1. Introduction

1.1 The purpose of this note is to provide guidance on the processes and minimum requirements that Strategic Masterplans must undertake. A separate note has been produced which provides guidance for Concept Frameworks. The guidance note covers the Masterplan Areas identified within the Epping Forest District Local Plan, including relevant sites within the Harlow and Gilston Garden Town. The note therefore applies to sites which will be subject to a Strategic Masterplan which includes land in both Epping Forest District and Harlow District. The guidance note is not intended to apply to development planned at Gilston which is located in East Herts District.

1.2 This note consolidates the guidance as set out in the Local Plan, Planning Performance Agreements and other key documents into a single note in order to ensure consistency in the overall approach for each Strategic Masterplan. It also supplements and updates guidance provided on the Strategic Masterplan Process in May 2017 and January 2018 (see Appendix 1). The briefing note is not intended to be prescriptive, and where Planning Performance Agreements are in place, these should also be referred to.

1.3 In order to ensure that a comprehensive approach is taken to the planning and delivery of Strategic Masterplan Areas and associated infrastructure across the District (and where appropriate the Harlow and Gilston Garden Town), development proposals will be required to be in accordance with Policy SP 3 (‘Place Shaping’), and where relevant SP 4 (‘Development and Delivery of Garden Communities in the Harlow and Gilston Garden Town’) and SP 5 (‘Garden Town Communities’) of the Local Plan Submission Version 2017 (LPSV).

1.4 Where the Masterplan Area comprises more than one allocation site, the Strategic Masterplan should be undertaken jointly between all promoters of the site allocations with oversight by EFDC (and where applicable Harlow District Council and the Harlow and Gilston Garden Town team).

1.5 The Strategic Masterplan shall be produced in accordance with the site specific requirements set out in Appendix 6 of the LPSV 2017 along with all other relevant Local Plan
policies. Site areas located within Harlow District must be in accordance with policy requirements in the emerging Harlow Local Development Plan.

1.6 Where the Masterplan Area extends beyond Epping Forest District into Harlow, a joint approach will be taken with Harlow Council to ensure that the Masterplanning process will be coordinated, and to reduce the potential for duplication.

1.7 The Strategic Masterplanning process seeks to achieve the following outcomes:

- establish a Development Framework/Outline Scoping for the site;
- set out the broad distribution of different types of development across the site;
- provide a high level overarching framework to ensure that planning and delivery of development and infrastructure is properly coordinated, distributed and timed across the Masterplan area;
- ensure that the development is ‘front-loaded’ and where possible accelerated, so that key planning issues are considered and where possible resolved jointly by all relevant parties prior to the submission of planning applications;
- provide the spatial vision and development objectives for the area at the outset, complementing the Local Plan allocations/spatial strategy and vision;
- incorporate appropriate effective engagement and consultation with stakeholders and the local community, including town and parish councils, in order to build a sense of community ownership and inform the progress of the preparation of the Strategic Masterplan;
- incorporate appropriate and effective engagement with elected Members, including through regular update reporting to the Local Plan Cabinet Committee;
- be informed through review by the Quality Review Panel;
- set out the rationale and structure for the Site’s planning and delivery as a comprehensive development;
- incorporate placemaking principles and guidance for individual phases of development; and
- enable the Council to endorse the Masterplan as a material planning consideration and reflect the relevant requirements so that it can be adopted in future as a Supplementary Planning Document if required.
2. Stages in Strategic Masterplan Process

2.1 The key stages in the Masterplanning process are as follows:

- Stage 1: Establishing the Planning Performance Agreement
- Stage 2: Defining the Baseline Context
- Stage 3: Topic Based Meetings
- Stage 4: Targeted Quality Review Panel (if required)
- Stage 5: Identification of Options
- Stage 6: Briefing to Ward Members, EFDC Cabinet, Town and Parish Councils
- Stage 7: Community and Stakeholder Engagement
- Stage 8: Development and Production of Draft Strategic Masterplan
- Stage 9: Quality Review Panel
- Stage 10: Report to Cabinet / LPCC to agree consultation
- Stage 11: Public Consultation on Draft Strategic Masterplan
- Stage 12: Review of comments and finalisation of Strategic Masterplan
- Stage 13: Report to Cabinet for endorsement as a material planning consideration
2.2  The Key stages in the Masterplanning process summarised above are based upon the Strategic Masterplan milestones and indicative Project Plan stages as set out in the PPA templates issued to developers. The stages provide further detail on the timing of community and stakeholder engagement as well as the Council's approach to Member consultation and Cabinet/Committee reporting and endorsement.

2.3  The above stages will not always be sequential. For instance, it is likely that topic based meetings will continue beyond stage 3, and equally community and stakeholder engagement should be ongoing through the Strategic Masterplan process. However, the diagram provides a visual illustration of the various stages which will be followed in order to arrive at a final endorsed Strategic Masterplan. The following section provides further clarity and guidance on each of the stages presented above.

Stage 1: Establishing the Planning Performance Agreement

2.4  EFDC will work with site promoters to scope and agree the broad level of support each Strategic Masterplan requires. The Agreement will identify named officers to lead the delivery of each workstream. Time for input from Harlow Council/Essex County Council will be incorporated as required.

Stage 2: Defining the Baseline Context

2.5  At Stage 2 the Strategic Masterplan will need to undertake a full baselining exercise to consider site specific context. This should include as a minimum the identification of site constraints, local character, movement and policy considerations. From this a series of opportunities should be identified.

Stage 3: Topic Based Meetings

2.6  At Stage 3 EFDC and site promoters will have agreed through contextual analysis the specific issues that the Masterplan will need to address. Stage 3 will therefore focus upon the identification of the forward support that EFDC, Essex County Council and Harlow Council (as appropriate) will need to provide. This will culminate in agreeing a forward programme of topic based meetings. The output of each meeting will be documented and will shape the emerging Strategic Masterplan.

2.7  As a guide, it is envisaged that meetings may be required to cover the following topics to inform the production of Strategic Masterplans (in addition to outline planning applications where possible). The following topics are not listed sequentially - for example it is anticipated that ’10 - Infrastructure Delivery’ will be a key consideration throughout the Masterplanning process to ensure the delivery of infrastructure to support the planned level of housing and employment is considered on an ongoing basis from the outset:
1. Constraints and Opportunities
   - Review of baseline information / evidence
   - Scoping of additional evidence where required. Eg:
     - Ecological surveys
     - Topographic surveys
     - Flood modelling
     - Transport surveys
     - Contamination risk assessment (high level)
     - Heritage and archaeology assessment
     - Housing need

2. Landscape, levels strategy and SuDS – High Level
   - Flooding
   - Drainage
   - Landscape sensitivity
   - Views

3. Natural Environment
   - Green and Blue Infrastructure
   - Ecology
   - SANGs where applicable

4. Transport and Movement – key principles and access
   - Highways impacts
   - Parking standards

5. Stakeholder and Community Engagement
   - Agree a strategy and programme

6. Social Infrastructure
   - Education
   - Health
   - Local Centre

7. Housing Needs
   - Specialist housing need – older people, accessible homes
   - Affordable Housing
   - Community Led Housing
   - Self-build and Custom-build

8. Physical Infrastructure
   - Utilities
   - Public Transport
   - Highways
   - Active Transport – cycling / PROWs / Bridleways
   - Playing Pitches and Sports Facilities

9. Urban Design
   - Land Uses
   - Density and character
   - Key spaces and routes – public realm and street scape
2.8 The above list is intended to provide an indicative sequence and priority order starting point for discussion. It is not intended to be prescriptive. The actual sequencing and content of topic based meetings will vary, taking into account site specific circumstances.

2.9 Wherever possible, topic based meetings should be programmed and sequenced to enable wider joint consideration of cross-cutting issues with other Strategic Masterplan processes. This will reduce the potential for duplication, ensuring the cross-cutting issues are considered effectively and comprehensively across wider areas. This will be particularly important for issues of infrastructure planning and delivery across the Garden Town.

Stage 4: Targeted Quality Review Panel

2.10 Depending upon the complexity and nature of the Spatial Masterplan being produced, it may be prudent for the site promoter and/or Council(s) to utilise the Quality Review Panel (QRP) at an early stage to explore issues which will be fundamental to the Strategic Masterplan. For instance, the QRP may be utilised to review options for providing access into the site, or options for the locations of key infrastructure within the site. Depending upon the nature of the issue to be explored, it may be beneficial for the Council(s) to seek the views of the QRP directly. For instance, where there is a potential conflict between what is desirable in transport planning and land-use planning/urban design terms.

Stage 5: Identification of Options

2.11 As part of the early stages of Strategic Masterplan production it is anticipated that options will be developed. These options will be informed by the early contextual/baseline work undertaken, topic based meetings and potentially QRP. Following review, the initial set of options may then be consolidated in consultation with Council Officers in preparation for Community and Stakeholder Engagement. Options produced should all be in compliance with emerging Local Plans, and should be presented in a clear and accessible format.

Stage 6: Briefing to Ward Members, EFDC Cabinet, Town and Parish Councils

2.12 It is anticipated that the site promoter(s), together the relevant Council Officers, would provide a briefing to relevant ward Members, the Cabinet and relevant Parish and Town Councils. The briefing would provide an overview of work undertaken to date by the site promoter(s), and outline the options that have been identified for further community and

NB. Green relates to meetings agreeing process/principles
Turquoise is for meetings relating to establishing spatial principles
2.13 It may be beneficial to hold separate briefings for different audiences at this stage. It would be advisable to extend the invitation to attend the briefing to all relevant Town and Parish Councils, including those neighbouring or adjacent to the Masterplan Area. Suitable venues and times for the briefing(s) should be discussed and agreed with the Implementation Team Manager, Democratic Services Manager and Planning and Governance Portfolio Holder in advance.

2.14 For sites within the Harlow and Gilston Garden Town, the nature and timings for briefings required to the Harlow and Gilston Garden Town Board and Harlow District Councillors should be considered and agreed at the earliest possible opportunity. Opportunities to hold joint briefings for relevant Councillors and stakeholders representing Epping Forest District and Harlow District should be pursued wherever possible.

2.15 In addition to briefings held at Stage 6, regular progress reports will also be provided to the Local Plan Cabinet Committee. The reports will be produced by the Implementation Manager, in consultation with relevant Masterplan lead officers.

**Stage 7: Community and Stakeholder Engagement**

2.16 Community and stakeholder engagement must be planned in accordance with the adopted [Statement of Community Involvement](#). In addition, for sites within the Harlow and Gilston Garden Town, community and stakeholder engagement must be planned in accordance with the [Harlow Council Statement of Community Involvement](#), and the emerging Harlow and Gilston Garden Town Stakeholder Engagement Strategy.

2.17 Key principles for all engagement activities include:

- Any consultation and engagement events will be advertised widely to ensure they reach their target audience;
- Any communication or engagement activity will be easily accessible to the community, both through how it’s shared and in the way it is written. At each stage it will be made clear whether there is an opportunity to provide comments/feedback and how these comments will be used or responded to;
- Should engagement be face to face, it will take place within close proximity of the community/stakeholders, such as in a village hall or community centre;
- Timing will to be considered to ensure information is supplied with enough notice; and
- Communication and engagement will be co-ordinated across the Council(s) and with developers in advance of making arrangements to ensure this can be delivered effectively and does not compete with other planned engagement on the Garden Town or Strategic Masterplanning / Concept Framework areas.

2.18 The Council will assist promoters in undertaking a stakeholder mapping exercise. This will ensure that full consideration is given to identifying all stakeholders who should be
consulted through the masterplanning process. Target groups will include relevant Town and Parish Councils, community groups, resident associations, statutory consultees, youth groups, local business and commerce representatives and hard to reach groups.

2.19 It is expected that at least one public engagement event, and one formal stakeholder engagement event should be undertaken to inform the production of each Strategic Masterplan.

2.20 The public engagement event may take the form of an exhibition in a local community hall or other accessible and appropriate venue. A key benefit of an exhibition is that they are able to reach large numbers of people if well-advertised and they can facilitate face to face feedback of information. In addition they can be particularly useful for targeting those who might have difficulties in responding to other approaches, (e.g. a mobile road show could enable those with mobility difficulties to attend). For these reasons the Council will require promoters to undertake at least one formal exhibition. Exhibitions will be jointly branded as EFDC/Promoter and could be either mobile or stationary. This will assist in creating community buy-in. The Council will make staff available to attend events where necessary. The site promoter(s) will be responsible for producing materials required for the exhibition, such as banners or boards. The use of feedback forms should be encouraged where appropriate. The promoter(s) will also be responsible for collating and analysing any feedback received through the public engagement. The Council(s) will be responsible for the cost of venue hire.

2.21 Care must be taken to ensure that the scope and purpose of public engagement is clearly articulated in order to avoid confusion or ‘consultation fatigue’ within the local community. The Public Relations Manager should be consulted from the outset, and a Press Release will be prepared and agreed in order to publicise the event appropriately, together with any other measures deemed necessary. The site promoter(s) and Council(s) must give consideration as to how the public engagement event is to be managed to ensure that feedback received will be as productive as possible, whilst ensuring that resources are utilised as effectively as possible, and that health and safety measures are appropriately planned for. Depending upon the level of interest, it may be prudent to ensure that attendees are required to register their attendance.

2.22 Promoters will be expected to undertake at least one targeted stakeholder workshop with key target groups (that will as a minimum comprise the Parish and Town Council). The workshop will be used to seek feedback on options presented for the Strategic Masterplan, and to inform the production and development of the Strategic Masterplan itself. Findings from the workshop will be written up by the site promoter(s) and agreed with the Council(s). This will then be used as a key piece of evidence moving forward towards Masterplan preparation. Where a Masterplan Area extends beyond Epping Forest District into Harlow District, the requirement for separate consultation arrangements will need to be considered and agreed as appropriate.

2.23 The Council will welcome alternative innovative methods of consultation in addition to those set out above. This may include the utilisation of Higher Education researchers to undertake
bespoke elements of community engagement, focusing on a particular topic area. Where a new innovative method is being proposed, this should be agreed with the Council in advance.

**Stage 8: Development and Production of Draft Strategic Masterplan**

2.24 Following Community and Stakeholder Engagement, the promoter(s) will develop and produce the Draft Strategic Masterplan document. This will require analysis and consideration of the findings from engagement, as well as further ongoing discussions with Council Officers.

2.25 A number of plans shall be prepared as part of the Strategic Masterplanning process and shall include but not be limited to:

<table>
<thead>
<tr>
<th>Context Plans</th>
<th>Parameter Plans¹</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Site constraints and opportunities</td>
<td>- Land use plan</td>
</tr>
<tr>
<td>- Contextual analysis</td>
<td>- Movement plan (including main access points, road hierarchy and non-vehicular routes)</td>
</tr>
<tr>
<td>- Vision and development objectives</td>
<td>- Indicative phasing plan</td>
</tr>
<tr>
<td>- Key strategic design principles (informed by QRP input as appropriate)</td>
<td>- Landscape and ecology framework</td>
</tr>
<tr>
<td>- Development concept plans(s)</td>
<td>- Green infrastructure plan</td>
</tr>
<tr>
<td>- Character areas plan</td>
<td>- Drainage plan</td>
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<tr>
<td></td>
<td>- Development and infrastructure phasing and delivery plan</td>
</tr>
<tr>
<td></td>
<td>- Overall indicative strategic masterplan</td>
</tr>
</tbody>
</table>

2.26 Site promoters should work collaboratively to produce a Masterplan that broadly accords with the structure set out below. Whilst this is not prescriptive, the Council will expect to see the each of the following stages addressed within the completed document as a minimum.

**Indicative Content Structure**

I. **Introduction** – Overview / purpose and status of the document / scope of document / collaborative working / planning policy context / local plan site selection justification

II. **Vision** – The vision for the Site / key objectives

III. **The masterplan site(s)** – The site’s and context description / designations / flood risk / topography / landscape / transport and access / responding to the constraints / utilities / land ownership

IV. **Consultation and engagement** – a summary of the engagement and consultation that has helped to shape the Strategic Masterplan

V. **Movement and access** – Self-contained and walkable neighbourhoods / main access arrangements / pedestrian and cycle routes / PROWs / street hierarchy / car parking / public transport

VI. **Landscape strategy** – Landscape and biodiversity strategy / proposed planting areas / sensitive edges / public open spaces / lighting strategy (if necessary for ecology) / play strategy / drainage strategy and biodiversity enhancement / Mitigation

¹ where appropriate will form part of a subsequent planning application
Stage 9: Quality Review Panel

2.27 A Quality Review Panel (QRP) for EFDC and for the Garden Town has been established and is managed by Frame Projects. The QRP is a multi-disciplinary panel of 18 Members and is chaired by Peter Maxwell, Director of Design at the London Legacy Development Corporation. Up to 5 members are drawn from the Panel for each review, with panel members selected in accordance with the issues raised by the scheme.

2.28 The Principles of Design Review are: independent; expert; multidisciplinary; accountable; transparent; proportionate; timely; advisory; objective; and accessible.

2.29 All Strategic Masterplans are expected to be subject to formal review by the panel on at least one occasion, and where appropriate a subsequent Chair’s review. Developers may wish to utilise surgery reviews to consider specific issues in more detail.

2.30 In advance of reviews Frame will make available:

- an agenda providing briefing on scheme(s)
- potential conflicts of interest identified

2.31 The full review will comprise:

- site visit;
- briefing by planning officers on planning context;
- client introduction;
- design team presentation and questions; and
- discussion and summing up by chair.

2.32 After the review a report will be drafted by Frame Projects and approved by chair.

<table>
<thead>
<tr>
<th>Formal Review</th>
<th>Chair’s review</th>
<th>Surgery review</th>
</tr>
</thead>
<tbody>
<tr>
<td>Formal Review: Chair + four panel members</td>
<td>Chair + one panel member</td>
<td>Chair + one panel member</td>
</tr>
<tr>
<td>- For major development proposals, one or more 'formal review' meeting is likely to be needed at a pre-application stage.</td>
<td>- This type of review could be suitable for assessing planning application schemes which have already been to a formal review at pre-application stage, depending on the issues to be addressed</td>
<td>- This type of review might be used for the discharge of planning conditions, where required</td>
</tr>
<tr>
<td>- First Formal Review - £5,500 + VAT per scheme</td>
<td>- £2,500 + VAT per scheme</td>
<td>- £1,300 + VAT per scheme</td>
</tr>
</tbody>
</table>
2.33 Further information is available at the links below:


Stage 10: Report to Cabinet / LPCC to agree consultation

2.34 Following the QRP amendments will be made to reflect feedback received, before the Draft Strategic Masterplan is finalised. Once finalised, the Draft Strategic Masterplan will be considered by the Local Plan Cabinet Committee and / or Cabinet as appropriate for agreement that the public consultation can commence. Draft consultation materials should also be provided for agreement at this stage. For Strategic Masterplans within the Harlow and Gilston Garden Town, the Draft Strategic Masterplans and consultation materials will also need to be agreed by Harlow District Councils Cabinet and the Harlow and Gilston Garden Town Board as appropriate.

Stage 11: Public Consultation on Draft Strategic Masterplan

2.35 Following agreement by the respective Council(s), the draft Strategic Masterplan will be published for public consultation in accordance with relevant Statement(s) of Community Involvement and Regulations. It is anticipated that public consultation should last for a minimum of six weeks, and incorporate a variety of methods to maximise participation and feedback. As a minimum copies of documentation should be made available at the reception of respective Council(s), on Council(s) website(s), in local libraries, and at local Parish / Town Council offices. The use of a static and / or staffed exhibition will be encouraged.

2.36 The site promoter(s) will be responsible for designing and printing materials required for the public consultation, such as leaflets, banners or boards. The use of feedback forms should be encouraged where appropriate. The Council(s) will be responsible for collating and analysing any feedback received through consultation. All consultation materials should be approved and signed off by Officers from respective Council(s) (and where necessary the Harlow and Gilston Garden Town team) as required prior to the commencement of public consultation. It is important that sufficient time is incorporated into the programme to enable this.

2.37 Care must be taken to ensure that the scope and purpose of public engagement is clearly articulated in order to avoid confusion or ‘consultation fatigue’ within the local community. The Public Relations Manager should be consulted from the outset, and a Press Release will be prepared and agreed in order to publicise the event appropriately, together with any other measures deemed necessary. The site promoter(s) and Council(s) must give consideration as to how the public engagement event is to be managed to ensure that feedback received will be as productive as possible, whilst ensuring that resources are
utilised as effectively as possible, and that health and safety measures are appropriately planned for.

2.38 It is the intention of the Councils that the Strategic Masterplans will be formally endorsed to become a material planning consideration in the consideration of pre-application proposals and the determination of subsequent Planning Applications. The Council(s) may also choose to adopt the Masterplans as a Supplementary Planning Document (‘SPD’) at a future point in time. To that effect, the Council require the Strategic Masterplan to be prepared in a form and manner that will allow future adoption as a SPD (ref: para 2.96, LPSV 2017).
Supplementary Planning Documents (SPDs) can be prepared to build upon and provide more detailed advice or guidance on the policies within the Local Plan. The National Planning Policy Framework (NPPF) states:

“Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development” (paragraph 153 of 2018 NPPF).

LPSV policies have already been subject to Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA). There is no legal requirement for Supplementary Planning Documents to be accompanied by Sustainability Appraisal, and this is reinforced in Planning Practice Guidance (PPG ref: 11-008-20140306). However, “in exceptional circumstances” there may be a requirement for SPDs to undertake Strategic Environmental Assessment “where it is felt they may have a likely significant effect on the environment that has not been assessed within the SEA/SA of the Local Plan”.

If the Council is to adopt the Masterplans as SPD public consultation will therefore be required under Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012 before the Masterplan can be formally adopted.

Notwithstanding the statutory requirements for SPD consultation being not less than four weeks, as set out in Regulation 13 – the Council has set out a requirement for Masterplan SPD consultation period of 6 weeks.

Stage 12: Review of comments and finalisation of Strategic Masterplan

2.39 Following conclusion of the public consultation, the site promoter(s) will consider all responses received and agree with the Council(s) where amendments are required to the Strategic Masterplan.

2.40 On completion of the amendments, the final Strategic Masterplan will then be submitted to the Council(s) for formal endorsement.

Stage 13: Report to Cabinet for endorsement as material planning consideration

2.41 On receipt of the final Strategic Masterplan, the Implementation Manager will prepare a report to the Local Plan Cabinet Committee and / or Cabinet to seek formal endorsement of the Strategic Masterplan as a material planning consideration. For Strategic Masterplans within the Garden Town, endorsement should be sought from the Harlow and Gilston Garden Town Board prior to EFDC / Harlow Cabinet.

2.42 Briefings for Ward Members, Cabinet, Town and Parish Councils should be considered in consultation with the Implementation Manager, Garden Town Director and relevant Planning and Governance Portfolio Holder(s) as required.
Branding and Corporate Guidelines for Consultation and SPD Production

It is expected that Strategic Masterplans will adhere to corporate branding and design guidelines. Documents should be formatted to be landscape in layout, with text font size 12 and should avoid the use of ornate serif fonts. Underlining should be avoided as this can be confused for hyperlinks. Emboldened text should instead be used for emphasis. In all cases it should be ensured that there is a clear contrast between the page background colour and the text colour. EFDC will provide a front cover template for each masterplan (for sites in the Harlow and Gilston Garden Town the Garden Town team will provide the cover template). This will ensure that upon completion, each masterplan is consistent. Consultant’s Quality Assurance verification sheets should not be included within the final document.

As a minimum it will be expected that the Epping Forest District Council logo (and where appropriate the logos for Harlow District Council and the Harlow and Gilston Garden Town) is included at appropriate locations throughout the documents. It is expected that this will appear on the front and rear covers, however there may be opportunities for appropriate usage at other locations within the masterplan document.

The Strategic Masterplan should feature a location plan early within the document, and make use of colour photographs at key locations. Whilst the masterplan may include pages of text, it is expected that these will be punctuated with imagery as frequently as possible. Text heavy pages should be avoided.

The Council will provide an appropriate paragraph that should be included within the inside cover to provide guidance for document users who wish to request copies of the masterplan in alternative formats (e.g. languages, braille etc). Costs associated with the provision of alternative formats will be borne by the Council.
Links to Further Information Sources and Case Studies


South Maldon and North Heybridge Strategic Masterplan Frameworks: https://www.maldon.gov.uk/info/20048/planning_policy/9226/urban_design/4

