

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



**TENDRING DISTRICT COUNCIL  
LOCAL DEVELOPMENT FRAMEWORK**

**Planning Services**

**Core Strategy and  
Development Policies Document**

**Technical Paper 6 – Spatial Vision and Objectives**

October 2010

## **Contents Page**

<b>Chapter 1</b>	<b>Introduction</b>	<b>2</b>
<b>Chapter 2</b>	<b>Background</b>	<b>3</b>
<b>Chapter 3</b>	<b>Developing a Locally Distinctive Spatial Vision</b>	<b>4</b>
<b>Chapter 4</b>	<b>Developing the Core Strategy Strategic Objectives</b>	<b>21</b>
<b>Chapter 5</b>	<b>Conclusions and Recommendations</b>	<b>37</b>

# 1. Introduction

- 1.1 This document is the sixth 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 provides the background to the spatial vision and strategic objectives set out in Chapter 6 of the Core Strategy explaining how these were developed and refined to take into account changing circumstances. The vision and objectives will provide the link between the strategic aims and objectives of the Sustainable Community Strategy and more detailed policies and proposals in the Core Strategy.

## 2. Background

- 2.1 As part of the Local Development Framework (hereafter the 'LDF'), the Council is required to produce a Core Strategy that will set out the broad planning framework for the longer term development of the district and establish the key principles that will underpin the content of more detailed planning documents such as the Site Allocations Development Plan Document.
- 2.2 In developing the Core Strategy, the Council is required by Planning Policy Statement 12: Local Spatial Planning<sup>1</sup> (PPS12) to prepare a 'vision' and a set of 'strategic objectives'.
- 2.3 The Core Strategy vision should paint a picture of what the district will hopefully be like at the end of the plan period, which for Tendring is 2031. The vision is a fundamental component of a Core Strategy because it provides the focus for all other elements of the LDF and helps to steer more specific policies designed to meet that vision. Consequently, every new policy or proposal contained in the LDF, whether it be the spatial strategy, core policies or even site allocations should, in one way or another, contribute towards the achievement of the overall vision. In accordance with PPS12 the Core Strategy vision should:
- relate closely to the district's Sustainable Community Strategy;
  - be informed by an analysis of the characteristics of the area and the key issues and challenges facing the area; and
  - be in general conformity with the Regional Spatial Strategy for the area (although it is noted at the time of writing this paper that the new Coalition Government intends to revoke all regional spatial strategies).
- 2.4 The vision therefore needs to be positive, whilst at the same time achievable within the parameters set out at the regional level and deliverable within the plan-period. Meeting the above requirements will ensure the vision is 'locally distinctive' and 'place-specific' and grounded in sound evidence, as required by PPS12 and other guidance. This is to prevent local authorities preparing core strategies that are overly similar and indistinguishable with little relevance to the actual areas being planned for, which often occurred when preparing local plans under the previous planning system.
- 2.5 To achieve the vision for the area, the Core Strategy must also set out some clear and realistic 'strategic objectives' that provide the link between the high level vision and the more detailed strategy. In accordance with PPS12 the strategic objectives should:
- expand the vision into key specific 'spatial' issues for the area which need to be addressed; and
  - set out how the vision will be achieved within the timescale of the Core Strategy.
- 2.6 The purpose of this technical document is to provide the necessary evidence and reasoned justification for the vision and set of strategic objectives included in the draft version of the Core Strategy.

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<sup>1</sup> PPS12 is available at:

<http://www.communities.gov.uk/planningandbuilding/planning/regionallocal/localdevelopmentframeworks/pps12/>

### **3. Developing a Locally Distinctive Spatial Vision**

- 3.1 As a starting point in the development of the Core Strategy vision, it was proposed in the Issues and Possible Options Discussion Document to use the Sustainable Community Strategy vision as the overarching vision in the draft Core Strategy. Sharing visions would demonstrate from the offset that the Council is committed to delivering the aims and objectives of the area's Sustainable Community Strategy.
- 3.2 From the offset, it seemed appropriate for Tendring to have an overarching vision for the whole district, accompanied by a series of spatial visions for each of the places in the district, rather than one single spatial vision. This was primarily due to the physical characteristics of Tendring, which has five smaller urban areas located around the edge of the district rather than one single large urban area in the centre (i.e. Colchester or Chelmsford).
- 3.3 Using the Sustainable Community Strategy vision as the overarching vision in the Core Strategy seemed sensible as the LSP already spent a lot of time thinking about how to create and maintain sustainable communities. Furthermore, it can be argued the Sustainable Community Strategy vision is locally distinctive and therefore meets the requirements of PPS12 for the following reasons:
- It was prepared in partnership and therefore reflects the shared aims and objectives of those responsible for shaping the future of the district;
  - It is based on sound evidence about the characteristics of the area and the issues and challenges facing the area;
  - It was placed on public consultation and amended to reflect the views of the local community; and
  - It is aligned with the general principles of sustainable development and is in general conformity with the East of England Plan (although it is noted at the time of writing that the new Coalition Government intends to revoke all regional spatial strategies) and other local initiatives.
- 3.4 The logical first step in developing the Core Strategy spatial vision was to look carefully at the vision contained in the Sustainable Community Strategy for the area and assess whether it was suitable for use as the spatial vision in the draft Core Strategy taking into account the above factors.

#### **Introduction to the Tendring Sustainable Community Strategy**

- 3.5 A 'Sustainable Community Strategy' is an important local document prepared by a partnership of key public, private and voluntary stakeholders responsible for delivering services to a local area (called a 'Local Strategic Partnership' or 'LSP' for short). The LSP is led by the local authority, which provides the strategic leadership needed to shape places and create sustainable, balanced communities.
- 3.6 A Sustainable Community Strategy sets out the shared aims and objectives of all the stakeholders involved in its preparation and provides a strategic steer in planning for the long term future of an area. Sustainable Community Strategies need to balance and integrate social, environmental and economic needs and goals. The Government has made it clear that the Sustainable Community Strategy should be treated as area's single most

important document, which should act as an umbrella for all other plans and strategies relating to the future of that area, including the LDF.

3.7 Local planning authorities are required by Section 19(2)(f) & (g) of the Planning & Compulsory Purchase Act (2004) to have regard to Sustainable Community Strategies covering the area when preparing their LDFs (in two tier areas, this includes both county and district strategies). Expanding on this statutory duty, PPS12 makes it clear that local planning authorities should ensure their Core Strategies are fully aligned and coordinated with the Sustainable Community Strategy for the area.

3.8 To help achieve this, Government has issued guidance<sup>2</sup> stating that local authorities should ensure that their Sustainable Community Strategy takes full account of spatial and environmental issues. Furthermore, when preparing their Core Strategies, local authorities should ensure that the Core Strategy spatial planning objectives are fully aligned with the priorities contained in the Sustainable Community Strategy.

3.9 Tendring's Sustainable Community Strategy<sup>3</sup> (prepared by the Tendring LSP) was published in 2007 and refreshed in 2009. It is based around the following six key themes:

- Health;
- Economic development;
- Children and young people;
- Crime and disorder;
- Deprivation; and
- Environment.

3.10 Each of these themes represents a key priority area for the LSP where it has been identified significant change is needed, based on a thorough understanding of the district's characteristics and the issues and challenges currently facing the district. Each theme has an overarching strategic objective, under which sits a series of more specific objectives designed to deliver the overall vision and bring about change. Each specific objective is accompanied by a statement setting out what approach is needed to bring about change and targets to help measure any change that may take place in delivering the objective. The six overarching strategic objectives of the Tendring Sustainable Community Strategy are as follows:

- **Health:** ensuring the population of the district is able to live longer, healthier lives, less limited by long-term illness.
- **Economic development:** ensuring Tendring has a stronger and more dynamic economy together with a skilled workforce.

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<sup>2</sup> 'Planning Together: local strategic partnerships and spatial planning – a practical guide', available at: <http://www.communities.gov.uk/publications/localgovernment/planningtogetherlocal>

<sup>3</sup> The Tendring Sustainable Community Strategy is available at: <http://www.tendringdc.gov.uk/TendringDC/Community/Community+Development/>

- **Children and young people:** ensuring all children and young people have an equal opportunity for a good start in life.
- **Crime and disorder:** keeping the district one of the safest parts of the country.
- **Deprivation:** narrowing the gap between the most disadvantaged areas and elsewhere.
- **Environment:** safeguarding the attractive environment of the district for future generations.

3.11 At the heart of the Tendring Sustainable Community Strategy is the following vision, which sets out how the LSP sees Tendring in 2016:

*By 2016 Tendring will have a thriving and prosperous economy. All our residents will be able to access a safe and healthy quality of life in an attractive environment.*

*Each of our communities will offer a range of new housing and other important services and facilities, and children and young people will have the opportunity to have a good start in life.*

#### **Advantages of using the Tendring Sustainable Community Strategy vision as the overarching vision in the Core Strategy**

3.12 The following section sets out some of the reasons why it was considered sensible at the time to use the Sustainable Community Strategy vision as the overarching vision in the Core Strategy.

The Sustainable Community Strategy reflects the shared aims and objectives of the partners responsible for shaping the future of the area

3.13 The Sustainable Community Strategy vision represents the shared views of the main stakeholders involved in shaping the future of the district and delivering local services in Tendring. The fact that key stakeholders have been involved from the offset means it is based on what can realistically be achieved through the collective efforts of the LSP. It also means the Sustainable Community Strategy reflects a shared understanding of some of the bigger issues likely to affect the district, such as climate change and the economic downturn. This in turn, allows the LSP partners to plan their own work programmes more effectively, deliver better services and have a better understanding about the role of other services in the district.

3.14 Consequently, having a vision based on a common understanding of the district's problems and how to address these problems should result in a Core Strategy that is realistic and more likely to be delivered than one based on a vision that has been prepared in isolation.

3.15 The importance of engaging with key delivery stakeholders during the preparation of core strategies is now firmly embedded within the planning system. Consequently, it makes sense to use a vision that has already been through a rigorous preparation process that included the input of key delivery stakeholders rather than to start from scratch and potentially repeat valuable work that has already been done.

- 3.16 The main challenge in developing the rest of the Core Strategy will be to spatially interpret this shared vision. The Council will continue to work closely with key delivery stakeholders throughout the preparation of the Core Strategy and rest of the LDF. This will be achieved by holding regular theme group meetings and consulting partners, where necessary, throughout the process.

It is based on sound evidence about the characteristics of the area and the issues and challenges facing the area

- 3.17 Extensive background research was carried out to inform the preparation of the Sustainable Community Strategy to gain a thorough understanding of the district's social, economic and environmental characteristics and the issues and challenges facing the district. The analysis is contained in the unpublished Supporting Technical Appendix to the Sustainable Community Strategy and is summarised in Appendix B of the Sustainable Community Strategy document itself. The analysis included:

- The identification of national, regional and local policy frameworks and key targets likely to influence the development of the Sustainable Community Strategy. This helps to ground the Sustainable Community Strategy in reality and prevents it from being too aspirational and therefore undeliverable.
- An 'area profile' for Tendring was prepared, setting out key statistics relating to a number of relevant topics. The area profile for Tendring was then compared with the area profiles of neighbouring authorities Colchester and Babergh. This is useful as it allows the reader to compare and contrast Tendring with neighbouring councils, which in turn makes the statistical information in the document more meaningful. Being able to easily identify how Tendring compares with neighbouring authorities made it easy to spot potential key issues.
- A section setting out a general picture of what the future is likely to be like in 2016, taking into account various factors such as likely changes in technology, further environmental pressures, likely changes in population and demographics, likely future pressures on Government and so on. This section helps to put the local issues specific to Tendring into context with the wider issues likely to impact on the way we live and operate in the future. Again, this helps to make the Sustainable Community Strategy more realistic and therefore deliverable.
- Index of multiple deprivation data for all Tendring Super Output Areas<sup>4</sup> which further highlights some of the real social, environmental and economic problems experienced in some parts of the district. This data provides the raw 'nuts and bolts' information about the district.

It was shaped by the views of the community

- 3.18 During the preparation of the Tendring Sustainable Community Strategy there was an extensive period of public consultation during the summer of 2007 which sought comments on the draft strategy from the wider community. The draft was subsequently amended to take on board peoples' comments. The consultation included the following publicity arrangements:

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<sup>4</sup> A 'super output area' is a unit of geography used for statistical analysis and was developed and released by Neighbourhood Statistics (<http://www.neighbourhood.statistics.gov.uk>)

- The draft strategy was heavily promoted on the Council's website and the websites of key partners;
- A survey was conducted at the 2007 Tendring Show;
- The consultation period was advertised in the Council's newsletter, Tendring Matters, which is distributed to every household in the district; and
- There was extensive local press coverage.

3.19 District Councillors and Parish and Town Councils were also involved during the preparation of the Sustainable Community Strategy, which meant the needs and priorities of individual communities were taken into account. However, it is accepted more could be done to fully engage Parish and Town Councils and incorporate Parish/Town Plans where these have been prepared. It is likely the importance of community empowerment will feature heavily in the new government's localism agenda.

3.20 The importance of public participation and community involvement is now firmly embedded in the planning system and is a key requirement of PPS12. Therefore, using the Sustainable Community Strategy vision as the Core Strategy vision is an important first step in helping to meet the requirements of PPS12 and demonstrating the Council's commitment in delivering the aims and objectives of the Sustainable Community Strategy through spatial planning. However, it is acknowledged that the consultation may not have appealed to the general public due to the high-level nature of the document – but it was important to ensure as many people as possible had the opportunity to comment. The extent to which the Sustainable Community Strategy therefore represents the wider community is questionable. The effectiveness of Sustainable Community Strategies is likely to be reviewed as part of the new government's localism agenda.

It is aligned with the principles of sustainability and sustainable development

3.21 Following the recommendations of the Egan Review, 'community strategies' were renamed 'sustainable community strategies' to reinforce the importance of creating communities that are sustainable for future generations and to embrace the principle of sustainable development.

3.22 Current guidance relating to the preparation of Sustainable Community Strategies states that their overall function should be to help contribute to the achievement of sustainable development.

3.23 Although the Sustainable Community Strategy is not a spatial planning document, it does attempt to add a geographical dimension to its vision and objectives by highlighting the following characteristics of a 'sustainable community':

- Active, inclusive and safe;
- Well run;
- Environmentally sensitive;
- Well designed and built;

- Well connected;
- Thriving;
- Well served; and
- Fair for everyone.

3.24 Appendix A of the Sustainable Community Strategy contains further details of the definitions and components of sustainable communities.

3.25 The Strategy also highlights the Government's five guiding principles for sustainability, which are contained in the Government's Sustainable Development Strategy<sup>5</sup>, launched in 2005:

- Ensuring a strong, healthy and just society;
- Using sound science responsibly;
- Promoting good governance;
- Achieving a sustainable economy; and
- Living within environmental limits.

3.26 Although the Sustainable Community Strategy refers to the principles of sustainability and sustainable development and lists the characteristics of a sustainable community it fails to set out clearly how its vision and resulting strategy will achieve sustainable development in reality and on the ground. It also fails to reconcile competing objectives and fails to illustrate clearly how the economic, social and environmental priorities identified in the strategy support each other in an integrated way. For instance, creating a stronger economy has been identified as a key priority for the district. However, it is recognised that pursuing economic growth in an unsustainable way could conflict with the social and environmental aspects of sustainability.

3.27 In preparing the Core Strategy, the challenge was to balance the need to spatially interpret the priorities of the Sustainable Community Strategy with the need to deliver sustainable development. The Sustainability Appraisal prepared alongside the Core Strategy helped to ensure this balance was achieved.

3.28 Whilst there were some issues with the way the Sustainable Community Strategy had been aligned with the principle of 'sustainability' and the need to deliver sustainable development, using the Sustainable Community Strategy vision as the overarching vision in the Core Strategy was considered to be a good starting point in ensuring these principles were embedded right at the heart of the Core Strategy and therefore the whole LDF.

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<sup>5</sup> Available at: <http://www.defra.gov.uk/sustainable/government/publications/uk-strategy/index.htm>

Conforms with the Regional Spatial Strategy (and other national, regional and local initiatives)

- 3.29 A key feature of the Tendring Sustainable Community Strategy at the time of writing the Issues and Possible Options Discussion Document is that it had been written to fully take into account other plans and strategies that were considered at the time to have an impact on the future planning of the district, in terms of creating (and maintaining) sustainable communities. In particular, the Sustainable Community Strategy was written to take into account the impact of the Regional Spatial Strategy for the area ('RSS14'<sup>6</sup>, more commonly referred to as the 'East of England Plan'), which at the time provided the strategic planning steer for the whole of the East of England Region. However, at the time of writing this technical paper it is understood the new Coalition Government intends to formally revoke all regional spatial strategies.
- 3.30 Whilst the East of England Plan now has no formal bearing on the amount of new homes and jobs the district should provide, the figures it allocated for Tendring are considered to be realistic and sensible (although they should be delivered over a twenty-year period rather than a fifteen-year period). These figures were based on knowledge about previous build rates and balance market pressures against environmental and social constraints (see Technical Paper 7 – Spatial Strategy).
- 3.31 As these figures remain relevant, it remains important that the Sustainable Community Strategy took into account the East of England Plan during its preparation. This means the level of growth likely to take place has been formally recognised by all the partner organisations involved in the LSP and that it is likely to have an impact on all public, private and voluntary services and functions in the district. It also means that all partners of the LSP can begin assessing how these requirements are likely to affect their organisation and the delivery of services to the community. As already mentioned, the Council will maintain regular contact with key delivery stakeholders throughout the preparation of the Core Strategy (and the rest of the LDF) to work through issues in a joined-up way.
- 3.32 The Sustainable Community Strategy also acknowledges the increasing importance of the Haven Gateway Sub-Region as a focus for growth and in creating funding opportunities. The area received 'New Growth Point Status'<sup>7</sup> in 2006, unlocking government funds to be used in delivering key projects in the area. At the time of writing this paper it is not fully understood what the new Government's intentions are regarding sub-regions and strategic planning now that regional spatial strategies have been revoked.
- 3.33 The Tendring Sustainable Community Strategy also takes into account the Essex Local Area Agreement and the relationship between it and the Sustainable Community Strategy. In particular, it acknowledges that the Local Area Agreement is now seen as the main framework for setting out agreed outcomes at the county level, which influences the choice of targets at the local level.

**Disadvantages of using the Tendring Sustainable Community Strategy vision as the overarching vision in the Core Strategy**

- 3.34 Although the Sustainable Community Strategy vision appeared suitable for use as the overarching vision in the Core Strategy it was equally important to explore the

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<sup>6</sup> The adopted RSS14 is available at: [http://www.gos.gov.uk/goeast/planning/regional\\_planning/](http://www.gos.gov.uk/goeast/planning/regional_planning/)

<sup>7</sup> Details on the Haven Gateway Sub-Region and its ambitions are available at: <http://www.communities.gov.uk/housing/housingsupply/growthareas/newgrowthpoints/newgrowthpoints/eastengland/havengateway/>

disadvantages of using the Sustainable Community Strategy vision as the overarching vision in the Core Strategy.

#### Problems with developing a place-specific vision for Tendring

- 3.35 The arguments above seem to suggest that the Sustainable Community Strategy vision can be considered to be place specific. However, it can also be argued that it is not place specific because it lacks any real *spatial* direction – in other words, it does not set out how the *places* within the district should develop, which is also required by PPS12.
- 3.36 Whilst this is not disputed, at the Issues and Possible Options stage it was important that the vision did not pre-empt the findings of the background evidence that was being gathered at the time (in particular the Sustainability Appraisal) or the outcome of the consultation, in terms of the location and distribution of growth in the district. It would have been wrong having a vision suggesting growth in a particular location before the evidence and support was in place to justify such an expansion. Furthermore, it was not obvious where new growth could be located due to the unique geographical nature of Tendring (i.e. five separate urban areas located around the edge of a large rural heartland in the centre of the district).
- 3.37 Consequently, having an overarching vision in the Core Strategy based on the key themes/issues unique to the whole of Tendring, rather than one based on how the individual places within the district should develop, was considered to be the most sensible approach for Tendring at the time. The Issues and Possible Options Discussion Document made it clear that place specific visions for each place would be developed and contained in the draft Core Strategy. These will be shaped by the evidence underpinning the Core Strategy and comments received during the Issues and Possible Options consultation period.

#### The Sustainable Community Strategy vision only looks to 2016

- 3.38 It is important to note that the Sustainable Community Strategy vision only looks to 2016, whereas the Core Strategy vision should look to the end of the plan period, which for Tendring is 2031 (the plan period is twenty years from the date of adoption of the Core Strategy, as required by PPS12). Despite this shortfall of fifteen years, the Sustainable Community Strategy vision was still considered appropriate for use as the overarching vision in the Core Strategy as it serves its purpose in providing a focus for developing the rest of the Core Strategy based on a realistic assessment of what the district is like now and how it could change in the future. At the time, it was accepted that more work was needed when developing the individual place specific visions to ensure they looked to 2031, rather than 2016.

#### The Sustainable Community Strategy vision cannot be delivered by planning alone

- 3.39 At the time of writing the Issues and Possible Options Discussion Document it was acknowledged that using a vision from a non-planning document in the Core Strategy may be considered unsuitable by some people as the vision cannot be delivered through planning alone. However, from the offset it was important to remember that the purpose of the Core Strategy (and indeed all components of the LDF) is to 'spatially represent' the Sustainable Community Strategy. Sharing visions would make this clear from the offset.

### The wider functions of the Core Strategy

- 3.40 Whilst it is recognised that a primary role of the Core Strategy is to deliver the aims and objectives of the Sustainable Community Strategy, it is important to remember that the Core Strategy is first and foremost a spatial planning document that needs to deliver specific requirements set out in national policy, in particular the need to contribute to sustainable development. Consequently, the challenge for the Core Strategy will be to balance these requirements against the need to articulate the aims and objectives of the Sustainable Community Strategy, which as discussed previously may not be fully compatible or balanced.

### **Recommended overarching vision to include in the Issues and Possible Options Discussion Document**

- 3.41 On balance, it was considered appropriate at the time of writing the Issues and Possible Options Discussion Document to suggest using the Sustainable Community Strategy vision as the overarching vision in the Core Strategy (but changing the date from 2016 to 2026 which was the intended plan-period of the Core Strategy at the time of writing the document). The priority at the time was to ensure both strategies were fully aligned from the offset and sharing visions seemed to be the best way to demonstrate this commitment. The fact that the vision contained elements beyond the scope of planning was not a problem as it was felt the purpose of the Core Strategy was to spatially represent/spatially articulate the vision and to deliver the priorities of the Sustainable Community Strategy.
- 3.42 It was always the intention to develop more place-specific visions for each of the places in the district but these should be informed by the technical evidence being gathered, the Sustainability Appraisal and the comments received during the Issues and Possible Options consultation period.

### **Refining the overarching vision**

- 3.43 Following the publication of the Issues and Possible Options Discussion Document the vision needed to be refined to take into account the following:
- The refresh of the Sustainable Community Strategy;
  - Comments received during the Issues and Possible Options period of public consultation; and
  - The need to align the Core Strategy with the Council's recently updated Corporate Plan and other important plans, programmes and strategies.

### Sustainable Community Strategy refresh

- 3.44 During 2009, the Sustainable Community Strategy was refreshed and some changes made to the content of the document. In refining the overarching vision – and indeed developing the rest of the Core Strategy – it is important to analyse the changes made and assess whether these would affect the overarching vision or proposed place-specific visions in the Core Strategy.

3.45 The six overarching strategic objectives were amended to read as follows:

- **Health:** ensuring the population of the district is able to live longer, healthier lives, less limited by long-term illness.
- **Economic development and business support:** ensuring Tendring has a stronger and more dynamic economy together with a skilled workforce.
- **Children and young people:** striving for every child and young person in Tendring to be healthy, safe, successful, make a positive contribution and achieve economic well-being.
- **Crime and disorder:** reduce both the incidence and fear of crime and disorder and make the area a safer place to live.
- **Community regeneration:** narrowing the gap between the most disadvantaged areas and elsewhere.
- **Environment:** good quality housing and transport services, introducing effective carbon management, promoting adaptation to climate change and maintaining and protecting the district's physical and natural environment.

3.46 The following is a summary of the main changes made to the Sustainable Community Strategy in 2009:

- Renaming the theme 'deprivation' to 'community regeneration' suggests a positive solution to the problem rather than just repeating the issue.
- A slightly different emphasis has been placed on the overarching strategic objective for 'crime and disorder' – the reworded objective now implies more work is needed to keep the district one of the safest places to live by reducing both the incidence and fear of crime.
- The overarching strategic objective for 'environment' has been expanded to give some clarity about what is meant by 'attractive environment' and some strategic steer on where to go in the future (i.e. good quality housing, better management). It also acknowledges the need to plan for climate change which is becoming increasingly important and makes the direct link to the need to cut down on carbon dioxide emissions.
- The document has been amended to take into account the emerging LDF and that a primary function of the LDF is to implement the aims and objectives of the Sustainable Community Strategy. It specially states that the 'strategic objectives' proposed in the Issues and Possible Options Discussion Document align well with the Sustainable Community Strategy.
- It updates some statistics that became out of date since the original version of the Sustainable Community Strategy was published (e.g. population estimates).
- There is now a greater awareness that many issues are linked and cross-cutting, which means a more co-ordinated approach is needed if the aims and objectives of the Sustainable Community Strategy are to be delivered.

- Each theme has been reworked and amended to include much more detail. Each theme now has a revised set of objectives, a statement setting out the LSP approach to achieve each objective and measures to monitor the implementation of each objective – this has proved very helpful in developing the Core Strategy in particular the strategic objectives as there is now a greater understanding about the key issues that need resolving and how each issue could be tackled. The next Chapter will focus on the development of the Core Strategy Strategic Objectives and their role in interpreting and articulating the aims and objectives of the Sustainable Community Strategy.

#### Consideration of comments received during the Issues and Possible Options period of consultation

- 3.47 The Issues and Possible Options Discussion Document contained a series of questions to guide discussion and invite debate. To help aid discussion on the spatial vision, the document proposed using the Sustainable Community Strategy vision as the overarching vision in the Core Strategy (albeit looking to 2026 rather than 2016, which was the plan-period at the time of publishing the Discussion Document). This was followed by a question asking whether this should be the overarching vision in the Core Strategy, or not.
- 3.48 Most people who responded to this question agreed in principle to using the Sustainable Community Strategy vision as the overarching vision in the Core Strategy, subject to some minor changes being made. Whilst it is understood why most of these changes have been requested, making the changes would result in a vision that is too lengthy and detailed, which would be contrary to Government guidance which requires core strategies to be succinct and concise.
- 3.49 The following is a summary of the main issues from those who did not support the overarching vision that was proposed in the Issues and Possible Options Discussion Document:
- The Core Strategy vision should be locally distinctive and should reflect the key issues and challenges facing the area.
  - It is too vague and generic in its current form, making it meaningless.
  - Unsure how the vision will be delivered and how attainment of the vision will be measured.
  - It is too optimistic given the current economic climate.
  - Do not agree that the vision should concentrate solely on the needs of children and young people – it should be more realistic and take into account the true demographics of the district.
- 3.50 It is agreed that the Core Strategy vision should be locally distinctive and reflect the key issues and challenges facing the area which is why it was initially proposed to use the Tendring Sustainable Community Strategy vision as the overarching vision in the Core Strategy. As required by PPS12, the LDF needs to be closely aligned with the area's Sustainable Community Strategy and so sharing visions would demonstrate this link early on in the Core Strategy. The Sustainable Community Strategy vision is considered to be

locally distinctive and place specific for the reasons set out earlier on in this Chapter, which can be summarised as follows:

- It is based on a thorough understanding of the key issues and challenges facing the district and the unique characteristics of the district;
- It was developed in partnership with key stakeholders responsible for shaping the future of the district and so is deliverable;
- Takes into account the views of the community; and
- Has been shaped by the East of England Plan and wider national and regional issues, including climate change.

3.51 It is accepted that the overarching vision as proposed in the Issues and Possible Options Discussion Document is vague to some degree but it is not considered to be generic for the reasons given above. By default, an overarching vision should be brief and to the point to set out what the area will be like in the future. The detail of how to achieve the vision is best left to the policies and proposals found later on in the Core Strategy. However, on reflection, it is accepted that the overarching vision should be expanded slightly to reflect the Council's priorities contained in its Corporate Plan and to highlight in more detail some of the unique characteristics of the district – which will make the vision seem less 'generic'. This will provide the rest of the Core Strategy with a better steer in terms of how to bring about the change needed in the district to meet the aims and objectives of the Sustainable Community Strategy. In particular, a bit more detail is needed to set out how the district's economy will be 'thriving and prosperous', as improving the district's economy has been identified as a key corporate priority. Providing some further detail will help add greater meaning to the vision.

3.52 Whilst the emphasis in the overarching vision should be on Tendring's residents rather than its places, on reflection the overarching vision should be expanded slightly to set out briefly what each place will be like in 2031. This is now considered appropriate as the draft Core Strategy will contain the Council's preferred locations for new homes and jobs in the district, informed by the background evidence (including the Sustainability Appraisal) and shaped by the comments received during the Issues and Possible Options consultation. More detailed visions for each place will be contained later in the Core Strategy (how these were developed is discussed in detail later towards the end of this Chapter).

3.53 The vision itself does not need to mention how the changes proposed in the vision will be delivered. The rest of the Core Strategy document should be focussed on achieving the overarching vision through a series of detailed policies and proposals. Under the vision will sit a series of strategic objectives which will flesh out in more detail what needs to be done to get from where we are now to the future version of the district depicted in the vision. The delivery of the overarching vision will not be measured in its own right but the numerous policies and proposals that will make up the remainder of the Core Strategy will be monitored and closely scrutinised annually to measure their effectiveness in bringing about change. Each policy and proposal in the Core Strategy and other components of the LDF should somehow aim to achieve the overall vision for the future of the district.

3.54 Whilst the severity of the current economic downturn is understood it is believed that it will pass and the economy will readjust itself to levels similar to those experienced before the downturn. Obviously there will be losses along the way but having an economy based on capitalism means there will hopefully be gains and the economy will readjust itself in the

long term. Consequently, the overarching vision should remain hopeful that there will be a prosperous and thriving economy by 2031. Detailed evidence to underpin the Core Strategy makes it clear that Tendring's economy has much potential if managed properly.

- 3.55 It is agreed that the overarching vision should be reworded to mention the need to provide for the district's higher than average elderly population, particularly as this has been recognised as one of the key issues facing the district.

Aligning the Core Strategy with the Council's Corporate Plan and other important plans, programmes and strategies

- 3.56 The government has prepared useful guidance<sup>8</sup> to help improve links between LSPs and spatial planning which it states can be achieved by improving collaboration. One way this can be achieved is by adopting a corporate approach to preparing both the Sustainable Community Strategy and LDF and placing these functions at the centre of the Council's political and managerial processes. Also, it is important to ensure both strategies take into account the priorities of the Council. In reality, the aims and objectives should not contradict or stray too far from the aims and objectives of the Sustainable Community Strategy but often greater emphasis is placed on areas that are considered priorities for the Council.
- 3.57 In refining the overarching vision it was therefore important to carefully analyse the Council's Corporate Plan and other relevant plans, programmes and strategies involved in place-shaping and improving the quality of life and therefore likely to have a bearing on the Core Strategy.
- 3.58 The Corporate Plan is an important local document that provides the strategic focus for the whole Council over the next few years and the main priorities and improvements needed to make the district a better place. The following is a summary of the main aspects of the Council's new Corporate Plan (2009 – 2016) which may influence the wording of the overarching vision to be contained in the draft Core Strategy:
- The Corporate Plan looks to 2016, which is the same end date as the Sustainable Community Strategy – this is helpful as it means both influential documents are aligned in terms of timescales and what outcomes are likely to be achieved within the next six years.
  - The Corporate Plan is linked to the objectives of the Sustainable Community Strategy – however, in places it expands on the aims and objectives of the Sustainable Community Strategy to provide clarity about what the Council considered to be the main priorities over the next few years – the Council is the leading authority responsible for place shaping and planning for the future of the district and so having further detail about what needs to be done is helpful.
  - The Corporate Plan identifies three main priorities: 'the district's prosperity, its people and its places'. Under these three strategic themes sit more detailed objectives which give some idea how the Council expects the strategic objectives to be achieved. Each of these can be directly articulated in the Core Strategy, in a similar way to the objectives contained in the Sustainable Community Strategy. For instance, under 'our prosperity', the Corporate Plan places more emphasis on using tourism to help strengthen and improve the district's declining economy, compared to the Sustainable Community Strategy.

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<sup>8</sup> The guidance is available at <http://www.communities.gov.uk/publications/localgovernment/planningtogether>

- Similar to the Sustainable Community Strategy, the Corporate Plan begins by highlighting some of the unique characteristics of the district and the key issues and challenges that need to be addressed to make the district a better place. It also sets out what success and change will look like and how these will be achieved. This provides some – which provides
- The vision in the Corporate Plan is very simple: *‘By 2016, Tendring will be a vibrant, healthy and attractive place to live, work and visit’*. Using this as the start of the overarching vision in the draft Core Strategy would clearly demonstrate the strong link between the Core Strategy and Corporate Plan. Whilst not strictly the same, this vision is considered to be generally compatible with the vision in the Sustainable Community Strategy.

### **Recommended overarching vision to include in the draft Core Strategy**

3.59 The overarching vision included in the Issues and Possible Options Discussion Document will be amended as follows:

- The end-date will be changed to 2031 to reflect the new plan-period following the revocation of the East of England Plan.
- The first line of the overarching vision should be the vision contained in the Council’s Corporate Plan – this will demonstrate the strong link between the Corporate Plan and the Core Strategy and the role it will play in delivering the Council’s priorities.
- The section of the vision referring to the district’s economy should include the need to be more resilient to future economic change. The overarching vision in the Core Strategy should also give some idea how the economy will change (i.e. making best use of its natural assets, maritime connections and popularity as a tourist destination) – this will provide some focus when developing the remainder of the Core Strategy.
- The section of the vision that states ‘All our residents will be able to access a safe and healthy quality of life in an attractive environment’ should be reworded to be more realistic. Whilst it is ambitious to want everyone to be able to have a safe and healthy quality of life this is unrealistic and goes beyond what can be achieved by planning alone. For the Core Strategy, it should be reworded to say that people will have the opportunity to have a safe and healthy quality of life, implying planning can help meet these priorities but at the end of the day there are many other factors that need to be taken into consideration to bring about real change in these areas.
- The reference to ‘attractive environment’ should be expanded to give some idea what features of the district’s environment are considered to be attractive and therefore worthy of protection and possible enhancement through planning.
- The overarching vision should make specific reference to the needs of the district’s elderly residents to better reflect the unique demographics of the district.
- The overarching vision should give some idea about what each place will be like in 2031 in terms of where major growth is anticipated – taking into account the unique characteristics of each place and different issues and challenges each area faces. This is in recognition that ‘one size does not fit all’ and the necessary evidence to base these statements on will mostly be in place.

- 3.60 The final overarching spatial vision (and series of local spatial visions for each place in the district) recommended for inclusion in the proposed submission draft of the Core Strategy are contained in Chapter 5 of this technical paper.

### **Developing local spatial visions for each place in Tendring**

- 3.61 As already mentioned, it was decided early on to have separate local spatial visions for each place in Tendring (i.e. each of the district's urban settlements and one general vision for the rural 'heartland', which contains a number of attractive villages and hamlets). It was felt that having separate visions for each place would help the Council identify the intended role, function and aims for different parts of the district which have different issues and challenges facing them as highlighted in Technical Paper 4 (Spatial Portrait).
- 3.62 From the offset, it was decided the local spatial visions should be in accordance with the Council's 'spatial strategy' (i.e. how the Council would like to distribute new homes and jobs around the district). At the time of writing the Issues and Possible Options Discussion Document much of the evidence that would help the Council decide how to distribute growth around the district was still being gathered or being prepared (including the findings of the Sustainability Appraisal and the outcome of the Issues and Possible Options period of public consultation itself). It would therefore have been inappropriate and untimely to include suggested local spatial visions in the Issues and Possible Options Discussion Document.
- 3.63 Instead, the Issues and Possible Options Discussion Document included a question asking people to tell the Council what the different places within Tendring should be like in 2026, whether change was needed and if so, what change? The supporting text prompted people to think about their local economy, the environment and the housing in their local area before answering the question. Approximately half of the respondents to the question suggested how various places in the district should change. The other half provided more general comments about what should be taken into account when deciding where to direct growth in the district. The responses to this question were taken into account at the same time the responses to the main questions regarding growth were addressed. Technical Paper 7 (Spatial Strategy) sets out in detail how these responses helped to shape the Council's preferred spatial strategy, which will be included in the proposed submission draft of the Core Strategy and identify broad locations for new homes and jobs.
- 3.64 Useful guidance<sup>9</sup> from the Planning Advisory Service (PAS) helped to develop the spatial strategy and in particular the local spatial visions. The guidance is in the form of a series of key questions designed to stimulate thinking about growth and how the local area will change. This kind of thinking would also have taken place during the preparation of both the Sustainable Community Strategy and Corporate Plan. The questions in the guidance are as follows (a brief commentary highlighting how each one has been addressed is also included):

- **Question one:** which direction is the area heading in? Is it heading for growth or stability?
- **Question two:** how does the area earn its living? What are the prospects for this continuing in a changing world of increasing global competition?

<sup>9</sup> This guidance is available at: <http://www.pas.gov.uk/pas/core/page.do?pageId=70222>

- **Question three:** how does the area's economy fare now and how might it fare in the future in relation to regional and local competitors?
- **Question four:** how is the area geared up to respond to climate change and future changes in energy costs? Can it continue as it has been? What needs to change?
- **Question five:** what are the area's possible selling points in the future? What does it have that others do not? (This could be a wide range of matters – heritage, landscape, accessibility, skilled population, cheaper housing, young population, diverse population.)

3.65 At a district-wide level the answer to question one was previously contained in the East of England Plan, which set out how various places in the region were expected to change in the long term. For Tendring, the Plan allocated a modest amount of growth in line with previous rates of development. This suggests Tendring was not a location for major growth or change and so the focus would have been somewhere between providing stability and promoting steady growth. However, following the revocation of regional spatial strategies by the new Coalition Government, local authorities now have the opportunity to decide for themselves what the strategic direction should be for their local area. The findings of various technical studies prepared to support and inform the preparation of the Core Strategy will help answer this question in detail.

### **Recommended place-specific visions to include in the draft Core Strategy**

3.66 The following is a summary of how each place is expected to change in the plan period using the above PAS guidance and taking into account the thinking that has gone into the development of the spatial strategy (see Technical Paper 7 – Spatial Strategy):

- **Clacton: a focus on growth and regeneration and creating a 21<sup>st</sup> Century resort.**

Clacton is well placed to accommodate the majority of growth because it is the district's largest settlement with the greatest potential for growth in the town centre economy, it is best served by existing and potential infrastructure and, importantly, it is least affected by environmental constraints. Clacton will also have the strongest level of market demand for new housing compared with anywhere else in the district as the wider economy recovers from the recent downturn.

- **Harwich: an emphasis on expanding the international port and promoting the area's maritime heritage.**

Harwich will accommodate the second largest proportion of new homes and jobs but has the potential to deliver many more jobs in the longer term if the container port proposed for Bathside Bay is developed within the LDF plan period. Harwich is also in need of regeneration and is relatively well served by existing infrastructure but is affected by some significant environmental constraints (including flood risk) that restrict the amount of land that can be developed for housing and other uses. It also has a much weaker economy and a more limited retail offer than Clacton and is not anticipated to enjoy a significant economic upturn until the latter part of the LDF plan period, capitalising on the container port proposed at Bathside Bay. The low level of

economic activity and a weak housing market in Harwich has major implications for the timing of growth in jobs and housing.

- **Frinton and Walton: an emphasis on regenerating Walton-on-the-Naze and stimulate a year round economy**

Frinton and Walton will accommodate a modest proportion of the district's housing growth. Although it is a large settlement that is relatively well served by public transport, it is environmentally sensitive to peripheral growth and does not have such a diverse range of job opportunities as Clacton or Harwich – primarily due to its unusual demographics and its weaker connection to the strategic road network. There is anticipated to be a strong level of demand for new housing in this area and Walton-on-the-Naze in particular could enjoy an economic resurgence during the LDF plan period as a result of proposed regeneration programmes.

- **Manningtree and Lawford: focussing on protecting local character and allowing limited growth**

Manningtree and Lawford will accommodate a small proportion of the district's housing and job growth. For a relatively small urban settlement it is well served by mainline rail services to London but is environmentally sensitive to peripheral growth and has weaker connections to the strategic road network. Furthermore, Manningtree has a rich historic built environment and contains an historic street pattern that is not well suited to motorised travel.

- **Brightlingsea: an emphasis on restraint, very limited growth and expanding upon the town's leisure offer**

Like Manningtree and Lawford, Brightlingsea will only accommodate a small proportion of the district's housing and job growth. There is expected to be a demand for family housing and affordable housing in the area that has not been satisfied in recent years due to the high level of luxury waterside development. However, the town is environmentally sensitive to peripheral growth, is poorly served by public transport with no railway station and has extremely poor connections with the strategic road network (with only one road in and out of the town). Growth in Brightlingsea will be limited to a level that addresses some local demand, supports growth in the local economy and that can be accommodated within existing environmental and infrastructure constraints.

- **Rural Heartland: supporting a diverse rural economy**

Some small-scale growth may be provided in some of the district's larger, more sustainable villages that is related to local needs, sympathetic to existing local character, beneficial to the local economy and deliverable without the need for major infrastructure investment. Development in the smaller villages will be limited to infill development and appropriate small-scale development on the edge of villages.

3.67 The final place-specific visions recommended for inclusion in the proposed submission draft of the Core Strategy are contained in Chapter 5 of this technical paper.

## 4. Developing the Core Strategy Strategic Objectives

4.1 In accordance with PPS12, the primary purpose of the strategic objectives is to form the link between the overarching vision and the detailed strategy and policies that will make up the rest of the Core Strategy. The strategic objectives should:

- expand the overarching vision into the key specific issues for the area which need to be addressed; and
- be locally distinctive rather than merely repeat national and regional planning policies or objectives (although it is noted at the time of writing this paper that the new Coalition Government intends to revoke all regional spatial strategies).

4.2 It was also felt that the strategic objectives should not merely repeat the objectives of the Sustainable Community Strategy although it was understood there may be some cross over as the primary purpose of the Core Strategy is to spatially represent the Sustainable Community Strategy.

4.3 The logical starting point in the development of the strategic objectives was therefore to look carefully at the overarching vision and consider how it could be expanded into the key specific issues for the area that need to be addressed.

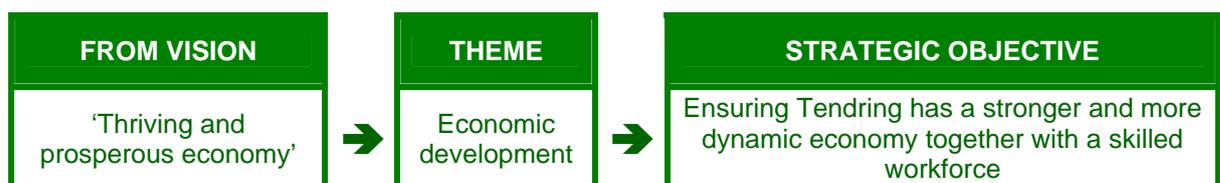
### Expanding the overarching vision and articulating the Sustainable Community Strategy

4.4 The first stage in attempting to expand the overarching vision was to highlight the key aspects that could be articulated and spatially represented through the Core Strategy. The overarching vision that was intended for inclusion in the Issues and Possible Options Discussion Document is as follows, with the main aspects highlighted in bold:

*By 2026 Tendring will have a **thriving and prosperous economy**. All our residents will be able to access a **safe and healthy quality of life** in an **attractive environment**.*

*Each of our communities will offer a **range of new housing and other important services and facilities**, and **children and young people will have the opportunity to have a good start in life**.*

4.5 The highlighted aspects relate to each of the six strategic themes contained in the Sustainable Community Strategy. Each theme has its own key strategic objective, setting out what change is needed and a series of further objectives and targets that can be used to help measure the delivery of the overall Sustainable Community Strategy vision. The following links the highlighted aspects of the vision with the six themes and associated strategic objectives contained in the Sustainable Community Strategy:





4.6 The next stage involved teasing out the key issues facing the district from the Sustainable Community Strategy. The six themes are essentially based on what the Tendring LSP considered to be the main issues facing the district at the time. These can be summaries as follows:

- Weak economy.
- Poor health.
- Children and young people have poor start in life.
- Some areas experience crime and disorder.
- Some areas are deprived.
- Attractive environment that is vulnerable to change.

4.7 Looking closely at these it was possible to distil the main *planning* issues to be addressed in the Core Strategy. The following sets out how these six priorities were expanded into a more suitable list of planning issues.

- **Weak economy**

It is agreed that this is also a key planning issue that needs to be addressed through the Core Strategy. Having a weak economy also has an impact on the affordability of housing and results in areas of deprivation. Tendring's weak economy is the result of poor transport links and the fact that the district has an ageing population due to so many young people moving out of the district to more prosperous areas. The proposed port expansion represents a major turning point in the district's economy so it is important it gets underway and is supported by the Core Strategy. Consequently, from this single issue five more key planning can be distilled that should be included in the Core Strategy.

- **Poor health**

Whilst it is agreed why this is a strategic issue in the Sustainable Community Strategy it is not considered to be a major planning issue in its own right. It is considered to be more of a symptom of other issues i.e. deprivation/weak economy and the fact the district has an ageing population.

- **Children and young people have poor start in life**

Whilst it is agreed why this is a strategic issue in the Sustainable Community Strategy it is not considered to be a major planning issue in its own right. It is considered to be more of a symptom of other issues i.e. deprivation/weak economy – which is further exasperated by the high number of young people who choose to leave the district and seek employment in areas with better prospects. This tends to have a negative effect on the quantity and quality of services and facilities for children and young people which is further exasperated by the fact the district has an ageing population. The planning problem therefore is the skewing of local demographics due to people migrating in and out of the district.

- **Some areas experience crime and disorder**

Whilst it is agreed why this is a strategic issue in the Sustainable Community Strategy it is not considered to be a major planning issue in its own right. It is considered to be more of a symptom of other issues i.e. deprivation/weak economy and the fact the district has an ageing population (i.e. higher perceived fear of crime and anti social behaviour).

- **Some areas of the district suffer physical, economic and social deprivation**

It is agreed that this is also a key planning issue that needs to be addressed through the Core Strategy. Deprivation is a very complex issue and often is the underlying cause of many other problems, such as crime and disorder, poor health, weakened economy, poor education, as demonstrated above.

- **Attractive environment vulnerable to change**

It is agreed that this is also a key planning issue that needs to be addressed through the Core Strategy but can be expanded further into two more planning issues (limited brownfield land and climate change and flood risk). The district's attractive environment is essentially under pressure for two key planning reasons. Having limited brownfield land means more greenfield land will be used to accommodate the new homes and jobs the Core Strategy must cater for. Unless sensible decisions are made there is the potential for the erosion of the district's attractive environment. Similarly, the threat of climate change means there is the potential for areas of attractive environment to be lost through flooding and coastal change, the effects of which will be exasperated by climate change.

4.8 The above exercise demonstrates that the six strategic themes and priorities for the future of the district contained in the Sustainable Community Strategy are inextricably linked to one another by a complex web of connections and relationships. Making a change in one area may adversely impact another, even if it is well-intentioned. This demonstrates the complexity and sensitivity required in spatial planning. The preparation of the sustainability

appraisal will be an essential tool as it helps to help reconcile any competing objectives to ensure only the most sustainable outcomes are pursued.

4.9 The above exercise also demonstrates that the aims and objectives of the Sustainable Community Strategy cannot be achieved through spatial planning alone. Progress will only be achieved by using a collaborative, 'joined-up' approach with key delivery stakeholders and by integrating other plans, policies, programmes and strategies with the Core Strategy. However, there are many ways in which spatial planning can help to bring about change either directly, or indirectly and at varying scales from the spatial strategy right down to the detailed development management policies.

4.10 The following key planning issues emerged as a result of the above exercise:

- Areas of deprivation.
- Weak economy.
- Housing need.
- Limited brownfield land.
- Climate change and flood risk.
- Ageing population.
- Attractive environment.
- Weak transport links.
- Proposed port expansion.

4.11 These are the key issues that were included in the Issues and Possible Options Discussion Document. See Technical Paper 5 (Key Issues) for a more detailed explanation about how they were identified (and subsequently refined).

4.12 The next stage in developing the strategic objectives involved looking at each of the key issues identified above and proposing a strategic objective that would help to resolve that issue. This included looking at the objectives listed under each of the six strategic objectives in the Sustainable Community Strategy to see if any were appropriate for inclusion in the Core Strategy. It was also necessary to think about the type and magnitude of intervention needed to bring about the level of change required to deliver the overall aims and objectives of the Sustainable Community Strategy.

KEY PLANNING ISSUES FACING THE DISTRICT	DEVELOPING STRATEGIC OBJECTIVES TO INCLUDE IN THE CORE STRATEGY
Areas of deprivation	The Sustainable Community Strategy identifies the need to reduce the gap between the most disadvantaged areas and elsewhere as a key priority for the district. Other strategic issues identified in the Sustainable Community Strategy (such as poor health, crime and disorder and the fact children and young people have a poor start in life) seem to stem from this key issue. This issue can be

	addressed by 'promoting the physical, social and economic regeneration of these areas' and seeking to 'improve the quality of life of the district's residents, particularly those who are most disadvantaged'. These should both therefore be strategic objectives in the Core Strategy.
Weak economy	The Sustainable Community Strategy identifies the need to 'strengthen the economy' as a key priority for the district. This should be repeated in the Core Strategy as a strategic objective. 'Supporting Bathside Bay' and 'promoting the area as an attractive place to visit' have been identified as two ways to address the problem of having a weak economy. These should therefore also be included in the Core Strategy as strategic objectives.
Housing need	The Sustainable Community Strategy recognises that the affordability and quality of housing need to be addressed to help tackle deprivation. The 'need to address the district's high need for new housing that is decent and affordable' should therefore be included in the Core Strategy as a strategic objective.
Limited brownfield land	This is a planning issue that has stemmed from concerns about the vulnerability of the district's attractive landscape and the potential for areas of land to be lost to development. The need to 'protect the district's best assets by carefully managing urban growth' should therefore be included in the Core Strategy as a strategic objective.
Climate change and flood risk	Again, this is a planning issue that stemmed from concerns about the vulnerability of the district's attractive landscape due to the risks associated with climate change. The need to 'protect the district's best assets by carefully managing urban growth' should be included in the Core Strategy as a strategic objective. Whilst not explicit, this could be interpreted as the need to direct development away from areas at risk of flooding. This level of detail is more appropriately addressed in a core policy rather than in a strategic objective.
Ageing population	Whilst not explicit in the Sustainable Community Strategy the fact that the district has an ageing population exasperates many of the other problems. The need to 'bring balance to the district's age profile by making the district an attractive place to live and work for younger people whilst providing for the needs of its older residents' should be included in the Core Strategy as a strategic objective.
Attractive environment	The Sustainable Community Strategy identifies the need to safeguard the district's attractive environment for future generations as a key priority for the district. This should be repeated in the Core Strategy but expanded on slightly to explain what aspects of the district's environment are considered to be 'attractive'. The need to 'protect and enhance the district's unique maritime heritage and historic built environment' and 'protect the area's rural character, unspoilt open countryside and sensitive coastal

	and estuarine landscapes' should be included in the Core Strategy as strategic objectives.
Weak transport links	Whilst not explicit in the Sustainable Community Strategy the fact that the district has weak transport links exasperates many of the other problems facing the district, in particular the fact the area has a weak economy and contains many deprived areas. It is not proposed to include a specific strategic objective in the Core Strategy relating to transport as it is considered this issue can be addressed whilst trying to achieve other strategic objectives (i.e. 'strengthening the economy', 'supporting Bathside Bay' and 'promoting regeneration' – which could require upgrades to the transport network.
Proposed port expansion	This issue has stemmed from concerns about the vulnerability of the district's economy. The need to 'support Bathside Bay' should therefore be included in the Core Strategy as a way to address the district's weak economy.

### **Recommended strategic objectives to include in the Issues and Possible Options Discussion Document**

4.13 At the time of writing the Issues and Possible Options Discussion Document it was decided to only include a small number of strategic objectives that were considered to reflect the priority issues facing the district, based primarily on an understanding of the Sustainable Community Strategy and initial work carried out to inform the emerging Core Strategy. The strategic objectives included in the Issues and Possible Options Discussion Document were as follows:

- Strengthen Tendring's Economy.
- Reinforce Harwich's role as a major gateway to Europe and facilitate major port expansion at Bathside Bay.
- Promote Tendring as an attractive place to visit.
- Promote the physical, social and economic regeneration of Tendring's most deprived area.
- Protect and enhance Tendring's unique maritime heritage and historic built environment.
- Protect Tendring's rural character, unspoilt open countryside and sensitive coastal and estuarine landscapes and carefully manage urban growth.
- Bring balance to Tendring's age profile by making the district an attractive place to live and work for younger people whilst providing for the needs of its older residents.
- Address Tendring's high need for new housing that is decent and affordable.
- Improve the quality of life of Tendring's residents, particularly those who are most disadvantaged.

## Refining the strategic objectives

- 4.14 Although it is essential that the strategic objectives help deliver the aims and objectives of the Sustainable Community Strategy, it is important to remember that they must also fulfil other requirements (i.e. deliver sustainable development). The following section discusses how the strategic objectives were refined and made 'fit for purpose' for inclusion in the draft Core Strategy.
- 4.15 In order to be 'fit for purpose' for use in a spatial plan, the strategic objectives must:
- contribute to the delivery of sustainable development and the creation (and maintenance) of sustainable communities;
  - not conflict with national planning policy;
  - be in conformity with other policies, plans, programmes and strategies that have an impact on the nature of places and how they function (including taking into account the refresh of the Sustainable Community Strategy and the publication of the Council's Corporate Plan);
  - be based on a sound understanding of the district's characteristics and the issues and challenges facing the district;
  - be informed by community involvement (in particular the outcome of the Issues and Possible Options period of consultation) and continuous engagement with key delivery stakeholders; and
  - be subjected to regular monitoring and review.
- 4.16 The following section discusses each of the above requirements in detail setting out how the strategic objectives proposed in the Issues and Possible Options Discussion Document should be amended.

### Contributing to the delivery of sustainable development and the creation (and maintenance) of sustainable communities

- 4.17 In recent years, sustainable development has become the core principle underpinning spatial planning. It is now a statutory requirement for local development documents to contribute to the achievement of sustainable development and local planning authorities must have regard to national planning policy and advice on achieving sustainable development.
- 4.18 At the heart of the principle of sustainable development is the simple idea of ensuring a better quality of life for everyone now and for future generations. A widely used definition for sustainable development was drawn up by the World Commission on Environment and Development in 1987:

*'Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'*

- 4.19 As already demonstrated in the previous Chapter there are some concerns with the way the Sustainable Community Strategy had been aligned with the principles of ‘sustainability’ and ‘sustainable development’ – in particular the fact that the document fails to make clear how sustainable development can be delivered on the ground. However, it is accepted that the Sustainable Community Strategy is not a spatial planning document and it is the responsibility of the Core Strategy to transform its aims and objectives into planning-related outcomes.
- 4.20 Planning Policy Statement 1: Delivering Sustainable Development (‘PPS1’)<sup>10</sup> gives useful guidance by setting out the Government’s overarching planning policies on the delivery of sustainable development through the planning system. PPS1 states that planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:
- 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, the quality and character of the countryside, and existing communities;
  - ensuring high quality development through good and inclusive design, and the efficient use of resources; and
  - 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.
- 4.21 The strategic objectives (together with the rest of the Core Strategy) will therefore need to contribute to the delivery of sustainable development in line with PPS1 and other planning policy statements. The key challenge will be to avoid preparing indistinguishable objectives that have no relevance to the specific issues and challenges facing Tendring.
- 4.22 Whilst the set of strategic objectives included in the Issues and Possible Options Discussion Document go some way to contribute to the delivery of sustainable development the following changes are needed to produce a set of strategic objectives that better reflect the requirements of PPS1:

- **Clarify how urban growth should be carefully managed**

The current wording gives no guidance on how urban growth should be carefully managed to produce development that is considered ‘sustainable’. A series of strategic objectives are therefore required that seek to achieve sustainable patterns of growth in line with the requirements of PPS1, driven by other planning policy statements which set out more detailed policy and guidance in line with the overarching guidance contained in PPS1. The following strategic objectives help to clarify what is meant by ‘carefully managing urban growth’ and should therefore be included in the Core Strategy:

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<sup>10</sup> PPS1 is available at:

<http://www.communities.gov.uk/publications/planningandbuilding/planningpolicystatement1>

<b>MANAGING GROWTH</b>	<ul style="list-style-type: none"> <li>• Direct new development to sustainable locations</li> <li>• Promote a shift in travel behaviour away from reliance on the private car</li> <li>• Minimise environmental impacts</li> <li>• Link housing and job growth</li> </ul>
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- **Organise the strategic objectives under ‘spatial themes’**

Alongside the set of strategic objectives under the theme ‘managing growth’, the remaining strategic objectives should be arranged under the three strands of sustainability (environmental, economic and social). This will provide a logical structure for the development of the rest of the Core Strategy and demonstrates the Council’s commitment to contribute to the delivery of sustainable development. The following table arranges the strategic objectives contained in the Issues and Possible Options Discussion Document under the following four spatial themes (‘managing growth’, ‘the environment’, ‘the economy’ and ‘the community’) (an overall aim is also included):

<b>MANAGING GROWTH</b>	<p><b><i>Overall aim: to achieve sustainable patterns of growth and secure the infrastructure needed for growth</i></b></p> <ul style="list-style-type: none"> <li>• Carefully manage urban growth (see above for clarification of this)</li> </ul>
<b>THE ENVIRONMENT</b>	<p><b><i>Overall aim: to protect and enhance the district’s built, natural and historic environmental assets, contribute towards the global fight against climate change and ensure high quality design</i></b></p> <ul style="list-style-type: none"> <li>• Protect and enhance Tendring’s unique maritime heritage and historic built environment</li> <li>• Protect Tendring’s rural character, unspoilt open countryside and sensitive coastal and estuarine landscapes</li> </ul>
<b>THE ECONOMY</b>	<p><b><i>Overall aim: to create the conditions for economic growth and new job opportunities in the district</i></b></p> <ul style="list-style-type: none"> <li>• Strengthen Tendring’s economy</li> <li>• Reinforce Harwich’s role as a major gateway to Europe and facilitate major port expansion at Bathside Bay</li> <li>• Promote Tendring as an attractive place to visit</li> <li>• Promote the physical, social and economic regeneration of Tendring’s most deprived areas</li> </ul>

<b>THE COMMUNITY</b>	<p><b>Overall aim: improve the quality of life for all residents</b></p> <ul style="list-style-type: none"> <li>• Bring balance to Tendring's age profile by making the district an attractive place to live and work for younger people whilst providing for the needs of its older residents</li> <li>• Address Tendring's high need for new housing that is decent and affordable</li> <li>• Improve the quality of life of Tendring's residents, particularly those who are most disadvantaged</li> </ul>
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Meeting specific requirements set out in national planning policy

- 4.23 National planning policy is contained in Planning Policy Statements (PPSs), Planning Policy Guidance Notes (PPGs), Planning Circulars and other guidance. PPSs and PPGs expand on the general principles of delivering sustainable development set out in PPS1 and provide more detailed policies for specific planning topics, such as housing, employment, town centres and many more. Technical Paper 3 (Strategic Context) provides a detailed analysis of the specific requirements of all relevant planning policy documents.
- 4.24 As mentioned above, the key challenge in developing the strategic objectives will be to avoid merely repeating these requirements to make sure they are locally distinctive. The following table sets out how the strategic objectives contained in the Issues and Possible Options Discussion Document should be amended to better reflect the key requirements of national planning policy (taking into account the changes already proposed above):

<b>MANAGING GROWTH</b>	<ul style="list-style-type: none"> <li>• Emphasise the need to carefully manage urban growth (see above for suggested objectives under this spatial theme which have been mostly shaped by PPS1 and PPS3).</li> </ul>
<b>THE ENVIRONMENT</b>	<ul style="list-style-type: none"> <li>• Emphasise the need to minimise the risk to human life and property from flooding and coastal erosion taking into account the likely impacts of climate change (PPS25).</li> <li>• Include the need to protect and enhance the area's biodiversity (PPS1 Supplement – Planning and Climate Change, PPS9) and expand the district's network of green infrastructure (PPS9, PPG17), in addition to the need to protect and enhance the district's natural and built assets.</li> <li>• Include the need to conserve natural resources by encouraging renewable energy, energy/water efficient design and re-cycling of waste (PPS1 Supplement – Planning and Climate Change, PPS3, PPS22).</li> <li>• Include the need to promote high quality, energy efficient design that respects local character and contributes positively to achieving a 'sense of place' (PPS1, PPS1 Supplement – Planning and Climate Change, PPS3, PPS7).</li> </ul>

<p><b>THE ECONOMY</b></p>	<ul style="list-style-type: none"> <li>• Emphasise the need to plan for existing centres (PPS4) by improving their image, vitality and viability through public realm improvements, creating jobs and achieving sustainable housing growth.</li> <li>• Identify the need to encourage sustainable economic growth (PPS4) by identifying sustainable and commercially attractive development opportunities, creating regeneration opportunities in the district's deprived areas and improving skills.</li> <li>• Recognise the need to also support growth, diversification and stability in the rural economy (PPS4).</li> </ul>
<p><b>THE COMMUNITY</b></p>	<ul style="list-style-type: none"> <li>• Include the need to create a more balanced housing stock by delivering a mix of new homes and other accommodation to meet local demands and needs (PPS3).</li> <li>• Include the need to promote social inclusion and reduce the opportunity for crime and disorder through design of new development (PPS1, PPS3).</li> <li>• Include the need to resist the loss of existing community, leisure and sports facilities and deliver new facilities to support the demographics of the district (PPS1).</li> </ul>

Integration with other policies, plans, programmes and strategies that have an impact on the nature of places and how they function (taking into account the Sustainable Community Strategy refresh and publication of the Corporate Plan)

4.25 PPS1 states that spatial plans should also have regard to other policies, plans, programmes and strategies that may impact on the nature of places and how they function, in particular other plans and strategies relating to development or regeneration. Technical Paper 3 (Strategic Context) sets out in detail how other relevant policies, plans, programmes and strategies have been taken into account and how they have helped to shape the content of the Core Strategy. At this time, four key documents emerged that needed to be taken into account as they would undoubtedly influence the development of the Core Strategy and its strategic objectives. The following is a summary of how each document influenced the development of the Core Strategy strategic objectives.

- **Regeneration Strategy (2010)**

The strategy for regeneration in Tendring seeks to encourage tourism to the district to create places that are both attractive to live and work. It identifies regeneration areas in Clacton, Harwich, Walton, Brightlingsea, Mistley and in particular Jaywick. The strategic objectives contained in the Issues and Possible Options Discussion Document should therefore be amended as follows to reflect the Regeneration Strategy (taking into account changes already proposed above):

<b>THE ECONOMY</b>	<ul style="list-style-type: none"> <li>• Emphasise the need to support and promote growth and diversification in tourism.</li> <li>• Include the need to improve the strategic transport and communications network.</li> <li>• Emphasise the need to create regeneration opportunities in the district's deprived areas.</li> </ul>
<b>THE COMMUNITY</b>	<ul style="list-style-type: none"> <li>• Emphasise that promoting the regeneration of the district's most deprived areas means delivering new housing, jobs, services and facilities.</li> </ul>

- **Tourism Strategy (2010)**

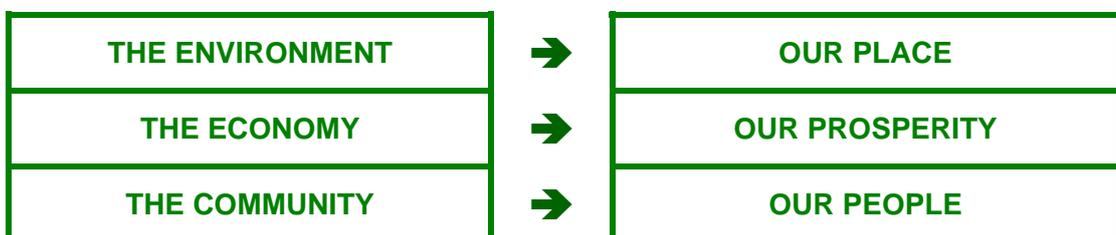
The Tendring Tourism Strategy recognises the importance of tourism for this district to help strengthen and improve the district's economy, in accordance with the Regeneration Strategy. Particular emphasis is given to tourism-led regeneration. The strategic objective 'promoting Tendring as an attractive place to visit' that was included in the Issues and Possible Options Discussion Document should be expanded to include the need to promote/support diversification in tourism and make best use of the district's natural and man-made assets to attract visitors to the district.

- **Refresh of the Sustainable Community Strategy (2009)**

The refreshed version of the Sustainable Community Strategy places greater emphasis on using tourism to strengthen the district's economy. On reflection, no further changes are recommended as the proposed changes to the strategic objectives identified above already place greater emphasis on tourism.

- **Corporate Plan (2009)**

The Council's new Corporate Plan (2009 – 2016) sets out the priorities of the Council over the next few years. In developing the Core Strategy and to demonstrate the link between the two documents, it is proposed to rename three of the spatial themes as follows:



Based on a sound understanding of the district's characteristics and the issues and challenges facing the district

4.26 As already demonstrated in the previous Chapter, the Sustainable Community Strategy is based on sound evidence. Furthermore, the key issues that have helped to refine the

strategic objectives are also based on a sound understanding of the characteristics of the district.

- 4.27 As already mentioned, the preparation of the Sustainable Community Strategy involved a similar exercise which resulted in the preparation of an 'area profile' for the district. A similar process has been carried out to inform the preparation of the 'spatial portrait' element of the Core Strategy, which in essence, is an up-to-date area profile for the district. The development of this section of the Core Strategy is contained in Technical Paper 4 (Spatial Portrait).
- 4.28 This process revealed that different parts of the district have different characteristics and therefore suffer different issues. Consequently, it was recognised early on in the development of the strategic objectives that a 'one size fits all' approach is not appropriate for Tendring. As a result, each place in Tendring (i.e. each of the district's urban settlements and one general vision for the rural 'heartland', which contains a number of attractive villages and hamlets) will have separate 'local objectives' that relate specifically to each place to accompany (and ultimately help achieve) the local spatial visions.
- 4.29 In developing these local objectives, it is important to gauge how far the Council is from achieving the local spatial vision for each place. This can be achieved by looking at the situation as it is now (in terms of the characteristics and the key issues and challenges facing that particular part of the district), which will then determine how radical (or otherwise) the local objectives need to be. It is also important that the local objectives compliment the overarching strategic objectives and help achieve the overarching spatial vision. The development of these local objectives will be discussed later in this Chapter.

#### Informed by community involvement and engagement with key delivery stakeholders

- 4.30 The Issues and Possible Options Discussion Document set out a number of proposed strategic objectives followed by a question asking whether people agreed with the proposed strategic objectives and whether there were any others that should be included in the Core Strategy.
- 4.31 Most people who responded to this question generally agreed with the proposed set of strategic objectives, in principle, subject to some changes being made. The majority of these changes involved making the objectives more detailed to give the Core Strategy a better focus to achieve the overall vision for the district. For instance, it was suggested that the proposed objective 'strengthen Tendring's economy' should be replaced by a series of more detailed objectives giving some idea on how this could be achieved.
- 4.32 The intention at the time of writing the Issues and Possible Options Discussion Document was to keep the strategic objectives brief to address the key issues facing the district. This was mainly because at the time not all the background evidence required to underpin the Core Strategy was ready and it would have been wrong to pre-empt the outcome of the Issues and Possible Options consultation period. However, it is now proposed that the draft Core Strategy will contain an expanded set of 'overarching strategic objectives' designed to deliver the overarching vision for the future of the district. A number of people also suggested having local objectives to accompany the local visions.
- 4.33 Most of the changes suggested by the responses to this question have been taken into account during the development of the revised overarching objectives and more detailed place-specific objectives.

### Regular monitoring and review

- 4.34 PPS12 highlights the importance of developing a robust monitoring framework to measure the effectiveness of the Local Development Framework. This is to help determine whether policies and proposals are being successfully implemented and if they are having the desired outcomes. Consequently, the visions and objectives contained in the final Core Strategy will be subjected to regular monitoring and review and updated, if necessary, to reflect changing circumstances.

### **Recommended strategic objectives to include in the draft Core Strategy**

- 4.35 Taking all the above factors into account, the strategic objectives included in the Issues and Possible Options Discussion Document will be amended as follows:
- Develop a set of strategic objectives that deal specifically with ‘managing growth’. These will help promote sustainable and inclusive patterns of urban and rural development in line with the requirements of PPS1.
  - Re-arrange and expand the existing objectives (to meet specific requirements of national planning policy, the Council’s Regeneration Strategy and Tourism Strategy) under the following three spatial themes: ‘Our Place’, ‘Our Prosperity’ and ‘Our People’. This means the Core Strategy will be aligned with the Council’s Corporate Plan. Include an overall aim for each group of objectives.
  - Place greater emphasis on using tourism to help strengthen the district’s economy, making best use of its natural and built environmental assets.
- 4.36 The final overarching strategic objectives (and series of local specific objectives for each place in the district) recommended for inclusion in the proposed submission draft of the Core Strategy are contained in Chapter 5 of this technical paper.

### **Developing specific local objectives for each place in Tendring**

- 4.37 As mentioned earlier in this Chapter it is proposed to have separate local objectives for each place in Tendring (i.e. each of the district’s urban settlements and one general vision for the rural ‘heartland’) that relate specifically to each place to accompany (and ultimately help achieve) the local spatial visions
- 4.38 In developing these local objectives, it is important to gauge how far the Council is from achieving the local spatial vision for each place. This can be achieved by looking at the situation as it is now (in terms of the characteristics and the key issues and challenges facing that particular part of the district), which will then determine how radical (or otherwise) the local objectives need to be. The following table sets out the key issues for each place and proposed local objectives that would resolve each issue and help achieve the local spatial vision for each place:
- 4.39 The following is a summary of what objectives are needed to bring about the change expected in each place in the plan period, taking into account the key issues/opportunities that exist for each place based on the key findings of Technical Paper 3 (Spatial Portrait) and thinking that went into developing the local spatial visions – see Chapter 3 and detail contained in Technical Paper 7 (Spatial Strategy).

- **Clacton: a focus on growth and regeneration and creating a 21st Century resort.**

The local objectives for Clacton should emphasise the need to promote tourism in the town. Clacton is the district's biggest and most popular seaside resort and so should be the main focus for developing tourism opportunities in the district. Similar to many resorts nationwide, Clacton has suffered significant physical, economic and social decline due to changing holiday habits, travel improvements and tastes and fashions. As the town was developed principally as a seaside resort, the decline in tourism has hit the town hard and it has struggled to reinvent itself over the years. However, the Council is keen to retain the town's links with tourism but tailor it to meet 21<sup>st</sup> Century holiday habits, tastes and expectations and to make it an attractive place to live, work and visit all year round. To help achieve this overall goal it is recognised the core visitor area close to the seafront should be protected for leisure/tourism purposes and the town centre should be enhanced to attract more people to the area. The fact that Clacton will receive the most growth in the district should be reflected in the local objectives, together with the wider infrastructure that will accompany such growth. A specific objective relating to Jaywick is also needed as it is recognised this area requires special attention to address its unique planning problems.

- **Harwich: an emphasis on expanding the international port and promoting the area's maritime heritage.**

The local objectives for Harwich should emphasise the need to promote the town as a gateway to Europe by facilitating the expansion of the port. To help strengthen the district's economy and support the port there is an opportunity to promote a range of supporting uses related to the port that will help provide new jobs and attract businesses to the area. Notwithstanding the need to promote economic growth and facilitate change Harwich contains a rich maritime heritage and historic built environment that should be protected and enhanced wherever possible. This will help improve Harwich as a visitor destination and encourage visitors to stay in the district rather than simply pass through it. Unlike Clacton, Harwich is surrounded by attractive countryside which needs to be taken into consideration when deciding where to allocate new growth on the periphery of the town.

- **Frinton and Walton: an emphasis on regenerating Walton-on-the-Naze and stimulate a year round economy**

The local objectives for Frinton and Walton should recognise that both towns are unique and experience different problems. Walton suffers similar problems to Clacton but these are exacerbated due to the town's peripheral location, weak transport links and the fact it contains fewer shops and services. The need to deliver regeneration and create a year-round economy should be emphasised in the local objectives for this area. The objectives should promote the conservation of Walton's two best natural assets (The Naze and Hamford Water), which will make the area more appealing as a place to visit. The objectives should emphasise the need to conserve the unique charm and historic character of Frinton.

- **Manningtree and Lawford: focussing on protecting local character and allowing limited growth**

The priority for this area is the need to safeguard the area's important historic built environment, sensitive riverside setting and attractive surrounding landscape.

Emphasis should be placed on expanding the range of shops and services in Manningtree Town Centre and improving its accessibility to make it more appealing to visitors and people in the area.

- **Brightlingsea: an emphasis on restraint, very limited growth and expanding upon the town's leisure offer**

Emphasis is needed on protecting the town's leisure assets and supporting a range of shops and services to help strengthen the town centre. In recognition of the fact the town is fairly isolated from the rest of the district the objectives should emphasise the need to deliver improvements to local services and public transport.

- **Rural Heartland: supporting a diverse rural economy**

A key priority for the rural heartland is to protect and enhance the unique character of each of the district's rural settlements whilst allowing small-scale sustainable housing and employment development that is related to local needs and sympathetic to local character to help sustain essential local shops and services. The objectives should recognise the fact that the rural economy is valued and opportunities to strengthen it will be supported. For instance, opportunities to diversify and re-use redundant farm buildings for appropriate job-generating uses should be supported. Similarly, opportunities to improve broadband coverage and physical links that help to improve access to the countryside for tourism and new business opportunities will be supported.

#### **Recommended local objectives to include in the draft Core Strategy**

- 4.40 The final place-specific local objectives recommended for inclusion in the proposed submission draft of the Core Strategy are contained in Chapter 5 of this technical paper.

## 5. Conclusions and Recommendations

- 5.1 The purpose of this section is to summarise the key findings from the study and set out the recommended vision and strategic objectives to be included in the Proposed Submission draft of the Core Strategy.
- 5.2 It is recommended that the following be included as the overarching vision. It is primarily based on the vision contained in the district's Sustainable Community Strategy but has been considerably expanded to embrace comments received during the Issues and Possible Options period of consultation, comments from key stakeholders throughout the plan-preparation process and the refresh of the Sustainable Community Strategy. Further changes were also made as a result of aligning the emerging Core Strategy with other corporate plans, programmes and strategies, in particular the emerging Corporate Strategy. The following proposed overarching vision therefore remains true to the Sustainable Community Strategy but contains a bit more detail to provide more of a strategic steer for the remainder of the Core Strategy.

### ***Recommended 'overarching spatial vision'***

*"In 2031, Tendring will be a vibrant, healthy and attractive place to live, work and visit. It will have a thriving, resilient and prosperous economy making best use of its natural assets, maritime connections and popularity as a visitor destination.*

*Tendring's residents will have the opportunity to enjoy a safe and healthy quality of life in communities that offer a range of new housing, job opportunities and other important services and facilities. They will be able to enjoy unspoilt coast and open countryside and a diverse range of attractive historic settlements. The district will be the home to people of all ages and abilities, providing for the needs of older people and ensuring that children and young people have the opportunity for a good start in life.*

*Clacton-on-Sea will have seen the largest proportion of the district's growth in new housing and commercial development and there will be visible signs of regeneration in the town centre.*

*Harwich will be enjoying an economic resurgence thanks to the new development at the port and associated commercial growth and new housing developments. The Old Town of Harwich will offer various visitor attractions associated with its wealth of maritime history with new leisure activities.*

*Frinton-on-Sea and Walton-on-the-Naze will have received an injection of new housing and holiday accommodation which has helped to sustain local shops and services and bring more year-round prosperity, particularly in Walton which will also have a range of new shops and visitor attractions.*

*The smaller towns of Manningtree/Lawford and Brightlingsea and some of the larger villages within the rural parts of the district will have seen some modest levels of new housing to support local shops and services and provide for local needs."*

## **Recommended ‘overarching strategic objectives’**

### **Managing Growth**

**Overall aim: *achieve sustainable patterns of growth and secure the infrastructure needed for growth.***

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

### **Our Place**

**Overall aim: *protect and enhance the district’s built, natural and historic environmental assets, contribute towards the global fight against climate change and ensure high quality design.***

- PL1:** Minimise the risk to human life and property from flooding and coastal erosion taking into account the likely impacts 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.
- 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.
- 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.
- PL5:** Promote high quality, energy efficient design that respects local character and contributes positively to achieving a ‘sense of place’.

## **Our Prosperity**

***Overall aim: create the conditions for economic growth and new job opportunities in the district.***

- PR1:** Improve the strategic transport and communications network.
- PR2:** Support and promote growth and diversification in tourism, making best use of the district's natural and man made features.
- PR3:** Attract inward investment by identifying sustainable and commercially attractive development opportunities, creating regeneration opportunities in its deprived areas and improving skills.
- 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.
- PR5:** Deliver growth in public sector services to support the growing population.
- PR6:** Support growth, diversification and stability in the rural economy.
- PR7:** Resist the loss of existing job opportunities.

## **Our People**

***Overall aim: improve quality of life for all residents.***

- PE1:** Delivering new housing, jobs, services and facilities in the district's most deprived 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.
- PE3:** Improve the health of the district's residents by improving access to recreational activities and 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.
- PE5:** Ensure, through design, that new development promotes social inclusion and minimises the opportunities for crime and antisocial behaviour.
- 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.

## **Recommended 'local spatial visions' and 'local objectives'**

**Clacton** (including Great Clacton, Jaywick and Holland-on-Sea)

*"In 2031, Clacton will be well known as a re-invented '21<sup>st</sup> Century year-round resort' offering a mix of contemporary and traditional family leisure activities in its core seafront visitor area with a vibrant evening economy and conference opportunities.*

*The town will be a popular place on the coast to live and work for people of all ages having been the focus for well planned major growth in new quality housing, jobs and other community services and attractive surrounding countryside.*

*As a shopping centre, it will have undergone a renaissance, boasting quality new development and retailers giving the area a fresh, vibrant image attractive to increasing numbers of new visitors as well as residents.*

*Jaywick will address quality new housing for local people and a range of holiday accommodation taking advantage of its new beach and other leisure facilities."*

- CL1:** Promote the town as a '21<sup>st</sup> Century year-round resort.
- CL2:** Protect and enhance the town's core visitor area on the seafront.
- CL3:** Deliver major economic growth in the town centre.
- CL4:** Deliver significant levels of new market and affordable housing.
- CL5:** Deliver a comprehensive package of new green infrastructure.
- CL6:** Deliver a new relief road to ease the town's traffic.
- CL7:** Deliver regeneration and tourism activity in Jaywick.

**Harwich** (including Dovercourt, Parkeston, Little Oakley and part of Ramsey)

*“In 2031, Harwich will be established as a major gateway to Europe having exploited and made the most of wind farm market opportunities followed by its recently completed modern container port benefiting from major improvements to the A120 and improved rail freight infrastructure. The port and associated off-site logistics and distribution facilities and services will provide many jobs for local people.*

*The town will benefit from its rich maritime heritage focussed on the historic character of Old Harwich and its superb waterfront setting with excellent visitor facilities. New shops and visitor attractions will have made Harwich a popular destination and the home for new exciting sailing and water sports events.*

*The town will attract increasing numbers of day trippers and Cruise Liner visitors whose needs are met by new leisure experiences linked to the Mayflower theme and the rich heritage of the town.*

*Following a recent economic resurgence, the town will be a popular place to live and work by the sea, with award winning beaches, a number of new quality residential developments and a new linear country park to safeguard its attractive countryside setting.”*

- HA1:** Promote the town as a ‘Gateway to Europe’ by supporting and facilitating the expansion of the container port and promoting the cruise passenger market.
- HA2:** Deliver a range of logistics, distribution and other support services related to the port.
- 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.
- HA4:** Deliver regeneration and sensitively designed commercial development opportunities in Harwich Old Town and Dovercourt Town Centre.
- HA5:** Deliver appropriate levels of new market and affordable housing.
- HA6:** Safeguard the town’s attractive countryside setting.

## **Frinton and Walton** (including Kirby Cross)

*“In 2031, Frinton and Walton will be reaping the fruits of an economic revival that began following a series of developments in Walton-on-the-Naze designed to promote commercial activity and job opportunities throughout the winter months as well as the busy summer period.*

*Its historic Victorian character will have been preserved and enhanced thanks to various public realm improvements, repairs to its historic buildings and the introduction of well designed infill developments offering new commercial and leisure facilities. The town will offer a range of new housing and tourist accommodation and upgraded attractions including water sports facilities and a boating lake. Its beaches, diverse coastline and attractive environmental setting, with new education field centres at the Naze and Hamford Water will continue to make it a significant weekend and day visitor attraction in the summer months.*

*In Frinton, Connaught Avenue will offer a unique shopping experience for residents and visitors alike, supported by public realm improvements, strict control over the appearance of new shop fronts and new services and facilities to meet the day to day needs of the local population. The seafront and beach will continue to attract large numbers of day visitors with its wide open greenswards.*

*Attractive new infill developments on the seafront and its much sought after residential together with a modest amount of planned quality new residential development will have taken place in the area to relieve both local pressures and to accommodate some of the demand generated by the area's popularity. However, the essential character of the area will have been preserved and enhanced.”*

- FW1:** Deliver regeneration and year-round economic and leisure activity in Walton-on-the-Naze.
- FW2:** Deliver a range of new housing and tourist accommodation.
- FW3:** Promote the conservation of the Naze and Hamford Water.
- FW4:** Maintain the unique charm and historic character of Frinton.

**Manningtree and Lawford** (including western part of Mistley)

*“In 2031, Manningtree and Lawford will be popular and attractive places for commuters and second home owners due to their good communications, rich historic character, attractive riverside setting and high quality landscapes.*

*Manningtree town centre will have benefited from a greater range of sensitively planned shops and services to meet the needs of a growing population and a number of environmental enhancements to improve pedestrian measures and exploit its riverside setting. The rich historic heritage of the urban fabric will have been safeguarded and enhanced through a conservation management approach.*

*A modest amount of quality new residential development will have taken place in the area to relieve both local pressures and to accommodate some of the demand generated by the area’s popularity. However, the essential character of the area will have been preserved and enhanced.”*

**ML1:** Safeguard the area’s important historic heritage and its countryside and riverside setting.

**ML2:** Expand the range of shops and services in the town centre and improve its accessibility.

**ML3:** Deliver a modest amount of new housing.

## Brightlingsea

*“In 2031, Brightlingsea will be associated with its sailing activities, its attractive riverside setting and easy access to the surrounding countryside.*

*The attractive town centre will offer a healthy range of shops and services and the waterside will be the focus of varied commercial activities, water sports and other leisure pursuits. Some commercial activities will continue in the harbour, some related to maintaining off-shore windfarms.*

*The western promenade will provide a range of new leisure facilities and continue to host local events and will have undergone environmental enhancements to improve the area’s attractiveness.*

*A modest amount of quality new residential development will have taken place to meet local demands and needs, including waterside houses but any expansion of the town will be limited by environmental constraints and its single road access.”*

**BR1:** Promote the town’s leisure assets.

**BR2:** Support a diverse range of shops and services in the town centre.

**BR3:** Deliver a modest amount of new housing to meet local needs.

**BR4:** Deliver improvements to local services and public transport.

## Rural Heartland

*“In 2031, the district’s rural heartland will offer a diverse choice of places to live, work and take recreation and work ranging from large villages to small hamlets, but each set within attractive areas of open countryside and having a distinctive and attractive character.*

*Agriculture will still dominate the countryside visually. However, the district’s farms will also be increasingly diversifying into other small business opportunities, tourist accommodation and leisure activities – securing the future of historic rural buildings. Improvements to the coverage of broadband internet services in some of the more remote rural areas will also allow many people to run businesses from their own homes.*

*The larger villages will have small-scale business developments providing local employment. Local shops and services will be supported by a limited amount of new housing including affordable housing for young people.*

*Improvements to the district’s network of footpaths, cycle paths and bridleways, will offer new leisure business opportunities for short stay accommodation and food and drink catering for day visitors.*

*Bus and train services will enable local people to travel to their nearest town and enjoy the benefits that regeneration and economic growth has brought over the last few years.”*

- RH1:** Retain the individual identity of each of the district’s rural settlements.
- RH2:** Support agriculture and appropriate farm diversification schemes involving the re-use of rural buildings for business, tourist accommodation and leisure activities.
- RH3:** Widen the coverage of broadband internet and support rural enterprise.
- RH4:** Promote small-scale sustainable housing and employment development related to local needs and sympathetic to local character.
- RH5:** Improve access to the countryside for tourism by maintaining and improving a network of footpaths, cycle paths and bridleways and encouraging new related business opportunities.
- RH6:** Maintain and improve public transport links between the district’s rural areas and neighbouring towns.