/2016

History	<p>In 1911 the residents of this cottage were Ernest and Mary Everitt and their two children. Ernest was a Mechanical Engineer. In 1939 the property was lived in by Ezra Linnett and Ellen Linnett. Ezra was an Agricultural Painter.</p> <p>In 2007 consent was granted to convert the loft, involving the installation of two rooflights on both slopes (07/00919/LBC). In 2008 consent was granted to replace the roof covering and install vents for the central heating boiler (08/00048/LBC)</p>
State of preservation	<p>Aside from the loft conversion, re-roofing and vents which were granted consent, three other alterations were carried out to frontage between 1979 and 2005, apparently without permission. A timber lean-to porch – which existed in 1971 – was replaced by a larger and somewhat over-scaled porch built using brown bricks. Modern timber windows with fanlights were replaced by aluminium windows. The front wall was re-rendered with a simple pargetted finish.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal or replacement of porch • Smooth rendering of front wall

NO. 118



1971



11/2/2020

History	<p>In 1911 the residents of this cottage were Eliza Betts, her daughter, son-in-law, granddaughter and one boarder. In 1939 the property was lived in by a Ms Woodcraft and Ellen Pratt.</p> <p>In 2002 an application to convert the loft involving the installation of two flat-roofed dormer windows was refused (02/00407/LBC). Later that year consent was granted to convert the loft, using rooflights instead of dormers (02/00754/LBC).</p>
State of preservation	<p>There is a lean-to car port attached to the east flank of the outhouse which was already in place in 1971.</p> <p>Between 1979 and 2005 several alterations were carried out, apparently without permission. The left-hand front window opening was widened and the cill raised. Aluminium windows were installed. The front wall was re-rendered with elaborate pargetted decoration.</p> <p>Prior to 2016, the garden to No. 118 was extended over the ends of the gardens to Nos 116 and 117. A section of 'Heras' fencing and green netting has been installed along the boundary facing the street, alongside the stumps of dead Leylandii trees. A pair of metal gates have been installed to the side of the outhouse opposite No. 116. On the gate is an ugly sign which reads "PRIVATE PROPERTY KEEP OUT".</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Replacement of the fencing and gates which face the street and access track with a more sympathetic form of fencing or planted boundary treatment (see Figs 38 and 39 on p. 23). • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Smooth rendering of the front wall

NO. 119



1971



5/1/2016

History	<p>In 1911 the residents of this cottage were Samuel Paul (an Iron Moulder), his wife Sarah Paul, and their son Joseph (a Farm Labourer). In 1939 the property was lived in by Allen Willis, Amelia Willis and Jack Willis. Allen was an Iron Moulder and Jack was a Cost Clerk.</p> <p>In 2007 consent was granted to convert the loft, involving the installation of rooflights (07/00634/LBC). The roof-slates were renewed at this time with grant assistance from MDC.</p>
State of preservation	<p>By 1971 the front door had a small open porch, the roof of which remains in place supported by brackets. The front sash windows had been replaced by 1971 and the shape of the window openings had been altered. Timber windows with fanlights were replaced like for like between 2007 and 2013. The original cast-iron down-pipe no longer survives and there is now a white plastic downpipe.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal of the porch canopy • Replacement of the white plastic down-pipe with a black metal down-pipe

NO. 120



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Mary Ann Chapman and her daughter, Minnie Chapman. In 1939 the property was lived in by Charles and Edith Hansell. Charles was an Assistant Engineer.</p> <p>A grant was given by MDC in 2008 to repair the original windows on the north elevation of the house.</p> <p>In 2005 listed building consent was granted retrospectively for the renewal of the roof using natural slates (05/00984/LBC).</p>
State of preservation	<p>The original front windows had been replaced by 1992. The shape of the front window openings was altered between 1992 and 2016, and brown-stained timber side-hung casements were installed.</p> <p>A canopy over the front door replaced a porch that was in place in 1979.</p> <p>One rooflight has been installed on the front elevation, apparently without permission.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal of porch canopy

NO. 121



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were John Burns (employed as a 'Horseman on Farm'), his wife Charlotte and their daughter Edith. In 1939 the property was lived in by Jane Burns, Mary Burns, Donald Burns and two others. Mary was a Cashier and Donald was at school.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The existing front porch was in place in 1971.</p> <p>A 1992 photograph shows the left-hand window was an original sash at that time. Modern timber windows were subsequently installed by 2016 involving changes to the shape of the openings and removal of the concrete cills.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal or replacement of porch

NO. 122



5/1/2016

History	<p>In 1911 the residents of this cottage were James Moore (a Tool Maker), his wife Minnie and their two children. In 1939 the property was lived in by Kathleen and Anita Wise.</p> <p>In 2001, a retrospective application for 'replacement sash timber windows' was approved, subject to a condition that they be painted white (01/00898/LBC).</p>
State of preservation	<p>The modern sash windows have oddly proportioned panes and are painted black. The smooth render has been replaced with pargetted render.</p> <p>Rooflights have been installed, apparently without permission.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal or replacement of porch • Smooth rendering of front wall

NO. 123



13/2/2020

History	<p>In 1911 the residents of this cottage were James Robinson (an Iron Moulder), his wife Mary and their daughter. In 1939 the property was lived in by John Bowtle (Iron Moulder) and one other.</p> <p>In 1984 building regulations approval was granted to convert the loft, involving the introduction of two flat-roofed dormers, but no records have been found of a listed building consent for this work (84/00357/DROFP).</p>
State of preservation	<p>The front windows and front door of the cottage and the outhouse are all of brown coloured plastic. A FENSA certificate for this work was lodged with Building Control in 2003 but there are no records of a listed building consent.</p> <p>A photograph taken in 1993 shows that one of the ground-floor windows was an 8-over-8 timber sliding sash window.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • At ground-floor level, installation of painted-timber sash windows and painted-timber front door on both the cottage and the outhouse to reflect the original design • Replacement of the brown plastic windows in the dormers with white-painted flush timber casements without fanlights.

NO. 124



1993



5/1/2016

History	<p>In 1911 the residents of this cottage were Rowland Lewis (an Assistant Foreman), his wife Britannia, and their daughter. In 1939 the property was lived in by Britannia Lewis.</p> <p>In 2005 a listed building consent application for uPVC windows was refused (05/00165/LBC) and subsequently dismissed at appeal.</p>
State of preservation	<p>A modern porch was in place by 1993.</p> <p>In 2005 this house had modern painted timber windows. It would appear that uPVC windows were installed around 2010 without listed building consent.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal or replacement of porch

NO. 125



1971



1979



5/1/2016

History	<p>In 1911 the residents of this cottage were Frederick Bacon (Painter of Agricultural Implements), his wife Alice and their four children. In 1939 the property was lived in by Ernest Sach (an Iron Moulder) and one other.</p> <p>Consent was granted to extend this cottage to the side in 1991 (91/00485/LBC) and to extend it again in 2000 (00/00293/LBC).</p>
State of preservation	<p>This is the most altered house at Woodfield Cottages. In 1971 it already had flat-roofed dormer windows and flat-roofed bay windows. All the windows were noted as being plastic in 1991.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> Replacement of plastic windows with better detailed white-painted-timber windows

NO. 126



1970



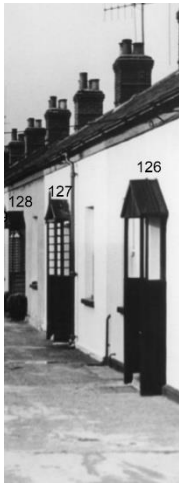
1979



4/9/2016

History	<p>In 1911 the residents of this cottage were John Rogers (Moulder) and Eliza Rogers.</p> <p>In 1998 listed building consent was refused to retain recently installed plastic guttering (98/00415/LBC), and consent was subsequently granted for aluminium rainwater goods (99/00969/LBC).</p> <p>In 2001 consent was granted to install three conservation rooflights (01/00859/LBC).</p>
State of preservation	<p>The original sash windows are depicted in a 1970 photograph. A 1979 photograph shows timber windows with glass louvres. By 1992 the current aluminium windows had been installed.</p> <p>The current front door is of a stable-door design with a stained-wood finish (installed between 2013 and 2016). There were at least two replacement doors prior to this neither of which reflected the original design.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design

NO. 127



1970



1979



11/2/2020

History	<p>In 1911 the residents of this cottage were George Moore (Foundry Labourer), his wife Alice and three children. In 1939 the property was lived in by George, Clifford and Ronald Moore. Clifford and Ronald were Cowmen.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The original front sash windows were replaced between 1979 and 1992. The current windows are timber with fanlights.</p> <p>The house, the outbuilding and the section of the shared driveway directly outside the house are all in an extremely dilapidated condition.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • General refurbishment, repair of render and redecoration • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Resurfacing of the section of driveway directly in front of the house

NO. 128



1979



5/1/2016

History	<p>In 1911 the residents of this cottage were William Smith (Moulder), his wife Lizzie, and their two children. In 1939 the property was lived in by Frederick Taylor (the caretaker at Maldon Grammar School) and Eva Taylor.</p> <p>In 2007 consent was granted to retain recently installed sliding sash windows (07/00655/LBC).</p>
State of preservation	<p>In 2007 modern plastic casement windows were replaced with the present painted-timber sliding sash windows. The windows differ from the original design in terms of their shape, the number of panes, and the fact they are not recessed.</p> <p>The present, mock-Georgian, stained-wood front door was installed between 1992 and 2005.</p> <p>Between 1993 and 2007 the loft was converted, involving the installation of a rooflight, apparently without permission.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design

NO. 129



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Frederick Clark (Moulder), Eliza Clark and their family. In 1939 the property was lived in by Frederick Clark (a retired Moulder), Ernie Mansfield (a Wood Machinist), Joan Mansfield (Hardware Shop Assistant), and Ruby Mansfield.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>Modern painted-timber windows with fanlights had been installed by 1970. The present front door is a stable-style door with a stained wood finish.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design

NO. 130



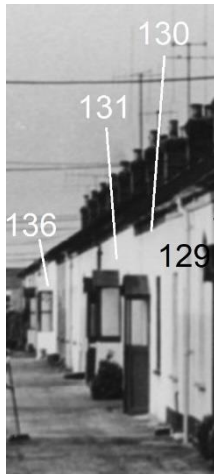
1992



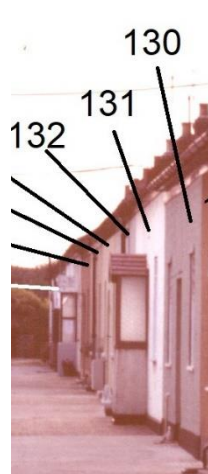
5/1/2016

History	<p>In 1939 the property was lived in by Herbert Hardy-King (a Shaper for aircraft / Engineering Work), Ellen Hardy-King (a Laundress), and Dorothy Hardy-King (incapacitated).</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The front windows and door are modern. The present windows replaced ones with louvred glass (depicted in 1992 photograph) of the same design as at No. 126 (which can be dated to the 1970s).</p>
Opportunities for enhancement	<ul style="list-style-type: none"> Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design

NO. 131



1970



1979



5/1/2016

History	<p>In 1911 the residents of this cottage were William Barbrook (Carman), Catherine Barbrook, and five children. In 1939 the property was lived in by Alexander Woodcraft (a Centre Lathe Engineer), Laura Woodcraft, Phyllis Woodcraft (a Packer at a flour mill), William Woodcraft (Tailoring First Salesman), Olive Woodcraft and two unnamed others.</p> <p>There are no known records of planning permissions or listed building consents relating to this property.</p>
State of preservation	<p>A front porch had been added to this house by 1970.</p> <p>The present windows are painted-timber sash windows with plastic glazing bars in a different pattern to the original fenestration.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal or replacement of porch

NO. 132



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Frederick Hinton (an 'invalid'), Ellen Hinton, three sons and one granddaughter. In 1939 the property was lived in by Cyril Dickens (a Clothing & Footwear Shop Assistant), Lilian Dickens and one other unnamed person.</p> <p>In 1994 consent was granted to convert the loft, involving the installation of rooflights (94/00397/LBC). In 2006 consent was granted to install sash windows and to renew the render (06/00118/LBC). Later in 2006 consent was granted to widen an internal doorway (06/00341/LBC).</p>
State of preservation	<p>The painted timber sash windows are close to the original design.</p> <p>A porch canopy was installed between 1992 and 2013.</p>
Opportunities for enhancement	<p>This house is close to perfect, but the following works would represent minor enhancements:</p> <ul style="list-style-type: none"> • The removal of the porch canopy • The installation of recessed painted-timber sash windows and a front door which reflects the original design

NO. 133



1992



4/9/2013

History	<p>In 1911 the residents of this cottage were Alfred Gooch (Agricultural Implement Fitter), Mary Ann Gooch, five children and one visitor. In 1939 the property was lived in by William Pratt (a Farm Worker) and Winifred Pratt.</p> <p>In 1994 consent was granted to convert the loft, involving the insertion of rooflights (94/00397/LBC).</p>
State of preservation	<p>Between 1992 and 2013, Victorian sash windows were replaced by timber windows with top-hung fanlights.</p> <p>The house has a modern stable-style front door and porch canopy covered in mineral felt.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal of the porch canopy

NO. 134



1992



4/9/2013

History	In 1911 the residents of this cottage were Alfred Bird (Blacksmith), Alice Bird, and three sons. In 1939 the property was lived in by Terrance Flack (an Engineering Turner), Vera Flack and Tommy Flack (who was under school age).
State of preservation	The plain-glazed timber sash windows date from the 20 th century. A modern front door was replaced with a timber stable door between 1992 and 2013. The garden has been concreted over.
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Break up the concrete in the garden and lay a lawn.



1954 or earlier. Bill Adam and Carol Moore (nee Adam).
Thought to be outside No. 134.
Reproduced with permission from Carol Moore.

NO. 135



4/9/2013

History	<p>In 1911 the residents of this cottage were Mark Fitch (Grinder in Iron), Ellen Fitch and five children. In 1939 the property was lived in by Emily Playle.</p> <p>In 1992 consent was refused to replace the windows with 'uPVC sash effect Georgian-style windows'.</p>
State of preservation	<p>The timber windows and front door date from the third quarter of the 20th century. The windows are plain glazed with top-hung fanlights. The front wall is finished with pebble-dash render.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Replace pebble-dash render with smooth render.

NO. 136



6/10/2017

History	<p>In 1911 the residents of this cottage were Henry Key (Gardener), Thirza Key, a grandson, an adopted daughter, and a step daughter. In 1939 the property was lived in by Harriet Turner and one other.</p> <p>In 2002 permission was granted to erect a garage (02/00518/FUL). In 2003 consent was granted to convert the loft of the house, involving the insertion of rooflights (03/00047/LBC). In 2013 consent was refused to retain a recently constructed front porch (13/00645/LBC).</p>
State of preservation	<p>The house has modern timber windows with fanlights and tiled cills. It has a stable-style door with a stained-wood finish.</p> <p>A small porch which existed in 1970 was replaced with a large porch in 2013. This large porch was removed following enforcement action between 2013 and 2017. The concrete base of the unauthorised porch remains in place.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal of the concrete base left over from the unauthorised porch • Painting over the scar left on the front wall by a previous porch

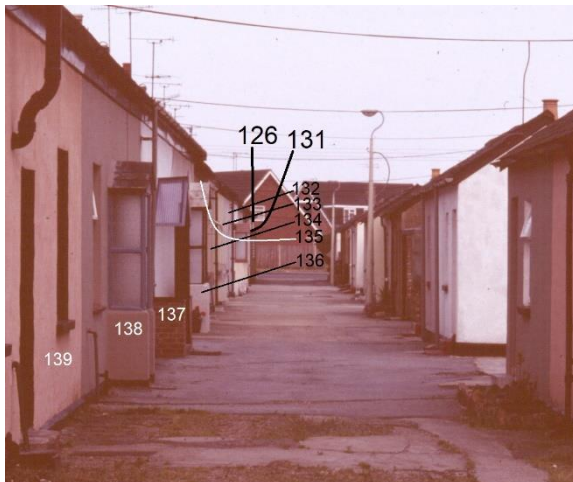
NO. 137



5/1/2016

History	<p>In 1911 the residents of this cottage were Edward Gooch (Wood Sawyer), Emily Gooch, two children and two visitors.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>This house has modern painted timber windows with fanlights and a small brick porch.</p> <p>In 2017 the paint was falling off the front wall.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • General refurbishment, including repainting of front wall • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal of front porch, or rendering and painting of front porch to match the rest of the elevation.

NO. 138



1979



4/9/2013

History	<p>In 1911 the residents of this cottage were Anne Sucking and one boarder; John Hurst (Timber Yard Labourer). In 1939 the property was lived in by John Hurst (a Foundry Labourer) and Margaret Hurst.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The small porch was in place in 1979.</p> <p>Both the cottage and the outhouse have modern timber windows with top-opening fanlights.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design • Removal or replacement of front porch.

NO. 139



14/3/2018

History	<p>In 1911 the residents of this cottage were William Wood (Agricultural Machine Fitter), Kate Wood and two daughters. In 1939 the property was lived in by William Wood (a Packers despatcher) and Kate Wood.</p> <p>In 1985 consent was granted to convert the loft using rooflights, install a porch canopy, demolish the outhouse and construct a garage at the end of the garden. In 2013 consent was refused to retain unauthorised uPVC windows (13/00478/LBC).</p>
State of preservation	<p>Between 1979 and 1985 the front windows were replaced with windows that had top-opening fanlights. The shape of the window opening was altered and the concrete cills were removed. Between 1985 and 2008 the front windows were replaced with multi-paned timber sash windows. A gabled front door canopy was installed and a stained-wood stable door.</p> <p>In 2013 uPVC windows were installed in all five external window openings. These were of a similar style to the previous timber sash windows. In 2018 the uPVC windows were replaced with painted-timber sash windows with slim double glazing. The windows have good detailing, but they do not reflect the original design.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Removal of porch canopy • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design

NO. 140



1992



4/9/2013

History	<p>In 1911 the residents of this cottage were Alfred Bacon (Stockman), Lydia Bacon, two sons, a granddaughter, and one boarder. In 1939 the property was lived in by Walter Phillips (a Painter & House Decorator) and Elaine Phillips.</p> <p>In 1994 consent was granted to convert the loft, involving the installation of rooflights.</p>
State of preservation	<p>This is one of the only houses to retain original sash windows on the front elevation. The gabled door canopy was installed between 1979 and 1992.</p> <p>A stained-wood stable-style front door was installed in 2013.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Replacement of the stained wood stable-style front door with a more traditional painted timber front door • Removal of the porch canopy

NO. 141



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Golden Lewis (Iron Foundry Labourer), Elizabeth Lewis and four children.</p> <p>According to her great grandson, Harriet Elizabeth Lewis (1865–1955) moved into No. 141 when she married aged 21. In 1939 the property was lived in by Annie Twinn, Harriet Lewis and two unnamed others. Annie Twinn (nee Lewis) was the daughter of Harriet Elizabeth Lewis. Annie purchased the house from Bentalls in the 1930s and lived there until her death in 1987 (source: Richard Twinn, pers.comm.).</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>This is one of the only houses to retain original sash windows on the front elevation. A satellite dish was installed on the front elevation between 1992 and 2005.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Replacement of the modern front door with a more traditional-style painted-timber front door • Removal of the satellite dish or its relocation to the rear (north) elevation.

NO. 142



1992



4/9/2013

History	<p>In 1939 this cottage was lived in by Herbert Wager (Iron Moulder), another Wager, and Sarah Cook.</p> <p>In 2005 consent was granted to replace 20th-century plain-glazed sliding sash windows with painted-timber tilt-opening sash-style windows (05/00202/LBC).</p>
State of preservation	<p>The small rendered porch was in place by 1992. The porch is compatible with the scale, finishes and detailing of the cottage. The windows are better than uPVC windows but not as sympathetic as the original fenestration.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> Installation of white-painted-timber sliding sash windows which reflect the original design

NO. 143



1992



4/9/2013

History	<p>In 1911 the residents of this cottage were Henry Cook (a retired Iron Moulder) and Sara Jane Cook. In 1939 the property was lived in by George Sach (an Electrical Contractor) and Annie Sach.</p> <p>In 2006 listed building consent was granted to install a satellite dish on the outhouse (06/01115/LBC).</p>
State of preservation	The painted-timber plain-glazed windows with fanlights and mock-Georgian front door were in place by 1992.
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sash windows and a painted-timber front door to reflect the original design

NO. 144



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Herbert Cook (Iron Foundry Moulder), Georgina Cook and two children. In 1939 the property was lived in by Annie Normal, Mary Moles, and two others.</p> <p>In 1998 a listed building consent application to retain unauthorised uPVC windows was refused then dismissed at appeal (98/00444/LBC). In 2003 consent was granted to install painted-timber tilt-opening sash-style windows (03/01156/LBC).</p>
State of preservation	<p>The sash-style windows are better than uPVC windows but not as sympathetic as the original fenestration. The pargetted render and excessively wide porch were in place by 1992.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding sash windows which reflect the original design • The removal or replacement of the current porch • Replacement of the pargetted render with smooth render.

NO. 145



1992



4/9/2013

History	<p>In 1911 the residents of this cottage were Eliza Bevers, two sons and one boarder. In 1939 the property was lived in by James Staples (a retired Metal Turner) and Eleanor Staples.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The house has painted-timber plain-glazed windows with top-hung fanlights and a mock-Georgian-style front door which were in place by 1992.</p> <p>2018 sale photographs show that one of the rooms in the house retains an original cast-iron grate.</p> <p>The original roof slates on the outbuilding have been replaced by concrete tiles</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding sash windows and a painted-timber front door which reflect the original design • Replacement of the concrete tiles on the outbuilding with natural slates

NO. 146



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Henry Taylor (a Horseman on a farm) and two daughters. In 1939 the property was lived in by Albert Taylor (a Lathe Machinist) and Sarah Taylor.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The current painted-timber plain-glazed windows with top-hung fanlights were in place in 1992.</p> <p>Between 1992 and 2013, the mock-Georgian front door was replaced by a vertically-boarded painted-timber door with a small rectangular window.</p> <p>Curiously, there appear to be two electricity cabinets on the front wall.</p> <p>The property has a small garage set back in the garden to one side of the outhouse.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding-sash windows in the cottage which reflect the original design • Remove one of the electricity cabinets if no longer required.

NO. 147



1992



4/9/2013

History	<p>In 1911 the residents of this cottage were Sarah Ann Boer and three sons. One of the sons – Frank – was employed as a Turner at an Iron Foundry. In 1939 the property was lived in by James Taylor (a retired Horseman on Farm), Harry Taylor (a Master Boot Repairer), Mary Taylor and John Taylor (a Railway Porter).</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The windows on the front elevation of this cottage reflect the original design but incorporate modern bulls-eye-effect glass.</p> <p>The rather oversized brick porch was already in place in 1992.</p> <p>Curiously, there appear to be two electricity cabinets on the front wall.</p> <p>The loft has been converted, involving the installation of three rooflights on the rear slope.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Removal / smooth rendering / replacement of current brick porch • The replacement of the current mock-Georgian-style front door with painted-timber front door which reflects the original design. • Remove one of the electricity cabinets if no longer required.

NO. 148



Early 1950s. Reproduced with permission from Shirley Cole.



Mid 1950s. Reproduced with permission from Shirley Cole.



1992

NO. 148



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Frederick Fisher (a Turner), Elizabeth Fisher and three children; Cliff, Tom and Les. In 1939 the property was lived in by Elizabeth Fisher and Edwin Fisher (a Junior Clerk). The Fishers lived at No. 148 until 1952. During the First World War two soldiers were billeted at the cottage (additional information and photographs below kindly supplied by Barbara Chinnery).</p> <p>In 1998 consent was granted to convert the loft, involving the installation of two rooflights (98/00910/LBC)</p>
State of preservation	<p>Tilt-opening sash-style timber windows replaced modern casement windows between 1993 and 2013.</p> <p>The house has a modern stable-style front door.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> Installation of white-painted-timber sliding-sash windows and a painted-timber front door which reflect the original design



Eliza Fisher



Frederick and Tom Fisher



Les Fisher in the garden to No, 148



Grandchildren of Frederick and Eliza Fisher in the garden to No. 148

NO. 149



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Thomas Ruggles (Iron Moulder), Rebecca Ruggles, three sons and one boarder. In 1939 the property was lived in by Emily Harvey and Catherine Mulrennan ('Incapacitated').</p> <p>In 2020 consent was granted to convert the loft, involving the installation of rooflights (HOUSE/MAL/20/00969 & LBC/MAL/20/01030).</p>
State of preservation	<p>This house retains original sash windows although most of the bottom casements have been altered and re-glazed to create three elongated panes. The small front porch was in place by 1992.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding-sash windows and a painted-timber front door which reflect the original design • The removal or replacement of the current porch

NO. 150



1992



4/9/2013

History	<p>In 1911 the residents of this cottage were James Page (Furnaceman at an Iron Foundry), Alice Page and two children. In 1939 the property was lived in by James Page (a retired Iron Foundry Foreman), Ann Page, Ailsa Stevens and one other person.</p> <p>In 2021 listed building consent was granted to install painted-timber sliding-sash windows which reflect the original design (ref. 21/00015/LBC)</p>
State of preservation	The plain-glazed painted-timber windows and porch were in place by 1992.
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of painted-timber sliding-sash windows and a painted-timber front door which reflect the original design • The removal or replacement of the current porch

NO. 151



c.1960 – Shirley Cole and neighbours' children. Reproduced with permission from Shirley Cole.

NO. 151



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Charles Howlett (Moulder), Eliza Howlett and six children. In 1939 the property was lived in by Charles Howlett (a retired Iron Moulder), Ethel Howlett, Frederick Howlett (Brick Layer), Albert Howlett (Land Worker), Gladys Howlett (Laundry Hand) and Wilfred Howlett (Wood Machinist).</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>The current porch and aluminium windows were in place by 1992. The front window openings retain their original shape and concrete cills. The front door is a painted-timber stable-style door.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding-sash windows and a painted-timber front door which reflect the original design • The removal or replacement of the current porch

NO. 152



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Joseph Wenden (Wood Sawyer at an Agricultural Implements Manufacturer), and Mary Ann Wenden. In 1939 the property was lived in by Bertie Saltmarsh (an Agricultural Machine Fitter) and Elizabeth Saltmarsh.</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	<p>This house has a modern front door, brick porch and plain-glazed timber windows.</p>
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding-sash windows and a painted-timber front door which reflect the original design • Removal of the porch or smooth rendering over the brickwork of the porch walls (see Fig. 45 and p. 26)

NO. 153



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were R. Miller (a Machine Strap Mender), Eliza Miller, and three children. In 1939 the property was lived in by Alfred Smith (an Agricultural Engineer), Florence Smith, ?Basil Smith, and Joyce Smith (who was at school).</p> <p>In 1998 consent was granted to convert the loft, involving the installation of rooflights (98/00023/LBC)</p>
State of preservation	This house has a modern front door, porch and aluminium windows.
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding-sash windows which reflect the original design • Removal of the porch or smooth rendering over the brickwork of the porch walls (see Fig. 45 and p. 26)



c.1930 – The Fenn Family outside
Nos 153 and 154. Reproduced with
permission from Shirley Cole.

NO. 154



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Charles Fenn (Machine Painter), Florence Fenn, seven children and one other. In 1939 the property was lived in by Charles Fenn (Agricultural Machine Painter), Florence Fenn and Arthur Fenn (Wood Machinist Labourer).</p> <p>There are no known past planning permissions or listed building consents for this property.</p>
State of preservation	This house has a modern front door, brick porch and aluminium windows.
Opportunities for enhancement	<ul style="list-style-type: none"> • Installation of white-painted-timber sliding-sash windows which reflect the original design • Removal of the porch or smooth rendering over the brickwork of the porch walls (see Fig. 45 and p. 26)

NO. 155



1992



5/1/2016

History	<p>In 1911 the residents of this cottage were Samuel Fisher (Carman), Sarah Fisher and two children. In 1939 the property was lived in by Herbert Mortlock (a Wood Machinist) and Winifred Mortlock.</p> <p>In 2014 consent was granted to install painted-timber sliding-sash windows and a porch (14/01075/LBC). In 2020 consent was granted for a loft conversion (20/01175/LBC).</p>
State of preservation	The recent sash windows are a reasonably close reflection of the original window design and the porch is compatible with the scale, finishes and detailing of the cottage.
Opportunities for enhancement	None identified.

NO. 156



1992



14/2/2020

History	In 1911 the residents of this cottage were Alfred Moss (Moulder), Jane Moss and seven children. In 1939 the property was lived in by Frederick Willey (a Shopkeeper), Winifred Willey and one other.
State of preservation	<p>This is one of the few cottages to retain the original sash windows on the front elevation. The current front door is a stained-wood stable-style door.</p> <p>In 2021 permission was granted to convert the loft using rooflights and install a small rendered front porch (refs 21/00347/HOUSE & 21/00348/LBC)</p>
Opportunities for enhancement	<ul style="list-style-type: none"> Replacement of the front door with a painted-timber four-panel door.

APPENDIX 1 - LIST DESCRIPTION

116 -156 Woodfield Cottages, outhouses and pumps

Heritage Category: Listed Building

Grade: II

List Entry Number: 1257099

Date first listed: 24-Sep-1971

Date of most recent amendment: 16-Jun-2020

Statutory Address: Maldon, CM9 4BQ

Summary

A small settlement of industrial housing, comprising three terraces of single storey cottages, developed by the industrialist E H Bentall in 1873 as dwellings for the workforce of the Bentall Agricultural Works, and notable for the early and pioneering use of mass concrete as the principal building material for the development.

Reasons for Designation

116-156 Woodfield Cottages at Heybridge, near Maldon in Essex, a small community of workers housing developed in 1873 by the industrialist E H Bentall for the workforce of the Bentall Agricultural Works, are listed at Grade II for the following principal reasons:

Architectural interest :

* as an early, rare and substantially intact survival of a mass concrete housing development and a pioneering application of a material which has become the most widely-used constructional material of the present age.

Historic interest:

* as a complete late C19 example of a planned industrial housing community by a notable and innovative industrialist, in the traditions of the late C18 and early C19 developments at Cromford, Belper and New Lanark, in this instance providing experimental dwellings built of mass concrete together with generous gardens,

outbuildings incorporating privies and a communal water supply, all within a greenfield site.

History

Woodfield Cottages Heybridge, near Maldon in Essex were completed in 1873, and were originally known as Bentall's Concrete Cottages, having been built for Edward Hammond Bentall (1814-1898), a local manufacturer of agricultural machinery, for his workers. The business originated in the late C18, and continuous expansion and the development of a nation-wide market led to the company becoming the mainstay of Maldon's economy in the late C19 and early C20. As the original name suggested, the cottages were constructed of reinforced concrete, and arranged in three parallel terraces to the west of Colchester Road in Heybridge. They were originally single-storied, designed with flat roofs, and referred to as 'Flat Tops'. However, water penetration through the roof structure led to the addition of pitched roofs in 1918, and subsequently, attics have been developed in some cottages. Facing the terraces were low, paired outhouses, to the south of which were gardens. The terraces were listed in 1971, together with the outhouses, contemporary water pumps and a lamp standard (since removed). At the time of listing it was noted that a number of the cottages had already undergone alteration, with replacement windows and added porches, and this trend has continued to the present day, as observed during the site inspection (June 2019), with the addition of attics, roof windows and dormers of varied design.

Details

A development of 41 workers cottages, arranged in three parallel terraces together with contemporary paired outhouses, pumps and lamp standards. The terraces were built by E H Bentall, manufacturer of agricultural machinery, for his workforce and completed in 1873. MATERIALS: built of mass concrete with a render coating, with slate roof coverings and red brick ridge chimneys. The small paired outbuildings are similarly detailed.

PLAN: arranged in three south-facing terraces, with their outbuildings located at the top of the gardens, facing the cottage frontages. The original interior layout of each cottage provided four rooms, two on each side of a wide central passage, with a smaller room between the two rear rooms at the end of the passage. In many of the cottages, this original plan form has now been modified.

EXTERIORS: each cottage is of two bays with an entrance doorway with single window openings to either side. The front door is the only access to the cottage interior, there being no door opening to the rear wall. The original window frames were six-over-six pane sashes to both front and rear walls, the rear wall with a small

opening between the larger flanking windows. Most of the cottages now have replacement door and window components of varied design and materials. There are a number of added porches and a smaller number of roof dormer extensions, again of varied design, together with the insertion of numerous roof lights within the roof slopes. The outbuildings facing the cottages are paired single-bay units with a pitched roof, each with a single door opening with a flanking opening and a rear wall chimney. Some have undergone similarly- varied alteration as the cottages, but fewer have replacement door and window components. Some outbuildings have lost their chimneys.

INTERIORS: the interiors of the cottages appear to have undergone extensive and varied forms of alteration, and were not inspected at the time of listing in September 1971. An inspection made of one of the cottages indicated that the dimensions and detailing of the original chimney stacks, including the render coating and chamfered corners survive within the attic created by the later addition of pitched roofs, and that original plan form details including room dimensions and hearth positions remained largely undisturbed, although now with C20 and C21 fixtures and fittings.

SUBSIDIARY FEATURES: contemporary iron water pumps and basins are retained to the front of numbers 146 and 154.

APPENDIX 2 - MEMORIES OF LIVING IN WOODFIELD COTTAGES, BY SHIRLEY COLE (22/9/2020)

I was born in 1950 in my great aunt's house in Colchester Road, Heybridge, but my childhood memories are only of growing up at 148 Woodfield Cottages, and they are nearly all extremely fond memories. I have learned over the years that many of my family lived in those cottages too, starting with my great grandparents who lived in 154 and brought up 10 children * (5 boys and 5 girls) there (between 1896 and 1919), and they continued to live there until their deaths in 1951/2. At some stage they were able to purchase the cottage, as in the 1950s it was handed down to their youngest son, Arthur Fenn, and he lived there until his death in 1985. My father was able to purchase 148 too in the early 1950s, sadly I have no knowledge for how much (but I have an idea it was for around 2000GBP) but I am not sure what year(s) they became available to buy instead of being tied to Bentalls.

Each house, or cottage, consisted of 4 rooms (no storage or cupboards) and a walk-in pantry, with just shelving, and each room had a fireplace. Dad blocked off the fireplaces in 3 of the rooms during his renovations and once gas was installed we had a gas fire in the one remaining room with a fireplace. Because the house was so small it didn't take long to heat up the house in winter and we did have electricity so were able to have smaller plug-in heaters elsewhere if needed. I remember we did have a coal bunker at the rear of the washhouse though which would have been used for the indoor fires prior to other forms of heating being installed.

Some of my earliest memories are of playing in the lane and garden of 148 with my friend, Hazel, who many years later I discovered was distantly related to me. She, her parents and brother lived in the very last cottage at the far end of our row (no.156) and her father Fred Willey ran the little shop on the corner of Broad St Green and Scraley Road in the 1950s. In my early teens I helped out in that shop from time to time. My great grandfather, Charles Fenn, was an agricultural machine painter at Bentalls for most of his life and I assume moved into Woodfield Cottages originally as a result of his employment. Some of his children would go on to work at Bentalls too. My father, Basil Smith, worked at John Sadd & Sons in Heybridge and was a consummate handy man so did many renovations on 148 during our time there.

Early in the 1950s there was no running water in the main house, just cold water and an old-fashioned sink in what we called the washhouse across the lane. Prior to that the only water available was a single pump outside in the middle of each row of houses where residents would have to get water in buckets each day. The pump was still there in the 1950s. Also, there was no flushing toilet in the washhouse either (some called it the outhouse) in the 1950s and the toilet bucket was emptied by the "night

soil" lorry that would come around and remove the waste around once per week (or maybe it was per fortnight).

Originally there was a large concrete boiler in the middle of each washhouse which I believe was filled with water and had a wood fire underneath to heat the water. The only cottage in our lane to still have that in situ in the 1950s was Fred Willey's at the far end of the row. His wife would use that to wash linen etc. or to heat water for other purposes. I believe the washhouses originally had dirt floors (and no proper ceiling) but most had some kind of solid flooring by the time we lived there. The houses themselves had slab floors originally, I think, but again the majority had other flooring by the 1950s. We had lino with rugs and later carpet. In our wash house we'd have a tin bath which we'd use once per week for bathing, but Dad later installed a proper bath and of course hot and cold water – bliss, though it was still cold in there with no heating during winter. Dad also installed a flush toilet in the washhouse during the late 1950s. In the early sixties he had the low wall demolished to the side of the wash house which lead to a long narrow garden and which extended right up to the next row of cottages and he installed a garage/workshop and car parking space there. Around the same time, he converted one of the back rooms in the main house into a kitchen and later the walk-in pantry was gutted, and a bath and toilet installed in that space. Yes, it was cramped but still marvellous to have a bathroom indoors. As seen in later photographs many cottages had small porches built over their entrance doors. In the 1950s there was only the occasional flimsy wooden porch on some houses and again Dad built a new stronger wooden porch over the door of 148. I don't recall any brick ones then. I remember we also had a "manhole" in the ceiling just in front of the walk-in pantry where you could access the roof. I'm not sure when that was installed – I don't recall Dad making that (which would have been a job and a half through that concrete!!). But what I do remember is he told me that when he went into the roof cavity you could see the entire length of the row, as there were no dividing walls between each cottage. That all changed of course when people started building new rooms up there. Each individual cottage was responsible for the maintenance of their piece of lane, and originally it was dirt or gravel but by the 1950s most had concrete laid between their homes and the washhouse.

Another thing I remember quite plainly is climbing out of one of the two back windows of our home (as there was no back door) so us children could play in the fields that backed on to our row of cottages then. Long gone now of course and houses were built on those fields later on. As children we could play there without fear of anything or anyone and would sometimes venture into the woods nearby to pick bluebells or primroses. There was a fence across the top of our lane and adjoining the Willey cottage. It did have a gate though, so we could access the fields that way rather than be lazy and climb out of the windows. I'd also visit the small holding in Scraley Road that belonged to Mr & Mrs Norman, also residents in our row of cottages, and just a few doors down the lane from us. They had pigs and chickens and grew various fruit and vegetables on the smallholding. There were only one or two houses in Scraley

Road then and we'd be able to pick wild blackberries along that road come late summer. As children we'd also play sometimes with the visiting gypsy families that parked their caravans in the fields along Scraley Road and who came as seasonal workers picking peas or various other fruit and veg. that the local farmers grew. Also, there were various tradesmen who visited Woodfield Cottages each week such as a baker, with his bread still warm, and I'd ask my Mum for the first crust off the loaf to eat with butter whilst listening to The Archers on the radio (no TV then). We'd also have a fisherman come regularly and buy a pint of shrimps as well as lovely fresh fish for dinner. There was also a general grocers van that came weekly, as well as what we called the paraffin man. He'd sell paraffin/kerosene needed for various household appliances (mainly heaters), but once gas and electricity were installed that was no longer needed. And, of course the coal deliveryman also came by when people still needed that.

Life was so very different back then, a lot less complicated, and everyone who lived in Woodfield knew everyone else (well in our row at least) and everyone's door was always open to our neighbours in the entire row, so my Mum and Dad would never know whose house I'd be visiting. We moved out of number 148 in the early 60's into one of the new houses being built in Heywood Way, but I always remember my early childhood in Woodfield Cottages as being wonderfully happy.

Shirley Cole (nee Smith)

*

Charles Henry Fenn (1896-1960)

Alfred Leonard Fenn (1898-1929)

Florence Olive Fenn (1900-1974) my grandmother

Stanley Ernest Fenn (1902-1971)

Daisy May Fenn (1904-1936)

Elsie Ellen Fenn (1907-1985)

Winifred Grace (1909-1994)

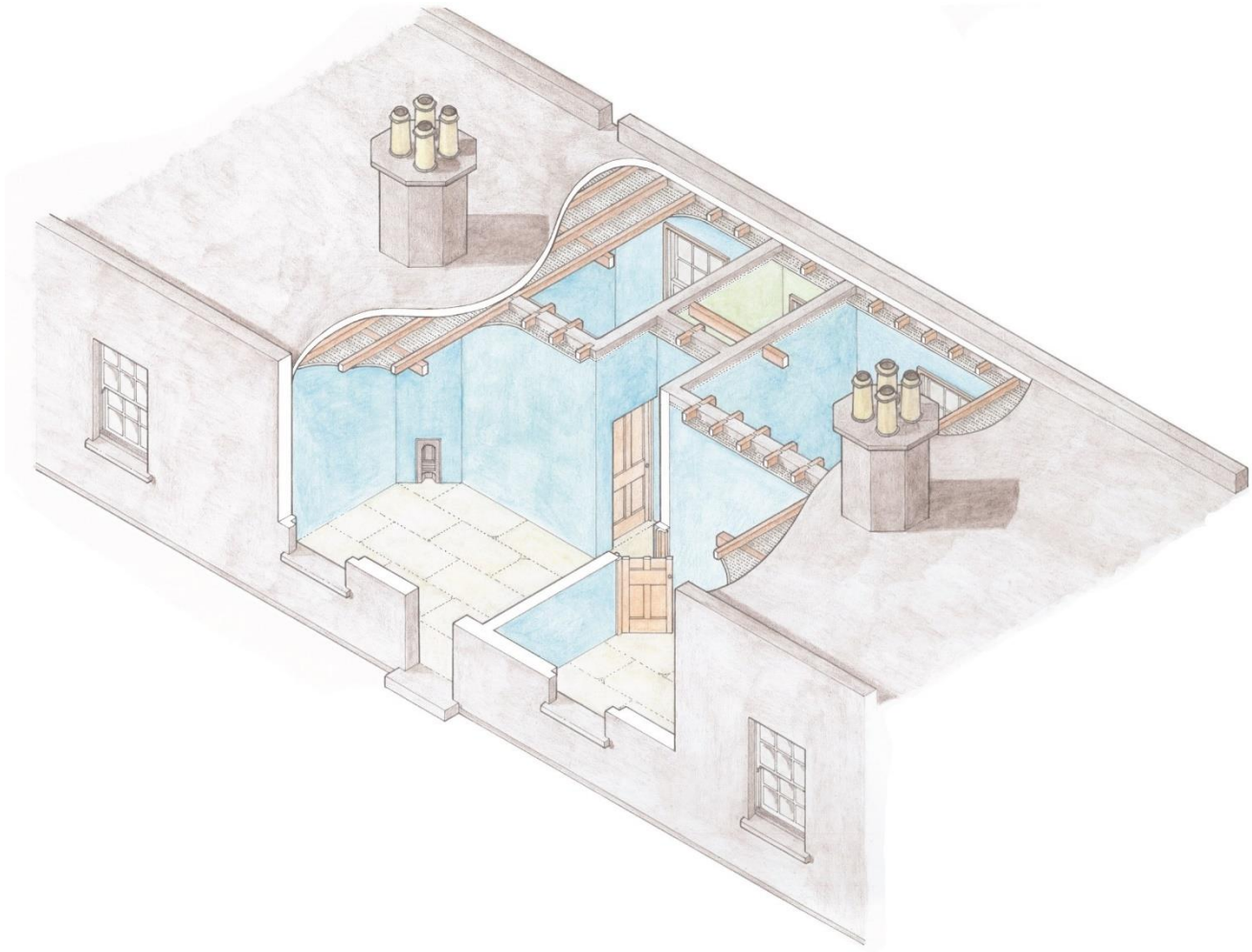
George Edward (1911-1929)

Lilian Eva Fenn (1916-1952)

Arthur Harold Fenn (1919-1985)

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WOODFIELD COTTAGES, HEYBRIDGE



LOCAL LISTED BUILDING CONSENT ORDER

Sections 26D - G and 28A and Schedule 2A Town and Country *Planning (Listed Buildings and Conservation Areas) Act 1990*



Front cover illustration: *Isometric cutaway reconstruction by Tim Howson illustrating one of the cottages prior to the addition of a pitched roof in 1918.*

DRAFT

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APPENDIX 1.

WOODFIELD COTTAGES LOCAL LISTED BUILDING CONSENT ORDER
NOTIFICATION FORM

1. INTRODUCTION

THE WOODFIELD COTTAGES LOCAL LISTED BUILDING CONSENT ORDER is made on theday of2022

2. THE LISTED BUILDINGS COVERED BY THE ORDER

The listed buildings covered by this order are Nos 116 to 156 Woodfield Cottages, Heybridge, Maldon, Essex, CM9 4BQ, and their associated outhouses as indicated on the site plan below (Plan 1).



Plan 1 - Location of Nos 116 – 156 Woodfield Cottages, Heybridge, with the buildings to which this order relates highlighted in blue.

3. SUMMARY OF THE SIGNIFICANCE OF WOODFIELD COTTAGES

3.1 - Woodfield Cottages represent a small settlement of industrial housing, comprising three terraces of single-storey cottages, developed by the industrialist E H Bentall in 1873 as dwellings for the workforce of the Bentall Agricultural Works. The 41 cottages, outhouses and two communal water pumps were designated grade II listed buildings in 1971. The buildings have architectural interest as an early, rare and relatively intact survival of a mass-concrete housing development and a pioneering application of a material which has become the most widely-used constructional material of the present age. The cottages originally had flat roofs, but pitched roofs were added c.1918.

3.2 – Woodfield Cottages are among the most challenging listed buildings in Maldon District due to the high number of minor alterations carried out in the late 20th and early-21st centuries.

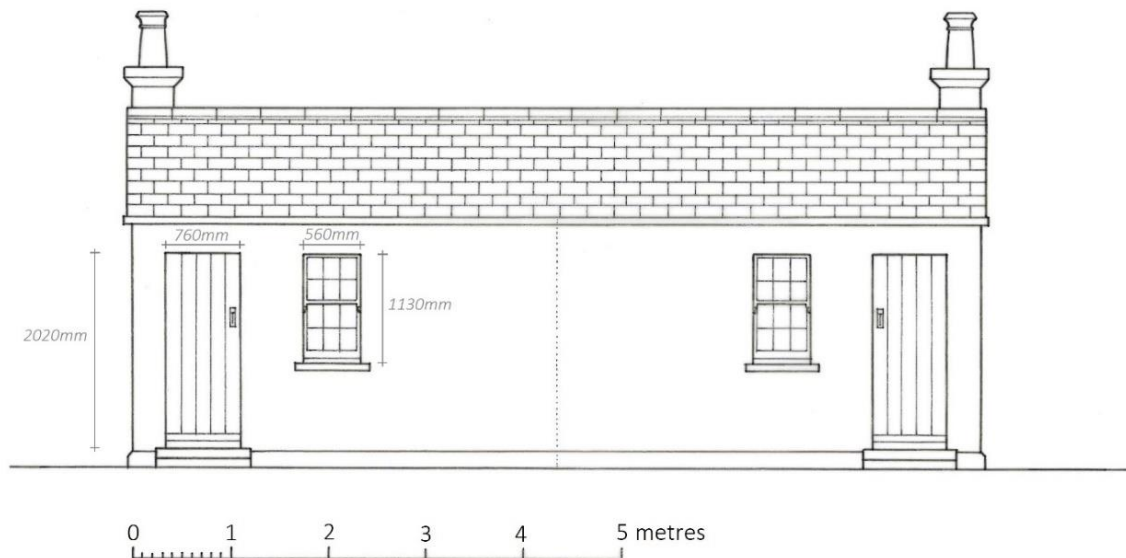
3.3 - Key features of architectural interest include the single-storey form of the buildings and their arrangement in three long rows, the buildings' shuttered concrete walls, the original design of windows and doors, the original internal layouts, original fireplaces where they survive, the original octagonal concrete chimney stacks visible within the later roof-spaces, the later brick chimney stacks (erected on top of the original concrete stacks), the cream coloured clay chimney pots, the early-20th-century pitched roofs clad in natural Welsh slates, the low concrete boundary walls and the two surviving communal water pumps.

4. DESCRIPTION OF THE CONSENTED WORKS

4.1 - Maldon District Council grants listed building consent under section 8(1) of the Act for the following specified works of alteration to the listed buildings covered by this order.

4.2 - Replacement of non-original windows to the cottages or outhouses to match the size and design illustrated in Plans 2 and 3. The precise detailing, section profiles and dimensions of individual components of new windows shall match those illustrated in Plans 4 or 5 unless otherwise approved in writing prior to commencement. Where the size or shape of the original window opening has been altered, the original form of the opening and the concrete cill shall be restored in accordance with Plans 2, 3 and 4 prior to the insertion of a new window. Restored openings shall not incorporate bell-mouth drips over them. New windows shall be set back from the external face of the walls to match the original arrangement. New windows shall be of white painted timber. Restored concrete cills shall be painted black. Windows may be of face-puttied single glazing in accordance with Plan 4 or double-glazed in accordance with Plan 5. Double-glazed units shall be of the slim-profile type, with an overall thickness between 12mm and 14mm. The double-glazed units shall be secured externally by a form of putty or by perfectly triangular timber beads which resemble putty. The spacer bars within the double-glazed units shall be coloured white to match the paint colour of the joinery.

4.3 - Replacement of non-original external doors to the cottages or outhouses to match the design illustrated in Plans 2 and 3. Where the size or shape of the original door opening has been altered, the original form of the opening must be restored in accordance with Plans 2 and 3 prior to hanging the new door. Restored openings shall not incorporate bell-mouth drips over them. New front doors to the cottages must match one of the alternative options illustrated in Plan 6, although minor deviations to the dimensions and section profiles of individual components may be agreed in writing prior to installation. The doors shall be of timber painted (not stained) in a colour of the owner's choosing. Door furniture shall be of metal finished black.



Plan 2 – front (north) elevation of a typical pair of outhouses illustrating the original design and arrangement of the windows and doors



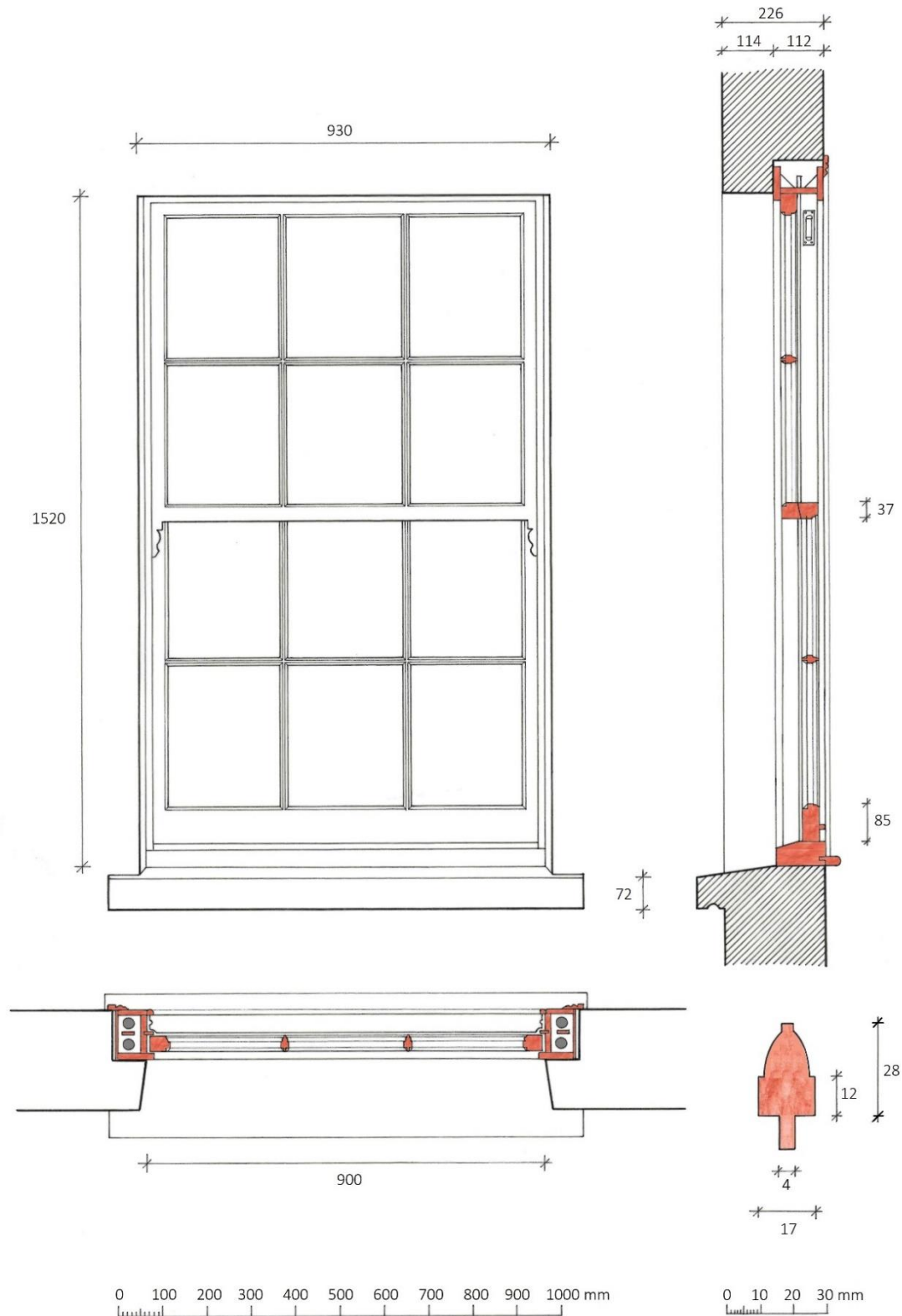
Front elevation



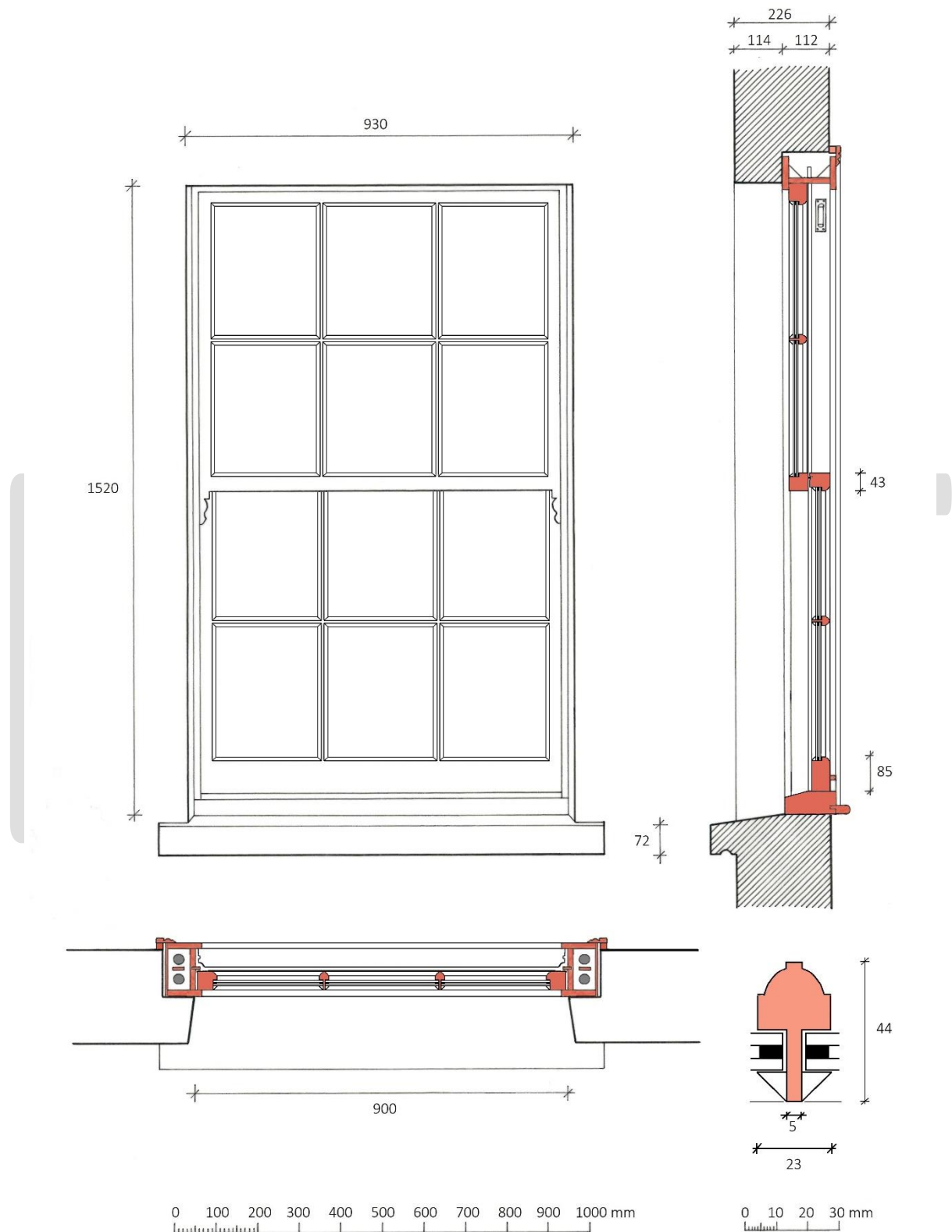
Rear elevation



Plan 3 – front (south) and rear (north) elevations of one of the cottages illustrating the original design and dimensions of the windows and doors



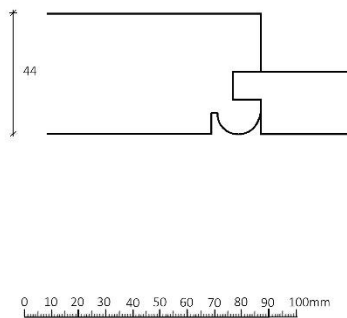
Plan 4 – the design and detailing of an original single-glazed 6-over-6-pane sliding-sash windows in one of the cottages



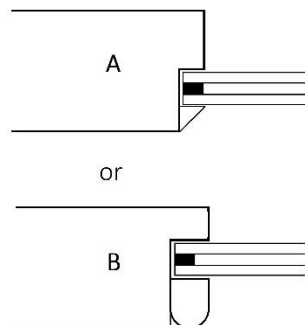
Plan 5 – the design and detailing of a 6-over-6-pane sliding-sash window which reflects the original design of the original cottage windows but incorporates slim-profile double-glazed units



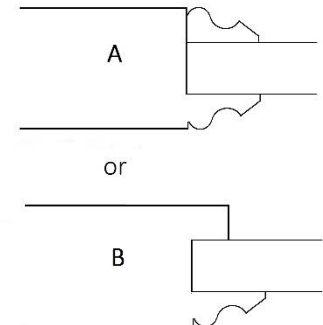
Door with 'bead-butt' panels



Door with upper two panels glazed

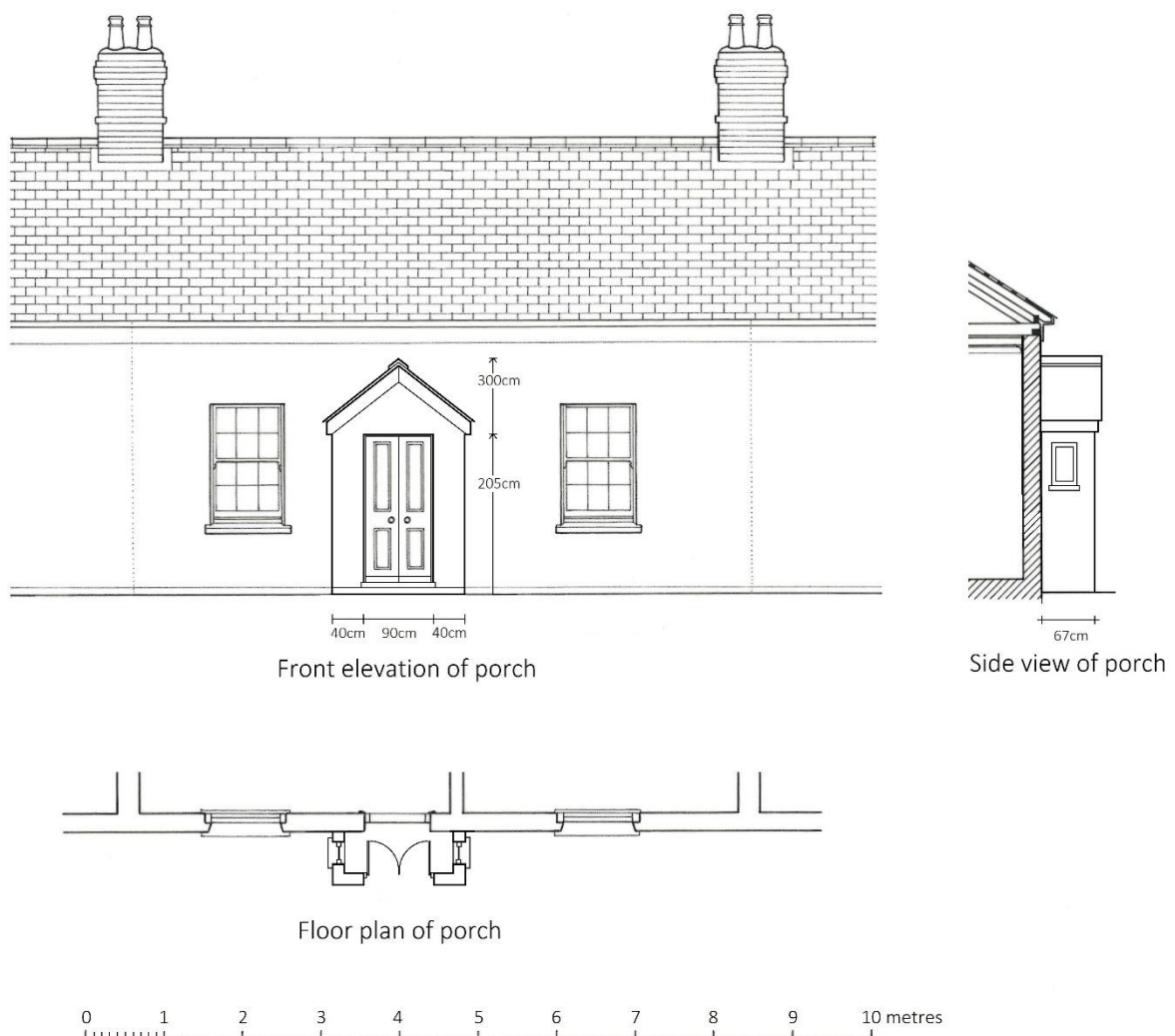


Door with moulded panels

**Plan 6** – Options for front door designs

4.4 - Removal of a porch or porch canopy from a cottage. Where removal of a porch would expose an original front door opening the size or shape of which has been altered, the original form of the opening must be restored in accordance with Plans 2 and 3. Restored openings shall not incorporate bell-mouth drips over them. Where removal of the porch or canopy leaves a scar on the wall of the cottage, the wall must be made good and painted to match the rest of wall.

4.5 - The addition of a porch around the front door on a cottage in accordance with the scale, design and detailing illustrated in Plan 6. The roof of the porch shall be clad in natural Welsh slate. The bargeboards and fascias shall be of timber painted black. The walls of the porch shall be finished with smooth render painted white or off-white. The windows shall be of painted timber finished white. The door shall be of timber, painted in a colour of the owner's choosing. The upper two panels of the door may be glazed. The door furniture shall be of metal finished black.



Plan 6 – Design of a front porch

4.6 - Smooth rendering over the brickwork of exposed-brick porches. The render shall be painted white or off-white to match the walls of the cottage. The render shall not incorporate bell-mouth drips over the openings.

4.7 - Replacement of pargetted or pebble-dashed render with smooth render. The render shall be painted white or off-white. New render shall not incorporate bell-mouth drips over the openings.

4.8 - Painting the external walls of the cottages white or off white.

4.9 - Painting the fascias, bargeboards, concrete window cills and plinths black

4.10 - Painting the windows white

4.11 - Painting (not staining) an external timber door any single colour of the owner's choice

4.12 - Replacement of plastic rainwater goods with cast-iron or steel rainwater goods finished black. New guttering shall have a half-round profile and downpipes shall be circular in section.

5. GENERAL CONDITIONS

The following general conditions shall be complied with in full.

- a) Prior to the implementation of works permitted under this Order, a completed Local Listed Building Consent Order Notice Form (see template in Appendix 1 to this Order) shall be submitted to and approved in writing by Maldon District Council. This requirement will enable the Council to monitor the extent to which the order is being used and is achieving its purposes.
- b) Minor deviations from the detailing of new windows and doors authorised by sections 4.2 and 4.3 of this Order shall be submitted to and approved in writing in writing by Maldon District Council by submitting large-scale section drawings with the Local Listed Building Consent Order Notice Form (see template in Appendix 1 to this Order). This requirement enables flexibility to agree minor deviations from the approved designs – in terms of detailing, section profiles and dimensions of individual components – where these are deemed to be equally sympathetic and therefore acceptable.

6. STATEMENT OF REASONS FOR THE CONSENTED WORKS

6.1 - In accordance with section 16(2) of the Act, the Council must have special regard to the desirability of preserving listed buildings, their settings and any features of special architectural or historic interest which they possess. Paragraph 199 of the National Planning Policy Framework (NPPF) requires that “when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation”. Paragraph 200 of the NPPF states that any harm or loss should require clear and convincing justification. Policy D3 of the Maldon Local Development Plan requires development proposals affecting heritage assets to preserve or enhance their special character, appearance, setting, and any features and fabric of architectural or historic interest.

6.2 - Replacement of non-original windows (approved by section 4.2)

Only 5 of the 41 houses at Woodfield Cottages retain original multi-paned sash windows on their south (front) elevations. A higher proportion of original sash windows survive on the north (rear) elevations of the cottages and the north (front) elevations of the outhouses. The original windows, where they survive, are an important aspect of the buildings’ architectural interest and should be repaired and retained where possible. Replacement of original sash windows will therefore still require listed building consent. All later replacement windows at Woodfield Cottages deviate from the original design, contribute nothing to the buildings’ architectural interest, and in most cases detract from the buildings’ special character. In many instances, unsympathetic replacement windows have been installed without listed building consent. One of the most obvious opportunities to enhance the character of individual cottages, and of the area as a whole, is the replacement of unsympathetic modern windows with painted timber sash windows which match the original design. Standard thickness double-glazed units (typically 24mm thick) would require prominent spacer bars and applied glazing bars which would appear incongruous in this situation. However, the appearance and detailing of the original single-glazed windows can be replicated quite closely using slim-profile double-glazed units, as shown in Plan 5. The use of slim-profile double-glazed units is justified in new replacement windows as one way of improving energy efficiency and addressing climate change without compromising the listed buildings’ special character. The replacement of non-original windows with windows that closely resemble the original design, materials and detailing would improve the character of the area and result in no harm to the listed buildings’ architectural interest or significance.

6.3 - Replacement of non-original external doors (approved by section 4.3)

No original front doors survive on the cottages and, to date, no old photographs have been found which clearly show the original design of the front doors. It is likely that the doors had a simple four-panelled design, as found locally on some contemporary cottages. Several examples of original plank-and-ledge doors survive on the outhouses, consisting of five vertical planks and three internal horizontal ledges. All later replacement doors at Woodfield Cottages deviate from the original design, contribute nothing to the buildings' architectural interest, and in many cases detract from the buildings' special character. The replacement of non-original doors on the outhouses with plank and ledge doors matching the original design (as shown in Plan 2) would result in no harm to the listed buildings' architectural interest or significance. The replacement of non-original external doors on the cottages with painted-timber four-panel doors in-keeping with the period and status of the buildings (as shown in Plans 3 and 6) would benefit the character of the area and result in no harm to the listed buildings' architectural interest or significance.

6.4 - Removal of porches and porch canopies (approved by section 4.4)

The cottages did not have porches or porch canopies originally. Old photographs show that by the early 1950s some houses had acquired small flimsy wooden open-front porches, none of which have survived to the present day. From the late-1960s, larger and more permanent brick porches were added to some of the cottages. Many of the larger brick porches look out of proportion with the cottages and where the brickwork is exposed they appear incongruous against the rendered finish of the elevations. None of the porches or porch canopies contribute to the architectural interest of the listed buildings. Removal of porches and porch canopies would not in result in harm to the listed building's significance and in most cases would benefit the character of the area. However, where the original front door opening has been altered, removal of a porch would expose this, possibly resulting in some harm to the character of the property. For this reason, permission to remove a porch is subject to the requirement that the original form of the front door opening is restored if it has been altered. Removal of a porch or canopy may leave a scar where it joined the wall, which would detract from the appearance of the building. For this reason, permission to remove a porch is subject to the requirement that the wall be made good and painted to match the rest of the elevation.

6.5 The addition of a porch (approved by section 4.5)

Of all the existing porches at Woodfield Cottages, the small smooth-rendered and white-painted examples at Nos 142 and 155 are most sympathetic to the cottages' scale and character. These two porches have not resulted in no harm to the listed

building's architectural interest or significance. The porch design approved in section 4.5 of this Order and illustrated in Plan 6 is based on the porches at Nos 142 and 155.

6.6 - Rendering the brickwork of exposed-brick porches (approved by section 4.6)

Existing porches with an exposed brick finish appear incongruous against the original rendered walls of the cottages. The application of smooth render over the external face of the exposed brickwork, painted white or off-white to match the front elevations of the cottages would restore a greater sense of coherence and uniformity to the terraces, resulting in no harm to the listed building's significance.

6.7 - Replacement of pargetted or pebble-dashed render with smooth render (approved by section 4.7)

Originally the external face of walls of the cottages and outbuildings were finished with smooth render. In some instances, the original render finish has been substituted for decorative pargetted render or pebbledash render, resulting in harm to the character of the buildings. The reinstatement of a smooth render finish in these instances would restore an aspect of the listed buildings' original appearance, resulting in no harm to their significance.

6.8 – Painting the cottages (approved by sections 4.8, 4.9, 4.10 and 4.11)

The walls of most of the cottages and their windows are painted white or off-white, while their fascias, bargeboards, concrete window cills and plinths are painted black. Where different colours occur on these parts of the buildings, changing to the most common colour finishes would restore more coherence to the character of the area. Where different colours already exist, repainting the same colour would not amount to an alteration requiring consent. The colour of front doors is typically more varied. The use of bolder and more diverse colours on front doors would allow owners the opportunity to impose an element of individuality on their homes without compromising the coherence or uniformity of the settlement. Such paint schemes would result in no harm to the significance of the listed buildings.

6.9 – Replacing rainwater goods (approved by section 4.12)

The rainwater goods applied to the buildings following the introduction of pitched roofs c.1918 were cast iron. The gutters were of a simple half-round section and the downpipes were circular in section. Several of the cottages have modern plastic

guttering which in some cases detract from the special character of the area. The replacement of plastic guttering with metal guttering (either cast iron or cast aluminium) to match the original design would improve the character of the building, providing a more long lasting and durable solution to rainwater management, without harming the significance of the listed buildings.

7. PURPOSE OF THE ORDER

7.1 - The purpose of this order is to:

- Streamline and clarify the consent process for some of the most common types of alteration carried out to Woodfield Cottages;
- To encourage work which preserves or enhances the special architectural interest of Woodfield Cottages;
- To make it easier for property owners to address enforcement issues

7.2 – The most common types of listed building consent application on record for Woodfield Cottages are:

- Loft conversions (14 applications in total)
- Replacement of windows (10 applications in total)
- Addition of porches (3 applications in total)

7.3 – Consideration has been given to including loft conversions as part of this Local Listed Building Consent Order, as it is the most common type of listed building consent application on record for Woodfield Cottages. However, loft conversions are a more complex form of alteration, often requiring a bespoke design that responds to later changes in internal layout. As such, it would be difficult to specify a solution to loft conversion that is practical in all situations. It seems most appropriate to continue to manage loft conversions through the usual listed building consent process, with improved guidance on the main considerations.

7.4 – Woodfield Cottages have undergone a high degree of alteration; a process which began before the buildings were listed and continued following listing, in many cases without obtaining the necessary listed building consents. Many later alterations have eroded the architectural interest of the listed buildings and their character as a unified group of buildings. One of the main objectives of this Order is to make it easier for owners to undertake positive restorative alterations, by reducing the bureaucratic requirements of the listed building consent process.

8. TERM OF ORDER

This Order shall be effective from ... and to (a period of no more than 10 years from the starting date of the Order).

Works begun under this Order during the term of this Order may be completed subsequent to the termination of this Order.

THE COMMON SEAL of

MALDON DISTRICT COUNCIL

was hereunto affixed

in the presence of

Authorised signatory



dc.planning@maldon.gov.uk

Maldon District Council

Princes Road,

Maldon

CM9 5DL

WOODFIELD COTTAGES LOCAL LISTED BUILDING CONSENT ORDER NOTIFICATION FORM

Maldon District Council has adopted the Woodfield Cottages Local Listed Building Consent Order (LLBCO) which permits certain works to be done to Nos 116 – 156 Woodfield Cottages, Heybridge, Maldon, Essex, CM9 4BQ, and their associated outhouses. The LLBCO sets out the details and conditions for the permitted works.

This Notice Form is to be completed by applicants and **agreed by Maldon District Council prior to undertaking works covered by the Order**. The Notice is to be completed using BLOCK CAPITALS and returned to: dc.planning@maldon.gov.uk or the postal address listed above.

Please ensure that the LLBCO has been read carefully and that the requirements are understood.

This form is also available to download on the Council's website.

1. Applicant	2. Contractor / joiner / agent
Title:	Title:
First Name:	First Name:
Surname:	Surname:
House No.:	House No.:
Address:	Address:
Town:	Town:
Postcode:	Postcode:
Email:	Email:
Telephone:	Telephone:

3. Site Details (Required if applicant does not own and occupy the property where work is proposed)	
House No.:	Address:
Postcode:	Telephone:

4. Advice (has advice been sought from Maldon District Council prior to making this notice?)	
Yes?	No?
If yes, please give their name(s)	

PROPOSED WORKS

5. Replacement windows (in accordance with section 4.2 of the LLBCO)	
To front (south) elevation of the house?	
To rear (north) elevation of the house?	
To front (north) elevation of the outhouse?	
Please attach photographs of the windows to be replaced.	
If the detailing, section profiles or dimensions of individual components of the proposed windows deviate from those approved by section 4.2 of the Order please attach large-scale drawings of the proposed windows illustrating elevations at 1:20 and section details at 1:2.	

6. Replacement doors (in accordance with section 4.3 of the LLBCO)	
To front (south) elevation of the house?	
To front (north) elevation of the outhouse?	
Please attach photographs of the doors to be replaced.	
If the detailing, section profiles or dimensions of individual components of the proposed doors deviate from those approved by section 4.3 of the Order please attach large-scale drawings of the proposed doors illustrating elevations at 1:20 and section profiles at 1:2.	

7. Removal of a porch or porch canopy (in accordance with section 4.4 of the LLBCO)	
Do you intend remove a porch or porch canopy from the house?	

8. Addition of a porch (in accordance with section 4.5 of the LLBCO)

Do you intend add a porch to the front (south) elevation of the house?	
--	--

9. Smooth rendering over the brickwork of exposed brick porches (in accordance with section 4.6 of the LLBCO)

Do you intend to apply smooth render over the brickwork of an exposed brick porch?	
--	--

10. Replacement of pargetted or pebble-dashed render with smooth render (in accordance with section 4.7 of the LLBCO)

Do you intend to substitute pargetted or pebble-dashed render for smooth render?	
--	--

Declaration

11. I / we hereby make a LLBCO Notice for work as described in this form and any attached drawings and photographs. I/we confirm that, to the best of my/our knowledge, any facts stated are true and accurate and any opinions given are the genuine opinions of the person(s) giving them.		
Signed (Applicant):	Signed (Agent)	Date:

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Tim Howson
Conservation Officer
Maldon District Council

Our ref: HP/Maldon
Your ref:

Telephone 01223582746
Mobile 07833718273

10 August 2021

Dear Mr Howson,

re: Woodfield Cottages Proposed Conservation Area Designation and Listed Building Consent Order

I am writing to express Historic England's support for the proposed Conservation Area designation and Listed Building Consent Order (LBCO) covering Woodfield Cottages. The cottages, originally developed in 1873 by the industrialist E H Bentall for his workforce at the Bentall Agricultural Works, are listed at Grade II and are of national heritage interest as particularly early examples of mass concrete housing construction. They survive remarkably intact, despite subsequent changes and alterations, and their architectural qualities and the layout of their development combine to create an area of unique historic character in Maldon.

We therefore welcome your early engagement with us regarding these proposals and have appreciated the opportunity of working with you on their development to this stage. We consider the designation of the area encompassing the cottages, their grounds and the streets and spaces between them is justified based on their special interest. It reflects also the importance of arresting their deterioration and their potential for enhancement. As your report identifies, the adoption of a conservation area is a legal pre-requisite for the development of a Partnership Scheme in a Conservation Area between Historic England and a local planning authority. The concurrent adoption of a LBCO setting out the specification of suitable alterations and modifications to the properties will also provide clarity and certainty for owners and help to unify and maintain the character and appearance of the area over time.

We commend the proposed Conservation Area designation and Listed Building Consent Order to the Maldon Strategy and Resources Committee, and look forward to working with you on the proposals for the enhancement of the cottages in due course.

Yours sincerely,

Edward James
Historic Places Advisor



Historic England, Brooklands, 24 Brooklands Avenue, Cambridge CB2 8BU
Telephone 01223 58 2749 HistoricEngland.org.uk

Please note that Historic England operates an access to information policy.
Correspondence or information which you send us may therefore become publicly available.





Edward.james@historicengland.org.uk

CC:

Tony Calladine, Regional Director

Caroline Skinner, Listing Team Leader

Sheila Stones, Inspector of Historic Buildings and Areas



Historic England, Brooklands, 24 Brooklands Avenue, Cambridge CB2 8BU

Telephone 01223 58 2749 HistoricEngland.org.uk

Please note that Historic England operates an access to information policy.

Correspondence or information which you send us may therefore become publicly available.



Date: September 2021

MALDON DISTRICT COUNCIL

Princes Road
Maldon
Essex CM9 5DL

www.maldon.gov.uk



The Owner
No. X Woodfield Cottages
Heybridge
Maldon
CM9 4BQ



Email: tim.howson@maldon.gov.uk

To all the owners and residents of Woodfield Cottages:

Woodfield Cottages Conservation Area Appraisal and Local Listed Building Consent Order

It is my pleasure to write to you about some initiatives proposed by Maldon District Council to help improve the character and appearance of Woodfield Cottages.

Built in 1873 as homes for the employees of Bentall's Agricultural Works, they are a pioneering example of *in-situ* concrete construction. Remarkably, until 1918, the cottages had flat roofs and were known as the 'Flat Tops'. Despite designation of the cottages as grade II listed buildings in 1971, they have suffered extensive unsympathetic alterations, many of which are unauthorised. Following a review of the cottages in 2019, Historic England concluded that they still merit their grade II listed status, but there is a recognition that proactive measures are needed to work positively with owners to restore the area's historic character.

The first initiative we are proposing is the designation of the cottages as a conservation area. This is because it is not just the cottages and outhouses which are important; the lanes, gardens and boundary treatments which surround the original buildings altogether comprise a distinct historic area the character and appearance of which it is desirable to preserve and enhance. As the cottages are already listed buildings, the creation of a conservation area will impose very few additional planning restrictions since most types of development already require listed building consent or planning permission. Please find enclosed a document entitled *Woodfield Cottages Conservation Area Proposal and Character Appraisal* which describes what is special about the area, the opportunities for enhancement, and the implications of conservation area status. Designation of a conservation area would create the opportunity for Maldon District Council to enter into a Conservation Area Partnership Agreement with Historic England, through which grant funding could be made available to owners for works which enhance the character of the area. Woodfield Cottages must first be designated as a conservation area to qualify for the grant funding.

The second initiative we have developed is the *Woodfield Cottages Local Listed Building Consent Order*, of which a draft version is enclosed. You will be aware that any works of alteration to a listed building require Listed Building Consent from the local planning authority. Such applications are free of charge but require a certain degree of paperwork, the preparation of architectural drawings and usually take 8 weeks to determine. What a Local Listed Building Consent Order does is grant automatic consent for selected types of alteration, if they are undertaken in accordance with an approved specification. This will make it easier for owners of Woodfield Cottages to carry out sympathetic and restorative alterations and to address enforcement issues, by reducing the bureaucratic requirements associated with obtaining Listed Building Consent. To be clear, there will be no obligation for owners to undertake the works specified in the Local Listed Building Consent Order. Alternative alterations may still be authorised through the usual Listed Building Consent process. Please note that the order is in draft form and automatic consent for the specified works will not come into effect until the order is formally adopted.

2023 will be the 150th anniversary since the cottages were built. Maldon District Council hopes that with the proposed initiatives in place, this anniversary could be celebrated with the cottages facing brighter prospects. We recognise that the success of the proposed measures will rely upon the enthusiasm and cooperation of residents. We hope you will agree with us that this is a unique opportunity to improve the character of the area and add value to your property.

We would welcome any feedback or suggestions you have in relation to these proposals. For your assistance, please see below a questionnaire. I would be grateful if you could complete the questionnaire and email it to me by **XXXXXX**

Yours faithfully,

Tim Howson
Conservation and Heritage Specialist
Maldon District Council

Questionnaire

Would you welcome the designation of a Woodfield Cottages Conservation Area, bearing in mind the opportunity it would create for grant funding towards enhancement work?

Do you agree with the opportunities for enhancement identified on pages 25 and 26 of the conservation area proposal?

Do you consider there to be any further opportunities for enhancement which have not been identified in the conservation area proposal? If so, please describe these further enhancement opportunities.

If grants became available for some of the enhancement opportunities identified in the conservation area proposal, would you be interested in applying for a grant? What enhancement work would you be most keen to undertake and how soon would you hope to do it?

Do you have any historical information or old photographs which would improve the conservation area character appraisal?

Would you welcome the adoption of the Local Listed Building Consent Order?

Are there any ways in which you think the Local Listed Building Consent Order could be improved?

If you would prefer to receive future information on these initiatives by email, please supply your email address below. The email address provided will only be used to communicate with you about Woodfield Cottages.

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**REPORT of
DIRECTOR OF STRATEGY, PERFORMANCE AND GOVERNANCE**

**to
STRATEGY AND RESOURCES COMMITTEE
16 SEPTEMBER 2021**

**RESPONSE TO ROCHFORD DISTRICT COUNCIL – DEVELOPMENT CAPACITY
LETTER – AUGUST 2021**

1. PURPOSE OF THE REPORT

- 1.1 The purpose of this report is for the Committee to consider the request made under the Duty to Co-Operate from the neighbouring Rochford District Council concerning their development capacity and Maldon District's ability to help.

2. RECOMMENDATION

That the response to Rochford District Council's letter be approved as set out in **APPENDIX 1**.

3. BACKGROUND

- 3.1 On 9 August 2021, Maldon District Council (MDC) received a letter from Rochford District Council (RDC) entitled "Capacity for Accommodating Development Needs – Rochford New Local Plan" as set out in **APPENDIX 2**.
- 3.2 Like MDC, RDC has begun to review its Local Plan. It explains that RDC has recently published a Spatial Options Document for consultation, which it intends to use to inform its new Local Plan, which is tasked with considering how its identified development needs could be accommodated over the next 20 years.
- 3.3 RDC has identified four broad spatial strategy options for growth which are:
- Option 1 – Urban Intensification;
 - Option 2 – Urban Extensions;
 - Option 3 – Concentrating Growth; and
 - Option 4 – Balanced Combination.
- 3.4 The Local Housing Need methodology calculates a need of 360 homes per annum for the Rochford District; equating to a total need to plan for around 7,200 homes. This would accommodate RDC's housing need over a 20-year period.
- 3.5 RDC have reviewed its land supply and estimates that at least 4,000 homes can be accommodated on existing sites, including current allocations, land with planning permission, other opportunity sites and expected windfall sites.
- 3.6 Through further work looking at Rochford District's urban capacity and some wider work, RDC believe they may be able to find land for a further 1,500 homes through

increasing densities or repurposing existing land allocations; notwithstanding there is some uncertainty over how sustainable and deliverable this approach is.

- 3.7 Furthermore, RDC suggest its evidence indicates that its employment needs may continue to be met by existing allocations, however, it will keep this under review.
- 3.8 This means that accounting for the land sources set out above, RDC have predicted that they could have a shortfall of between 1,700 and 3,200 homes. Of the four Spatial Options it is consulting on, only those which would involve Metropolitan Green Belt release (Options 2, 3 and 4) would be able to accommodate all of Rochford District's growth needs within its own area; thus, addressing this shortfall.
- 3.9 However, the National Planning Policy Framework (NPPF) strictly controls the review of Green Belts. It specifies that once established, Green Belt boundaries should only be altered where 'exceptional circumstances' are fully evidenced and justified. At this early stage of plan-making, RDC cannot conclude whether 'exceptional circumstances' exist to justify Green Belt release. Before it can do this, it must, amongst other things, explore whether neighbouring authorities could accommodate some of the identified need for development within their areas and therefore reduce the pressure on the Metropolitan Green Belt.
- 3.10 Maldon District shares a marine boundary via the River Crouch with the Rochford District. In order to inform RDC's assessment of whether such 'exceptional circumstances' do exist to comply with the requirements of the NPPF, MDC is being asked whether it could advise whether any of RDC's identified development needs could be accommodated in the Maldon District, either now, or in the future.

4. MATTERS FOR CONSIDERATION

4.1 The Duty to Co-operate

- 4.1.1 S33A of the Planning and Compulsory Purchase Act 2004 (as amended) makes it a legal requirement for MDC and RDC to cooperate with each other (and other prescribed bodies) on strategic and cross-boundary matters. As the Council's Duty to Co-operate Strategy sets out, housing is a strategic cross boundary issue identified by the NPPF and therefore it is a reasonable request for RDC to make in this regard.

4.2 Stage of Plan-Making in RDC and MDC

- 4.2.1 MDC is at a similar stage of plan-making as RDC; work remains underway to fulfil the Council's adopted Local Development Scheme and publish an Issues and Options Report for consultation in Autumn 2021. The council will not determine until Autumn 2022 how much growth it prefers to accommodate and whether it may want to consider more housing growth than is required by the standard method for calculating housing needs, if it could otherwise improve development sustainability and deliverability.
- 4.2.2 MDC cannot therefore credibly advise RDC that this request has come in too late or too early. Were the Council minded to positively respond to this letter now to any degree, additional work would need to be carried out as part of the LDP Review to determine the degree to which any additional growth could be accommodated from Rochford District.

4.3 **Green Belt**

- 4.3.1 Unlike RDC, MDC is not a Green Belt authority and therefore is not subject to the NPPF's stricter Green Belt policy considerations; although there are other environmental constraints. It is therefore reasonable in plan-making terms and through the DTC for RDC to approach MDC as a neighbouring, non-Green Belt authority to determine whether it is able to help meet needs in Rochford District.

4.4 **Housing Market Area Geographies**

- 4.4.1 MDC needs to also consider whether any additional housing growth from RDC would functionally help the wider housing market. The Maldon District Local Housing Needs Assessment Part 1 2021, published in July 2021, replaces the Mid Essex Strategic Housing Market Assessment for MDC. This independent assessment has reviewed the appropriateness of the Housing Market Area and has not drawn any strong linkage to the Rochford District; rather there are greater similarities with parts of Chelmsford City and Braintree District instead. Rochford District on the hand, falls into the sub-regional South Essex Housing Market Area, which is shares with Basildon Borough, Castle Point District, Southend on Sea Borough and Thurrock Boroughs. The South Essex Strategic Housing Market Assessment 2018 reviewed the appropriateness of the functional housing market and did not conclude any particularly strong relationship to Maldon District either. It is therefore doubtful, if the Council were minded to support accepting growth from the Rochford District that the additional allocations arising from it, would support housing need in RDC's area where it is was needed and residents arising from this growth in MDCs area would all look to the Maldon District and its identified area to accommodate their infrastructure needs, jobs, services and facilities.

4.5 **Existing Agreements or Protocols**

- 4.5.1 The matter of the possibility of unmet housing need has already been considered by the Greater Essex authorities via their collective membership of the Essex Planning Officers' Association (EPOA). In 2017, the EPOA developed and approved a "*Guidance Note: Mechanism for the Consideration of Unmet Housing Need*". This established how local planning authorities would work together in the event that a local planning authority could not meet all of its housing need through its local plan.
- 4.5.2 This agreed a logical sequence for each LPA when dealing with housing need as being:
- (i) Agree the current extent of the Housing Market Area (HMA);
 - (ii) Agree their full objectively assess housing needs of the HMA over a plan period;
 - (iii) Irrespective of policy constraints, assess whether there are sufficient available and achievable housing sites to deliver the identified housing need in the HMA;
 - (iv) Agree a consistent approach and methodology across the HMA to examine how far any constraints stops the delivery of the Objectively Assessed Housing Need (OAHN);
 - (v) If there remains an unmet housing requirement – reassess the Housing and Economic Land Availability Assessment (HELAA) to bring forward more land for development, undertake a further call for sites; and
 - (vi) Through the Duty to Cooperate determine the extent to which unmet need could be accommodated within the HMA or adjoining HMAs.

- 4.6 This Guidance Note was subsequently endorsed by the Maldon District Planning and Licensing Committee on 6 September 2018 (Minute No. 404 refers).
- 4.7 What cannot be determined from the Rochford Spatial Options document is whether, in line with the Guidance Note, whether it has already been concluded that the South Essex Housing Market Area cannot accommodate any of RDC's unmet needs. The Association of South Essex Authorities (ASELA) which includes the South Essex Housing Market Area (as well as Brentwood Borough) continue to work on developing a Joint Strategic Plan to consider how unmet needs could be distributed across the housing market area.

5. CONCLUSION

- 5.1 MDC must legally consider and respond to RDC's letter, taking into account the matters raised in Section 4.
- 5.2 Drawing from this section, it is recommended that a response be sent to RDC, set out in **Appendix 1**, that confirms:
- a) That MDC cannot categorically confirm due to its early stage of the LDP Review whether it is able, or not, to assist RDC with accommodating its housing needs;
 - b) Given the boundary between the two District's is a body of water, with no shared crossing points between the two and as the housing market relationship is also not strong as indicated by each Council's respective evidence base, it is recommended that RDC exhaust, or evidence to MDC, that the EPOA Unmet Housing Needs Protocol has been fully complied with prior to MDC being able to make any further comment or agreement with RDC regarding this matter under the DTC.

6. IMPACT ON STRATEGIC THEMES

- 6.1 The Strategic Themes of Place, Prosperity and Community seek to manage the council's response to strategic issues facing the District and by responding to RDC's letter having considered the matter as fully as possible, this ensures that Council can demonstrate that it has engaged constructively and on an on-going basis with other public bodies also subject to the Duty.

7. IMPLICATIONS

- (i) **Impact on Customers** – None.
- (ii) **Impact on Equalities** – None. The LDP Review of both Councils must be subject to an Equalities Impact Assessment (EQIA) as part of its evidence base to inform preparation of policies that meet the requirements of the Equality Act 2010.
- (iii) **Impact on Risk** – Not considering the matter raised and responding to the letter will mean MDC cannot demonstrate compliance with the Duty to Cooperate. By responding in a considered fashion, the Council will reduce the risk that it has failed in the Duty with RDC and also reduce the risk that its own LDP Review fails its legal duties that are not resolvable at Examination in Public and would result in the LDP Review being withdrawn.

- (iv) **Impact on Resources (financial)** – Should the Council opt to respond positively to the request, further evidence work may be required to determine the extent to which any growth from RDC could be accommodated within the Maldon District. This has not been budgeted and may represent a budget pressure.
- (v) **Impact on Resources (human)** – None.
- (vi) **Impact on the Environment** – Accommodating more homes than the District needs by itself could have greater environmental consequences for the District, although it may also offer better solutions to growth given greater economies of scale that may not be possible with the District's growth on its own.
- (vii) **Impact on Strengthening Communities** – Accommodating more homes than the District needs by itself could have greater community impacts on the District, although it may also offer better solutions to how they could be strengthened and supported by infrastructure given greater economies of scale that may not be possible with the District's growth on its own.

Background Papers: None.

Enquiries to: Matthew Winslow - Strategy, Policy and Communications Manager (Planning Policy Programme Lead).

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Mr D Goodman
Team Leader – Strategic Planning
Rochford District Council
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MALDON DISTRICT COUNCIL

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www.maldon.gov.uk



Served by e-mail only

Email: policy@maldon.gov.uk
Your Ref: RNLP/MDC/090821
Our Ref: DTC/RDC/160921

Date: 16 September 2021

Dear Mr Goodman,

Thank you for your letter dated 9 August 2021 concerning the “Capacity for Accommodating Development Needs – Rochford New Local Plan”. Maldon District Council’s Strategy and Resources Committee carefully considered your request at its meeting on 16 September 2021 and approved the following response.

Committee Response

Maldon District Council recognises the challenge faced by Rochford District Council, as an adjoining local planning authority, in accommodating its development needs over the next 20 years; particularly housing growth given its Metropolitan Green Belt constraints. It is acknowledged that the Rochford District is at an early stage of preparing the Rochford New Local Plan and that work remains underway on its evidence base and policy development and that a decision on which Spatial Option is preferred by the Council is yet to be made.

Maldon District Council understands the National Planning Policy Framework (NPPF) gives Green Belts policy protection and strictly controls the review of Green Belts. It understands that Rochford District Council has a few steps to consider before it can conclude whether ‘exceptional circumstances’ exist to justify the review of its Green Belt boundaries and the subsequent release of Green Belt land for development purposes. It is accepted that the letter dated 9 August 2021 is part of the necessary engagement with neighbouring authorities to determine whether some of the Rochford District identified need could be accommodated in anywhere outside the Rochford District and therefore reduce the pressure on the Metropolitan Green Belt protected by the NPPF.

Whilst none of Maldon District’s land is within the policy constraint of Metropolitan Green Belt, the Committee feels it must point out that the District is nevertheless subject to international, European, national and local environmental designations which seek to protect its coastline and areas of countryside due to their value to science, biodiversity and flood risk, which are also valued locally for their additional contributions to recreation, landscapes and health. These are matters, which are also being considered as part of the Maldon District Local Development Plan Review 2021-2023, particularly in respects of how they could affect Maldon District Council’s own ability to accommodate development needs. It also notes that the common boundary between the two Districts is a marine boundary, with no physical crossing points.

The Committee has considered the Maldon District Council’s legal obligations under the Duty to Co-operate and accepts that housing can be a strategic, cross boundary matter between local planning authorities. Having considered the Maldon District Local Housing Needs Assessment published in July 2021, which reviewed the appropriateness of the functional Housing Market Area for Maldon District, the Committee is concerned that there is not a particularly strong relationship between Rochford District and Maldon District. It is concerned that were there to be any growth needs transferred between the two Districts in the future, it

would serve a quantitative purpose only and not support the delivery of qualitative housing needs in Rochford District where the needs have originated.

The Committee also understands there is already an agreed mechanism in place across all Essex authorities, via the Essex Planning Officers' Association (EPOA), for considering how unmet housing needs should be dealt with, where they arise. In addition, the Committee has noted that plans are already underway by the Association of South Essex Local Authorities (ASELA) to prepare a South Essex Joint Strategic Plan to consider, amongst other things, how unmet needs could be distributed across the housing market area.

To conclude, the Committee have concluded that at this present time, given the very early stage Maldon District Council is at with its own LDP Review, it cannot categorically confirm whether it is able, or not, to assist Rochford District Council in accommodating its housing needs. However, given the boundary between the two District's is a body of water, with no shared crossing points and recent housing market area analysis does not demonstrate a strong inter-dependant relationship between the two Districts, it is recommended that Rochford District Council exhaust and evidence to Maldon District Council that the EPOA Mechanism on Unmet Housing Need be fully complied with, prior to Maldon District Council being able to make any further comment, or any agreement with Rochford District Council on this matter under the Duty to Co-Operate.

The Committee trusts that this response is helpful to Rochford District Council and suggests that further engagement with officers and members takes place, as necessary, in line with the Maldon District Duty to Co-Operate Strategy 2021.

Yours faithfully



**Assistant Director –
Place & Environment**
Marcus Hotten

Matthew Winslow
Maldon District Council

Ask for: Daniel Goodman
Direct Dial: 01702 318043
Email:
daniel.goodman2@rochford.gov.uk

SENT BY EMAIL

My Ref: RNLP/MDC/090821

Date: 9 August 2021

Dear Matthew

Capacity for Accommodating Development Needs – Rochford new Local Plan

As you will be aware, Rochford District Council (the Council) has recently published the latest stage in our new Local Plan, the Spatial Options document, for consultation. As part of the preparation of its new Local Plan, the Council is considering options for how its identified development needs could be accommodated over the next 20 years.

At this stage, the Council has identified four broad strategy options for accommodating these needs.

- Option 1: Urban Intensification
- Option 2: Urban Extensions
- Option 3: Concentrating Growth
- Option 4: Balanced Combination

The Local Housing Need methodology calculates a need of 360 homes per annum for Rochford District. Over the period of the new Local Plan, it is therefore likely that in the region of 7,200 homes will need to be planned for to accommodate Rochford's needs.

As identified in our current and emerging evidence base, we estimate that at least 4,000 homes can be accommodated on existing sites, including current allocations, planning permissions and other opportunity sites, and expected windfall. Through our Urban Capacity Study and wider work, we have identified that it may be possible to accommodate around 1,500 more homes through increasing density and repurposing allocations, however we have less certainty over the sustainability or deliverability of these options.

At this time, our evidence suggests employment land needs may be met by existing allocations, however this will be kept under review.

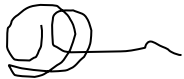
Council Offices, South Street, Rochford, Essex SS4 1BW
Phone: 01702 546366 DX: 39751 Rochford
Website: www.rochford.gov.uk

At this stage of plan-making, the Council has not concluded whether exceptional circumstances exist to justify Green Belt release. Nevertheless, of the four strategy options identified, only those which would involve Green Belt release (Options 2 – 4) would be able to accommodate all of Rochford's identified needs within its own area.

As set out in national policy, once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified. Before concluding that exceptional circumstances exist to justify changes to Green Belt boundaries, local planning authorities must, inter alia, explore whether neighbouring authorities could accommodate some of the identified need for development.

As an authority sharing a marine boundary with Rochford, and to inform an assessment of whether such exceptional circumstances do exist, I would be grateful if you could advise me of whether any of Rochford's identified development needs could be accommodated in your authority area, either now or in future.

Yours sincerely

A handwritten signature in black ink, consisting of a stylized 'D' followed by a horizontal line and a small flourish.

Daniel Goodman
Team Leader – Strategic Planning
Rochford District Council



REPORT of DIRECTOR OF RESOURCES

**to
STRATEGY AND RESOURCES COMMITTEE
16 SEPTEMBER 2021**

SUPPLEMENTARY ESTIMATES, VIREMENTS AND USE OF RESERVES: 1 JUNE 2021 – 31 AUGUST 2021

1. PURPOSE OF THE REPORT

- 1.1 To report Virements and Supplementary Estimates agreed under delegated powers where they are below the levels requiring approval by this Strategy and Resources Committee and seek approval where they are above the levels requiring approval by this Committee.
- 1.2 To inform the Committee of procurement exemptions that have been granted in the period.
- 1.3 To report on the use of Reserves during the year.

2. RECOMMENDATIONS

- (i) That Virement 1), as detailed in paragraph 3.2.1 of this report, be approved;
- (ii) That virement 2) as detailed in paragraph 3.2.1 of this report, be noted.

3. SUMMARY OF KEY ISSUES

3.1 Rules and Regulations

- 3.1.1 The approval and reporting arrangements in relation to virements and supplementary estimates are set out in the Financial Regulations and Financial Procedures. These are as follows:

Virements (movements) within the same directorate:

- Agreed by the relevant Director and the Director of Resources.

Virements between different directorate:

- Up to £20,000 – Director and Director of Resources and reported quarterly to members via email;
- Over £20,000 up to £50,000 - Director, Director of Resources in consultation with relevant Programme Committee Chairman; and reported to the next Strategy and Resources Committee;
- Over £50,000 - the Strategy and Resources Committee.

In addition, for the purposes of virements, salaries are to be considered as a Directorate in their own right.

Supplementary Estimates

- Up to £20,000 – Director and Director of Resources in consultation with the Chairman of the Strategy and Resources Committee and the Leader and reported to the next Strategy and Resources Committee.
- Over £20,000 –Strategy and Resources Committee.

3.1.2 The Contract Procedure Rules provide information in relation to procurement exemptions. The exemption enables the council to waive any requirements within the contract procedure rules for specific projects.

3.1.3 Procurement exemptions should be signed by the Officer and countersigned by the Director of Resources and where appropriate the Chairman of the Strategy and Resources Committee

3.2 Virements

3.2.1 The following are two virements that are required to be reported to the Committee during this period. The first one requires committee approval, while the second one is for information only.

Cost Centre To	Directorate/ Service	Cost Centre From	Directorate/ Service	Budget Amount	Description
1) 172	Strategy, Performance and Governance (SPG) / Salaries	301	SPG / Local Development Plan (LDP) Project	£232,300	Separating out the salaries part of approved LDP budget.
2) 103	SPG / Communication	171	Resources/ Staffing	£9,600	Virement to correct miscoding.

3.3 Supplementary Estimates

3.3.1 There were no supplementary estimate requests during this period.

3.4 Procurement Exemptions

3.4.1 There were no procurement exemption requests received in this period.

3.5 Drawdowns from Reserves

3.5.1 There were no drawdowns from Reserves during this period.

4. CONCLUSION

4.1 The Committee is invited to:

- Approve the first virement in paragraph 3.2.1, and
- Note the second virement in paragraph 3.2.1 of this report.

5. IMPACT ON STRATEGIC THEMES

- 5.1 The adherence to the Financial Regulations and Financial Procedures contributes towards the corporate core values of being open and transparent, and accountable for our actions.

6. IMPLICATIONS

- (i) **Impact on Customers** – None identified.
- (ii) **Impact on Equalities** – None identified.
- (iii) **Impact on Risk** – None identified.
- (iv) **Impact on Resources (financial)** – None identified.
- (v) **Impact on Resources (human)** – None identified.
- (vi) **Impact on the Environment** – None identified.
- (vii) **Impact on Strengthening Communities** – None identified.

Background Papers: None.

Enquiries to: Lance Porteous, Lead Finance Specialist.

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