



Brentwood Borough Council, Chelmsford City Council and Maldon District Council

Heart of Essex Housing Growth Scenarios



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1 INTRODUCTION

- 1.1 Roger Tym & Partners was commissioned by Maldon, Brentwood and Chelmsford Councils to undertake a study of housing growth scenarios for the Heart of Essex sub-region. We are joined in this by Edge Analytics, who have advised us on demography and provided new scenarios.
- 1.2 The purpose of the study is to examine housing growth scenarios covering the period to 2031, both for the sub-region as a whole and its three component districts. This should enable Heart of Essex local authorities to reach an informed view on adopting new targets in light of a) the forthcoming abolition of the East of England Plan and its associated housing target and b) changes which have occurred since the Plan was adopted in 2008.
- 1.3 This study is informed by a set of demographic projections which have been commissioned from Edge Analytics by the Essex Planning Officers Association (EPOA) to help provide a consistent county wide evidence base. That report is found at www.the-edi.co.uk/epoaguidancedocuments.php.
- 1.4 For simplicity, we refer to the three local authorities as 'districts' throughout this report, although we acknowledge that Brentwood is a Borough Council and Chelmsford a City Council.
- 1.5 The study is intended to inform the Council's emerging planning policies, or a review of their adopted policies. Below we briefly review where each authority is with its plans.

The Three Districts

Brentwood

- 1.6 Brentwood Borough Council is currently preparing its new Local Development Plan and once adopted it will supersede the Current Replacement Local Plan. The Council consulted on Issues and Options in 2009, including broad spatial options, and is now working towards a preferred options draft local plan for consultation later this year or early next year.
- 1.7 The Core Strategy Issues and Options document Pathway to a Sustainable Brentwood (2009) set out a proposed vision for Brentwood as follows:
- 1.8 'to build on and enhance all that is best and valued of the existing character and environment of the town and its surrounding rural areas, ensuring that it is a place that provides a high quality of life for those that live, work and relax in the Borough, both now and in the future'.

Chelmsford

- 1.9 Unlike Brentwood and Maldon Chelmsford have an adopted new style development plan including:
 - The Core Strategy and Development Control Policies (2008)
 - Chelmsford Town Centre Area Action Plan (2008)
 - North Chelmsford Area Action Plan (2011)

- Site Allocations Development Plan Document (2012)

1.10 The Core Strategy states that the vision for the Borough in 2021 and beyond is for it to be:
'at the leading edge for economic, social and environmental excellence at the heart of Essex, where people choose to live, work and visit because of the ever-improving quality of life available to all, now and for future generations'.

Maldon

- 1.11 Maldon District Council is currently preparing its Local Development Plan. This document will largely be based upon the draft Core Strategy, which reached the Preferred Options stage, and was consulted on between 27th April to 8th June 2009. The Local Development Plan, once adopted, will replace the existing saved policies of the Replacement Local Plan (2005) and form the statutory development plan for the District.
- 1.12 The Local Development Plan is proposed to be going out for Preferred Options consultation in summer 2012, and the following Pre-Submission stage of consultation is proposed for winter 2012/13. The final document is expected to be adopted in 2014.

2 POLICY CONTEXT

Introduction

- 2.1 In this chapter we discuss the policy context that the three authorities must take into account when setting their housing targets. Elements of this review remain uncertain, because the National Planning Policy Framework (NPPF) is only recently published. The NPPF replaces the former PPS / PPG documents and is much shorter and less detailed. However where the policy stance remains largely unchanged the former policy provides some useful background; therefore it is useful to still consider it as part of this project.
- 2.2 It is also the case that to date most of the policies and plans have been progressed with the former policy framework in mind.
- 2.3 We focus on how housing targets used to be set and how they should be set in the future.

The previous method of setting housing targets

- 2.4 Until recently setting local housing targets was a three stage process.
- The strategic policy direction was shaped by national planning policies set out in Planning Policy Statements (PPS) and Planning Policy Guidance (PPG).
 - The Regional Assembly built on these national planning policies, and developed local housing targets which were published in the Regional Plan (latterly the Regional Spatial Strategy, or RSS). Although local authorities were consulted, the decision about housing targets and strategic policy rested with the Regional Assembly and ultimately, the Secretary of State.
 - Once confirmed by the Regional Assembly and the Secretary of State, these regional level housing targets were taken forward by the districts and carried into their local development plans.
- 2.5 We explain this process in detail below.

National Policy

- 2.6 Three key national planning documents guided the region when developing housing targets.
- 2.7 **Planning Policy Statement 1** stated that the Government's core objective for the planning system was to deliver sustainable development. Sustainable development is defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
- 2.8 More detailed policies for housing were set out in **Planning Policy Statement 3**. This stated that the Government's overarching housing policy goal was to ensure that everyone can live in a decent home they can afford, in a community where they want to live. PPS 3 confirmed the role of the Region as the body responsible for setting local housing targets, stating:

"Regional Spatial Strategies should set out the level of overall housing provision for the region, broadly illustrated in a housing delivery trajectory, for a sufficient period to enable

Local Planning Authorities to plan for housing over a period of at least 15 years. This should be distributed amongst constituent housing market and Local Planning Authority areas”

- 2.9 A revised version of this document was published in July 2011 following the new Government’s commitments. These revisions changed the definition of garden land from brownfield to greenfield, and abolished minimum housing density requirements.
- 2.10 The third main area of former national policy is **Planning Policy Statement 4** (2009). This sought to further the Government’s objective to achieve sustainable economic growth, and build prosperous communities. PPS 4 stated that plans should aim to improve economic performance, reduce economic growth disparities, deliver sustainable patterns of development (including by reducing the need to travel) and raise the quality of life.
- 2.11 To achieve this, the PPS said that development plans should set out a clear economic vision and strategy which planned positively and proactively for sustainable economic growth; support existing business sectors and plan for new or emerging sectors likely to locate in the area. Development plans should make efficient and effective use of land, prioritising previously-developed land/buildings, and take account of new working practices.
- 2.12 Although not explicitly mentioned in PPS 4 the delivery of new homes is vital to securing these objectives. As we discuss in detail elsewhere the delivery of new homes is vital to securing the region’s labour force. Availability of labour is an important consideration for firms growing in their existing location or considering re-locating.
- 2.13 In addition to these three documents, **PPG 2 Green Belts** has been important for large parts of the Heart of Essex. Almost all the non urban areas of Brentwood are within the Metropolitan Green Belt along with the southern parts of Chelmsford Borough; up to the southern edge of Chelmsford town. The designation does not extend to Maldon.
- 2.14 PPG2 states¹ that the objective of the Green Belt as follows:
“The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the most important attribute of Green Belts is their openness”
- 2.15 Major development which requires the Green Belt to be redrawn is only permitted in exceptional circumstances:
“Once the general extent of a Green Belt has been approved it should be altered only in exceptional circumstances. If such an alteration is proposed the Secretary of State will wish to be satisfied that the authority has considered opportunities for development within the urban areas contained by and beyond the Green Belt”

Regional Policy

- 2.16 As noted above, it was for the Regional Assemblies to take forward this strategic guidance and develop housing targets for local authority areas. In this region, housing targets were expressed in the East of England Plan.

- 2.17 The published plan for the Region is now quite old, running from 2001 to 2021. Until recently, the Regional Assembly was in the process of reviewing and updating the plan to run up to 2031. For Heart of Essex local authorities the differences between the two versions of the plan are minor; the rate of new housing delivery was largely unchanged between the old plan and its newer draft version.
- 2.18 The preparation of a new regional plan ceased in April 2010 and therefore the targets cannot be assumed to be the basis for a robust planning scenario. This is because they were based on demographic and economic evidence that is no longer up to date.
- 2.19 Understanding how this process used to work is vital in a) understanding the implications of the removal of the regional planning tier, and b) identifying responses in light of the new district level responsibilities.

Housing target methodology

- 2.20 The regional planning process estimated the number of new homes needed in the region and within its constituent housing markets. This process was in line with PPS3 guidance and took into account the demographic need for new homes and the Regional Assembly's economic objectives.
- 2.21 A key objective of the regional planning process was to locate the provision of new houses to areas best equipped to accommodate this growth by aligning new jobs, homes and infrastructure provision while protecting environmental assets.
- 2.22 Some areas, therefore, were identified as areas of housing growth and others of housing restraint. As a result, in areas with substantial Green Belt, a lower level of provision was made than might be expected given demographic forecasts. Conversely, in areas with a less constrained land supply or which sought growth, a higher level of provision was made. For those identified as key growth areas, a wide ranging package of support was available to help pay for new infrastructure. However, there were major reservations regarding whether this would be sufficient to deliver the infrastructure necessary to support growth.

The most recent RSS housing targets

- 2.23 Using the above method, the most recent draft of the RSS (the version submitted to the Secretary of State in April 2010) proposed a requirement for the three Heart of Essex authorities to plan for 20,300 new homes over the period 2011 – 2031. This total number was distributed as follows:
- Brentwood – 3,400 (170 dpa)
 - Chelmsford – 16,600 (830 dpa)
 - Maldon – 2,300 (115 dpa).

The implications of the RSS housing targets for the population and labour force

- 2.24 On behalf of the Essex Planning Officers Association (EPOA), Edge Analytics modelled the population and labour force change resulting from the April 2010 RSS level of new homes.

- 2.25 The EPOA work covers 2010 – 2033 (23 years). This is a slightly different period to the original RSS plan period. It also measures households as opposed to dwellings.
- 2.26 Almost all households are deemed to generate a new dwelling requirement, but the number of households does not precisely equal the number of new dwellings for two reasons. Firstly, households may live in multi-household dwellings; and secondly, an allowance is made in the numbers for vacant properties. This conversion factor accounts for the small difference in the per annum household numbers presented in the tables below (i.e. Chelmsford 813 *households* per annum vs the RSS target of 830 *dwellings*).
- 2.27 The table below shows the results of this RSS Scenario. This shows how many new households are needed in each of the districts, and the resulting population change and the change in the labour force resulting from providing a RSS level of housing growth.

Table 2.1 EPOA/Edge projections of population and labour force change for the RSS level of new households

Draft RSS	New Households		Population Change		Labour Force Change	
	2010- 33	pa	2010- 33	pa	2010- 33	pa
Brentwood	3,784	165	3,377	147	1,280	56
Chelmsford	18,699	813	23,565	1,025	8,557	372
Maldon	2,651	115	-1,312	-57	-4,243	-184
Heart of Essex	25,134	1,142	25,630	1,114	5,594	243

Source: EPOA Demographic Forecasts, Phases 1 and 2, 2012 (produced for EPOA by Edge Analytics)

- 2.28 For the Heart of Essex this level of household growth is roughly an 18% increase over 2011 – 33. This is a slightly lower increase than the RSS proposed for Essex as a whole (20%) and the East of England (25%). Below we look at these targets in more detail for each of the three authorities.

Chelmsford's RSS housing target

- 2.29 Chelmsford's housing growth was similar to the East of England average. The increase in households was 25% over 2011 – 2033. The draft Regional Strategy described the level of new homes in Chelmsford as 'substantial'. This was justified to support the town's ambitious growth strategy and its designation as a "key settlement for development and change".
- 2.30 Policy CH1 of the draft plan required Chelmsford to
"provide for a substantial and suitably aligned growth of 23,500 new jobs and 16,600 homes for the District as a whole" [830 dpa].
- 2.31 However, it is important to remember that although 'substantial', the rate of delivery was not necessarily high compared to the regional average. The rate of increase was also low compared to other county towns / cities in the Region. Both Cambridge and Ipswich were planned to provide for a housing increase of around 50% over 20 years. Other major areas of above average housing growth were Harlow (65%) and Thurrock (32%).

Brentwood and Maldon's RSS housing target

- 2.32 In Maldon and Brentwood the draft plan provided for a relatively low level of housing growth compared to the regional average. It suggested around a 10% increase in households for both Brentwood and Maldon. Maldon had the smallest housing allocation in the region in absolute terms.
- 2.33 The plan justified the relatively low level of new homes in each district for different policy reasons.
- In Brentwood, the Plan sought to limit new housing growth to protect the Green Belt. Policy SS7 of the draft plan ruled out any large review of the Brentwood Green Belt. Brentwood has limited development capacity to deliver new homes without releasing Green Belt sites.
 - In Maldon, the regional housing target rationale was slightly more complex. Maldon lacks a strong Green Belt policy, but the Panel appointed to examine the published plan supported a low number in Maldon because of the *“District's rural nature, the modest size and relative isolation of its settlements, its absence of major employment and transport links and the extent of its low-lying coastal areas”*.

How housing targets will now be set

- 2.34 Almost immediately after the last general election, the new Government announced the abolition of the regional planning tier and the regional plans, stating that local authorities would be free to set their own housing targets.

The National Planning Policy Framework's approach to housing targets

- 2.35 In July 2011 the Government published a draft National Planning Policy Framework (NPPF). In March 2012 a final version was published replacing all the Planning Policy Statements (PPSs) and Planning Policy Guidance (PPGs) discussed above. The draft version of the document has guided most of this study although there are limited differences between the two versions.
- 2.36 Both the final and draft versions of the NPPF are strongly pro-development. The final version states that the planning system should do everything it can to support sustainable economic growth and deliver houses.
- 2.37 Most noticeably and controversially, the NPPF introduces a 'presumption in favour of sustainable development'. The NPPF states that:
- 'At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.*

Local authorities are now expected to set their own housing targets

- 2.38 Local authorities are now able to set their own housing targets in the absence of the regional plan. However, as noted above, the NPPF requires local planning authorities to prepare their plans on the basis that objectively assessed development needs are met

unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the document as a whole.

- 2.39 The list of key environmental and social considerations remains largely similar to that found in PPS / PPG. The longstanding Green Belt protection policy which states that Green Belt boundaries should only be reviewed in 'exceptional' cases remains. In general the tone of the document is much more pro-growth than the previous set of policies.
- 2.40 The final version of the document reinstated a previously lost statement about protecting the 'intrinsic value of the countryside' and emphasises that developing brownfield land is the first preference when looking for development land. However these changes are far from establishing a general principle that development should not be permitted on greenfields.
- 2.41 Regarding housing targets, the NPPF suggests that the starting point for this assessment should be the Sub National Population Projections from CLG. These are a key input for the household projections (although household projections are also informed by other trends, for example on household size).
- 2.42 Importantly for the Heart of Essex, the NPPF states that any assessment of local demand must take into account migration (of people who choose or would like to move into the area) as well as demographic change.
- 2.43 As a relatively economically prosperous area, the Heart of Essex has in the past accommodated a large inflow of migrant residents. The NPPF suggests that the default position is that this should continue.

Local authorities are expected to cooperate to set sub regional housing demand

- 2.44 Without the regional planning tier, there was believed to be a risk that local authorities would collectively under-provide new housing land. This would harm regional and national economies.
- 2.45 To help guard against this, the Government is introducing a new legal duty for neighbouring authorities to co-operate. For housing targets, the NPPF expects any under-provision in one local authority area to be addressed through joint collaborative working with neighbouring authorities. The NPPF states that:
'Joint working should enable local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas – for instance, because of a lack of physical capacity or because to do so would cause significant harm to the objectives, principles and policies of this Framework'.
- 2.46 Whereas the regional tier previously redistributed housing growth, identifying those areas of housing growth and restraint, the NPPF requires the local authorities to do this themselves.
- 2.47 How this 'duty to co-operate' will work in practice is uncertain (although it has motivated the commissioning of this study), and much has yet to be finalised. However, we know from the NPPF that evidence of collaboration between authorities will be required. If authorities fail to demonstrate this their plans may fail at examination.
- 2.48 A further complication is that many of the former RSS housing growth areas were outside of the Heart of Essex. The RSS moved new homes between large parts of the region; and

not necessarily between neighbours. This ability to move new homes over the whole region (for example between the Heart of Essex and Harlow) has been lost, or at least made much more complicated.

Financial benefit from new homes is a material consideration

- 2.49 The final consideration for local authorities when setting new housing targets is the way that housing growth generates central Government financial contributions to new infrastructure and local authority finances.
- 2.50 There is some debate as to how far planning has been able to take the financial benefit of new homes into account in the past. A new Clause 15 to the 2011 Localism act states that the potential financial contribution a development may make to local authority finances is a material consideration when making planning decisions. However, the Government suggests that this has always been the case and the clause is nothing new.
- 2.51 Setting this legal argument aside, the issue of financial contributions delivered by new house building is now much more important than before.
- 2.52 The most obvious incentive to growth is the New Homes Bonus scheme. This directly rewards local authorities for delivering housing growth. CLG describe the bonus as:
“... a powerful, simple and transparent incentive for housing growth and is a key part of the housing growth focus of our national strategy which we published on 21 November 2011. It is based on the council tax of additional homes and those brought back into use, with a premium amount for affordable homes, and paid for the following six years. It ensures that those local authorities which promote and welcome growth can share in the economic benefits, and build the communities in which people want to live and work.”
- 2.53 Less obviously, the developer contributions created from building new homes is an important mechanism to deliver new infrastructure. This may benefit both the residents of new homes and those residents in existing housing.

Conclusions

- 2.54 The withdrawal of the regional planning tier has removed a key mechanism whereby new homes were moved between the East of England local authorities. This former arrangement slowed the delivery of new homes in Brentwood and Maldon compared to the regional average. Chelmsford’s housing targets were similar to the regional average.
- 2.55 Under the new coalition Government, local authorities are being encouraged to increase the delivery of new homes. As we shall see in chapter 4 the demand for new homes, as measured by central Government, is much higher than the former RSS targets for the Heart of Essex.
- 2.56 Not providing enough new homes to meet demand is still possible. In these circumstances national policy expects local planning authorities to work together to meet development requirements which cannot wholly be met within their own areas.
- 2.57 In addition, Government funding has been reworked, and is tied much more closely to the delivery of new homes.

3 BASELINE DEMOGRAPHIC CONTEXT

Introduction

- 3.1 Before considering potential new housing scenarios in the Heart of Essex we first briefly look at the baseline of how the authorities look today. This analysis is based on the data available at the start of the study (late 2011) and is based on 2008 Mid-Year Estimates.
- 3.2 This is only a brief overview. Each authority already has a comprehensive evidence base which may include an employment land review, housing needs studies and local economic assessments. Here, we focus on the three core attributes most relevant to housing targets. These are:
- Current population, and recent changes
 - Age profile
 - Workforce
- 3.3 The environmental and social baseline is considered elsewhere in this report, when looking at development capacity and potential constraints.

Current population and recent changes

- 3.4 In 2008, the Heart of Essex accommodated just over 300,000 people in 125,000 households. This is a 5.3% increase in population since the last census in 2001² but is a 5.8% increase in households.

Table 3.1 Total Population 2001 & 2008

	2001		2008		2001 -2008 Change	
	Population	Households	Population	Households	Population	Households
Brentwood	68,483	29,088	72,508	30,332	4,025	1,244
Chelmsford	157,269	63,913	165,427	68,512	8,158	4,599
Maldon	59,589	24,409	62,522	25,410	2,933	1,001
HoE	285,341	117,410	300,457	124,254	15,116	6,844

Source; EPOA Demographic Forecasts, Phases 1 and 2, 2012 (produced for EPOA by Edge Analytics)

- 3.5 Only one third of this population increase is due to natural change³. Two thirds is driven by migration into the three Heart of Essex authorities. Very roughly 1,400 more people (net) moved into the Heart of Essex each year, and natural population increases added a further 700 (net) people. In the Heart of Essex almost all of this migration is from either elsewhere in the UK or the EU.
- 3.6 The picture varies between each of the Heart of Essex authorities. In Brentwood and Maldon, almost 100% of the population increase was due to migration, with almost no

² 2011 Census data has not yet been released

³ Natural Change is the difference between net births and deaths

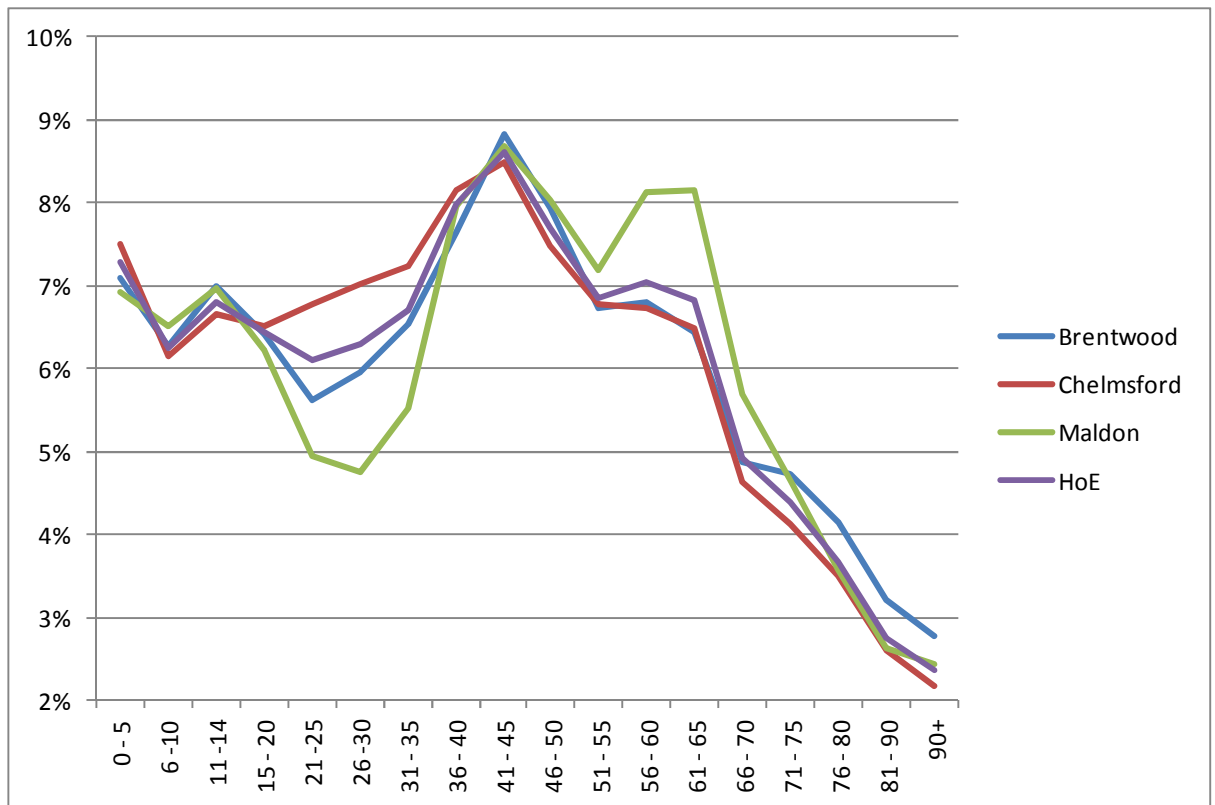
natural increase over the period. In Chelmsford, migration is roughly 50% of the total population change.

- 3.7 The main reason why the rate of natural population growth is so low in Maldon and Brentwood is because of the age profile. Both districts have fewer young residents, therefore fewer children are born. In these districts younger people move elsewhere to have families but the districts are attractive to older people who want to move in later in life.

Age profile

- 3.8 The age profile of the population differs across all three local authorities. The chart below shows profile by 5 year age bands for each of the three districts and the Heart of Essex as a whole.
- 3.9 Compared to the Heart of Essex average, both Maldon and Brentwood have a low percentage of young adults. Young adults are those who are most likely to contribute to a growing population through childbirth. Maldon also has a high proportion of late middle aged people (classified as being those over 50).

Table 3.2 Population Profile 2008 (Percent)



Source: EPOA & RTP

Workforce

- 3.10 The three authorities currently accommodate 154,000 resident workers. 79,000 of these are in Chelmsford with 35,500 in Brentwood and 31,000 in Maldon.

- 3.11 Not all of these workers work in the Heart of Essex districts. The three authorities together accommodate 134,000 jobs, which is 20,000 fewer than the available local labour. However this is not a new or surprising finding, given the area's links with London. Maldon has the highest imbalance between workers and jobs, with 31,000 working residents but only 21,000 jobs.
- 3.12 However, this simple statistic hides the fact that access to employment in most of Maldon is as good as in the rest of Essex and the other Heart of Essex authorities. Research used to inform the Integrated County Strategy (ICS)⁴ found that average commuting times to work in Essex were just over 25 minutes, whilst Maldon's and Brentwood's average travel to work time was 30 minutes and Chelmsford's 26 minutes.
- 3.13 For Maldon this is backed up by research undertaken to inform the 2009 Employment Land Review. This found that nearly all Maldon's out-commuters commuted a short distance to a neighbouring authority area. The largest proportion of Maldon workers commuted to Chelmsford, with only 11% of working residents making a long distance commute to London.

Conclusions

- 3.14 The Heart of Essex has been growing in population, but mainly through migration into the area rather than natural change. Almost all the population change in Maldon and Brentwood between 2001 and 2008 has been through migration from the EU and UK. In contrast, inward migration accounts for only 50% of Chelmsford's population growth. The remaining cause of population growth is natural change.
- 3.15 The number of workers in the Heart of Essex is higher than the number of available jobs, therefore the sub region 'exports' labour. However the average commuting time for a Heart of Essex working resident is very similar to the Essex average. This suggests that access to jobs (in terms of travel times) is not better or worse in the Heart of Essex than the County as a whole.

⁴ <http://www.essex.gov.uk/Your-Council/Strategies-Policies/Integrated-County-Strategy/Documents/FINAL%20Maldon.pdf>

4 FUTURE DEMAND

Introduction

- 4.1 The first stage to assess how many new homes should be provided in the Heart of Essex is a view of what the demand for new homes may be.

Introducing the ONS Sub National Population Projections and CLG Household Projections

- 4.2 The Office of National Statistics (ONS) provides an independent view of the future population in each local authority. These are known as the Sub National Population Projections (SNPP).
- 4.3 The Department for Communities & Local Government (DCLG) uses these population numbers to estimate the number of new households likely to form in the future. The resulting projection can be viewed as a proxy for housing demand. The latest versions of both series are the 2008-based projections, released in 2010.
- 4.4 PPS 3 states that planned housing provision should take into account of *'the Government's latest published household projections'*, among other factors. The NPPF similarly advises that planned housing provision should aim to *'meet household and population projections, taking account of migration and demographic change'*.
- 4.5 Baroness Hannan has confirmed to parliament (25/10/11) that the draft ONS/CLG projections should be used when assessing housing requirements:
- "When assessing their housing requirements in future years as part of a strategic housing market assessment, authorities should use the most recently released sub-national population projections (published by the Office for National Statistics) and household projections (published by the Department for Communities and Local Government)."*
- 4.6 Central Government views the ONS/CLG numbers as a guide to the number of new homes that need to be delivered in the UK.

Caveats attached to the statistics

- 4.7 There are caveats which need to be borne in mind when looking at the ONS/CLG official household projections. They are neither a perfect indicator, nor the only indicator, of future housing demand at the local level. In considering the meaning and limitations of the projections, we need to bear in mind how they are produced:
- The projections carry forward past trends in the drivers of population of household change, comprising the balance of births and deaths, migration and household formation. They therefore assume that the future will be broadly like the past.
 - The past trends on which the projections are based are an indicator of *effective demand* for housing – ie, the number of people and households that actually occupied dwellings built in the areas under consideration. By the same token, the future household numbers shown in the projections are estimates of the *effective demand* for housing and housing land – the numbers of dwellings that will be developed, and the amount of

land that will be taken up, if planning authorities did not restrict the amount of development.

- Of the drivers of population change, migration is the most difficult to predict and the most controversial. At the local authority level, ONS/CLG projected migration is based on trends observed in the five-year period preceding the projection base date (in this case, over the years 2003-08). But the projection does not simply carry forward the annual migration flow from this period into the future. The method is more complex, involving propensities to migrate for different age/sex/marital status groups, and furthermore local numbers are scaled up or down so they add up to national and regional control totals. This process can lead to anomalies in the data.
- The projections do not directly take account of either economic or policy factors.

Translating population change into housing requirements

- 4.8 Not all new houses are needed for new arrivals to an area, whether migrants or for natural change.
- 4.9 A number of new dwellings are also needed simply to accommodate changing average household sizes without any increase in population.
- 4.10 Average household sizes have been falling for many years. In 1961, each English household comprised 3 people. But in 2011 this had fallen to 2.3 and will continue to decline further in the future. The impact of this change is that in 1961, 333 homes were needed to accommodate 1,000 residents. By 2026, 450 homes will be required for 1,000 residents.
- 4.11 The main driver of this decline is that people are living longer. They are also able to remain independent and live in their own homes for longer. Other factors include people choosing to live alone and being wealthy enough to afford this lifestyle choice.

What do the ONS/CLG household projections suggest?

Housing demand is higher than previously thought

- 4.12 For the three Heart of Essex authorities the CLG household projections (based on the ONS Sub National Population Projections) suggest a much higher level of new homes than was previously provided for in the RSS. In some other areas of the East of England, the opposite is true.
- 4.13 Over the period 2010-2033, according to the SNPP the Heart of Essex population is projected to grow by 75,000 people. This suggests an additional 41,500 households over the same period.
- 4.14 The table below compares the ONS/CLG household projections with the former RSS household targets as estimated by the EPOA and discussed above (note not dwellings).

Table 4.1 ONS/CLG Household Projections vs RSS (2011 – 33)

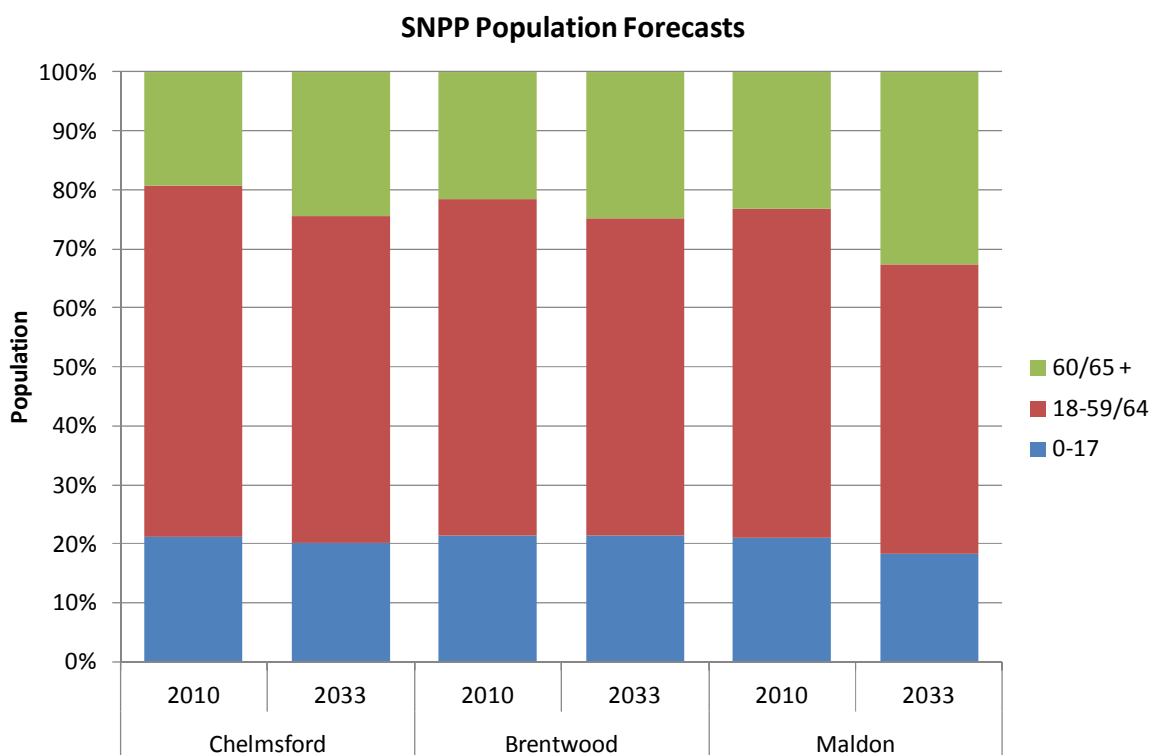
Households per Annum	Draft RSS	CLG Households	Difference
Brentwood	164	402	-238
Chelmsford	813	1,023	-210
Maldon	115	380	-265
HoE	1,092	1,804	-712

4.15 As can be seen the three HoE authorities' RSS targets are 712 households lower than the CLG household projections.

The population is ageing

4.16 The chart below shows how the population profile may change across the three districts. In all three, the proportion of people over 60/65+ increases between 2010 and 2033. The effect is particularly stark in Maldon. As discussed, this is because Maldon's population is already much older than the other two districts, and this is expected to increase over time.

Table 4.2 Population Profile 2011 - 2033



Source: EPOA / RTP

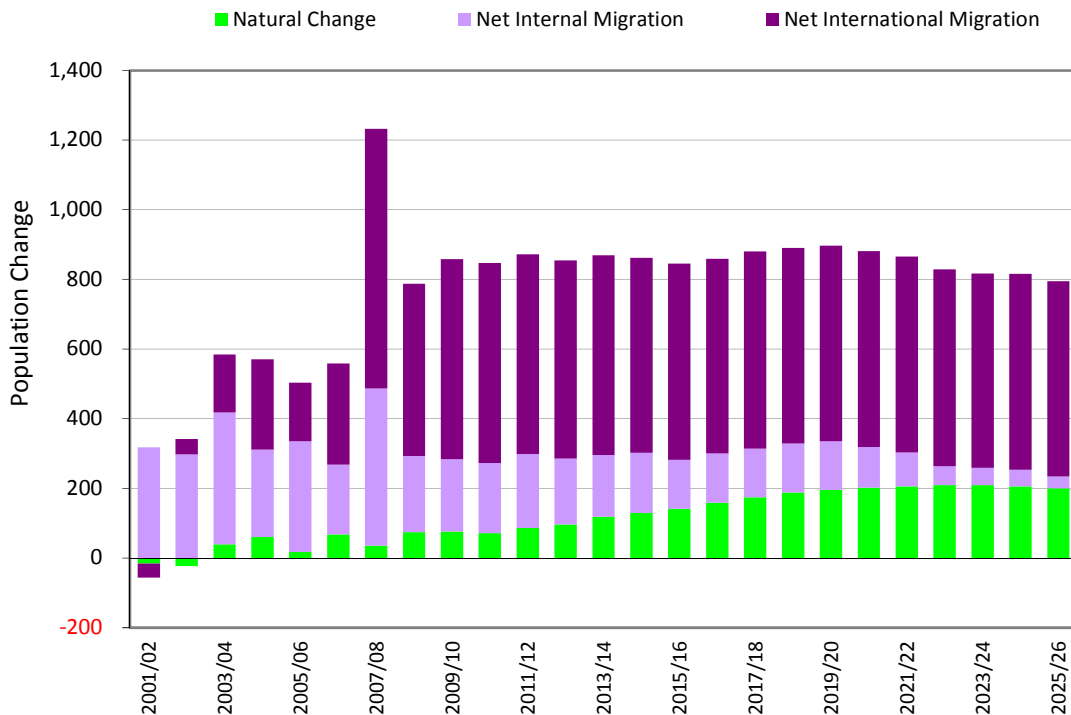
Migration and natural change drive change differently across the Heart of Essex

4.17 As in the past, migration into the Heart of Essex remains the largest driver of population and household growth in the CLG household projections. The charts below show how this differs between each Heart of Essex authority.

- For Brentwood the projections shows a very high level of international migration. Almost two thirds of population growth is international. The vast majority is from the EU.
- In Chelmsford migration drives only 50% of the population change. The younger age profile discussed above generates some natural population growth.
- In Maldon the natural change element of population growth is negative. In other words, in Maldon deaths outnumber births. This reflects the older population profile. Population growth is driven entirely by migration. But unlike Brentwood and Chelmsford, this migration is domestic UK migration ('internal'). Our previous work (2010 Essex Spatial Linkages Study) found that most migration into Maldon was from either nearby Chelmsford or Greater London.

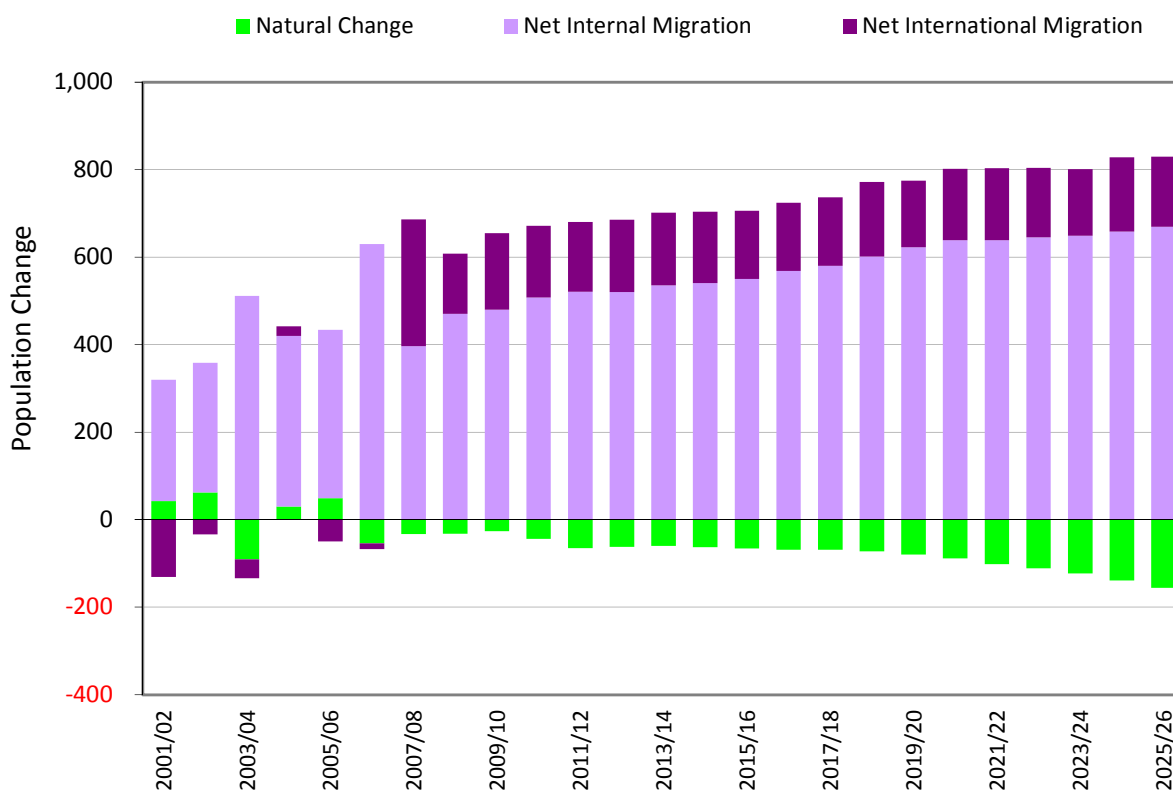
Table 4.3 Drivers of Population Change

Brentwood



Source: EPOA Demographic Forecasts, Phases 1 and 2, 2012 (produced for EPOA by Edge Analytics)

Maldon



Source: EPOA Demographic Forecasts, Phases 1 and 2, 2012 (produced for EPOA by Edge Analytics)

Houses accommodate fewer workers

- 4.18 In the past, a common rule of thumb used by planners was that each new home provided one new worker. But our analysis of the projections show that the 41,500 dwellings in the Heart of Essex only provide 32,600 new workers, which is less than 1 new worker per new house. (Note that an allowance for increasing retirement ages has been made in the analysis).
- 4.19 The reason for this falling ratio of workers to new homes is, first declining household size and second, the age profile of the Heart of Essex residents. As the proportion of older and retired people increases, so the proportion of people of working age declines.

Testing the 2008 based ONS projections

Testing the migration element of the ONS projections

- 4.20 While national policy suggests the ONS projections discussed above should be the starting point for setting local housing targets, they are not perfect. The main criticism levelled at them is that they are trend based and use a short period of only 5 years to evidence the migration element of the projection.
- 4.21 Getting the migration element right is vital to the Heart of Essex given that it is the primary driver of population change. There is an argument that the 2003 – 2008 period used by the

ONS is not typical because it represents a period of high economic growth which attracted a high level of international (EU) economic migration.

- 4.22 The EPOA have therefore tested the ONS SNPP migration projections by updating the migration trend period with more recent data. This amended projection uses the period 2006 – 2010 as the projection base for the migration elements. Therefore this projection includes migration over the 2008 – 2009 recession.

The effect of recession on migration has potentially cut housing demand in the Heart of Essex by 10%

- 4.23 Updating the projections to take into account the recession cuts the long term demand for new homes in the Heart of Essex by 10%, 38,000 households as opposed to 41,500. But given the huge degree of uncertainty and margin for error in the data we do not consider this a significant change. The updated migration scenario remains similar to the CLG Household projections which were based on the ONS SNPP.

The effects of changes in migration assumptions are complex at local authority level

- 4.24 Whilst the altered migration assumptions do not create a very substantial change in the Heart of Essex household figure, the changes at local authority level are more substantial. By updating the migration data, both Maldon and Chelmsford household growth is reduced by about 20% - 25%. However the number of households in Brentwood goes up which mostly offsets the Maldon and Chelmsford fall. We understand that the increase in Brentwood reflects the fact that a large number of new flats were completed between 2008 – 2010, many of which were taken by new migrants to Brentwood. This spike in migration has been carried forward in the new projection.

Table 4.4 CLG Household Projections vs Amended Migration Scenario (Households)

	CLG Household	Amended Migration
	2010 - 33	2010 - 33
Brentwood	9,243	13,190
Chelmsford	23,520	18,144
Maldon	8,739	6,396
Heart of Essex	41,502	37,730

Source: EPOA Demographic Forecasts, Phases 1 and 2, 2012 (produced for EPOA by Edge Analytics)

- 4.25 The effects of this migration ‘spike’ over 2008-2010 can clearly be seen looking at the new labour force change for Brentwood. The table below shows that the new migration scenario substantially increases the size of the Brentwood labour force, because it allows for much more inward economic migration over the period.
- 4.26 Both Maldon and Chelmsford show a disproportionate decline in the size of the labour force compared to total population and household change. This is probably because the recession dampened migration into these areas.

Table 4.5 The Amended EPOA migration Scenarios

Migration Led	New Households		Population Change		Labour Force Change	
	2010 - 33	pa	2010 - 33	Pa	2010 - 33	pa
Brentwood	13,190	573	26,764	1164	14,931	649
Chelmsford	18,144	789	22,293	969	7,729	336
Maldon	6,396	278	7,828	340	420	18
Heart of Essex	37,730	1640	56,885	2473	23,080	1003

Source: EPOA Demographic Forecasts, Phases 1 and 2, 2012 (produced for EPOA by Edge Analytics)

- 4.27 The data illustrates that at the local authority level the projections need treating with caution. For Maldon and Chelmsford the analysis suggests that the CLG household projection may overestimate demand. In Brentwood the CLG projections may underestimate demand.
- 4.28 Despite these local authority differences, the data suggests that across the Heart of Essex the CLG household projections represent a fair view of market demand for new homes within the Heart of Essex.

2010 Based Population Projections

- 4.29 In April 2012 the ONS revised its population projections to a 2010 base. In time these will be turned into households by CLG. But for the moment it is useful to consider how the population projections may differ from the 2008 projections to see the potential 'direction of travel'.
- 4.30 The new 2010 population projections are higher for the UK than the 2008 based projections. This is because of increased fertility (i.e. a continuing 'baby boom') but also higher net international migration. The migration is fuelled not by high gross flows into the UK but much reduced outflows as UK residents no longer emigrate abroad.
- 4.31 However, for the Heart of Essex the new projections are lower. The table below compares the population in 2033 from both the 2008 based projections and the 2010 base.

Table 4.6 2008 Population Projections Vs 2010 Based Population Projections

	2010 (2010 Estimate)	2033 (08 Based Projotion)	2033 (10 Based Projection)
Brentwood	73,000	93,000	89,000
Chelmsford	166,000	210,600	193,000
Maldon	63,000	78,700	73,000
HoE	302,000	382,300	355,000

Source: RTP / ONS

- 4.32 We do not know for sure what has driven this reduction in the three authorities. However it is noticeable that the ONS trend period will now include a substantial part of the recession when house building in the HoE fell sharply and domestic migration become more difficult as the supply of surplus jobs in Essex and the South East fell.
- 4.33 Although this suggests a lower population growth if translated into households by CLG (or EPOA) the resulting households may still be higher than the former RSS targets for the

Heart of Essex. Maldon sees the largest fall in population but we know from the EPOA Amended Migration Scenario discussed above that a population change of 8,000 (as opposed to 10,000 in the new ONS projection) suggests nearly 300 new households per annum, more than double the RSS housing target.

Conclusions

- 4.34 The ONS has estimated that the population of the Heart of Essex will increase by 75,000 people by 2033. According to CLG 2008 based projections, the number of households is projected to increase by 41,500 over the same period.
- 4.35 The population increase is mainly because of continued strong inward migration attracted to the Heart of Essex from elsewhere in the UK or EU and some natural population growth. The new 2010 based projections may suggest lower population growth reflecting the lower migration in the recession.
- 4.36 In the future the existing housing stock will also accommodate fewer people than today. New homes are needed to accommodate the increasing number of households and offset the continued decline in average household sizes.
- 4.37 The EPOA have tested the key migration elements of the ONS population, updating them with more recent evidence. Whilst there is some difference between the three authorities the number for the Heart of Essex as a whole appears reasonable.
- 4.38 However, the CLG household projections do not take into account the ability of the Heart of Essex to deliver these new homes, in terms of environmental or infrastructure capacity. We move on to examine these potential constraints in the next chapter.

5 DEVELOPMENT CAPACITY

Introduction

- 5.1 In this stage, we examine whether the infrastructure and environmental capacity to cope with growth is in place or planned for. Our budget and timescale does not allow us to undertake primary research with providers on this question, so we have reviewed the available documents. Inevitably, some documents are more up-to-date than others, and the level of detail varies.
- 5.2 In this assessment we look at the RSS level of housing growth because almost all the studies tested the RSS targets as opposed to the much higher CLG Household projections we discussed above in section 1. Until the RSS is abolished, the higher CLG household projection numbers were not as relevant for infrastructure providers because it was not thought that they would need to be delivered.
- 5.3 Although there is a lack of evidence on infrastructure capacity to support the CLG household projection levels, by looking at how easy it is to deliver the RSS we can start to look at how difficult it may be to deliver a higher level of growth.

Documents assessed

- 5.4 We assessed a range of documents from constituent Heart of Essex authorities. The documentation available frequently reflected the stage at which each local authority had reached in the plan process.
- Chelmsford City Council has a complete suite of adopted LDF documents. The LDF addresses future growth up to 2021. Most of the documents that were assessed as part of our analysis were documents submitted as part of the evidence base to inform the LDF. As such, they addressed needs up to 2021, rather than 2031 as this assessment requires. However, some documents did address needs beyond 2021, albeit in brief.
 - Maldon District Council is in the process of producing a Local Development Plan for the district, based largely upon the draft Core Strategy. The draft Core Strategy had reached the Preferred Options Stage which was consulted on in April 2009. As such, many of the documents assessed as part of this study were documents used to inform that preferred option, so represent a particular quantum and scale of development. However, key documents – such as the studies assessing traffic impacts at junctions and the needs of strategic waste water provision - consider rates of growth beyond those in the draft Core Strategy. Also, most consider a range of spatial options that represent what, for the purposes of this study, are assumed to be the most likely locations for growth. These are in the main centres of Maldon, Burnham and Southminster.
 - Brentwood Borough Council has a well advanced new plan and has already consulted on potential housing targets and the general shape of the Borough in future. This has been accompanied by a number of evidence base studies looking at the Borough's ability to accommodate growth including housing land capacity but also some key infrastructure; for example the Water Cycle Study.

Using the RAG tables

- 5.5 We have chosen to set out our findings by using the Red-Amber-Green ('RAG') tables below. This is because we needed to extract a clear 'story' from each document, and to provide a cumulative view of the infrastructure capacity issues for each local authority. Seen together, the work also provides a good view of the most important infrastructure capacity issues for the Heart of Essex as a whole.
- 5.6 The RAG tables are provided in Appendix 1. A separate table is produced for each local authority.
- 5.7 Housing growth numbers are provided on the top row of the table. A blue dotted line shows the old RSS housing target for each local authority (Brentwood 3,500 units⁵; Chelmsford 16,000 in total, comprised of 10,000 units remaining, and 6,000 units delivered so far within the plan period; and Maldon 2,400 units). The planning period under the NPPF is likely to be 15 years, and so new requirements for allocating might differ in future.
- 5.8 Against this scale of housing provision, we ask whether infrastructure and environmental capacity to cope with growth is in place, or planned for. We answer that question using a red, amber and green colour scheme. The meaning of the colours is as follows:
- Red. A red bar indicates that a capacity limit to housing growth has been identified, and no deliverable plan is in place to deal with the capacity constraint. Red bars therefore indicate where there are genuinely awkward capacity limits to housing growth, and no solution is yet available. It is important to note that in some instances, solutions may be found in future: we just do not yet know what that solution is. Development of housing is possible during this "red" period, but there may be significant negative effects.
 - Amber. An amber bar indicates that a capacity limit to housing growth has been identified, and additional capacity is being planned for, but there is some uncertainty in how this additional capacity will be delivered or funded. One example might be adding new trains to a railway line: the Government understands that there is an emerging capacity problem on the rail network, a plan is being worked on, but has not quite worked out how to deliver it.
 - Green. A green bar indicates that there is sufficient capacity to deliver housing planned for, or that we are relatively confident that there are improvements already in the pipeline to deliver the required capacity. In some instances, the projects delivering extra capacity might still require considerable work in order to ensure that these projects actually arrive on the ground. For example, a developer of a strategic housing site might be expected to fund a new school, or a road, and we may be relatively confident that this extra infrastructure capacity will arrive. We can be relatively confident because

⁵ Brentwood's emerging Core Strategy focused on delivering the minimum requirement of houses set out in the East of England Plan RSS. This required the delivery of at least 3,500 dwellings between 2001 and 2021, i.e., approximately 170 net additional dwellings annually between 2001 and 2021. An RSS review in March 2010 proposed this rate of development should continue to 2031. After subtracting an oversupply in excess of 200 dwellings, this left 3180 dwellings to deliver between 2011 and 2031, or 3,400 units if no subtraction is made.

the developer will have been aware of the infrastructure implications of the strategic site development, but we cannot be absolutely certain of delivery.

- 5.9 Where we have no evidence on a given issue, we have left the bar without a colour. There may or may not be capacity issues in these themes: we do not have evidence either way. As evidence emerges on the different issues, it may be helpful to review and update the report.
- 5.10 Bars may change colour after a certain number of houses have been delivered. This indicates where known 'tipping points' for new infrastructure is. For example, it might be the case that 500 houses could be built in a certain location but no more, due to the lack of sewerage capacity. Where we have that information, we have provided it in the report. However, in many instances there is no information provided on the precise tipping points in the available documentation. In some instances we have had to make some informed judgements on 'tipping points', but have been careful to explain the choices we have made in the supporting text.

High level conclusions

- 5.11 At high level, the tables show that there are no overriding infrastructure or environmental capacity limits to RSS growth that have no deliverable solution. However, our conclusions show that there are obstacles to growth that need addressing in each of the three districts, and continued effort will be required in order to create the capacity needed for growth.
- 5.12 The main issues at district level are as follows:
- Brentwood: given RSS growth, there are education capacity shortages potentially emerging in Brentwood town area, and some problems with peak hour road congestion in and around the town. There are sewage capacity problems in northern areas of the Borough; whilst understood, these need to be dealt with before growth can happen in these areas. The SHLAA reported that above 50% of the RSS housing target, there is a possible need for greenfield sites. However, we note separately that this is a worse case scenario because Brentwood has delivered windfall land in the past, and if this continues at historical rates additional greenfield land will not be needed.
 - Chelmsford: given RSS growth, there are a number of road enhancements necessary. These are broadly understood, but funding is yet to be finalised. The delivery of the distributor road for the North Chelmsford development looks close to being settled. Future improvements to station capacity (including a new station) are required: again, these are broadly understood but funding is yet to be finalised. Sewage network improvements are required, but improvements are identified in the Anglia Water Asset Management Plan. There is uncertainty over funding and extent of growth that can be accommodated without further improvements on fluvial flood defences.
 - Maldon: given RSS growth, there is evidence that capacity at The Plume school will be reached, although there is uncertainty over exactly when. Areas adjacent to the Rivers Crouch and Blackwater are subject to flood risk, and it is not yet clear how these issues will be addressed. Certain road junctions are at capacity. In some cases workable solutions are not possible, although the remainder either had spare capacity or were capable of supporting additional capacity through improvements. Improvements to

other road infrastructure has been identified, although funding has not. Nine out of 14 sewage plants are at capacity, and no investment is planned before 2014. Certain locations would require expensive solutions for sewage provision. There is no guarantee whether funding will enable full expansion of capacity. Housing growth would need expansion onto greenfield sites.

- 5.13 The summary above shows that in all three authorities there is limited scope to develop new homes past a certain point without developing greenfield sites, although windfalls may defray this requirement to varying degrees around the Heart of Essex. To what extent this is a genuine constraint is difficult to assess.
- 5.14 As we discuss below, our consultations suggest that protecting fields for amenity or food production value is considered by many local people a real constraint to development.
- 5.15 The National Planning Policy Framework endorses the ongoing protection of the Green Belt but offers agricultural fields much weaker protection. The former brownfield land focus, although still relevant, has been weakened and authorities are now proactively required to identify more deliverable land than before. This increases pressure on greenfield sites, dependent on local authorities housing targets.⁶ Therefore, despite local opinion, the NPPF national policy does not consider the protection of greenfield land outside of the Green Belt as an absolute constraint to development.

What do the tables suggest about capacity for higher than RSS housing growth?

- 5.16 Broadly, there is a lack of evidence regarding infrastructure and environmental capacity for growth exceeding the RSS numbers. This is reasonable: an evidence base was constructed for the housing growth thought necessary at the time. There are examples of higher numbers being tested: two examples are the Brentwood Water Cycle Study, which looked at RSS plus 20%, (and higher in specific locations because different spatial distributions of development were also modelled); and Maldon's Landscape and Visual Impact Assessment. However, these are amongst the exceptions.
- 5.17 Although specific evidence is lacking, it is still possible to draw some general conclusions from our review of the available evidence.
- Whilst there is a lack of a substantial evidence base concerning capacity for higher than RSS growth, this exercise suggests that there are few, if any, capacity issues that cannot be solved given available funding and a political lead. In order to deliver capacity for housing growth, Green Belt policy can be reviewed, and selective releases made; utilities capacity can be found, if programmed into investment plans; and mainstream funding, CIL and S106 payments can be carefully marshalled for road and other infrastructure improvements.

⁶ The NPPF requires authorities to demonstrate five years' worth of deliverable housing land plus an additional 5%. The latter rises to 20% where there has been a record of persistent underdelivery.

- We suspect that there may be more capacity for growth in existing infrastructure than previously thought. The newer population projections frequently see fewer people living in each dwelling than thought under the older projections, with a consequently lower population density. This means that the existing infrastructure will therefore be used less intensively by each household in future than previously believed. Also in our experience, when challenged developers can sometimes find innovative solutions to infrastructure constraints (for example by proactively managing traffic demand resulting from their schemes).
- With regards to schools and education, the EPOA new demographic evidence suggests that under most scenarios tested the number of children fall in many areas, especially Maldon. As a result there is likely to be more capacity for housing growth.
- Where there are particular concerns over infrastructure capacity, it may be possible to think creatively about encouraging types of housing growth that tend not to create high levels of infrastructure demand.
- If new, higher than RSS housing delivery targets were adopted, then it would in theory be possible to compress the delivery of RSS levels of housing growth into the early to middle part of the plan period. The remaining growth could take place in the latter part of the plan period.

5.18 In short, apparent infrastructure obstacles to higher housing growth may be overcome if the issues are examined carefully and creative solutions sought.

Conclusions

- 5.19 Most of the evidence considered for this study relates to the RSS levels of housing growth. For that level of growth there were very few insurmountable development constraints identified.
- 5.20 Looking towards a higher than RSS level of housing growth, it is noticeable that over recent years infrastructure providers have responded to the former RSS housing targets and have developed solutions to deliver these. This suggests that providers will continue to develop new solutions if presented with an even higher proposed target.
- 5.21 The main and almost universal development constraint in the Heart of Essex is the availability of brownfield land. Higher levels of development will require more greenfield land. This is locally considered a constraint but as we discuss above, undesignated countryside outside Green Belt is afforded weaker protection under the NPPF. The NPPF expects authorities to achieve the efficient use of land through the re-use of brownfield land, including local targets where appropriate. How much to release is largely a local issue where planners weight the competing social economic and environmental justifications for new development land.
- 5.22 There are many other environmental constraints around the Heart of Essex, including flooding, protected nature sites and ancient woodlands. These are strong considerations when planning where to locate growth and may lead to planners constraining development in parts of the sub-region. But collectively, these local considerations are unlikely to

constrain the capacity of the Heart of Essex to deliver a higher than RSS level of housing growth.

- 5.23 Very generally, this review tends to suggest that it likely to be *possible* to deliver the infrastructure capacity for additional housing growth in the Heart of Essex. It is for others to say whether this housing growth is itself desirable.

6 CONSULTATION

Introduction

6.1 In this section we describe the consultation processes which have informed this study.

Policy context

- 6.2 As we noted in the early chapters of this report, housing targets were previously set by the regions with limited local input. Local authorities were consulted as part of the target setting process but the final decisions rested with the regions and, ultimately, the Secretary of State.
- 6.3 Under the new system, local authorities have much greater control to set their own targets. Part of the rationale for abolishing the regional tier was that communities should become more involved with setting targets and local consultation should be much stronger.
- 6.4 Within this context it should be remembered that national policy clearly seeks to secure a high rate of house building.

Previous consultations undertaken

- 6.5 Two of the three Heart of Essex authorities have undertaken extensive consultation looking at the acceptability and deliverability of the former RSS target.
- Chelmsford consulted on its now adopted Core Strategy and further development plan documents. However, this was undertaken in the context of the former RSS where the issue of how many homes was not a local matter.
 - Brentwood held an extensive consultation process looking at the level of new housing provision and the strategic policy direction in the Borough. The ‘Your Neighbourhood Consultation’ took place on 7 May – 1 July 2011 and a report was published by the Council in November 2011⁷. The overwhelming response from that consultation was a desire to protect the Green Belt, and therefore limit the growth of new homes which are perceived to threaten the Green Belt. This consultation is very useful for this study but is unfortunately limited to the single authority.
- 6.6 The replacement Maldon development plan is less advanced than Chelmsford (already adopted) and Brentwood. Therefore there has been less consultation so far. However there has been some work, aided by the Planning Advisory Service, to look at the delivery of new homes in the District.

Hylands House consultation events

- 6.7 To inform this study the three districts hosted a joint consultation event on the 10th of January 2012 at Hylands House, Chelmsford.

⁷ <http://www.brentwood.gov.uk/pdf/06122011151028u.pdf>

- 6.8 The districts invited stakeholders from:
- Neighbouring authorities;
 - Business and development industry representatives;
 - Councillors and members of parishes, neighbourhood and community groups; and
 - Elected Council members.
- 6.9 The event was very well attended, with over 150 people attending across three sessions.
- 6.10 Each session was broadly split into two halves. The first was a presentation from the Consultant team which broadly covered the issues discussed in chapters 1 – 5 of this report. The second half was a one hour workshop session where the client team and consultants hosted a maximum of 10 people per table to discuss the issues in more detail.
- 6.11 The workshop questions were grouped into the following broad areas of discussion:
- The vision for the Heart of Essex. This session examined what people wanted the area to look like in the future. This looked at the social structure of the area but also the economic vision.
 - Positives and negatives that the delivery of new housing could bring to the Heart of Essex.
 - Development constraints. This session examined what people value about the Heart of Essex and to what extent they think the area can accommodate new growth.
 - How to decide. This session examined the most important consideration for setting housing targets.
- 6.12 Below we summarise the feedback from these workshop groups.
- The Vision***
- 6.13 The groups were asked whether they agreed with the Heart of Essex vision as written in the Integrated County Strategy and our summary of that vision.
- 6.14 We summarised the vision as:
- Achieving economic growth;
 - Maintaining a high quality of life;
 - Securing better transport;
 - Protecting nature and heritage;
 - Securing dynamic places
 - Chelmsford Leading regional centre & aspiring city;
 - Maldon & Brentwood in supporting role;
 - Vibrant market towns.
- 6.15 The majority of stakeholders agreed that this was a fair reflection of their vision for the area.
- 6.16 Many community groups agreed with a need to increase the supply of new homes in their communities, but they sought more control over the quality (size of dwelling, tenure, design etc) of new homes to be provided.

6.17 However this was not a universal sentiment. A number of community representatives opposed any new homes in their communities, including communities on the Dengie peninsula in Maldon, given its perceived unsuitability for new homes.

6.18 Further comments included:

- Growth does not reflect the need for more affordable housing & affordable market housing including rural areas.
- There is a need to reflect our role supporting London.
 - People will always commute to London; we need to reflect this
 - But some also say London should house its own workers. i.e. not Heart of Essex.
- There is a need to balance jobs and houses.
- Don't forget the need to maintain dynamic villages.
 - Inc population, schools, services and affordable housing.
- Planners need to focus on delivering quality. Some people are hostile to new homes because the quality is so poor.
- We need to mention reducing carbon footprint.
- We need to maintain individuality:
 - Green Belt is important to stop convergence
 - But it also skews development in Chelmsford.
- We need to keep area affordable for people to buy homes.
- Promoting new settlements may be better than growing old.

Positives and negatives to new housing growth

6.19 The second area of discussion moved on to look at what positives new homes could deliver in the Heart of Essex and also what negatives the building of new homes could bring.

6.20 Most people agreed that new homes could positively support local communities. This was by either providing new homes for local people and workers, or by paying for new infrastructure which benefits both existing residents and new.

6.21 However on the negative side, new homes could stretch existing infrastructure and threaten the 'Heart of Essex' quality of life. A number of people suggested their area was 'full' and any additional homes would have a negative impact. Instead, they thought either other parts of the Heart of Essex, or England, should take additional housing growth.

6.22 Key points included:

Positives:

- New homes can deliver new infrastructure, so making Heart of Essex better for everyone
 - Including social infrastructure (youth facilities)
 - Transport and new roads (various).
- New homes can help keep settlements vibrant
 - Maintaining population is important; otherwise services are at risk.

- New homes may help meet the need for new affordable homes.
- Meet need for more small homes (for young and old).
- New homes are needed to maintain the local economy
 - Maintaining workforce is important for local businesses
 - Also retail & town centres
 - (however should we give up on maintaining town centres now so much spending is on the internet?).
- Some services need a critical mass. New homes can help secure this. Schools, buses and rural rail are examples.
- New homes are cheaper to run, more efficient, lower carbon footprint.
- New homes are needed for local people.

Negatives

- Risk that more homes may mean more people to commute out to work.
- Affordable homes do not work in rural areas.
- Little brownfield space, so development will be on greenfields / Green Belt (various);
 - Fields are needed for food production.
- People move to Heart of Essex because it is a nice place to live. More people may jeopardise this i.e. jeopardise quality of live (various).
- Chelmsford / Maldon / Brentwood are 'full' and someone else needs to take a greater share (various).

Constraints

6.23 The third main area we discussed concerned the perceived development constraints and the ability of the area to accommodate new growth.

6.24 There was little disagreement with our analysis (presented in chapter 4 of this report) but the following additional comments were made either about the assessment or the strength of feeling about them:

- Many constraints can be overcome but need frontloading; i.e. solving before new homes are built.
- Strong need to protect Green Belt.
- Also protect greenfields; for amenity but also food production.
- Sewage and water supply is an issue.
- Flooding is a major problem.
- Lack of transport capacity for additional commuters, esp. A12 but also mainline rail (various).
- The isolated nature of Maldon makes it inappropriate for new homes (various).
- Poor rail connections in some parts make them inappropriate for new homes (various).

Conclusions and how to decide

- 6.25 The most contentious area of discussion related to how the Councils should determine the correct housing number.
- 6.26 Most discussions revolved around protecting the Heart of Essex quality of life and securing the 'vision'.
- 6.27 For some people, this meant that no new homes should be provided, because they considered that the Heart of Essex was already full and lacking the capacity to deliver additional new homes. They also thought that the Green Belt or greenfield sites should be spared from development for amenity value or food production.
- 6.28 However, others took a different view and conceded that some development was necessary to secure the quality of life of the existing residents and secure the ongoing provision of local services. This group felt that a declining population may threaten what makes the Heart of Essex a pleasant place to live.
- 6.29 There was also a 'middle way' evident amongst many participants. This group accepted the need for new housing. They accepted the relationship of new housing to local services, and were concerned about defending these services. This group wished to ensure that the new homes that were built were not too large or expensive for most of the local population to access, were well designed, and were in sympathy with the character of the area in which they were located. This group was particularly concerned to ensure that brownfield land should be used very efficiently before other areas were considered for growth.
- 6.30 The general consensus was that no more new homes should be provided than are necessary to secure successful delivery of the vision.

7 THE NEW HEART OF ESSEX POPULATION SCENARIOS

Introduction

- 7.1 The consultations at Hylands House and the Brentwood ‘Your Neighbourhood’ consultation showed that securing the ongoing delivery of local services was important to many people. At the Hylands House consultation some expressed the view that local services could be threatened by a declining population because there would be fewer residents to use these services, or fewer workers spending money in the local economy.
- 7.2 However, none of the ‘ready made’ housing scenarios we have available from either CLG or the EPOA would appear to reflect this element of what people told us. We therefore developed two scenarios which would allow us to better test the implications of maintaining a stable population, and maintaining a stable workforce.
- The **Population Stable** scenario tests the minimum number of new homes each district needs to deliver to prevent the population declining. This scenario also meets most of the concerns people expressed regarding maintaining local services.
 - The **Workforce Stable** scenario we developed tests the minimum number of new homes needed to prevent the workforce declining. Our consultations showed that a declining workforce was a concern to local businesses and to the wider local economy. Efficient local service delivery could also be threatened if there are insufficient workers to deliver them. A declining workforce could require workers to be imported into the Heart of Essex from elsewhere. Although this scenario results in an increase in population (compared to the population stable scenario), the impact on some of the infrastructure resources will be limited, especially roads and rail. This is because peak demand is mainly in the ‘peak’ commuting period and with no additional workforce there should be no (or a limited) increase in peak hour flows.
- 7.3 We look at each new scenario in detail below.

The Population Stable scenario

- 7.4 In the Heart of Essex, nearly 15,000 new households are needed over the 22 years simply to keep the population stable. (Note that the projections run for 22 years to ensure consistency with the EPOA commissioned projections; a per annum household figure has also been shown).
- For Brentwood and Chelmsford the number of new households is fewer than was being proposed by the draft RSS over a 22 year period (3,800 / 18,700 households).
 - However, for Maldon the number is higher than the draft RSS (2,650 households).

Table 7.1 Population Stable Scenario

Population stable	New Households		Population Change		Labour Force Change	
	2010 - 33	pa	2010 - 33	pa	2010 - 33	pa
Brentwood	2,458	107	0	0	-497	-22
Chelmsford	8,923	388	0	0	-5,178	-225
Maldon	3,367	146	0	0	-3,663	-159
Heart of Essex	14,748	641	0	0	-9,338	-406

Source: RTP & Edge Analytics

7.5 Although the scenario is designed to keep the total population stable, the analysis shows two drawbacks with this level of new households.

This scenario results in a declining workforce

7.6 Under this scenario, the workforce falls across all three districts. Planning at this level of new homes is very unlikely to meet the national economic policy objectives which seek to secure economic growth.

7.7 The decline in Maldon’s labour force is substantial given the small size of the local economy. It equates to a 12% fall in the residential workforce. The decline in Chelmsford is, in absolute terms, higher but less significant given the larger population.

This scenario results in an ageing resident population

7.8 Providing for this level of new households results in a shift in the demographic profile of each area. Under this scenario, all three districts see an increase in the percentage of people over retirement age, and reductions in the number of children and working age people.

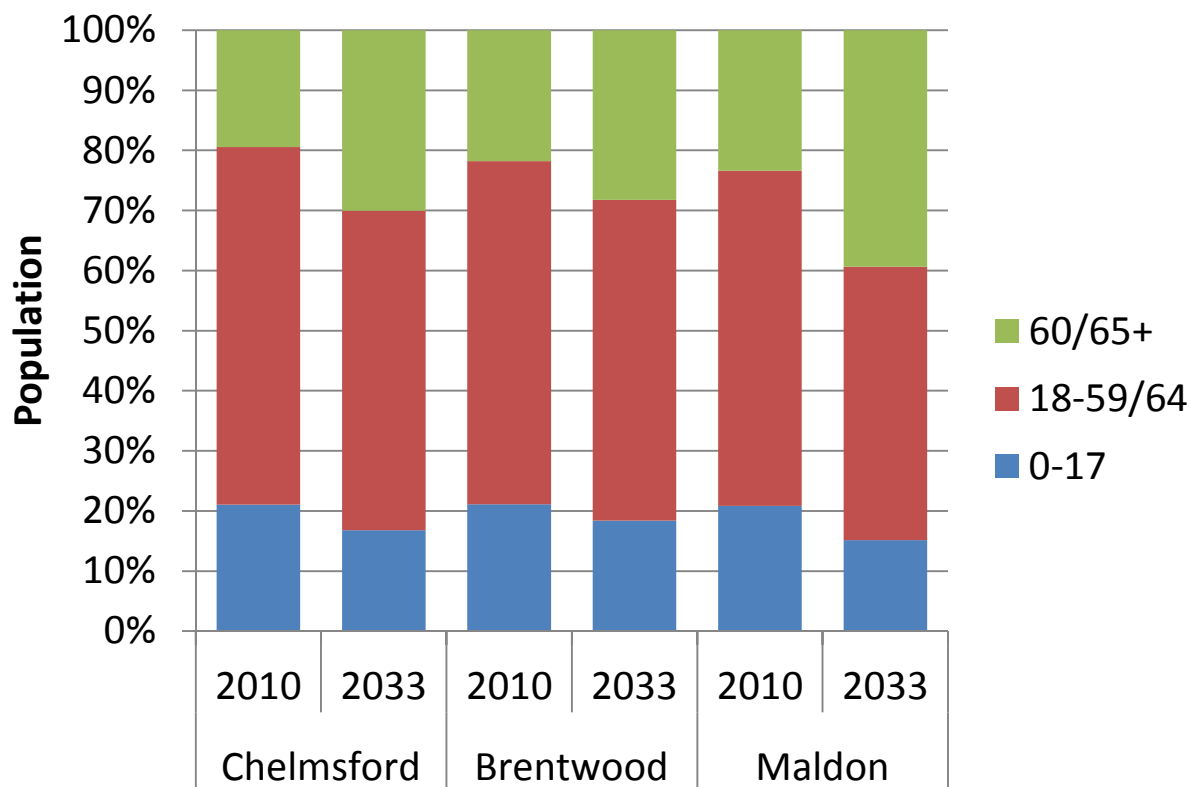
7.9 The increase in the elderly population is most stark in Maldon, where the percentage of people over 60/65 increases from 23% to 40% over 22 years. The percentage of children falls from 21% to 15%.

7.10 The effects are less stark in Chelmsford or Brentwood. However, in both cases the percentage of 60/65 age groups increases by roughly a third.

7.11 This could have implications for service provision across the Heart of Essex, for example:

- With fewer children the areas may be able to support fewer schools in the future;
- Fewer paying commuters to sustain bus routes;
- A higher demand for local healthcare services.

Figure 7.1 Population Stable Demographic Profile



Source: EPOA / RTP

The Workforce Stable scenario

- 7.12 In the Heart of Essex nearly 21,000 new households are needed over the 22 years to keep the workforce stable. This scenario very roughly equates to two thirds of the draft RSS level provision in Brentwood and Chelmsford, but over double the draft RSS number in Maldon.
- 7.13 It is important to note that there is no stable linear relationship between the workforce and population stable scenarios. It is much harder to increase the size of the workforce because not all new homes will be taken by working age people.

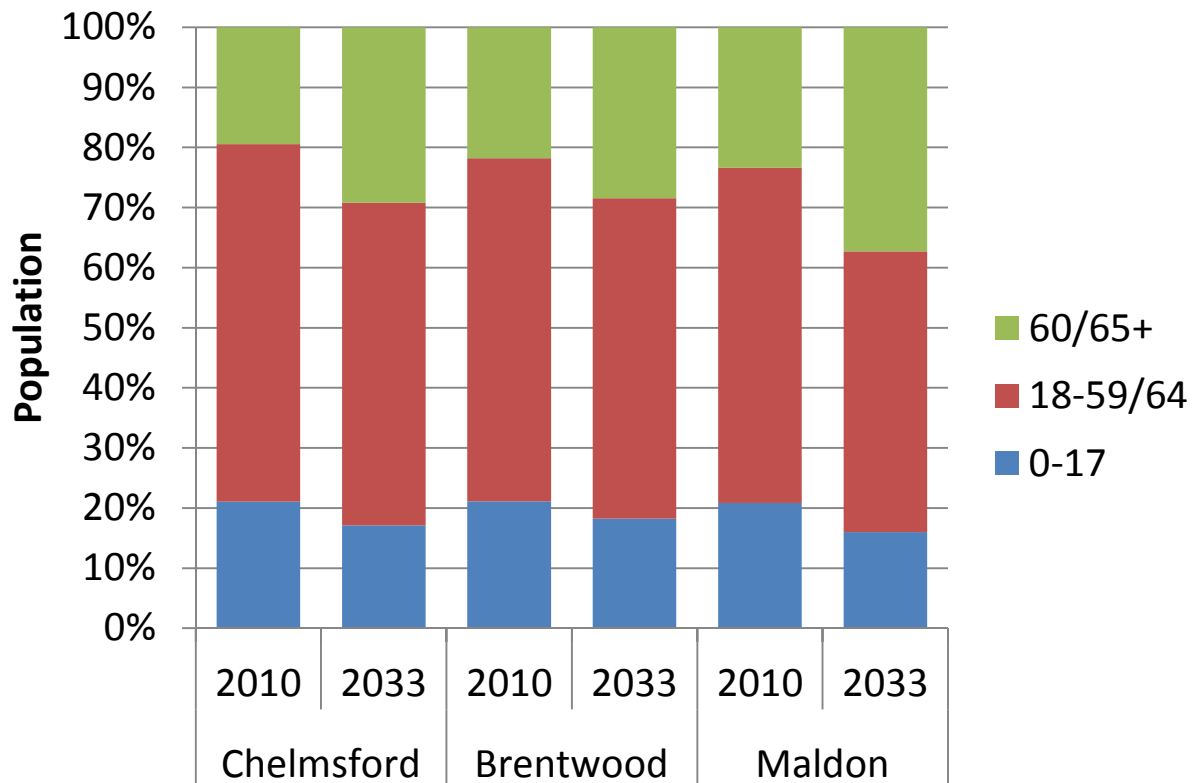
Table 7.2 Workforce stable scenario

Labour Force stable	New Households		Population Change		Labour Force Change	
	2010 - 33	pa	2010 - 33	pa	2010 - 33	pa
Brentwood	2,873	125	1082	47	0	0
Chelmsford	12,589	547	8,897	387	0	0
Maldon	6,051	263	6,954	302	0	0
Heart of Essex	21,513	935	16,939	736	0	0

This scenario results in a stable workforce but still sees fewer children and more elderly than the present day

7.14 This scenario sees the total population in each district increase compared to the population stable scenario, but it still fails to halt the decline in children. Across the Heart of Essex the scenario sees 10,000 fewer children, falling from 65,000 in 2010 to 55,000 in 2033. The number of people older than 60/65 also increases.

Figure 7.2 Workforce Stable Demographic Profile



Source: EPOA / RTP

Conclusions

- 7.15 The two new ‘population stable’ and ‘workforce stable’ scenarios have been developed in response to the local consultations. For Chelmsford and Brentwood they both show a lower level of new households than the RSS targets.
- 7.16 For Maldon, they both show a higher level of new households than the former RSS targets. The workforce stable scenario is more than double the RSS and the stable population is 15% higher than the RSS.
- 7.17 Both scenarios have their positive and negatives; in the next chapter we test these scenarios through a high level sustainability appraisal alongside the high CLG household projection numbers discussed earlier.

8 SUSTAINABILITY APPRAISAL

Introduction

- 8.1 In this section, we take the two new scenarios (stable population, stable workforce) and the CLG household projection scenario and subject them to a high level sustainability appraisal. We do this in order to get a greater understanding of the potential implications of selecting a particular scenario as a basis for a housing target.
- 8.2 This can only be a high level assessment because it is not possible to be definitive about where the levels of growth being tested would be located.

Selecting the testing criteria

- 8.3 A series of testing criteria were developed to reflect the Heart of Essex vision as written in the Integrated County Strategy. This approach has two merits. Firstly, it is tailored to the local vision. Secondly, it reflects an acceptable balance of environmental, economic and social factors that allows us to test the broad sustainability of each scenario.

The Heart of Essex vision

- 8.4 The summary of that Heart of Essex vision is as follows:
- Achieving economic growth;
 - Maintaining a high quality of life;
 - Securing better transport;
 - Protecting nature and heritage;
 - Securing dynamic places:
 - Chelmsford being a leading regional centre and aspiring city;
 - Maldon and Brentwood in a supporting role;
 - Vibrant market towns.

Translating the vision into sustainability testing criteria

- 8.5 We chose indicators that would have the following characteristics. Together, they are intended to be representative of all of the different aspects of sustainability considerations to be taken into account.
- 8.6 The requirement is to test the relative differences in sustainability between different scenarios.

Table 8.1 Testing criteria

Sustainability
Economic
Thriving economically - access to a range of local job opportunities
Prosperous - maintain/grow workforce
Environmental
Reducing fossil fuel consumption/adapting to climate change
Protecting environmental assets - landscape/ecology
Preventing urban sprawl - Green Belt / greenfield
Social
Quality of life - decent and affordable homes available for all
Vibrant centres - reasonable access to services appropriate to that centre

Source: RTP

- 8.7 It is the relative scores that are important.
- 8.8 When each scenario is tested against each statement, the possible rating will be:
- **Red:** The scenario fails to meet the criterion.
 - **Amber:** The scenario partially meets the criterion.
 - **Green:** The scenario fully meets the criterion.
- 8.9 The detailed sustainable appraisals, including commentary, are included in Appendix 3.

Population Stable scenario sustainability appraisal

- 8.10 The low scenario for testing is the 'population stable' scenario discussed above. The scenario keeps the population at its 2010 level. Because Chelmsford and Brentwood's population is growing, this scenario is likely to require some local people to look outside these districts for new homes.
- 8.11 However, in Maldon, because the population is declining, some migration will be needed to maintain the population at 2010 levels. Some of this may be from Chelmsford or Brentwood.

Population stable in Brentwood: generates lowest household growth (2,458 households 2010 -33 or 107 per annum)

Table 8.2 Sustainability appraisal - Brentwood population stable scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	Yellow
Prosperous - maintain/grow workforce	Red
Environmental	
Reducing fossil fuel consumption/adapting to climate change	Green
Protecting environmental assets - landscape/ecology	Green
Preventing urban sprawl - green belt / greenfield	Green
Social	
Quality of life - decent and affordable homes available for all	Red
Vibrant centres - reasonable access to services appropriate to that centre	Red

Source: RTP

- 8.12 A stable but ageing population in Brentwood creates a declining workforce. With a declining workforce, Brentwood’s economy may struggle. Not only would there be fewer workers, but the local economic base would struggle relative to other areas because of the lack of growth of the economy associated with a declining population.
- 8.13 Environmentally, low growth would have no negative impacts on sustainability, particularly as most growth would be on brownfield sites with no need for Green Belt releases to be considered.
- 8.14 A lack of new housing would have a negative impact on social sustainability. With a lower supply of new houses compared to other options, house prices may increase compared to other scenarios tested, therefore making market homes less affordable. It would therefore be harder for local residents, and new households to buy homes within Brentwood. Compared to other scenarios, there would be a more limited scope to provide affordable homes and homes suitable for the ageing population. This in turn would limit the potential for service improvements, particularly in more rural areas. Declining numbers of young people could have negative impacts on the numbers of pupils at more rural schools, therefore threatening their viability.

Population stable in Chelmsford: generates lowest household growth (8,923 households 2010-33 or 388 per annum)

Table 8.3 Sustainability appraisal - Chelmsford population stable scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	
Prosperous - maintain/grow workforce	
Environmental	
Reducing fossil fuel consumption/adapting to climate change	
Protecting environmental assets - landscape/ecology	
Preventing urban sprawl - green belt / greenfield	
Social	
Quality of life - decent and affordable homes available for all	
Vibrant centres - reasonable access to services appropriate to that centre	

Source: RTP

- 8.15 The main issue with this scenario for Chelmsford is its potential effect on the City's role as a regional centre. A falling workforce may limit the ability to attract new businesses and investment. Chelmsford could therefore fail to meet the objectives set out in the visions; in particular to grow the district to reflect its city status.
- 8.16 In environmental and social terms, the impacts are minimal. The main issue would be the limited growth in housing, potentially limiting the ability to address affordable housing needs.

Population stable in Maldon: generates lowest household growth (3,367 households or 146 per annum)

Table 8.4 Sustainability appraisal - Maldon population stable scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	
Prosperous - maintain/grow workforce	
Environmental	
Reducing fossil fuel consumption/adapting to climate change	
Protecting environmental assets - landscape/ecology	
Preventing urban sprawl - green belt / greenfield	
Social	
Quality of life - decent and affordable homes available for all	
Vibrant centres - reasonable access to services appropriate to that centre	

Source: RTP

- 8.17 Maldon would experience a significant fall in its workforce population which would have significant consequences for its economic and social sustainability. The growth capacity of

the local economy would be reduced, which would tend to discourage investment in Maldon.

- 8.18 Environmentally, low growth would generally have few negative effects on sustainability.
- 8.19 Compared to other scenarios, this scenario would be more likely to have knock-on effects on the quality of life, with few homes available to address affordable housing needs or the specific needs of an ageing population. Compared to other scenarios which see population growth and thus patronage growth, it is likely that services would not be improved at the same rate. For example, rail transport would also have little prospect of being improved, as the lack of additional workers would mean insufficient justification for improving services running to Burnham-on-Crouch and Southminster. With 2,000 fewer children, some school services may be threatened where numbers were insufficient to maintain viable local schools.

Stable Workforce scenario sustainability appraisal

- 8.20 Our middle scenario for testing is the workforce stable scenario.

Stable workforce in Brentwood: generates medium household growth (2,873 households 2010-33 or 125 per annum)

Table 8.5 – Sustainability appraisal - Brentwood stable workforce scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	Yellow
Prosperous - maintain/grow workforce	Yellow
Environmental	
Reducing fossil fuel consumption/adapting to climate change	Green
Protecting environmental assets - landscape/ecology	Green
Preventing urban sprawl - Green Belt / greenfield	Green
Social	
Quality of life - decent and affordable homes available for all	Red
Vibrant centres - reasonable access to services appropriate to that centre	Red

Source: RTP

- 8.21 The workforce stable scenario represents only slightly more growth for Brentwood Borough than the low scenario – 19 each year. As such, the only difference is that the workforce remains stable, rather than falling, which means a slight improvement in economic sustainability.

Stable Workforce in Chelmsford: generates medium household growth (12,589 households 2010- 33 or 547 per annum)

Table 8.6 Sustainability appraisal - Chelmsford stable workforce scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	
Prosperous - maintain/grow workforce	
Environmental	
Reducing fossil fuel consumption/adapting to climate change	
Protecting environmental assets - landscape/ecology	
Preventing urban sprawl - Green Belt / greenfield	
Social	
Quality of life - decent and affordable homes available for all	
Vibrant centres - reasonable access to services appropriate to that centre	

Source: RTP

- 8.22 For Chelmsford, the workforce stable scenario represents significant levels of growth, but is below the existing Core Strategy requirement. Depending on levels of growth elsewhere in the region, the stable workforce could mean that Chelmsford fails to maintain its position as a leading regional centre, and is unlikely to see Chelmsford’s relative position improve. This could have a knock-on effect on prosperity.
- 8.23 Environmentally, the levels of growth in this scenario would have some impact on sustainability. The per annum rate of delivery is slower than that envisaged in the Core Strategy. Therefore the land allocated in that plan would last much longer than 2021. However, this scenario would still require some more land because this scenario is deemed to run until 2033. The land needed would be likely to come from greenfield sites.
- 8.24 Greenfield site use will have implications for resource use and carbon emissions. Also, growth would continue to need to be focused on the north side of Chelmsford, unless Green Belt land is considered. (Green Belt land is concentrated to the south west of Chelmsford). Either option will have implications for sustainability. Further growth to the north, whilst making use of existing assets, would skew the growth of the town in a particular direction, increasing the prospects of infrastructure capacity issues.
- 8.25 Use of Green Belt land to the south would be contrary to national policy. There may be difficulties in providing sufficient justification to merit overriding the policy. This is particularly the case when it is considered that the strategy for the period up to 2021 is established, therefore Green Belt land would be released to deliver a comparatively low housing requirement only over a 10-year period. The longer term concern of such an approach is that it would set a precedent for more substantial Green Belt deletions in the absence of a carefully considered long term review of the boundaries.

Stable Workforce in Maldon: generates medium household growth (6,051 households 2010–33 or 263 per annum)

Table 8.7 Sustainability appraisal - Maldon stable workforce scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	Yellow
Prosperous - maintain/grow workforce	Yellow
Environmental	
Reducing fossil fuel consumption/adapting to climate change	Red
Protecting environmental assets - landscape/ecology	Yellow
Preventing urban sprawl - Green Belt / greenfield	Yellow
Social	
Quality of life - decent and affordable homes available for all	Green
Vibrant centres - reasonable access to services appropriate to that centre	Yellow

Source: RTP

- 8.26 For Maldon, the workforce stable option is substantially more sustainable than the population stable option. Nevertheless, there are still significant issues with it. In particular, the level of growth would likely have implications for environmental sustainability, with growth requiring greenfield extensions of comparatively small centres. Not only does this require large amounts of greenfield land (with its associated landscape impacts), but might affect social dimensions of sustainability by putting pressure on local services, and affect environmental dimensions by potentially increased car-borne travel. However because the workforce remains stable the key peak hour traffic loads should not be adversely affected to any great degree.
- 8.27 Aiming to maintain the workforce in Maldon will limit opportunities to grow the economy of the local centres, but have a more positive impact than the population stable scenario.
- 8.28 The levels of housing that would be delivered would serve to significantly address affordable housing needs and the needs of the ageing population, compared to the alternative scenario which sees lower housing growth.

CLG household projections demand scenario

- 8.29 The CLG household projections are based on the 2008 population projections. As noted above, projected household growth can be viewed as a fair reflection of the demand for new homes in the Heart of Essex. National policy states that local authorities should meet demand where possible.

ONS Scenario in Brentwood: generates highest household growth (9,243 households 2010 –33 or 402 per annum)

Table 8.8 Sustainability appraisal - Brentwood ONS scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	
Prosperous - maintain/grow workforce	
Environmental	
Reducing fossil fuel consumption/adapting to climate change	
Protecting environmental assets - landscape/ecology	
Preventing urban sprawl - Green Belt / greenfield	
Social	
Quality of life - decent and affordable homes available for all	
Vibrant centres - reasonable access to services appropriate to that centre	

Source: RTP

- 8.30 The CLG scenario for Brentwood ‘flips’ the sustainability for many of the criteria when compared to either the stable workforce or the stable population scenario. Many criteria go from green or amber to red and vice versa. Economically, the scenario has positive benefits for a sustainable economy, with more local jobs provided and a growing workforce to fill them. The local centres become much stronger, which has a positive knock-on effect on the vibrancy of these centres and the quality of life in terms of access to homes.
- 8.31 Environmentally, the scenario has considerable negative impacts. Although growth would likely be around existing centres, congestion would become a major issue. Longer commutes might generate higher carbon emissions compared to possible alternatives. Landscape and ecology would be adversely affected. Such a strategy would require substantial deletions from the Green Belt and could result in significant sprawl of the urban areas, when compared to the present position.

ONS Scenario in Chelmsford: generates highest household growth (23,520 households 2010 –33 or 1,023 per annum)

Table 8.9 Sustainability appraisal - Chelmsford ONS scenario

Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	
Prosperous - maintain/grow workforce	
Environmental	
Reducing fossil fuel consumption/adapting to climate change	
Protecting environmental assets - landscape/ecology	
Preventing urban sprawl - Green Belt / greenfield	
Social	
Quality of life - decent and affordable homes available for all	
Vibrant centres - reasonable access to services appropriate to that centre	

Source: RTP

- 8.32 This is the least sustainable of the three scenarios for Chelmsford. Per annum it is only a small uplift beyond the approved Core Strategy provision but because the period is now extended to 2033 this requires a large number of additional new dwellings.
- 8.33 This serves to have negative impacts on environmental sustainability. As with the medium scenario, major new greenfield sites would be needed, bringing considerable resource requirements and increasing carbon emissions. There would also be an extremely high likelihood that growth would require Green Belt deletions, as well as further growth to the north of Chelmsford town where significant levels of new strategic infrastructure are already planned and could be utilised.
- 8.34 Economically and socially, there would be positive benefits. Other things being equal, the economy – and Chelmsford’s role as a regional centre – would tend to consolidate and improve, and provide a range of employment locally as well as accommodating the full range of housing needs.

ONS Scenario in Maldon: generates highest household growth (8,739 households 2010–33 or 380 per annum)

Table 8.10 Sustainability appraisal - Maldon ONS scenario

APPRAISAL CRITERIA	
Sustainability	
Economic	
Thriving economically - access to a range of local job opportunities	
Prosperous - maintain/grow workforce	
Environmental	
Reducing fossil fuel consumption/adapting to climate change	
Protecting environmental assets - landscape/ecology	
Preventing urban sprawl - Green Belt / greenfield	
Social	
Quality of life - decent and affordable homes available for all	
Vibrant centres - reasonable access to services appropriate to that centre	

Source: RTP

- 8.35 For Maldon, the high scenario has significant environmental impacts on sustainability, but generally positive benefits against the economic criteria.
- 8.36 Economically and socially, the high scenario will have positive benefits. The number of new workers will help to underpin and grow the local economy, providing a greater number and range of local jobs. People will have a greater choice of housing within the district, and more affordable housing requirements will be addressed, along with the needs of the ageing population.
- 8.37 However the environmental impacts are considerable. The level of new homes proposed in this scenario is equivalent to a new settlement the size of Maldon town.

- 8.38 The scope for the district to deliver this level of growth incrementally, through small and medium scale village and town extensions, is likely to be very limited. The eastern parts of the district are not suitable for large scale housing growth, being remote and poorly serviced. New homes at this scale may need to focus on Maldon town and the villages in the west and south of the district.

9 EMERGING OPTIONS

Introduction

- 9.1 In this section we consider the emerging housing growth scenarios in the Heart of Essex.
- 9.2 For each district, we summarise the housing implications of each of the demographic scenarios we have tested.⁸ We then examine whether each district might be able to increase the rate of housing delivery. We do this because we want to understand the extent to which each district might be able to comply with the NPPF's desire to "to boost significantly the supply of housing".
- 9.3 We do not make any firm recommendations about which housing scenario each district might adopt. This is because housing targets are a matter for each Council to decide as part of its plan review process. Further work and additional consultation will be undertaken by each Council to test proposed options.

Table 9.1 Summary of Options

	Brentwood		Chelmsford		Maldon	
	Households	% of RSS	Households	% of RSS	Households	% of RSS
Population Stable	107	65%	388	48%	146	127%
Workforce Stable	125	76%	547	67%	263	229%
ONS/SNPP	402	245%	1,023	126%	380	330%
RSS	165	100%	813	100%	115	100%

Source: EPOA Demographic Forecasts, Phases 1 and 2, 2012 (produced for EPOA by Edge Analytics) & RTP. Note RSS is household estimate (see paragraph 2.26)

Brentwood

- 9.4 The three demographic scenarios we have discussed above imply that differing numbers of new homes may be required. In Brentwood, these range from between 107 households per annum (to maintain a stable population) to 402 households per annum (to meet the number of homes suggested in the CLG Household projections). For reference the RSS target in the 2010 Draft East of England Plan was equivalent to 170 new homes per annum.
- 9.5 Delivering at a level comparable to the RSS would allow for some population and workforce growth. This level of new homes may require some Green Belt release. However if brownfield windfalls continue at a similar level to the past, or new opportunities are identified within settlements, this may be avoided.

Population Stable Scenario – 107 households per annum

- 9.6 Our analysis shows that 107 new households are required in the Borough simply to keep the total population stable at 2010 levels. If fewer new homes are provided then the population is projected to fall. A falling population may start to undermine local service provision and the general vitality and vibrancy of Brentwood.

⁸ With the exception of the additional work undertaken for Maldon, the demographic scenarios we test generate a household rather than housing number. As we explain earlier, there is a very small difference between the household and housing numbers. The difference is in the order of 2-3%.

Workforce Stable Scenario – 125 households per annum

- 9.7 Our analysis shows that slightly more households are needed to maintain the workforce at 2010 levels (125 households per annum). This small rise is above the population stable scenario, because, unlike Maldon, the age profile of migrants into Brentwood is much younger.
- 9.8 We understand from the Council that this level of new housing could be delivered without the need to review the Green Belt, and therefore this meets with many of the local concerns expressed through the consultations.

Can Brentwood increase the rate of housing delivery?

- 9.9 Of all the Heart of Essex local authorities, Brentwood's delivery of new homes is the most heavily constrained by national planning policy. This is because almost all land outside the built up area is classified as Green Belt. As discussed above, Green Belt policy remains a very strong consideration in National Planning Policy, and is the critical constraint for any new housing target in the Borough. This makes it very difficult to deliver more new homes above a level than the (former) RSS and is the main reason for dismissing the ONS Demand Scenario (402 households per annum). A target approaching the ONS Demand Scenario is undeliverable given the existing policy constraints.
- 9.10 National planning policy allows a review of the Green Belt only in 'exceptional circumstances'. The NPPF does not elaborate on these circumstances, but this study has not identified any material fact affecting overall provision, not already understood at the last review of the RSS⁹, or when the previous RSS was approved by the Secretary of State.
- 9.11 Most noticeably, Brentwood was never expected to meet the demand for homes within the Borough. By adopting a housing target that can be accommodated within identified constraints, notably Green Belt policy, the Borough will not be meeting the demand for new homes.
- 9.12 In addition the Council recently consulted extensively on the local acceptability of a housing target comparable to the former RSS (170 dwellings a year) and the status of the Green Belt in Brentwood. This consultation further endorses the Green Belt as residents' top priority for the development plan, followed by protecting the character of the Borough.

Summary

- 9.13 Given the limits of the Green Belt, Brentwood cannot meet market demand for new homes. Brentwood housing delivery will therefore continue to be constrained by policy. The detailed analysis we have undertaken shows that constraining housing development has both benefits and drawbacks.
- 9.14 In adopting a constrained housing target, there is less scope to secure affordable new homes and new infrastructure contributions. However, with fewer homes there will be less pressure on existing infrastructure and fewer infrastructure requirements. Too high a

⁹ Other work has indicated other local constraints to development including the Water Cycle Study which shows that some areas of the Borough, although not all, are constrained.

housing figure would result in a loss of Green Belt to development and have an adverse impact on the quality and character of the Borough.

- 9.15 The age profile of the Borough and how this may change over time if housing is constrained is less an issue than in other areas. However if only 125 households are provided per annum, the proportion of people over 60/65 years old will still increase to nearly 30% of the population and this may help guide the type of new development to be promoted.
- 9.16 The analysis would suggest that a minimum of 125 new households should be provided for in Brentwood and a maximum towards the former RSS figure (170) within the limits of the Green Belt constraint.

Maldon

- 9.17 Maldon has a relatively older age profile, compared to elsewhere in the Heart of Essex. Maldon's RSS housing target was low compared to other districts in the Heart of Essex because the RSS had reallocated housing growth away from Maldon towards other areas in the East of England region. Together, these facts mean that the population is projected to decline if the RSS level of new homes is built. The EPOA projections suggest that if the RSS level of new homes is provided, the population will fall by 1,300 people by 2033.
- 9.18 This is a relatively small decline compared to the size of the district (63,000 people in 2010). This decline is therefore probably within a reasonable margin of error. If a future housing target is set at a similar level as the former RSS, there would be projected to be an increased number of older people living in the District. This may have consequences for the local communities and the delivery of services across Maldon.

The Population Stable Scenario (146 households pa)

- 9.19 The lowest of the three scenarios tested is the population stable scenario. This requires an additional 30 more new households than the former RSS per annum. But even with these additional new homes, the proportion of people aged over 60/65 is projected to increase from around 25% today to 40% by 2033. The proportion of children in the district falls by one quarter compared to 2010¹⁰. This means that the demographic profile of Maldon will be very different in 2033 to today.
- 9.20 If households are provided at the rate envisaged in this scenario, the size of the resident workforce is projected to fall by around 3,500 (from 31,500 workers in 2010 to 28,000 by 2033). For a small district which supports around 20,000 jobs, a decline in the workforce could be significant both for local businesses seeking to employ local people but also for the wider economy with fewer wage packets available to be spent in communities.

¹⁰ Note – this decline is across the whole of the district. This may not be true in small areas within the catchment of particular schools.

The Workforce Stable Scenario (263 households pa)

- 9.21 The second scenario tested the number of new homes needed to keep the size of the workforce stable. It shows that if a decline in the workforce is to be avoided, then 263 additional households are needed in Maldon each year.
- 9.22 The reason for this leap in new households required compared to the population stable scenario is because Maldon will remain an attractive place for older people to migrate to. Older people live in smaller households, and also older migrants contribute to the local workforce for fewer years before they also retire. These facts mean that more new homes are needed to accommodate one worker in Maldon than elsewhere in the Heart of Essex.
- 9.23 Although 263 dwellings per annum stops workforce decline, our consultations shows that providing 263 households per annum does not correlate with the local future aspirations of the majority of the local community. Greenfield sites across the District are highly valued by local communities, but housing growth of this order would require extensive new development on greenfield sites. However, as discussed above, this point has more limited national planning policy support; whereas the Green Belt is a strong national policy. Green fields which are not designated as Green Belt have more limited protection, although the NPPF does point out the 'intrinsic value' of the countryside.

Can Maldon increase the rate of housing delivery?

- 9.24 The key issue in Maldon is the difficulties that Maldon has in demonstrating that the District is able to deliver a large increase in housing delivery. Even the lowest number we have tested (146 per annum, which keeps the population stable) is 25% higher than the RSS number. The Workforce stable scenario is 2.3 times higher than the RSS number. None of the evidence base studies we have looked at have tested anything like this level of new households. However, evidence collated locally by the Council to inform the production of an Infrastructure Delivery Plan, in addition to the relevant evidence base studies, highlights potential future development constraints locally in terms of sewerage, highways and education capacity.
- 9.25 The 2008 ONS demand scenario is nearly 3.5 times the RSS targets and very unlikely to be deliverable. It would require development similar in scale to the District's main town¹¹ to be delivered over 20 years.
- 9.26 There is some comfort in that the new 2010 ONS population projections suggest a slowing of population growth, although to a level still well above that accommodated by the former RSS targets. Even so, the 2010 based projection is open to the same criticism as any ONS projection – particularly around the fact that the migration assumptions are based on a short 5 year period. In this case the 2008 based projections include a period of housing boom, whilst the 2010 figures include the effects of recession.

¹¹ 9,461 Dwellings in 2010 (Source: MDC Address Point Data)

A new Maldon Scenario ('Optimum Growth')

- 9.27 Following the consultations, held partly to consider the emerging findings of this project, Maldon decided to explore an extra scenario for the District.
- 9.28 There was concern that the RSS level of housing growth and the population stable level was too low, partly for the reasons we discussed above. However, the much higher workforce stable scenario could not be delivered and did not meet local aspirations nor reflect consultation responses.
- 9.29 As part of ongoing work to produce the District's Local Development Plan, and informed by associated assessments of potential housing land, environmental constraints, infrastructure provision and public consultation, the Council recommended that 200 dwellings per hectare could be a sustainable level of future housing growth. This level of growth is considered to provide the maximum amount of new dwellings that can reasonably and proportionately be accommodated within the environmental and infrastructure limits of the District. As explored in the rest of this report, some of our evidence suggests more new homes than 200 per annum could be desirable to offset some of the demographic implications we have identified above. However, this proposed 200 dwelling target is a considerable increase on the former RSS. It is also a concerted effort to balance the national policy desire to increase the delivery of new homes while protecting the environment and reflecting the results of local consultations.
- 9.30 To help inform future planning in Maldon we have asked Edge Analytics to run a demographic projection similar to those used to inform the rest of this report. This is presented in Appendix 4. Maldon Council call this scenario the 'optimum growth scenario'.

Summary

- 9.31 The low population stable scenario (146 pa) meets the Government's objective to increase the delivery of new homes, because it is a 25% uplift over the former RSS targets.
- 9.32 Even so, this level of growth is projected to rapidly age the population profile and shrink the workforce. This may have wider sustainability implications for the District and local communities. It is an option for the Council to consider setting a low housing target fully recognising the social and economic implications of doing so.
- 9.33 Substantially higher targets than the former RSS (including the workforce stable and ONS demand scenarios) have not been tested in many of the technical delivery documents.
- 9.34 The Council's proposed 200 dwellings per annum target is below the ONS/CLG demand scenarios, but may provide a balance between meeting the District's demand for housing growth and managing land constraints to protect the countryside and areas of environmental importance. This level of future housing provision aims to meet the growth aspirations of the NPPF while considering the views of residents in the local area, and the existing environmental and infrastructure constraints in the District.

Chelmsford

- 9.35 Unlike Brentwood and Maldon, Chelmsford has an approved development plan and delivery strategy to match. Given this fact, the main objective of this study is not to help set

new housing targets but instead to satisfy the Council that the development plan housing target (the former RSS target) remains a sound basis for planning. A secondary objective is to start informing planning post 2021, recognising that there is a long lead in time for any major development.

- 9.36 The three scenarios we have discussed above for Chelmsford range from between 1,023 households per annum (ONS Demand) down to 388 households per annum (stable population). For reference, the RSS target in the 2010 Draft East of England Plan was equivalent to 813 households per annum¹².
- 9.37 The Stable Population scenario does not meet the Council's published objectives to grow the district as an economically important city. Even the Stable Workforce scenario may not maintain Chelmsford's relative economic position, and is unlikely to deliver Chelmsford's vision of seeing its relative economic position significantly improve.

Can Chelmsford increase the rate of housing delivery?

- 9.38 The ONS demand scenario would suggest Chelmsford has demand for more new homes than planned for in the Core Strategy, although the latest 2010 population projection suggests this demand may be lower. A robust assessment will not be possible until the 2010 population projections are turned into households by either CLG or EPOA.
- 9.39 The Core Strategy has provided the land to deliver the RSS housing target but at the moment the rate of delivery is slower than the envisaged trajectory.

Summary

- 9.40 The analysis would suggest that there is no reason to depart from the RSS housing target at the moment, or consider any early review.
- 9.41 However, consideration may need to be given for the period post 2021. Evidence suggests that the rate of delivery needs to at least be maintained post 2021. This is because there is no reason to believe that many of the pressures which drive the Core Strategy housing targets will dissipate by 2021. For example, household sizes are expected to continue falling, and life expectancy increasing. Chelmsford will continue to be an attractive place for people who work in London but want to live outside London.
- 9.42 For the period post 2012, if Chelmsford maintains its aspirations to be a relative growth town this would imply even more new homes than are envisaged in the current plan. Our analysis has also shown that the current housing target was not exceptional compared to the East of England average.
- 9.43 In the future, Chelmsford may also be required to take a share of its neighbour's growth if Brentwood and Maldon cannot deliver sustainable housing growth and vice versa. However, a lot will change between now and 2021. This includes new Census data, several rounds of population projections and a number of General Elections. Even so, the

¹² 830 Dwellings.

evidence we have available today suggests the Council needs to start considering how to deliver sustained housing growth post 2021.

Heart of Essex Combined

- 9.44 The three authorities commissioned this work jointly to consider how best to set housing targets for the Heart of Essex and meet the (then emerging) duty to co-operate.
- 9.45 The study has found that together, the three authorities cannot meet the suggested level of demand for new homes in the area. A major obstacle to meeting demand is because Brentwood is constrained by the Green Belt and this limits the Borough's ability to deliver more new homes than the former RSS target. Then, there is limited scope for the other two districts to take some of this growth. This is partly because Chelmsford, the largest of the districts, already has an adopted plan, which is already challenging to deliver, and because Maldon cannot sensibly accommodate Brentwood's demand. Maldon is a very different district to Brentwood, geographically but also socially. Maldon is poorly connected to London and has historically attracted people at a later stage of their lives, whilst Brentwood housing demand is fuelled by young people and the Greater London economy.
- 9.46 Maldon also has difficulty meeting its own demand for new homes. While it has a potential supply of undesignated countryside land, there are a range of issues that constrain the ability of the land to be developed for housing. Large areas of greenfield land in the District are designated as environmentally important, or highly valued for agricultural use and amenity value by the local community. Flooding, highways, education and other infrastructure constraints across the District also make the development of greenfield land difficult. Due to the low housing target previously allocated to Maldon by the RSS, infrastructure providers have not planned to accommodate for a significantly higher level of new homes in the area. Further work by the Council has suggested that 200 dwellings per annum could be delivered with some known infrastructure upgrades. This is still fewer than local demand but well in excess of the former RSS housing target of 115 dwellings and the population stable scenario.
- 9.47 Assuming Chelmsford and Brentwood continue to deliver at a rate similar to the RSS, and Maldon promotes a new 200 dwelling per annum target there will still be a shortfall of some 600 households per annum compared to unconstrained demand in the Heart of Essex. This may need to be provided elsewhere.
- 9.48 This report has highlighted some key potential drawbacks of constrained housing targets, in terms of population profile and labour force. However, it is up to the districts themselves to balance these known issues with their wider plan priorities to arrive at a sustainable housing target.

APPENDIX 1

RAG Tables

Brentwood																												
Housing growth	250	500	750	1,000	1,250	1,500	1,750	2,000	2,250	2,500	2,750	3,000	3,250	3,500	3,750	4,000	5,000	6,000	7,000	8,000	9,000	10,000	11,000	12,000	13,000	14,000	15,000	16,000
Education																												
	Data source:	Essex CC, (2010) Essex School Organisation Plan (p86-87)																										
	Dates covered:	2008-2015																										
	Geographies covered:	Essex																										
	Commentary:	The number of surplus places in Brentwood is forecast to increase over the period of the Plan but this increase will mainly occur in schools in the rural areas. There is likely to be more pressure on schools in Brentwood town as the effects of new housing over the last few years at Warley Hospital and other locations is felt. One of the proposed growth options in the Core Strategy issues and options paper focuses new housing development at Brentwood, therefore, whilst there is a general surplus in school places across the whole borough, there is more pressure on schools in Brentwood and any increase in housing in the town may create a problem. This is the reason for the bar being orange - a barrier to development could arise depending on where housing development is focussed.																										
	Constraint mitigation:																											
Flood defence (coastal, fluvial, drainage)																												
	Data source:	Brentwood BC (2011) Brentwood Local Development Plan Consultation (17)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	River flooding is limited to areas adjacent to watercourses. Surface water flooding is not extensive but is a particular issue in places, e.g. parts of Ingatestone. The bar is green as flooding is not anticipated to be a barrier to housing development.																										
	Constraint mitigation:																											
	Data source:	Entec, (2011) Brentwood Level 1 Strategic Flood Risk Assessment (p16)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	Flood risk in Brentwood is not extensive and is largely limited to areas in very close proximity to local watercourses. Greatest risk of flooding potentially arises from surface water flooding in urban areas. There is capacity to use infiltration drainage techniques across the borough and their use is recommended. The bar is green as flooding is not anticipated to be a barrier to housing development.																										
	Constraint mitigation:																											
	Data source:	Entec (2011) Brentwood Scoping and Outline Water Cycle (pvii)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	Greatest risk of flooding potentially arises from surface water flooding in urban areas. There is capacity to use infiltration drainage techniques across the borough and their use is recommended. The bar is green as flooding is not anticipated to be a barrier to housing development.																										
	Constraint mitigation:																											
Roads																												
	Data source:	Core Strategy Issues and Options Paper (p34)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	"peak hour congestion occurs, particularly in Brentwood town centre and roads leading into the centre, and it is likely that the level of car ownership will continue to rise. Car travel is a major contributor to CO2 emissions and it is evident that peak hour traffic could increase significantly in the future without further investment in alternative modes of transport". The bar is orange as, depending on where housing development is focused, the current road system could become heavily congested.																										
	Constraint mitigation:	Investment in alternative modes of transport																										
	Data source:	Essex Transport Plan																										
	Dates covered:	n/a																										
	Geographies covered:	Essex																										
	Commentary:	General issues discussed in this document, along with investment priorities. There is little evidence in this document of specific barriers to growth created by transport.																										
	Constraint mitigation:																											
Rail																												
	Data source:	Core Strategy Issues and Options Paper (p34)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	Crossrail is coming to Shenfield in 2018. The Issues and Options Paper states that "Brentwood has good rail connections to London with rail stations at Brentwood, Shenfield, Ingatestone and West Horndon. However capacity at peak times is a concern. The proposed Crossrail link to Shenfield will increase capacity and further improve access to central London and Heathrow airport from Shenfield and Brentwood Stations". Whilst we have not seen specific evidence which relates passenger growth to increases in capacity, we would expect that any future rail constraints would have been picked up by the Issues and Options Paper. We have therefore assumed that there are no constraints to growth. The bar is therefore green.																										
	Constraint mitigation:	Proposed Crossrail link to Shenfield will increase capacity and further improve access to central London and Heathrow airport from Shenfield and Brentwood stations.																										
Electricity	No evidence																											
Gas	No evidence																											
Potable water																												
	Data source:	Entec (2011) Brentwood Scoping and Outline Water Cycle (pvi), Appendix E,																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	Essex is in an area of Serious Water Stress. The Water Cycle Study models looked at growth at the RSS review level and up to 20% higher. Water supply is not seen as a constraint to potential growth in Brentwood at the RSS review level (3,400 units minus 220 units overprovision), because of the investment in Abberton reservoir. Capacity at this level was available. Above this it is not possible to draw any conclusions.																										
	Constraint mitigation:	Two mitigations, as follows. A) Increasing the capacity of Abberton reservoir - planning permission has been granted for this scheme and funding has been approved. The construction of a raised reservoir began in Jan 2010 and is due to be completed by December 2012. B) Securing supplies through demand management.																										
Sewage																												
	Data source:	Brentwood BC (2011) Brentwood Local Development Plan Consultation (17)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	Doddinghurst and Ingatestone waste water treatment works are at capacity. This limits the scope for development in the north of the Borough.																										
	Constraint mitigation:																											
	Data source:	Entec (2011) Brentwood Scoping and Outline Water Cycle (pvii & p34)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	The Water Cycle Study models looked at growth at the RSS review level (3,400 units minus 220 units overprovision) and up to 20% higher. There is no capacity for growth at the wastewater treatment works (WwTW) in Doddinghurst and Ingatestone. This lack of capacity affects potential growth in Tipps Cross, Ingatestone Fryerning and Mountnessing Wards and the eastern half of Brizes and Doddinghurst Ward (including Kelvedon Hatch and Doddinghurst). The rest of the borough has capacity to support new development. The report also identified a need to increase treatment of sludge in the medium term (2010-2015). Given a) capacity constraints and Doddinghurst and Ingatestone, and b) the medium term requirement to increase sludge treatment, the bar is amber. The report also notes the poor water quality of the Borough's watercourses.																										
	Constraint mitigation:	Implementation of a Sustainable Sludge Strategy; exploration of Doddinghurst and Ingatestone capacity increases.																										
Waste																												
	Data source:	Essex CC & Southend BC (2011) Waste Development Document - Preferred Approach																										
	Dates covered:	2010-2031																										
	Geographies covered:	Essex, inc Brentwood borough																										
	Commentary:	Emerging policy does not identify any major issues in the provision of facilities for waste. New facilities need to be found, particularly for clinical waste treatment, but this is the purpose of the strategy. Funding not yet secured, hence an amber bar.																										
	Constraint mitigation:	None																										
Landscape, green belt, heritage, ecology, envirmnt																												
	Data source:	Chris Blandford Assocs (2006) Landscape Character Assessment (p23-25)																										
	Dates covered:	n/a																										
	Geographies covered:	Braintree, Brentwood, Chelmsford, Maldon and Uttlesford																										
	Commentary:	The report states that landscape character has had pressure put on it by urban development, housing and transport, traffic and roads over the years. The upgrading of the rail network and the building of new multi-modal transport interchanges may also create new types of pressure. The need/demand for new housing will also create pressure on the landscape character.																										
	Constraint mitigation:	Re-use of industrial sites and brownfield sites within the towns for development.																										
	Data source:	Brentwood BC (2011) Report on Neighbourhood Consultation Findings (p4)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	Whilst not a specific barrier to housing development, consultation shows these issues are very important to the local population. Green Belt is selected as a first, second or third priority for the largest number of respondents (911, 58%), followed by Protecting Local Character, Historic Buildings and Landscapes (687, 43%), Protecting Wildlife and Habitats (416,26%). The main reasons given by those who disagree with the housing target are concerns about infrastructure and transport, over-development and the need to protect the Green Belt and retain character and re-use existing buildings.																										
	Constraint mitigation:	n/a																										
Housing site availability (policy blind)																												
	Data source:	Atkins (2011) Statgic Housing Land Availability Assessment (p5)																										
	Dates covered:	n/a																										
	Geographies covered:	Brentwood																										
	Commentary:	The SHLAA states that there is a requirement for 3,400 new homes in the period 2011 to 2031 (RSS review). The bar is green for the first 10 years worth of housing, as there is adequate land to meet current and proposed housing requirements on brownfield sites for the first 9.9 years (we assume this equates to around 1,600 homes). However the bar turns amber after this period, as during the second 10 year period, other than a reliance on windfall sites, there would be a minimal amount of brownfield land to deliver the required housing (enough for 89 houses). The report states there is sufficient greenfield land available to meet housing requirements in the second ten year period; therefore some greenfield land may need to be released during this period. On past trends, 77 homes pa were delivered in Brentwood through windfall sites. This means that Brentwood may be able to use potentially unidentified sites for a portion of future housing growth. This may delay the need to build on greenfield sites, and so the green bar might move outward.																										
	Constraint mitigation:	Possible release of Greenfield sites unless other sites are identified or robust case made for taking into account windfalls																										

Maldon																												
Housing growth	250	500	750	1,000	1,250	1,500	1,750	2,000	2,250	2,500	2,750	3,000	3,250	3,500	3,750	4,000	5,000	6,000	7,000	8,000	9,000	10,000	11,000	12,000	13,000	14,000	15,000	16,000
Education																												
	Data source:	Maldon DC, Maldon Education Analysis Excel spreadsheet																										
	Dates covered:	2011-2028																										
	Geographies covered:	Maldon district																										
	Description:	Assessment of pupil forecasts from growth expected in the LDF, set against existing capacity at primary and secondary schools in the district, as well as EY&C provision.																										
	Commentary:	Small deficit in Early Years & Childcare but not significant. Deficit in primary school provision in Heybridge to be addressed by expanding school. Deficit at one The Plume secondary school expected to emerge with forecast growth. There is no evidence about exactly when capacity at The Plume will be reached. We have assumed at this point will be reached after 1,500 homes but this would need reconfirmation by more detailed work.																										
	Constraint mitigation:	Expansion of existing provision																										
	Data source:	Essex CC (2011) Commissioning School Places in Essex, 2011-2016																										
	Dates covered:	2011-2016																										
	Geographies covered:	Maldon district																										
	Description:	The document sets out the requirement for places in maintained primary and secondary schools until 2016, and identifies the areas where providers will need to match supply with demand.																										
	Commentary:	No deficits identified																										
	Constraint mitigation:	None required																										
Flood defence (coastal, fluvial, drainage)																												
	Data source:	Scott Wilson, (2008) Strategic Flood Risk Assessment - Maldon appendix (pp2-5)																										
	Dates covered:	2008-2021																										
	Geographies covered:	Maldon district																										
	Description:	Assessment of the main flooding risks in the district, focusing on the areas most likely to be planned for development through the LDF. Part of a wider study of the Mid-Essex authorities which includes, Maldon, Chelmsford, Colchester and Braintree.																										
	Commentary:	The current standard of the defences is below the minimum recommended standard of 1 in 200 year. The main areas considered at risk are those adjacent to the River Crouch (such as Burnham-on-Crouch and North Fambridge) as well as areas on the River Blackwater such as Maldon (in particular the Heybridge Basin and the Causeway). Development in greenfield areas, e.g. urban extensions, will require significant efforts in order to attenuate surface water runoff. Developments on predominantly brownfield land have a good opportunity to improve the existing situation and relieve some of the flood related pressures on either the relevant watercourse or drainage system. Not clear how this is to be addressed, hence the amber bar covering the majority of development.																										
	Constraint mitigation:	Provision of further flood alleviation measures at appropriate points on water courses. Require appropriate provision of SuDS and techniques to ensure reduction in water use.																										
Roads																												
	Data source:	Maldon DC (Apr 2011) District Infrastructure Schedule - DRAFT																										
	Dates covered:	2011-2028																										
	Geographies covered:	Maldon district																										
	Description:	Assessment of infrastructure needs, costs and funding which will be part of a wider PPS12-requirement for infrastructure planning to inform the emerging Core Strategy.																										
	Commentary:	Only a draft document so subject to change. Identifies various mitigation schemes and access improvements to deliver RSS requirements. Underpinned partly by draft Mouchel study (see below). A small amount of growth can happen without improvements, hence the green bar which reflects a judgment on what this level might be. Uncertainty over how these issues will be delivered/funded, hence the amber bar.																										
	Constraint mitigation:	Provision of additional capacity and improvements to existing infrastructure.																										
	Data source:	Mouchel (2010) Assessment of Impact of Potential Core Strategy Sites on Existing Junctions - DRAFT																										
	Dates covered:	2010-2026																										
	Geographies covered:	Maldon/Heybridge, Burnham-on-Crouch, Southminster																										
	Description:	Study to establish existing traffic data sources at key junctions, followed by junction model construction, assessment and identification of any mitigation measures required. This is in respect of key junctions in Maldon/Heybridge, Burnham and Southminster where growth is expected to occur.																										
	Commentary:	This report assessed up to 3000 units. Development of the previously emerging LDF would serve to create unacceptable levels of congestion on 5 modelled junctions in Maldon/Heybridge and 1 junction in Burnham-on-Crouch. Solutions were possible to mitigate these impacts in all cases. The sensitivity tests showed that additional housing on top of the LDF proposal would put more pressure these junctions but would not result in further junctions becoming over capacity. More recent analysis by ECC however, has shown that some junctions were too constrained for any significant improvement; the remainder either were capable of supporting additional capacity through improvements or had spare capacity. So the scale of the issues are location-dependent. Uncertainty over how the solutions will be delivered/funded, hence the amber bar.																										
	Constraint mitigation:	Junction improvements to be put in place.																										
Rail																												
	Data source:	Maldon DC (Apr 2011) District Infrastructure Schedule - DRAFT																										
	Dates covered:	2011-2028																										
	Geographies covered:	Maldon district																										
	Description:	Assessment of infrastructure needs, costs and funding which will be part of a wider PPS12-requirement for infrastructure planning to inform the emerging Core Strategy.																										
	Commentary:	Only a draft document so subject to change. Capacity exists to deliver RSS numbers. After the RSS housing number is delivered, then investment could be required which does not have a clear delivery/funding strategy, hence the amber bar past the RSS housing number. The total amount of growth beyond the RSS requirements and the associated requirements are not clearly defined, so the amber bar represents an indicative judgement.																										
	Constraint mitigation:	Provision of additional capacity.																										
Electricity	No evidence																											
Gas	No evidence																											
Potable water																												
	Data source:	Maldon DC (Apr 2011) District Infrastructure Schedule - DRAFT / Essex & Suffolk Water (2010) Final Water Resources Management Plan, 2010-2035																										
	Dates covered:	2011-2028 (Draft Infrastructure Schedule) / 2010-2035 (Water Resources Management Plan)																										
	Geographies covered:	Maldon district																										
	Description:	The Water Resources Management Plan is a statutory duty of each waste water provider to produce. It identifies how it intends to invest in the waste water network and how it will address the changing needs for waste water in its area.																										
	Commentary:	Infrastructure Schedule is only a draft document so subject to change. The document identifies that the Abberton Reservoir Enhancement Scheme will secure additional water resources in view of population growth and climate change. This is underpinned by the Essex & Suffolk Water Management Plan which states that this will provide sufficient water to support identified growth. The construction of this is underway, hence the green bar to reflect the delivery of required infrastructure.																										
	Constraint mitigation:	Currently being provided																										
Sewage																												
	Data source:	Entec (2010) Maldon Scoping Water Cycle Study																										
	Dates covered:	2011-2028																										
	Geographies covered:	Maldon district																										
	Description:	Evidence base requirement for the local authority to produce a plan identifying water and waste water needs to accommodate proposed growth over the LDF period. This includes an understanding of existing capacity and potential needs in terms of new infrastructure to accommodate growth.																										
	Commentary:	9 of the 14 WwTWs are at capacity and Anglian Water has not budgeted in current Asset Management Plan (AMP) period to 2015 for further investment, so expansion which was not scheduled into a future AMP would need to be paid for by developer contributions. Certain locations would involve expensive solutions, due to the distance from existing WwTWs. No guarantee whether funding will enable full expansion of capacity, hence the amber bar.																										
	Constraint mitigation:	Expand capacity at WwTWs.																										
	Data source:	Maldon DC (Apr 2011) District Infrastructure Schedule - DRAFT																										
	Dates covered:	2011-2028																										
	Geographies covered:	Maldon district																										
	Description:	Assessment of infrastructure needs, costs and funding which will be part of a wider PPS12-requirement for infrastructure planning to inform the emerging Core Strategy.																										
	Commentary:	Only a draft document so subject to change. Schedule does not identify needs arising from growth, so an amber bar reflects the expectation that there will be requirements that will need funding.																										
	Constraint mitigation:	Provision of additional capacity.																										
Waste																												
	Data source:	Maldon DC (Apr 2011) District Infrastructure Schedule - DRAFT																										
	Dates covered:	2011-2028																										
	Geographies covered:	Maldon district																										
	Description:	Assessment of infrastructure needs, costs and funding which will be part of a wider PPS12-requirement for infrastructure planning to inform the emerging Core Strategy.																										
	Commentary:	Only a draft document so subject to change. Identifies new capital requirements but no information on when this is needed. Assessment has therefore made a judgment that no new waste provision is needed for the first 1,000 dwellings, hence the green bar. After this, new provision is needed to deliver the RSS dwelling requirement, hence the amber bar.																										
	Constraint mitigation:	Provision of additional capacity.																										
Landscape, green belt, heritage, ecology, environment																												
	Data source:	Essex Landscape Design (2010) Landscape and Visual Impact Assessment																										
	Dates covered:	2011-2026+																										
	Geographies covered:	Maldon, Southminster and Burnham-on-Crouch																										
	Description:	Qualitative assessment of the landscape sensitivity of areas where sites could be developed on the edge of Maldon, Southminster and Burnham. This includes a comparative assessment of sites, along with advice on how impacts can be mitigated.																										
	Commentary:	Greenfield sites around the edges of the three towns were assessed for potential landscape impact of development. The Study was used to assess whether sites totalling 6,375 dwellings 2011-26 could be delivered on greenfield sites across the three towns. - 14 of 15 sites in Maldon assessed as moderately to highly adverse landscape impact. 6 sites are categorically considered to have no prospects of mitigating against landscape and visual impacts. - 6 of 12 sites in Southminster assessed as moderately to highly adverse landscape impact. 1 site is categorically considered to have no prospects of mitigating against landscape and visual impacts. - 4 of 7 sites in Burnham-on-Crouch assessed as moderately to highly adverse landscape impact. 3 sites are categorically considered to have no prospects of mitigating against landscape and visual impacts. We are uncertain as to whether there is sufficient capacity on sites where landscape impacts can be appropriately mitigated against, hence the red bar.																										
	Constraint mitigation:	Appropriate planting and screening																										
	Data source:	Chris Blandford Assocs (2006) Landscape Character Assessment, p191 onwards																										
	Dates covered:	2006 onwards																										
	Geographies covered:	Maldon district																										
	Description:	The study provides a baseline inventory of the landscape character of the district. It also sets out recommendations on actions to conserve and enhance landscape character.																										
	Commentary:	Most areas have high sensitivity to change. Of the areas assessed in other evidence as having some theoretical potential to accommodate growth (based on other criteria), the northern edge of Burnham-on-Crouch has only moderate sensitivity to change and the western edge of Maldon has relatively high sensitivity to change.																										
	Constraint mitigation:	Difficult to mitigate against if any development is to be accommodated in areas of high sensitivity to change.																										

Maldon (cond)																												
Housing growth	250	500	750	1,000	1,250	1,500	1,750	2,000	2,250	2,500	2,750	3,000	3,250	3,500	3,750	4,000	5,000	6,000	7,000	8,000	9,000	10,000	11,000	12,000	13,000	14,000	15,000	16,000
Housing site availability (policy blind)																												
Data source:	Maldon DC (Nov 2010) Maldon Strategic Housing Land Availability Assessment - DRAFT																											
Dates covered:	2011-2026+																											
Geographies covered:	Maldon district																											
Description:	Evidence base assessment of the potential of land in the district to accommodate housing. This informs the housing targets and also whether the district will deliver its 5-, 10- and 15-year housing targets.																											
Commentary:	The SHLAA is only a draft document so is subject to change. In summary, the draft identifies sufficient theoretical total capacity to deliver the RSS housing requirement, hence the amber bar.																											
Constraint mitigation:	On a site-by-site basis																											

Chelmsford Housing growth																												
	250	500	750	1,000	1,250	1,500	1,750	2,000	2,250	2,500	2,750	3,000	3,250	3,500	3,750	4,000	5,000	6,000	7,000	8,000	9,000	10,000	11,000	12,000	13,000	14,000	15,000	16,000
Education																												
Data source:	Essex CC, (2010) Essex School Organisation Plan (p73)																											
Dates covered:	2010-2015																											
Geographies covered:	Chelmsford borough																											
Description:	The document sets out the requirement for places in maintained primary and secondary schools until 2015, and identifies the areas where providers will need to match supply with demand.																											
Commentary:	Primary schools saw a surplus places in certain areas, although this was forecast to fall and potentially be in deficit with new housing being delivered over the period. In such cases, new primary schools have been proposed to address the major growth needs, including to support greenfield allocations at North Chelmsford. Secondary schools were much closer to capacity but were able to accommodate proposed growth. The only exception is the need for a proposed new secondary school in North Chelmsford which would address the need stemming from the major greenfield allocations there. Support for growth in Chelmsford Town Centre to require increased capacity at schools outside the AAP area, but not requiring significant levels of new capacity. Document does not identify requirements to support growth over full life of Core Strategy, so RAG assessment only addresses identified needs of NE Chelmsford and Chelmsford Town Centre growth. Relative clarity over how needs will be addressed, hence green bar.																											
Constraint mitigation:	None																											
Data source:	RTP, (2010) North Chelmsford Infrastructure & Viability Study (pp7-12)																											
Dates covered:	2011-2021+																											
Geographies covered:	North Chelmsford																											
Description:	Study to assess the infrastructure needs arising from the proposals for major greenfield development at NE Chelmsford. This included an understanding of how this was going to be funded and implications for phasing.																											
Commentary:	3 new primary schools (with associated Early Years and Childcare) and 1 new secondary school required to support 4,000 dwelling growth at North East Chelmsford. For North West Chelmsford, an expanded and relocated primary school is needed in Broomfield, Each school required by a particular trigger point, with the first in 2012/13. The need for supporting infrastructure is well understood and plans are advanced. We are therefore confident that this infrastructure can be delivered, hence the green bar.																											
Constraint mitigation:	Provision of new school.																											
Flood defence (coastal, fluvial, drainage)																												
Data source:	Scott Wilson, (2008) Strategic Flood Risk Assessment - Chelmsford appendix (pp2-5)																											
Dates covered:	2008-2021																											
Geographies covered:	Chelmsford borough																											
Description:	Assessment of the main flooding risks in the district, focusing on the areas most likely to be planned for development through the LDF. Part of a wider study of the Mid-Essex authorities which includes, Maldon, Chelmsford, Colchester and Braintree.																											
Commentary:	Flood defences need to be improved to accommodate proposed development in and around Chelmsford urban area, much of which is in flood zones 2 and 3. The proposed flood alleviation scheme (with a proposed Flood Storage Area on the River Wid) has funding secured through a range of sources. Future growth would require the same defence strategies to properly alleviate against possible flooding in zones of higher risk. Uncertainty over funding and extent of growth that can be accommodated without further improvements on River Chelmer, hence an amber bar. However, the point at which the amber bar starts (i.e. at 2,750 dwellings) is not identified. Provision of further flood alleviation measures at appropriate points on water courses																											
Constraint mitigation:	Provision of further flood alleviation measures at appropriate points on water courses																											
Roads																												
Data source:	RTP (2010) North Chelmsford Infrastructure & Viability Study (pp7-12)																											
Dates covered:	2011-2021+																											
Geographies covered:	North Chelmsford																											
Description:	Study to assess the infrastructure needs arising from the proposals for major greenfield development at NE Chelmsford. This included an understanding of how this was going to be funded and implications for phasing.																											
Commentary:	A distributor road is required to serve the 4,000 dwelling development and also to provide improved access generally. Improvements are also needed to the Boreham Interchange to allow access off the A12, and also to the bridge over the railway, which will serve development in this location. This will be funded mainly through developer contributions which are close to being secured, hence a green bar up to 4,000 dwellings.																											
Constraint mitigation:	Development of distributor road, improvements to Boreham Interchange including replacement bridge over railway																											
Data source:	Mouchel Parkman, (2005) Chelmsford North East Study Stage 0 Report (p33)																											
Dates covered:	2005-2021																											
Geographies covered:	North East Chelmsford																											
Description:	Study to assess the potential traffic and transportation problems that could arise from growth in North East Chelmsford. This then informed the allocation of land at NE Chelmsford for growth in the LDF.																											
Commentary:	The report states that future housing developments will undoubtedly add significantly more pressure on an already struggling network. This relates to the development identified in the Core Strategy and appropriate measures have subsequently been identified. The study identifies the north Chelmsford area, with the A12/A130 Boreham Interchange and surrounding roads as the area of greatest stress. However, improvements to the Boreham Interchange are aligned with the delivery of the distributor road, so will be addressed. The report states that there is a separate need for a potential NE Bypass that would connect strategic traffic up from the A12 to the A130, to alleviate other routes for local access. This would certainly be needed to accommodate growth above that in the Core Strategy. This could be extremely costly and there could be configuration constraints. Given this uncertainty, there is a red bar.																											
Constraint mitigation:	Improvements to Boreham Interchange (as part of NE Chelmsford development) / provision of NE Bypass to accommodate longer term growth.																											
Data source:	CBC (2008) Chelmsford Core Strategy (p74)																											
Dates covered:	2011-2021+																											
Geographies covered:	Chelmsford TC																											
Description:	Core document within LDF																											
Commentary:	Enhancements needed to existing road network to support growth - Army & Navy Roundabout improvements, Chelmsford Eastern Gateway, Chelmer Road Viaduct (although the latter now has planning permission). Funding not yet secured for the first two items, hence an amber bar for a significant proportion of growth. Given the certainty over the delivery of the Chelmer Road Viaduct, a judgement has been made about a proportion of growth that has no issues, hence a green bar. For the remaining growth, there is some uncertainty about delivery, hence an amber bar.																											
Constraint mitigation:	Providing identified improvements																											
Rail																												
Data source:	CBC (2008) Chelmsford Core Strategy (p74)																											
Dates covered:	2011-2021+																											
Geographies covered:	Chelmsford TC																											
Description:	Core document within LDF																											
Commentary:	Improvements to railway station capacity and interchange is required to support the 2,000 dwelling growth proposed in the town centre. Likely to be funded through developer contributions, hence an amber bar for the higher levels of development.																											
Constraint mitigation:	Improvements to existing station facilities																											
Data source:	Network Rail (2007) Greater Anglia Route Utilisation Strategy, p.139																											
Dates covered:	2007-2021																											
Geographies covered:	Chelmsford borough																											
Description:	This seeks to balance supply and demand and set out the longer term vision for improvements across the network. It considers existing capacity, infrastructure capability and train operations, followed by forecasting future demand and providing recommendations as to how this should best be accommodated.																											
Commentary:	RSS housing and employment requirements can be met up to 2021 through the provision of additional trains on the network serving Chelmsford and through new rolling stock having greater number of seats. Indeed, the strategy states that it is robust to higher growth than predicted, with Crossrail providing potential benefits across the wider network. Given this, there is an amber bar although the amount of growth over and above the remaining Core Strategy dwelling requirement is not definitive. Therefore, a judgement has been made as to how far the amber bar extends.																											
Constraint mitigation:	Provide new rolling stock and increase capacity on existing.																											
Data source:	RTP, (2010) North Chelmsford Infrastructure & Viability Study (pp7-12)																											
Dates covered:	2011-2021+																											
Geographies covered:	North Chelmsford																											
Description:	Study to assess the infrastructure needs arising from the proposals for major greenfield development at NE Chelmsford. This included an understanding of how this was going to be funded and implications for phasing.																											
Commentary:	The report indicates that there is sufficiency capacity at the station to deal with growth until approximately half the dwellings at North Chelmsford have been built out. We have assumed that this is at around 1,500 dwellings, hence the green bar turning amber. After that point, a new railway station is required to support both the 4,000 dwellings and the 40,000m ² of commercial floorspace proposed. The report is not clear how this will be funded hence an amber bar.																											
Constraint mitigation:	Delivery of railway station																											
Electricity																												
Data source:	RTP, (2010) North Chelmsford Infrastructure & Viability Study (pp7-12)																											
Dates covered:	2011-2021+																											
Geographies covered:	North Chelmsford																											
Description:	Study to assess the infrastructure needs arising from the proposals for major greenfield development at NE Chelmsford. This included an understanding of how this was going to be funded and implications for phasing.																											
Commentary:	Potential need to carry out major expansion of capacity in the electricity network as proposed growth at NE Chelmsford gets near to 4,000 dwellings. New primary substation needed and expansion of 33kV network. Likely to be funded through developer contributions and by the utilities provider, but has not yet been secured, hence an amber bar.																											
Constraint mitigation:	New primary substation and expansion of 33kV network																											
Gas																												
Data source:	RTP, (2010) North Chelmsford Infrastructure & Viability Study (pp7-12)																											
Dates covered:	2011-2021+																											
Geographies covered:	North Chelmsford																											
Description:	Study to assess the infrastructure needs arising from the proposals for major greenfield development at NE Chelmsford. This included an understanding of how this was going to be funded and implications for phasing.																											
Commentary:	No identified issues in providing for 4,000 dwellings at NE Chelmsford																											
Constraint mitigation:	None																											
Potable water																												
Data source:	RTP, (2010) North Chelmsford Infrastructure & Viability Study (pp7-12)																											
Dates covered:	2011-2021+																											
Geographies covered:	North Chelmsford																											
Description:	Study to assess the infrastructure needs arising from the proposals for major greenfield development at NE Chelmsford. This included an understanding of how this was going to be funded and implications for phasing.																											
Commentary:	Network reinforcement needed after 700 dwellings are built but this is already being addressed.																											
Constraint mitigation:	None																											
Data source:	Halcrow Group, (2010) Chelmsford Water Cycle Study - Phase 1																											
Dates covered:	2011 - 2021																											
Geographies covered:	Chelmsford borough																											
Description:	Evidence base requirement for the local authority to produce a plan identifying water and waste water needs to accommodate proposed growth over the LDF period. This includes an understanding of existing capacity and potential needs in terms of new infrastructure to accommodate growth.																											
Commentary:	Essex and Suffolk Water has stated that it is confident that it can maintain supplies into the future such that water resource availability will not be a constraint to development within borough. However, water resources in the region are classified as being over abstracted and options for reducing the impact of proposed developments on water resources have been presented. Given that existing water resources are already stressed the report recommends that Chelmsford Borough Council requires developers to build to a minimum standard of CSH level 3.																											
Constraint mitigation:	Developments built to increasing standards of efficiency																											

Chelmsford (cond)																												
Housing growth	250	500	750	1,000	1,250	1,500	1,750	2,000	2,250	2,500	2,750	3,000	3,250	3,500	3,750	4,000	5,000	6,000	7,000	8,000	9,000	10,000	11,000	12,000	13,000	14,000	15,000	16,000
	<p>Data source: Halcrow Group, (2011) Chelmsford Water Cycle Study - Phase 2</p> <p>Dates covered: 2011 - 2021</p> <p>Geographies covered: Chelmsford borough</p> <p>Description: Evidence base requirement for the local authority to produce a plan identifying water and waste water needs to accommodate proposed growth over the LDF period. This includes an understanding of existing capacity and potential needs in terms of new infrastructure to accommodate growth.</p> <p>Commentary: Further growth beyond that in the Core Strategy would likely require expansion of the Abberton Reservoir, which would be possible. Beyond that, only network upgrades would be required. Not clear how this would be funded, hence an amber bar.</p> <p>Constraint mitigation: Expansion of capacity.</p>																											
Sewage																												
	<p>Data source: RTP, (2010) North Chelmsford Infrastructure & Viability Study (pp7-12)</p> <p>Dates covered: 2011-2021+</p> <p>Geographies covered: North Chelmsford</p> <p>Description: Study to assess the infrastructure needs arising from the proposals for major greenfield development at NE Chelmsford. This included an understanding of how this was going to be funded and implications for phasing.</p> <p>Commentary: Expansion of Chelmsford WwTW, which serves the area, is required. This is planned for as part of AAP and has been identified for funding in Anglian Water's Asset Management Plan (AMP5). No spare capacity in the sewer network available so a strategic sewer solution is needed for NE Chelmsford. Funding has not secured for this, hence amber bar.</p> <p>Constraint mitigation: Provide strategic sewer solution and expand existing WwTW.</p>																											
	<p>Data source: Halcrow Group, (2010) Chelmsford Water Cycle Study - Phase 1</p> <p>Dates covered: 2011 - 2021</p> <p>Geographies covered: Chelmsford borough</p> <p>Description: Evidence base requirement for the local authority to produce a plan identifying water and waste water needs to accommodate proposed growth over the LDF period. This includes an understanding of existing capacity and potential needs in terms of new infrastructure to accommodate growth.</p> <p>Commentary: The WCS identified no ultimate environmental constraints to growth within the borough. Technical solutions are required to address needs at North Chelmsford but nothing that causes problems.</p> <p>Constraint mitigation:</p>																											
	<p>Data source: Halcrow Group, (2011) Chelmsford Water Cycle Study - Phase 2</p> <p>Dates covered: 2011 - 2021</p> <p>Geographies covered: Chelmsford borough</p> <p>Description: Evidence base requirement for the local authority to produce a plan identifying water and waste water needs to accommodate proposed growth over the LDF period. This includes an understanding of existing capacity and potential needs in terms of new infrastructure to accommodate growth.</p> <p>Commentary: The constraint is capacity at the Chelmsford WwTW, which is capable of being expanded. A strategic sewer solution is required for growth at NE Chelmsford and sewer upgrades are required to accommodate any growth in Chelmsford Town Centre. The potential to physically expand other, smaller WwTWs is not known, although the disused Hatfield Peveler WwTW could be brought back into commission. Uncertainty over funding, hence an amber bar.</p> <p>Constraint mitigation:</p>																											
Waste																												
	<p>Data source: Essex CC (2001) Essex and Southend Waste Local Plan</p> <p>Dates covered: 1997-2010</p> <p>Geographies covered: Essex, inc Chelmsford borough</p> <p>Description: Statutory plan setting out the needs to provide for waste and the potential locations for facilities. This document is dated so does not address needs coming through adopted or emerging LDFs.</p> <p>Commentary: Dated policy, but does not identify any issues in the provision of facilities for waste. The bar is coloured green up to 1,750 because at the time of writing this growth had no problems in being supported. Beyond this point the plan did not give an explicit view, but there were no objections to the plan adopted, so we assume that the waste provision is sufficient to accommodate Core Strategy requirements.</p> <p>Constraint mitigation: None</p>																											
	<p>Data source: Essex CC & Southend BC (2011) Waste Development Document - Preferred Approach</p> <p>Dates covered: 2010-2031</p> <p>Geographies covered: Essex, inc Chelmsford borough</p> <p>Description: Emerging stage of the statutory plan setting out the needs to provide for waste and the potential locations for facilities.</p> <p>Commentary: Emerging policy does not identify any major issues in the provision of facilities for waste. New facilities need to be found, particularly for clinical waste treatment, but this is the purpose of the strategy. Funding not yet secured, hence an amber bar. The work runs to 2031, and so the work suggests that capacity exists beyond the currently planned housing number. This is a cross-border facility, so capacity to cope with Chelmsford's growth would also depend on growth in neighbouring boroughs. We have assumed for this exercise that there is capacity for up to 16,000 new housing units in Chelmsford, but this would need to be confirmed by future work.</p> <p>Constraint mitigation: None</p>																											
Landscape, green belt, heritage, ecology, envirmnt																												
	<p>Data source: Chris Blandford Assocs (2006) Landscape Character Assessment, p139-189</p> <p>Dates covered: 2006 onwards</p> <p>Geographies covered: Chelmsford borough</p> <p>Description: The study provides a baseline inventory of the landscape character of the district. It also sets out recommendations on actions to conserve and enhance landscape character.</p> <p>Commentary: Most parts of the borough have high sensitivity to change. One third of the borough's area is green belt. The only notable exceptions which are comparatively less sensitive are the Pleshey Farmland Plateau (wedge spreading north west from town) and Writtle Farmland Plateau (wedge spreading west from town) which have moderate sensitivity to change. Development in adopted Core Strategy has been steered away from areas with high sensitivity to change. There is scope to deliver planned Core Strategy housing growth. However, there is no capacity limit identified for growth beyond the Core Strategy, hence an amber bar after the Core Strategy housing numbers have been delivered.</p> <p>Constraint mitigation: Difficult to mitigate against if any development is to be accommodated in areas of high sensitivity to change.</p>																											
Housing site availability (policy blind)																												
	<p>Data source: Chelmsford BC (2011/12) Strategic Housing Land Availability Assessment and Annual Monitoring Report 2010 (pp17-18)</p> <p>Dates covered: 2011-2026</p> <p>Geographies covered: Chelmsford borough</p> <p>Description: Evidence base assessment of the potential of land in the district to accommodate housing. This informs the housing targets and also whether the district will deliver its 5-, 10- and 15-year housing targets.</p> <p>Commentary: SHLAA not yet published. However, adopted Core Strategy has been found sound and demonstrates that the remainder of the 16,000 RSS dwelling requirement to 2021 (approx 10,000 dwellings) can be delivered. 2010 AMR shows that approximately 1,250 of these are either existing commitments or straightforward small sites that can be delivered in the first 5 years. After this, a further 1,000 dwellings can be delivered without major infrastructure needs in years 6-10. After this, additional infrastructure is needed, not all of which has been secured, hence the amber bar.</p> <p>Constraint mitigation:</p>																											

APPENDIX 2

Sustainability Tables

Population Stable Scenario

	Brentwood	Commentary
<i>Target for testing (households per annum)</i>	107	
<i>Target for testing (households - 23 years)</i>	2,461	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		<i>Low workforce puts little pressure on local employment market, but limited potential for economic expansion</i>
Prosperous - maintain/grow workforce		<i>Workforce falls slightly</i>
Environmental		
Reducing fossil fuel consumption/adapting to climate change		<i>Low growth, principally on brownfield sites in existing centres, creates little additional fossil fuel consumption</i>
Protecting environmental assets - landscape/ecology		<i>Low growth, principally on brownfield sites in existing centres, places little pressure on landscape or ecology</i>
Preventing urban sprawl - green belt / greenfield		<i>No need to use green belt land</i>
Social		
Quality of life - decent and affordable homes available for all		<i>Little scope for new homes for existing residents wishing to move within Brentwood. Also, limited scope to provide affordable homes and homes suitable for the ageing population</i>
Vibrant centres - reasonable access to services appropriate to that centre		<i>Service provision in some areas is limited and a small or declining population is partly responsible. This scenario may worsen this position.</i>
Infrastructure		
Education		<i>Fewer children to support schools in rural areas (although most growth in urban areas), which may result in closures. Result could be increasing travel times for remaining children.</i>
Flooding		<i>No issues expected for this scale of growth</i>
Road transport		<i>Growth in urban areas will increase congestion, but low growth will minimise this</i>
Rail transport		<i>Proposed increases to rail provision (including Crossrail) will provide sufficient capacity</i>
Utilities		<i>Waste water is an issue but solutions are available without compromising sustainability</i>

	Chelmsford	Commentary
Target for testing (households per annum)	388	
Target for testing (households - 23 years)	8,924	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		Lower levels of growth will not create critical mass to attract new commercial development (in a competitive SE market) and new businesses.
Prosperous - maintain/grow workforce		Workforce will fall and therefore fail to facilitate growth and support Chelmsford's role as a regional centre.
Environmental		
Reducing fossil fuel consumption/adapting to climate change		Growth can be focussed in main centres at comparatively higher densities, particularly Chelmsford, minimising travel and associated fossil fuel use.
Protecting environmental assets - landscape/ecology		Growth can be focussed in main centres so minimising environmental impacts
Preventing urban sprawl - green belt / greenfield		No need to use green belt land
Social		
Quality of life - decent and affordable homes available for all		Range of housing may be more limited, which could hinder residential markets. Less potential to address affordable housing needs, although needs of ageing population may be well met through provision of smaller units in better serviced, urban areas.
Vibrant centres - reasonable access to services appropriate to that centre		Focus in Chelmsford will mean good access to full range of services
Infrastructure		
Education		No problems envisaged with the level of education provision required, mostly focused in urban areas where education provision is more viable..
Flooding		No problems envisaged at this scale of growth.
Road transport		No problems envisaged at this scale of growth.
Rail transport		Proposed increases to rail provision (including Crossrail) will provide sufficient capacity
Utilities		No problems envisaged at this scale of growth.

	Maldon	Commentary
Target for testing (households per annum)	388	Development mostly on brownfield sites in the existing centres
Target for testing (households - 23 years)	8,924	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		Declining workforce puts no pressure on local employment market, but also has the effect of contracting the local economy
Prosperous - maintain/grow workforce		Steeply declining workforce which will have direct and indirect impacts on the local economy
Environmental		
Reducing fossil fuel consumption/adapting to climate change		Low growth, with use of sites in or adjacent to existing centres, creates little additional fossil fuel consumption
Protecting environmental assets - landscape/ecology		Low growth, with use of sites in or adjacent to existing centre, puts little pressure on environmental assets
Preventing urban sprawl - green belt / greenfield		No green belt. Some greenfield land used but, given the low requirement, can be delivered using small sites.
Social		
Quality of life - decent and affordable homes available for all		Little scope for new homes for existing residents wishing to move within Maldon. Also, limited scope to provide affordable homes and homes suitable for the ageing population
Vibrant centres - reasonable access to services appropriate to that centre		Service provision in many areas is poor and a small or declining population is partly responsible. This scenario may worsen this position.
Infrastructure		
Education		Many fewer children to support schools. Much more difficult to provide schools serving the whole LPA area, particularly secondary schools. Result could be increasing travel times for remaining children.
Flooding		Predominantly greenfield growth will help to minimise flood-related pressures
Road transport		Minimal improvements needed to avoid potential congestion issues
Rail transport		Rail expansion unlikely to be feasible at low levels of growth. Also a risk that patronage will decline as workforce falls.
Utilities		No significant issues identified

Workforce Stable Scenario

	Brentwood	Commentary
<i>Target for testing (households per annum)</i>	125	
<i>Target for testing (households - 23 years)</i>	2,873	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		<i>Low workforce puts little pressure on local employment market, but limited potential for economic expansion</i>
Prosperous - maintain/grow workforce		<i>Workforce remains broadly stable</i>
Environmental		
Reducing fossil fuel consumption/adapting to climate change		<i>Low growth, principally on brownfield sites in existing centres, creates little additional fossil fuel consumption</i>
Protecting environmental assets - landscape/ecology		<i>Low growth, principally on brownfield sites in existing centres, places little pressure on landscape or ecology</i>
Preventing urban sprawl - green belt / greenfield		<i>No need to use green belt land</i>
Social		
Quality of life - decent and affordable homes available for all		<i>Little scope for new homes for existing residents wishing to move within Brentwood. Also, limited scope to provide affordable homes and homes suitable for the ageing population</i>
Vibrant centres - reasonable access to services appropriate to that centre		<i>Service provision in some areas is limited and a small or declining population is partly responsible. This scenario may worsen this position.</i>
Infrastructure		
Education		<i>Fewer children to support schools in rural areas (although most growth in urban areas), which may result in closures. Result could be increasing travel times for remaining children.</i>
Flooding		<i>No issues expected for this scale of growth</i>
Road transport		<i>Growth in urban areas will increase congestion, but low growth will minimise this</i>
Rail transport		<i>Proposed increases to rail provision (including Crossrail) will provide sufficient capacity</i>
Utilities		<i>Waste water is an issue but solutions are available without compromising sustainability</i>

	Chelmsford	Commentary
Target for testing (households per annum)	547	
Target for testing (households - 23 years)	12,589	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		No growth in workforce could mean that Chelmsford struggles to maintain its position as a leading regional centre which can attract investment and jobs.
Prosperous - maintain/grow workforce		No increase in workforce, so Chelmsford unable to meet its economic objectives. However, this is unlikely to have an unduly negative impact on prosperity.
Environmental		
Reducing fossil fuel consumption/adapting to climate change		Continuation of growth beyond existing LDF period could require further greenfield sites, which may require further road-based capacity increases. This would have some impact on carbon emissions.
Protecting environmental assets - landscape/ecology		Continuation of growth beyond existing LDF period could require further greenfield sites, which may have an impact on landscape and possibly ecology.
Preventing urban sprawl - green belt / greenfield		Continuation of growth beyond existing LDF period could require further greenfield sites, which may need to be on green belt land. If not, then Chelmsford's growth will continue to be skewed to the north of the town.
Social		
Quality of life - decent and affordable homes available for all		Some scope for a range of housing to meet needs. This would include reasonable levels of affordable housing and housing for the ageing population.
Vibrant centres - reasonable access to services appropriate to that centre		Focus in Chelmsford will mean good access to full range of services.
Infrastructure		
Education		No problems envisaged with the level of education provision required, mostly focused in urban areas where education provision is more viable..
Flooding		Flood defences will need to be improved, but not thought likely to be a significant issue that cannot reasonably be addressed.
Road transport		With this growth up to 2031, strategic improvements such as a NE Bypass likely to be needed. There would be a question mark over the funding/delivery of such schemes.
Rail transport		Proposed increases to rail provision (including Crossrail) will provide sufficient capacity
Utilities		Capacity increases will be required, but not thought likely to be a significant issue that cannot reasonably be addressed.

	Maldon	Commentary
<i>Target for testing (households per annum)</i>	263	
<i>Target for testing (households - 23 years)</i>	6,051	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		Limited additional job opportunities as economy of centres in Maldon remains stable.
Prosperous - maintain/grow workforce		Workforce remains stable, so little additional employment opportunities with the knock-on effect of little growth in the local economy.
Environmental		
Reducing fossil fuel consumption/adapting to climate change		Growth requires greenfield extensions of comparatively small centres, which puts pressure on local services and results in increased car-borne travel.
Protecting environmental assets - landscape/ecology		Growth requires significant greenfield extensions of existing settlements which principally have landscape impacts rather than significant ecological impacts.
Preventing urban sprawl - green belt / greenfield		No green belt. Significant amounts of greenfield land used, probably requiring urban extensions.
Social		
Quality of life - decent and affordable homes available for all		Significant scope for new homes for existing residents wishing to move within Maldon. Also, significant scope to provide affordable homes and homes suitable for the ageing population
Vibrant centres - reasonable access to services appropriate to that centre		Service provision in many rural areas could be threatened, but most growth focused around existing centres. Unlikely that these centres will become higher order service settlements because of their existing base and the proximity of Chelmsford.
Infrastructure		
Education		This scale of growth helps to underpin existing schools and, if focused mainly in one of the centres, provides sufficient scale to enable a secondary school to be provided.
Flooding		Predominantly greenfield growth will help to minimise flood-related pressures
Road transport		No additional commuters adding to congestion at peak periods, so no additional problems.
Rail transport		Rail expansion likely to have greater feasibility at these scales of growth, if growth focused in Burnham and/or Southminster
Utilities		New provision will be needed, but not expected to be a problem if lead-in times are sufficient

CLG Household Projections Scenario

	Brentwood	Commentary
<i>Target for testing (households per annum)</i>	402	
<i>Target for testing (households - 23 years)</i>	9,243	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		Significant new opportunities should be available through the growth of local centres. This scale of growth could also help to attract new investment, with new sites opened up (through green belt releases).
Prosperous - maintain/grow workforce		Workforce will grow strongly and provide a significant base and range of skills for employers
Environmental		
Reducing fossil fuel consumption/adapting to climate change		Growth will be needed mostly on greenfield sites, which will create significant amounts of additional car travel. Use of greenfield sites themselves will have significant resource implications due to the need for new infrastructure.
Protecting environmental assets - landscape/ecology		Growth will be needed mostly on greenfield sites, which will likely have significant impacts on landscape and possibly ecology.
Preventing urban sprawl - green belt / greenfield		Significant amounts of green belt will be required to accommodate growth.
Social		
Quality of life - decent and affordable homes available for all		Significant scope for a range of housing to meet needs. This would include reasonable levels of affordable housing and housing for the ageing population.
Vibrant centres - reasonable access to services appropriate to that centre		The level of services provided in centres will be significantly increased in response to demand. However, physical access to service centres will be more difficult, given the likely levels of congestion that would be experienced.
Infrastructure		
Education		Significant pressure would be placed on existing urban schools. However, this scale of growth would require new school provision, which would be possible given the number of new dwellings being delivered.
Flooding		New infrastructure would be required, however, this would be deliverable given the number of new dwellings being delivered.
Road transport		Major strategic road solutions would be required to avoid chronic levels of congestion. Deliverability would be questionable, even at the scale of growth being delivered.
Rail transport		Such high levels of growth would put significant strain on existing services, even when taking into consideration proposed expansion. However, Crossrail will provide considerable relief to this.
Utilities		New infrastructure would be required, however, this would be deliverable given the number of new dwellings being delivered.

	Chelmsford	Commentary
Target for testing (households per annum)	1,023	
Target for testing (households - 23 years)	23,520	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		Levels of growth would enhance Chelmsford's position as a leading regional centre which can attract investment and jobs.
Prosperous - maintain/grow workforce		Workforce will grow substantially, creating new opportunities and having a positive impact on prosperity.
Environmental		
Reducing fossil fuel consumption/adapting to climate change		Continuation of this level of growth would require further major greenfield sites, which in turn would require further road-based capacity increases. This would have a major negative impact on carbon emissions.
Protecting environmental assets - landscape/ecology		Continuation of this level of growth would require further major greenfield sites, which would likely have a substantial negative impact on landscape and probably ecology.
Preventing urban sprawl - green belt / greenfield		Continuation of this level of growth would require further major greenfield sites, which would most likely require green belt land. If not, then Chelmsford's growth will continue to be skewed to the north of the town.
Social		
Quality of life - decent and affordable homes available for all		Clear scope for a range of housing to meet needs. This would address a significant proportion of affordable housing and provide a full range of housing for the ageing population.
Vibrant centres - reasonable access to services appropriate to that centre		Focus in Chelmsford will mean good access to full range of services.
Infrastructure		
Education		This scale of growth would require new school provision, which would be possible given the number of new dwellings being delivered.
Flooding		Flood defences will need to be improved, and at this scale of growth, could require significant investment.
Road transport		With this growth up to 2031, strategic improvements such as a NE Bypass will be needed as a minimum. There would be significant doubt over whether such a package of schemes could be funded/delivered.
Rail transport		Such high levels of growth would put significant strain on existing services, even when taking into consideration proposed expansion. However, Crossrail will provide considerable relief to this.
Utilities		Major strategic capacity increases will be needed, and at this scale of growth, could require significant investment.

	Maldon	Commentary
Target for testing (households per annum)	380	
Target for testing (households - 23 years)	8,739	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		Significant new opportunities should be available through the growth of local centres. This scale of growth could also help to attract new investment, with new sites opened up (through green belt releases).
Prosperous - maintain/grow workforce		Workforce will grow and provide a significant base and range of skills for employers
Environmental		
Reducing fossil fuel consumption/adapting to climate change		Growth will be needed mostly on greenfield sites, which will create significant amounts of additional car travel. Use of greenfield sites themselves will have significant resource implications due to the need for new infrastructure.
Protecting environmental assets - landscape/ecology		Growth will be needed mostly on greenfield sites, which will likely have significant impacts on landscape and ecology.
Preventing urban sprawl - green belt / greenfield		No green belt. Significant amounts of greenfield land used, which will require major urban extensions to relatively small existing settlements.
Social		
Quality of life - decent and affordable homes available for all		Significant scope for a range of housing to meet needs. This would include reasonable levels of affordable housing and housing for the ageing population.
Vibrant centres - reasonable access to services appropriate to that centre		The level of services provided in centres will be significantly increased in response to demand. However, physical access to service centres will be more difficult, given the likely levels of congestion that would be experienced.
Infrastructure		
Education		This scale of growth would require new school provision, which would be possible given the number of new dwellings being delivered.
Flooding		Predominantly greenfield growth will help to minimise flood-related pressures, but major development in 'new' locations could require significant investment which may place considerable strain on development viability.
Road transport		Given the lack of alternatives, congestion issues likely to be substantial without major new road provision. However, this is likely to be feasible at this scale of growth.
Rail transport		Rail expansion likely to be feasible at these scales of growth, if growth focused in Burnham and/or Southminster
Utilities		Major strategic capacity increases will be needed, and at this scale of growth, could require significant investment given the need to focus major development in 'new' locations.

Maldon OG Scenario

	Maldon	Commentary
<i>Target for testing (households per annum)</i>	181	
<i>Target for testing (households - 23 years)</i>	4,172	
APPRAISAL CRITERIA		
Sustainability		
Economic		
Thriving economically - access to a range of local job opportunities		<i>Declining workforce puts no pressure on local employment market, but also has the effect of contracting the local economy. However this is less than the population stable scenario.</i>
Prosperous - maintain/grow workforce		<i>Declining workforce which will have direct and indirect impacts on the local economy. However this is less than the population stable scenario.</i>
Environmental		
Reducing fossil fuel consumption/adapting to climate change		<i>Low growth, with use of sites in or adjacent to existing centres, creates little additional fossil fuel consumption. Target has been set at a level the Council feels can be sustainably delivered given environmental constraints.</i>
Protecting environmental assets - landscape/ecology		<i>Low growth, with use of sites in or adjacent to existing centre, puts little pressure on environmental assets</i>
Preventing urban sprawl - green belt / greenfield		<i>No green belt. Some greenfield land used but, given the low requirement, can be delivered using small sites.</i>
Social		
Quality of life - decent and affordable homes available for all		<i>Some scope for new homes for existing residents wishing to move within Maldon. Also scope to provide affordable homes and homes suitable for the ageing population</i>
Vibrant centres - reasonable access to services appropriate to that centre		<i>Service provision in many rural areas could be threatened, but most growth focused around existing centres. Unlikely that these centres will become higher order service settlements because of their existing base and the proximity of Chelmsford.</i>
Infrastructure		
Education		<i>This scale of growth helps to underpin existing schools and, if focused mainly in one of the centres, provides sufficient scale to enable a secondary school to be provided.</i>
Flooding		<i>Predominantly greenfield growth will help to minimise flood-related pressures</i>
Road transport		<i>No additional commuters adding to congestion at peak periods, so no additional problems.</i>
Rail transport		<i>Rail expansion likely to have greater feasibility at these scales of growth, if growth focused in Burnham and/or Southminster</i>
Utilities		<i>New provision will be needed, but not expected to be a problem if lead-in times are sufficient</i>

APPENDIX 3

Workshop Invitation Letter

30th November 2011

XXXX

Dear XXXX

**Housing targets for the Heart of Essex - Brentwood, Chelmsford and Maldon districts
Have your say**

Government policy is changing. Until recently the number of new homes to built in Essex was dictated by the Regional Plan¹. But this is being abolished, so local authorities and local communities will be given greater control to set their own housing targets.

With this freedom comes greater responsibility. Local authorities need to ensure that the number of new homes they plan to deliver meets people's needs today and in the future. They must also find a balance between the need for housing, infrastructure capacity and environmental limits.

A fundamental part of the new approach to planning is a duty on local planning authorities to co-operate with each other to achieve their goals. To this end, the three Heart of Essex authorities have appointed planning consultants Roger Tym & Partners to carry out research to inform new local housing targets.

As part of this process, it is vital to consider the views of local people and other stakeholders. **You are invited to a consultation workshop on the 10th of January 2012 at Hylands House, Chelmsford. The Event will start at [one of the three sessions throughout the day]**

On the day we will present some potential housing options for discussion. We will also circulate some background information in advance. There will be more formal consultations at later stages but it is important we hear your views at this early stage.

To confirm your attendance, please return the form attached. **If you cannot attend, please nominate a representative or colleague.** If you are unable to attend but would like to receive copies of presentations given and the opportunity to make comments by e-mail please indicate this on the form.

I look forward to meeting you on the day. Meanwhile, if you have any questions or comments please contact Richard Pestell at Roger Tym & Partners.

Yours sincerely,

The Three Councils

¹ The former Regional Plan required the three districts to provide land for 21,900 new homes over a 20 year period. 3,500 of these in Brentwood, 16,000 in Chelmsford and 2,400 in Maldon. Brentwood, Chelmsford and Maldon can now choose to keep the housing targets the same or propose new (higher or lower) targets

Housing Scenarios For The Heart Of Essex

Background Note Circulated to Workshop Invitees

What is the Heart of Essex?

The Heart of Essex is an informal sub regional partnership of Brentwood, Chelmsford and Maldon Districts. The three councils are working together to continue to deliver sustainable economic and housing growth across the area.

Similar sub-regional groups exist across Essex and the East of England.

Essex Sub Regions



What are housing targets and why are they being reviewed?

As part of its development plan, every local authority is required to set a target for the number of homes to be built in its area over the next 15 years or so, and to identify land for this housebuilding.

Before the 2010 General Election, housing targets were set at regional level. But the Coalition government decided that decisions about housing growth should be a matter for the local authorities, working in partnership with their communities and neighbouring authorities.

This decision means that Brentwood, Chelmsford and Maldon now need to determine their own housing targets.

What are Councils' present housing targets?

The Councils' existing development plans can be found on the Councils' web sites.

- Brentwood: <http://www.brentwood.gov.uk/index.php?cid=49>
- Chelmsford: <http://www.chelmsford.gov.uk/index.cfm?articleid=9941>
- Maldon: <http://maldon.leadpartners.co.uk/>

For Brentwood and Maldon, the housing targets provided in these plans ran only up to 2011, so new targets are urgently needed.

The Chelmsford Core Strategy already has an approved housing target for the period up to 2021, but consideration now needs to be given to shaping the period after 2021.

How will the authorities set new housing targets?

When setting their targets, authorities must demonstrate they have fully considered many relevant factors, in particular:

- The need for new homes – including both the demand for market housing and the social need for affordable homes
- The economic case for new homes - including providing enough workers to work for local businesses and shoppers to support the high street
- The environmental and social impacts of new homes - including implications for the Green Belt and greenfield sites.

The Councils must also consider national planning policy. At present this national policy is in transition. The Government intends to replace existing policies with a single document, the National Planning Policy Framework (NPPF). The NPPF is currently in draft and may be found at:

<http://www.communities.gov.uk/publications/planningandbuilding/draftframework>

We do not know what changes may be made in the final version of the NPPF. However, until the document is finalised, local authorities are required to take account of the draft in their plan-making.

Role of the study and consultations

Consultants Roger Tym & Partners have been appointed by the three Councils to produce a study of Housing Scenarios for the Heart of Essex. The study will provide evidence to help the three Councils set their housing targets. It will explore how many new homes may be needed in each authority to fulfil the Councils' visions and objectives. The study will forecast the future demand and need for housing and look at the implications of different potential housing targets (scenarios).

It is very important that the study take account of the view of local communities and other stakeholders. For this, we will review the results of earlier consultations including those recently undertaken by all three authorities. We will also hold a series of consultation workshops on 10th January, to which a range of stakeholders have been invited.

Why do we need new homes?

We need new homes for two main reasons.

Firstly, average household sizes are falling. Today's stock of homes will accommodate fewer people in the future than they do now. This is mainly because as people live longer, there are more older people, and older people on average live in smaller households than younger people.

Secondly the Heart of Essex attracts inward migration from other parts of the UK and internationally. This is partly because the local economy is stronger than many other parts of the UK, but also because the area has ready access to London, so many people want to live here so they can work in London. Some people move into the area for a better quality of life.

A related consideration is that if young people cannot find housing in the area, the local supply of labour to work in shops, offices, factories and services would decline. Some parts

of the Heart of Essex would be increasingly dominated by the elderly and the retired. Over time, this might damage the local economy.

We will discuss this in more detail at the consultation event.

What are some of the pros and cons of a low housing target?

At the consultation event we will discuss the arguments for and against different levels of housebuilding. But it may help to think about these examples beforehand:

Pros of a low housing target	Cons of a low housing target
<ul style="list-style-type: none"> ▪ Less new land needed ▪ Less likely to require Green Belt release and greenfield sites ▪ Less impact on the environment ▪ Less pressure on services and infrastructure ▪ Easier to deliver 	<ul style="list-style-type: none"> ▪ Not everyone who wants a home may be able to get one, which may particularly affect the young ▪ People may have less housing choice and live in smaller or lower-quality homes ▪ House prices may go up more quickly ▪ Fewer people to work in the area ▪ Fewer people to spend in the area and support local retail and services ▪ Councils collect less tax ▪ Reduced ability to provide new infrastructure

What some of the pros and cons of a high housing target?

Pros of a high housing target	Cons of a high housing target
<ul style="list-style-type: none"> ▪ More people are able to find a home, which may particularly benefit the young ▪ People have more choice of housing and better homes ▪ Housing maybe cheaper ▪ More people to work in the area, ▪ And to spend in the area and support local retail and services ▪ Councils collect more tax ▪ Opportunity to provide new infrastructure 	<ul style="list-style-type: none"> More new land needed Likely to require Green Belt and greenfield sites Greater impact on environmental assets More pressure on existing services and infrastructure Harder to deliver

APPENDIX 4

New Maldon Scenario

A4 - THE NEW MALDON SCENARIO

- 1.1 As noted in the main report, on-going work to produce the District's Local Development Plan, and associated assessments of potential housing land, environmental constraints, infrastructure provision and public consultation, informed the Council that 200 dwellings per hectare could be a sustainable level of future housing growth.
- 1.2 This level of growth is considered to provide the maximum amount of new dwellings that can reasonably and proportionately be accommodated within the environmental and infrastructure limits of the District. Maldon have named this scenario the 'Maldon Optimum Growth Scenario'.
- 1.3 To help progress this target Edge Analytics have run a new projection using the same model used elsewhere in this report. We have assumed that the 200 dpa trajectory commences in 2014. For the first few years of the projection we have assumed 115 new dwellings are delivered.

Dwellings to Households

- 1.4 In most of the main report we use households, as opposed to dwellings. This is to ensure constancy with the ONS/CLG household projections and most of the EPOA work. As explained in the EPOA reports there is very little difference between the two measures, a few percent. Edge estimate that the 200 dwellings is equivalent to accommodating 192 new households per annum in Maldon.

Headline indicators

- 1.5 The table below compares the main scenarios tested in the report with the new Maldon Optimum Growth Scenario

Table 0.1 Household Projections for Maldon.

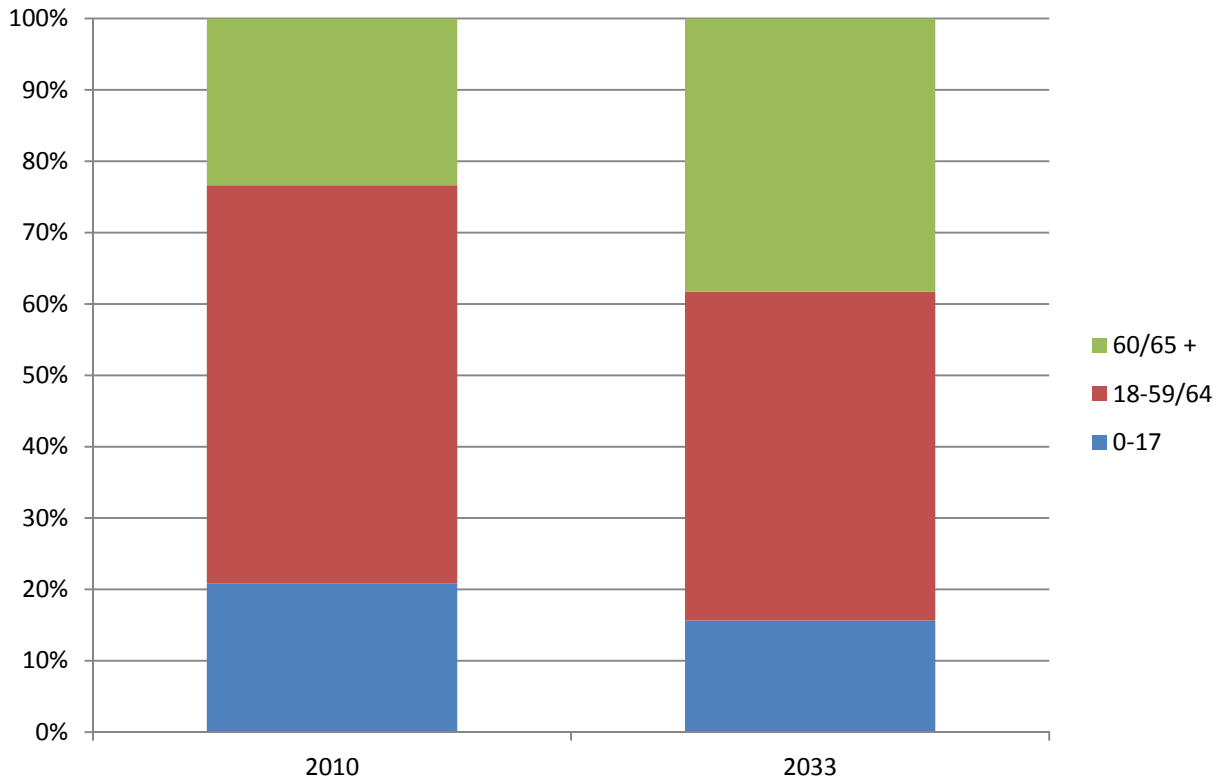
	New Households		Population Change		Labour Force Change	
	2010 - 33	pa	2010 - 33	pa	2010 - 33	pa
ONS/CLG Demand	8,739	402	14,996	652	4,775	208
Workforce Stable	6,051	263	6,954	302	0	0
Maldon Optimum Growth	4,174	181	4,174	181	-2,358	-103
Population Stable	3,367	146	0	0	-3,663	-159
Draft RSS	2,651	115	1,312	57	-4,243	-184

Source: RTP & EPOA

- 1.6 As would be expected the new scenario provides a small increase in total population each year, because it is a higher target than the population stable scenario. However it is insufficient to halt the potential decline in the workforce. The Optimum Growth Scenario is 82 too few to support a stable workforce.
- 1.7 As the chart below shows the population structure of Maldon will continue to age. Maldons existing population profile contributes to this trend, already being older than the HoE

average. But the projections suggest the district will continue to be an attractive place for older people to move to.

Figure 0.1 Maldon Population Profile – Maldon Optimum Growth Scenario



Summary

- 1.8 From a demographic perspective the Optimum Growth scenario is too low to offset many of the potentially negative implications of a lower than ONS Demand housing target.
- 1.9 However the new Maldon growth scenario provides a sharp increase in delivery compared to previous RSS targets, and provides a balance between meeting the District's demand for housing growth and managing land constraints to protect the countryside and areas of environmental importance. This level of future housing provision aims to meet the growth aspirations of the NPPF while considering the views of residents in the local area.