

Tendring
District Council



**TENDRING DISTRICT COUNCIL
LOCAL DEVELOPMENT FRAMEWORK**

Planning Services

**Core Strategy and
Development Policies Document**

Technical Paper 2 – Structure of this Document

October 2010

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1. Introduction

- 1.1 This document is the second in a series of ten ‘technical documents’ that have been prepared by officers of Tendring District Council to explain the background to the Council’s ‘Core Strategy and Development Policies Document’, an important element of the wider ‘Local Development Framework’ (LDF) for the Tendring district. The series of technical documents comprise:
- 1 – Introduction;
 - **2 – Structure of this Document;**
 - 3 – Strategic Context;
 - 4 – Spatial Portrait;
 - 5 – Key Issues;
 - 6 – Spatial Vision and Objectives;
 - 7 – Spatial Strategy;
 - 8 – Core Policies;
 - 9 – Development Policies; and
 - 10 – Implementation and Monitoring.
- 1.2 These technical documents correspond directly with each of the ten chapters in the Core Strategy and Development Policies Document (hereafter ‘the Core Strategy’) and provide the ‘audit trail’ explaining how different factors, pieces of evidence, events, discussions and decisions have affected the content of the Core Strategy.
- 1.3 In accordance with best practice, we have attempted to keep the Core Strategy itself as slim and succinct as possible. However, given the complexity and the importance of the Core Strategy, particularly in a district like Tendring, we anticipated that a lot of questions would be asked, from a variety of stakeholders, about the rationale behind certain policies and/or proposals. Rather than explaining everything in the text of the Core Strategy which would have increased its length to an unacceptable and potentially unreadable level, we hope that many of the questions raised by different parties are answered somewhere in the text of these technical documents.
- 1.4 This particular technical document explains the format of the Core Strategy and the main purpose of each chapter, elaborating upon the brief account provided in Chapter 2 of the document itself.

2. PPS12 – Spatial Planning

2.1 In preparing the Core Strategy, the Council has attempted to follow the principles set out in the Government's Planning Policy Statement on 'Spatial Planning' (PPS12) published in 2008. The broad elements that a Core Strategy is required to cover are set out in paragraphs 4.1 to 4.5 of PPS12. Paragraph 4.1 states:

"Every local planning authority should produce a core strategy which includes:

(1) an overall vision which sets out how the area and the places within it should develop;

(2) strategic objectives for the area focussing on the key issues to be addressed;

(3) a delivery strategy for achieving these objectives. This should set out how much development is intended to happen where, when, and by what means it will be delivered. Locations for strategic development should be indicated on a key diagram; and

(4) clear arrangements for managing and monitoring the delivery of the strategy."

2.2 We consider that the Core Strategy for Tendring achieves all of these elements. Items (1) and (2) for example form the basis for the vision and objectives contained in Chapter 6 of the Core Strategy and items (3) and (4) are effectively covered by Chapters 7 and 10. Paragraph 4.2 of PPS12 goes on to state:

"The vision should be informed by an analysis of the characteristics of the area and its constituent parts and the key issues and challenges facing them. The vision should be in general conformity with the RSS and it should closely relate to any Sustainable Community Strategy for the area."

2.3 Whilst the RSS has now been abolished by the new Coalition Government, the thrust of this requirement is still valid. The vision statements set out in Chapter 6 of the Core Strategy achieve this requirement as they have been informed by the Tendring Sustainable Community Strategy and the profile of the district contained in Chapter 4 – the spatial portrait. Technical document 6 provides detailed explanation as to how this has been achieved. Paragraph 4.3 states:

"The strategic objectives form the link between the high level vision and the detailed strategy. They should expand the vision into key specific issues for the area which need to be addressed, and how that will be achieved within the timescale of the core strategy."

2.4 In terms of the key issues for the area, these have been set out Chapter 5 of the Core Strategy following consideration of the 'strategic context' and the 'spatial vision' in Chapters 3 and 4 (see Technical Document 5 for more details). The objectives set out in Chapter 6, in turn, have been derived from the key issues and the vision statements and, throughout the remainder of the Core Strategy, all policies and proposals are linked to one or more of the objectives. For these reasons, we consider that the Core Strategy achieves the above requirement. Paragraph 4.4 begins by stating:

"The delivery strategy is central. It needs to show how the objectives will be delivered, whether through actions taken by the council as planning authority, such as determining planning applications, or by other parts of the Council or other bodies. Particular attention should be given to these different actions so they pull together towards achieving the objectives and delivering the vision."

2.5 We believe that the 'spatial strategy policies' and the 'core policies' contained in Chapters 7 and 8 of the Core Strategy (respectively) achieve the above requirement and are complimented through the delivery schedules in Chapter 10. Paragraph 4.4 then goes on to state:

"The strategy needs to set out as far as practicable when, where and by whom these actions will take place. It needs to demonstrate that the agencies/partners necessary for its delivery have been involved in its preparation, and the resources required have been given due consideration and have a realistic prospect of being provided in the life of the strategy. If this is not the case, the strategy will be undeliverable".

2.6 We consider that Chapter 10 of the Core Strategy fulfils this requirement and Technical Document 10 explains how the relevant agencies/partners have been involved in the preparation of the delivery strategy. Paragraph 4.5 of PPS12 then states:

"It is essential that the core strategy makes clear spatial choices about where developments should go in broad terms. This strong direction will mean that work involved in the preparation of any subsequent DPDs is reduced. It also means that decisions on planning applications can be given a steer immediately."

2.7 The key diagrams in Chapter 7 of the Core Strategy provide a very clear indication of the distribution of growth around the district. The main district-wide key diagram provides the broad distribution between the different settlements in the district and the individual project diagrams provide a clear indication of where growth will be located within or on the periphery of the settlement concerned. This approach provides some very clear parameters within which development proposals in the later Site Allocations Document will need to conform.

2.8 In conclusion, PPS12 requires that Core Strategies, as a minimum provide:

- an analysis of characteristics of an area and its constituent parts;
- the key issues and challenges facing them;
- a vision for how an area and the places within it should develop;
- strategic objectives that provide the link between the high level vision and the detailed strategy;
- a delivery strategy showing how the objectives will be achieved, when, where and by whom; and
- a clear indication of where development will go in broad terms.

2.9 It is our considered opinion that the Core Strategy for Tendring achieves all of these requirements within its different chapters.

3. Summary of the Core Strategy

- 3.1 The follow passage elaborates on the diagram contained in Chapter 2 of the Core Strategy Document and explains how the Core has been structured in a logical way. This is affectively an executive summary of the Core Strategy.

Chapter 3 – Strategic Context:

This Chapter explains, in very brief terms, how the content of the Core Strategy and Development Policies Document has been influenced by other policies, plans and strategies including planning legislation, national planning policy, local strategies and technical documents produced by the Council and other partners. Technical Paper 3 – ‘Strategic Context’ provides a more detailed account of how this has been achieved.

Chapter 4 – Spatial Portrait:

This Chapter provides a profile of the Tendring district that draws upon our knowledge of its key geographical features, socio-economic make-up and other characteristics and how these vary across the district. The Spatial Portrait has been divided into the following broad themes:

- **People** – a summary of demographic and social statistics that highlight Tendring’s ageing population, levels of ill health and deprivation but also relatively low crime levels.
- **Housing** – a summary of key housing statistics highlighting Tendring’s high proportion of home ownership, lower than average house prices and the high demand (in good market conditions) compared with supply. These figures are mainly drawn from the Council’s Strategic Housing Market Assessment (SHMA).
- **Economy** – a summary of economic statistics highlighting the main sectors of employment, the relatively high levels of unemployment in certain areas and levels of commuting. Many of the statistics are taken from the Council’s Employment Study.
- **Environment** – a more of a qualitative assessment of Tendring’s environmental characteristics, main designated areas, landscape character, heritage and flooding issues.
- **Infrastructure** – a broad summary of the range of services and facilities available in the district including transport, health and education. More detail is provided in the Council’s Infrastructure Study.

Technical Paper 4 – ‘Spatial Portrait’ provides more detail on the sources of information used.

Chapter 5 - Key Issues:

Drawing upon the strategic context and the profile of the district contained in the Spatial Portrait, this Chapter presents the key development issues facing our district; issues that the development strategy and planning policies address.

The key issues, as we see them, are:

- Addressing the economy;
- Improving transport links;
- Tackling the Decline of Traditional Maritime and Tourism Industries;
- Dealing with Areas of Deprivation;
- Remedying a Shortage of Affordable Housing;
- Dealing with the Needs of an Ageing Population;
- Addressing Health Inequalities;
- Protecting and Enhancing our Attractive Environment;
- Minimising the Impact of New 'Greenfield' Development;
- Planning for Port Expansion;
- Responding to Climate Change; and
- Anticipating Flood Risk and Coastal Change.

Technical Paper 5 – 'Key Issues' provides more detail on the rationale behind identifying these particular issues as being the biggest ones facing Tendring in the future.

Chapter 6 – Spatial Vision and Objectives:

Taking into account the vision and objectives that the Local Strategic Partnership sets out in the Sustainable Community Strategy, this Chapter establishes the Council's vision for change in the district and the key planning objectives for turning that vision into reality.

This chapter includes a vision statement for how the district ought to change between now and 2031 along with 22 'spatial objectives' for achieving that vision. However, because Tendring is so diverse and includes a number of areas with differing character, we have also included individual vision statements and objectives for different parts of the district, namely:

- **Clacton** – a focus on growth and regeneration and creating a 21st Century resort;
- **Harwich** – an emphasis on expanding the international port and promoting the

area's maritime heritage;

- **Frinton and Walton** – an emphasis on regenerating Walton-on-the-Naze and stimulate a year round economy;
- **Manningtree Lawford** – focussing on protecting local character and allowing limited growth;
- **Brightlingsea** – an emphasis on restraint, very limited growth and expanding upon the town's leisure offer; and
- **Rural Heartland** – supporting a diverse rural economy.

Technical paper 6 – “Spatial Vision and Objectives” provides more detail on how these vision statements and objectives have been derived.

Chapter 7 – Spatial Strategy:

This Chapter explains how the growth targets for new jobs, and housing, and infrastructure to support that growth will be achieved and identifies the key projects that the Council, working in partnership with other organisations, will deliver.

The main elements of this chapter are:

- Target of 7,000 new jobs;
- Target of 6,300 new homes;
- Proposals for major transport improvements;
- Three-tier hierarchy of settlements (urban settlements, Key Rural Service Centres and other rural settlements);
- Key diagram showing sustainable strategy for growth focussing primarily on Clacton, more modest levels of development for Harwich and Frinton/Walton and significantly lower levels of growth elsewhere;
- Key Diagrams identifying the main ‘projects’ in the main urban areas that will deliver the majority of growth in the district; and
- Essential infrastructure projects that must be delivered to enable growth.

Technical paper 7 – “Spatial Strategy” provides more detail on how the strategy and targets have been derived from a combination of technical evidence, public opinion and office judgement.

Chapter 8 – Core Policies:

This Chapter contains a series of policies that set out how the Council, working in

partnership with other organisations, will deliver its objectives and what kinds of development the Council will support.

The policies are listed under the main theme 'Managing Growth', 'Our Place', 'Our Prosperity' and 'Our Future' and include:

Managing Growth

- Core Policy 1 – Containing Urban Growth
- Core Policy 2 – Development in the Countryside
- Core Policy 3 – Securing Facilities and Infrastructure
- Core Policy 4 – Transport Accessibility

Our Place

- Core Policy 5 – Achieving a Sense of Place
- Core Policy 6 – Tackling Climate Change
- Core Policy 7 – Flood Risk, Coastal Change and Water Conservation
- Core Policy 8 – Nature Conservation
- Core Policy 9 – The Historic Environment
- Core Policy 10 – The Countryside Landscape
- Core Policy 11 – Green Infrastructure

Our Prosperity

- Core Policy 12 – Regeneration Areas
- Core Policy 13 – Employment sites
- Core Policy 14 – Freight Transport
- Core Policy 15 – Tourism
- Core Policy 16 – Town, District, Village and Neighbourhood Centres

Our People

- Core Policy 17 – Improving Health
- Core Policy 18 – Delivering a Mix of New Housing
- Core Policy 19 – Gypsies and Travellers
- Core Policy 20 – Community Facilities
- Core Policy 21 – Play Pitches and Outdoor Sports Facilities
- Core Policy 22 – Children's Play Areas
- Core Policy 23 – Residential Densities

Technical Paper 8 – 'Core Policies' provides more detail on the purpose of these policies, their linkages to the Core Strategy's spatial objectives and the way they will be implemented.

Chapter 9 – Development Policies:

This Chapter contains a series of policies that set out the more detailed criteria against which planning applications for new development will be judged when submitted to the Council as the planning authority.

The policies include:

Managing Growth

Policy DP1 – Design of New Development
Policy DP2 – Backland Residential Development
Policy DP3 – Garden Extensions into the Countryside
Policy DP4 – Private Amenity Space for Residential Development

Our Place

Policy DP5 – Landscape Impacts
Policy DP6 – Development Affecting Protected Trees and Hedges
Policy DP7 – Development in Conservation Areas
Policy DP8 – Development Affecting Listed Buildings

Our Prosperity

Policy DP9 – Development in Defined Centres
Policy DP10 – Conversion and Re-Use of Redundant Buildings in the Countryside
Policy DP11 – Occupancy Timescales for Tourist Accommodation
Policy DP12 – Agricultural/Forestry Buildings and Structures
Policy DP13 – Equestrian Development

Our People

Policy DP14 – Health Impact Assessments
Policy DP15 – Protecting Existing Community Facilities
Policy DP16 – Provision of Green Infrastructure for New Residential Development
Policy DP17 – Affordable Housing in New Developments
Policy DP18 – Rural Exception Sites
Policy DP19 – Aspirational Housing
Policy DP20 – Residential Institutions and Care

Technical Paper 9 – ‘Development Policies’ provides more detail on the purpose of these policies, their linkages to the Core Strategy’s spatial objectives and the way they will be implemented.

Chapter 10 – Implementation and Monitoring:

A strategy must provide a clear understanding of how projects are to be delivered, who will be involved, how funding will be secured and what the timescales will be. The final Chapter contains schedules that explain how the strategy will be delivered and sets out the arrangements for monitoring progress over the LDF plan period. The ‘Plan, Monitor and Manage’ approach ensures that, if circumstances change, the Council can take appropriate action by reviewing policies and proposals quickly and efficiently.

This chapter provides a schedule explaining, in very broad terms, how the following essential infrastructure projects are likely to be delivered:

- Upgrading the A133
- Upgrading the A120

- St. John's Relief Road
- New Junction on A120
- New Primary School in North-West Clacton
- New Primary School in East Clacton
- New Medical Centre in North-West Clacton
- Electricity Sub-Station for North-West Clacton
- Expansion of the Jaywick Sewerage Treatment Works

It also contains policy statements and delivery schedules for the 36 key projects that will form an important part of the overall strategy. These are:

- Project 1 – Rejuvenating Clacton Seafront
- Project 2 – Economic Growth in Clacton Town Centre
- Project 3 – Regenerating Jaywick
- Project 4 – St. John's Relief Road
- Project 5 – Hartley Meadows Neighbourhood Development
- Project 6 – Brook Business Park
- Project 7 – West Clacton Outdoor Leisure Park
- Project 8 – Martello Bay Watersports Area
- Project 9 – Expansion of Oakwood Business Park
- Project 10 – Pickers Ditch Walkway
- Project 11 – East Clacton Neighbourhood Development
- Project 12 – Port Expansion at Bathside Bay
- Project 13 – Regenerating Harwich Old Town
- Project 14 – Rejuvenating Dovercourt Town Centre
- Project 15 – Stanton Euro Park
- Project 16 – Harwich Linear Park
- Project 17 – Land East of Pond Hall Farm
- Project 18 – Urban Extensions in West Harwich
- Project 19 – Regenerating Walton-on-the-Naze
- Project 20 – Protecting and Enhancing Frinton Town Centre
- Project 21 – Hamford Urban Extension
- Project 22 – Expansion of Kirby Cross Trading Estate
- Project 23 – Growth in Manningtree Town Centre
- Project 24 – Lawford Urban Extension
- Project 25 – Protecting and Enhancing Brightlingsea Town Centre
- Project 26 – Rejuvenating Brightlingsea Waterfront
- Project 27 – Brightlingsea East Urban Extension
- Project 28 – Expansion of Morses Lane Industrial Estate
- Project 29 – Sustainable Growth for Alresford
- Project 30 – Sustainable Growth for Elmstead Market
- Project 31 – Sustainable Growth for Great Bentley
- Project 32 – Sustainable Growth for Little Clacton
- Project 33 – Sustainable Growth for Mistle
- Project 34 – Sustainable Growth for St. Osyth
- Project 35 – Sustainable Growth for Thorpe-le-Soken
- Project 36 – Sustainable Growth for Weeley

Finally, Chapter 10 contains a schedule of indicators that will be used for the purpose of measuring the Core Strategy's performance in delivering the main spatial objectives (as set out in Chapter 6).

Technical Paper 10 – ‘Implementation and Monitoring’ provides more detail on each of the key projects and how they will be delivered.

4. Planning for Places: Consideration by CABE

- 4.1 At the end of 2009, the Commission for Architecture and the Built Environment (CABE) published a guidance document entitled 'Planning for Places – Delivering good design through core strategies'.
- 4.2 The purpose of the document was to explain to local authorities how important it is that Core Strategies tell the story of a place, identify the issues that are relevant to that place and set out clearly what the future vision for that place will be. By achieving this, authorities put themselves in a better position to secure developments of good design that reflect local issues and distinctiveness.
- 4.3 The back-page blurb of that document reads as follows:
- “An understanding of how a place works, what makes it special and the opportunities it offers is critical to developing a core strategy. Planning for places: delivering good design through core strategies has been produced to help local authorities to take a spatial approach to their strategy. Drawing on workshops, it helps planners place good design at the heart of their core strategies.”*
- 4.4 CABE piloted a series of workshops with local authorities designed to talk through Core Strategies with a panel of industry experts and debate whether or not the spirit of 'planning for places' has been fully taken on board. On 15 April 2010, two officers from Tendring District Council participated in such a workshop session which involved a presentation from the Development Plan Manager and subsequent discussion with the panel which consisted of leading architects, Town Planners, representatives of CABE and Government Office.
- 4.5 The main topic of discussion was the format of the emerging draft Core Strategy following the structure explained in Chapter 3 above and how well it reflects the spirit of the CABE guidance.
- 4.6 The response was very positive and is outlined below.

TENDRING CABE LDF WORKSHOP NOTES

- You have a good approach and overall the document is very good. The document is good and clear, you just need to sharpen it up and tweak it a little.

Mapping /graphics:

- The key diagram is good. It is a very clear statement of the nature of the places, where change will happen and your vision for each place. You should consider replacing the text with graphics to make the types and levels of growth clearer, for example, use pie charts.
- The key projects diagrams need keys to explain what the different colours and shading mean. This will make the diagrams easier to understand. The master planning diagram for your site allocations document will also need a key and an understanding of where the town centres and key features of the district are.
- You should consider using the key diagram as a model for your project diagrams.
- The diagrams you now have will help to excite interest at the next public consultation and you will get a better response.

- There are two types of maps: concept maps and factual maps. You have done concept maps well, so now include factual maps to replace some of the text.
- The black line for project 10 on Clacton's key projects diagram does not extend to the sea front.
- The triangles on the key projects diagrams are confusing. You need to consider amending the annotations to explain that some projects are more critical than others, without suggesting that some projects are optional.
- Consider mapping the information from the spatial portrait, for example, where do most of the older people live, where is there good life expectancy etc.?

Reducing length and detail:

- You have done an incredibly good job with the core strategy document. Do not worry about the amount of detail, concentrate on the clarity.
- To reduce the length of the document you could have single sections for each place which group together all issues. For example, take the spatial vision for Clacton and put it with the key projects for Clacton and the information relating to delivery.
- Do not try and follow the structure of PPS12 too closely. You can comply with the requirements of PPS12, but with a simpler structure for your core strategy.
- It is good to approach your core strategy by considering who the audience for it is and what information they need.
- In twenty minutes your presentation told the panel everything they needed to know. Think about what you left out and then consider removing this information from the document.

Context:

- Shrink your key diagram to show Colchester and Felixstowe and the connections to mainland Europe. This regional context is important. Tendring is not an island. Consider whether there is anything happening in those places that you need to map.
- Tendring and Colchester interact regardless of the planning process and administrative boundaries. You need to understand the influence and impact of Colchester and map this. Working together as neighbouring authorities is about issues and places and not process and timing.
- When explaining the regional context for Tendring, don't just say what the facts are but explain the impacts of the neighbouring places.
- The Haven Gateway doesn't come through in the document. What are the implications of the Haven Gateway for Tendring?
- When explaining the policy context and local area plans, don't just say what they are, but say what they mean for the places in Tendring.

Developing the strategy:

- The spatial portrait gives very useful information, but employment and population issues should be shown spatially. Consider using maps to show what the facts mean for places. Also, you could show key facts from your spatial portrait graphically.
- Your understanding of how places work will help you deliver the strategy.
- You need to be clear in the document about why this pattern of growth has been chosen and how you got to this point. The core strategy must be able to be a stand-alone document. You should

include a short summary of your issues and options, perhaps in chapter 7, and say “We could have done these things.....but we’re doing this.....because.....” You could extend the information on p43 to say how many new homes you are putting where, and why.

- Presumptions about new development are generally negative, so use the core strategy to tell people why development will be good for them.
- You have a lot of open space, but it is not publically accessible. The core strategy isn’t clear as to what the pattern of green infrastructure is and how much is available to the public and how they can use it. This needs clarifying. How does the open space in Tendring’s seaside town affect the character of the places and how do you want to use that space?
- Make a clear link between CIL/ s106 and how projects will be delivered. Explain what development is needed to make which projects happen.
- Don’t ignore the possibility of an eco town in your document. Say that the eco town is not an option for delivering the required growth and why you’ve discounted it. Say that it’s a possibility for additional growth, but the council is prioritising change in existing places because that is better for local people.
- Don’t ignore the sea. The wind farms will have an impact on Harwich and the coast and this should be acknowledged.
- You need to decide now what the vision for Clacton is – you need to decide what “twenty-first century year-round resort” means.
- Why doesn’t the urban extension in Brightlingsea stretch to the coast? Be clear about why you have made the decisions you have. Growth patterns should be shaped by understanding what the benefits of the growth need to be.
- Consider Lifetime Homes. When planning for the aging population what do they need their homes to be like and what services do they need? Could be about good seats and toilets.
- You have thought a lot about deliverability and all the necessary detail is at the back of the document.
- Don’t repeat PPS1. Explain what PPS1 means for Tendring’s different places. Your design policy is not locally distinctive. Interpret your spatial visions for each place into your design policy to make it locally distinctive.
- It is excellent that you want to be prescriptive and proactive in your site allocations document. The briefs for the AAPs and master plans need to be drawn from the core strategy’s visions for places.

Final points from panel:

- Well done, the document is good. Just tweak it as suggested. Be confident.
- It is great that you are planning for your rural areas. Consider calling them rural heartland rather than rural hinterland. Tendring is a rural area with some towns in it rather than towns and villages surrounding by rural areas.
- Consider getting some graphic design help on the document to improve presentation. The core strategy doesn’t need GIS. This isn’t a GIS exercise, it’s a communication and presentation exercise.

4.7 We consider this to be very positive feedback and made a number of alterations to the Core Strategy to reflect some of the suggestions. It demonstrates how the structure of the document appears to be sound and in the spirit of Government thinking.