

***Tendring***  
***District Council***



**TENDRING DISTRICT COUNCIL  
LOCAL DEVELOPMENT FRAMEWORK**

**Planning Services**

**Core Strategy and  
Development Policies Document**

**Technical Paper 8 – Core Policies**

October 2010

CONTENTS PAGE

<b>Chapter 1</b>	<b>Introduction</b>	<b>3</b>
<b>Chapter 2</b>	<b>Scoping Policies</b>	<b>4</b>
<b>Chapter 3</b>	<b>Core Policies – Justification and Implementation</b>	<b>6</b>

# 1. Introduction

- 1.1 This document is the eight 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 some of the background to the ‘Core Policies’, which set out, in principle, how the Council will use its planning powers, working in partnership with other organisations, to tackle some of the big issues facing the district and deliver upon the key objectives.

## 2. PPS12 – Spatial Planning

### Core Policies

- 2.1 Core Policies' provide broad spatial objectives and explain, in principle, how the Council will use its planning powers, working in partnership with other organisations, to tackle some of the big issues facing the district and deliver upon the key objectives.
- 2.2 Having considered national and (then extant) regional policies and our list of key issues and objectives, we developed a broad range of policy areas that were essential to be covered in the Core Strategy. These policies are divided into the four spatial themes:

#### Managing Growth

Core Policies under the theme of 'managing growth' are primarily designed to achieve sustainable patterns of development, secure the infrastructure needed to deliver growth and ensure high quality design.

#### Our Place

Under the theme of 'our place', the policies are designed to help protect and enhance the district's natural and historic environmental assets and contribute towards the global climate change targets.

Our district's attractive natural, built and historic environment is undeniably one of its most important assets that need to be preserved and enhanced. The pressure for development to provide new homes, employment land and other facilities must be carefully balanced with the need to protect and enhance the environment. The following core policies set out, in broad terms, the measures the Council will take, working with its partners, to achieve that balance.

#### Our Prosperity

Objectives under this theme will provide the right conditions to allow businesses to flourish to achieve economic growth in our district.

#### Our People

Core Policies under the theme of 'our people' are primarily designed to improve the quality of life of all Tendring's residents, particularly the most disadvantaged.

- 2.3 The government requires local planning authorities to have a framework of Core Policies that are succinct, avoids unnecessary proliferation and duplication and therefore minimises the total number of policies required. This in turn makes life easier for professionals and members of the public making planning application, the Planning Officers dealing with them and any other stakeholder with an interest in Planning.
- 2.4 In line with the Government's Planning Policy Statement 12 (PPS12), only policies that relate to the delivery of the Core Strategy objectives will be included. Repetition of national policy will be avoided. More use of national guidance (PPS) for decision making is now expected rather than developing local policy to cover all possible scenarios. Also if national policy changes as it often does, it does not invalidate a large number of the policies contained in the local development framework.

## **Tendring District Local Plan (2007)**

- 2.5 The current Tendring District Local Plan (2007) contains more than 200 policies; some of which are strategic in their nature, some of which are area-specific and others that are effectively development policies regularly used in the day to day process of determining planning applications.
- 2.6 Whilst the Local Plan is considered a robust planning document, one of the criticisms of the Local Plan is that it is too long and too detailed. Some policies unnecessarily repeat national policy or are never used and there were many opportunities to slim down policies that had hardly been used during the life of the plan.
- 2.7 However, given that the Local Plan Inquiry was less than two years ago and its policies have received the endorsement of the Planning Inspectorate we did not want to completely re-write the current policies, especially given that there are certain policies such as the design policies that have been successful and should be carried forward into the Local Development Framework.

## **How we reviewed the Local Plan Polices and identified new LDF policies**

- 2.8 As part of the policy review process a “policy review steering group” was assembled involving key officers from Development Management, Regeneration and the Development Plan Team. It was considered that working in partnership with representatives from the above departments would ensure an appropriate balance between achieving overarching planning objectives and achieving effective implementation of LDF policy.
- 2.9 Over 200 Local Plan policies were reviewed by the steering group and assessed against the following criteria:
- What is the purpose of policy?
  - Does the policy repeat national guidance set out in PPS or other guidance?
  - Is the policy contrary to any national guidance set out in PPS or other guidance?
  - How effective has the policy been in practice? This involved reviewing the Annual Monitoring Reports where appropriate, appeal decisions and officer’s experiences of implementing a particular policy.
  - How many times has the policy been used? The Council uses “Uniform” software package to manage its planning applications. Therefore, it was possible to review how many times a particular policy had been used in planning decisions.
  - Is it possible to combine a number of polices into one generic policy whilst still ensuring effective policy coverage?
- 2.10 This assessment allowed the steering group to cull many unnecessary Local Plan policies. The next stage was for the steering group to identify any new policy areas that required a development or core policy. Again this was a process of reviewing the AMR’s, appeal decision, consultation responses from the “issues and options” report and officers experiences to identify new policy areas that would not be repeating national guidance, such as “Improving Health” and “Achieving a Sense of Place”.
- 2.11 The next stage for the Local Development Framework team was to consult with the Council’s key stakeholders and partners to ensure that the new Core Policies were considered “sound”, succinct, specific to Tendring and could be effectively implemented.

### **3. Core Policies – Justification and Implementation**

3.1 The 'Core Policies' selected for inclusion in the Core Strategy were:

#### Managing Growth

- CP1 – Containing Urban Growth
- CP2 – Development in the Countryside
- CP3 – Securing Facilities and Infrastructure
- CP4 – Transport and Accessibility

#### Our Place

- CP5 – Achieving a Sense of Place
- CP6 – Tackling Climate Change
- CP7 – Flood Risk, Coastal Change and Water Conservation
- CP8 – Nature Conservation
- CP9 – The Historic Environment
- CP10 – The Countryside Landscape
- CP11 – Green Infrastructure

#### Our Prosperity

- CP12 – Regeneration Areas
- CP13 – Employment sites
- CP14 – Freight Transport
- CP15 – Tourism
- CP16 – Town, District, Village and Neighbourhood Centres

#### Our People

- CP17 – Improving Health
- CP18 – Delivering a Mix of New Housing
- CP19 – Gypsies and Travellers
- CP20 – Community Facilities
- CP21 – Play Pitches and Outdoor Sports Facilities
- CP22 – Children's Play Areas
- CP23 – Residential Densities

3.2 This chapter provides some background to these policies including their justification, their 'fit' with overall strategic objectives of the Core Strategy, their performance against the Sustainability Appraisal criteria and an indication of how these policies will be implemented.

## Policy CP1 – Containing Urban Growth

### Purpose of Policy:

To ensure urban growth is carefully managed so as not to lead to unsustainable developments in remote and poorly accessible locations and to avoid the coalescence of settlements and uncontrolled urban sprawl across the open countryside. Where settlements do need to expand to meet district growth requirements, this development will be carefully planned and contained within clearly defined boundaries.

### Link to Spatial Objectives:

**MG1:** Direct new development towards locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

Under Core Policy 1 settlements considered to be 'sustainable' (i.e. well served by existing infrastructure, services and facilities) will be contained within Settlement Development Boundaries. To encourage sustainable patterns of growth there will be a general presumption in favour of new development within settlement development boundaries. Outside these boundaries new development will be generally restricted.

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

Containing urban growth within defined boundaries will help prevent development in unsustainable locations that would rely on the private car to access shops, services and facilities.

**MG3:** Manage urban growth to minimise environmental impacts, maximise the re-use of previously developed land, prevent uncontrolled sprawl into the open countryside or along the coast and maintain and secure important countryside gaps between different settlements.

Core Policy 1 seeks to prevent development from taking place outside defined boundaries (unless considered appropriate in a countryside location), which should help meet this objective.

**MG4:** Link housing and job growth to tackle unemployment and minimise the need to commute outside the district.

Core Policy 1 seeks to contain all forms of new development within defined boundaries. This should result in new jobs being provided within settlements where there is already an established population base, suitable services and facilities and a range of non-car modes of transport.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Core Policy 1 will protect the most sensitive areas in the district by containing urban growth. Where growth is required beyond defined boundaries, it will be carefully planned to keep any adverse impacts to a minimum.

**PR3:** Attract inward investment by identifying sustainable and commercially attractive development opportunities, creating regeneration opportunities in its deprived areas and improving skills.

Containing urban growth will encourage the use of previously-developed land within settlements, which might otherwise had been discarded in favour of cheaper, easier to develop greenfield land in the countryside, if such boundaries did not exist.

**PR4:** Improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Containing urban growth and directing new development to existing settlements should reinforce the district's centres by creating new job opportunities and increasing and possibly diversifying the established population base.

**PR6:** Support growth, diversification and stability in the rural economy.

Most of the district's villages and some hamlets will also be contained within Settlement Development Boundaries indicating they are considered to be sustainable and capable of receiving some form of new growth (albeit small-scale compared to the district's urban areas which are considered to be more sustainable). Allowing some growth should help support the local economy, sustain essential services and facilities and provide homes and jobs for local people.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

Core Policy 1 will encourage regeneration and investment within existing settlements.

**PE4:** Create a more balanced housing stock by delivering a mix of new homes and other accommodation to meet local demands and needs.

Core Policy 1 will ensure new housing growth is directed to existing settlements where there is the demand and need for new housing. Planned urban extensions will provide the opportunity to deliver a mix of homes and other accommodation to meet local demands and needs.

Link to National Planning Policy:

PPS1: Delivering Sustainable Development (and Climate Change Supplement) sets out the Government's general principles of sustainable development. In particular, it requires that development plan policies promote sustainable patterns of growth, encourage the re-use of previously-developed land and protect the countryside and important environmental assets by carefully managing urban growth.

PPS3: Housing encourages local planning authorities to deliver new housing in sustainable locations making efficient use of land wherever possible. It encourages the use of previously-developed land within settlements but also recognises exceptions may apply to provide much-needed affordable rural housing.

PPS4: Planning for Sustainable Economic Growth requires local planning authorities to prepare policies that encourage sustainable economic growth by directing new businesses to sustainable locations, re-use previously developed land, promote regeneration and reinforce existing centres.

PPS7: Sustainable Development in Rural Areas requires local planning authorities to apply the policies in PPS3 when considering housing development in rural areas ensuring development is restricted in the countryside.

PPS9: Biodiversity and Geological Conservation requires local planning authorities to identify the location of designated sites of importance for biodiversity and geo-diversity which will be protected from development. In particular, networks of green infrastructure should be taken into account when considering new development.

PPG13: Transport requires local planning authorities to consider accessibility when considering locations for new development. Policies should encourage development in locations that would reduce the reliance on the private car, make best use of existing transport networks and encourage greater use of public and non-car modes of transport.

PPG17: Planning for Open Space, Sport and Recreation requires local planning authorities to identify the location of areas of space which will be protected from development.

PPG20: Coastal Planning requires local planning authorities to prepare policies that restrict development that does not require a coastal location. This will prevent development in areas prone to erosion or flooding.

PPS25: Development and Flood Risk (and supplement – Development and Coastal Change) requires local planning authorities to direct development away from areas at risk of flooding and coastal change.

#### Evidenced Justification:

Tending, like many other places, has evidence of urban sprawl and many examples of unsustainable forms of development that would worsen if there were not strict controls in place imposed by the planning system. Whilst little can be done to rectify the development that has already taken place, much can be done to prevent further development in unsustainable locations.

Early in the preparation of the Core Strategy the Council carried out an assessment to identify the settlements that have the potential to accommodate new housing growth either as infill development within tightly drawn settlement development boundaries or peripheral expansion outside of those boundaries.

The study also ranked each settlement to establish a 'settlement hierarchy' based on the size of each settlement and their relative accessibility to jobs, shops, services and public transport and arranged them into three categories of settlement: urban settlements, key rural service centres and other rural settlements. The Core Strategy lists each settlement under each category and sets out the level of growth that is appropriate.

A full review of the district's existing Settlement Development Boundaries will be carried out to inform the preparation of the more detailed Site Allocations Document. This will also include reviewing the role and purpose of Settlement Development Boundaries and result in a set of guiding principles to aid the re-drawing of each boundary. This will produce a set of boundaries that are sound and fit for purpose as part of the LDF.

Whilst the policy itself does not stipulate where new growth should be located it does make clear that all new growth should be carefully managed to prevent unattainable patterns of growth. This process will be heavily influenced by the findings of the Sustainability Appraisal and other technical studies that seek to identify and protect the district's natural, built and historic assets. Furthermore, sites with the potential for housing will be assessed in the Council's Strategic Housing Land Availability Assessment.

#### Comments raised during Public Consultation:

The majority of respondents who commented on the 2009 Discussion Document on Issues and Possible Options agreed that there should be a core policy on containing urban growth to prevent the coalescence of settlements and protect the open countryside and other environmental assets from development. Most people agreed that drawing carefully defined 'Settlement Development Boundaries' around the district's towns and villages is the best way of achieving this.

Findings of the Sustainability Appraisal:

Option 1 is to apply a general presumption to development within settlement development boundaries and a general presumption against development outside of settlement development boundaries.

Option 2 is to not identify settlement development boundaries.

Whilst both options will help to deliver the number of dwellings needed option 1 will have a more positive impact as under this option there will be more certainty about where development will take place.

A general presumption against development in the countryside will help to avoid greenfield development and higher densities will generally be more acceptable on sites within urban areas rather than sites in the countryside; ensuring the most efficient use of land.

Directing development to existing settlements will reduce the need to travel. This option does allow exceptional development in the countryside, in particular those uses that require a countryside location and so the rural economy will not be ignored under this option.

Option 2 will enhance the rural economy. However, rural exception sites are unlikely to come forward for development as there will be no clear definition of the countryside and so sites solely for affordable housing would be unlikely to come forward. A recent report from CPRE, Brownfield Market Signals, concluded that the availability of greenfield land decreased the viability of brownfield land and so this option would adversely impact on regeneration projects.

Allowing development outside of settlements will result in increased travel and outside of the district's settlements public transport is poor and so most journeys would be by car. This option would therefore lead to an increase in greenhouse gas emissions from increased travel. This option is also likely to adversely affect landscape character.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1	✓	✓		✓			✓	✓	
Opt 2									

The 2010 Sustainability Appraisal found that option 1 meets 5 out of the 9 sustainability criteria and is the most suitable option.

Policy wording:

**CORE POLICY 1 – CONTAINING URBAN GROWTH**

To encourage sustainable patterns of growth and to carefully control urban sprawl, each of the settlements listed in the Spatial Strategy's 'Settlement Hierarchy' will be defined within a 'Settlement Development Boundary'. These boundaries will be depicted on the Proposals Maps as part of the Site Allocations Document.

Within the Settlement Development Boundaries, there will be a general presumption in favour of new development subject to detailed consideration against the other relevant Core Policies and Development Policies in this document.

Outside of Settlement Development Boundaries, the Council will seek to protect and enhance the character and openness of the countryside. This will be achieved by refusing planning permission for development other than for the categories expressly identified in Core Policy 2 below.

For some settlements, the Settlement Development Boundaries will be expanded beyond the extent of existing built development to allow planned settlement expansion where it is required to deliver growth in accordance with the Spatial Strategy.

Implementation:

The policy will be implemented primarily through the development management process where applications for development outside Settlement Development Boundaries will be refused planning permission (unless for a development that is considered suitable in the countryside).

Monitoring:

The effectiveness of the policy will be measured by monitoring the amount (and type) of new development that takes place outside Settlement Development Boundaries. This will be reported each year in the Council's Annual Monitoring Report.

## **Policy CP2 – Development in the Countryside**

### Purpose of Policy:

To highlight the categories of development that might be acceptable in a countryside location.

### Link to Spatial Objectives:

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Development in the countryside is restricted which will help to protect these important assets. Core Policy 2 lists the categories of development that might be acceptable in a countryside location, some of which can bring about positive changes for the rural areas.

**PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.

Core Policy 2 includes some categories of development that might be acceptable in a countryside location which would boost local tourism by making best use of the district's assets.

**PR6:** Support growth, diversification and stability in the rural economy.

Some of the categories of development listed in Core Policy 2 will help boost the rural economy, providing jobs for local people.

**PE2:** Bring balance to the district's ageing population by improving the opportunities for younger people to live and work in the area whilst still providing for the needs of its older residents.

Some of the categories of development listed in Core Policy 2 will provide jobs for local people in the rural areas. The policy also includes affordable rural housing as a category of development considered acceptable in the countryside, which will benefit young people trying to get on the property ladder and be able to live in the same village that they grew up in.

**PE4:** Create a more balanced housing stock by delivering a mix of new homes and other accommodation to meet local demands and needs.

The few dwellings permitted through Core Policy 2 are likely to be affordable rural housing to meet local needs. This will therefore help to create a more balanced housing stick for that particular community.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Core Policy 2 supports a number of types of development in the countryside. This should help resist the loss of key community, leisure and sports facilities that require a countryside location and are important facilities for rural communities.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development (and Climate Change Supplement) requires policies to promote sustainable development. Whilst it is recognised most new development should be directed to existing centres of population it is also recognised that there are some categories of development that require a countryside location.

PPS3: Housing urges local authorities to consider having a Rural Exceptions Sites policy to ensure the delivery of affordable homes in rural areas; that could not otherwise be achieved.

PPS4: Planning for Sustainable Economic Growth urges local planning authorities to include policies that support the rural economy, in particular policies that support tourism in rural areas.

PPS5: Planning for the Historic Environment requires policies that take a proactive and positive approach to conserving and enhancing the historical environment (for example considering some form of enabling development to secure the future of an important listed building or other heritage asset).

PPS7: Sustainable Development in Rural Areas recognises there are some categories of development that require a countryside location which should be supported. Emphasis is placed on the need to safeguard the character of the countryside.

#### Evidenced Justification:

Tendring, like many other places, has evidence of urban sprawl and many examples of unsustainable forms of development that would worsen if there were not strict controls in place to control development imposed by the planning system. One of these rules includes controlling what development takes place in the countryside and limiting development to a few categories that specifically require a countryside location.

Most of the categories of development listed in Core Policy 2 meet specific requirements contained in national planning policy where that category is considered to be an exception to normal policy (for instance, providing rural affordable housing and encouraging some forms of commercial use in the countryside).

Whilst Core Policy 2 provides support for a range of development categories in the countryside, there remains an overriding strategic need to protect and enhance the district's natural and historic environment. Proposals must therefore demonstrate how adverse impacts have been kept to a minimum and what measures are in place to achieve this.

#### Comments raised during Public Consultation:

The majority of respondents who commented on the 2009 Discussion Document on Issues and Possible Options generally agreed that there should be a specific policy in the draft Core Strategy on development in the countryside which should clearly set out what forms of development would be considered accepted in the countryside (in principle). There appears to be a general consensus that development in the countryside that would help support the rural economy should be allowed, provided it is in keeping with existing surrounding character, protects and enhances the natural environment and creates little traffic. In particular, the policy should support the district's agricultural industry by allowing suitable diversification projects to take place, where necessary, and supporting the conversion and reuse of redundant agricultural buildings.

Whilst most respondents agree that generally residential development should be directed to the district's urban areas and larger villages the needs of the district's more rural communities must also be taken into account.

#### Findings of the Sustainability Appraisal:

Option 1 allows the following types of development in the countryside: development allocated in the Site Allocations DPD; development that supports the needs of agriculture, forestry and fishery; equestrian related development; extensions to dwellings, business premises and caravan parks; renewable energy installations; replacement of existing dwellings and commercial premises;

agricultural workers dwellings and rural exception sites; enabling development; the re-use of rural buildings for business or tourism purposes and farm shops.

Option 2 is to be more permissive.

Option 3 is to include a strict presumption against development in the countryside.

Option 1 will contribute to the district’s housing need, including need for affordable housing. Those employment uses that genuinely need a rural location will be supported and the regeneration of rural buildings will be supported. The tourist economy will be supported by allowing extensions to existing caravan parks. Development in the countryside increases the need to travel for those who live in the main centres of population, but reduces it for those living in the countryside, as this option only supports limited development in the countryside the impact on the need to travel is neutral. Development in the countryside is likely to result in increased pollution in terms of increased travel causing air pollution, lack of capacity in the water infrastructure network, soil pollution through greenfield development and light pollution. Equestrian uses in particular are one that often results in light pollution. Development on greenfield land inevitably affects biodiversity and landscape character, however the impact of options 1 and 2 are uncertain as more detailed policies should provide avoidance and mitigation measures. Option 1 will positively impact on listed buildings in certain circumstances by allowing enabling development in the countryside which is necessary to secure the future of a listed building. Option 2 will significantly contribute to the rural economy and district housing need and may result in market housing in the countryside. Increased development in the countryside will increase the need to travel for those living outside of the immediate area and sustainable transport is often not a realistic option in the countryside. As with option 1 increased levels of pollution will occur through development in the countryside. Option 3 will fail to contribute to the districts housing need and economy by introducing a presumption against any form of development in the countryside. The impact on renewable energy under this option is uncertain as although there may be a general presumption against development in the countryside, a wind farm for example cannot be located in a built up area and so may be considered acceptable. A presumption against development in the countryside will protect biodiversity and landscape character.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1	✓	✓					✓		
Opt 2		✓					✓		
Opt 3				✓				✓	

The 2010 Sustainability Appraisal found that option 1 meets 3 out of the 9 sustainability criteria and is the most suitable option.

Policy wording:

**CORE POLICY 2 – DEVELOPMENT IN THE COUNTRYSIDE**

Land outside of defined Settlement Development Boundaries (as depicted on the Proposals Map as part of the Site Allocations Documents) will be classed as ‘countryside’.

In the countryside, the following forms of development will be acceptable, in principle, subject to detailed consideration against other relevant Core Policies and Development Policies in this document:

- Development on land that is specifically allocated for a particular use in the Site Allocations Document;
- Development that supports the essential needs of agriculture, forestry or fishing (see Policy DP12);
- Equestrian related development (see Policy DP13);
- Open air recreation, including ancillary buildings e.g. changing rooms, visitor centres etc;
- Extensions to existing residential properties, commercial & business premises and caravan & chalet parks;
- Renewable energy installations;
- The replacement or rebuilding of existing residential properties (where the proposal would not be a replacement for a mobile home, dwelling already demolished or abandoned, or a building not in use as a dwelling house);
- The replacement of existing commercial buildings with new commercial buildings;
- New dwellings for agricultural or forestry workers (Policy DP12) or affordable housing allowed through the rural 'exceptions' policy (Policy DP18);
- Enabling development that is necessary to secure the future of an important listed building (see relevant national planning policy);
- The re-use of redundant buildings for business use or self-catering tourist accommodation and, in exceptional circumstances, residential use (see Policy DP10); and
- Farm shops.

Implementation:

The policy will be implemented primarily through the development management process where applications for inappropriate development in the countryside (i.e. not one of the categories of development listed in the policy) will be refused planning permission.

Monitoring:

The effectiveness of the policy will be measured by monitoring whether any development not within any of the categories included in the policy takes place outside Settlement Development Boundaries. This will be reported each year in the Council's Annual Monitoring Report.

## **CP3 – Securing Facilities and Infrastructure**

### Purpose of Policy:

Core Policy 3 sets out the Council's approach to securing facilities and infrastructure necessary to deliver sustainable communities.

### Link to Spatial Objectives:

**MG1:** Direct new development towards locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

In the interests of building sustainable communities it is essential that Core Policy 3 either directs new development towards sustainable locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package. This policy enables the Council to secure necessary infrastructure through planning obligations.

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

It is essential that Core Policy 3 will seeks to deliver sustainable developments reducing the reliance on private car use and where possible integrate provision for walking, cycle paths and links to public transport in new developments through planning obligations. .

**PR1:** Improve the strategic transport and communications network.

For the districts key growth areas it is essential that Core Policy 3 aims to provide essential infrastructure improving the strategic transport and communications network securing developer contributions where required.

**PR5:** Deliver growth in public sector services to support the growing population.

For the district growth areas it is essential that Core Policy 3 aims to deliver the essential services to support the growing population.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

It is essential that new housing growth is supported with the essential supporting infrastructure. Core Policy 3 will aim to deliver essential services and facilities in the district's most deprived areas.

**PE3:** Improve the health of the district's residents by improving access to recreational activities and healthcare services.

Tendring District suffers from health inequalities and Core Policy 3 will aim to improve the health of the districts residents through the necessary provision of health facilities.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Community facilities such as Post Offices and Health Centres are crucial for maintaining vibrant and sustainable communities. Core Policy 3 will enable the Council to secure new facilities where necessary through planning obligations.

### Link to National Planning Policy:

There has been a growing recognition of the link between spatial plans and infrastructure provision in achieving timely and sustainable delivery of spatial growth. This has taken on a greater importance in recent years through planning documents.

The Local Government White Paper on Strong and Prosperous Communities published in October 2006 referred to local authorities playing a positive co-ordinating role in the delivery of infrastructure to ensure that the right infrastructure is provided at the right time. An increased emphasis on 'place shaping' was also made.

The Planning White Paper 2007 states that 'local authorities should demonstrate how and when infrastructure that is required to facilitate development will be delivered'. This has also been a major theme in the H M Treasury's CSR07 Policy Review on Supporting Housing Growth.

Planning Policy Statement 12 (PPS12) highlights the importance of ensuring that the core strategy of Local Development Frameworks is supported by a robust evidence base on infrastructure planning.<sup>1</sup> PPS 12 states that: "The core strategy should be supported by evidence of what physical and social infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution. This evidence should cover who will provide the infrastructure and when it will be provided. The core strategy should draw on and in parallel influence any strategies and investment plans of the local authority and other organisations."

The document also notes that: 'Good infrastructure planning considers the infrastructure required to support development, costs, sources of funding, timescales for delivery and gaps in funding. This allows for the identified infrastructure to be prioritised in discussions with key local partners.'

It states what should be considered as part of the infrastructure evidence base and emphasises the need for the alignment of investment plans of a range of key infrastructure providers. In particular, PPS12 states that the planning process infrastructure evidence base should take account of:

- The scale, type and distribution of development proposed for the area;
- The physical, social and green infrastructure needed to enable the development proposed;
- The phasing of development;
- The cost, sources of funding and gaps in funding (recognising that the budgeting processes of different agencies could mean that less information may be available when the core strategy is being prepared than would be ideal);
- The uncertainty of investment plans and undue reliance on critical elements of infrastructure whose funding is uncertain;
- The prioritisation of infrastructure requirements in discussion with key partners;
- The responsibility for the delivery of infrastructure.

Key infrastructure providers are to be encouraged to reflect the core strategy within their own future planning documents and seek alignment between their infrastructure planning and the planning process.

Unlike some areas of the core strategy where the evidence base requirement is accompanied with a guidance manual on how to prepare the evidence (for instance in the case of retail, strategic housing land availability and employment), there is no such provision for undertaking the evidence base for infrastructure assessment.

Given the shortage of guidance, the key point to emphasise is that we are mindful of the need to create a realistic infrastructure assessment that will aid spatial growth delivery. But the content of the evidence base is not defined and is likely to vary depending on local circumstances.

It appears that the key to ensuring that TDC capture the infrastructure needed and identify the range of providers including the developers and others who will be responsible for funding the infrastructure. Further:

- The infrastructure assessment will be of no use if it is an unrealistic 'wish list' that has no likelihood of getting delivered and will hinder the overall delivery of the planned growth;
- The infrastructure assessment is a way of ensuring that aspirational growth proposals in spatial plans are clearly grounded in terms of the likelihood of their delivery through a rigorous process that considers infrastructure 'showstoppers', funding, phasing, joint collaboration and delivery mechanisms and builds these considerations into the core strategy and monitoring framework;
- At this stage in the development of the infrastructure assessment, where all the detailed modelling and master planning is not yet available, it is important to note a point by the Inspector in his response to the Joint North Northamptonshire Core Strategy. The Inspector stated that 'I do not believe that for soundness, the specific solutions need to be identified in the Core Strategy, only that appropriate solutions would need to be found.';
- The Inspector will want to see there is a realistic prospect of delivery and if gaps in funding are identified then a mechanism should be in place to demonstrate how these are to be addressed in the future; and
- The need for infrastructure to support housing growth and the associated need for an infrastructure delivery planning process has been highlighted in the Government's Housing Green Paper. We consider this as an essential element of Infrastructure Planning and is considered later under the Delivery Process of the final report.

2 Planning Advisory Service (2008) Local Development Framework seminars: Infrastructure planning and delivery – Participant's resource book, Key references and links, p.74.

### Evidenced Justification:

Growth in jobs and housing needs to be supported by the necessary facilities and infrastructure in order to deliver sustainable communities and ensure that the existing infrastructure is not overwhelmed by the proposed increase in population and commercial activities.

The Council commissioned consultants Roger Tym and Partners to undertake an 'Infrastructure Study' <sup>1</sup>for the district to firstly establish any existing infrastructure problems, constraints or spare capacity and secondly investigate the potential implications of new growth in different areas. The range of infrastructure the study looked at included the key services needed to promote sustainable communities:

- Health;
- Education;
- Emergency Services (Police, Fire and Ambulance);
- Transport;
- Utilities (Electricity, Gas, Telecommunications, Water and Sewerage);
- Waste; and
- Cemeteries.

'Green Infrastructure', including formal and informal open space, was dealt with separately through the 'Open Spaces Strategy' and is the subject of Core Policy 11.

---

<sup>1</sup> Roger Tym and Associates - Stage 1 Infrastructure Study 2009.  
Roger Tym and Associates – Stage 2 Infrastructure Study 2010.

The organisations responsible for providing the above services have a duty to manage their resources effectively and ensure that the infrastructure is sufficient to meet the needs of the existing population. Each service provider has investment plans for maintaining facilities and improving their services into the future, and should use the development profile of the LDF to shape and secure their investment requirements over the longer term.

However, when an area is identified for major growth, the developers of new housing and commercial development will be required to finance the infrastructure improvements needed to address the additional pressure brought about by those developments. This can either be done through the provision of new services and facilities 'on-site' or through financial contributions towards 'off-site' improvements. Currently, contributions are secured through 'section 106' obligations under the 1990 Town and Country Planning Act as amended.

Based on the findings of the Infrastructure Study, the Council has assessed the requirements for new facilities and infrastructure for each of the Key Projects as set out in Chapter 10 of the Core Strategy, which contains a list of requirements for each project and explains how the relevant new facilities and infrastructure improvements are expected to be financed and delivered.

### Summary of Infrastructure Requirements

#### Transport

One of the main outputs of Stage Two Infrastructure Study was to produce an infrastructure funding model, which will establish where there are funding gaps in relation to each sector. As part of this model, the funding information relating to transport was identified in Table 4.1 of the Infrastructure Study.<sup>2</sup>

The Stage One Infrastructure Study identified the following transport infrastructure schemes, to support growth across the district:

- A120 dualling between Hare Green and Ramsey;
- Access to Pond Hall Farm Development from A120;
- Further A120 improvements;
- A133 Improvements;
- Improvements to the railway network; and
- Improvements to walking/cycling/bridleways

#### Education

The Part One Infrastructure Study identified a number of potential education needs based on preliminary analysis. This resulted in a number of potential risk areas if growth were to be allocated in these locations.

The following education services were assessed<sup>6</sup>:

- Early Years & Childcare (EY&C);
- Primary Education;
- Secondary Education;
- Post-16 Education / Further Education (FE).

#### Health

---

<sup>2</sup> All tables that are used in this background paper are sourced from the Roger Tym and Associates Infrastructure Studies.

The Part One Infrastructure Study identified some existing primary health capacity in Harwich and other parts of the district but potential issues, particularly in Clacton, Walton and Manningtree.

Based on further discussions with the North East Essex Primary Care Trust (NEEPCT), the Infrastructure Studies have identified the following primary requirements in response to the draft housing allocation:

### Emergency Services

#### Police

The Part One Infrastructure Study identified that no new build facilities are required, but additional officers and police vehicles are needed. In terms of officers, there is a need in all areas for sergeants, constables and Police Community Support Officers (PCSOs). The information on costs from the Association of Chief Police Officers (ACPO) has been updated and combined with local information from the Essex Police Authority.

#### Fire

The Part One Infrastructure Study identified that there would be no need for additional capital resources and no foreseen change to current resource deployment. Only the sites in Harwich/Dovercourt would possibly require a change in the current staffing model at Dovercourt Fire Station, as part of Essex County Fire and Rescue Service's (ECFRS) Integrated Risk Management Plan (IRMP). However, this is unlikely to require any new capital expenditure.

#### Ambulance

The Part One Infrastructure Study identified that the East of England Ambulance Service NHS Trust (EEAST) generally has difficulty in achieving mandatory national response time requirements in Tendring. The reasons for this included the relatively old stations that are not now located in optimal locations to respond to call outs.

### Electricity

#### Summary of needs and costs

The Part One Infrastructure Study identified the following needs relevant to the sites assessed in the Part Two Study:

- Clacton (all growth excluding North West Clacton) – reinforcement of the 132/33kV substation.
- North West Clacton – a new 33/11kV substation.
- All growth – new local 11kV cabling to directly serve the developments.

The Part One Study also made clear that most of this reinforcement will be paid for by the developers (there is no statutory obligation for electricity providers to pay for new capacity).

### Gas

The Part One Infrastructure Study identified that, for development at Brightlingsea and Walton/Frinton, reinforcement of the existing network would be required.

## Water – Potable Supply

The Part One Study identified there were very few additional needs of any significance in respect of the provision of potable water. The only possible issues raised were:

- Clacton Town Centre – the water mains in the town centre are generally small diameter and therefore local mains reinforcements may be required. Special consideration would need to be given for any high rise development as the maximum mains pressure is potentially too low to support this;
- Frinton - special consideration would need to be given for any high rise development as the maximum mains pressure is potentially too low to support this; and
- Dovercourt, Lawford/Manningtree/Mistley and Brightlingsea – some local offsite reinforcement may be required depending upon the location of the development.

## Waste Water and Sewerage Treatment

The Part One Infrastructure Study identified the following needs relevant to the sites assessed in the Part Two Study:

- A strategic solution to the provision of sewage treatment facilities to serve development in North West Clacton, possibly along with new sewer pipes to link up directly to the appropriate wastewater treatment works (WwTW);
- Possible upgrading of flow capacity at the existing Clacton WwTW to serve development in the rest of Clacton, possibly along with new sewer pipes to link up directly to the WwTW;
- Additional sewer pipes for sites in Harwich to be able to access the Harwich & Dovercourt WwTW;
- Upgrading of existing sewer network to serve development in Frinton/Walton;
- Upgrading of flow capacity at existing WwTWs to serve development in Manningtree/Lawford/Mistley and Brightlingsea.

## Telecommunications

Whilst there were deficiencies noted in broadband provision in parts of the district, this is a deficit in provision that new development cannot reasonably address.

## Summary of Infrastructure Requirements, Costs and Mainstream Funding.

This section summarises the identified infrastructure required and associated estimated costs and mainstream funding. It should be noted this does not include potential developer contribution funding, which is assessed in the next section. The overall infrastructure funding and timing issues are then assessed later in this paper and covered in further detail in the Infrastructure Studies.

Table 10.1 below shows an overall estimated infrastructure cost of approximately £145m in Tendring for the categories assessed, with mainstream funding covering roughly one third of this at approximately £45m. The mainstream funding gap is therefore estimated in the region of £100m.

## Infrastructure Deliverability

### Introduction

In this section the deliverability of infrastructure in relation to the requirements of PPS12 is assessed. Much of this section derives from Roger Tym's and Partners infrastructure funding model, which brings together cost, funding and timing information together to allow this assessment and the testing of potential scenarios as necessary.

Comments raised during Public Consultation:

There was overwhelming support to include a specific infrastructure policy in the Core Strategy. In summary the general consensus was that it is essential that contributions from new development help fund essential infrastructure requirements to allow the identified growth to take place.

Accordingly, policy CP3 (and supporting narrative) provides the key basis for this, whilst the extensive list of projects in Chapter 7 and the schedule of infrastructure requirements in Chapter 10 start to “flesh out” the identified requirements. These may be further amended and/or added to as the Site Allocations and relevant Area Action Plans (Harwich and Clacton) come forward with a further layer of detailing. In addition other policies refer to seeking developer contributions, such as policy CP11 – Green Infrastructure, whilst it is the intention (as referred to in CP3) to prepare a comprehensive Planning Obligations and Developer Contributions SPD to fully establish the principles, funding mechanisms and coverage based on what can reasonable be expected of developers.

Findings of the Sustainability Appraisal:

Option 1 is to include a policy requiring development to address infrastructure needs. Reference will be made to increased school capacity, increased water and sewerage capacity, improvements to the transport network and any other requirements resulting from development.

Option 2 is the no plan option.

Option 1 makes clear that infrastructure must be in place prior to the granting of planning permission. Importantly option 1 will make clear that it is the developer’s responsibility to address facilities/ infrastructure required as part of the development. Under the no plan option the impact is uncertain as contributions towards certain facilities, e.g. education may still be given as this is already established, however contributions towards improvements to sewage treatment works, for example, may not be secured. Ensuring that water can be provided and wastewater dealt with within the confines of existing consents (or sustainable increases in consent) will help to protect international sites, the key features of which are susceptible to changes in water quality and water levels. This is such an important issue and in line with the precautionary principle embodied in the Habitat Regulations it is essential that the provision of water/wastewater infrastructure is referred to in a Core Strategy policy. In the future, perhaps as part of the Community Infrastructure Levy, contributions could be made towards renewable energy projects.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
<b>Opt 1</b>			✓		✓	✓		✓	✓
<b>Opt 2</b>			✓						

The 2010 Sustainability Appraisal found that option 1 meets 5 of the 9 sustainability criteria and is the most suitable option given the evidenced need for essential infrastructure to support the districts housing growth.

Policy wording:

**CORE POLICY 3 – SECURING FACILITIES AND INFRASTRUCTURE**

The Council will work with the development industry and service providers to ensure that growth in new homes and jobs is supported by the necessary facilities and infrastructure to deliver sustainable communities. The Council will also assist service providers in delivering their existing investment plans and securing funding to address any existing infrastructure problems or deficiencies.

For each of the 'Key Projects' listed in Chapter 7 the new facilities and infrastructure required by those projects will be delivered in accordance with Schedule 10.2 in Chapter 10 of this document and, through the Site Allocations Document, development may be phased to ensure adequate infrastructure is in place at the right time.

Elsewhere in the district, planning permission will not be granted for new development unless the individual or cumulative impacts of development on infrastructure can be addressed, at the developer's cost, either on-site or through financial contributions towards off-site improvements.

The Council will use appropriate legal agreements to secure one or more of the following:

- Increased capacity for schools, early years and childcare and other education provision;
- Emergency Services provision;
- Improvements to the transport network; and
- Any other infrastructure requirement arising as a result of the proposed development.

The Council will produce a Development Plan Document (DPD) on 'Planning Obligations and Developer Contributions' in support of this policy.

Implementation:

Currently legislation has been put in place introducing the Community Infrastructure Levy (CIL) as a means of ensuring development pays for relevant infrastructure. This is referred to in the Core Strategy (associated with policy CP3) which could provide the backbone to the proposed SPD. This would for the most part aim to secure developer contributions for most forms of services and infrastructure apart from affordable housing which is anticipated to operate under existing Section 106 legislation.

The Council will prepare a Planning Obligations DPD setting out the mechanisms for delivering infrastructure for development in accordance with the relevant legal framework.

Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the level of contributions achieved as part of delivering the districts new housing allocations. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council's Annual Monitoring Report.

## **Policy CP4 – Transport and Accessibility**

### Purpose of Policy:

To encourage development that is accessible by a variety of different transport modes to reduce the dependence on the private car.

### Link to Spatial Objectives:

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

Core Policy 4 will achieve this by requiring development proposals to maximise the opportunities for sustainable transport.

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Core Policy 4 requires development to maximise the opportunities for sustainable transport. Schemes could therefore provide new (or enhance existing) cycleways, footpaths or bridleways that could become part of the district's green infrastructure network.

**PR1:** Improve the strategic transport and communications network.

Core Policy 4 requires development to maximise the opportunities for sustainable transport. Larger schemes could therefore help improve the district's strategic network.

**PE5:** Ensure, through design, that new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.

Core Policy 4 encourages improved accessibility and careful design which will reduce both the incidence and fear of crime and antisocial behaviour and prevent social exclusion.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development (and Climate Change Supplement) requires development plan policies that promote accessible forms of development in sustainable locations that include a choice of modes of travel. The PPS1 Supplement requires policies that deliver sustainable patterns of urban growth and sustainable rural developments that help secure the fullest possible use of sustainable transport, with a focus on reducing the need to travel, especially by car.

PPS3: Housing requires development plan policies that support sustainable transport and promote accessible forms of design.

PPS4: Planning for Sustainable Economic Growth requires policies to promote sustainable transport when planning for the economy. Policies are required to promote economic growth in sustainable locations, in particular centres, where there is already likely to be a choice of modes of travel.

PPS7: Sustainable Development in Rural Areas requires local planning authorities to apply the policies in PPS3 when considering housing development in rural areas i.e. direct development to most sustainable locations where there is a choice of modes of travel. Policies should place

emphasis on improving accessibility to the wider countryside and maximising existing transport links (particularly public transport links).

PPG13: Transport requires local planning authorities to consider accessibility when considering locations for new development. Policies should encourage development in locations that would reduce the reliance on the private car, make best use of existing transport networks and encourage greater use of public and non-car modes of transport.

#### Evidenced Justification:

Tendring, like many other places, has evidence of increased congestion and greater dependence on the private car. The problem is exasperated due to the fact Tendring has a large rural hinterland where often the private car represents the only option for travelling to work or to access shops, services and facilities.

Whilst most development in recent years has been directed to the district's two largest towns (Clacton and Harwich) the continual expansion of these areas has added to problems of localised congestion and has placed further pressure on public transport services in these areas. As with all areas there are many examples of poorly designed developments in the district that have failed to make best use of existing non-car transport networks and do not promote sustainable travel choices. The challenge is to ensure future development is well designed and is accessible to a variety of modes of travel, in particular non-car modes of travel.

Strategically, Tendring is well served by rail and road but the strategic network is put under pressure during the summer months when there is a substantial increase in people travelling in and out of the area – usually on a daily basis as people tend to visit the area for a single day rather than stay for longer periods. Stress is also placed on the routes in and out of neighbouring Colchester on a daily basis as many people from Tendring commute to work either in Colchester, or beyond.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

Walking and cycling should be favoured over other modes of transport. New development should be accessible to a range of modes of transport, making best use of existing transport networks and public transport services. Close co-operation between transport providers and developers is required. Access to the countryside should be improved by upgrading existing, or creating new walkways, cycleways and bridleways. This will help make the area more attractive as a place to visit.

Core Policy 4 addresses these points by following the recommended approach to maximise opportunities for sustainable transport advocated in PPG13 and other government guidance.

#### Findings of the Sustainability Appraisal:

Option 1 is to include a policy requiring development proposals to maximise the opportunities to travel in accordance with the sustainable travel hierarchy, which is included in the Local Plan.

Option 2 is the no plan option.

Option 1 will reduce the need to travel and promote sustainable modes of transport, which will reduce congestion and greenhouse gas emissions and promote healthy lifestyles, by applying a transport hierarchy, which gives the highest priority to walking, cycling and public transport users.

Whilst there will be a positive impact under option 2 as other policies within this DPD will promote sustainable modes of transport as option 1 sets a transport hierarchy there will be greater certainty and a more positive impact under this option. Under option 1 the needs of people with mobility impairments will be given the highest priority, which will contribute to health equality.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1				✓		✓	✓		
Opt 2									

The 2010 Sustainability Appraisal found that option 1 meets 3 out of the 9 sustainability criteria and is the most suitable option, including having no policy at all.

Policy wording:

#### **CORE POLICY 4 – TRANSPORT AND ACCESSIBILITY**

The Council will work with its partners, including Essex County Council, bus and train operators and the development industry, to improve accessibility, change travel behaviour and reduce dependence on the private car.

Development proposals must maximise the opportunities for sustainable transport. Proposals will therefore be assessed against the measures to satisfy the following (prioritised) modal hierarchy:

1. walking and providing access for people with mobility impairment
2. cycling
3. public transport (including taxis) where appropriate
4. powered two wheelers (i.e. motorcycles)
5. commercial vehicles (including heavy goods vehicles)
6. cars (shopping and visitors)

Developments will be judged against the current Essex County Council 'Development Management Policies' and 'Car Parking Standards'.

Implementation:

The policy will be implemented through the development management process by ensuring guidance and advice from Essex County Council is taken into account as necessary and that proposals maximise the opportunities for sustainable transport following the hierarchy set out in the policy. Development Management decisions will ensure that appropriate consideration has been given to the need to make new development accessible and less reliant on the private car.

Monitoring:

The effectiveness of the policy will be measured by monitoring whether:

- development complies with the adopted car parking standards;
- there is a reduction in the number of people using the private car to access work, shopping or leisure; and
- there is a reduction in congestion.

This will be reported each year in the Council's Annual Monitoring Report.

## **CP5- Achieving a sense of place.**

### Purpose of Policy:

The purpose of Core Policy 5 is to ensure that new developments are well designed, integrated with the existing environment and contribute towards the “sense of place”.

### Link to Spatial Objectives:

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

It is essential that Core Policy 5 seeks to deliver sustainable developments reducing the reliance on private motor car and where possible integrate provision for walking, cycle paths and links to public transport in new development.

**PL2:** Protect and enhance the district’s biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Development in the countryside is restricted which helps to protect our districts important assets. Core Policy 5 will ensure that all new development will protect and enhance the district’s biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a ‘sense of place’.

Tendring District Council will ensure through the criteria listed in Core Policy 5 that all new development will be high quality, energy efficient design that respects local character and contributes positively to achieving a “sense of place”.

**PE5:** Ensure, through design, that new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.

Core Policy 5 will ensure that all proposals for new development demonstrate that every chance has been taken through the design process to promote social inclusion and designing out the opportunities for crime and antisocial behaviour.

### Link to National Planning Policy:

Planning Policy Statement 1 (Delivering Sustainable Development) (PPS1) calls for an approach to design policies based on understanding the local area with a clear framework setting out design principles and criteria. It emphasises that good planning must care about how a place feels and functions. PPS1 sets out key principles on sustainable development, including the need for planning policies to promote high quality design not just for the short term but also long into the future. Design which fails to take the opportunity for improving the character and quality of an area should not be accepted.

PPS1 goes on to say that an area’s characteristics and needs should influence design policies so ensuring that developments are right for the location.

Planning Policy Statement 3 (Housing) (PPS3) says local authorities should aim to create: "Places, streets and spaces which meet the needs of people, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character."

Councils should, therefore, look positively at plans which create or enhance a distinctive character and support a sense of local pride and civic identity.

There is a growing recognition that design affects people's lives. Health can be a good example of this. Well-designed buildings with good use of open space, for example, can encourage healthy lifestyles with scope for walking, cycling, and other leisure pursuits that may help to prevent problems such as obesity. This approach has to be applauded but should not overshadow the need to secure good architectural and landscape design for buildings and spaces.

Good design is about making places that are functional, durable, good for people to use, and that reflect the importance of local character and the surrounding area. The result should be places that are attractive to look at and live and work in. The Commission for Architecture and the Built Environment (CABE), which works with many different individuals and organisations offering guidance on projects, advises that the basics of design policy should be set out in the Core Strategy.

CABE itself has produced a Building for Life standard that gives 20 criteria for achieving good design. This provides a useful guide for developers on the standards that are now expected and what factors are considered when assessing design. The criteria are not exhaustive nor meant to be regarded as providing a ceiling to innovation. Rather they are seen as helping to provide a framework for assessment.

#### Evidenced Justification:

Good planning draws together the many strands of place-making -environmental responsibility, social equity and economic viability, for example - into the creation of places of beauty and distinct identity. Urban design is derived from but transcends related matters such as planning and transportation policy, architectural design, development economics, landscape and engineering. It draws these and other strands together.

Since the Second World War, this country has seen very extensive urban development and renewal. While there are exceptions, a great deal of this development has been third-rate and is lacking in any 'sense of place'. At worst, the results have been downright ugly and unpleasant. Fine urban fabrics have been spoilt through the process of re-development. The remarkable built heritage flowing from the English urban tradition has yielded to banal and monotonous development, humdrum in design and dominated by traffic. We have repeated standard housing types and layouts, retail boxes and road layouts so many times, with little or no regard for local context, until we find that now almost everywhere looks like everywhere else.

The development process, and the players within that process - central and local government, politicians and professionals, developers, financiers and builders – have become entangled in a system which produces developments, but not places. There is a commitment on the part of Tendring District Council, as well as planning law and guidance, to underpin this effort to ensure that developments will not be considered acceptable unless they address the issue of place and do it well.

Everyone owns Design: Design is not just for designers and other development industry professionals. Good planning Urban should involve a dialogue with the wider community, whether the existing people within an area or those likely to move in. It is a process that needs to generate and draw upon the community's interest. The users hold the knowledge of how an existing area works its needs and possibilities. Collaborative planning and design processes and a shared understanding of the issues ensure attention to local concerns and reduce possible antagonism from local communities to change.

Local communities can also have a role in implementing projects and managing aftercare. Involvement and commitment can be harnessed on these fronts through early involvement in the design process. The commitment to dialogue extends, of course, to the professional interests. Urban design is not the province of one professional group; it should involve joint working between different stakeholders representing different interests. This means that a full range of professional skills needs to be involved at each stage of the design process, with the team members testing and challenging each other, coming under continual scrutiny from an informed client, and thus, through joint working, producing a single cohesive product to which all are committed.

The Council will work with its key partners to produce a series of design briefs for all the key projects outlined in chapter 7 of the core strategy, and will form part of the site allocations development plan document. The development briefs will aim to bridge the gap between the development plan and a planning application, and can perform a number of functions such as promoting a site for development, interpreting development plan policies, or addressing a particular site constraint or opportunity to promote quality new developments and thus achieve a sense of place.

Tendring District Council is also committed to a community-led review process in the form of Village Plans and Village Design Statements to achieve quality well designed developments. A community-led review will address a number of key questions. What are the perceived problems? What is the local image of the place? Can the development complement this existing identity, or does it need 're-imagining'? What behavioural characteristics are distinguishable on the site and its surrounds? Where are the main routes, popular uses and focuses of activity? In order to answer these questions, it is essential to include local people in the design and development process. It is also useful to delve into local historical archives to understand how the place has evolved over time.

#### Comments raised during Public Consultation:

Overall, the majority of respondents agreed that a core policy should be provided to ensure that new developments are well designed, integrated with the existing environment and contribute positively towards the "sense of place", with very few comments to the contrary.

Core Policy 3 addresses these points by ensuring that for the key projects listed in Chapter 7 of the Core Strategy the Council will work with landowners, the development industry and other partners to prepare master plans and / or development briefs that set out design and layout principles that will be identified in the Site Allocations Document and assist in the preparation of applications.

#### Findings of the Sustainability Appraisal:

For Core Policy 5 "achieving a sense of place" The 2010 Sustainability Appraisal considered two options.

Option 1 is to include a policy requiring development to be well designed and achieve a sense of place; developers to produce master plans/development briefs for key projects and to have regard to the Essex Design Guide and Village Design Statements.

Option 2 is the no plan option.

Option 1 is the inclusion of a policy explaining that the Council will work with landowners, the development industry and partners including Essex County Council and Parish Councils, to ensure good design. Whilst this is likely to occur under the no plan option also (policy DP1 includes detailed criteria that will ensure the achievement of good design, which will contribute to the sense

of place) option 1 will make it clear that the Council expects design briefs/master plans as part of major development and gives weight to the Essex Design Guide and Manual for Streets document.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
<b>Opt 1</b>					✓	✓		✓	
<b>Opt 2</b>					✓	✓		✓	

It is considered that option 1 which meets 3 out of the 9 sustainability criteria and is the most sustainable option compared with the alternative of having no policy at all.

Policy wording:

### **CORE POLICY 5 – ACHIEVING A SENSE OF PLACE**

The Council will ensure that all new developments are well designed, integrated with the existing environment and contribute positively towards the ‘sense of place’.

For the Key Projects listed in Chapter 7 (and set out in more detail in Chapter 10), the Council will work with landowners, the development industry and other partners to prepare master plans and/or development briefs that set out design and layout principles that will be identified in the Site Allocations Document and assist in the preparation of planning applications.

All proposals will be judged against the design criteria contained in Policy DP1 in Chapter 9 of this document.

The Site Allocations Document will identify areas where special design criteria will apply such as Conservation Areas and other areas of special character along with any specific requirements of individual development sites.

The Council will have regard to the Essex Design Guide for Residential & Mixed-Use Developments, ‘Building for Life’ and the ‘Manual for Streets’ in considering development proposals and may seek advice from Essex County Council’s Urban Design Team on large and complex proposals.

The Council will work in partnership with the Rural Community Council for Essex to assist Parish Councils in the preparation of Village Plans and Village Design Statements which can be adopted by the Council as a material consideration in the determination of planning applications in rural areas.

Implementation:

This policy will be implemented by producing a series of development briefs for all the key projects outlined in chapter 7 of the core strategy, and will be located in the site allocations development plan document. The process should involve joint working between different stakeholders representing different interests. This means that a full range of professional skills (ranging from

development management officers to Parish councillors) needs to be involved at each stage of the design process, to ensure effective and successful implementation of this crucial policy.

Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the quality of new development in the district. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council's Annual Monitoring Report.

## **Policy CP6 - Tackling Climate Change**

### Purpose of Policy:

To identify the Council's part in reducing carbon emissions within the district and ensuring that new development is sustainable in terms of design and construction and that renewable energy and recycling are promoted.

### Link to Spatial Objectives:

**PL1:** Minimise the risk to human life and property from flooding and coastal erosion taking into account the likely impacts of climate change.

Core Policy 6 will ensure that the need to reduce carbon emissions is taken into consideration.

**PL4:** Conserve natural resources through the promotion of energy and water-efficient design in new development, renewable energy and the effective management and re-cycling of waste.

Core Policy 6 will ensure that new development proposals include appropriate measures to promote sustainable design, renewable energy and recycling.

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a 'sense of place'.

Core Policy 6 will encourage new development to exceed minimum standards.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development (and Climate Change Supplement) requires development plans to contribute to global sustainability by addressing the causes and potential impacts of climate change – through policies which reduce energy use and emissions, promote the development of renewable energy resources, and take climate change impacts into account.

PPS22: Renewable Energy requires that development plans contribute to global sustainability by addressing the causes and potential impacts of climate change – through policies which reduce energy use, reduce emissions, promote the development of renewable energy resources and take climate change impacts into account in the location and design of development.

PPS23: Planning and Pollution Control Appendix A identifies that Matters for Consideration in Preparing Local Development Documents include: the need to limit and where possible reduce greenhouse gas emissions and take account of potential effects of climate change; and the need to make suitable provision for the drainage of surface water.

PPS25: Development and Flood Risk (& Development and Coastal Change Supplement) requires Local Development Documents to set out policies for the allocation of sites and the control of development which avoid flood risk to people and property where possible and manage it elsewhere. Policies should recognise the positive contribution that avoidance and management of flood risk can make to the development of sustainable communities, including improved local amenities and better overall quality of life.

### Evidenced Justification:

There is an ever growing body of evidence that greenhouse gas emissions, in particular carbon dioxide (CO<sup>2</sup>) from the burning of fossil fuels, pose a serious threat to the environment and in the medium term could impact upon both social and economic wellbeing.

It is widely recognised that climate change is a global phenomenon, and to reduce the long term impact coordinated international action is required. However, many of the causes and consequences occur at the local level.

The following Potential Implications of Climate Change on Tendring are identified (Data from DEFRA UK Climate Projections 09—Regional data East of England):

- Heat waves are predicted to increase in frequency in the coming years with maximum daily temperatures within the Eastern region estimated to increase between 1 - 5.90C by 2050.
- Increased risk of subsidence due to significant decreases in soil moisture content in summer.
- Within the next 30 years sea levels at Clacton could rise by 18cm.
- Heavier winter rain and snow fall is likely to become more common.

CO<sup>2</sup> emissions for the Tendring area are published annually by DEFRA. Data includes emissions from energy use in homes and businesses, and from transport, but currently excludes shipping and aviation. Based upon an estimated population of 147,600, the CO<sub>2</sub> emissions in Tendring total 5.3 tonnes per person (2008). This compares to an Essex average of 7.0 tonnes per person. Although the level of emissions for Tendring is decreasing, work is required to maintain this downward trend. The Tendring District Council Climate Change Strategy 2010 identifies that the Local Development Framework (LDF) will deal with the adaptation or mitigation measures required for new developments to address the effects of climate change. The strategy's identified priorities include commitments to: consider the risks to the district posed by climate change and how projected climate change may impact upon new development and communities; develop a coastal change adaption strategy for the Tendring peninsular; ensure that the LDF adequately provides for climate change measures to be undertaken; and promote the use of renewable energy supplies, including maximising the opportunities for offshore wind farm development. Renewable and low carbon energy production in the district is very low and climate change, which is a global issue, should be addressed by the Council as a whole. Recycling rates should improve.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

Additional issues were suggested to be added to the list of Key Issues in the Core Strategy.

Core Policy 6 addresses these points by identifying Climate Change as a specific issue in its own right.

Generally, there was support for renewable energy and sustainable construction but there were some concerns about the visual and amenity impacts of wind farms particularly and their cost effectiveness.

Core Policy 6 seeks to promote renewable energy and sustainable construction. The visual and amenity impacts of any proposal will be considered under the relevant Development Policies (including DP1 – Design of New Development and DP5 – Landscape Impacts).

#### Findings of the Sustainability Appraisal:

Option 1 is to include a policy explaining that the Council will promote sustainable construction, renewable energy and recycling in the district. The Code for Sustainable Homes targets will be supported and at least 10% of the energy from new development will be required to come from renewable or low carbon sources.

Option 2 is to include a policy as above but to require all new dwellings to be built to the code level higher than that set out in Building Regulations, require all new commercial development to meet a

BREEAM rating of very good and require 15% of energy from new development to come from renewable sources.

Option 3 is to not include a policy on this issue.

Option 1 supports the Code for Sustainable Homes, set in part through the Building Regulations, encourages non-residential development to achieve a BREEAM rating of very good and requires 10% of energy from new development to come from renewable energy sources. This option will increase rates of recycling, reduce greenhouse gas emissions, promote sustainable construction and lead to an increased proportion of energy from renewable sources. However, this option does not specifically consider sustainable design. Measures such as orientating a building to the south can reduce energy consumption and sustainable design can also include measures to reduce flood risk. Additionally, this option does not consider the need for adaptation measures. Whilst there is a green infrastructure policy in the Core Strategy, which is an example of an effective method of climate change adaptation, the need for adaptation measures should be included in this policy or supporting text.

A more positive environmental impact will occur under option 2, which requires stricter targets. However, the requirement for sustainable construction and renewable energy targets in excess of that required by legislation may affect the delivery of housing in the district. The housing market is not as strong in Tendring as other areas in the county and requiring targets in excess of neighbouring authorities would discourage development in Tendring, to the detriment of the objective of providing decent and affordable homes for all. The provision of higher sustainable construction and renewable energy targets could also affect the delivery of affordable housing. Furthermore, requiring commercial development to achieve a BREEAM rating of very good rather than encouraging this as in option 1 could discourage developers from investing in the district, when neighbouring authorities do not require such a target.

The impact under option 3 is mixed as, whilst the energy efficiency of new dwellings will improve under phased improvements to building regulations, the Code for Sustainable Homes includes eight other categories, which will not be implemented under this option. Climate change is a very important issue and it is important to include a policy in the Core Strategy.

Whilst option 2 has the most positive environmental impacts this option could adversely affect the Council's housing and job growth targets and so option 1, which will also tackle climate change albeit to a lesser extent, should be taken forward. Reference should be made to sustainable design methods and to the need for climate change adaptation.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
<b>Opt 1</b>									
<b>Opt 2</b>					✓		✓		✓
<b>Opt 3</b>									

The 2010 Sustainability Appraisal found that option 2 meets 3 out of the 9 sustainability criteria and is the most suitable option, including having no policy at all.

Policy wording:

**CORE POLICY 6 – TACKLING CLIMATE CHANGE**

The Council will play its part in the global fight against climate change by seeking to reduce carbon emissions and will work with its partners to promote sustainable design and construction, renewable energy and recycling in the district.

The Council will support phased improvements to building regulations, which will reduce the carbon emissions of new dwellings. All new residential development will be built to a minimum of level 3 of the Code for Sustainable Homes or at the level required by the latest building regulations. All non-residential development will be encouraged to achieve a BREEAM rating of 'very good'.

The Council will continue to promote recycling of household and commercial waste by improving recycling services and public awareness and by requiring new developments to provide facilities for the collection of waste and recycling. The Council will also work with Essex County Council to consider the need for facilities for the handling and transportation of waste.

Implementation:

The policy will be implemented by means of a combined approach; the Council working with its partners to ensure appropriate steps are taken to reduce carbon emissions and ensuring that Development Management decisions have due regard to the need to avoid adding unnecessary carbon outputs and make appropriate provision for waste collection and recycling.

Monitoring:

The effectiveness of the policy can be measured by monitoring whether:

- Partnership decisions show that the need to tackle climate change has been considered and whether carbon emissions would be reduced; and
- Development Management decisions ensure that new developments meet required standards.

## **Policy CP7 - Flood Risk, Coastal Change and Water Conservation**

### Purpose of Policy:

To identify the Council's role in helping to manage the risk of flooding and coastal erosion and ensuring that appropriate provision is made in new development for the discharge of waste water and the supply of fresh water.

### Link to Spatial Objectives:

**MG3:** Manage urban growth to minimise environmental impacts, maximise the re-use of previously developed land, prevent uncontrolled sprawl into the open countryside or along the coast and maintain and secure important countryside gaps between different settlements.

Core Policy 7 will direct development away from vulnerable coastal areas.

**PL1:** Minimise the risk to human life and property from flooding and coastal erosion taking into account the likely impacts of climate change.

Core Policy 7 will direct development away from areas at greatest risk of flooding and coastal erosion.

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Core Policy 7 will ensure that SuDS are incorporated into new built development.

**PR4:** Improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Core Policy 7 will ensure that new development is directed away from less sustainable locations to more sustainable locations.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development (and Climate Change Supplement) requires that development plan policies take account of environmental issues such as: mitigation of the effects of, and adaption to, climate change through measures including the protection of groundwater from contamination; and the potential impact of the environment on proposed developments by avoiding new development in areas at risk of flooding and sea-level rise.

PPS23: Planning and Pollution Control Appendix A identifies that Matters for Consideration in Preparing Local Development Documents include: the need to limit and where possible reduce greenhouse gas emissions and take account of potential effects of climate change; and the need to make suitable provision for the drainage of surface water.

PPS25: Development and Flood Risk (& Development and Coastal Change Supplement) requires Local Development Documents to set out policies for the allocation of sites and the control of development which avoid flood risk to people and property where possible and manage it elsewhere. Policies should recognise the positive contribution that avoidance and management of

flood risk can make to the development of sustainable communities, including improved local amenities and better overall quality of life.

#### Evidenced Justification:

Parts of the district are at risk of flooding, particularly tidal flooding and care is needed to ensure that new development is in appropriate locations. Water resource management is of particular importance for Tendring, which is one of the driest districts, and it is important that groundwater pollution and water use are reduced to protect supplies.

Flood Risk can occur as a result of either tidal or fluvial flooding. The main flood risk in Tendring District is from the sea. The Council's Policy Statement on Flood and Coast Protection 2010 identifies that the coastal frontage of the Tendring District Council's area is approximately 60km in length. As identified in the 1997 Essex Shoreline Management Plan (currently under review), four 'Management Units' cover the Council's coastline (Coastal Unit's 6, 7, 8 & 9). Within these units the Council manages 18.5km of coast defences; the remaining frontage is managed by the Environment Agency. The Council's coast defence frontage is at Brightlingsea, Clacton & Holland, Frinton & Walton and Harwich & Dovercourt. 17.5km of this shoreline is defended against erosion and 1.0km is currently undefended cliffs (the Naze at Walton).

Most of the Tendring District Council managed frontage consists of urban cliffs with sea defences at their bases. However, some urban areas are low lying and the sea defences do not provide an adequate flood protection level. In Brightlingsea, Harwich and Dovercourt the Environment Agency has constructed and maintains additional structures to provide a protection level above that of the 1953 East Coast floods. At West End, Dovercourt the Council maintains a length of embankment, which was constructed to enclose a refuse tip. Although not required as a sea defence, Tendring District Council is obliged to maintain this embankment to prevent the discharge of refuse to the sea.

The Council has agreed with the Environment Agency that, within the Council's area, there are 5.44km of "Critical Ordinary Watercourses" (COWs). These are watercourses which are not classified as "Main River" but which the Council has agreed with the Environment Agency are critical as they have the potential to put at risk from flooding large numbers of people and property.

Based upon historical flooding information, coupled with the Environment Agency's indicative floodplain maps, the main areas at risk of flooding are areas within the towns of Walton-on-the-Naze, Manningtree, Dovercourt and Clacton-on-Sea and the villages of Ardleigh and Wix. The Council is satisfied that there are minimal risks to human life created by these flood risks from ordinary watercourses.

Data from DEFRA UK Climate Projections 09—Regional data East of England confirms within the next 30 years sea levels at Clacton could rise by 18cm.

The Tendring Geodiversity Characterisation Study 2009 confirms that the Chalk aquifer is still an important source of water supply in Tendring District where 80% of its supply is from borehole sources.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

Additional issues were suggested to be added to the list of Key Issues in the Core Strategy.

Core Policy 7 addresses these points by including Coastal Change as a specific issue which is addressed by the policy.

A large number of respondents highlighted the importance of flood risk as a factor to be taken into consideration.

Core Policy 7 acknowledges this concern by amplifying national policy.

Water conservation was highlighted as an issue that is particularly important in Tendring given the low average rainfall.

Core Policy 7 acknowledges this issue by requiring water efficiency measures.

Findings of the Sustainability Appraisal:

Option 1 is the inclusion of a policy that requires: the flood risk sequential test to be applied at the settlement level; water efficiency measures to be introduced in accordance with the code for sustainable homes; sustainable drainage systems (SuDS) to be incorporated into every development and justification given for non-inclusion; support given to agricultural reservoirs; and regard to be had to the Shoreline Management Plan.

Option 2 is the no plan option.

Option 1 requires SuDS to be incorporated into all development and justification given for their non-inclusion. SuDS reduce the risk of flooding, improve water quality and can contribute to the green infrastructure network. Whilst SuDS are likely to be required as part of development in some cases under the no plan option, through the application of PPS25, a more positive impact will occur under option 1 through the requirement for justification if SuDS are not used. Water efficiency measures are supported and again these will also come forward under the no plan option, as measures will be required as part of the Code for Sustainable Homes. Agricultural reservoirs may be permitted development where there is a reasonable requirement for a reservoir on the farm holding and so in regards to this issue there is no real difference between the options. Option 1 considers flood risk and water conservation but does not consider wastewater issues. If development takes place without the necessary wastewater infrastructure in place to ensure that wastewater can be dealt with, the integrity of international sites is likely to be adversely affected. However, this can be avoided through a requirement for wastewater infrastructure in the policy. Finally, option 1 will help to ensure that the district's regeneration areas come forward for redevelopment. Walton, Harwich and Jaywick, three of the district's regeneration areas, are within areas of high flood risk. Under the no plan option the sequential test would be applied at the district level, which would make it unlikely that development could be justified in these areas as there would be available areas at lesser flood risk elsewhere in the district. Under option 1 the sequential test will be applied at settlement level; this is more realistic and compliant with other planning objectives, such as directing development to accessible areas and the re-use of previously developed land, and will help to ensure that development can come forward in regeneration areas. However, it should not be assumed that regeneration sites in areas of flood risk automatically pass the sequential test and only the exception test applies.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
<b>Opt 1</b>		✓			✓		✓		
<b>Opt 2</b>									

The 2010 Sustainability Appraisal found that option 1 meets 3 out of the 9 sustainability criteria and is the most suitable option.

Policy wording:

**CORE POLICY 7 – FLOOD RISK, COASTAL CHANGE AND WATER CONSERVATION**

In order to manage the risk of tidal flooding and coastal erosion to people, property and tourism, the Council will assist the Environment Agency in implementing the Essex Shoreline Management Plan and decisions relating to future development will have regard that plan.

All development proposals will be considered against the 'sequential test' set out in national planning policy PPS25 'Development and Flood Risk' (along with any subsequent replacements or amendments). For development proposals within defined Settlement Development Boundaries (see Core Policy 1), the sequential test will apply to the whole of the settlement in question. For development proposals in the countryside outside of defined Settlement Development Boundaries (see Core Policy 2), the sequential test will apply to the whole of the Tendring district.

Where the benefits of development for regeneration outweigh the risk of flooding, proposals will be assessed against the 'exceptions test' set out in PPS25 and the Council will work with the Environment Agency to ensure that the development meets the detailed criteria of that test.

Sustainable Drainage Systems (SuDS) should be incorporated into all built development (excluding householder development) as a means of reducing flood risk, improving water quality, enhancing the green infrastructure network and providing amenity benefit. Justification must be given for not using SuDS.

Planning permission for new development will not be granted unless it can be demonstrated that any wastewater from the development can be dealt with within the confines of existing sewerage 'discharge consents'. In this regard, Anglian Water and the Environment Agency will be important consultees.

To maintain a supply of fresh water and to ensure it is used efficiently, the Council will:

- Work with Veolia Water to implement their investment plans and improve the infrastructure network;
- Require water efficiency measures to be incorporated into new residential development in accordance with the Code for Sustainable Homes at the level required by the latest building regulations; and
- Support proposals for agricultural reservoirs and/or winter storage facilities subject to detailed consideration against relevant Development Policies in Chapter 9 of this document.

Implementation:

The policy will be implemented by ensuring that Environment Agency advice is taken into account as necessary and that the new development (excluding householder development) makes provision where appropriate for SuDS. Development Management decisions will ensure that appropriate provision is made for the supply of fresh water to and the discharge of waste water from new schemes.

### Monitoring:

The effectiveness of the policy can be measured by monitoring whether:

- Anglian Water and the Environment Agency as consultees are satisfied that proposals are acceptable; and
- Development Management decisions ensure that the recommendations of those consultees are appropriately incorporated.

## **Policy CP8 - Nature Conservation and Geo-diversity**

### Purpose of Policy:

To ensure the adequate protection of all designated sites and the inclusion of any appropriate mitigation measures in new development, along with the creation of new wildlife habitats.

### Link to Spatial Objectives:

**MG3:** Manage urban growth to minimise environmental impacts, maximise the re-use of previously developed land, prevent uncontrolled sprawl into the open countryside or along the coast and maintain and secure important countryside gaps between different settlements.

Core Policy 8 will ensure that use of sensitive sites for new development is avoided and harmful development is minimised and that emphasis is placed upon protecting the environment.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Core Policy 8 will protect the most sensitive sites and areas from development and encourage new wildlife habitats be created.

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Core Policy 8 will support the multi-functional aspect of green infrastructure in the potential for creating new wildlife habitats.

**PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.

Core Policy 8 will protect the most sensitive sites for nature conservation and/or geo-diversity.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development (and Climate Change Supplement) requires that development plan policies take account of issues such as the conservation and enhancement of wildlife species and habitats and the promotion of biodiversity.

PPS9: Biodiversity and Geological Conservation requires that local development frameworks should: indicate the location of designated sites of importance for biodiversity and geo-diversity, making clear distinctions between the hierarchy of international, national, regional and locally designated sites. Development proposals provide many opportunities for building-in beneficial biodiversity or geological features as part of good design.

Networks of natural habitats provide a valuable resource. They can link sites of biodiversity importance and provide routes or stepping stones for the migration, dispersal and genetic exchange of species in the wider environment. Networks should be maintained by avoiding or repairing the fragmentation and isolation of natural habitats through policies in plans.

PPS23: Planning and Pollution Control Appendix A identifies that Matters for Consideration in Preparing Local Development Documents include: the environmental benefits that development might bring, such as: restoration of former habitats and enhancement or creation of habitats; the need to limit and where possible reduce greenhouse gas emissions and take account of potential

effects of climate change; and the need to make suitable provision for the drainage of surface water.

Evidenced Justification:

The Tendring District and its coastal areas include sites of nature conservation importance at the international, national and local level. The district has a high proportion of environmentally sensitive sites, including four international sites.

Internationally, sites are protected under international treaty and European Law - Ramsar Sites are protected under the Ramsar Convention, Special Protection Areas (SPA's) are protected under the Birds Directive and Special Areas of Conservation (SAC's) are protected under the Habitats Directive. They include the Stour Estuary, parts of the Colne Estuary and Hamford Water.

At the national level, the district has many designated Sites of Special Scientific Interest (SSSI's) which are protected by Acts of Parliament (the Wildlife and Countryside Act 1981, as amended and Countryside and Rights of Way Act 2000).

At the local level, the Council and Essex Wildlife Trust have identified over 100 Local Wildlife Sites which, although not protected by law, warrant protection through the planning system. The Tendring District Local Wildlife Site Review 2008 considers the status and general condition of identified Local Wildlife Sites (LoWS) within the district against base line information published in 1991. The review considers that whilst development is seen as the major threat to the countryside, the loss of LoWS land to development between 1991 – 2008 has been negligible.

The Review identifies that there is a lack of LoWS across much of the north of the district due to the long history of arable agriculture here. There are a number of large sites in the south west of the district, comprising old mineral workings at Villa Farm Quarry and Alresford Lodge and large areas of coastal grazing at Brightlingsea, Clacton and St Osyth. There also remains an important chain of good size grassland sites along the northern coast, from Judas Gap Marsh in the west, through groups of meadows and pastures at Lawford and Manningtree through Wrabness to the large mosaic of habitats at Ramsey and Parkeston.

The Review also found that there is a clear overlap between the LoWS system and the Biodiversity Habitat Action Planning process and notes that there is a responsibility within the Local Development Framework for the Local Authority to monitor Biodiversity Action Plan Priority Habitats. Tendring has a particular importance at the county level in respect of several UK BAP habitats:

- i) Coastal grazing marshes and mudflats – most such habitat is designated SSSI but some areas have been identified in support of the SSSI's.
- ii) “Brownfield” habitats – former quarries can exhibit varied edaphic conditions which can support nationally important assemblages of invertebrates.
- iii) River floodplain grassland – the largest system is Holland Brook, much of which is SSSI.

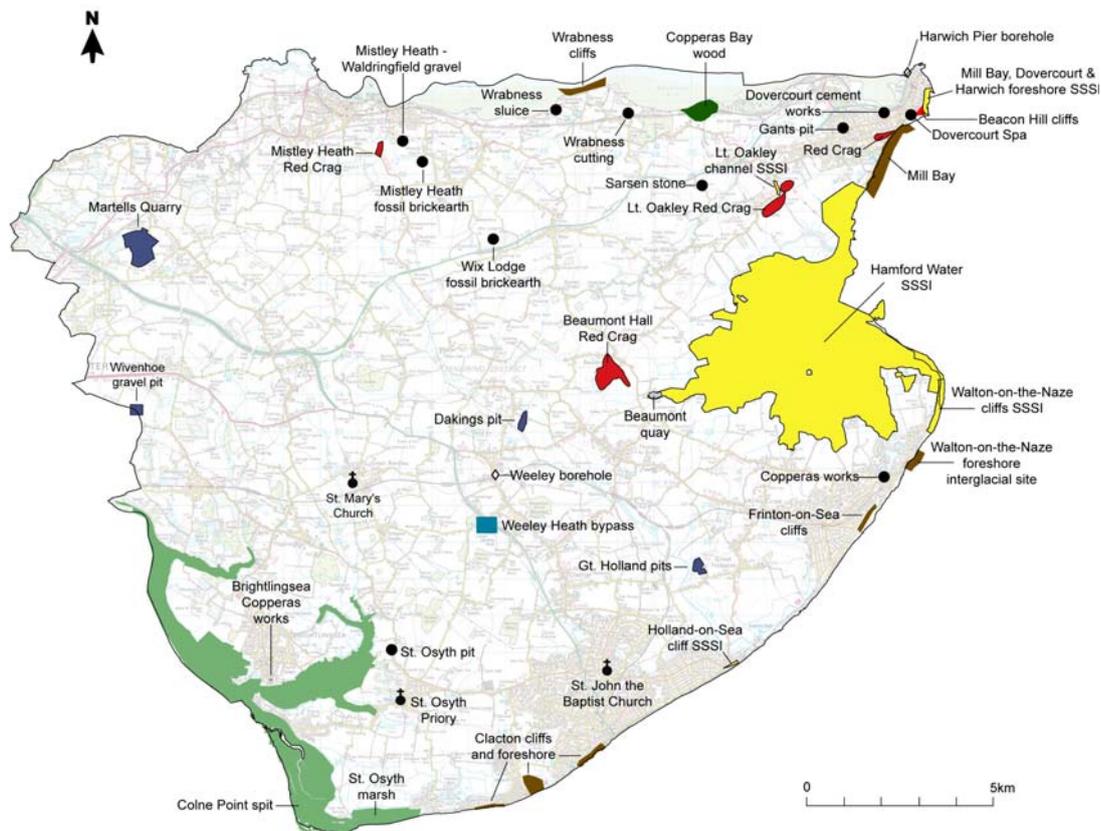
The Tendring Geodiversity Characterisation Study 2009 confirmed that the geo-diversity resource in the district is rich, varied and largely irreplaceable. The district has an exceptionally rich geological heritage. Pleistocene fossil elephant bones, teeth and tusks have been collected from Walton-on-the Naze since the 13th Century and the town may claim the earliest historical record for the discovery of Pleistocene mammalia in Britain. Water supply for villages and towns in Essex was formerly obtained from numerous local wells and boreholes driven into water-bearing rocks at various depths. The Chalk aquifer is still an important source of water supply in Tendring District where 80% of its supply is from borehole sources.

Regionally Important Geological/geomorphological Sites (RIGS) are identified by locally-developed criteria and recommended to local authorities for designation as RIGS. RIGS in Essex were selected by the Essex RIGS Group (now GeoEssex). The site selection process is based on clearly defined criteria including the value of the site for educational visits, for promoting public awareness of geology, for scientific study, its historical importance, or the site's aesthetic value in the landscape. There are currently no RIGS in Tendring District.

Tendring has nine Sites of Special Scientific Interest (SSSIs) that have been notified specifically for their geological value and a further one contiguous with its boundary. This is a high number for such a small area, which testifies to the District's importance. However there are a large number of other sites in Tendring that are of importance for their geology or geomorphology. These local sites are of importance for their scientific, historical and/or educational value unlike the strictly scientific criteria applied to SSSIs. These are not 'second tier' sites but sites of regional and local value in their own right. This gazetteer defines geological sites in the widest sense and includes buildings, walls, wells, spas, boreholes, plaques, landslips, and even a road sign. The list is being refined as further research is carried out in the district.

Whilst these various wildlife designations exist, a site does not necessarily have to be designated to be of value to nature conservation. 'Living Landscapes', as described by the Essex Biodiversity Project, are large landscape scale areas of the countryside such as river valleys, estuaries, forested ridges, and grass and heath mosaics, which are ecologically stable and provide a superb range of habitats for many species of wild plants and animals. Their inter-connectivity allows wildlife to move through them and makes them more resilient to threats such as climate change, floods, droughts, sea level rises and development pressure. Living Landscapes in Tendring include the Alresford Mineral Sites Complex, the Naze, Holland Brook and the Stour Estuary.

### Sites on the Tendring Geodiversity Gazetteer



Several sites have been recommended for designation by Tendring District Council as Local Geological Sites (LoGS) which are the equivalent of Local Wildlife Sites.

Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

Nature conservation and biodiversity are important interests which must be safeguarded in the planning process.

Core Policy 8 addresses these points by following the recommended approach to nature conservation and biodiversity.

Findings of the Sustainability Appraisal:

Option 1 is to include a policy which explains that international and national sites will be protected in accordance with legislation and local sites and other nature conservation interests will be protected, unless it can be clearly demonstrated that there are reasons for the proposal which outweigh the need to safeguard the nature conservation value of the site. The applicant must demonstrate that there are no reasonably available alternative sites which would result in no or less harm to nature conservation, in the case of local sites, and in the absence of alternatives must ensure appropriate mitigation measures and opportunities for enhancement.

Option 2 is the no plan option.

Option 1 will preserve international, national and local nature conservation interests. Under the no plan option international and national sites will be protected by legislation; however drawing attention to these sites in this policy will help to ensure that they are protected and not overlooked. The no plan option will fail to protect local wildlife sites, local nature reserves and other nature conservation interests. Furthermore, option 1 will lead to habitat enhancement and creation, although this is unlikely to be the case for every development. Option 1 also recognises the importance of the Essex Biodiversity Action Plan and so it is more likely that under this option targets within the plan will be met.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1								✓	
Opt 2									

The 2010 Sustainability Appraisal found that option 1 meets 1 out of the 9 sustainability criteria and is the most suitable option.

Policy wording:

**CORE POLICY 8 – NATURE CONSERVATION AND GEO-DIVERSITY**

All areas designated for their value to nature conservation and/or geo-diversity will be shown on the Proposals Map as part of the Site Allocations Document.

Sites designated for their international, European and national importance to nature conservation including Ramsar Sites, Special Protection Areas (SPA), Special Areas of Conservation (SAC), National Nature Reserves and Sites of Special Scientific Interest (SSSI) will be protected from harmful development in line with the relevant International, European and English law. The Council will work with its partners to produce management plans for these areas.

Sites designated for their local importance to nature conservation including Local Wildlife Sites (LoWS) and Local Nature Reserves will be protected from development that is likely to have an adverse impact.

Elsewhere, where development is likely to harm nature conservation or geo-diversity interests, planning permission will only be granted in exceptional circumstances, where the benefits of the development clearly outweigh the harm caused and where appropriate mitigation measures must be incorporated into the development.

Consideration will be given to the potential for new wildlife habitats in new development and green infrastructure. Where these are created, measures may be taken to ensure suitable permanent management, and public access. In these matters, the Council may be guided by the UK and Essex Biodiversity Action Plans.

#### Implementation:

The policy will be implemented by ensuring that advice from specialist consultees, including Natural England, RSPB and the Essex Wildlife Trust is taken into account as necessary and that the new development does not harm identified interests. Development Management decisions will ensure that appropriate provision is made for the creation of new wildlife habitats.

#### Monitoring:

The effectiveness of the policy will be measured by monitoring whether:

- Internationally and nationally important designated sites are harmed by development;
- Locally important designated sites are harmed by development;
- Elsewhere, whether harm is caused and, if so, whether appropriate mitigation is carried out; and
- New wildlife habitats are created as a result of new development.

## **CP9- The Historic Environment**

### Purpose of Policy:

To ensure the district's rich historic environment is protected and enhanced to safeguard the longevity of these heritage assets for future generations.

### Link to Spatial Objectives:

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Core Policy 9 will enable the Council and its partners to protect and enhance the historic and architectural assets throughout the district.

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Core Policy 9 will ensure that high quality historic environments are retained and enhanced for both residents and visitors alike, improving the quality of the environment.

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a 'sense of place'.

Core Policy 9 will support development that enhances and/ or respects the intrinsic historic value of the heritage assets within the district.

**PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.

Core Policy 9 will ensure important heritage assets are protected and enhanced to support a prosperous tourism industry celebrating the rich historic environment of the district.

**PR4:** Improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Core Policy 9 will ensure that new development that contributes positively to the historic character and to the sense of place will be supported.

**PR6:** Support growth, diversification and stability in the rural economy.

Core Policy 9 will ensure the growth and longevity of rural economies by promoting and enhancing heritage based tourism opportunities throughout the district.

**CL2:** Protect and enhance the town's core visitor area on the seafront.

Core Policy 9 will ensure that the intrinsic historic importance of Clacton's core visitor area is protected and enhanced to increase investment and tourism to this historically rich area.

**CL7:** Deliver new housing and leisure facilities in Jaywick.

Core Policy 9 will ensure opportunities for heritage based leisure and tourism facilities are supported through the protection and enhancement of heritage assets in the Jaywick area.

**HA3:** Protect and enhance the town's unique maritime heritage and take advantage of the opportunities to attract more visitors to the harbour waterside in Old Harwich.

Core Policy 9 will ensure Harwich's rich heritage is safeguarded and enhanced, while also supporting heritage led tourism opportunities in this locality.

**HA4:** Deliver regeneration and sensitively designed commercial development opportunities in Harwich Old Town and Dovercourt Town Centre.

Core Policy 9 will aid regeneration in Harwich Old Town and Dovercourt Town Centre through the promotion of heritage led tourism activities and careful management of the Conservation Areas and the many heritage assets located within these heritage-rich areas.

**FW1:** Deliver regeneration and year-round economic and leisure activity in Walton-on-the-Naze.

Core Policy 9 will support the regeneration of Walton-on-the-Naze, through the promotion of heritage led tourism and the careful management of the Conservation Area and the associated heritage assets within Walton.

**RH1:** Retain the individual identity of each of the district's rural settlements.

Core Policy 9 will ensure that development that contributes positively to the historic character and to the sense of place will be supported, strengthening the unique identities of the rural settlements in Tendring.

**RH2:** Support agriculture and appropriate farm diversification schemes involving the re-use of rural buildings for business, tourist accommodation and leisure activities.

Core Policy 9 will ensure heritage led tourism activities are promoted, supporting farm diversification and the rural economy in Tendring.

Link to National Planning Policy:

PPS1: Delivering Sustainable Development seeks to facilitate and promote sustainable and inclusive development practices, including development which protects and enhances the historic environment to ensure the longevity of valued historic townscapes and landscapes for future generations.

PPS4: Planning for Sustainable Economic Growth aims to promote the vitality and viability of centres, providing an important focus for the community and for civic activity. In particular, the historic, archaeological and architectural heritage of centres should be conserved and enhanced to establish a sense of place to stimulate sustainable economic growth.

PPS5: Planning for the Historic Environment considers that the historic environment plays a vital role in cultural, social and economic life. It is therefore considered important to conserve our heritage assets and utilise the historic environment to create sustainable places which contribute positively to a sense of place and a distinct local character, for both current and future generations.

PPS7: Sustainable Development in Rural Areas aims to promote sustainable patterns of development and improve the quality of life in rural settings. It is recognised that heritage assets make an important contribution to local countryside character and that development in rural areas should therefore have regard to these important heritage assets with priority given to restrain potentially damaging development.

PPG19: Outdoor Advertisement Control aims to ensure the appropriate conditions for outside advertisement control are in place. In relation to the historic environment particular care should be taken to ensure flexible use of advertising controls to conserve or enhance particular features of architectural or historic interest and to provide assurance that historic character will not be spoilt or compromised.

#### Evidenced Justification:

The historic environment has a powerful influence on people's quality of life generally giving them a sense of identity and civic pride. Its enduring physical presence contributes significantly to the character and 'sense of place' of rural and urban environments. In our district, this resource is rich, complex and irreplaceable.

Some of this resource lies hidden and often unrecognised beneath the ground in the form of archaeological deposits, but other heritage assets are more visible including those within the historic landscape that provide a record of past agricultural and industrial practices and the physical buildings and spaces that make up our town centres and historic villages.

In 2008, Essex County Council undertook the 'Tendring Historic Characterisation Project' which provides a comprehensive account of the character of the district's historic environment and the heritage assets that contribute towards that character; assets that, wherever possible, should be preserved, enhanced or even incorporated into new development for the enjoyment of future generations.

However, while the historic environment has a major role to play in Tendring's future, heritage assets are sensitive to change and need to be properly understood to ensure the correct management and conservation is undertaken for each historic landscape. The Tendring Historic Characterisation Project, 2008, identified a number of broad historic characterisation areas and zones within these areas, to aid the opportunity to safeguard and enhance the historic environment as an integrated part of development in Tendring and to also provide planning guidance for development proposals where the historic environment is an important feature within the proposals.

Some heritage assets, such as Listed Buildings and Scheduled Ancient Monuments are afforded statutory protection and the government's planning policy contained in PPS5 'Planning for the Historic Environment' which contains comprehensive guidance for dealing with planning issues affecting historic structures and archaeological interests.

For these heritage assets and also those that have limited statutory protection, enhancement opportunities must be realised and adverse affects on the historic environment associated with any proposed development should be minimised. Core Policy 9 therefore sets out the Council's approach, working with key partners, to understand, protect and enhance the district's historic environment, including those heritage assets with limited statutory protection.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

- The historic environment is an important asset within Tendring which must be safeguarded in the planning process.
- An audit of local historic assets within Tendring should be undertaken to gain a greater understanding of the rich heritage within the district.

- The district's heritage should be promoted to strengthen Tendring's tourism industry and ensure the longevity of the historic environment for the enjoyment of future generations.

Core Policy 9 addresses these points by following the recommended approach to protect the historic environment, including supporting the construction of 'local lists' to record local structures of particular historic or architectural importance that should be protected.

Findings of the Sustainability Appraisal:

Option 1 is to include a policy stating that the Council will work with its partners to protect and enhance the district's historic environment through a number of measures including having regard to national guidance, the Historic Environment Characterisation Project and Conservation Area Appraisals/ Management Plans; and by refusing planning permission for development likely to affect a historic asset.

Option 2 is to not include a policy.

Both options will protect historic assets. Whilst option 1 will list historic assets in a policy and require their protection listed buildings, conservation areas and scheduled ancient monuments are all statutorily protected [Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 and Ancient Monuments and Archaeological Areas Act 1979] and so will be protected under the no plan option. Registered parks and gardens and ancient woodland are required to be protected by national guidance and other policies in the plan. Furthermore, the development policies section contains detailed policies concerning the protection of listed buildings, conservation areas and landscape character. However, option 1 will result in enhancements to the historic environment in addition to protection. For example, under this option support will be given to the creation of a local list, which will help protect non-statutorily protected buildings of historic significance and enhancing historic assets will be considered as part of planning applications.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1		✓			✓			✓	
Opt 2		✓			✓				

The 2010 Sustainability Appraisal found that option 1 meets 3 out of the 9 sustainability criteria and is the most suitable option, including having no policy at all. The district has a particularly rich historic character which should be protected and enhanced to ensure the growth of a prosperous tourism industry and in turn a strong local economy based on the range of heritage assets located in Tendring. Protecting and enhancing the heritage assets of the district can also play an important role in regenerating areas and strengthening the character of an area, promoting well being and quality of life for residents and visitors alike.

Policy Wording:

**CORE POLICY 9 – THE HISTORIC ENVIRONMENT**

The Council will work with its partners including Essex County Council and English Heritage to understand, protect and enhance the district's historic environment by:

- Having regard to the Tendring Historic Environment Characterisation Project, the Essex Historic Environment Record, specialist advice and the heritage assets themselves when considering proposals for new development, and working with developers to secure the retention or safeguard the integrity of any heritage assets identified features of importance to the historic environment;
- Undertaking periodic reviews of Conservation Areas, preparing and using Conservation Area Appraisals and Conservation Area Management Plans (CAMP) and refusing planning permission for development that would harm the character or appearance of a Conservation Area (or its setting) or lead to the loss of buildings or structures that positively contribute towards that character (see Policy DP7);
- Refusing planning permission and Listed Building consent for development that would harm the character, appearance or setting of a Listed Building (see Policy DP8), working with property owners to secure improvements to Listed Buildings that are identified as being in poor condition or at risk of disrepair;
- Refusing planning permission for development that will adversely affect a Scheduled Monument, nationally important archaeological site or their setting;
- Requiring archaeological evaluation to be undertaken for schemes affecting sites that might contain archaeological remains which, in some cases, may require excavation and recording prior to commencement of development;
- Refusing planning permission for development that would adversely affect Registered Parks and Gardens and continuing to promote these gardens as tourist attractions;
- Protecting areas of ancient woodland, other important and historic trees and protected lanes from loss or damage as a result of development; and
- Compiling and thereafter maintaining a 'local list' of structures of particular local historic and architectural significance to be protected and enhanced along with their setting;
- Taking account of the desirability of enhancing the significance of the district's heritage assets, securing their long term conservation and utilising their positive contribution to place-making when determining planning application.

Conservation Areas, Scheduled Ancient Monuments, Historic Parks and Gardens and Ancient Woodlands will be shown on the Proposals Map as part of the Site Allocations Document.

#### Implementation:

The policy will be implemented by ensuring that advice from specialist consultees, including Essex County Council and English Heritage is taken into account to ensure heritage assets are considered during proposals for new development. Development Management decisions will ensure that development which could adversely affect a heritage asset would be refused.

#### Monitoring:

The effectiveness of the policy will be measured by monitoring:

- Whether heritage assets are harmed by development;
- If harm is caused whether appropriate mitigation is carried out;

- Whether Conservation Area Appraisals and Conservation Area Management Plans have been produced and are utilised; and
- Whether a 'local list' of structures of particular local historic and architectural significance has been produced and is utilised.

## **CP10- The Countryside Landscape and DP5- Landscape Impacts**

As they are so closely linked, this section considers both Core Policy 10 and its corresponding Development Policy (DP5).

### Purpose of Policy CP10:

To ensure the district's unique countryside environment is protected and enhanced, through a joint working approach between the Council and its partners.

### Purpose of Policy DP5:

To ensure the likely impacts of all new development on important features that contribute towards the character of the wider landscape are fully considered and managed.

### Link to Spatial Objectives:

**MG3:** Manage urban growth to minimise environmental impacts, maximise the re-use of previously developed land, prevent uncontrolled sprawl into the open countryside or along the coast and maintain and secure important countryside gaps between different settlements.

Core Policy 10 and Development Policy 5 will ensure that the open character of the countryside landscape is protected and that new development does not adversely affect the quality of the landscape character.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Core Policy 10 and Development Policy 5 will enable the Council and its partners to protect and enhance the district's landscape character through managing development that could adversely affect the local distinctiveness of the district's landscape.

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a 'sense of place'.

Core Policy 10 and Development Policy 5 will ensure that the local distinctiveness of the district's landscape is enhanced, managing development that could adversely affect the open countryside landscape and areas of particular local character.

**PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.

Core Policy 10 will ensure important countryside landscape assets are protected and enhanced to support a prosperous tourism industry celebrating the unique countryside environments within the district.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development seeks to facilitate and promote sustainable and inclusive development practices, including development which protects and enhances the natural landscape to ensure the longevity of these countryside landscapes for future generations.

PPS4: Planning for Sustainable Economic Growth aims to stimulate economic growth through sustainable development, which in the countryside must have particular regard to the character,

beauty and diversity of landscapes, to protect these landscapes for the enjoyment of current and future generations while allowing a successful and sustainable rural economy to develop.

PPS7: Sustainable Development in Rural Areas aims to promote sustainable patterns of development and improve the quality of life in rural settings. It is recognised that the countryside landscape makes an important contribution to the creation of a sense of place and that development in rural areas should therefore have regard to these important landscapes with priority given to restrain potentially damaging development.

PPS9: Biodiversity and Geological Conservation recognises the importance of the protection of biodiversity and geological conservation through the planning system and the need for the countryside landscape to be conserved and where possible enhanced and restored through sustainable development practices.

#### Evidenced Justification:

The countryside in our district is one of its key assets both in terms of tourism and the living environment of our residents. The district is diverse in its landscape character and appearance and certain areas are particularly sensitive to development and change. The most notable countryside landscapes include the Dedham Vale Area of Outstanding Natural Beauty (AONB) in the north west of the district and the coastal slopes around the district which afford spectacular views to and from the coast and estuaries.

The southern shore of the Stour Estuary is recognised in particular for its natural beauty and whilst it is not currently designated as an AONB, the Council supports the inclusion of this area in the Suffolk Coast and Heaths AONB which currently covers only the northern shore of the Stour Estuary in Suffolk. The Council will work with its partners in Suffolk to seek the formal designation of the area as an AONB but in the meantime, it will be subjected to the highest level of protection in order to protect its quality and character. However, without a policy within the LDF protecting this extension to the AONB this important site has no status and therefore no statutory protection.

The 'Coastal Protection Belt', identified by Essex County Council in the 1980s, recognised that the undeveloped coast is a unique, finite and irreplaceable resource in its own right which justifies its protection, regardless of its other qualities. Policy CC1 of the now superseded Essex and Southend-on-Sea Replacement Structure Plan was formally 'saved' by the Secretary of State when the East of England Plan was adopted in 2008 and provides the policy justification for retaining the Coastal Protection Belt within the LDF. In accordance with this policy, development will only be permitted within the Coastal Protection Belt in exceptional circumstances.

In 2001 a Landscape Character Assessment was carried out which identified 30 different landscape areas with different characteristics and highlighted key sensitivities that need to be taken into account when considering development proposals in the countryside in any part of the district whether it is covered by a landscape designation or not. This assessment therefore highlighted areas of particular sensitivity where particular measures of protection and management are required to protect (and where possible enhance) important countryside environments within the district.

Core Policy 10 sets out the Council's approach, working with its partners, to protect and enhance the district's unique countryside landscape, providing the policy framework to support the extension of the Suffolk Coasts and Heaths AONB, the protection of existing AONB, the continued protection of the Coastal Protection Belt and the wider recognition of the importance of protecting and enhancing countryside landscapes, including those without statutory protection, throughout the district.

Policy DP5 elaborates upon Core Policies 9 and 10 by requiring that proposals for new development fully consider the likely impacts on important features that contribute towards the character of the wider landscape. This policy will primarily apply to development proposals in the countryside but development proposals within a built up area which could detract visually from key landscape or settlement characteristics of its surroundings would also be considered against the criteria of this policy (in other areas listed building and Conservation Area policies will provide such protection).

In applying policy DP5, the Council will refer to the Tendring Landscape Character Assessment (2001), to identify the landscape character of the area where development is proposed, to establish the appropriate measures to be taken to mitigate adverse visual and landscape impacts.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

- The countryside environment is an important asset within Tendring which must be safeguarded in the planning process.
- The district's natural environment should be promoted to strengthen Tendring's tourism industry and ensure the longevity and protection of the countryside environment for the enjoyment of future generations.
- Particular reference should be made to the protection of proposed and existing Areas of Outstanding Natural Beauty within the district.

Core Policy 10 and Development Policy 5 address these points by following the recommended approach to protect the countryside environment, including understanding the tourism potential of the district's natural environment.

#### Findings of the Sustainability Appraisal:

Core Policy 10: Option 1 is to include a policy, which requires the protection of the Dedham Vale AONB; supports tourist facilities within the AONB and area proposed as an extension to the Suffolk Coast and Heaths AONB; protects the coastal protection belt and requires development to have regard to the Landscape Character Assessment.

Option 2 is to not include a policy.

Option 1 will protect landscape character and the undeveloped coast from development that does not have a functional need to be there. It will contribute to the tourist industry by making it clear that the Council will support tourist facilities and visitor centres within the Dedham Vale AONB and proposed extension to the Suffolk Coast and Heaths AONB. The area proposed as an extension to the Suffolk Coast and Heaths AONB is adjacent to the Stour and Orwell Estuaries SPA/ Ramsar site and supporting tourism proposals and increased public access in this area may adversely affect the integrity of the international site through increased recreational disturbance. Option 1 has the potential to afford a higher level of protection to the area proposed as an extension to the Suffolk Coast and Heaths AONB and the policy should be worded to ensure that whilst not prematurely giving AONB status to this area it nevertheless has a high degree of protection. The Dedham Vale AONB is statutorily protected and the development policies section contains a policy on landscape character and so under the no plan option landscape will be protected. The tourism impact under the no plan option is uncertain as tourist development may not be supported owing to the general presumption against development in the countryside and protection from development afforded to the AONB. Under this option the coastal protection belt will not be protected and the proposed extension to the Suffolk Coast and Heaths AONB will have no status.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1		✓						✓	
Opt 2									

The 2010 Sustainability Appraisal found that option 1 meets 2 out of the 9 sustainability criteria and is the most suitable option, including having no policy at all. The district has a particularly rich countryside landscape and it is important that this landscape is protected (indeed, the proposed extension to the Suffolk Coasts and Heaths AONB would have no protection without such a policy). Where possible the countryside landscape should also be enhanced to ensure the longevity of the district's natural assets and to strengthen the district's tourism opportunities.

Development Policy 5: Option 1 is to include a policy requiring landscape character to be protected and where possible enhanced.

Option 2 is the no policy option.

Under both options, biodiversity, historic assets and landscape quality will be protected and where possible enhanced. Whilst option 1 is the inclusion of a specific policy protecting landscape character, biodiversity, historic assets and countryside landscape are all protected through other policies within this plan. Option 1 will have a more positive impact on landscape quality as it sets out detailed criteria, which will ensure that various aspects of the landscape are assessed as part of development proposals.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1								✓	
Opt 2									

The 2010 Sustainability Appraisal found that option 1 meets 1 out of the 9 sustainability criteria and is the most suitable option, including having no policy at all. A detailed policy ensuring landscape impacts are fully considered as part of development proposals ensures that the natural environmental assets of the district are further protected and enhanced, in addition to the protection secured as a result of the inclusion of Core Policy 10 within the Core Strategy.

Policy Wording:

**CORE POLICY 10 – THE COUNTRYSIDE LANDSCAPE**

The Council will work with adjoining authorities to ensure the continued protection of the Dedham Vale Area of Outstanding Natural Beauty (AONB) and will refuse planning permission for any development that would harm or otherwise fail to conserve its natural beauty, including views towards it from the outside. The Dedham Vale AONB will be depicted on the Proposals Map as part of the Site Allocations Document.

The Council will also work in partnership with adjoining authorities on the 'Stour Project' to secure the extension to the Suffolk Coast and Heaths AONB to cover the southern part of the Stour Estuary between Mistley and Ramsey. The extent of the proposed area will be depicted on the Proposals Map as part of the Site Allocations Document and, until it is formally designated as an AONB, will be subject to a high level of protection to protect its quality and character.

The tourism potential of these valuable areas will be promoted and opportunities to improve public access and provide appropriate tourist facilities and visitors centres will be supported subject to detailed consideration against Development Policies contained in Chapter 9 of the Document.

The Council will seek to protect the open character of the undeveloped coastline by refusing planning permission for developments in the 'Coastal Protection Belt' that do not have a compelling functional or critical operational requirement to be located there. The Coastal Protection Belt will be shown on the Proposals Map as part of the Site Allocations Document.

In all parts of the district's countryside, all development proposals will be judged against Policy DP5 having particular regard to the Landscape Character Assessment and will require any adverse visual and landscape impacts to be mitigated.

**POLICY DP5 – LANDSCAPE IMPACTS**

The quality of the district's landscape and its distinctive local character will be protected and, wherever possible, enhanced. Any development which would significantly harm landscape character or quality will not be permitted. The Council will seek in particular to conserve the following natural and man-made features which contribute to local distinctiveness:

- a. estuaries and rivers, and the undeveloped coast;
- b. skylines and prominent views, including those of ridge tops and plateau edges;
- c. the settings and character of settlements and of attractive and/or vernacular buildings within the landscape;
- d. historic landscapes and listed parks and gardens, ancient woodlands, and other important woodland, hedgerows and trees; and
- e. the traditional character of protected lanes, other rural lanes, bridleways and footpaths.

Where a local landscape is capable of accommodating development, any proposals shall include

suitable measures for landscape conservation and enhancement.

Implementation:

The policies will be implemented by ensuring that advice from specialist consultees, including Natural England, RSPB and Essex Wildlife Trust is taken into account as necessary and that the new development does not harm identified interests. Development Management decisions will ensure that development which could adversely affect a countryside landscape would be refused.

Monitoring:

The effectiveness of the policies will be measured by monitoring whether:

- Important designated sites are harmed by development;
- Important areas of local distinctiveness are harmed by development; and
- If harm is caused whether appropriate mitigation is carried out.

## **Policy CP11 - Green Infrastructure**

### Purpose of Policy:

To ensure that existing green infrastructure is retained and that appropriate new Green Infrastructure is provided as part of new development schemes.

### Link to Spatial Objectives:

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

Policy CP11 will ensure that new development maximises opportunities for access to existing footpaths, cycle ways and public transport and that new opportunities are created.

**MG3:** Manage urban growth to minimise environmental impacts, maximise the re-use of previously developed land, prevent uncontrolled sprawl into the open countryside or along the coast and maintain and secure important countryside gaps between different settlements.

Policy CP11 will ensure the protection of existing and provision of appropriate new Green Infrastructure both within and adjacent to settlements.

**PL1:** Minimise the risk to human life and property from flooding and coastal erosion taking into account the likely impacts of climate change.

Policy CP11 will ensure the appropriate use of Green Infrastructure in minimising the effects of climate change.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Policy CP11 will ensure the protection, enhancement and provision of new of Green Infrastructure.

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Policy CP11 will ensure the provision of appropriate new Green Infrastructure.

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a 'sense of place'.

Policy CP11 will encourage the role of Green Infrastructure in protecting the environment.

**PR1:** Improve the strategic transport and communications network.

Policy CP11 will ensure the provision of appropriate new Green Infrastructure to accompany new and improved transport links.

**PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.

Policy CP11 will ensure the protection and enhancement of Green Infrastructure.

**PE3:** Improve the health of the district's residents by improving access to recreational activities and healthcare services.

Policy CP11 will encourage access to existing and new Green Infrastructure.

**PE5:** Ensure, through design, that new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.

Policy CP11 will ensure that the design of new development and the provision of new Green Infrastructure are appropriate to their location.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Policy CP11 will protect existing and deliver new Green Infrastructure.

Link to National Planning Policy:

PPS1: Delivering Sustainable Development (and Climate Change Supplement) requires that development plan policies take account of issues such as: the conservation and enhancement of wildlife species and habitats and the promotion of biodiversity; and the need to improve the built and natural environment, including the provision of good quality open space.

PPS3: Housing requires that new housing development should provide, or enable good access to, community and green and open amenity and recreational space and provide for the retention or re-establishment of the bio-diversity within residential environments.

PPS9: Biodiversity and Geological Conservation considers that networks of natural habitats provide a valuable resource. They can link sites of biodiversity importance and provide routes or stepping stones for the migration, dispersal and genetic exchange of species in the wider environment. Networks should be maintained by avoiding or repairing the fragmentation and isolation of natural habitats through policies in plans. Such networks should be protected from development and where possible, strengthened by or integrated within it. This may be done as part of a wider strategy for the protection and extension of open space and access routes.

PPS23: Planning and Pollution Control Appendix A identifies that Matters for Consideration in Preparing Local Development Documents include: the environmental benefits that development might bring, such as: accompanying improvements to transport infrastructure; enhancement or creation of habitats; the need to limit and where possible reduce greenhouse gas emissions and take account of potential effects of climate change; and the need to make suitable provision for the drainage of surface water.

PPS25: Development and Flood Risk (& Development and Coastal Change Supplement) requires Local Development Documents to set out policies for the allocation of sites and the control of development which avoid flood risk to people and property where possible and manage it elsewhere. Policies should recognise the positive contribution that avoidance and management of flood risk can make to the development of sustainable communities, including improved local amenities and better overall quality of life.

Evidenced Justification:

The Haven Gateway Green Infrastructure Strategy 2008 (HaGGIS) includes the whole of Tendring District. Under the umbrella of Green Infrastructure, the concept of Accessible Natural Greenspace (ANG) was developed by English Nature (now Natural England) in 2003 in its publication 'Accessible Natural Greenspace Standards in towns and cities' and the concept was adapted by

the Town and Country Planning Association in its publication 'Biodiversity by Design' as one of the ways of delivering green infrastructure to communities.

ANG plays a vital role in improving quality of life by providing access to informal recreation in a natural setting, thereby promoting healthy living and a sense of place. ANG also enables people to experience wildlife close to their homes and have everyday contact with nature; provides an educational resource; helps to ensure that urban areas function ecologically and that greenspace and wildlife is protected; and plays an important role in reducing pressure on more sensitive wildlife sites by providing an alternative attraction. Natural England believes that the provision of natural areas should be part of a balanced policy of greenspace provision.

The HaGGIS considers that some of the major areas of population with the highest densities, such as parts of Colchester and Clacton, are also those with the greatest deficiencies in terms of ANG. Clacton and Harwich are identified as the larger towns within the district where new housing growth will be concentrated. Although Clacton benefits from its extensive beach and seafront, there is relatively little other natural green space and there is a need to provide additional ANG. It is anticipated that this might be achieved in association with new development. Despite the presence of a beach and a river frontage that affords fine views across the estuary, Harwich and Dovercourt currently have little or no ANG over 2ha in size, and thus register both a District and Regional Level ANG deficiency.

Within the district there are 138.73 ha of open space, including recreational open space and equipped play areas. However, there is a total acknowledged deficit of 193.76 ha. 2 areas of open space are managed to green flag award standard.

Formal open space and informal open space provision contribute towards the total area of Green Infrastructure and includes outdoor sports facilities, parks and gardens, natural and semi-natural greenspace including woodland and country parks, green corridors, amenity greenspace, allotments and cemeteries and churchyards. The Tendring District Open Space Audit 2008 identifies a deficit of public open space within the district of 66.23ha.

The Tendring Open Spaces Strategy 2009 contains a detailed analysis of open space provision including Green Infrastructure and provides the framework starting point for delivery of new greenspace across the district.

The district has a high proportion of environmentally sensitive sites, including four international sites. The district's Green Infrastructure network will contribute significantly to species conservation.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

The provision of Green Infrastructure is an important issue and should be required through a specific policy.

Core Policy 11 addresses these points by seeking to maintain, enhance and protect existing Green Infrastructure against redevelopment, whilst new Green Infrastructure will be provided in line with the Council's Open Spaces Strategy through new development.

#### Findings of the Sustainability Appraisal:

Option 1 is to include a policy requiring the district's Green Infrastructure network to be maintained, enhanced and protected and which sets out the Green Infrastructure quantity standards that the Council will seek to achieve.

Option 2 is the no plan option.

Green Infrastructure brings many benefits, including promoting sustainable travel through the creation of safe pedestrian/cycle routes, the provision of areas for the dispersal of species as the climate changes, and the provision of recreational space. This appraisal has identified that under both options green infrastructure will be provided. Option 1 will refer to the Green Infrastructure standards in a policy (as set out in the Council’s Open Spaces Strategy). However, there is no detail about how the standards will be achieved through new development; this will be set out in a different policy in the development policies section. Option 1 will protect existing Green Infrastructure and this may not be achieved under option 2, particularly if a site is not widely used and is located within an urban area. A positive impact on international sites can be secured by stating in a policy that, where site monitoring has identified that recreational pressures are adversely affecting a site, contributions towards suitable accessible natural green spaces will be sought as part of all residential development, in addition to the standard open space contributions.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1				✓	✓		✓	✓	
Opt 2				✓			✓	✓	

The 2010 Sustainability Appraisal found that option 1 meets 4 out of the 9 sustainability criteria and is the most suitable option.

Policy wording:

**CORE POLICY 11 – GREEN INFRASTRUCTURE**

The district’s existing green infrastructure network will be maintained, enhanced and protected against redevelopment in accordance with government planning policy contained in PPG17 ‘Planning for Open Space and Recreation’ (along with any subsequent replacements or amendments).

The Council will work with Essex County Council, the development industry and other partners to deliver the key green infrastructure projects set out in the Spatial Strategy (Chapter 7 of this document) and other more local projects. These project areas will be shown on the Proposals Map as part of the Site Allocations Document.

All new development will be considered in relation to the contribution it can make to the district’s green infrastructure network and the Council will secure contributions towards the provision of green infrastructure either on-site or through financial contributions to meet the needs of a the growing population whilst working with its partners to secure funding to rectify existing deficiencies.

In line with the Council’s Open Spaces Strategy, the Council will aim to achieve the following green infrastructure accessibility and quantity standards in the district:

Type	of	Green	Accessibility Standard	Quantity Standard
------	----	-------	------------------------	-------------------

Infrastructure		
Parks and Gardens	Within 15 minutes walk (1km) for urban populations	1ha per 1,000 people
Amenity Greenspace	Within 10-15 minutes walk (600m-1km) of whole population.	0.75ha per 1,000 people
Natural and Semi-Natural Greenspaces	At least one publicly accessible site of a minimum of 2ha in size within 20 minutes walk time (1.6km) of whole population.	2.1ha per 1,000 people
Green Corridors/Seafront	One publicly accessible green corridor/promenade within 1km/15mins walk of the entire urban population.	0.75ha per 1,000 people
Allotments	At least one site within 15 minutes walking time/100m of the urban population. At least one site within 20 minutes drive time/5km of the rural population	0.25ha per 1,000 people
Playing Pitches and Outdoor Sports Facilities	See Core Policy 21	

Development Policy DP16 in Chapter 9 of this document sets out the Council's approach to securing green infrastructure as part of new residential development and the Council will produce a Development Plan Document (DPD) on 'Planning Obligations and Developer Contributions' that will set out the protocol for securing and spending developer contributions for the provision of Green Infrastructure.

#### Implementation:

Development Management decisions will ensure the provision of adequate public open space through the grant of planning permission and use of planning obligations.

#### Monitoring:

The effectiveness of the policy can be measured by monitoring:

- Changes to the existing Green Infrastructure network; and
- The delivery of new Green Infrastructure projects

## CP12 – Regeneration

### Purpose of Policy:

Core Policy 12 broadly explains the Council's approach to regeneration in the eight regeneration areas and what proposals for new development in those areas will be required to achieve.

### Link to Spatial Objectives:

**MG1:** Direct new development towards locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

Deprived areas such as Clacton and Harwich which are identified as "Regeneration Areas" can benefit greatly from new housing, employment opportunities and infrastructure. Core policy 12 seeks to ensure that new development is directed to sustainable locations throughout the district.

**MG4:** Link housing and job growth to tackle unemployment and minimise the need to commute outside the district.

Core Policy 12 aims to tackle unemployment in deprived areas such as Clacton and Harwich which are identified as "Regeneration Areas". These areas can benefit greatly from new housing, employment opportunities and infrastructure.

**PL1:** Minimise the risk to human life and property from flooding and coastal erosion taking into account the likely impacts of climate change.

Some of the districts "Regeneration Areas" are located in identified flood risk zones and Core Policy 12 aims to find a balance between encouraging much needed development in these deprived areas and minimising the risk to human life from flooding and coastal erosion.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Development in sensitive locations is restricted. Core Policy 12 will protect and enhance these important assets.

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Poor health is identified as a major concern in some of the districts deprived areas. Core Policy 12 will ensure that new development in "Regeneration Areas" aims to expand the district's network of green infrastructure, improving the health and quality of the environment for residents and visitors.

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a sense of place.

Achieving a sense of place is critical for new developments in "Regeneration Areas". Core Policy 12 will aim to promote high quality sustainable design that promotes and builds sustainable communities.

**PR3:** Attract inward investment by identifying sustainable and commercially attractive development opportunities, creating regeneration opportunities in its deprived areas and improving skills.

A number of key “Regeneration areas / sites” have been identified throughout the district and Core Policy 12 will aim to attract the much needed inward investment.

**PR4:** Improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Many of the districts urban centres are identified as “Regeneration Areas”. Core Policy 12 will seek to improve the image, vitality and viability of the district's town, village and neighbourhood centres.

**PR5:** Deliver growth in public sector services to support the growing population.

Delivering growth in public sector services can bring much needed benefits to areas of deprivation.

**PR7:** Resist the loss of existing job opportunities.

Core Policy 12 and other development policies will be essential to protect identified employment sites being development for other purposes resulting in the loss of much needed employment.

Core Policy 12 will resist the loss of existing job opportunities.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

The districts identified “Regeneration Areas” (Core Policy 12) will benefit from much needed development which bring associated benefits in terms of jobs and improved services etc.

**PE2:** Bring balance to the district's ageing population by improving the opportunities for younger people to live and work in the area whilst still providing for the needs of its older residents.

It is essential that Core Policy 12 aims to help deliver much needed employment and housing opportunities which will enable young residents to stay within the Tendring District.

**PE3:** Improve the health of the district's residents by improving access to recreational activities and healthcare services.

Tendring suffers from health inequalities and Core Policy 12 will aim to improve the health of the districts residents.

**PE5:** Ensure, through design, that the new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.

Core Policy 5 will ensure that all proposals for new development demonstrate that every chance has been taken through the design process to promote social inclusion and designing out the opportunities for crime and antisocial behaviour associated with deprived areas.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Community facilities such as Health Centres and Post Offices are crucial for maintaining vibrant and sustainable communities. Core Policy 12 will assist in resisting the loss of community facilities.

Link to National Planning Policy:

PPS1: Delivering Sustainable Development, sets out the Government’s overarching objective to deliver ‘sustainable development’ through the planning system. Paragraph 5 states that planning should facilitate and promote sustainable and inclusive patterns of development by inter alia;

- Making suitable land available for development in line with economic, social and environmental objectives to improve people’s quality of life;
- Contributing to sustainable economic development
- Protecting and enhancing the natural and historic environment and existing communities;
- Ensuring high quality development through good and inclusive design and the efficient use of resources;
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable, and mixed communities with good access to jobs and key services for all members of the community.

PPS3: Housing, although aimed at housing development, PPS3 refers to a key consideration concerning locating land for housing in places which offer a range of community facilities with good access to jobs, key services and infrastructure (paragraph 36).

PPS4: Planning for Sustainable Economic Growth – requires that development plan policies take into account issues such as planning for sustainable economic growth.

PPS7: Sustainable Development in Rural Areas – requires that development plan policies take into account issues such as sustainable rural communities, economic development and services.

Evidenced Justification:

There are certain areas within our district where the quality of life, the economy and the physical environment need to be improved for the benefit of both existing and future residents. The Council has identified eight individual ‘Regeneration Areas’ where improvements are needed, five of which are in Clacton and Harwich.

Each of the Regeneration Areas listed in Core Policy 12 (below) is the subject of at least one of the ‘Key Projects’ in Chapter 7 of the Core Strategy that are designed to bring about the necessary improvements. The particular issues facing each area are explained within the narrative of those projects along with the measures that the Council, working with its partners, will take to deliver regeneration.

Core Policy 12 broadly explains the Council’s approach to regeneration in the eight regeneration areas and what proposals for new development in those areas will be required to achieve.

Table 3 (below) is taken from the Councils “issues and options” (reg 25) report and lists each of the regeneration areas and sets out what we believe are the main issues that need to be addressed for each:

<b>Table 3: Regeneration Areas and Issues</b>	
Clacton Town Centre and Seafront	<ul style="list-style-type: none"><li>• address high levels of deprivation amongst residents including poor health and low incomes;</li><li>• seize opportunities for economic development in new retail, office and leisure;</li><li>• protect and enhance the area’s traditional seaside character;</li><li>• promote and diversify the area’s tourism offer in a</li></ul>

	<ul style="list-style-type: none"> <li>changing economy;</li> <li>secure investment in infrastructure and tourist facilities;</li> <li>enhance the public realm; and</li> <li>tackle crime and anti-social behaviour.</li> </ul>
Jaywick	<ul style="list-style-type: none"> <li>reduce the risk to human life posed by flooding that is expected worsen over the next 50-100 years as a result of climate change;</li> <li>address high levels of deprivation amongst residents including poor health and low incomes;</li> <li>address poor living conditions and sub-standard housing stock;</li> <li>enhance the public realm; and</li> <li>tackle crime and anti-social behaviour.</li> </ul>
West Clacton	<ul style="list-style-type: none"> <li>address high levels of deprivation amongst residents including poor health and low incomes;</li> <li>address high levels of unemployment;</li> <li>address the shortage of affordable housing; and</li> <li>lack of community facilities.</li> </ul>
Dovercourt Town Centre and adjoining areas	<ul style="list-style-type: none"> <li>stimulate economic activity and physical renewal;</li> <li>protect and enhance the area's historic environment;</li> <li>address the shortage of affordable housing</li> <li>address high levels of deprivation amongst residents including poor health and low incomes; and</li> <li>enhance the public realm.</li> </ul>
Harwich	<ul style="list-style-type: none"> <li>physical regeneration that protects and enhances the area's historic maritime heritage;</li> <li>stimulate economic activity;</li> <li>reduce the risk to human life posed by flooding that is expected worsen over the next 50-100 years as a result of climate change;</li> <li>enhance the public realm;</li> <li>deliver the Harwich Master Plan which includes marina development; and</li> <li>promote Harwich as the gateway to Europe.</li> </ul>
Walton-on-the-Naze	<ul style="list-style-type: none"> <li>stimulate all-year economic activity;</li> <li>physical regeneration that diversifies the leisure-based economy;</li> <li>protect and enhance the area's traditional seaside character; and</li> <li>reduce the risk to human life posed by flooding that is expected worsen over the next 50-100 years as a result of climate change.</li> </ul>
Brightlingsea Waterfront	<ul style="list-style-type: none"> <li>physical regeneration that diversifies the leisure-based economy whilst respecting the area's maritime heritage;</li> <li>improve transport links and public access; and</li> <li>reconcile conflicts between commercial activities and the area's environmental quality.</li> </ul>
Mistley Waterfront	<ul style="list-style-type: none"> <li>physical regeneration that protects and enhances the area's historic maritime heritage;</li> </ul>

	<ul style="list-style-type: none"> <li>• sustain the port-related economy;</li> <li>• improve transport links and public access; and</li> <li>• reconcile conflicts between commercial activities and the area's environmental quality.</li> </ul>
--	--

Comments raised during Public Consultation:

The majority of respondents generally agreed with the areas listed in the Issues and Possible Options Discussion Document that are in need of regeneration. In particular, the East of England Regional Assembly acknowledged that the list included all the priority regeneration areas included in the East of England Plan. (The East of England Plan is no longer relevant as a result of the coalition governments plans to abolish regional spatial strategies).

Many respondents were keen to outline what they feel is needed to regenerate each area (in particular the comments relating to Jaywick and Brightlingsea). Some respondents suggested specific regeneration projects whilst others suggested general measures that should be adopted to help bring about regeneration. These factors have all been taken into account and have helped to inform the various projects set out in the Core Strategy. These projects will help to ensure the aims and objectives of the Core Strategy are delivered. A number of pieces of work have already been carried out (or are in the process of being carried out) to inform what measures are needed to help regenerate each area. Pieces of work that have already been carried out include an Area Action Plan for Clacton Town Centre, a Supplementary Planning Document for Mistley, Conservation Area Management Plans for Manningtree, Mistley, Frinton and Walton, a Masterplan for Walton and a Design and Development Brief for Manningtree.

The Council is committed to working with various key delivery stakeholders to ensure the projects listed in the draft Core Strategy are delivered. It is recognised that close co-operation with key stakeholders is essential to gaining the support and funding necessary for regeneration to take place. Adopting a partnership approach will also help to ensure the Core Strategy is closely aligned with other important plans and strategies affecting the future of the area.

Core Policy 12 address these points by broadly explaining the Council's approach to regeneration in the eight regeneration areas and what proposals for new development in those areas will be required to achieve.

Findings of the Sustainability Appraisal:

Option 1 is to identify the same regeneration areas as set out in the Local Plan and seek to focus investment in these areas.

Option 2 is to focus regeneration initiatives on Clacton and Harwich, which are identified in the RSS as economic regeneration areas.

Regeneration initiatives will address deprivation issues; seek to increase educational attainment and provide more jobs; contribute to health and income equality; and promote social cohesion. Option 1 will result in a more positive impact than option 2 as it seeks to regenerate eight areas, in five different towns, whereas option 2 would restrict regeneration to Clacton and Harwich. A greater range of regeneration areas will also attract different investment opportunities. However, directing all regeneration initiatives to Clacton and Harwich may result in increased levels of inward investment and more regeneration in the short term as all investment will be directed to these areas rather than spread between eight areas. Both options will enhance the tourist economy and vitality and viability of town centres; although option 2 ignores the regeneration of Walton-on-the-

Naze, one of the district's key tourist areas. Directing investment to these regeneration areas will reduce the amount of greenfield land that needs to be released for development and thereby protect landscape character and biodiversity. However, brownfield sites that have been vacant for some time can have high biodiversity value and so care must be taken to ensure that regeneration proposals do not adversely affect biodiversity. Clacton Town Centre and Seafront, Harwich, Dovercourt Town Centre, Mistley and Brightlingsea are important historic areas and recognised as such through conservation area designations. These areas will be improved through regeneration proposals. Indeed, regeneration proposals at Mistley, Dovercourt and Harwich are heritage led.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
<b>Opt 1</b>	✓	✓	✓		✓	✓		✓	✓
<b>Opt 2</b>	✓		✓		✓				✓

It is considered that option 1 which meets 7 out of the 9 sustainability criteria and is the most sustainable option compared with option 2 which meets only 4 of the sustainable criteria.

Policy wording:

## **CORE POLICY 12 – REGENERATION AREAS**

The following areas within the Tendring District are identified as 'Regeneration Areas':

- Clacton Town Centre and Seafront;
- Jaywick;
- West Clacton;
- Walton-on-the-Naze;
- Dovercourt Town Centre and Adjoining Areas;
- Harwich;
- Mistley Waterfront; and
- Brightlingsea Waterfront.

These areas will be the focus for investment in social, economic and physical infrastructure and initiatives to improve vitality, environmental quality, social inclusion, economic prospects, education, health, community safety and accessibility.

Within these areas, the Council will:

- Work with its partners to deliver the relevant Key Projects (as listed in Chapter 7 of this document);
- Support development that reinforces and/or enhances the function, character and appearance of the area and contributes towards regeneration and renewal (subject to detailed consideration against the Development Policies contained in Chapter 9 of this document); and
- Refuse planning permission for development that would have an adverse impact on the revitalisation of any of these Regeneration Areas.

The boundaries of each individual Regeneration Area will be shown on the proposals maps as part of the Site Allocations Document.

Implementation:

This policy will be implemented through the LDF and Development Control Process. The following areas within the Tendring District identified as 'Regeneration Areas' will be the focus for investment in social, economic and physical infrastructure and initiatives to improve vitality, environmental quality, social inclusion, economic prospects, education, health, community safety and accessibility. The Council will work with its partners to deliver the relevant Key Projects (as listed in Chapter 7 of the Core Strategy).

Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the improvements to areas identified as "Regeneration Areas" in terms of increased employment opportunities, improved public services and improved health levels. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council's Annual Monitoring Report.

## **CP13 – Employment Sites**

### Purpose of Policy:

Core Policy provides the key basis for assessing proposals for the change of use or redevelopment of land or buildings on those identified employment sites for purposes other than class B1 (b & c), B2 or B8 uses (or their existing employment use).

### Link to Spatial Objectives:

**MG4:** Link housing and job growth to tackle unemployment and minimise the need to commute outside the district.

Core Policy 13 will aim to deliver new employment sites close to settlements in the interests of promoting sustainable town, district and village neighbourhood centres.

**PR4:** Improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Successful employment sites are crucial in achieving job creation including in locations that will support the economies of town, district, village and neighbourhood centres .

**PR6:** Support growth, diversification and stability in the rural economy.

Ensuring successful and viable employment sites through Core Policy 13 will help promote sustainability in rural areas.

**PR7:** Resist the loss of existing job opportunities.

Core Policy 13 seeks to safeguard employment sites and therefore resist the loss of existing job opportunities.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

The districts identified “regeneration and deprived areas” will benefit from much needed development which bring associated benefits in terms of jobs and improved services etc.

**PE2:** Bring balance to the district's ageing population by improving the opportunities for younger people to live and work in the area whilst still providing for the needs of its older residents.

It is essential that Core Policy 13 aims to help deliver much needed employment and housing opportunities which will enable young and working-age residents to stay within the Tendring District.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development, sets out the Government's overarching objective to deliver 'sustainable development' through the planning system. Paragraph 5 states that planning should facilitate and promote sustainable and inclusive patterns of development by inter alia;

- Making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- Contributing to sustainable economic development
- Protecting and enhancing the natural and historic environment and existing communities;
- Ensuring high quality development through good and inclusive design and the efficient use of resources;
- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable, and mixed communities with good access to jobs and key services for all members of the community.

Planning Policy Statement: Planning and Climate Change – Supplement to PPS1, 2007: provides guidance on how the planning process should contribute to reducing emissions and stabilising climate change, whilst taking account of the unavoidable consequences of development. Tackling climate change is a key Government priority for the planning system.

PPS3: Housing, although aimed at housing development, PPS3 refers to a key consideration concerning locating land for housing in places which offer a range of community facilities with good access to jobs, key services and infrastructure (paragraph 36).

In addition, in the context of placing an emphasis on the development of housing on previously developed land, PPS3 states that sites currently allocated for industrial or commercial uses should be considered in order to determine whether or not they should be re-allocated for housing development.

PPS4: Planning for Sustainable Economic Growth – requires that development plan policies take into account issues such as planning for sustainable economic growth (policy EC2).

PPS7: Sustainable Development in Rural Areas – requires that development plan policies take into account issues such as sustainable rural communities, economic development and services.

PPS12: Creating Strong Safe and Prosperous Communities through Local Spatial Planning, 2008. Revised PPS12 provides advice on the content and purpose of Local Development Frameworks. As this Employment Study is intended to inform the development of Tendring's Core Strategy the guidance is of particular relevance.

PPG 13: Transport, was published in March 2001. Its objectives are to:

- (i) Promote more sustainable transport choices for both people and for moving freight;
- (ii) Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- (iii) Reduce the need to travel, especially by car.

PPS 23: Planning and Pollution Control, 2005 explains that pollution can be a critical factor, both in the control of the construction of development if on previously developed land, and in the on-going control of the development itself, once operational.

The Statement concludes that the overall aim of planning and pollution control is to ensure the sustainable and beneficial use of land. Within this aim the Statement explains that polluting activities that are necessary for society and the economy should be so sited and planned that their,

and subject to such planning conditions that, their adverse effects are minimised and contained to within acceptable limits.

PPG 24: Planning and Noise explains that the impact of noise can be a material consideration in the determination of planning applications and the planning system should ensure that, wherever practicable, noise-sensitive developments are separated from major sources of noise (which includes certain types of industrial development). Specific advice is given at paragraph 19 of annex 3 on noise arising from industrial and commercial premises.

In the context of an employment land study, noise is an issue that could make certain sites unsuited to specific industrial or commercial uses, and is therefore, a key consideration to be taken into account at the site identification/allocation stage of the plan making process.

PPS25: Development and Flood Risk, December 2006. Since the publication of this version of PPS25 much greater emphasis is given to the issue of flood risk and development. The guidance states that in preparing planning strategies, local planning authorities should:

- (i) Prepare LDDs that set out policies for the allocation of sites and control of development which avoid flood risk to people and property where possible and manage it elsewhere;
- (ii) Consider opportunities for relocating development currently within in unsustainable locations and threatened by flooding through climate change;
- (iii) Consider flood risk alongside all other spatial planning issues, and recognise the positive contribution that the management of flood risk can make to enhancing quality of life
- (iv) Take account of flood risk in carrying out the sustainability appraisal of LDDs.

The guidance also states that a Strategic Flood Risk Assessment (“SFRA”) should be carried out by local planning authorities to inform the preparation of LDDs. In this regard the ‘Sequential Test’ should be applied to demonstrate that there are no reasonably available sites on areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed. PPS25 explains that if a wide area is liable to flooding it may be possible to apply the “Exception Test”, to see if the development is acceptable in the wider community interest.

Living Working Countryside – the Taylor Review of Rural Economy and Affordable Housing (CLG, July 2008). Living Working Countryside published in 2008 referred to by the Government as the ‘Taylor Review’ contains a series of recommendations on how to nurture a healthy rural economy and ensure an adequate supply of affordable rural housing.

Haven Gateway Integrated Development Programme, 2008: The Haven Gateway Partnership was established in 2001 and brings together leading private sector companies, including BT, Hutchinson Ports (UK) and Associated British Ports, with district and county council representatives from across the sub-region. The partners work together to provide a framework through which partners can work together to promote economic opportunities and secure the future prosperity of the area.

The document identifies a number of “Investment Packages” which, it suggests, public monies should support. One of these is the Haven Gateway Coastal Towns Regeneration package. The document identifies the following priority actions for the Tendring towns of Harwich, Clacton, Walton and Jaywick:

- “Establish a stronger all-year economic base, reducing the historic overdependence on the visitor economy;
- Increase the range and type of employment opportunities with higher quality fulltime employment;
- Encourage investment;
- Ensure housing and employment targets are achieved, even within the unfavourable economic climate.”

### Evidenced Justification:

One of the Council's objectives for creating new jobs is to maintain a flexible supply of suitable employment land in the right places to attract inward investment in the industrial, storage and distribution sectors and to provide appropriate locations for existing businesses to expand or relocate. The district contains a number of 'employment sites' of varying size and character that provide valuable local employment in industry, warehousing and other businesses.

The Council will protect these sites for development within use classes B1(b): Research and Development, B1(c): Light Industry, B2: General Industry and B8: Storage or Distribution and resist proposals to redevelop these sites for non-employment related uses, particularly housing. The sites that will be protected for employment use will be shown on the Proposals Map as part of the Site Allocations Document.

Whilst the above uses are the most appropriate for employment sites, the Council will consider alternative forms of employment-related development where they do not conflict with other policies in this document or relevant national or regional planning policy. In such cases, applicants for development must demonstrate how the proposed use will either create new job opportunities or support existing ones.

The Employment Study suggests that during the LDF plan period there will be limited growth in the need for industrial and warehousing land and, in some areas, a decline. However, adopting a flexible approach enables the Council to secure inward investment in these sectors if economic conditions change or to allow companies to relocate in order to expand. Some of the Key Projects set out in Chapter 7 therefore involve identifying land for the expansion of existing employment sites or creation of new sites. Land within these areas will be shown in the Site Allocations Document for B1(b & c), B2 and B8 use or other appropriate forms of employment and, as with existing established sites, will be protected against development for non-employment related uses.

### Background

GVA Grimley Ltd were commissioned by Tendring District Council (TDC) to undertake a 'Stage 2' Employment Land Study (Stage 2 ELS) to inform their evidence base underpinning the key elements of the Council's emerging Local Development Framework (LDF), in particular the Core Strategy and the Site Allocations Local Development Document (LDD). The Stage 2 ELS includes a critical appraisal / review of the existing employment land supply in the District compared to forecast needs over the LDF period (to 2026), as identified in the 'Stage 1' Employment Land Study (Stage 1 ELS) undertaken by Roger Tym and Partners. It also provides advice on the land use implications of employment growth in other sectors and how to capture opportunities for this growth through the LDF.

### Comments raised during Public Consultation:

Many people provided detailed suggestions as to how the economy should be improved and comment on the other subjects that are likely to have core policies in the draft Core Strategy. Most of these are therefore addressed in response to other questions and so are not included as part of this response. A number of people suggest that there should be a core policy on the rural economy. The Council agreed that the need to strengthen the rural economy is an important objective but there is no need for this to be covered by a specific core policy. The need to support the rural economy will be made clear throughout the whole of the draft Core Strategy.

A number of respondents called for more core policies on specific areas around the district. On reflection, the core policies should not contain site or area-specific policies and should remain

subject based. A core policy will address 'regeneration areas' in general, but the specific details of what can be achieved in each area will be set out in the 'Key Projects' section. A couple of people suggest that a core policy is needed setting out a 'Plan B' should Bathside Bay fail to go ahead. The Council disagrees with this. Whilst it is accepted that the timing of the development is now much more difficult to predict in the current economic climate, the Council must remain optimistic about the delivery of Bathside Bay (and associated upgrade to the A120). Other suggestions for topics to be covered by a core policy are already covered elsewhere under other sections in the draft Core Strategy.

There was overwhelming support to include a specific policy for employment sites in the Core Strategy. Accordingly, policy CP13 (and supporting narrative) provides the key basis for assessing proposals for the change of use or redevelopment of land or buildings on those identified employment sites for purposes other than class B1 (b & c), B2 or B8 uses (or their existing employment use).

#### Findings of the Sustainability Appraisal:

Option 1 is to include a policy stating that the change of use for land and premises (shown on the proposals map) at the primary industrial and business sites for purposes other than class B1, B2 or B8 uses will not be permitted unless it can be demonstrated that the proposal would create permanent employment opportunities.

Option 2 is to include a policy stating that the change of use of all land and premises in employment use for purposes other than class B1, B2 or B8 uses will not be permitted unless it can be demonstrated that the proposal would create permanent employment opportunities.

Option 3 is to allow the change of use of employment land and premises for purposes other than class B1, B2 and B8 where it can be demonstrated that employment use is not economically viable on the site.

Option 4 is the no plan option.

Safeguarding employment land and protecting it from alternative uses will help to ensure that employment land remains available to centres of population throughout the district. Option 2 will have a more positive impact than option 1 as it requires all employment land to be protected, not just principal business and industrial sites. This will ensure that small sites and rural sites remain, providing the rural population with good access to employment opportunities. Without reference in the policy to employment land and premises outside of the principal business and industrial areas rural employment sites will not be safeguarded. However, if option 2 only applies to sites protected on the proposals map sites not shown will not be protected. Option 3 would allow change of use where it can be demonstrated that the site is no longer viable, however this is difficult to assess and a site could be unviable for one business but viable for another. This option is therefore likely to lead to the loss of employment land. Under the no plan scenario employment land is likely to be lost to more profitable land uses, which will fail to harness the district's economic strengths. The loss of employment land would make it difficult to secure investment. Further, the loss of employment land within existing communities will increase the need to travel for employment.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1				✓					
Opt 2		✓	✓	✓					
Opt 3									
Opt 4									

It is considered that option 2 which meets 3 out of the 9 sustainability criteria and is the most sustainable option compared with the alternative options.

Policy wording:

### **CORE POLICY 13 – EMPLOYMENT SITES**

The Council will identify ‘employment sites’ in the Site Allocations Document that will be safeguarded and promoted for B1(b & c), B2 and B8 use in order to maintain a flexible supply of suitable employment land to attract inward investment in the industrial, storage and distribution sectors, provide appropriate locations for existing businesses to expand or relocate and safeguard local employment.

The change of use or redevelopment of land or buildings on those identified employment sites for purposes other than class B1 (b & c), B2 or B8 uses (or their existing employment use) will not be permitted unless it can be demonstrated that the proposal would create permanent employment opportunities and would not conflict with any other policies contained in this document.

Implementation:

This policy will be implemented through the Development Control Process. Development Management and Regeneration Officers will ensure that the change of use or redevelopment of land or buildings on those identified employment sites for purposes other than class B1 (b & c), B2 or B8 uses (or their existing employment use) will not be permitted unless it can be demonstrated that the proposal would create permanent employment opportunities and would not conflict with any other policies contained in this document.

Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the improvements to areas in terms of increased employment opportunities promoting sustainable towns, districts, villages and neighbourhood centres. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council’s Annual Monitoring Report.

## **CP14 – Freight Transport.**

### Purpose of Policy:

Core Policy 14 explains how Tendring District Council will work with Essex County Council and other partner organisations to minimise the impact of freight traffic and identify the most suitable routes.

### Link to Spatial Objectives:

**MG1:** Direct new development towards locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

In the interests of building sustainable communities it is essential that Core Policy 14 directs new development towards sustainable locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

It is essential that Core Policy 14 helps steer development likely to generate significant freight or goods movements to locations where there is (or the potential exists to create) good access onto the railway network without causing adverse effects on environmentally sensitive areas or existing communities.

**PR1:** Improve the strategic transport and communications network.

To improve employment opportunities in the Tendring District it is essential that Core Policy 14 helps to improve the strategic transport and communications network.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development sets out the Governments overarching objective to deliver “sustainable development” through the planning system.

PPG13: Transport, sets out the government objectives to integrate planning and transport at the national, regional, strategic and local level to:

1. promote more sustainable transport choices for both people and for moving freight;
2. promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
3. reduce the need to travel, especially by car.

### Evidenced Justification:

If the Tendring district is to develop as a dynamic economy, it is important that there is provision for the efficient movement of goods. However, such movements by road can be environmentally damaging particularly upon residential and other environmentally sensitive areas. Their impact needs to be minimised. For larger scale movement of freight and goods, for example to and from the port of Harwich, Tendring District Council need to consider the potential to maximise transporting of goods by rail.

In 2006, a planning application by Hutchinson Ports (UK) Ltd for Container Port at Bathside Bay was granted a 10-year planning permission. The Council fully supports the proposal which will bring about a much needed economic recovery in Harwich and the wider Haven Gateway area. The scheme includes a deep water quayside between Parkeston and the old town of Harwich capable of handling up to four deep-sea container vessels simultaneously along with an associated rail terminal and logistics facilities. The development will involve the reclamation of approximately 72 hectares of inter-tidal land and will create around 700 jobs directly associated with the port with an addition 1,000 jobs resulting from growth in businesses, industry, warehousing and other support services. The Council will consider the need to identify land in the Site Allocations Document to accommodate the associated logistics operations, as required. The development is conditional on the upgrading, at the developers expense, of the A120 between Hare Green and Ramsey to accommodate the additional freight traffic, junction improvements at the Crown Interchange in Ardleigh and locally, and the provision of a compensatory wildlife habitat at Hamford Water to mitigate the environmental impact of the development. Project 12 in the Core Strategy sets out the requirements for the port expansion at Bathside Bay.

#### Comments raised during Public Consultation:

Respondents appear to be in general agreement that if Tendring District is to develop as a dynamic economy it is important that there is provision for the efficient movement of goods. The Core Strategy supports the larger scale movement of freight and goods, for example to and from the port of Harwich by rail but accepts that where this is not possible, such proposals should be located where there is good access to suitable highway routes based on the strategic road hierarchy set out in Essex County Council's 'Development Management Policy Document.

The issue of freight transport cannot be viewed in isolation and requires a multi-agency approach. Therefore, Core Policy 14 (Freight Movement) sets out the Councils approach to working with Essex County Council and other key partners to improve and minimise the impact of freight transport.

#### Findings of the Sustainability Appraisal:

Option 1 is the inclusion of a policy stating that development likely to generate significant freight or goods movements will be located where there is good access onto the railway network and where this is not possible where there is good access to suitable routes based on the Essex County Council strategic road hierarchy.

Option 2 is the no plan option.

Option 1 will ensure that development likely to generate freight will be located close to the railway or strategic roads; this means that indirectly development will be close to centres of population, which are well served by the railway and strategic road network. Levels of investment will increase as developers may be required to pay for upgrades to the railway and/or strategic road network (e.g. the Bathside Bay port development will be required to finance the dualling of the A120 from Hare Green to Harwich). Maximising the transportation of goods by rail rather than road will increase the amount of sustainable freight journeys, which will reduce pollution and greenhouse gas emissions from HGVs.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1		✓		✓	✓			✓	
Opt 2								✓	

It is considered that option 1 which meets 4 out of the 9 sustainability criteria and is the most sustainable option compared with the alternative option 2.

Policy wording:

#### **CORE POLICY 14 – FREIGHT TRANSPORT**

Development likely to generate significant freight or goods movements will be located where there is (or the potential exists to create) good access onto the railway network without causing adverse effects on environmentally sensitive areas or existing communities. Where this is not possible, such proposals should be located where there is good access to suitable highway routes based on the strategic road hierarchy set out in Essex County Council's 'Development Management Policy Document'.

This policy will help achieve the following of the Council's spatial objectives as set out in Chapter 6 of this document: **MG1, MG2 & PR1**.

Implementation:

The issue of freight transport cannot be viewed in isolation and requires a multi-agency approach. Therefore, through the LDF and Development Management process Core Policy 14 (Freight Movement) sets out the Council's approach to working with Essex County Council and other key partners and will aim to improve and minimise the impact of freight transport in the Tendring District.

Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring any potential adverse effects on environmentally sensitive areas or existing communities as a result of developments giving rise to increases in freight movements. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council's Annual Monitoring Report.

## CP15 – Tourism

### Purpose of Policy:

Core Policy 15 broadly sets out the Councils approach to delivering improved tourist attractions and accommodation elsewhere in the district to maximise the potential of, particularly, its heritage, countryside and coastal assets.

### Link to Spatial Objectives:

**PL1:** Minimise the risk to human life and property from flooding and coastal erosion taking into account the likely impacts of climate change.

Some of the districts tourism areas are located in identified flood risk zones and Core Policy 15 aims to find a balance between encouraging much needed tourism facilities and minimising the risk to human life from flooding and coastal erosion.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Development in sensitive locations is restricted. Core Policy 15 will protect and enhance these important tourism assets.

**PR1:** Improve the strategic transport and communications network.

It is essential to improve the district as a tourist destination. Core Policy 15 will aim to improve the strategic transport and communications network to which will assist in attracting tourists to the district.

**PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.

Tourism is an important employer in the Tendring District and it is important that Core Policy 15 assists in the overall strategy to support and promote growth and diversification in tourism.

**PR3:** Attract inward investment by identifying sustainable and commercially attractive development opportunities, creating regeneration opportunities in its deprived areas and improving skills.

Core Policy 15 will improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Many of the districts tourist destinations are identified as "Regeneration Areas" and designated as key town, district, and village centres. It is crucial to that Core Policy 15 aims to improve the image, vitality and viability to promote sustainable centres.

**PR4:** Improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Core Policy 15 will be essential in improving the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

**PR6:** Support growth, diversification and stability in the rural economy.

Ensuring successful and viable tourism opportunities through Core Policy 15 will help promote sustainability in rural areas.

**PE2:** Bring balance to the district's ageing population by improving the opportunities for younger people to live and work in the area whilst still providing for the needs of its older residents.

It is essential that Core Policy 15 aims to help deliver much needed employment through tourism and housing opportunities which will enable young residents to stay within the Tendring District.

#### Link to National Planning Policy:

PPS1: Delivering Sustainable Development sets out the Governments overarching objective to deliver "sustainable development" through the planning system.

PPS4: Planning for Sustainable Growth sets out the Governments objectives for planning for tourism in rural areas in particular Policy EC7.

Good Practice Guide for on Planning for Tourism: This document is designed to:

- ensure that planners understand the importance of tourism and take this fully into account when preparing development plans and taking planning decisions;
- ensure that those involved in the tourism industry understand the principles of national planning policy as they apply to tourism and how these can be applied when preparing individual planning applications;
- ensure that planners and the tourism industry work together effectively to facilitate, promote and deliver new tourism developments in a sustainable way.

#### Evidenced Justification:

Tourism plays a particularly important economic role in our district and one of the Council's key objectives is to promote growth in tourism to bring about the creation of new jobs. Around 16% of our district's jobs are related to tourism whether that be directly in hotels, caravan and chalet parks and tourist attractions or indirectly in shops, cafés and restaurants. The Council's Employment Study suggests that a significant proportion of new jobs in our district could come from tourism if the right action is taken by providing an appropriate range of tourist attractions and holiday accommodation.

Some of the Key Projects set out in Chapter 7 of the Core Strategy will deliver growth in tourism, particularly selected projects in Clacton, Harwich and Walton-on-the-Naze. However Core Policy 15 broadly sets out the Councils approach to delivering improved tourist attractions and accommodation elsewhere in the district to maximise the potential of, particularly, its heritage, countryside and coastal assets.

The Council has prepared a Tourism Strategy identifying the tourism opportunities across Tendring, reflecting the various characteristics and strengths the district offers, such as capitalising on the maritime heritage of Harwich or the coastal resort potential of Clacton, as well as the benefits that can be realised in the rural areas. The LDF will provide a key means of delivery, especially in identifying allocations within the relevant development plan documents.

#### Comments raised during Public Consultation:

Most respondents suggest that Tendring's main towns and villages should be promoting some form of tourism. Some of the Key Projects set out in Chapter 7 of the Core Strategy (preferred

options document) will deliver growth in tourism, particularly selected projects in Clacton, Harwich and Walton-on-the-Naze. However Core Policy 15 broadly sets out the Councils approach to delivering improved tourist attractions and accommodation elsewhere in the district to maximise the potential of, particularly, its heritage, countryside and coastal assets.

Findings of the Sustainability Appraisal:

Option 1 is to maximise the economic potential of tourism by developing a new marketing strategy for the district. Proposals for tourist attractions related to the district’s heritage, countryside and coast and renewable energy will be supported. Furthermore, farm diversification schemes, the expansion of existing caravan/ chalet parks, the conversion of rural buildings and hotels and conference facilities will be supported.

Option 2 is to do nothing and leave tourism development to the market.

Option 1 will promote regeneration by actively encouraging tourism, which will lead to increased levels of inward investment. Under the do nothing approach tourism will still be a key part of the district’s economy; currently 15.8% of jobs in the district are related to tourism and the annual tourism value to the local economy is £256,024,500. However, option 1, which will actively promote new tourist facilities in the district, will have a more positive impact. Option 1 will also ensure that a mix of tourist uses are developed including the re-use of rural buildings, which will enhance the rural economy; the promotion of renewable energy technologies as a tourist attraction, such as Gunfleet Sands; and the promotion of conference centres, which will enhance the vitality of the main town centres. However, increasing tourism in the district will increase the amount of journeys into the district and in reality these are likely to be made by private car. The Employment Land Study recommended promoting the district’s natural environment, such as Hamford Water, as a tourist attraction. However, the promotion of this SPA and indeed others within the district will result in increased visitor pressure, to the detriment of the ecological structure and function of the site.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1		✓	✓				✓		
Opt 2				✓				✓	

It is considered that option 1 which meets 3 out of the 9 sustainability criteria and is the most sustainable option compared with option 2.

Policy wording:

**CORE POLICY 15 – TOURISM**

The Council will maximise the economic potential of tourism to create new jobs in the district by developing a new and inventive marketing strategy for the district and working with its partners to improve the quality and range of tourist attractions and accommodation.

Accordingly, the Council will work with partners to:

- Deliver the Key Projects listed in Chapter 7 of this document, some of which are specifically aimed at facilitating growth and diversity in tourist activity;
- Improve the strategic transport network in accordance with the Spatial Strategy (See Spatial Strategy Policy 3);
- Support proposals for new tourist attractions and educational visitors centres related to access to the district's heritage, countryside and coastal assets and emerging role of renewable energy where they do not conflict with other policies contained in this document;
- Support proposals for imaginative proposals in seafront core visitor areas;
- Supporting proposals for leisure activities as part of farm diversification schemes where they do not conflict with other policies in this document;
- Safeguard existing caravan and chalet parks (as shown on the Proposals Map as part of the Site Allocations Document) and support proposals for the expansion of and improvement of facilities at those parks, the provision of higher specification accommodation and their relocation away from areas at risk of flooding and erosion where they do not conflict with other policies contained in this document;
- Support appropriate proposals for new hotels and conference facilities and the extension of existing hotels in accordance with Core Policy 16; and
- Support appropriate proposals involving the conversion of redundant rural buildings to self-catering holiday accommodation (see Policy DP10 in Chapter 9 of this document).

#### Implementation:

The Council is promoting a Tourism Strategy which will identify the tourism opportunities across Tendring, reflecting the various characteristics and strengths the district offers, such as capitalising on the maritime heritage of Harwich or the coastal resort potential of Clacton, as well as the benefits that can be realised in the rural areas. As the Strategy develops and particular projects and initiatives identified, then the LDF will provide a key means of delivery, especially in identifying allocations within the relevant development plan documents.

#### Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the improvements and success of areas identified as tourism opportunities. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council's Annual Monitoring Report.

## **CP16– Town, District, Village and Neighbourhood Centres.**

### Purpose of Policy:

Core Policy 16 below sets out the Council's approach to town, village and neighbourhood centres.

### Link to Spatial Objectives:

**MG1:** Direct new development towards locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

In the interests of building sustainable communities it is essential that Core Policy 16 directs new development towards sustainable locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

It is essential that Core Policy 16 seeks to deliver sustainable developments reducing the reliance on private motor car and where possible integrate provision for walking, cycle paths and links to public transport in new development.

**MG4:** Link housing and job growth to tackle unemployment and minimise the need to commute outside the district.

Core Policy 16 will aim to deliver new housing and jobs simultaneously in the interests of promoting sustainable town, district and village neighbourhood centres.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Development in sensitive locations is restricted. Core Policy 16 will protect and enhance these important assets.

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a sense of place.

Core Policy 16 seeks to ensure that that all new development is located in sustainable centres helping to create a "sense of place".

**PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.

Vitality of the districts town, district, village and neighbourhood centres is essential Core Policy 16 will help to support and promote growth and diversification in tourism.

**PR3:** Attract inward investment by identifying sustainable and commercially attractive development opportunities, creating regeneration opportunities in its deprived areas and improving skills.

Core Policy 16 will aim to attract inward investment. A number of sites throughout the district have been identified as areas with regeneration opportunities thus assisting in the overall regeneration strategy.

**PR4:** Improve the image, vitality and viability of the district's town, village and neighbourhood centres through public realm improvements, creating jobs and achieving sustainable housing growth.

Many of the districts centres are identified as "Regeneration Areas" or deprived areas. Core Policy 16 will seek to improve the image, vitality and viability of the district's town, village and neighbourhood centres.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

It is essential that the districts town, village and neighbourhood centres receive new housing, job and services to help improve the overall standard of living.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Community facilities such as Health Centres and Post Offices are crucial for maintaining vibrant and sustainable town, district, village and neighbourhood centres. Core Policy 116 will assist in resisting the loss of community facilities.

Link to National Planning Policy:

PPS1: Delivering Sustainable Development sets out the Governments overarching objective to deliver "sustainable development" through the planning system.

PPS4: Planning for Sustainable Growth: Planning policy contained in PPS4 (along with any subsequent replacements or amendments) proposals involving 'town centre uses' will be directed towards, town, village and neighbourhood centres rather than locations that might detract from the role and function of those centres. These uses are defined as;

- retail (including warehouse clubs and factory outlet centres);
- leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
- offices, both commercial and those of public bodies; and
- arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities).

Evidenced Justification:

Our towns, district, village and neighbourhood centres provide a significant amount of employment and a range of services, facilities and activities to meet the needs of local people and visitors.

Town centres provide a full range of facilities and services serving large catchment areas. Clacton town centre is the district's largest centre, which includes the main offices of the District Council, and serves a particularly wide catchment area; it is therefore defined as a 'Major Town Centre'. The other town centres generally serve the population of their respective town and immediately surrounding villages.

District centres, such as Old Road in Clacton, usually comprise groups of shops often containing a small or medium sized supermarket, a range of non-retail services and public facilities that often play an important supporting role in urban settlements with larger town centres.

Village centres, which are found in selected Key Rural Service Centres of the district, include a range of small shops and facilities that serve the day to day needs of the village and, in some cases, other nearby smaller settlements and hamlets. Similarly, neighbourhood centres serve a smaller catchment area in suburban settlements that have expanded and tend to provide a range of small shops and other services.

The Council will protect and enhance the vitality and viability of these centres to help deliver new jobs and maintain the quality of life for district residents. A number of the projects listed in Chapter 7 of the Core Strategy will bring about regeneration, economic growth or public realm improvements in these centres. Also for the major neighbourhood developments proposed on the edge of Clacton, new neighbourhood centres are planned, providing a range of new shops and services.

In accordance with national planning policy contained in PPS4 (along with any subsequent replacements or amendments) proposals involving 'town centre uses' will be directed towards, town, village and neighbourhood centres rather than locations that might detract from the role and function of those centres. These uses are defined as;

- retail (including warehouse clubs and factory outlet centres);
- leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);
- offices, both commercial and those of public bodies; and
- arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities).

Development proposals involving these town centre uses will be assessed against the requirements of PPS4 which includes a 'sequential test' that requires all opportunities for development in defined centres to be considered before more peripheral locations. The Council will only allow development involving town centre uses outside defined centres in exceptional cases, where the PPS4 sequential test has been fulfilled or where it can be demonstrated that there are practical or functional reasons why a development should not be located in a defined centre.

The district additionally contains a number of large modern retail parks or stand-alone supermarkets on the edge of some of the district's urban settlements that often fulfil a need for bulky-goods retail that cannot be accommodated in the town centre. The thrust of national planning policy is to avoid developments of this nature in the future unless it can be demonstrated that they will not impact negatively on the vitality or viability of nearby centres. However, these existing sites will be protected against redevelopment for non-employment uses (particularly housing) in recognition of the local employment they provide.

#### Comments raised during Public Consultation:

Most respondents to this question generally agreed that there should be specific core policy in the draft Core Strategy on town centres. On reflection, it is proposed that this policy should also cover district, village and neighbourhood centres within the district, as these are likely to have similar issues and attract similar types of 'town centre development'. There appears to be a general consensus that whilst a broad policy is needed for town centres in the core strategy the detail on how each centre should develop should not be set out at the strategic level in the core strategy (apart from the 'Key Projects which have been defined as essential to the delivery of the district's housing and jobs. More detailed policies and proposals would be more appropriately contained in

the Site Allocations Document supported by other documents as and when necessary. Consequently, it is proposed that core policy 16 will contain very little information on how each centre will develop in the plan period and what measures are needed to help improve the vibrancy and vitality of each centre. The more detailed comments on how each centre can be improved will be taken into account when preparing the Site Allocations Document and relevant supporting information.

Findings of the Sustainability Appraisal:

Option 1 is to define the district’s town, district, village and neighbourhood centres for the application of policy contained in PPS6 (or any amended/updated guidance).

Option 2 is to only define the town centres.

Option 3 is the no plan option.

Defining retail centres and directing town centre uses to these areas will ensure that employment opportunities are made available in the most accessible locations. Under the no plan option, without the definition of retail centres, there will be some ambiguity over the boundaries of retail centres. The most positive impact will occur under option 1, which identifies district, village and neighbourhood centres, in addition to town centres, which will ensure that all of the district’s centres of population will have access to a retail centre. Rural isolation is an issue affecting parts of the district and the loss of local shops can significantly affect the population. Option 1 will promote social cohesion by ensuring that village and neighbourhood centres are protected from change of use and that uses remain at a scale suitable for the area.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1		✓	✓			✓		✓	
Opt 2									
Opt 3								✓	

It is considered that option 1 which meets 4 out of the 9 sustainability criteria and is the most sustainable option compared with options 2 and 3.

Policy wording:

**CORE POLICY 16 – TOWN, DISTRICT, VILLAGE AND NEIGHBOURHOOD CENTRES**

The Council will protect and enhance the vitality and viability of its town and village centres as well as its existing and proposed neighbourhood centres which will be defined on the Proposals Maps as part of the Site Allocations Document.

Within these centres, the Council will work with its partners to deliver the relevant Key Projects (listed in Chapter 7) and may identify specific development opportunities in the Site Allocations Document or relevant Area Action Plans.

Proposals for development involving the provision of 'town centre uses' will be judged against national planning policy contained in PPS4 (or as superseded by subsequent replacements or amendments) and must be properly related in their scale and nature to the hierarchy set out below:

#### Major Town Centres

- Clacton Town Centre

#### Town Centres

- Dovercourt Town Centre
- Frinton-on-Sea Town Centre (Connaught Avenue)
- Walton-on-the-Naze Town Centre
- Brightlingsea Town Centre
- Manningtree Town Centre

#### District Centres

- Old Road, Clacton
- Great Clacton
- Holland-on-Sea (Frinton Road)
- The Triangle, Frinton

#### Village Centres

- Alresford Village Centre
- Elmstead Market Village Centre
- Great Bentley Village Centre
- Little Clacton Village Centre
- St. Osyth Village Centre
- Thorpe-le-Soken Village Centre

#### Existing and Proposed Neighbourhood Centres

- Upper Dovercourt
- Broadway, Jaywick
- Bockings Elm, Clacton
- Proposed Neighbourhood Centre at Jaywick Lane
- Proposed Neighbourhood Centre off the St. John's Relief Road
- Proposed Neighbourhood Centre in East Clacton

All proposals for development in these centres will be judged against Policy DP9 In Chapter 9 of this document.

Proposals outside the defined centres above will be refused unless shown to satisfy the sequential requirements of relevant national policy guidance.

Proposals for the redevelopment of existing retail parks and supermarkets falling outside the defined centres for non-employment uses will not be permitted. These will be identified on the Proposals Map as part of the Site Allocations Document.

#### Implementation:

Core Policy 16 sets out the Council's approach to town, village and neighbourhood centres and will be implemented through the LDF and Development Management process. The Council will work with its key partners to protect and enhance the vitality and viability of its town and village centres

as well as its existing and proposed neighbourhood centres which will be defined on the Proposals Maps as part of the Site Allocations Document.

Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the vitality of our town, district, village and neighbourhood centres. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council's Annual Monitoring Report.

## **CP17- Improving Health**

### Purpose of Policy:

To ensure that the health of Tendring residents is improved through the provision of necessary health facilities and the appropriate design of new development to promote healthier living.

### Link to Spatial Objectives:

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

Core Policy 17 will promote attractive open spaces to encourage more active, healthy life-styles and community wellbeing.

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Core Policy 17 will encourage the use and growth of green infrastructure and open spaces throughout the district to encourage more active, healthy life-styles and community wellbeing.

**PR5:** Deliver growth in public sector services to support the growing population.

Core Policy 17 will ensure the growth and accessibility of quality primary health care through joint working between the Council and its partners.

**PE3:** Improve the health of the district's residents by improving access to recreational activities and healthcare services.

Core Policy 17 will ensure the health of Tendring residents is improved through the promotion of an active life-style and the provision of (and access to) quality healthcare services.

**PE4:** Create a more balanced housing stock by delivering a mix of new homes and other accommodation to meet local demands and needs.

Core Policy 17 will ensure high quality development, which is designed to maximise positive affects on the health and wellbeing of the local community, including residents who suffer from long-term illness, is encouraged.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Core Policy 17 will support the growth of new facilities which increase participation in regular physical activity and protect existing community, leisure and sports facilities which promote active healthy life-styles and community wellbeing.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development aims to promote health and well-being through the delivery of safe, healthy places to live where physical activity and attractive places to live are encouraged. Sustainable locations for development are supported to support the needs of the community while also promoting sustainable lifestyles.

PPG13: Transport requires that new development provides, or enables, easy access by public transport, walking and cycling to day to day facilities, including health centres; to promote healthier living and regular physical exercise and also reduce reliance on cars.

PPG17: Planning for Open Space, Sport and Recreation considers that recreational facilities have a vital role to play in promoting healthy living and preventing illness. Safe and accessible facilities contribute to quality of life and well planned and maintained recreational facilities can play a major role in improving people's sense of well being.

#### Evidenced Justification:

Health is a major issue in our district with 24% of our residents suffering with some form of long-term illness. Other than supporting the NHS in providing primary health care, the Council can improve environmental conditions and encourage walking, cycling and sports by securing green infrastructure.

The Haven Gateway Green Infrastructure Strategy, 2008 (HaGGIS), covering the Tendring District, establishes the need to secure green infrastructure to promote healthier lifestyles with green infrastructure playing a vital role in improving quality of life by providing access to informal recreation in a natural setting, thereby promoting healthy living and a sense of place.

The Tendring District Open Space Audit 2006 identifies a deficit of public open space within the district of 56.86ha. Formal open space and informal open space provision contribute towards the total area of Green Infrastructure and includes outdoor sports facilities, parks and gardens, natural and semi-natural greenspace including woodland and country parks, green corridors, amenity greenspace, allotments and cemeteries and churchyards. It is therefore recognised that opportunities to encourage sports and green infrastructure within Tendring need to be supported to tackle this deficit and create healthier sustainable communities. Indeed, this is supported by the Tendring Open Spaces Strategy, 2009 which details open space provision including Green Infrastructure in Tendring and provides the framework for delivery of new greenspace across the district.

The Council recognises that development has the potential to impact on the health services and facilities of the district will therefore expect new development to be designed to promote healthier living. The environmental impacts upon health can be gauged by a Health Impact Assessment (HIA) which would include considering if the proposal would cause noise or pollution of various kinds which needs to be strictly controlled. Policy CP17 therefore sets out the Council's approach, through working with the NHS and the Primary Care Trust, to promote healthier environments which promote regular physical exercise and accessibility to health care.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

- The importance of improving health in Tendring is recognised and should be implemented through the planning process.
- Development needs to be supported by the necessary infrastructure, including health care.

Core Policy 17 addresses these points by following the recommended approach to improve health, including requiring Health Impact Assessments to ensure development is supported by the necessary health infrastructure.

Findings of the Sustainability Appraisal:

Option 1 is to include a policy stating that the Council will improve accessibility to primary health care; improve opportunities for active travel and sports and recreation facilities; deliver high quality development; require a Health Impact Assessment for certain types of development; and ensure the design and layout of development has a positive effect on health and wellbeing.

Option 2 is the no plan option.

Both options will help to ensure that health services are provided; Health Impact Assessments are required; sustainable travel is promoted; good design is achieved; and recreational facilities/ space are safeguard and new provision is delivered. Under the no plan option this will be achieved as all of the suggested criteria for the policy will be included in other policies within the DPD. However, option 1 will ensure that the health impacts are specifically considered.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1				✓	✓	✓	✓		
Opt 2				✓	✓		✓		

The 2010 Sustainability Appraisal found that option 1 meets 4 out of the 9 sustainability criteria and is the most suitable option, including having no policy at all. With a growing ageing population and a particularly high proportion of people within the district with a limiting long-term illness improving health is especially important. Health care should therefore be easily accessible by all members of a community and be provided in appropriate locations that reduce the need to travel, with the use of Health Impact Assessments ensuring development has particular regard to issues of health and well being.

Policy Wording:

<p><b>CORE POLICY 17 – IMPROVING HEALTH</b></p> <p>To improve the health of Tendring residents, the Council will work with its partners, including the NHS, to:</p> <ul style="list-style-type: none"> <li>• improve the quality of, and accessibility to, primary health care;</li> <li>• improve opportunities for active travel, healthy life-styles and community well-being, increasing participation in regular physical activity and improving sports and recreation facilities;</li> <li>• delivering high quality development;</li> <li>• require that a ‘Health Impact Assessments (HIA)’ be carried out for developments of a certain type (see Policy DP14 in Chapter 9); and</li> <li>• ensuring the design and layout of new buildings and spaces maximise the positive affect on the health and wellbeing of communities as well as encouraging walking and cycling.</li> </ul>
--

--

Implementation:

The policy will be implemented by ensuring that advice from specialist consultees, including the Primary Care Trust is taken into account to ensure health is considered during proposals for new development. Development Management decisions will also ensure that development which adversely affects health care and the health and well being of residents and visitors will be refused unless conditions are put in place to rectify these adverse affects.

Monitoring:

The effectiveness of the policy will be measured by monitoring:

- Whether new development has appropriate access to primary health care;
- Whether new development has appropriate access to sports and recreation facilities;
- Whether new buildings are built to the Building for Life standards, to ensure a positive effect on health and well-being, as monitored annually within the LDF Annual Monitoring Report.

## **CP 18 – Delivering a Mix of New Housing.**

### Purpose of Policy:

Core Policy 18 sets out the Councils approach to delivering a mix of housing type, size and tenure in the district.

### Link to Spatial Objectives:

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

A lack of affordable housing contributes towards problems of deprivation in certain parts of the district, particularly Clacton. This policy will enable some of the overwhelming need for affordable housing to be addressed.

**PE2:** Bring balance to the district's ageing population by improving the opportunities for younger people to live and work in the area whilst still providing for the needs of its older residents.

The provision of affordable housing and, to a degree, Aspirational Housing will enable the district to retain young and working age people within the district and counter-balance the high proportions of older residents.

**PE4:** Create a more balanced housing stock by delivering a mix of new homes and other accommodation to meet local demands and needs.

This policy is central to achieving this objective.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development sets out the Government's overarching objective to deliver "sustainable development" through the planning system.

PPS3: Planning Policy Statement 3, the Government's key housing policy goal, set out in PPS3, is to ensure that everyone has the opportunity of living in a decent home, which they can afford and in a community where they want to live. To achieve this goal the Government is seeking to improve the choice of high quality homes, widen the opportunities for home ownership, improve affordability and create mixed, sustainable communities. This document should be read in conjunction with its supporting document 'Delivering Affordable Housing' (2006).

Housing Green Paper; 'Homes for the future, more affordable, more sustainable (2007): This green paper sets out the Government's commitment to deliver affordable housing, highlighting an £8 billion Government investment in affordable homes and the aim of providing 70,000 affordable homes a year by 2010/2011. It emphasises the role of local planning authorities (LPAs) in facilitating the supply of affordable housing, by identifying enough land to deliver the homes required in their area over the next 15 years through the Strategic Housing Land Availability Assessment. It also highlights the importance of a joined-up approach with alignment of housing plans and the planning framework.

### Evidenced Justification:

Within the housing growth proposed for the district, the Council will work with the development industry, registered social landlords (RSLs) and other partners to deliver a mix of housing type, size and tenure. This will provide a choice of accommodation for a variety of household needs and therefore bring about the creation of inclusive, mixed and balanced communities.

In 2008, the Council commissioned consultants Fordham Research to undertake a 'Strategic Housing Market Assessment'(SHMA), working in partnership with developers and other relevant stakeholders as part of a 'Housing Market Partnership'. The SHMA was updated in 2009 to take into account the recent economic downturn and showed that the Tendring district was experiencing low levels of demand for new housing, reflecting the national picture. However, it is anticipated that the housing market will strengthen in the early part of the LDF Plan period as the wider economy recovers. In a strong market, there will be a demand for new housing in the region of 1,000 dwellings per annum – around three times the amount of housing that will actually be built. Most of the demand for new housing is in the Clacton area, and this is reflected in the spatial strategy.

Approximately half of this demand will be driven by the formation of new households within the district. This will be the result of population growth, people living longer and changes in household trends e.g. more people are choosing to live alone. The other half of the demand for new housing will be driven by in-migration i.e. people moving into the district from other parts of the country. Many of these people move to Tendring to enjoy a quieter, more rural lifestyle and to retire.

For development sites with a dwelling capacity lower than 10 (net) dwellings, it may not always be practical or viable to deliver a meaningful mix of housing. However, on development sites with a capacity of 10 or more (net) dwellings, the Council will expect to see a variety of housing type, size and tenure, including affordable housing. On sites with a lower capacity, the Council will require a broad mix of housing size and type where it can be practically achieved in terms of design and layout.

### Housing Tenure

Approximately 60% of the total demand for new housing will be for 'market housing' either to buy or rent. About a third of this demand is generated by multi-adult households with no children, just one quarter by households with children, one quarter from pensioner households and about one fifth from single people (non-pensioners).

The remaining 40% of the total housing demand will be for 'affordable housing'; for people with lower incomes who cannot afford to buy or rent property on the open market. The Council has a statutory duty to provide for the housing needs of households on lower incomes and, to do this, maintains a stock of Council Housing, provides housing benefit to those who need it and works closely with developers and RSLs to deliver additional affordable housing.

The vast majority of demand for affordable housing comes from households already living within the district who are in accommodation that is either too expensive to afford, overcrowded or, in some cases, unsafe.

In Tendring, there is a significant shortage of affordable housing compared with neighbouring authorities. To overcome this, there would need to be around 1,500 new affordable homes built every year between now and 2026. This could not be delivered without major negative impact on infrastructure and the environment, but it more than justifies the Council securing as much affordable housing as possible within the proposed housing growth.

Four-fifths of the requirement for affordable housing will be for 'social rented housing' which is ideal for those households on very low incomes. One fifth of the requirement will be for 'intermediate housing' which can provide for those households with incomes just below that required to access open market housing. Intermediate housing will mainly comprise intermediate rented accommodation but, where shown to be required, could include other intermediate housing products such as shared ownership.

## Housing Size

It is estimated that over two thirds of the market housing demand will be for two and three bedroom properties, with about 18% of the demand for larger 4+ bed dwellings and around 12% of the demand being for one-bed units.

Nearly 40% of the social rented housing demand will be for three bedroom properties with broadly 20% one bed, two bed and four bed+ respectively.

Within the intermediate housing bracket, around 60% of the demand will be for two and three bedroom properties with approximately one fifth of the demand for larger properties and similarly one fifth for one bed units.

## Housing Type

The type of housing that will be required will largely reflect the size profile of accommodation being provided, the location and context of the development and the minimum density requirements that are set out in national planning policy. To deliver housing growth in accordance with the spatial strategy, a variety of opportunities will be made available for a mixture of different housing types.

To meet the needs of a diverse population and a range of physical abilities, 'Lifetime Home Standards' are being introduced throughout the country and require the incorporation of 16 design features that together create a flexible blueprint for accessible and adaptable housing in any setting. The Lifetime Homes concept increases choice, independence and longevity of tenure, vital to individual and community well being. From 2011, all new publicly funded housing will be required, through building regulations, to achieve Lifetime Homes Standards.

The Council is aware that the government is looking to make lifetime homes standards a mandatory requirement for all housing through building regulations from 2013. The Council fully supports this and will adopt mandatory requirements when they are introduced. More guidance on these standards is available on the Lifetimes Homes website: [www.lifetimehomes.org.uk](http://www.lifetimehomes.org.uk)

## Securing Affordable Housing

Whilst the 2009 SHMA update suggests the Council would be justified in trying to secure 40% affordable housing within residential developments, this has to be carefully weighed up with issues of economic viability which, in Tendring, is particularly relevant due to lower house prices and land values compared to neighbouring authorities.

Provision also needs to be carefully balanced with the need for development to finance other important requirements, including transport and social infrastructure, high quality design and sustainable construction. For this reason, the Council will expect residential developments above 10 dwellings to comprise 30% affordable housing. More detailed requirements are set out in Development Policy DP17 in Chapter 9 of this document.

Housing allocations in Key Rural Service Centres primarily address local requirements where the priority will be to secure housing to meet the needs of local people within the 30% affordable housing requirement. Again, more detailed requirements are set out in Development Policy DP17.

The delivery of affordable housing in rural areas, both Key Rural Service Centres and Other Rural Settlements can be supplemented through the rural 'exceptions' policy DP18 which enables 100% affordable housing schemes to be provided to meet the needs of people the parish.

The Council will work closely with developers, RSLs and the Homes and Communities Agency to attract grant funding for the provision of affordable housing over the course of the LDF plan period.

### 'Aspirational' Housing

As well as providing for lower income households through the delivery of much needed affordable housing, the Council is also keen to provide larger, more spacious and 'aspirational' homes that will appeal to higher-earning households and bring more choice to the housing market. The evidence in the SHMA shows that the proportion of larger properties in the higher Council Tax bands in Tendring is much lower than the regional average and, in certain locations and where demand allows, there will be opportunities to address this.

The Council will identify locations where 'aspirational housing' will be appropriate and, on those particular sites, the objective will be for at least 3% of all homes to meet the definition of aspirational housing set out in Policy DP19 in Chapter 9 of this document.

### Specialist Residential Accommodation

The Council recognises that there are certain types of residential accommodation which cater for sections of the community with specific needs. These are often related to the more vulnerable members of society, or those who would benefit from a higher level of on-site support. Potentially, two such groups are the growing elderly population, particularly the frail, and those who may need specialist social support for other health reasons. However the isolation of such groups is not considered to be conducive to social inclusion, balanced communities and sustainable development.

The objective of the Council and its partners is to encourage accommodation that will allow people of varying abilities to live an independent lifestyle for as long as possible with social care provided at home where required. But where more intensive institutional care is required, such as nursing homes will cater for residents with very it is important for these types of development are located in accessible areas, close to main facilities and public transport routes to best cater for residents, staff and visitors, and promote social inclusion.

The Council will make provision for new facilities within larger neighbourhood developments proposed within certain Key Projects set out in Chapter 7 of the Core Strategy and support proposals elsewhere that meet the criteria of Policy DP20 in Chapter 9 of the Core Strategy.

### Comments raised during Public Consultation:

The Core Strategy very much reflects and builds on the direction of comments made to this question in the Councils Issues and Options (reg 25) document. Core Policy 18 (Delivering a Mix of New Housing) will seek to deliver a mix of housing with the growth proposed for the district.

### Findings of the Sustainability Appraisal:

Option 1 requires a mix of dwellings to be provided on all sites of 10 dwellings or more. 30% of dwellings will be required to be affordable and rural exception schemes will be supported.

Option 2 requires 40% of dwellings to be affordable.

Option 3 requires 20% of dwellings to be affordable.

Option 4 is to let market forces determine the mix of dwellings.

Option 1 will result in a mix of dwellings, including affordable housing, to be provided on site, although this only applies to sites of 10 or more dwellings and the target is lower than the RSS

target of 35%. It will have a positive impact on the rural economy by allowing affordable dwellings in the countryside as part of PPS3's rural exceptions policy; however this will also lead to greenfield development. Whilst it would help to address the lack of affordable housing in the district, the provision of increased levels of affordable housing (as required by the RSS) will affect viability and reduce the amount of financial contributions towards social infrastructure and services, renewable energy, etc (option 2). Requesting a lower percentage of affordable housing will likely result in the delivery of more dwellings as issues of viability are reduced. However, there is an overwhelming need for affordable housing in Tendring; the unmet need for affordable housing is 1,579 affordable dwellings per year, over three times the total annual dwellings delivered in Tendring. Requesting a low level of affordable housing would fail to address Tendring's housing need and issues of deprivation (option 3). Allowing the market to determine the mix of dwellings on a site will result in the delivery of more dwellings in Tendring as developers will not have restrictions placed on them concerning the mix of dwelling types as they do in other authorities. However, this option would be unlikely to deliver a mix of housing to meet the needs of Tendring residents; Tendring has a lower household size than average and there is a shortage of 1 and 2 bedroom dwellings. If left to the market larger dwellings would likely be built in preference to smaller dwellings, which are needed in Tendring (option 4).

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1	✓	✓				✓			
Opt 2	✓								
Opt 3	✓								
Opt 4									

It is considered that option 1 which meets 3 out of the 9 sustainability criteria and is the most sustainable option compared with the other three alternatives.

Policy wording:

### **CORE POLICY 18 – DELIVERING A MIX OF HOUSING**

The Council will work with the development industry, registered social landlords (RSLs) and other partners to deliver a mix of dwelling types, sizes and tenure within the housing growth proposed for the district. The Council will have regard to evidence on housing demand and need contained in its latest Strategic Housing Market Assessment (SHMA) which will be the subject of periodic review.

On any proposal involving the development of 10 or more (net) dwellings, the Council will require a mix of house type, sizes and tenure (including affordable housing) that broadly reflects the findings of the SHMA – unless there are genuine physical or economic viability reasons why this cannot be achieved. On smaller developments, the Council will require a broad mix of housing size and type where it can be practically achieved in terms of design and layout.

Housing will be built to mandatory Lifetime Home Standards, as required through by the latest building regulations.

Affordable housing will be delivered in the following ways:

- Securing affordable housing in accordance with Policy DP17;
- Supporting the provision in rural communities in accordance with the rural 'exceptions' policy DP18; and
- Working with RSLs to secure grant funding from the Homes and Communities Agency for the delivery of affordable housing.

In certain locations, to be identified in the Site Allocations Document, the Council will seek at least 3% of new housing to be 'aspirational housing'; meeting the criteria set out in Policy DP19.

Specialist residential accommodation including extra care housing, residential care homes, nursing homes and other non-custodial institutions to meet local needs will be delivered as an integral part of certain Key Projects set out in Chapter 7 of this document and elsewhere where appropriate in accordance with Policy DP20.

To improve the supply of family housing, the replacement of bungalows with two-storey houses will be supported where appropriate in accordance with Development Policies in Chapter 9 of this document.

#### Implementation:

The Council will work with the development industry, registered social landlords (RSLs) and other partners to deliver a mix of housing type, size and tenure. This will provide a choice of accommodation for a variety of household needs and therefore bring about the creation of inclusive, mixed and balanced communities.

#### Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the mix of homes delivered on new residential developments. Whether the Council is meeting the objectives linked to this policy will be reported each year in the Council's Annual Monitoring Report.

## CP 19 – Gypsies and Travellers

### Purpose of Policy:

Core Policy 19 sets out the Councils approach to addressing the special accommodation needs of Gypsies and Travellers.

### Link to Spatial Objectives:

**PE4:** Create a more balanced housing stock by delivering a mix of new homes and other accommodation to meet local demands and needs.

Core Policy 19 will enable the identified accommodation needs of Gypsies and Travellers to be addressed.

### Link to National Planning Policy:

The Council has a statutory duty under the Housing Act to address the accommodation needs of gypsies and travellers. Planning Circular 1/2006 'Planning for Gypsy and Traveller Sites' sets out the definition gypsies and travellers and requires that local authorities identify sites for their permanent occupation within their LDFs.

Even with the abolition of the regional planning framework (explained later in this note), these two elements of national legislation and policy remain in force. However, the new Coalition Government has said that it will review the approach to gypsies and travellers by:

- replacing Circular 01/06 Planning for Gypsy and Traveller sites with new light-touch guidance;
- introducing stronger planning enforcement powers to help local authorities deal with breaches of planning control and limiting the opportunities for retrospective planning applications;
- encouraging local authorities to provide, in consultation with the local community, an appropriate number of traveller sites that reflect local and historic demand. Exploring incentives for site provision and innovative ways in which traveller sites can be funded and maintained; and
- co-ordinating action across Government to tackle the discrimination and poor social outcomes faced by Gypsies and Travellers and seeking to remove barriers that are stopping them from taking part in the Big Society.

At the time of writing, no further details have been issued by the Government and so Circular 1/2006 is still extant.

Following the introduction of Circular 1/2006, the East of England Regional Assembly (EERA) undertook a 'Single Issue Review' of the East of England Plan (RSS14) aimed at setting minimum pitch targets for individual local authorities to ensure RSS14 fulfilled the circular requirements. The Single Issue Review considered technical evidence of local need where provided but also sought to tackle the over-concentration of encampments in certain areas such as Basildon and Epping Forest and, where possible, distribute gypsies and travellers more evenly throughout the eastern region.

The Single Issue Review was finally adopted by EERA in July 2009 following an Examination in Public. It included a target, for Tendring, of 15 pitches between 2006 and 2011 and a further 13 pitches between 2011 and 2021 (based on a 3% annual increment over that 10-year period) with no requirement for additional pitches post 2021. This represented a total number of 28 pitches between 2006 and 2021.

The approval of three pitches, on appeal, at Gutteridge Hall Lane, Weeley effectively reduced the total requirement to 25, most of which would need to be catered for through the emerging LDF.

However, in July 2010, the new Coalition Government formally revoked Regional Spatial Strategies including the East of England Plan and the accompanying Single Issue Review. The targets for gypsy and traveller pitches therefore were abolished and decision-making on targets were returned to local authorities with an emphasis on basing any locally-derived targets on robust evidence.

#### Evidenced Justification:

The most up-to-date and robust technical evidence available is the Essex Gypsy and Travellers Accommodation Assessment (GTAA) undertaken at the county level in 2008/09 to inform the preparation of the Single Issue Review. This suggests a much lower requirement for Tendring of 9 pitches between 2008 and 2013 and a further 2 pitches between 2013 and 2021; a total of 11 pitches between 2008 and 2021. The approval of 3 pitches in Weeley reduces the total requirement to 8.

The GTAA therefore suggests that the need for gypsy and traveller pitches through the LDF is 8; only one third of what would have been required by the RSS14 Single Issue Review.

Also, in 2009, the Council commissioned consultants Mott McDonald to investigate the best ways of accommodating the remaining 25-pitch requirement in the RSS14 Single Issue Review to inform preparation of the LDF. The consultants undertook wide ranging discussions with the gypsy and traveller community and land agents and held a workshop for District Councillors. Officers worked with the consultants to undertake a 'call for sites' exercise in March 2010 to invite suggestions for where pitches could be provided.

The consultant had been working on the basis of the 25-pitch requirement and was going to recommend the following approach:

- To meet the pre-2011 requirement of 12 pitches, existing approved sites could be expanded to allow a maximum of six pitches and existing unauthorised pitches legalised.
- To meet the 2011-2021 requirement of 13 pitches, sites should be delivered, through a s106 legal agreement in conjunction with housing developments proposed for the edge of urban areas in the LDF.

However, now that the 25-pitch requirement is no more, officers have instructed Mott-McDonald to re-evaluate the situation based on the lower 8-pitch requirement, as suggested in the Essex GTAA. It is anticipated that the study will become available in early October 2010 with a recommendation to legalise a number of existing unauthorised pitches and allow existing sites to enjoy a modest expansion thus negating the need to incorporate pitches within residential developments.

At the time of writing, the study was still in the process of being prepared.

### Findings of the Sustainability Appraisal:

Option 1 is to identify sites in the district in the Site Allocations DPD for gypsies and travellers as required by the Essex Gypsy and Travellers Accommodation Assessment.

Option 2 is to rely on the development control process to bring forward gypsy sites.

Option 1 will ensure that Tendring provides for the housing needs of gypsies, as identified in the Essex Gypsy and Travellers Accommodation Assessment, by identifying sites in the Site Allocations DPD. Under option 2 sites would come forward through the development control process; this would be unlikely to meet the demand for sites, which would fail to address the housing needs of the district. There are currently only 5 pitches in the district and the Essex Gypsy and Travellers Accommodation Assessment found that there is a need for a further 6 up to 2013 and then a further 2 up to 2021 in Tendring. The allocation of gypsy sites will reduce the number of unauthorised pitches, which generally lead to social tension. Whilst under both options greenfield sites are likely to come forward under option 1 the Council will be able to identify suitable sites with no/minimal environmental constraints.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1	✓					✓		✓	
Opt 2									

### Policy wording:

Wording for the policy has been informed by informal advice from consultants Mott McDonald.

#### **CORE POLICY 19 – GYPSIES AND TRAVELLERS**

The Council will identify sites on the Proposals Map as part of the Site Allocations Document for the permanent accommodation of gypsies and travellers to address the likely future need for such accommodation as identified in the 2009 Essex Gypsy and Traveller Accommodation Assessment (GTAA). The future pitch requirement at 1<sup>st</sup> April 2010 is 8 pitches over and above the 5 lawful pitches that already exist in the district. Any sites granted planning permission for pitches prior to the publication of the Site Allocations Document will be discounted from future requirement to avoid double counting.

Key factors to be taken into account when selecting sites or assessing planning applications for sites, have been derived from national Circular and planning policy guidance, in addition to Gypsy and Traveller opinion. They include:

- Avoidance of nationally or locally designated protected areas and areas prone to flooding;
- Reasonable access by walking or public transport to key facilities (normally 30 minutes to primary schools, doctors' surgeries and convenience shops; 40 minutes to secondary schools and major employment);
- Sites should be within or close to the boundaries of settlements, recognising the scale of nearby communities, with a preference for previously developed sites;

- Sites should be a maximum of 6 pitches in size and preferably smaller than this, with an allowance of 250sqm per pitch including circulation and amenity space. Large sites should normally be 3 miles apart with scope for smaller sites to be closer than this;
- Site conditions should include flat well drained ground, safe access for large vehicles from the local road network and access to mains services;
- Other considerations are safety for children, aesthetic compatibility with the surroundings; scope for visual and acoustic screening to protect the amenity of nearby residents; and impact on high grade utilised agricultural land; and
- Sites should be of a high quality design and landscaping, providing a good standard of residential amenity for their occupiers.

Any planning applications submitted prior to the adoption of the Site Allocations Document will be assessed against relevant adopted planning policies and with full regard to national Circular and planning policy guidance.

The Council will not support proposals for gypsy and traveller sites that will increase the district's total number of pitches over and above the identified need set out in the GTAA.

#### Implementation:

The Council will make necessary site-specific allocations in the later Site Allocations Document and will consider any planning applications that arise in the intervening period in accordance with the current Local Plan policy HG22 and the guidance provided in Core Policy 19.

#### Monitoring:

The effectiveness of the policy will be measured by assessing and monitoring the provision of gypsy and traveller pitches on an annual basis through the Annual Monitoring Report.

## **CP20- Community Facilities**

### Purpose of Policy:

To ensure that communities are supported by a range of community facilities, including schools, doctors surgeries and sports and recreation facilities, to deliver sustainable communities.

### Link to Spatial Objectives:

**MG1:** Direct new development towards locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

Core Policy 20 will ensure that development is supported by the necessary community facilities.

**PR5:** Deliver growth in public sector services to support the growing population.

Core Policy 20 will ensure that development is supported by the necessary public sector services including health care and schooling.

**PR6:** Support growth, diversification and stability in the rural economy.

Core Policy 20 will ensure that rural communities are supported by the necessary community facilities to support sustainable growth of a prosperous rural economy.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

Core Policy 20 will ensure that growth in new housing and jobs can be delivered along with the necessary community facilities.

**PE2:** Bring balance to the district's ageing population by improving the opportunities for younger people to live and work in the area whilst still providing for the needs of its older residents.

Core Policy 20 will ensure that communities are supported by the necessary community facilities to provide sustainable places to live and work for all ages.

**PE3:** Improve the health of the district's residents by improving access to recreational activities and healthcare services.

Core Policy 20 will ensure that development is supported by the necessary community facilities including health care services.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Core Policy 20 will enable the Council and its partners to deliver new community facilities and retain existing community facilities to support a growing population of all ages and abilities.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development aims to promote community cohesion and inclusion through accessibility to a range of community facilities. Development which improves access to community facilities delivers safe, healthy places to live which in turn can promote the regeneration of urban and rural settlements and improve the well being of a community.

PPS3: Housing requires that new development provides, or enables, good access to a range of community facilities, with good access to jobs, key services and infrastructure. It is important to ensure housing is developed in sustainable locations to sustain the provision of appropriate community facilities.

PPS4: Planning for Sustainable Economic Growth requires that new development and economic growth opportunities offer a wide range of services and facilities to the community. Particularly within deprived and rural areas, it is important to ensure that the needs of local people are addressed, providing easy access to community facilities and addressing social exclusion. Existing community facilities should be protected where they provide for people's day to day needs.

PPS7: Sustainable Development in Rural Areas considers that people who live and work in rural areas should have reasonable access to a range of services and facilities. These community facilities need to be accessible via public transport, walking and cycling to ensure sustainable lifestyles are sustained and people's day to day needs are facilitated.

PPG13: Transport considers that quality of life depends on transport and ease of access to jobs, shopping and leisure facilities and services. New community facilities should be located near to local centres to encourage walking and cycling, while the transport system should be safe, efficient and integrated to support a strong prosperous economy and all local community facilities.

PPG17: Planning for Open Space, Sport and Recreation aims to promote high quality, well maintained open spaces, sports and recreational facilities to create environments that are attractive, clean and safe; that meet the needs of the community. The provision of these community facilities contribute to the quality of life and well being of the community and promote sustainable development.

#### Evidenced Justification:

It is important that communities are supported by a range of community facilities as they provide local employment opportunities, are a focal point for community life and can help reduce the need for people to travel long distances for essential goods and services, all of which are key objectives within PPS1: Delivering Sustainable Development. For the purposes of policy CP20, community facilities include:

- Schools;
- Doctors Surgeries and other Primary Health Care provision (dentists etc);
- Sport and Recreational Facilities;
- Community Halls;
- Libraries;
- Places of Worship;
- Public Houses;
- Post Offices; and
- Convenience Shops (particularly in rural settlements).

The provision of some of the community facilities listed above have been subject to assessment through the Infrastructure Study, 2009, which set about assessing what future infrastructure is required to serve future growth within the district. To ensure sustainable, well served communities it is important that new community facilities are delivered, particularly where considerable growth is expected (for example within the areas identified as Key Projects within the Core Strategy). Policy CP20 is therefore required to support new and existing community facilities and to promote sustainable communities.

For existing community facilities, the Council will work with its partners to secure future improvements and will protect them against redevelopments for alternative uses, particularly housing. Proposals involving the loss of any community facility will be judged against Policy DP15, as discussed later within this technical paper.

Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

- A policy to protect existing community facilities and supporting the provision of new ones is welcomed.
- Community facilities are particularly important for rural communities and they should be safeguarded through planning policy.

Core Policy 20 addresses these points by following the recommended approach to protect existing community facilities and also supporting the provision of new facilities.

Findings of the Sustainability Appraisal:

Option 1 is to require community facilities as part of the key projects that will deliver the spatial strategy. Elsewhere in the district existing community facilities will be improved and the loss of facilities will be resisted.

Option 2 is to not include a policy on the protection of community facilities.

The provision of community facilities as part of development and improvement and retention of existing facilities will ensure that social infrastructure is provided and retained for the existing and new population of the district. Under the no plan option community facilities are unlikely to be lost as there is a policy in the development policies section, which will cover this issue. However, some community facilities, e.g. libraries and places of worship, may not be provided as they are not covered by other policies. Requiring new community facilities as part of development and retaining community facilities will help to ensure that employment opportunities remain accessible to centres of population, reduces the need to travel for facilities and promotes social cohesion. Whilst community facilities are important to everyone in the district those living and working in a rural settlement generally rely on local facilities more than urban dwellers/workers and so option 1 will help to sustain rural communities.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
<b>Opt 1</b>		✓	✓	✓	✓	✓			
<b>Opt 2</b>									

The 2010 Sustainability Appraisal found that option 1 meets 5 out of the 9 sustainability criteria and is the most suitable option, including having no policy at all. Securing community facilities in Tendring is particularly important given the rural nature of the district and the importance of these facilities to ensure social cohesion and to prevent exclusion and isolation of communities, while also preventing the need for travel. The provision of these community facilities will also strengthen

the district's economy and employment opportunities, which is vital for the sustainability of the whole of the district.

Policy Wording:

**CORE POLICY 20 – COMMUNITY FACILITIES**

The Council will work with the development industry and other key partners to secure a range of new community facilities, as required, within each of the Key Projects listed in Chapter 7 of this document. For each of the 'Key Projects', the new facilities required by those projects will be delivered in accordance with Schedule 10.2 in Chapter 10 of this document.

Elsewhere, the Council will work with its partners to improve existing community facilities and will resist proposals involving their loss to an alternative use unless they meet the exceptional criteria set out in Policy DP15 in Chapter 9 of this document.

Proposals for new community facilities will be judged against relevant development policies in Chapter 9.

Implementation:

The policy will be implemented by ensuring that advice from specialist consultees, including Essex County Council and the Primary Care Trust is taken into account to ensure community facilities are considered during proposals for new development. Development briefs for key project areas will ensure that the provision of community facilities is fully integrated into development proposals. Development Management decisions will also ensure that new development is appropriately served by community facilities in accordance with development briefs.

Monitoring:

The effectiveness of the policy will be measured by monitoring:

- Whether community facilities are delivered in accordance with development briefs and key projects; and
- A measurement of the loss or change of use of existing community facilities.

## **Policy CP21 - Play Pitches and Outdoor Sports Facilities**

### Purpose of Policy:

To ensure that identified facilities are protected and appropriate new facilities are provided to meet the needs of the community.

### Link to Spatial Objectives:

**PL3:** Expand the district's network of green infrastructure as a means of creating new wildlife habitats, achieving sustainable drainage and delivering green corridors and open spaces that improve the health and quality of the environment for residents and visitors.

Core Policy 21 will encourage the provision of new green space and facilities.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

Core Policy 21 will deliver new facilities to meet identified needs.

**PE2:** Bring balance to the district's ageing population by improving the opportunities for younger people to live and work in the area whilst still providing for the needs of its older residents.

Core Policy 21 will ensure the provision of new and improved facilities to meet identified needs.

**PE3:** Improve the health of the district's residents by improving access to recreational activities and healthcare services.

Core Policy 21 will ensure the provision of new and improved facilities to meet identified needs.

**PE5:** Ensure, through design, that new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.

Core Policy 21 will ensure that the design of new development and the provision of new facilities are appropriate to their location.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Core Policy 21 will protect existing and deliver new facilities to meet identified needs.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development requires that development should promote socially inclusive communities and support the promotion of health and well being by making provision for physical activity. New development should be located where sport and recreation facilities can be accessed without having to rely upon the private car.

PPS3: Housing requires that new development provides, or enables, good access to open recreational space.

PPG17: Planning for Open Space, Sport and Recreation considers that high quality and well managed and maintained sports and recreational facilities help create safe environments which contribute to the quality of life and well being of people. They can play a major part in promoting healthy living and preventing illness and can act as a focal point for community activities, providing opportunities for social interaction. By ensuring that these are easily accessible by walking and cycling or public transport, more sustainable development will be promoted.

PPS23: Planning and Pollution Control Appendix A identifies that Matters for Consideration in Preparing Local Development Documents include: the environmental benefits that development might bring, such as reducing the need to travel; the need to limit and where possible reduce greenhouse gas emissions and take account of potential effects of climate change and the need to limit the adverse effect of light pollution e.g. on local amenity, rural tranquillity and nature conservation.

#### Evidenced Justification:

Within the district there are 138.73 ha of open space, including recreational open space and equipped play areas. However, there is a total acknowledged deficit of 193.76 ha. 2 areas of open space are managed to green flag award standard.

Formal open space and informal open space provision contribute towards the total area of Green Infrastructure and includes outdoor sports facilities, parks and gardens, natural and semi-natural greenspace including woodland and country parks, green corridors, amenity greenspace, allotments and cemeteries and churchyards. The Tendring District Open Space Audit 2008 identifies a deficit of public open space within the district of 66.23ha.

The Tendring Open Spaces Strategy 2009 contains a detailed analysis of open space provision including Green Infrastructure and provides the framework starting point for delivery of new greenspace across the district.

#### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

Most respondents felt strongly that existing outdoor sports facilities should be protected and there was support for new provision. A minority considered that there may be some occasions where an area of existing open space might be developed.

Core Policy 21 addresses these points by emphasising protection of existing facilities and seeking to secure new facilities to meet identified needs in line with the Council's Open Spaces Strategy.

#### Findings of the Sustainability Appraisal:

Option 1 is to include a policy requiring the district's playing pitches and outdoor sports facilities to be maintained, enhanced and protected and which sets out the playing pitches and outdoor sports facilities quantity standards that the Council will seek to achieve.

Option 2 is the no plan option.

Option 1 will protect existing and create new playing pitches and outdoor sports facilities. Under option 2 facilities are likely to be improved as part of the Council's Leisure Services, however facilities may not be retained and new facilities may not be created. The provision of new playing pitches and outdoor sports facilities will contribute to healthy lifestyles and reduce the need to travel for facilities.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1				✓	✓	✓			
Opt 2									

The 2010 Sustainability Appraisal found that option 1 meets 3 out of the 9 sustainability criteria and is the most suitable option.

Policy wording:

### **CORE POLICY 21 – PLAYING PITCHES AND OUTDOOR SPORTS FACILITIES**

The district's existing playing pitches and outdoor sports facilities will be shown on the Proposals Maps as part of the Site Allocations Document and protected against development in accordance with government planning policy contained in national planning policy. These facilities will be maintained and improved by the Council to best reflect the needs of the district. The Council will also work with the operators of privately-owned playing fields and sports facilities to improve accessibility to the wider community.

New playing fields and outdoor sports facilities to meet the needs of the growing population will be delivered as an integral part of certain Key Projects listed in Chapter 7 of this document. The new facilities required by those projects will be delivered in accordance with Schedule 1 in Chapter 10 of this document.

Outside of the key projects, the Council will secure financial contributions from residential development towards the provision of playing fields and outdoor sports facilities to meet needs arising from an accumulation of housing developments. The Site Allocations Document will identify areas of land where new facilities will be delivered using a combination of developer contributions, grant funding and the Council's own resources.

In line with the Council's Open Spaces Strategy, the Council will aim to achieve the following standards for the provision of playing pitches and outdoor sports facilities:

<b>Type of Pitch or Facility</b>	<b>Accessibility Standard</b>	<b>Quantity Standard</b>
Adult Football Pitches	At least one pitch within 10 minutes travel time of the whole population.	One 2ha pitch per 1,000 people aged 16-45.
Junior Football Pitches	At least one pitch within 10 minutes travel time of the whole population.	One 1ha pitch per 240 people aged 10-15.
Mini-Football Pitches	At least one pitch within 10 minutes travel time of the whole population.	One 0.6ha pitch per 375 people aged 6-9.

Cricket Pitches	At least one pitch within 10 minutes travel time of the whole population.	One 2ha pitch per 3,000 people aged 11-55.
Rugby Pitches	At least one pitch within 10 minutes travel time of the whole population.	One 2ha pitch per 7,000 people aged 13-45.
Hockey Pitches (synthetic turf)	At least one pitch within 20 minutes travel time of the whole population.	One 0.6ha pitch per 20,000 people aged 11-45.
Tennis Courts	At least one court within 10 minutes travel time of the whole population.	One court per 1,750 people.
Outdoor Bowling Greens	At least one green within 20 minutes travel time of the whole population.	One green per 10,000 people.
Golf Courses	At least one course within 20 minutes travel time of the whole population.	One course per 30,000 people.
Athletics Tracks	At least one track within 30 minutes travel time of the whole population.	One synthetic track per 250,000 people.
Multi-Use Games Areas (MUGA)	At least one MUGA within 10 minutes travel time of the whole population.	One MUGA per 10,000 people.

**Implementation:**

Development Management decisions will ensure the provision of adequate play and sports facilities through the grant of planning permission and use of planning obligations.

**Monitoring:**

The effectiveness of the policy can be measured by monitoring whether:

- Existing facilities are lost to development;
- Appropriate financial contributions are obtained from new residential developments;
- Existing facilities are improved to meet identified needs; and
- New facilities are provided to meet identified needs.

## **Policy CP22 - Children's Play Areas**

### Purpose of Policy:

To ensure the appropriate provision of children's play areas within the district to serve the needs of the resident population.

### Link to Spatial Objectives:

**MG1:** Direct new development towards locations that are either already well served by existing infrastructure, services and facilities or can accommodate their provision or improvement, as necessary, as part of a comprehensive delivery package.

Core Policy 22 will ensure that new residential development is supported either by existing facilities or new or improved facilities as required.

**PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived areas.

Core Policy 22 will ensure that new housing delivers necessary facilities.

**PE3:** Improve the health of the district's residents by improving access to recreational activities and healthcare services.

Core Policy 22 will ensure that residents have improved access to play areas.

**PE5:** Ensure, through design, that new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.

Core Policy 22 will ensure that the design of new development and the provision of new facilities are appropriate to their location.

**PE6:** Resist the loss of existing community, leisure and sports facilities and deliver new facilities to support a growing population of all ages and abilities.

Core Policy 22 will protect existing and deliver new facilities to meet identified needs.

### Link to National Planning Policy:

PPS1: Delivering Sustainable Development aims to promote community cohesion, meeting the diverse needs of all people - including accessibility to leisure facilities - delivering safe, healthy places to live and supporting the promotion of health and well being by making provision for physical activity.

PPS3: Housing requires that new development provides, or enables, good access to play space. Particularly where family housing is proposed, it will be important to ensure that the needs of children are taken into account and that there is good provision of recreational areas, including play areas.

PPG17: Planning for Open Space, Sport and Recreation considers that recreational facilities have a vital role to play in promoting healthy living and in the social development of children of all ages through play and interaction with others. Safe and accessible facilities contribute to quality of life and well planned and maintained recreational facilities can play a major part in improving people's sense of well being.

### Evidenced Justification:

The Tendring District Open Space Audit 2008 identifies a deficit of public open space within the district of 66.23ha. Formal open space and informal open space provision contributes towards the total area of Green Infrastructure and includes outdoor sports facilities, parks and gardens, natural and semi-natural greenspace including woodland and country parks, green corridors, amenity greenspace, allotments and cemeteries and churchyards.

The Tendring Open Spaces Strategy 2009 contains a detailed analysis of open space provision including Green Infrastructure and provides the framework starting point for delivery of new greenspace across the district.

### Comments raised during Public Consultation:

In response to the 2009 Discussion Document on Issues and Possible Options, members of the public and other stakeholders raised the following points:

There was general support from all groups, for protection of existing facilities and with facilities needed in scale with the development and in meeting local neighbourhood needs.

Core Policy 22 addresses these points by emphasising protection of existing facilities and seeking to secure new facilities to meet identified needs in line with the Council's Open Spaces Strategy.

### Findings of the Sustainability Appraisal:

Option 1 is to include a policy requiring children's play areas to be protected and new areas provided as part of development. Standards of 0.15ha per 1000 people within 400m from any home for younger children and 0.1ha per 1000 people within 1000 from any home for older children are set.

Option 2 is the no plan option.

Option 1 will protect existing and create new children's play areas. Under option 2 areas are likely to be improved as part of the Council's Leisure Services; however, facilities may not be retained and new facilities may not be created. The provision of new children's play areas will contribute to healthy lifestyles and contribute to the social and educational development of children.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1			✓	✓	✓	✓			
Opt 2									

The 2010 Sustainability Appraisal found that meets 4 out of the 9 sustainability criteria and is the most suitable option.

Policy wording:

**CORE POLICY 22 – CHILDREN’S PLAY AREAS**

In line with the Council’s Open Spaces Strategy, the Council will aim to achieve the following standards for the provision of children’s play areas:

- 0.15ha per 1,000 people within 400m from any home for younger children
- 0.1ha per 1,000 people within 1,000m from any home for older children

To achieve this, the district’s existing LAP, LEAP and NEAP areas, as owned and maintained by the Council will be safeguarded and enhanced.

New children’s play areas and facilities to meet the needs of the growing population will be delivered as an integral part of certain Key Projects listed in Chapter 7 of this document and as part of other residential developments in accordance with Policy DP16 in Chapter 9 of this document.

The new facilities required by the Key Projects will be delivered in accordance with Schedule 1 in Chapter 10 of this document.

Outside of the key projects and residential developments where on-site facilities will be provided, the Council will secure financial contributions from residential development towards the provision of children’s play areas and facilities to meet needs arising from an accumulation of smaller housing developments. The Site Allocations Document will identify areas of land where new facilities will be delivered using a combination of developer contributions, grant funding and the Council’s own resources.

Implementation:

Development Management decisions will ensure the provision of adequate children’s play space through the grant of planning permission and use of planning obligations.

Monitoring:

The effectiveness of the policy can be measured by monitoring:

- Whether the targets for the provision of children’s play areas are met;
- All changes to the Council’s existing LAP, LEAP and NEAP areas; and
- The provision of new facilities.

## **Policy CP23 – Residential Densities**

### Purpose of Policy:

To provide a framework for achieving the most appropriate residential densities in different areas now that the minimum requirements that were set out in national planning policy have been abolished.

### Link to Spatial Objectives:

**MG2:** Promote a shift in travel behaviour away from reliance on private car use by maximising the opportunities for walking, cycling and the use of public transport.

The policy promotes higher densities in locations well served by services, facilities and public transport, where appropriate.

**PL2:** Protect and enhance the district's biodiversity, attractive countryside, its coastal assets and the character of its historic and architecturally important assets.

The policy will ensure that residential densities are sympathetic to the character of the surrounding area.

**PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a 'sense of place'.

The policy will ensure that residential densities are sympathetic to the character of the surrounding area and contribute positively to an area's sense of place.

**PE5:** Ensure, through design, that new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.

The policy will ensure that residential densities are appropriate to allowing a practical development layout that minimises the opportunities for crime and antisocial behaviour.

### Link to National Planning Policy:

On 9<sup>th</sup> June 2010, the State Minister Greg Clarke announced the new Coalition Government's commitment to decentralise the planning system by giving Local Authorities the freedom to prevent overdevelopment of neighbourhoods and 'garden grabbing'.

The Government's Planning Policy Statement on Housing (PPS3) has therefore been re-issued with two fundamental alterations:

- the definition of previously developed land in Annex B now excludes private residential gardens; and
- the national indicative minimum density of 30 dwellings per hectare is deleted from paragraph 47.

Instead, Local Authorities are encouraged to come up with their own rules on density which Core Policy 23 seeks to provide.

### Evidenced Justification:

Different parts of the district have different characteristics that need to be respected in the densities of residential development proposed. Existing densities vary greatly with many areas enjoying densities a lot lower than the previously prescribed 30 dwellings per hectare.

### Comments raised during Public Consultation:

There was a view from a number of respondents that recent developments were achieving densities that were too high and not in keeping with local character. There was also a concern that the sizes of gardens provided were not sufficiently large.

### Findings of the Sustainability Appraisal:

The sustainability appraisal considered two options.

Option 1 is to set residential densities for allocated sites in the Site Allocations DPD taking into account the need for appropriate levels of amenity space, mix of housing required, and the size and character of the area.

Option 2 is to maximise the density of development across the district.

### Comparative effects

A greater mix of housing will be achieved under option 1 as high density developments tend to have fewer large dwellings and more flats. Option 1 will ensure that the Council can set the range of housing types required on each of the allocated sites according to demand in the area. Option 1 will ensure that density takes account of the size and character of the area and need for social infrastructure, including levels of open space. Option 2 could lead to a reduction in the amount of greenfield land developed by delivering more dwellings on fewer sites. It will make the most efficient use of land, however not everyone will want to live in a high density development. Experience from other districts has shown that high density development often leads to a reduction in the amount of open space, certainly in terms of provision per person. A high density development could lead to social problems, particularly in terms of noise and it can be difficult to provide SuDS in high density development.

✓ - option that best meets the objective

	SA Obj 1	SA Obj 2	SA Obj 3	SA Obj 4	SA Obj 5	SA Obj 6	SA Obj 7	SA Obj 8	SA Obj 9
Opt 1	✓				✓	✓	✓		
Opt 2	✓							✓	

### Policy wording:

#### **CORE POLICY 23 – RESIDENTIAL DENSITIES**

To ensure that residential development is built at a density that reflects accessibility to local services, the need for appropriate levels of private amenity space (see Policy DP4 in Chapter 9), the required mix of housing type and size and the character of development in the immediate area, the Council will specify the residential densities or range of densities in the Site Allocations Document to be applied to those sites specifically allocated for housing or mixed-use

development.

The Site Allocations Document will also identify areas of existing residential development where special regard needs to be had to the special character of the area and where specific residential densities will be allowed.

For proposals for residential or mixed-use development on sites not specifically allocated for that use in the Site Allocations Document, will be judged on their own merits, using the density range 30-50 dwellings per hectare as a guideline, unless local circumstances suggest that this would not be appropriate having considered the various factors mentioned above.

Implementation:

Areas of special character where specific densities will be required will be identified in the Site Allocations Document along with specific density guidance for the main development areas.

Monitoring:

The effectiveness of the policy can be measured by monitoring the densities that developments achieve in comparison to the densities prescribed in the Site Allocations Document. :