MALDON DISTRICT

Draft Local Development Plan

MALDON DISTRICT COUNCIL

2014-2029

North Heybridge Garden Suburb Masterplan Brief

Version 1.1
November 2013
1. Introduction

1.1. Through its emerging Development Plan, Maldon District Council (MDC) is proposing to allocate a significant amount of land to the north of Heybridge for the development of a new garden suburb. In summary, this area is expected to accommodate the following development:

- 900 dwellings (including affordable housing)
- a community hub / local centre
- supporting infrastructure outlined in the Draft Local Development Plan policies listed in section 4 of this brief. This includes:
  - a 2.1ha site for primary education, early years and childcare provision
  - contributions towards the expansion of The Plume School
  - a new country park to the west of Maypole Road
  - a link road between Langford Road and Broad Street Green Road
  - enhanced walking, cycling and public transport routes
  - enhanced medical provision
  - increased & enhanced green infrastructure
  - appropriate flood alleviation, drainage & sewerage infrastructure
- any other supporting infrastructure improvements & mitigation measures that may arise from further highways work currently being undertaken by Essex County Council.

1.2. Policy S3 of the Draft Local Development Plan requires a Masterplan to be prepared for new garden suburbs proposed in the District. Key partners are expected to work with the Council to produce the comprehensive masterplans prior to any development taking place within these areas. The masterplans will help to ensure that the areas are developed in a coordinated and holistic manner.

1.3. This Masterplan Brief has been co-ordinated through the LDP Developer Forum with relevant officers and in association with ATLAS (Advisory Team for Large Applications) that are part of the Homes and Communities Agency, a Government Department. This Masterplan Brief is running in tandem with the Draft Local Development Plan process. Contributors to this Masterplan Brief are Essex County Council Highways, Essex County Council Education, Essex County Council Archaeology, Environment Agency, Anglian Water, Essex and Suffolk Water, Strutt & Parker and Countryside Properties, Ward Members, Heybridge Parish Council and Maldon Town Council.

1.4. Maldon District Council requires that development of the garden suburb to the north of Heybridge takes place comprehensively and is of a high quality that reflects garden suburb principles. To this end it expects the landowners and development promoters of the different landholdings involved in the garden suburb area to work together to produce a comprehensive Masterplan that will provide an overarching framework that reflects how national and local development policies and the principles of garden suburbs will be addressed and implemented in this area of significant new growth in the Maldon District.

1.5. The Masterplan will set out the overall development concept and development principles for this area of growth and form the basis for subsequent planning applications that may be submitted for individual landholdings in the area.

1.6. Maldon District Council sees development of a Masterplan for the North of Heybridge garden suburb building on the work the Council has undertaken to date in planning for future growth in the District in terms of thinking about the best locations for it, what infrastructure it will need to deliver it and what character it will have. Maldon District Council intends to adopt the Masterplan for the proposed garden suburb to the North of Heybridge in due course as a Supplementary Planning Document.
following appropriate public consultation and adoption of the Local Development Plan. It will form the basis for assessment and determination of subsequent planning applications in this area.

What is a garden suburb?

The garden city movement harks back to Ebenezer Howard and his work in creating communities that combined the best of town and country living. The principles were first applied in the design of Letchworth and Welwyn Garden Cities. Some of the key attributes of garden cities or suburbs include:

- Providing more open space and natural areas that can support biodiversity and allow for more tree planting and landscaping. This is increasingly important in planning for a changing climate in terms of providing summer cooling and shading and allowing rainwater to infiltrate naturally.
- Creating a leafy and green character to neighbourhoods which is highly attractive and has proven popular over time. This can provide a high quality setting for a range of housing opportunities.
- Taking a comprehensive and integrated approach to development which includes not just new homes but all the facilities and services needed to support a new community including employment opportunities.
- Working with communities and new models of community ownership in the design and management of neighbourhoods. Providing the leadership and clear vision to deliver a high quality result.
- Allowing easy access both within and outside the garden suburb, allowing good connections with adjoining places and services in a range of ways.

(Summarised from ‘Creating Garden City and Suburb today – a guide for Councils’ TCPA March 2013)

2. Purpose and structure of this brief

2.1 The key purpose of this brief is to set out Maldon District Council’s expectations for the preparation of the Masterplan required for the proposed garden suburb to the north of Heybridge.

2.2 To assist the land owners / development promoters in preparing the Masterplan, it sets out advice and guidelines on the potential content and outputs of the Masterplan, provides details of some of the constraints that may affect the Masterplan and highlights opportunities to be exploited. The Masterplan will inform subsequent preparation of planning applications and design codes for individual land holdings in the garden suburb.

2.3 It should be noted that the highways infrastructure improvements and principles (such as any mitigation required on the wider highway network and any further mitigation identified in the vicinity of the development) will be confirmed following further work which is currently being undertaken by Essex County Council (Essex Highways) in partnership with Maldon District Council. This work, and the outcomes, are anticipated to be available in early October and will then feed into any later iteration of the masterplanning brief and the masterplanning process itself.
2.4 The brief also sets out Maldon District Council’s expectations for community engagement in relation to the Masterplan, and a suggested process for taking forward design and development proposals for this area.

2.5 Maldon District Council expects to work closely with landowners and development promoters in the production of a Masterplan, and encourages the landowners to engage with the Council at all stages of its preparation.

3 Site context and analysis

3.1 Plan 1 in Appendix A shows the boundaries of the area North of Heybridge allocated as a garden suburb in the Draft Local Development Plan. The total area allocated for growth and which will be subject to the Masterplan amounts to approximately 56ha.

3.2 The garden suburb area to the North of Heybridge comprises mainly flat agricultural land with groups of mature trees and hedges to the north of the existing settlement of Heybridge A large designated ancient woodland is situated within the eastern section of the site. This is also a Local Wildlife site. A number of well used tracks, paths and roads bisect the site north to south. A row of electricity pylons run southeast to northwest near the northern boundary of the proposed garden suburb. Significant archaeological remains are known to exist below ground as detailed in the Historic Environment Record held at Essex County Council.

3.3 Existing residential development in Heybridge to the south of the growth area is of mixed nature and type from a number of eras. There are some limited retail and community facilities within the immediate vicinity of the proposed garden suburb including local shopping and schools. To the north of the growth area is the village of Great Totham with the villages of Langford & Ulting lying to the northwest.

3.4 Planning designations covering the site include the Wood Lane Spring Local Wildlife site. There is a public right of way that dissect the site, running north-south and other rights of way that link to this.

4 Relevant policy guidance

4.1 The National Planning Policy Framework (NPPF) sets out the key national policy guidance for development. A key focus of the NPPF is to create high quality and sustainable new developments.

4.2 The Draft Maldon District Local Development Plan sets out emerging draft policies relevant to new development in the District. This draft Plan will be subject to public consultation in 28 August- 14 October 2013.

4.3 The following sets out some of the key emerging policy requirements that are of particular relevance to any strategic framework for development north of Heybridge. This is not an exhaustive list, and reference should be made to the draft Development Plan for the full set of policies.

**Draft Policy S3 : Place Shaping**

4.4 The Garden Suburbs and Strategic Allocations at Maldon, Heybridge and Burnham-on-Crouch will be planned as high quality, vibrant and distinctive neighbourhoods that will complement and enhance the character of the District and protect and enhance the environmental qualities of the surrounding area. Development proposals for the Garden Suburbs and Strategic Allocations must incorporate the following principles:
1) A comprehensive and well planned approach that provides homes, jobs, and community facilities;
2) Places where people want to live and interact through active citizenship, civic amenity and a vibrant urban life;
3) A strong landscaped character that incorporates well managed open space, tree-lined streets and other landscaping and natural areas for amenity and wildlife habitat and to address the effects of climate change;
4) The historic environment is instrumental in establishing landscape character and providing a sense of place and identity, and this should be recognised through the protection, management and enhancement of heritage assets;
5) There will be a clear and harmonious relationship between town and country;
6) High quality and detailed architecture that is characterful, innovative and adaptable;
7) The local centres will act as the community focus within the garden suburbs, with a mix of shops and community uses that are well served by public transport and connected to the town centre by safe walking and cycling routes;
8) There will be a network of safe and usable paths and streets for pedestrians, cyclists and vehicles;
9) Fully integrated with the surrounding communities through shared community uses, and a variety of transport modes including walking, cycling and public transport;
10) Provide for the requirements of site service and communication infrastructure, in particular high speed broadband, with minimal disruption and need for reconstruction and allow for future growth in service infrastructure; and
11) Provide dwellings which meet the District’s housing needs for an older population, as identified and required by the Council.

A Masterplan for the each of the Garden Suburbs at Maldon and Heybridge will be prepared and developed, in partnership between the Council, relevant stakeholders, infrastructure providers and developer / landowners.

Extracts from Draft Policy S4 : Maldon and Heybridge Strategic Growth relating to the garden suburb north of Heybridge

4.5 ……
The North of Heybridge Garden Suburb and Strategic Allocations will need to deliver the following key infrastructure elements;

- A new 1-form entry primary school;
- Necessary contributions toward the sufficient expansion of The Plume School;
- A new relief road to the north of Heybridge between Broad Street Green Road and Langford Road; and
- A new country park focused to the west of Maypole Road

Garden Suburbs and Strategic Allocations within the Maldon and Heybridge area will be comprehensively planned with the quantum of development as set out in Policy S2 and E2. Permission will be given for development at the Garden Suburbs / Strategic Allocations provided that:

- Enhanced public transport provision is incorporated within the new Garden Suburbs / Strategic Allocations;
- Enhanced walking and cycling routes are included internally within the new Garden Suburbs and where appropriate Strategic Allocations and externally connected to the wider area especially the Maldon and Heybridge Central Area;
• Development can be accommodated within the capacity of the Maldon and Heybridge road network and junctions following appropriate mitigation measures and junction improvements;
• Pupil demand from the development can be accommodated within existing and/or proposed new primary, secondary and early years and childcare facilities, as well as adult community learning;
• Adequate provision is made for enhanced medical provision in Co-operation with the relevant health bodies;
• Community hubs and local centres are integrated into the design and layout of development proposals;
• Flood risk management, surface water mitigation and flood alleviation measures are integrated as an integral part of the growth areas as a whole in accordance with, but not limited to, the Maldon and Heybridge Surface Water Management Plan;
• Adequate provision is made for enhanced and comprehensive sewerage infrastructure;
• Adequate provision is made for increased and enhanced green infrastructure;
• Adequate provision is made for affordable housing;
• A significant proportion of the proposed dwellings for Maldon and Heybridge are of a form, tenure and dwelling mix that is appropriate for meeting the housing needs of an older population including the provision of bungalows, sheltered housing, extra care housing, private retirement homes and lifetime homes etc.; and
• Prior to any development a comprehensive and detailed archaeological assessment should be undertaken; and.
• Subject to masterplanning, land between Maypole Road and Langford Road, and land surrounding the relief road between Maypole Road and Broad Street Green Road the new relief road in Heybridge shall be developed as public open space, used for flood alleviation and for landscaping measures. Significant landscaping buffering should also be applied to both sides of the new relief road.

Development proposals within either the Maldon or the Heybridge Garden Suburb areas must be in accordance with a masterplan endorsed by the Council for the respective areas.

The detailed layout of the different land use components within the Garden Suburbs will be defined through masterplans produced in partnership with the Council, relevant delivery partners and stakeholders, including developers and landowners.

4.6 Other relevant policies from the draft Development Plan are listed in Appendix C.

5. Place-making for the North of Heybridge garden suburb

5.1 As expressed in the emerging Draft Local Development Plan, the overall aspiration of Maldon District Council is to create a high quality garden suburb that reflects its context on the edge of the attractive historic places of Heybridge and Maldon. Bearing in mind the emerging policy guidance in the Draft Local Development Plan relevant to the North Heybridge garden suburb and the garden suburb characteristics summarised on page 2 of this brief, Maldon District Council has given some initial consideration to the nature of the garden suburb it wishes to see developed to the north of Heybridge. The following list sets out some place-making issues and approaches that emerged at a Visioning Workshop held by the Council in May 2013 (Appendix D). The list is not exhaustive or prescriptive as there may be a number of ways in which these issues can be satisfactorily addressed in demonstrating how a great place to live, work and visit can be created. Nevertheless they form a good starting point for thinking about how place-making can be addressed in the Masterplan.
Creating a liveable neighbourhood

5.2 The new garden suburb north of Heybridge will essentially form a new neighbourhood that is well linked to and forms part of the rest of the settlement. At its heart will be an accessible local centre / community hub, possibly based around a village green or other public space and comprising local shops and businesses, community and other facilities and the primary school. It will be very important that the community hub is located and designed so that it is accessible both to residents of the new garden suburb and to residents in the North Heybridge area to facilitate integration of the new and existing communities. Factors that could influence the liveability of this neighbourhood include:

- A good location for the local centre will be to the east of Maypole Road where it will be easily accessible to the new community and existing residents in the adjoining part of Heybridge.
- To support the local centre, higher density residential development will be located around it and it will be well-connected to all parts of the garden suburb via a network of pedestrian / cycleway routes.
- Exploring opportunities to promote self-build and custom-build housing in the garden suburb.

Green infrastructure and relationship to surrounding countryside

5.3 Green infrastructure should play a significant part in creating the character of this new garden suburb to the north of Heybridge. The following are some ideas to explore:

- The existing mature woodland and the proposed country park provide opportunities to create destination green spaces for this area north of Heybridge. They should be linked by safe and attractive pedestrian/cycle routes both within the garden suburb and to the wider area linking up to Elms Farm Park, Oak Tree Meadow, the Blackwater Rail Trail and the Chelmer & Blackwater Navigation Conservation Area and other attractants to the north of Heybridge, thus creating a connected framework of green areas easily accessible to existing & future residents of Heybridge & Maldon.
- Within the garden suburb generous green links should be created through the heart of the new neighbourhood running from east to west and north to south. These will provide for safe and attractive pedestrian and cycle routes connecting the local centre, key green spaces and other community facilities, and will also allow for SUDS to be accommodated along them as appropriate.
- New village greens will be provided both at the heart of the proposed local centre and as a focus for development in the north-eastern part of the garden suburb. These will be supplemented by other parks, ecological areas and play areas distributed across the suburb so that the character is one of homes in a green setting.
- Generous landscaping will be provided along the northern boundary of the development to create a suitable transition to the adjoining countryside and provide a landscaped setting for the new street which will run along this edge. Houses will be designed to front onto and overlook this landscaped area. Suitable crossing arrangements for pedestrians and cyclists will be created along the landscaped street.
- Retaining space between the new garden suburb and other local settlements to the north will be important to prevent coalescence between the communities. To this end, effective distribution and use of landscaping and open space in the northern area of the new garden suburb can help to effectively define and separate existing and new communities.

Flood alleviation & drainage
Masterplanning and future development of this garden suburb will need to address flood risk and alleviation issues as well as developing an appropriate integrated surface water drainage response. Flood alleviation studies should investigate opportunities to reduce potential for flooding and divert surface water away from the urban area. In respect of managing surface water arising from the new development, consideration should be given to integrating of green and blue infrastructure within the garden suburb to promote and facilitate landscaping, open space recreation, ecology and sustainable drainage solutions.

Access & links

5.4 Development of a robust and sensitively designed movement framework within the garden suburb and connecting it to the wider area, including:

- A new street which will act as a relief road to Heybridge will be provided as part of the garden suburb. This should be designed to take account of its location in a landscaped interface between town and country and also to accommodate pedestrian and cycle movements across it as appropriate given its main highway purpose and function.
- Creation of a permeable and integrated network of green leafy internal streets that can also accommodate a bus route through the suburb.
- Creating safe and attractive pedestrian and cycle links within the garden suburb and providing new or improved existing links to Heybridge, the wider countryside and other attractants in the area such as Elms Farm Park, Oak Tree Meadow, the Blackwater Rail Trail and the Chelmer & Blackwater Navigation Conservation Area.

5.5 The workshop report included in Appendix C sets out some ideas captured at the event about how this garden suburb might be structured.

5.6 A key element of garden suburb development is that of community ownership of land and long-term stewardship of assets. Maldon DC therefore would like to explore through the masterplanning process for the garden suburb, measures for maximising opportunities for community ownership of land and long-term stewardship of community assets within the suburb. The involvement of local community groups and interests in exploring this element will be important.

6. Community engagement

6.1 The local community should be involved in preparing the Masterplan for the North of Heybridge garden suburb. Maldon District Council expects that at the outset the parties will agree a community engagement strategy with the Council which details how stakeholders including statutory undertakers, the Parish Council, local special interest groups, and the local community will be encouraged to take part in shaping and commenting upon the emerging Masterplan.

6.2 Maldon District Council expects that the community and stakeholder engagement process will start early in the preparation of the Masterplan.

6.3 Prior to adopting a Masterplan for North of Heybridge, the Council will undertake formal public consultation on any draft Masterplan prepared.

7. Addressing the requirements of this brief

7.1 Maldon District Council is keen that collaborative and effective working arrangements between the various landowning and development promotion parties in North of Heybridge and the Council are established early on to take forward preparation of the Masterplan for the garden suburb. The Council wishes to establish a ‘development
team approach’ to this project with its partners and develop an overall project plan and timetable for advancing the Masterplan in a timely way.

7.2 MDC considers that successful masterplanning involves three interlocking stages: a strategic framework including baseline information review which will set the parameters for and inform the preparation of a Masterplan which is accompanied & supported by a delivery & implementation plan.

7.3 The strategic framework and baseline information review should set out the overall development concept and principles and incorporate and address development aims & objectives with input from the community. It will establish the parameters for the detailed spatial Masterplan and options testing and will include the following elements:

- **Baseline / evidence base** including (i) a site constraints plan informed by a range of site survey work necessary to establish the key physical, natural and other constraints of this area; (ii) Contextual analysis – this will consider the built and natural influences that should be taken into account when designing this garden suburb including a local character appraisal; (iii) Opportunities plan – this should be a response to the site survey work & contextual analysis.

- **Vision and development objectives** – this brief sets out some of the key factors the Council wishes to see taken into account in developing a specific place-making vision and set of development objectives for the future development of this area. These will need to be tested and refined further with the landowners, development promoters and the local community following the site survey work.

- **Design evolution incorporating an options & framework plan** – this will draw on the above, include site capacity and option testing. These should demonstrate the overall development concept for this garden suburb.

- **Land use framework** – this will demonstrate potential ways in which the distribution of land uses and key structuring elements will help deliver the vision and objectives for development of this area. It should also indicate how development density will be addressed around the garden suburb.

- **Movement framework** – this should address movement around the site and to the wider hinterland including Heybridge & Maldon and the wider network. It should include existing routes and public rights of way and address provision for pedestrians, cyclists, public transport and motorists through a hierarchy of street types and other links. It should be underpinned by a comprehensive Transport Assessment for the whole of the garden suburb.

- **Landscape, green space and ecology framework** – this should indicate the overall network of green space and infrastructure indicating function and nature of the green spaces and links included.

- **Drainage framework** – this should be informed by a co-ordinated flood risk and alleviation study for the whole masterplan area and should indicate the overall approach to flood risk, surface drainage and the implementation of an area-wide SUDS system.

- **Place-making framework** – this should effectively bring the design evolution, land use, movement, drainage (including flood risk management and alleviation), landscape and ecology plans together to provide a holistic overview of how the different components of the Masterplan will work together to create a new comprehensive garden suburb. It should include overarching design principles for key character areas, block structure and building scale, gateways, landmarks, views, focal points, hubs, interfaces, edge treatments and frontages.

- **Sustainability strategy** – this should identify site-wide and building scale opportunities for low carbon initiatives.

- **Infrastructure and delivery framework** – this should comprise a written strategy identifying the key elements of on- and off-site physical and social infrastructure that will be provided to support this garden suburb, relate to
the implementation of the strategic framework and demonstrate potential sequencing of development and supporting infrastructure, acknowledging that individual landholdings are involved in delivering this comprehensive development. It should clearly highlight the infrastructure that will be required to support the new garden suburb and set out how it will be delivered in a comprehensive and timely way.

7.4 The Masterplan developed to accompany planning applications for the garden suburb will include three-dimensional evolution of detailed guidance for the development of the garden suburb. It will include details of access to and around the development by all modes; disposition of land uses; layout and form of blocks and buildings, spaces and streets; density and height parameters for buildings; design parameters and principles for creating a garden suburb character; drainage details including flood alleviation works and structural landscaping and green infrastructure details. A more detailed specification for the spatial masterplan will need to be agreed with Maldon District Council prior to its preparation.

7.5 In view of the requirement for comprehensive masterplanning of the North Heybridge garden suburb; there are a number of areas where Maldon DC would strongly encourage the development promoters to jointly prepare studies to inform the masterplanning process & subsequent planning applications. These are:

- Transport & movement
- Flood alleviation

7.6 With regard to educational provision, it will be helpful to refer to Essex County Council’s publication ‘Education Contributions Guidelines Supplement’ which includes location and site criteria and highlights the need for a land compliance study. The masterplanning exercise should take account of the actions identified for this land and Critical Drainage Area in the Action Plan of the Maldon Surface Water Management Plan. Advice should be sought from Essex County Council as the Lead Local Flood Authority.

7.7 The delivery and implementation plan should identify the key elements of on- and off-site physical and social infrastructure that will be provided to support this garden suburb, and demonstrate potential phasing of delivery of development and supporting infrastructure, acknowledging that individual landholdings are involved in delivering this comprehensive development. It should also set out how subsequent planning documentation will be structured to deliver the aspirations of the spatial Masterplan and design quality required for this new garden suburb, e.g. outline planning application documentation, design codes, etc.

8. Appendices

8.1 Appendix A: Plan of boundary of proposed North Heybridge garden suburb
8.3 Appendix B: List of relevant policies & other documents (please note that this will be attached to the final version of the Brief)
8.3 Appendix C: Report on MDC visioning workshop May 2013 (this is appended as a separate document)
Appendix A: Plan of boundary of proposed North Heybridge garden suburb from draft Local Development Plan